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Implementation of the Performance Management System in the Gauteng Department of Agriculture and Rural Development

By

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A research report submitted to the faculty of Commerce, Law and Management, University of the Witwatersrand, in partial fulfilment of the requirements for the degree of Master of Management (in the field of Governance and Public Leadership)

2015

ABSTRACT

The performance management system was introduced in the South African public service with the intention to continuously manage performance by setting performance objectives, reviewing past performance, assessing current performance, improving poor performance, determining recognition and reward for good performance, and assisting with career planning. Research has revealed that although the performance management system has been implemented in government departments it has not achieved expected results. This study was undertaken as an attempt to investigate the factors leading to the challenges in implementing the performance management system in the Gauteng Department of Agriculture and Rural Development.

To achieve this, semi-structured interviews were conducted with employees at different levels as well as a former trade union leader who was involved in the process of developing the Gauteng Provincial Government Policy on Performance Management and Development. Internal documents of the Department were also analysed. The themes identified led to a richer understanding of the factors affecting the implementation of the performance management system.

The research findings indicate that although there is an understanding of performance management in the Department, implementation remains a challenge. The analysis of the responses indicated a great dissatisfaction with the current system. A few of the reasons are that not all managers show commitment towards the performance management system; some managers are not fair in the manner in which they conduct performance assessments and distribute rewards; it has failed to link performance outcomes to rewards in a meaningful manner; there is not much emphasis placed on personal and career development; and there are no measures

put in place by supervisors to address employees who do not achieve the set performance targets.

It is concluded that there is an urgent need for government to address the challenges experienced with the system, as at the moment, it is not meeting the objectives it was intended to meet.

DECLARATION

I declare that this report is my own, unaided work. It is submitted in partial fulfilment of the requirements of the degree of Master of Management (in the field of Governance and Public Leadership) in the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other university.

_____

Dineo Cecilia Lemao

01 February 2016

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DEDICATION

To my great grandmother, the late Alina Mama Lemao: If you could see me now, I know you would be so proud.

ACKNOWLEDGEMENTS

I would like to express my sincere gratitude to Dr Manamela Johnny Matshabaphala, my supervisor, for his guidance throughout the duration of my studies. Thank you for believing in my capabilities and giving me direction when it mattered most.

I am grateful to my manager, Deputy Director-General, Ms Priscilla Pietersen, for having an interest in my studies and encouraging me throughout. I thank you for giving me the opportunity to realise my potential.

I would also like to acknowledge the contribution of all the participants who voluntarily took part in my research and provided valuable information. Your efforts are greatly appreciated.

To my partner…thank you for your support, patience and understanding.

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CHAPTER ONE

GENERAL INTRODUCTION

1.1 INTRODUCTION

With the growing understanding of the role of human capital in the success of organisations over the past twenty years, the importance of performance management cannot be over-emphasised. Managers in both the public and private sectors are under constant pressure to improve performance in their organisations (Biron et al., 2011). According to Ulrych (1997, p. 11) global economic realities have, in recent years, resulted in organisations no longer waiting for external stimulii such as technological innovations and market growth to increase their efficiency. Organisations began seeking opportunities internally to gain competitive advantage. This subsequently led to increased interest in the concept of performance management.

The public sector implemented the Performance Management and Development System with the objective being to provide guidelines and policy measures which will ensure that performance management is implemented efficiently and effectively in departments. Performance management aims to optimise employee output in terms of quantity and quality in order to increase the total performance of the organisation (Van Dijk & Thornhill, 2003).

There are numerous objectives of the Performance Management and Development System. Firstly, it aims to establish a performance culture that rewards and recognises effective performance. Secondly, it intends to be used as a vehicle for implementing organisational goals and priorities. Thirdly, it seeks to facilitate continuous organisational development and performance improvement. Finally, it aspires to continuously enhance the competence of each employee through the identification of training and

development needs (Van Dijk & Thornhill, 2003). Other authors such as Biron et al. (2011) summarise the objectives of a performance management system into two main categories, namely tactical goals and strategic goals.

As a tactical goal, the performance management system is designed to provide valid and useful information which will assist in the decision-making of human resources related issues such as employee retention or termination, recognition of excellent individual performance, promotions, salary adjustments and merit increases. When employees have an understanding of the information that is used to make performance-based reward decisions, it gives them an indication of what is valued by the organisation. As a strategic goal, the performance management system is designed to assist senior management to achieve strategic objectives. By linking the goals of the organisation with those of the individual, the performance management system reinforces behaviour which is consistent with the attainment of organisational goals. Employees become aware of which behaviours and attitudes have the potential to contribute to the successful operation of the organisation (Biron et al., 2011).

The Performance Management and Development System, when implemented correctly, should ensure that all employees have equal access to training and development opportunities. The link between performance management and training and development is crucial. Performance management should identify competence gaps and influence the management of skills. It is important that organisations determine training priorities based on the needs of the individual. Absence of the strategic link between performance management training will result in the goals and objectives of both the individual and organisation not being achieved (Van Dijk & Thornhill, 2003).

Moreover, it should ensure that employees are properly placed and supervised, transfers and promotions are used to the advantage of the both

the individual and department and, of utmost importance, systematic and purposeful development of careers (Makamu & Mello, 2014).

For the organisation to benefit from the performance management system, senior management should be involved. Although traditionally it is the human resources departments in organisations that are responsible for the design, implementation, monitoring and administration of the performance management system, Biron et al. (2011) strongly believes that human resources departments typically do not have power in most organisations. The level of buy-in from senior management might, however, contribute to performance management effectiveness.

Van Dijk and Thornhill (2003) adds that in order for a performance management system to be successful, performance expectations need to be clearly communicated. Employees should have a clear understanding of what is expected from them, how they fit in with the overall goals of the organisation and what plans the organisation has for the future. These issues need to be communicated in a clear and consistent manner by management. By sharing this information and creating an open environment, employees will not only be motivated to adhere to performance related priorities, but will also acknowledge the potential benefits of the performance management system and be satisfied with its implications.

It has also been suggested by Van Dijk and Thornhill (2003) that those involved in the processes of performance management are integral to its success or failure and should therefore be trained. Lack of training is likely to lead to rater bias and rating inaccuracy. Trained raters are more knowledgeable on the appraisal procedures and their appraisal discussions are perceived as more satisfying.

Projects, policies and programmes have to be translated into tangible products and services. It is clear from the above discussions that the extent to which government departments succeed in the delivery of services is dependent on the acquisition of the best employees and even more important the management of their performance in a transparent and objective manner. Even with the best policies and practices of performance management available, there seems to be a disjuncture between theory and practice. This study will pose fundamental questions with regard to the implementation of performance management in the Gauteng Department of Agriculture and Rural Development.

This report has nine broad areas. It begins with the background to the study which will assist in addressing the problem in context. It also provides the problem statement, purpose statement, research questions and therefore by implication the objectives of the study. The literature review which will show the need for research in the area of performance management will also be covered. Furthermore, the method of investigation (research approach and design as well as data collection and analysis methods) will be explained. Finally, the time schedule and an outline of chapters will be provided.

1.2 BACKGROUND TO THE STUDY

The World Economic Forum (2014) in its Global Competitiveness Report ranks South Africa 133 out of 140 countries in terms of labour market efficiency. Labour market efficiency which is the seventh pillar of ranking consists of indicators that play a role in the performance of employees in the organisation. These indicators paint a grim picture. As regards pay and productivity, South Africa is ranked 136, 143 for hiring and firing practices and 144 for co-operation in labour−employee relations. Leading countries include Switzerland, Singapore, Hong Kong, United States, United Kingdom, New Zealand, Canada, United Arab Emirates, Rwanda and Qatar.

De Waal (2007) states that even though performance management is relatively unknown in many countries in Africa, interest in such a tool of improvement is increasing among African organisations. For instance, in Burkina Faso, there seems to be a real need for the Balanced Scorecard (BSC) in state-owned organisations. It is believed that it will assist the organisations to improve their performance which will ultimately contribute to the growth of the country. The Government and management have committed to working diligently to ensure the successful implementation of performance management. In Egypt, there is a growing trend in the manufacturing industry to use a combination of financial and non-financial measures as there is growing awareness that relying solely on financial information is no longer effective for organisations. Despite this awareness, the utilisation of performance management systems is not yet widespread in Egypt as many Egyptian organisations still rely on traditional financial measures such as return on assets and investments.

Performance management in Kenya was traditionally defined as the process of financial control. This entailed translating the mission and strategy into budgets, then comparing results with the budgets. However, most Kenyan organisations have recently started moving towards performance management, especially the BSC, in order to qualify for International Organisation for Standardisation (ISO) standards. Those organisations that have moved to BSC show better performance compared to their competitors still using financial controls.

In Ethiopia, there have been developments in favour of the performance management system with an increasing number of managers beginning to acknowledge the importance of regular formal performance review meetings as well as providing feedback. Results are communicated through modern communication platforms such as the intranet. Moreover, there is a

willingness to learn about how the performance management system operates (De Waal, 2007).

The implementation of performance management is also growing in the Southern African Development Community (SADC). De Waal (2007) points out that in Zimbabwe, the majority of organisations are using zero-based budgeting systems. However, the realisation of the success of BSC has led to Zimbabwe attempting to catch up with the rest of the world in terms of leading-edge performance management systems. The advantage Zimbabwe has over some SADC countries is that it hosts many trans-national organisations that already implement the latest performance management systems. Zimbabwean organisations can therefore learn from these organisations. In 2007, the Prime Minister of Swaziland introduced an institutional performance management system. This system assists ministries to focus on government priorities as it aims to align operations of all ministries on priorities outlined in the National Development Strategy. In Namibia, the latest performance management system was implemented in 2004 as a vehicle for accomplishing Vision 2030. It aims to improve public service performance and attain improved levels of productivity as well as customer satisfaction (Seychelles, 2009).

The Government of South Africa, as a member of SADC, views performance management as an instrument for service delivery and the achievement of national development priorities. The Department of Public Service and Administration implemented a regulatory framework for performance management titled *Performance Management and Development System* for employees below senior management level. A number of Departments were only able to utilise the system after it was adjusted to be more user-friendly and renamed *Employee Performance Management and Development* in 2007. The major challenges experienced with the South African performance management system include that employees feeling entitled to receive a performance bonus irrespective of

the level of performance, performance moderation, lack of integration with other Human Resources processes, and the limited trust in the credibility of the system (Seychelles, 2009).

The mandate of the Gauteng Department of Agriculture and Rural Development is to, “create vibrant, equitable and sustainable communities, ensure food security for all and enhance environmental assets and natural resources” (Gauteng Department of Agriculture and Rural Development, 2014, p. 8). In order to ensure that it fulfils its mandate, it has put in place a performance management system, in accordance with the Gauteng Provincial Government Policy on Performance Management and Development, which seeks to ensure that deliverables are achieved effectively and efficiently. The implementation of the performance management system is strategically geared towards service delivery improvement in government departments. Although the performance management system has been implemented in the Gauteng Department of Agriculture and Rural Development, it seems to have fallen short of achieving the anticipated results.

1.3 PROBLEM STATEMENT

The importance and benefits of successfully implementing performance management are understood. However, there seems to be a disjuncture between theory and practice. Implementation failure of performance management systems in most departments is attributed to the fact that it is viewed as a forced bureaucratic chore which has very little to do with actual work. It is implemented merely to satisfy statutory mandates, and as such is simply a case of malicious compliance. This is also the case at the Gauteng Department of Agriculture and Rural Development.

This area has been the subject of study for various researchers. A similar study was undertaken by Lukhaimane (2003) titled *Perceived barriers to the effective implementation of the performance management systems in South*

African organisations. The aim of the research was to identify and understand the barriers according to managers' perceptions in twelve organisations (of which only two were government departments).

A gap exists which prompts further research to be undertaken from a public service perspective and that of lower level staff with the focus on one organisation to gain in-depth knowledge.

This research will focus on the performance management system in the Gauteng Department of Agriculture and Rural Development for the past five years, from 2010 to 2015. The findings of this study will add to the existing body of knowledge on the subject of performance management and may assist in closing gaps in policy.

1.4 PURPOSE STATEMENT

The purpose of the research is to investigate the factors leading to the challenges in implementing the performance management system in the Gauteng Department of Agriculture and Rural Development. It will include the presentation of the findings as well as the interpretation and analysis thereof. Furthermore, through an approach which solicits information from those involved in its implementation and those affected by its implementation, the research will attempt to recommend strategies for consideration.

The study will include both managers and staff members in lower levels of the Department.

Research in the subject area of performance management is not limited. The topic is not new and has been written about extensively. The goal of the research is therefore descriptive and it will address the 'how' and 'who' questions.

1.5 RESEARCH QUESTIONS

The study seeks to examine the following research questions:

1. What are the factors leading to the problem of implementing the performance management system at the Gauteng Department of Agriculture and Rural Development?
2. What are the performance management trends in the Gauteng Department of Agriculture and Rural Development?
3. What are the performance management strategies for consideration in the Gauteng Department of Agriculture and Rural Development?

1.6 SIGNIFICANCE OF THE STUDY

There are a number of policies and step-by-step procedures for performance management systems. Implementation, however, still remains ineffective. Over the past number of years, the Gauteng Department of Agriculture and Rural Development has experienced a number of challenges in relation to the implementation of the performance management system. It is hoped that the findings of the research will be useful in guiding future implementation to the satisfaction of both human resources practitioners and employees in the Department.

The study might further be of assistance to first-time managers who are required to manage the performance of subordinates.

1.7 LIMITATIONS OF THE STUDY

It is important to note that all research has limitations. Acknowledging these limitations should not be viewed as a weakness. Limitations are usually those factors in research that have potential effects on the quality of findings as well as the researchers' ability to effectively answer the research

questions. These can include the location, sampling technique or limited timeframe.

This study is limited to one department and thus cannot be generalised beyond the Gauteng Department of Agriculture and Rural Development. The participants will be chosen non-randomly, therefore the results cannot be inferred to the population. Subjective judgements coloured by the researcher's own experiences as she is part of the organisation to be studied can also be a limitation. There is also a possibility that participants might not be honest and will choose to provide socially desirable responses.

1.8 CHAPTER OUTLINE

Chapter One provides a general introduction to the entire study. It includes the introduction and background of the study, the statement of the research problem, the research questions, the significance of the study, as well its limitations. Finally, an outline of the chapters of the research report is provided.

Chapter Two provides a literature review that explores the theory of performance management by discussing the different definitions of performance management, its historical background and the theories thereof, including the conceptual framework. It also provides a literature analysis of its implementation and challenges in the public sector. The performance management system is also discussed by reviewing the components of an effective performance management system. An overview of the important aspects of the performance management system is given. A discussion on the management of performance outcomes as well as the role-players in performance management who guide the development and implementation of performance management in the public service will also be included.

Chapter Three describes the research methodology, research design and sampling procedure as used to collect data and how such data was analysed. It offers justifications for the chosen approaches. Further details are provided in this chapter with regard to the validity and reliability of the study as well as the ethical considerations.

Chapter Four reports the results obtained during data collection. Findings are presented by focusing on key themes derived from the research questions. Some of the findings are presented in diagrams.

Chapter Five interprets the key findings and provides an analysis of the research results. The analysis is based on the data collected through various methods established in the research methodology chapter.

Chapter Six focuses on the concluding arguments. It reports the conclusions and recommendations in terms of the findings of the study.

1.9 SUMMARY

This chapter introduced the performance management phenomena. It covered the background to the problem from a global, continental, regional, local and departmental perspective. It depicted the problem statement, purpose statement and research questions. It further presented the proposed value of the study and the identified limitations and concluded with a synopsis of the chapters which will be covered in the study.

The following chapter ascertains the existing knowledge on the subject of performance management and develops the research questions.

CHAPTER TWO

LITERATURE REVIEW

2.1 INTRODUCTION

Performance management in the public sector is an area of interest for both academics and practitioners. There are a number of publications which cover the what, why, do's and don'ts, history, theory and critique of performance management. The purpose of this literature review is to present a synopsis of academic writing which has been consulted in order to develop the research questions.

The literature review has eleven broad areas: definition and purpose of literature review; definition of performance management; its historical background; theories as well as the conceptual framework which includes its implementation in the public sector; challenges thereof; the components of an effective performance management system; important aspects of performance management; the management of performance outcomes; and the role-players in performance management. A study of the literature will indicate the need for research in this area.

2.2 DEFINITION OF LITERATURE REVIEW

Levy and Ellis (2006) defines the literature review as the use of ideas in existing literature to justify a particular approach to the topic and the selection of methods. The literature review also makes use of existing literature to demonstrate that the research contributes to something new. According to Boote and Beile (2005), the review should describe, summarise, evaluate and clarify the existing literature related to the chosen subject area. It should go further than searching for information by identifying and articulating connections between the literature and the research topic selected. Bhattacherjee (2012) adds that:

> "…the purpose of a literature review is threefold: (1) to survey the current state of knowledge in the area of enquiry; (2) to identify key authors, articles, theories, and findings in that area; and (3) to identify gaps in knowledge in that research area" (p. 21).

Although researchers tend to approach the literature review as merely a collection of summaries, it is clear from Boote and Beile's definition that synthesis is an integral part of the literature review. A literature review is therefore an analytical synthesis of current research, not an open-ended extended report of what was said and by whom.

2.3 SIGNIFICANCE OF THE LITERATURE REVIEW

Kumar (2012) indicates that the purpose of a literature review is to provide the researcher with the latest discussions and findings in that particular subject. Seeing what other researchers have done might assist in understanding own research, deciding on the methodological approach and identifying conflicting views. For Levy and Ellis (2006) the literature review is important as it assists the researcher to understand the existing body of knowledge and provides a solid theoretical foundation for the proposed area of study. It further triggers creativity and new ideas as it justifies the proposed study as one that contributes to something new.

2.4 DEFINITION OF PERFORMANCE MANAGEMENT

Comprehensive terminological clarification of the term performance management, which will be utilised throughout this research, is given below.

2.4.1 Performance management

According to Van der Waldt (2004):

> "Performance management is an approach to management that integrates the contribution of managers and employees towards achieving an organisation's strategic goals. It also refers to the many processes and systems that are established to manage performance in the organisation as a whole, in sections, in teams and individually" (p. 39).

Similarly, Baron and Armstrong (2000) states that:

> "Performance management is a natural management activity that aims to achieve effective management of individuals and groups in order to reach high levels of organisational performance. Performance management leads and develops individuals in the organisation to ensure the achievement of set goals and objectives" (p. 2).

The Department of Public Service Administration (2007) defines performance management as:

> "A purposeful, continuous process aimed at managing and developing employee behaviour for the achievement of the organisation's strategic goals; the determination of the correct activities as well as the evaluation and recognition of the execution of tasks/duties with the aim of enhancing their efficiency and effectiveness; and a means of improving results from the Department, teams and individuals by managing performance within an agreed framework of planned goals, objectives, standards and incentives" (p. 6).

It is clear from the definitions given that in order for performance management to be a success, the process should involve both the

employee and the supervisor. This is also illustrated by Van der Waldt (2004, p. 39) who points out that, “performance management is an approach to management that integrates the contribution of managers and employees towards achieving an organisation’s strategic goals”. According to Werner and Bagraim (2011, p. 117), “performance management is an approach which directs the energy of individuals towards achieving strategic goals”.

Performance appraisal which is normally done once or twice a year is often confused with the daily task of performance management. Perhaps it is for this reason that employees in the public sector are more concerned with the scoring and performance bonuses rather than the bigger picture. Aguinis and Pierce (2008), in an article titled “*Enhancing the relevance of organisational behaviour by embracing performance management research*”, usefully clarify the two concepts.

As exemplified by the above definitions, there is a good understanding as well as consistency of the cf oncept operformance management and it is therefore not necessary to limit this research to one definition.

2.5 HISTORY OF PERFORMANCE MANAGEMENT

During the apartheid administration, the South African government was oppressive, and was often unproductive and inefficient. As an attempt to counteract these shortcomings, the democratic government introduced the performance management system. It was hoped that through its implementation, the performance management system would both improve efficiency and effectiveness as well as address the backlogs resulting from the apartheid system (Sekoto & Van Straaten, 1999).

In the South African public sector, performance management is a fairly new concept. It was initially developed as part of the management by objectives (MBO) approach and has its origin in the private sector (Hughes, 1998). Legislation which governs its implementation in the public sector was

developed in 1994, known as the Public Service Act 103 of 1994. Before 1994, officials would usually be awarded automatic notch increments.

In 2001 the Department of Public Service and Administration formulated the performance management framework titled "*Performance Management and Development System*". Chapter 4 of the Senior Management Service Handbook as revised in 2006 also provides a framework for a performance management and development system for senior managers. It is based on Public Service Coordinating Bargaining Council Resolution 13 of 1998 as extended by Resolution 9 of 2000.

Internationally, performance management emerged in the 1950s when regulation in the United States mandated institutions to implement performance management (Furnham, 2004, p. 84). However, it was only in the late 1980s that performance management applied an approach which was not solely based on personality traits and became skills oriented (O'Donovan, 1994).

Significant scholarly literature in the subject area of performance management has been developing since the late 1970s, comprising terms such as measurement, appraisal, efficiency, development and effectiveness.

2.6 THEORIES OF PERFORMANCE MANAGEMENT

The four theories which will be discussed, namely control, social cognitive, expectancy and goal theory, are part of the process theory. In process theory importance is placed on the psychological processes which have an effect on motivation. It is interested in understanding people's views of their working environment and the ways in which they interpret and understand it. These theories are said to be helpful to managers as they provide practical guidance on motivation techniques and the design of reward systems (Armstrong, 2012). Performance management, a management

phenomenon, draws theories from another discipline which is psychology. The four theories underpinning performance management will be discussed briefly.

2.6.1 Control theory

The control theory to performance management is also known as feedback control. The appreciation of feedback is central to this theory. It is through feedback that behaviour can be shaped. Based on the feedback employees are given, they are expected to take corrective measures if discrepancies between expected and actual performance exist (Armstrong, 2009).

This theory on performance can enhance communication in the organisation if feedback is given on a regular basis. It can also ensure that employees do not repeat the same mistakes every quarter.

Buchner (2007) critiques this theory on the basis that it is mechanistic. The control theory is based on the assumption that individuals are self-regulating and follow the same principles. The writer concurs with Buchner as humans do not operate like machines but rather are found to be complex. They do not have a right or wrong behaviour button they can switch on and off. In addition, feedback is generally not sufficient and in reality it is often given only during the last performance review.

2.6.2 Social cognitive theory

As developed by Bandura in 1988, the social cognitive theory is grounded on his concept of self-efficacy. Self-efficacy means that whatever individuals believe they are able or not able to do has an effect on their performance. Emphasis is therefore placed on the development and strengthening of positive self-belief in employees (Armstrong, 2009).

Buchner (2007) states that the social cognitive theory fails to acknowledge that for some individuals, early and repeated failures can disrupt self-efficacy growth which will in turn have a negative impact on performance. The writer agrees as some people do not know how to handle failure. Such a self-efficacy theory could be useful in team work settings where some people have strengths in areas which are weaknesses for others.

2.6.3 Expectancy theory

The expectancy theory provides the conceptual basis for remuneration-driven performance management. According to Armstrong (2012) the expectancy theory suggests that employees will be motivated to change their behaviour or performance if it will be rewarded.

From the perspective of Erasmus et al (2005), there are two ways of recognising good performance in the public sector in terms of the remuneration-driven approach, namely pay progression and performance bonuses. The former refers to the rise in remuneration to a higher package. Performance bonus on the other hand is a once-off cash reward based on performance.

Lockett (1992) maintains that performance management that is remuneration-driven is less confusing compared to other approaches. It provides a clear incentive and thus enhances motivation.

The remuneration-driven performance management approach places priority on short term matters at the expense of capability issues which are long term. This approach tends to be costly when the design is incorrect. While legislation binds Departments to not spend over a certain percentage of the remunerative budget on rewarding performance, this often fails to take into account that the return on the performance remuneration programme may not equal the implementation costs (Lockett, 1992).

Initially, “performance related pay was an attempt to bridge a gap between the private and the public service so that managers from the private service could be recruited and retained in the Public Service” (Burstein,1983, p.187). However, departments are compelled by the Department of Public Service and Administration not to spend over 1.5% of their remuneration budget on performance rewards. The writer’s observation contradicts the notion that performance-related pay bridges a gap between private and public service pay as the set 1.5% may simply not be enough to compete with private sector packages.

This expectancy theory only highlights a single aspect of performance management which is appraisal. It tends to undervalue the importance of other human resource development activities. It is therefore the view of the writer that government departments must reward excellent performance in line with achievements that contribute towards the mission, vision and strategic objectives of the Department.

2.6.4 Goal theory

Goal theory was developed by Latham and Locke in 1979. This theory focuses on four approaches which link goals and outcomes. These include that goals should:

- target attention at priorities;
- encourage effort;
- challenge individuals to utilise their expertise and knowledge to improve their chances of success; and
- promote innovation.

Goal theory promotes aspects of performance management such as agreeing on objectives, giving feedback and conducting reviews. This

theory takes on a development based approach to performance and will be used as the writer's conceptual framework.

2.7 CONCEPTUAL FRAMEWORK

The goal theory emphasises setting goals against which performance can be measured. Unlike the expectancy theory, it does not dominate human resource development activities but complements them and is thus development based.

The purpose of a development based performance management system is to improve the capacity of both the organisation and employees by linking the objectives of individual employees to that of the organisation. Competence is regarded a prerequisite for performance because it is only through their aptitude and knowledge that employees can perform satisfactorily (Burstein, 1983).

The identification of training needs as well as providing skills development is a fundamental part of performance management. It is through training and development that employees can develop in the areas identified as requiring improvement. Carrell et al (1997) views this as an opportunity for employees to take charge of their personal and career development. Performance reviews should therefore focus on the future and potential development instead of the past and criticism. In developing an employee, the objectives of both the organisation and supervisor will thus be attained.

It is pleasing to note that Van Dijk and Thornhill (2003) in an article titled "*The Use of a Performance Management System to Ensure an Integrated Approach to Human Resource Development"* link the importance of Human Resource Training and Development with individual development as well as the performance of the organisation. Emphasis is placed on simultaneously developing both the individual and organisation. They identify training and

development as important but recognise that it is only one component of the performance management process.

The development based approach to performance management is the preferred approach as the pay-related approach is controversial and time-wasting and does not benefit the organisation in the long term. Over the years there has been a challenge with implementing performance management holistically. If priority is only given to appraisal it defeats the purpose of performance management.

In practice Departments rarely make use of the assessment results to select, recruit, develop and advance employees. The biggest advantage of the development based performance management approach is that it is integrated with other human resource systems. It further links the performance of the individual to the strategic objectives of the organisation. The writer will therefore make use of this theory and discover how best it can be used to improve the implementation of performance management in the Department of Agriculture and Rural Development.

2.8 IMPLEMENTATION OF PERFORMANCE MANAGEMENT IN THE PUBLIC SERVICE

Any performance management system is only as effective as its implementation. A performance management system that is poorly implemented in government can have dire consequences for service delivery. This poor implementation is in most cases a result of the ineffective management of performance by managers. Managers understand the importance and benefits of successfully implementing performance management. There is, however, a disjuncture between theory and practice as managers lack the time, resources and skills to provide comprehensive reviews.

The implementation of performance management is likely to be more effective if communication channels are opened in order to involve staff in the process. This can be done by management sharing ideas on how best to approach implementation. The extent of commitment from the employees towards the system is likely to have a direct impact on its failure or success (Allen-Ile, Ile and Munyaka, 2007).

In addition, Pearse and Williams (2009) states that in order for the implementation of a performance management system to be a success it should be aligned with the cultural values of the organisation. Not only does organisational culture have an impact on the overall effectiveness of the organisation, but employee behaviour and the willingness to accept change are also greatly affected by the culture of the organisation. Organisational culture results in strong norms and values, better management and control, as well as consistency. Sørensen (2002) concurs and points out that it has been proven by research that an organisation's performance can be improved by corporate culture as it leads to internal behaviour consistency among employees.

The Public Service Commission which is one of the role-players in performance management clearly states that human resource management directorates in all departments must ensure that annual performance appraisals and quarterly performance reviews are conducted. This is the only option in government for employees to receive formal feedback on their performance and later be rewarded accordingly. It should further be noted that heads of departments are not exempted from this process. In fact, they are expected to lead by example (Public Service Commission, 1997).

Tilley et al. (2010) suggests that it is important that every organisation designs a performance management system that will reflect its priorities. Performance management systems designed and implemented using the bottom-up approach can improve the performance of the organisation. A

feedback loop in the bottom-up approach makes it possible to compare goals with actual outcomes. Top-down rigid control systems, on the other hand, are inclined to fail.

The White Paper on Transforming Public Service Delivery (1997), which is one of the legislative frameworks that guides the implementation and management of the performance management system, maintains that officials, especially those who serve citizens directly, will in the future be assessed on how their performance contributes to improving the delivery of services. This notion is supported by Van Dijk and Thornhill (2003, pp. 464–465) who strongly believes that, “successful performance management increases the total performance of organisations by optimising the output of the employees in terms of quality and quantity”.

According to Seychelles (2009), a strategy that organisations can use to manage performance is to attract and retain prospective employees while retaining and motivating current employees. The strategy also involves aligning incentive packages to the market value as well as continued upskilling.

Singh and Twalo (2015) suggests that an ideal performance management system which should be implemented in the public sector must help individuals to acknowledge their weaknesses, realise their strengths and improve their skills, knowledge and attitudes. Moreover, it should motivate them to enhance their individual career development through training. It should also assist managers in identifying inadequacies in employment policies, procedures and practises.

2.9 CHALLENGES OF IMPLEMENTING PERFORMANCE MANAGEMENT

Implementation failure of performance management systems in most departments can be attributed to the fact that it is viewed as a forced

bureaucratic chore which has very little to do with real work. It is implemented merely to satisfy statutory mandates as a form of malicious compliance. Some employees view the system as an authority figure intent on exposing inadequacies, faults and poor performance. Supervisors are often reluctant to engage in the performance management process because it is confrontational in nature (Pearse & Williams, 2009). Furthermore, Armstrong (2009) states that the implementation of a performance management system is problematic because of the complexity and difficulties involved in one person attempting to assess the performance of another. Sandberg notes that, "…someone's performance is assessed by someone else's perception" (Sandberg, 2014, p. 78).

A study on the implementation of performance management by the Institute of Personnel Management found major challenges in the manner in which performance management is conducted (Lundy & Cowling, 1996). These challenges include the following:

- No indication of ownership by line managers;
- The perception that performance management is owned by the human resource management directorate;
- Absence of a feedback loop; and
- Pay performance that has failed to motivate employees.

The Public Service Commission (2011) identified the following as challenges which have to be addressed for the performance management system to be used to its full potential:

- Fundamental documents used to guide performance management such as performance agreements are signed late in the financial year;
- Ratings are confusing and inconsistent;
- Contradiction of ratings against the comments made by the supervisor;

- Incorrect scoring as a result of a lack of acceptable standards used in measuring;
- Employees may refuse to be assessed;
- There may be reluctance to take action against non-compliance;
- Supervisors are not well trained on performance management;
- Supervisors use it as a tool for punishment and not development; and
- Employees view it only as a monetary gain.

Some of the words used to describe the public sector include, “immensely centralised, hierarchical and rule-bound”. This nature of the public sector, according to Pearse and Williams (2009), is a challenge for performance management implementation as it makes it ifficult to hold employees accountable for their actions. Typical challenges also encountered when implementing performance management systems include ensuring that all employees understand the necessity for performance management, removing misconceptions that it is used to dismiss individuals, and that it has a negative effect on salaries and bonuses.

2.10 COMPONENTS OF AN EFFECTIVE PERFORMANCE MANAGEMENT SYSTEM

Whittington-Jones (2005) views the implementation of a performance management system as an approach that manages performance by letting employees know what is expected of them, charting their progress based on these expectations and how they can improve. Components of an effective performance management system include the vision and mission, individual and team objectives, formal assessment, feedback as well as review and evaluation. A similar point is made by Sahoo and Mishra (2009), who states that the ongoing process of performance management includes activities such as joint goal-setting, continuous progress review, frequent communication, feedback and coaching, employee development programme implementation and rewarding achievement. A more recent study by Singh and Twalo (2015) identifies setting of goals and objectives,

observing performance, coaching and feedback as components of performance management. The presence of these components in a performance management system contributes to the implementation of successful performance management.

The vision statement defines the purpose of the organisation and the direction it intends to pursue. The mission statement on the other hand guides the future behaviour and performance needed to achieve the vision. Even though these components play a vital role in the development phase of the performance management system, their role in the implementation phase of the performance management system cannot be ignored. In the implementation phase of the performance management system the vision and mission are transformed into actionable goals and objectives for the organisation (Whittington-Jones, 2005).

For Whittington-Jones (2005), objectives as a second component of an effective performance management system are specific goals set by an organisation to achieve its mission. At an individual level, the focus is on achieving common goals rather than the personal goals of the individual. At a team level, objectives refer to the goals set by different units in the organisation. Team objectives lead to better communication and interdependence in the organisation and thus dismiss claims that performance management is only based on individual performance. It should be noted that individual objectives are derived from team objectives and form part of the performance agreement.

The fourth component of an effective performance management system is formal assessment. Formal assessment should be a two-way communication between the supervisor and employee discussing what has been achieved to date and what still needs to be achieved based on targets. After assessing performance, either rewards for good performance or performance counselling and coaching for poor performers should be

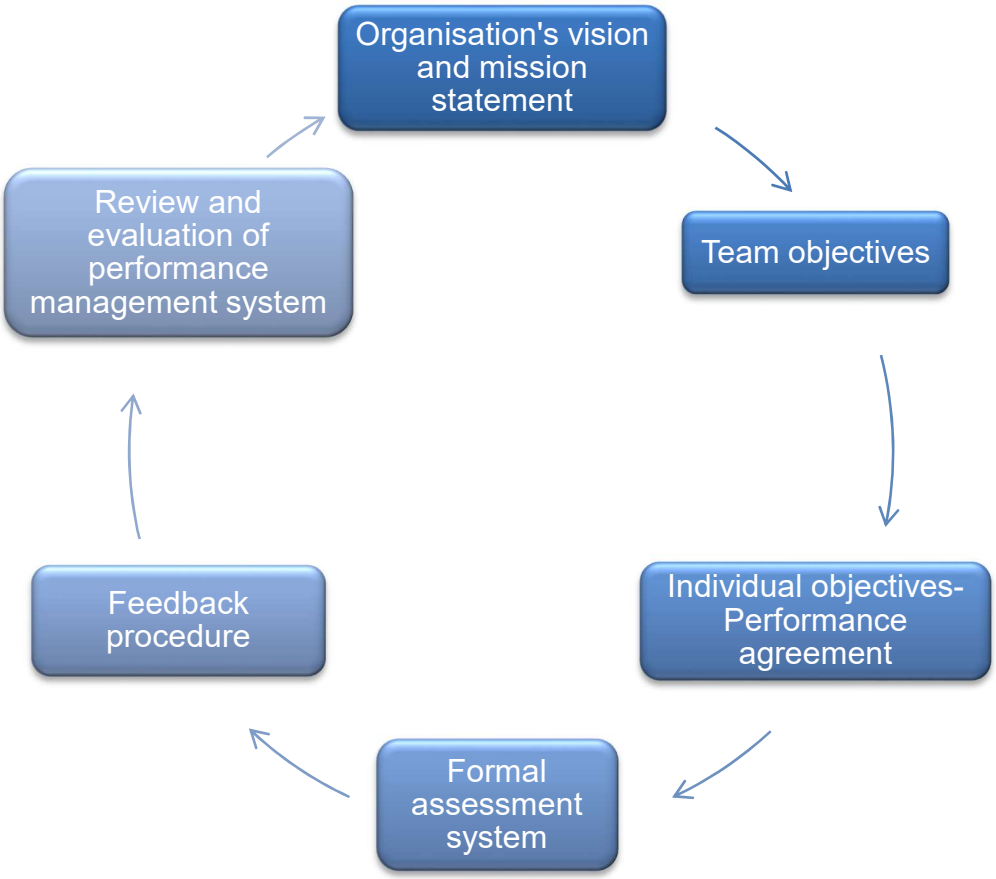
agreed to (Whittington-Jones 2005). Yadav and Dabhade (2013) describes this component of performance management as performance appraisal and reviewing, but also note that reviewing is part of feedback which is usually the last component of performance management. It is thus not clear to the reader whether these writers understood this component.

Another component of an effective performance management system, according to Whittington-Jones (2005), is regular feedback. It would be inappropriate that the only time unsatisfactory performance is discussed with an employee is during the final performance assessment. It is through feedback that ongoing training and development can be provided for employees whose performance does not meet expectations. This is supported by Singh and Twalo (2015) who states that employees should receive feedback which is linked to appropriate steps to improve performance, such as training and coaching. Realistic time-frames must be set for improvement based on the steps agreed to. Other authors such as Whetten and Cameron (1998) clearly state that some employees lack motivation, and as a result training and development will not have the expected effect on them. However, training and development are not the only solutions for addressing poor performance.

According to Maley (2014), feedback as a component of performance management is apparent when there is a high level of participation by both parties.

The final component of an effective performance management system is the review and evaluation of the system itself. The performance management system should not remain constant as the needs of employees change. The system must be adapted accordingly by integrating improvements and suggestions given. Employees perceive the performance management process to be fair if there is regular review and evaluation (Whittington-Jones, 2005).

Figure 1: Components of an effective performance management system



Source: Whittington-Jones, 2005, p.34

2.11 IMPORTANT ASPECTS OF THE PERFORMANCE MANAGEMENT SYSTEM

There are two very important aspects which should be considered in order for the implementation of the performance management system to be successful. These include performance management training as well as ethical and legal considerations.

2.11.1 Performance management training

According to Fletcher (2008), the effectiveness of the performance management system is largely dependent on the emphasis placed on

training. Performance management training enables individuals to not only grasp the rationale behind the system, but to also understand its aim and structure. Furthermore, it assists with the explanation of different forms used. It is important for the facilitator to outline the importance of having a performance management system and why it is a worthwhile activity at the beginning of each session.

Latham et al. (2005) states that performance management training should not be limited to employees. Mangers should also be trained to uphold objectivity and accuracy. Training of managers will indicate that there is a high level of commitment to the system. Supervisor training and subordinate training will be discussed briefly in the next section.

2.11.1.1 Supervisor training

Supervisors need to be trained on performance management as some supervisors may lack the confidence to effectively conduct appraisal interviews. Fletcher (2008, p. 101) observes that:

> "Training should reflect the dimensions on which the appraisees are to be assessed; provide exercises to help course participants to correctly identify the behaviour relevant to each dimension and assess them appropriately; and outline the main rating/assessment errors".

This is supported by De Cenzo and Robbins (1999) who points out that training supervisors reduces common mistakes most often encountered such as leniency, inaccuracy and inconsistencies. Jorm and Agere (2000) adds that for the training to have the desired impact, the material used should include information on the processes, benefits and principles of performance management, the development of work plans, competing and using forms appropriately, skills development, managing and improving unsatisfactory performance as well as conducting appraisal interviews.

2.11.1.2 Subordinate training

In order for employees to make a substantial contribution to the successful implementation of the performance management system, they also have to be trained. Research conducted by Ravhura (2006) reveals that there is a strong need for subordinates to be trained on performance management. When employees are aware of the extent to which the system can be used to improve the delivery of services, implementation is more likely to meet with success. The material used for the training should include the same information as the supervisor training as well as information on how to respond to criticism (Fletcher, 2008).

2.11.2 Ethical and legal considerations

During the performance management process there are some ethical principles which should be taken into consideration. These include transparency of decision-making, mutual respect and procedural fairness. Ethical principles ensure that progress is made in the organisation and limits undesirable effects on employees (Winstanley & Stuart-Smith, 1996). For the performance management system to be legally defensible, Hunt et al. (2000) recommends the following:

- Assessment should be based on the agreed performance contract.
- Assessment should only be undertaken if employees have a clear understanding of the performance standards.
- Performance of individuals should not be assessed using global measures, but distinctly defined individual behavioural dimensions with supporting evidence.
- An appeal option should be available for those who do not agree with the results.

2.12 MANAGEMENT OF PERFORMANCE MANAGEMENT OUTCOMES

The outcomes that result from an effective performance management process, whether positive or negative, need to be managed.

2.12.1 The management of satisfactory performance

Managing high performers can be as challenging as managing low performers because high performers tend to make complex tasks seem simple. The supervisor then believes that the work is easy and may take good performance for granted. At times, the supervisor may overburden high performers by not allocating work appropriately to low performers (Agarwal, 2014).

It is through recognition that employees will know the value of their work. An increase in confidence, morale and job satisfaction will result from recognition. The ways in which recognition can be given for good performance, according to Erasmus et al (2005), include performance bonuses, pay progression and non-financial rewards. Performance bonus refers to compensation received by an employee for achieving the goals of the organisation. This compensation is usually a once-off cash reward. The amount an employee is given depends on the points scored, while the eligibility is determined by either policy or the measuring instrument used (see Table 1).

Pay progression is also determined by the score achieved as set out in the measuring instrument policy (see Table 1). Pay progression refers to a movement to the next highest package (notch) in the remuneration band (Erasmus et al, 2005). Wright (2004) adds that pay progression is linked to an assessment of performance and skills that employees apply in performing their duties. This suggests that organisations pay employees for developing their skills and expertise.

It is clear from the above arguments that authors believe that tangible rewards will persuade exceptional performers to continue to strive for excellence. However, Armstrong (2012) maintains that although money is a primary incentive it is not enough to motivate high performers. The satisfaction derived from money is short-lived. Therefore, it is important that money is reinforced with intrinsic and extrinsic non-financial rewards.

Non-financial rewards require organisations to think of more creative ways to value good performance. Some of the rewards which can be given include paid leave, holidays, bursary schemes, increased independence over own work and acknowledgement in official publications or award ceremonies (Erasmus et al, 2005). Lockett (1992) refers to this as crediting. Crediting is the skill of giving recognition to employees whose performance assists the organisation to meet its objectives. It is not vague and includes more than a token gesture. Effective crediting provides specific information to employees about their performance and lets them know that their achievements are appreciated. Supervisors should, however, guard against overuse of crediting as it will become devalued. It should only be used when employees exceed or consistently meet their performance requirements and when they perform at a level higher than usual.

Agarwal (2014) emphasises that in the process of encouraging and rewarding high performers, supervisors must ensure that these employees do not become too arrogant. They must know that no individual is bigger than the organisation.

Table 1: Five categories of performance and rating scale

RatIng	Category	Description	Performance Reward	
			Salary Levels 1-10	**Salary Levels 11-12**
1	Poor Performance	Performance does not meet the expected standard for the job	No Cash Bonus No notch Increase	No Cash Bonus No notch Increase
2	Unsatisfactory Performance	Performance is low but meets the expected standard for the job	No cash Bonus No notch Increase	No cash Bonus No notch Increase
3	Satisfactory Performance	Performance meets the expected standard for the job	No cash Bonus Notch Increase	No cash Bonus Notch Increase
4	Commendable Performance	Performance is higher than the expected standard for the job	Bonus (8% or 12%) Notch Increase	Bonus (6% or 8%) Notch Increase
5	Outstanding Performance	Performance has exceeded the expected standard for the job	Bonus (14%) Notch Increase	Bonus (12%) Notch Increase

Source: Department of Public Service and Administration, 2007 p.16

2.12.2 The management of unsatisfactory performance

Managing poor performers is not an easy task. It is for this reason that most supervisors ignore under performers or simply give them a low score during assessment. The reasons for low performance need to be identified in order for the supervisors to develop a method which will respond to the needs of the employee. There are numerous reasons for unsatisfactory performance which include recruitment mistakes, poor job fit, unclear expectations, poor supervision, lack of communication, poor training and development, as well as personal issues. Methods such as counselling, job rotation, coaching and

online training can be used to address low performance. In essence, low performers should be given a fair chance to prove their merit (Agarwal, 2014).

Poor performance is costly and has a negative impact on the organisation. There are two ways, as set out in the Public Service Regulations Act, in which poor performance can be dealt with, namely corrective measures and discharge for unfitness or incapacity to perform. Erasmus et al (2005) states that when an employee underperforms, the supervisor is expected to first enforce corrective measures as a way to provide assistance. These corrective measures can include either systematic remedial or development support such as designing a personal development plan, setting clear performance standards, coaching and training. It is only when an employee continues to underperform that a supervisor can sanction the employee for unfitness or incapacity to perform.

Lockett (1992) states that constructive criticism is necessary when individuals underperform on agreed performance requirements. Constructive criticism assists employees to learn from their mistakes without losing confidence. Effective criticism from the supervisor will improve the employees' performance without impairing motivation. Constructive criticism should be fair enough to identify both satisfactory and unsatisfactory performance. It should also be specific enough so the employee knows what to do in order to improve. Lastly, it should seek for solutions to be agreed on rather than allocating blame.
Jackson and Schuler (2000) further argues that sometimes even after counselling, training and repeated warnings there is no improvement in performance. As a last resort, the supervisor should consider restructuring, transfer or termination.

Doherty and Horne (2002) mentions what many authors have failed to take into account, namely that if unsatisfactory performance is suspected,

evidence to confirm the alleged poor performance is needed. Examples of evidence can be unfinished tasks, a high degree of absenteeism or complaints from co-workers.

2.13 ROLE-PLAYERS OF PERFORMANCE MANAGEMENT

The previous section focused on the management of both negative and positive outcomes of performance management. This section will consider the role of external and internal stakeholders in the implementation of performance management.

2.13.1 External role-players

There are various entities that are responsible for the development and implementation of performance management in the public sector, such as the Department of Public Service and Administration, Public Service Commission, National School of Government as well as Trade Unions. The following section will briefly discuss these entities.

2.13.1.1 Department of Public Service and Administration

The Department of Public Service and Administration introduced its first performance management framework in 1999. This framework is used as a guide in developing departmental policies in both the national and provincial spheres. All the Departments are expected to align their performance management policies with this framework but also in accordance with their needs and circumstances (Erasmus et al, 2005).

2.13.1.2 Public Service Commission

The Public Service Commission was established in terms of section 195 of the Constitution of the Republic of South Africa. The role of the Public Service Commission in performance management is twofold. Firstly, it acts

as a watchdog. Secondly, it is responsible for proposing measures which will lead to efficiency and effectiveness in the performance of the public sector. As a watchdog, the Public Service Commission is required to examine, monitor and evaluate human resource practices of government departments and publish findings as public reports. In ensuring efficiency and effectiveness, one of the activities carried out by the Public Service Commission is the co-ordination of performance agreements for Heads of Departments. In essence, it is the responsibility of the Public Service Commission to provide assistance in order to ensure that the performance management system is implemented accordingly (Erasmus et al, 2005).

2.13.1.3. National School of Government

The National School of Government, formerly known as the Public Administration Leadership and Management Academy (PALAMA), was established in 2008. In terms of the Public Service Act of 1999 it is regarded as a schedule one department. The role of the National School of Government in performance management as a training institute is to be actively involved in capacity building. This includes ensuring improved employee performance through training and development. Skills which are gained through the offered programmes include leadership, financial and technical skills. Furthermore, the lack of understanding of the performance management system is addressed through training programmes (PALAMA, 2010).

2.13.1.4 Trade Unions

According to the Labour Relations Act (66 of 1995), trade unions are representative and legitimate bodies entrusted with the responsibility to ensure that the performance management system is designed and executed in accordance with fair labour practices. The role of trade unions

in the performance management process is to represent the interests of their members. This representation is both at the policy phase as well as the facilitation phase. If employees are not satisfied with the process or feel that performance bonuses were not rewarded objectively, trade unions have the responsibility to bring it to the attention of management.

2.13.2 Internal role-players

It is important that individuals within the organisation take ownership of the performance management system as it affects them directly. The roles of supervisors, employees and human resource units in performance management are discussed further below.

2.13.2.1 Supervisors

Supervisors play a crucial role in performance management. They achieve results through people and therefore have to manage the performance of their people. It is through the performance management system that they can do this. Their role during the planning and performance agreement stage is to agree with subordinates on their roles, goals, personal development plans and performance improvement plans. Achievements should then be monitored against the plan throughout the year, providing feedback and coaching as necessary (Armstrong, 2009).

According to the Public Service Commission (2007), the role of the supervisor in performance management involves the following:

- Ensuring that employees understand what is expected from them by setting clear performance expectations, standards, targets and goals for subordinates.
- Ensuring that individual performance is linked to the overall objectives of the Department.
- Assessing the performance of subordinates frequently.

- Providing regular feedback on the subordinates' performance.
- Mentoring, coaching and counselling subordinates when needed.
- Keeping accurate records of the subordinates' performance.
- Capacitating employees by facilitating and providing the required resources and training needed.

This is supported by Leonard and Hilger (2009) who maintains that the supervisor is responsible for evaluating the performance of the subordinate and establishing performance expectations with regard to standards. They add that it is the responsibility of the supervisor to not only provide regular feedback on performance, but to maintain detailed records of the performance of the subordinate.

2.13.2.2 Employees

The employee's role in the performance management system involves understanding and supporting the system by firstly being willing to participate in the setting of performance expectations and standards, and secondly, being realistic in assessing themselves and being reasonable in accepting performance feedback from their supervisor, whether negative or positive. Thirdly, they need to call attention to inaccuracies, biases and job changes that might affect the performance management system. Lastly, but most importantly, they need to take responsibility for performance improvement (Carroll & Schneier, 1982).

From the Public Service Commissioner's (2007) perspective, employees should play an active role in order to achieve performance excellence. This includes taking responsibility for their own continuous performance improvement and development.

2.13.2.3 Human Resource Units

The overall administrative responsibility of the performance management system lies within human resource units. They co-ordinate the system for the entire organisation. The human resource unit, according to Barton (1994), should perform the following duties:

- Research the organisation's performance management needs.
- Develop performance management systems, forms and a policy in consultation with managers, labour union representatives and employees.
- Organise training for both the supervisors and employees.
- Set timeframes for the completion and returning of forms.

The role of human resource units is to design and monitor the performance management system, train individuals who are involved in the implementation of the system and collect and then store performance data.

After having completed a performance cycle, it is important that the human resources unit analyses the information resulting from the assessments. This will enable them to identify and investigate job performance problem areas. The outcome of the investigation will then determine the action to be taken (recognition and reward or disciplinary and corrective measures). It is important that the progress of individuals is recorded and monitored (Public Service Commissioner, 2007).

Although performance management is a function which lies within human resource units in most organisations, from the above it can be concluded that supervisors play a leading role in the performance management process. Human resource units, on the other hand, play a supportive role to both supervisors and subordinates. Their role is important for the successful implementation of the system.

2.14 SUMMARY

There is significant literature on the subject of performance management. It is clear from the definitions given that for performance management to be successful both the supervisor and the employee should be involved in the process. Of the four theories discussed, the goal theory takes on a development based approach to performance and is used as the writer's conceptual framework.

In theory, supervisors have an understanding of the significance and advantages of implementing performance management successfully. Nonetheless, there appears to be a disjuncture between practice and theory. The ways in which recognition can be given for good performance include performance bonuses, pay progression and non-financial rewards. Unsatisfactory performance should be addressed and remedied before considering disciplinary action.

The research aims to identify the factors influencing the effective implementation of performance management in the Department of Agriculture and Rural Development.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 INTRODUCTION

The aim of research methodology, according to Cohen et al. (2007), is to assist researchers to understand the process of scientific inquiry. Kothari (2004, p. 8) defines research methodology as, “a way to systematically solve the research problems” and is, “a science of studying how research is done scientifically”. Research methodology includes the various steps and methods adopted by a researcher in studying the research problem. It is, however, not limited to research steps and methods, but also considers the logic behind the methods chosen and why a particular method or technique is used instead of another.

This section will explain the research methodology that was adopted, the design used, how data was collected and then analysed, the validity and reliability of the study, as well as the ethical considerations.

3.2 RESEARCH APPROACH

A research approach refers to, “how the researcher chooses to proceed through the research process” (Wagner et al., 2012, p. 273). This choice is dependent on a number of factors such as the theoretical framework and the research question. The methodology that was used for the research is qualitative, as it aims to find answers by explaining or seeking to understand the behaviour and perceptions of individuals and by describing the lived experiences of participants in a certain situation (Wagner et al., 2012).

There are two basic approaches to research, namely qualitative and quantitative. The two research approaches display differences in the

following areas: the focus of research, philosophical roots, associated phrases, goals of investigation, and mode of analysis. The focus of quantitative research is on the measurement of quantity, where emphasis is placed on how much and how many, whereas the focus of qualitative research is on the quality, nature and essence of phenomena. Quantitative research has its philosophical roots in positivism, while qualitative research is typically associated with phenomenology. Phrases associated with quantitative research include experimental, empirical, statistical; those associated with qualitative research include fieldwork, ethnographic, grounded, constructionist as well as naturalistic. The goal of investigation in quantitative research is usually to predict, control, confirm and test hypothesis, whereas qualitative research aims to understand, describe, find meaning and to generate hypothesis. Quantitative research employs a deductive mode of analysis and qualitative an inductive mode of analysis (Merriam, 2009).

The four major characteristics of qualitative research are that:

- Qualitative researchers view phenomena from the perspective of the individuals being studied.
- Qualitative researchers provide detailed descriptions of the social setting being investigated.
- Qualitative researchers are responsive to the context.
- Qualitative researchers look at how all parts work together (Bryman, 1995).

The greatest strength of the qualitative research approach is that it is richly descriptive. It allows the researcher to enter the lives of the participants as naturally as possible. The researcher becomes an instrument through which the data is collected, analysed and interpreted. The aim is to understand social processes (Wagner et al., 2012).

3.3 RESEARCH DESIGN

Wagner et al. (2012, p. 274) defines research design as, “a form of blueprint that is followed in the conduct of the research”. Research design in social research determines how the research will be conducted. It further informs the choice of methodology, data collection method as well as data analysis techniques. The research design that was employed in this research is the basic interpretative qualitative study.

With the basic interpretative qualitative study, the researcher is the main data collection instrument. The researcher attempts to understand how participants make meaning out of their world. The basic interpretative study enables the researcher to, “discover and understand a phenomenon, a process, the perspective and worldviews of the people involved, or a combination of these” (Merriam, 2002, p. 6). The collection of data for this type of research design is done through interviews, analysis of documents or observations, while the analysis of data is done in order to identify themes or patterns and then discuss them with reference to the literature in the literature review (Merriam, 2002).

The basic interpretative research design was the most suitable for the study as it offered the researcher the flexibility and displayed all the elements of a qualitative research approach (Merriam, 2002).

3.4 DATA COLLECTION

Bhattacherjee (2012) maintains that regardless of the chosen research design, researchers should strive to collect data using a combination of methods such as interviews, observations, documents or secondary data. The following section explains how primary and secondary data was collected by the researcher, and also includes a discussion on sampling.

3.4.1 Primary data

Primary data refers to data that is collected from afresh and for the first time, and therefore is original in nature (Kothari, 2004). The primary data collection method which was employed in this study is the interview. “An interview is a two-way conversation and a purposive interaction in which the interviewer asks the participant (the interviewee) questions in order to collect data about the ideas, experiences, beliefs, views, opinions and behaviours of the participant” (Wagner et al., 2012, p. 133). This technique was regarded the first choice for this research project as it provides rich descriptive data. The type of interview used was the semi-structured interview and the researcher made use of an interview guide.

The semi-structured interview allowed the researcher to probe and explore deeper. All questions were asked. The only time questions were skipped was if the interviewee addressed the question with one of the responses. This type of interview allows the interviewer some flexibility. The interviewer should pay attention to the responses as they can lead to the identification of new “emerging lines of inquiry” which will subsequently lead to questions being changed during the interviews. Questions might also change from interview to interview based on new information collected during the first few interviews (Wagner et al., 2012, pp. 134-135).

The semi-structured interview was done on an individual basis with each of the eleven employees from the Gauteng Department of Agriculture and Rural Development. Most interviews took take place in their offices while some were conducted in the researcher’s office. Four of these individuals provided information from the implementer’s perspective as they are from the Human Resources Unit. All eleven of them were able to talk about their experiences around the implementation processes of the performance management system. The researcher also received information regarding

the challenges encountered as well as the expected outcomes of the system.

The eleven employees who underwent the semi-structured interview also included senior managers who are ultimately responsible for the successful development, management and implementation of the performance management system. Questions posed to them included their role of leadership. A former leader of the trade union NEHAWU, who was involved in the process of developing the Gauteng performance management policy, was also interviewed.

The interview guide consisted of questions that covered different aspects of the study, an introduction, a brief background to the research and its objectives. The interview guides are attached as Appendix 2, Appendix 3 and Appendix 4. Appendix 1 is the request letter to respondents and consent form.

3.4.2 Secondary data

Secondary data refers to data that has already been collected by someone else and has already passed through statistical and analysis processes (Kothari, 2004). Secondary data was sourced through internal documents of the Department such as Annual Performance Plans (APP), annual reports, presentations from the Human Resource Unit as well as primary documents. This introduced another method of data collection known as document analysis.

3.4.3 Sampling

A non-probability sampling method, purposive sampling, was used for this study. This type of sampling allows the researcher to choose a sample according to various criteria such as age or experience in line with the goals

of the research. Individuals who can provide the most relevant information are strategically selected (Wagner et al., 2012). Although purposive sampling is not a representative sample, it is adopted in small inquiries because of its relative advantage of money and time (Kothari, 2004). In this case, because the researcher was assessing the implementation of the performance management system in the Gauteng Department of Agriculture and Rural Development, individuals with the most insight such as Human Resources practitioners and managers as well as a former leader of the trade union NEHAWU were part of the sample as they are directly involved in its development, implementation and management. In addition, individuals at different levels of the Department who are affected by the implementation were also part of the sample.

3.5 DATA ANALYSIS

Data analysis refers to, “the process of making sense of the data to answer research questions. It also involves examining the data and how they fit together to make meaning” (Wagner et al., 2012, p. 269). Qualitative research analysis, unlike quantitative analysis, is mostly dependent on the researchers’ knowledge of the social context from which data is collected, using analytical and integrative skills and not only statistics. Emphasis is placed on making sense of, or understanding a phenomenon, and not on making predictions (Bhattacherjee, 2012).

For this research, data collected during the interviews was analysed using thematic analysis. Thematic analysis involves identifying patterns or themes. Recorded interviews were transcribed by listening to the recording then capturing the data on Microsoft Word. Coding was done once the data was transcribed. Coding is a form of analysis which involves reviewing field notes then dissecting them meaningfully while keeping the relations between the parts intact. Words, phrases, sentences, topics and ideas are categorised into themes for comparison and analysis later (Miles & Huberman, 1994).

Coding was done after every interview in order to allow the researcher to make changes to the interview guide if necessary.

Themes were identified after the coding by noting similarities, repetitions, silences or differences. Expected themes from interviews with the former leader of the trade union NEHAWU and senior managers were the lack of leadership/executive support and line manager reluctance to take action against non-compliance. It was anticipated that interviews with Human Resources practitioners and Human Resources managers as implementers of the system will reveal themes of over-emphasis on performance bonus, incorrect rating, late or non-submission of performance documents and lack of capacity to successfully implement the system. Interviews with employees on lower levels are expected to reveal themes related to lack of communication, lack of feedback, lack of training and skills development, lack of proper rewards, and favouritism.

Internal documents of the Department such as APPs, annual reports, presentations from the Human Resources unit as well as primary documents were used to corroborate the data that was collected.

3.6 VALIDITY AND RELIABILITY

Validity and reliability refer to those measures taken by the researcher to ensure that the information received is valid and that the outcome of the research is credible (Creswell & Miller, 2000). According to Bhattacherjee (2012) validity and reliability in qualitative research can be established through an alternative set of criteria that is used to judge trustworthiness. The four criteria that need to be met to prove trustworthiness include dependability, credibility, confirmability and transferability.

Dependability as the first criterion is similar to reliability in quantitative research. Qualitative research is considered dependable if the same set of evidence, used by a different researcher and at a different time to observe

the same phenomenon, allows the researcher to reach the same or similar conclusion (Bhattacherjee, 2012). In order to ensure dependability, an audit trail was kept of interview guides, schedules and transcripts as well as any other relevant documents. Individuals external to the project such as peer reviewers should be provided with detailed information about the methods and processes used on inquiry (Creswell & Miller, 2000).

The second criterion for establishing trustworthiness is credibility. Credibility is consistent with internal validity in quantitative research. Qualitative research is considered credible if readers find interpretations to be believable (Bhattacherjee, 2012). The two methods for establishing credibility (member checking and triangulation) were used by the researcher. Member checking transfers the validity process from researchers to participants. This means that the researcher takes the data as well as its interpretation back to the individuals who were interviewed for confirmation of the narrative (Creswell & Miller, 2000). All the people interviewed were given an opportunity to do so as the researcher had access to them on a daily basis.

Triangulation involves using multiple data collection methods, sources of data, theories and instigators to substantiate emerging findings. It aims to organise data in order to identify common themes and disregard overlapping areas (Creswell & Miller, 2000). The popular combination that was also used by the researcher is that of different data collection methods such as interviews and document analysis.

Another criterion for establishing trustworthiness is confirmability. Confirmability is similar to the notion of objectivity in quantitative research (Bhattacherjee, 2012). For the research to be confirmable, the researcher provided as much details as possible of the background.

The final criterion for establishing trustworthiness is transferability, also known as external validity in quantitative research. Thick description was used by the writer to ensure transferability. Thick description is a procedure for ensuring credibility and provides detailed description of the themes, setting and participants of the study. The aim of this procedure is to make readers feel as though they have experienced what is described in the study.

3.7 ETHICAL CONSIDERATIONS

In social research, ethics refers to those issues that concern the behaviour of the researcher and the consequences that the research might bring to the people they study. These consequences might include both physical and emotional harm. Ethics should be considered at every step of the research design and implementation process, from the research problem itself to the presentation of findings (Wagner et al., 2012).

In order to ensure that ethics are upheld, the writer did the following:

- Obtained informed consent from respondents, explained that participation is voluntary, and that withdrawal will not lead to any penalties.
- Ensured that participants will not be harmed as a result of their participation or non-participation.
- Fully disclosed the purpose of the research to the respondents.
- Protected the identity of respondents through anonymity and confidentiality.
- Disclosed unexpected or negative findings.

An example of a potential ethical controversy which was identified for this research project is an instance where participants would not agree with how their inputs have been presented and may then claim to have been

misinterpreted. To avoid such a challenge arising, the writer sent the analysis to the participants for their inputs and verification.

3.8 SUMMARY

This chapter covered the research approach as well as the research design employed by the researcher. It included data collection methods, sampling techniques and the type of data analysis used. The validity and reliability of the study was explained in this chapter. It concluded with a discussion of ethical considerations.

The next chapter presents the research findings.

CHAPTER FOUR

PRESENTATION OF FINDINGS

4.1 INTRODUCTION

Badenhorst (2008) states that the first step in data analysis is organising the data. Although researchers often merge the data presentation and data analysis chapters into one chapter, this sometimes confuses the reader. In order to avoid potential confusion, the presentation of results and the discussion of results (analysis) will be separated.

This chapter will focus on the presentation of the research findings according to the methodology presented in the previous chapter. It commences with a brief overview of the Gauteng Department of Agriculture and Rural Development. It then discusses the demographic profile of the interview respondents. The information/themes emerging from the semi-structured interview process as well as document analysis will then be presented.

4.2 GAUTENG DEPARTMENT OF AGRICULTURE AND RURAL DEVELOPMENT

The vision of the Gauteng Department of Agriculture and Rural Development is, “an economically transformed agricultural sector, and sustainable environmental management for healthy, food secure, development rural and urban communities in Gauteng” (Gauteng Department of Agriculture and Rural Development, 2015, p. 20). Its mission is, “to radically modernise and transform agriculture, environment and rural development by:

- promoting environmental protection and management;
- expanding access to agricultural opportunities;
- maximising food security;

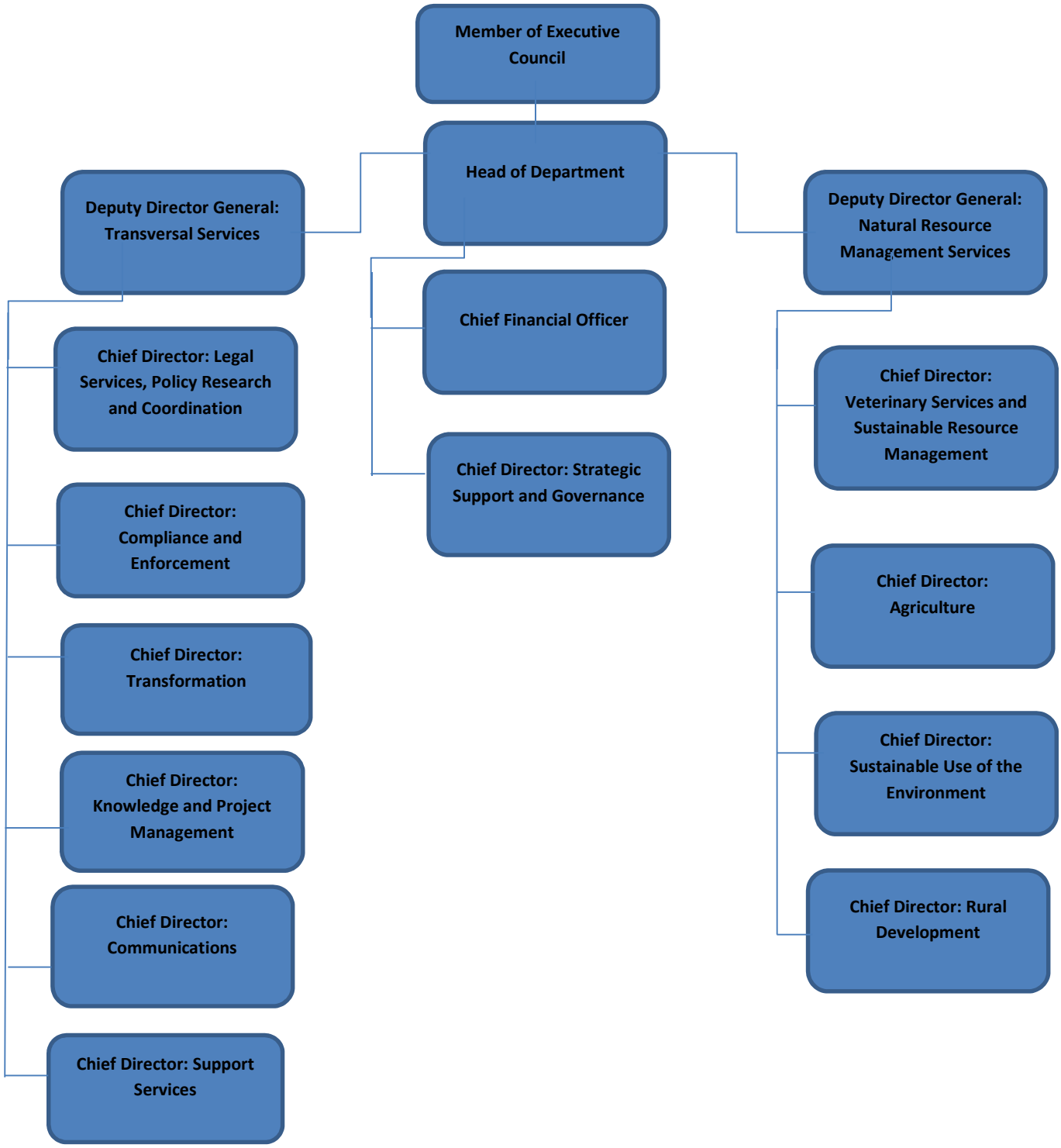
- upscaling rural development;
- promoting the One Health System; and
- supporting sustainable livelihoods and communities".

The political head who is the Member of Executive Council (MEC) for the Gauteng Department of Agriculture and Rural Development is Mr Lebogang Maile, who is responsible for, amongst others, policy choices and outcomes. In order for the MEC to carry out his duties efficiently and effectively the assistance of the Head of Department (HOD), Ms Thandeka Mbassa, is needed, who is responsible for the implementation of policy and achieving the outcomes by taking responsibility for delivering the outputs defined in the budget of the Department (National Treasury, undated).

According to the organisational structure, the Department has 1,106 approved posts of which 900 (81.4%) are filled, while 206 posts (18.6%) are vacant. There are 22 additional posts to the establishment. The majority of the workforce consists of men. Figure 2 illustrates the organisational structure of the Gauteng Department of Agriculture and Rural Development. There are 12 Chief Directorates which assist the HOD in carrying out the functions of the Department. Six Chief Directorates − Legal Services, Policy and Research Coordination, Compliance and Enforcement, Transformation, Knowledge and Project Management, Communications and Support Services − report to the Deputy Director-General: Transversal Services. Four Chief Directorates – Veterinary Services and Sustainable Resource Management, Agriculture, Sustainable Use of the Environment and Rural Development − report to the Deputy Director-General: Natural Resource Management. The Chief Directorates: Finance and Strategic Support and Governance report directly to the HOD. The Directorate responsible for the administration and co-ordination of the performance management system is part of the Chief Directorate Support Services. Support Services ensures that sound human resource and development support services are provided

to the Department's core function programme areas (Gauteng Department of Agriculture and Rural Development, 2015).

Figure 2: Gauteng Department of Agriculture and Rural Development Organisational Structure



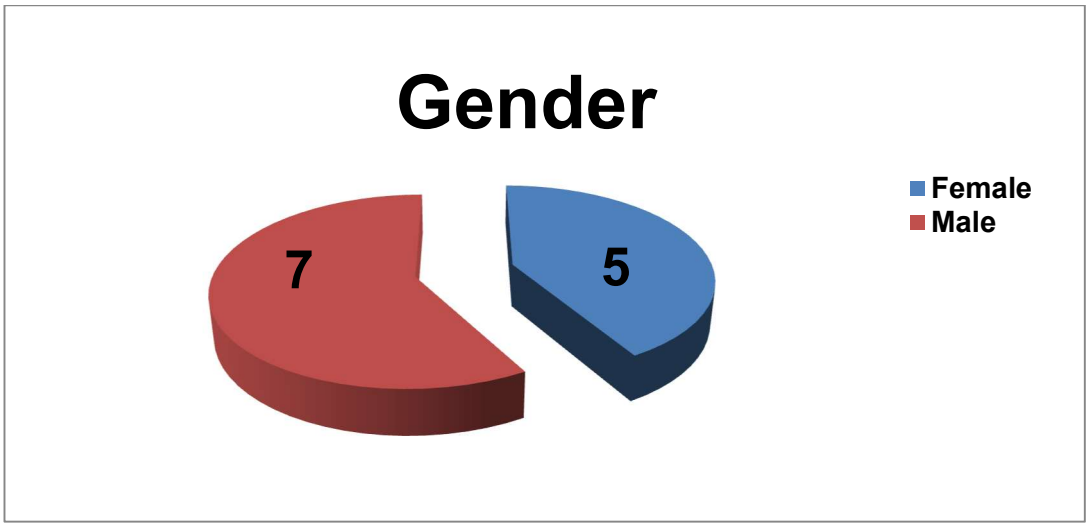
4.3 DEMOGRAPHIC PROFILE OF INTERVIEW RESPONDENTS

This section will present the details of the sample. It will indicate the demographics of the 15 interview respondents in terms of gender, race, category of positions held, Chief Directorates and number of years in current position. It should be noted that although the researcher interviewed a total of 12 respondents, it is not by error that some of the graphs reflect 11 respondents. The 12th respondent (former trade union leader) is not employed by the Gauteng Department of Agriculture and Rural Development and is therefore not included in the following three items: Category of positions held by respondents; number of years in current position; and Chief Directorates in which respondents are appointed.

4.3.1 Gender distribution of respondents

The respondents were not asked to indicate their gender, as this was observed by the researcher. The gender distribution is depicted in Figure 3 below.

Figure 3: Gender distribution of respondents

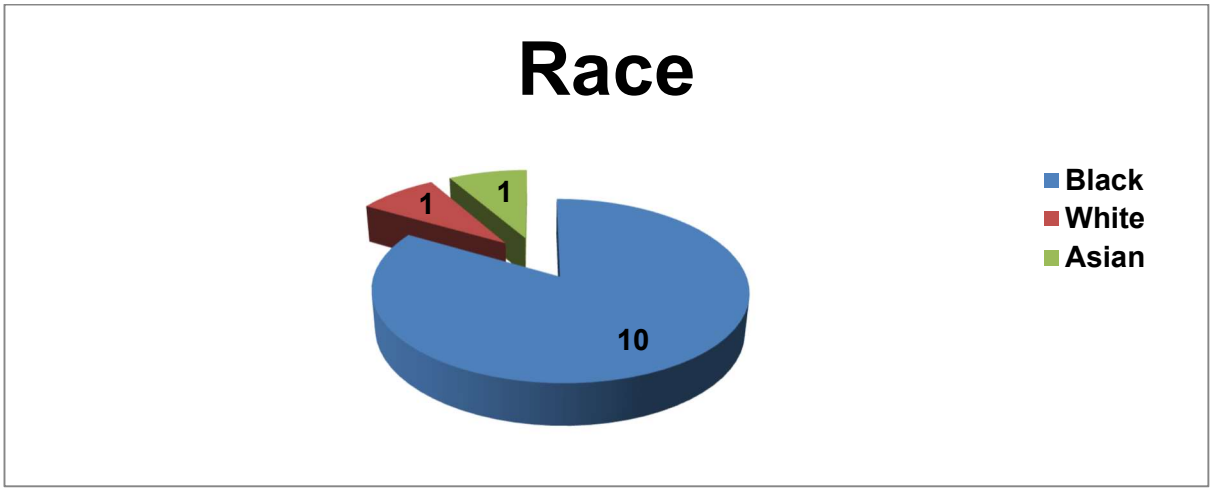


From the above figure, the sample reflected an uneven gender balance with more males (7) than females (5). As mentioned earlier in the chapter, the Department has more male workers than females. It was important to the researcher to identify the gender of the respondents in order to determine different views (if any) held by the two groups.

4.3.2 Racial profile of respondents

As indicated graphically in Figure 4 below, 83% of the respondents are black persons.

Figure 4: Racial profile of respondents



4.3.3 Category of positions held by respondents

The respondents were also requested to indicate their salary levels. The researcher then used the responses to determine the categories in which they belong. Table 2 below depicts the responses.

Table 2: Category of positions held by respondents

Category	No of Respondents	Salary Levels
Practitioner	2	1-6
Team Leader/Supervisor	6	7-10
Middle Manager	2	11-12
Senior Manager	1	13-15

There are four categories, namely Practitioner, Team Leader/Supervisor, Middle Manager and Senior Manager. The first category consists of General Workers and Administration Clerks who are supervised by individuals in the second category. The second category consists of Administration Officers, Senior Administration Officers who are supervised by Assistant Directors as well as those Assistant Directors who are supervised by Middle Managers (Deputy Directors). The last category includes Directors, Chief Directors and Deputy Directors-General. Table 2 above shows that the majority of the respondents are team leaders supervising officials at operational levels.

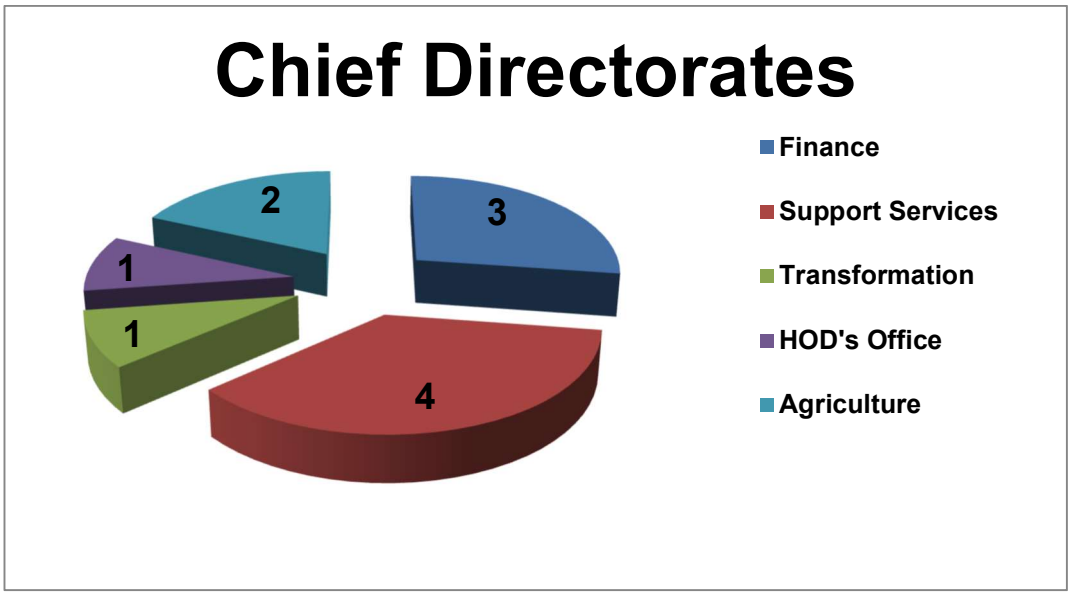
According to the Public Service Commissioner (2007), immediate supervisors are responsible for contracting and assessing the performance of their subordinates. This therefore means that the chosen respondents have appropriate experience which enables them to reliably critique the implementation of the performance management system.

4.3.4 Chief Directorates

The respondents were asked in which Chief Directorates they are appointed. This is displayed in Figure 5 below. This shows that the majority of respondents interviewed are part of Support Services as the overall administrative responsibility of the performance management system lies within that Chief Directorate. This allowed the researcher to obtain

information from individuals who are not only affected by the system but have also been involved in its implementation. In the Finance Chief Directorate, the researcher purposefully interviewed a subordinate and the supervisor to obtain an accurate picture of the performance management in that particular office.

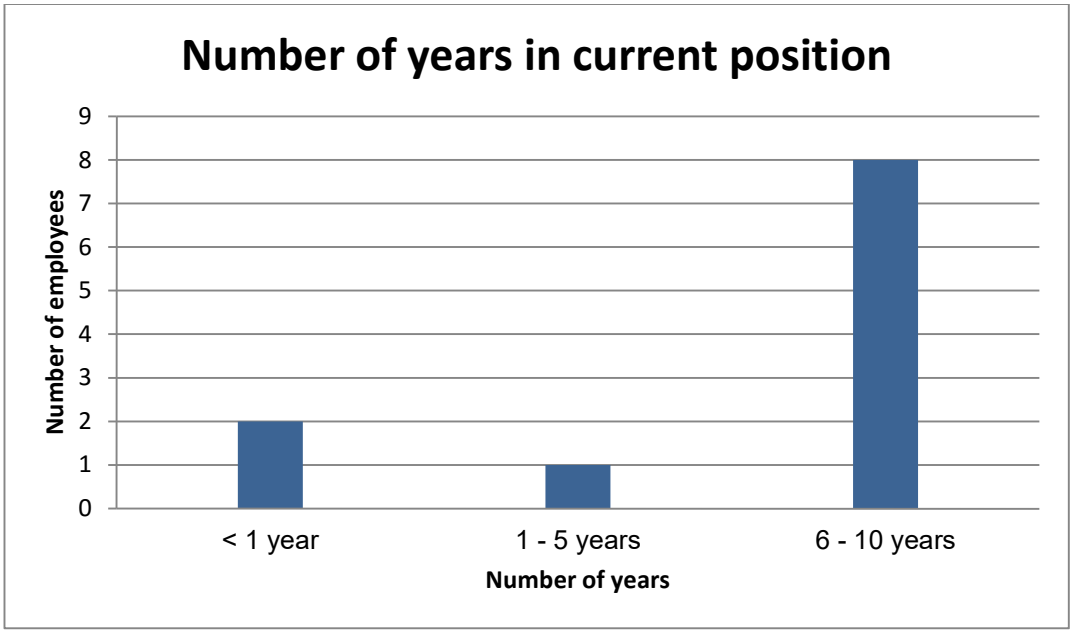
Figure 5: Chief Directorates



4.3.5 Number of years in current position

Figure 6 below shows that 73% of the respondents have been in their current position for more than five years. This data thus reflects an experienced group of respondents who should be able to provide valuable and reliable information in relation to the performance management system for the period under investigation.

Figure 6: Number of years in current position



4.4 SCHEDULE OF INTERVIEWS CONDUCTED

As a result of the sampling method chosen (all the respondents are known to the researcher professionally) all the respondents were available and willing to be interviewed. Some of the respondents had to postpone the interviews to a later date due to unforeseen circumstances. Table 3 below presents the interview appointment schedule of the 12 interviews conducted.

Table 3: Schedule of interviews conducted

No.	Date	Chief Directorate	Category
1.	27 August 2015	Finance	Practitioner
2.	31 August 2015	Support Services	Team Leader/Supervisor
3.	*1 September 2015 28 August 2015	Support Services	Team Leader/Supervisor
4.	9 September 2015	Transformation	Team Leader/Supervisor

No.	Date	Chief Directorate	Category
5.	10 September 2015	HOD's Office	Team Leader/Supervisor
6.	10 September 2015	Finance	Middle Manager
7.	14 September 2015	Agriculture	Team Leader/Supervisor
8.	*15 September 2015 11 September 2015	Support Services	Middle Manager
9.	15 September 2015	Agriculture	Team Leader/Supervisor
10.	*21 September 2015 11 September 2015 14 September 2015	Finance	Practitioner
11.	*28 September 2015 23 September 2015	Support Services	Senior Manager
12.	30 September 2015	Former Trade Union Leader	

*Date at which postponed interview took place

These interviews took place at a location convenient to the respondents, either in their offices or the researcher's office. The interviews were conducted on the basis of the research instruments included as Appendix A, Appendix B and Appendix C.

Prior to conducting the interviews, all except two respondents confirmed their willingness to be recorded. The researcher took notes during the two interviews and the recorded interviews were transcribed. A copy of the interview notes and interview transcriptions will only be made available on special request.

4.5 CODE NAMES FOR THE RESPONDENTS

Table 4: Code names for the respondents

Respondent Number	Chief Directorate	Category	Salary Level
R1	Finance	Practitioner	5
R2	Support Services	Team Leader/Supervisor	7
R3	Support Services	Team Leader/Supervisor	9
R4	Transformation	Team Leader/Supervisor	8
R5	HOD's Office	Team Leader/Supervisor	7
R6	Finance	Middle Manager	11
R7	Agriculture	Team Leader/Supervisor	10
R8	Support Services	Middle Manager	12
R9	Agriculture	Team Leader/Supervisor	8
R10	Finance	Practitioner	3
R11	Support Services	Senior Manager	13
R12	Former Trade Union Leader		

To maintain the respondents' anonymity and for ease of reference the respondents were allocated code names. The respondents will be referred to as Respondent 1 (R1) through to Respondent 12 (R12) as illustrated in Table 4 above. The direct comments of the respondents will be quoted and referenced accordingly.

4.6 FINDINGS FROM THE INTERVIEWS

The researcher developed three interview guides which were targeted at different groups. The first interview guide (Annexure 1) was used for interviews with management and human resource practitioners. The second interview guide (Annexure 2) targeted employees at different levels, and the third interview guide (Annexure 3) was used to interview the former trade union leader. The interview guides consisted of 17, 20 and 12 questions respectively. The first three questions of two of the interview guides were based on the need to understand the respondents' personal particulars in relation to the Gauteng Department of Agriculture and Rural Development. Most of these are covered under the demographic profile section and were not relevant for the former trade union leader as he is not employed by the Department. Responses to questions asked in the interviews will be presented next.

4.6.1 Respondents' understanding of performance management

Respondents were asked about their understanding of performance management. A key informant R12 (30 September 2015) defined it as:

> *"…a system that manages the performance of employees in any organisation or establishment".*

It was defined in relation to the objectives of the organisation and the goals of individuals by some of the respondents. R8 (15 September 2015) remarked that:

> *"Performance management is measuring the performance of the Department but also more specifically the performance of individuals to see how they contribute to the strategic objectives of the Gauteng Department of Agriculture and Rural Development".*

R2 (31 August 2015) said that:

> *"I think it also helps on the overall performance of the Department as a whole in order to achieve all the services and all the objectives and mission or vision of the Department".*

R4 (9 September 2015) went further and stated that:

> *"I think performance management is a tool which is meant to manage my performance… looking at the areas where I'm employed… am I delivering in those areas… am I meeting what's required according to my job specification/description and work plans. So my performance has to talk to my work plan, I cannot just work haphazardly… meaning there's a plan in place which guides me on what are the things which I need to do".*

R11 (28 September 2015) articulated that there should be a link between individual performance and the performance of the organisation:

> *"If you look at it from an individual point of view it's to manage that [development] but organisationally it's to assist the Department to perform. So you have to link the two at some stage. At the moment it's been looked at in isolation and that's the problem as well because if… I was giving them a comparison at the senior management meeting that if you look at the annual performance plans (APPs) and performance information then you look at the individual performance, they don't tally. At some stage we have to start linking the two to get a reasonable picture of what's actually happening".*

Some of the respondents understand performance management as a performance monitoring and measurement tool. It enables both managers and subordinates to track performance progress. To this end, R7 (14 September 2015) had this to say:

> *"Performance management… I think it's clear as the name says, you're managing performance. You just have to have indicators and*

objectives that will assist in terms of what has to be achieved thus measure your performance. Then you'd have to put indicators that would help in monitoring your progress. Have you achieved what you were set to achieve when you started the project? That's what performance management is all about".

R6 (10 September 2015) added that performance management is:

"A way to determine levels of agreement between employee and employer achieving goals by means of having a contract, being evaluated on a quarterly basis to determine if the employee is on track".

R2 (31 August 2015) concurred and observed that:

"Well for me it's a tool where you monitor the performance of each individual in the Department. Because we need to see if a person is performing on the required standard and if not so that we know what training interventions need to be done to make sure that individual performs on the required standard".

As alluded to by R2 above, performance management also allows supervisors to identify and manage over- and under-performance of subordinates. According to R11 (28 September 2015):

"This is the tricky one that managers get wrong sometimes. The intention of performance management is to manage the performance of an individual… make sure that whatever has been contracted gets done, but they always neglect the development element. It is performance management and development. It's about basically controlling the performance side, how the person performs, what you do to remedy non-performance and what you do to improve as well because sometimes people are performing at that level… and you just want to enhance their performance for career possibilities,

progression and so on. That's the basic intention of the performance management system".

R3 (1 September 2015) also mentioned that:

"It is a system of evaluating employees' performance. It is also used to identify training gaps… for instance the employees underperforming can able to be determined through the Performance Management and Development System and you have to take that employee for training".

According to R8 (15 September 2015) performance management is used to:

"…ensure improvement where people are underperforming so you take corrective measures".

Other respondents emphasised that although performance management includes an element of monetary incentives, employees should not only focus on these. R4 (9 September 2015) stated that:

"…we tend to mix it with the issue of incentives. Most times performance management is linked with incentives [laughs]. *Maybe that's how it was structured, I'm not sure because when you talk about performance management the first thing that comes in my mind is a bonus. If you talk about performance… you talk about me performing to my fullest potential then you need to reward me. That's my understanding but the primary focus should be on developing me within my work plan and job specification".*

R2 (31 August 2015) agreed that:

"Money is something that is linked to it as an incentive but it doesn't determine what performance management is. It is something to motivate you to do more".

R6 (10 September 2015) noted that:

> *"People treat it like as though they deserve to get a bonus."*

From the above, it can be concluded that employees at the Gauteng Department of Agriculture and Rural Development have an understanding of performance management. Even though employees at lower levels did not go into detail on the subject they also have a sense of what performance management is about. This is illustrated by what was said by R1 and R10.

R1 (27 August 2015) said:

> *"My understanding of performance management… I think they are trying to see how far I can push myself in doing my job… to get my work noticed. It involves rating my work against set standards".*

R10 (21 September 2015) mentioned that:

> *"It is whereby when you do your job, you get rated according to your performance. Your performance is judged and should you go beyond just doing what is expected of you, you get rewarded".*

To further investigate whether there is understanding of performance management in the Gauteng Department of Agriculture and Rural Development as a whole, the researcher asked the question again using a more practical approach. Managers and human resource practitioners were asked to define performance management as applied in the Gauteng Department of Agriculture and Rural Development. This is what emanated from the question.

R8 (15 September 2015) maintains that it is aligned with the strategic objectives of the Department. He said that:

> *"I think the way in which it's structured… the MEC enters into a five-year performance agreement then the HOD aligns her performance agreement and so does SMS and then it cascades down to the lower*

levels. So I think it is aligned to the strategic objectives of the Department".

R11 (28 September 2015) had this to say:

"Look, there's certain units that's definitely applying it the way it should be. You can see it in terms of the spread when you do the final ratings that they really applied themselves. With others application and understanding is a serious challenge at the moment. This is why our focus now is not on the compliance, we are done with the compliance… we are looking at the quality measures. If we can get that right, there will be a general move towards improvement of performance… individual and departmental. It is going to be a bit of an uphill battle because it's linked to monetary rewards and that we will still try to have a look at, but currently that's the way the policy is structured so we can't deviate from it".

R2 (31 August 2015) said that:

"I think the way they implement it here… it's about money. Human Resources implements it as per the definition given in the previous question. It is something we use to see if you are achieving the objectives of your post… if you are coping according to your work plan and job description. If not, then obviously have the indicative training list where you can list everything that you still need to be trained on. And if you are performing well then be given that incentive. But as for the Department as a whole it is a tool linked to money where people think I have to get that 4, I'm entitled to that money. For them it's about the money. That's why there's so much fighting when it comes to that. I always tell people to move away from the incentive part of it. People define it as money, they forget about the actual training… or the actual evaluation of your actual performance. We still need to instil that it is a tool to measure your performance. One of the Branches suggested that we de-link with

monetary incentives, but we can't because it's as per the Gauteng Provincial Government Policy which derives from the Department of Public Service and Administration one".

Two of the respondents felt that there is an element of biasness in the application of the system in the Department. Based on the observation of R3 (1 September 2015):

> *"…it is not applied correctly because you will find that some performing employees they don't get bonuses whereas those that are not performing in other areas… actually it depends on where do you work in this Department, there are Branches where we know in this Department they don't get bonuses and in other places obviously we know a bonus is a bonus and its non-negotiable. It is not fair because it affects the morale of those performing employees because it's like what's the use… I'm performing but I know so-and-so is not performing but always gets. It's not fair… not at all".*

R6 (10 September 2015) explained that:

> *"They say you must be walking on water in order to receive a bonus… people are not putting much effort as they won't be given a bonus".*

R4 (9 September 2015) also said over-performance is regarded as "walking on water". He said:

> *"…they say that if you get a five you should be walking on water".*

Employees at different levels were then asked to define performance management in relation to their duties. R5 (10 September 2015) expressed that:

> *"The performance management system actually… it's supposed to monitor one's performance throughout the year, starting from the 1st of April. So every quarter you have to complete the forms… and those forms you have to complete them with your supervisor and*

your supervisor should tell you that, okay now you did well in this but you are lacking in this, and also you're supposed to be developed in it".

R7 (14 September 2015) stated that:

"You have deliverables that would have to be achieved at a certain period to address certain objectives. We work in quarters as government. So in relation to my environment if the deliverable has to take place in a certain quarter then I would have to set the time-frames and have the key activities that will lead to the achievement. A good performance is positively correlated to completing your project at a stipulated time and attaining your deliverable. That's how you would monitor yourself".

R9 (15 September 2015) remarked that:

"Obviously I know what is expected of me and what I do determines my performance levels. From where I am… since on I'm on the admin level, I believe that from the Gauteng Provincial Government context I know what is expected of me and I have an idea and a picture of the whole background where I'm placed and it flows down and whatever I contribute within the Department, it fills the bigger picture. Same with the outputs, what I put in is what I will get out… that will also contribute to the bigger picture".

R4 (9 September 2015) added that:

"I think in terms of performance management related to my duties… remember we are scored between one to five. Five being outstanding… One being very poor/not meeting the required standard. So I think it's good to gauge where I am but to me I think it is very relevant when you've just joined the Public Service, but if you have been in the system for some time you end up not seeing the

value of it. So it is a tool which I think is very crucial only in your first two years… then going forward I don't see it helping".

Lower level employees did not appear to comprehend how this system relates to the work they do. R1 (27 August 2015), for instance, clearly stated that performance management is not related to her duties. She observed that:

"I don't think it's related to the work I do. There are some things/questions in the performance forms that are not related to my job. I have to add some things to accommodate my work".

R10 (21 September 2015) explained that:

"My supervisors do not check if I go beyond what is expected, they do not recognise it when I go an extra mile".

The researcher probed further and asked the respondents whether they think their supervisors have an understanding of performance management. According to the majority of the respondents, supervisors do not have an understanding of performance management. R1 (27 August 2015) said:

"No, I'm the one who explains it to him… especially the calculation of the scores".

R10 (21 September 2015) stated that:

"No, I rate myself… but as soon as I give myself a rating of four they want proof. It seems as though my supervisor is scared of the manager/cannot motivate for us to get bonuses".

Although supervisors might have an understanding of performance management, implementation remains a challenge. To this end, R5 (10 September 2015) explained that:

"They do understand the system, but implementation of it is something else. They understand how the system is supposed to

work but you know in the workplace we have the tendency of not doing our jobs the way we're supposed to because we're trying to save relationships. So when that performance management system is implemented it's not about the performance itself, it's about trying to forge relationships in the workplace. Then it becomes unfair to those who work hard and go an extra mile because you find that some people as much as they deserve it, but if you don't see eye-to-eye with the manager and the manager to get back at you will use the performance management system. You find that the most lacking person in that office will be the one who gets a bonus and a notch progression, and then you ask yourself why".

This was echoed by R9 (15 September 2015) who said:

"Yes he does, however when it comes to assessments… I'm not sure if its laziness or rush job or one is confident that I know how she performs… there is no sitting and discussing one-on-one. We need supervisions as they build up to the final, at the end of the day one would want to maintain their high rating. I wouldn't want him to say maybe he's feeling generous for this period so he'll give me a four. Sometimes he does that and it doesn't sit well on me".

R6 (10 September 2015) said:

"… with the one assessment I've done with him there was no one-on-one, no feedback and no communication".

Some respondents were confident that their supervisors understand performance management. R7 (14 September 2015) asserted:

"Definitely! The understanding of what is expected from both of us as a team. There are continuous meetings that we hold to assess ourselves, to monitor what we have done and what is still outstanding. If there are any challenges, we would have to come up with new alternatives because sometimes performance is not just

about moving from one point to the other… you could find that you need to deviate because of a certain challenge. Continuous communication is also important between me and him in terms of what we are doing and if we're going to achieve what we said we will achieve and even the challenges we experience".

R4 (9 September 2015) expressed that:

"I think in my case my supervisor understands because she always gives credit where it's due irrespective of your designation. She gives credit where is due, whether it's in my work plan or not. Remember these work plans include ad hoc duties… it means everything. I think I'm happy with the way it's done with my supervisor and she shows that she understands it".

R2 (31 August 2015) affirmed that:

"Yes, he's been doing it for years. He is well knowledgeable when it comes to that and has the required skills. He knows how to implement and interpret the Policy".

4.6.2 Challenges experienced in the implementation of the performance management system

As revealed by some of the quotes above, there seems to be an understanding of what performance management is but the implementation thereof remains a challenge. This was acknowledged by R5 (10 September 2015) who believes that:

"The system, the policies, everything… there is absolutely nothing wrong with it. The person who came up with that system actually came up with a brilliant idea but it is the way it is implemented, but not by the Department but by individuals."

R11 (28 September 2015) agreed and said that:

> *"There is a lack of understanding from some managers and supervisors on the application, so we're trying to correct that".*

Participants shared the problems encountered with the researcher. A key informant R12 (30 September 2015) noted that the problems experienced with implementation were due to the fact that a change management process was not done. He said that:

> *"We probably did not spend time on detail, because when we were implementing the system it was clear that there is no common understanding amongst the Gauteng Provincial Government Departments on how it should be implemented. Maybe we were supposed to do a change management process and also communicate effectively to all the Gauteng Provincial Government Departments after we had signed it. Maybe we did not do that sufficiently, hence there was no common understanding on how it should be implemented".*

R12 (30 September 2015) added that:

> *"We also had managers that were not transformative. They still believed that the previous system was better and therefore there was resistance in implementing the new policy. Maybe that also accounts for the inconsistent application of this policy in the province".*

Another problem encountered with the performance management system as identified by participants was subjectivity. This subjectivity, according to R12 (30 September 2015), was the reason the performance management system was developed. He said:

> *"There were a number of complaints that were raised by the regions about the implementation of that merit system. The complaints centred around the biasness of managers towards a particular trade union, and in this case it was the PSA. So if you belonged to*

NEHAWU even if you performed meritoriously, you wouldn't be recognised and rewarded. This barrage of complaints meant that we should consider an alternative because clearly this system was not working for our members in particular, but it was favouring the members of other trade unions. We then took a decision in one of our PEC meetings that we should engage the employer (government) to develop a new system. So already by that time we had the Provincial Chamber which is a platform where the employer representatives and the employee representatives meet to discuss issues of mutual interest. We then raised this issue with the Chamber that there is this complaint from our members and that our approach is that we should develop a new system. There was an agreement in that Chamber meeting that we need to develop a new system. We then took the initiative from the side of the trade union… we consulted extensively and benchmarked with other systems that are existing in other organisations. We went to organisations like the SAA, SABC… most of the organisations we went to were in the public sector because we didn't want to go to the private sector as we were dealing with the Government which is in the public sector. We also studied at length the principles that were developed by a former General Electric CEO Jack Welch who is one of the pioneers of the system itself. So having understood the principles of Jack Welch, and having consulted and benchmarked extensively with the organisations in the public sector we then developed a draft document which we then presented to the Chamber for consultation and inputs. We didn't receive substantive inputs from the employer reps which therefore meant that the work which we did was quite substantial because if it was not substantial I'm sure we would have received a lot of inputs. There was a degree of comfort from all the representatives in the Chamber that the draft that we presented was a shift from the previous system so it was then negotiated and agreed upon in the Chamber".

Even with the system which was introduced post-apartheid, subjectivity remains a challenge. R8 (15 September 2015) argued:

> *"I don't think there is anything wrong with the system itself… if you take the current Performance Management and Development System and you compare it to others within the country there's not really much of a difference. But I think it is in the way it is applied because I don't think people are always objective".*

This was confirmed by R7 (14 September 2015) who had this to say:

> *"Sometimes it's the objectivity being suffocated by subjectivity. It also hinders the progress. There's that human element that will always affect the performance management of an individual or of a sub-programme".*

R7 (14 September 2015) further observed that:

> *"…the performance management is very biased. Anything that is designed by a human being will always have a loophole and a shortfall in terms of its credibility, impartiality and objectivity. So with Human Resource Development in terms of the Performance Management System, it's very biased… creates division rather than unity. To me the Performance Management and Development System has never been a big deal since I came here, I'm sick and tired of just trying to motivate things when you know that… when I've done my work I've done my work. They will start telling you that this is the job you are employed to do, so if you are doing your job why do you think you deserve a bonus. Then you start asking yourself what is the Performance Management and Development System designed to do because every person has got a job description which talks to what is expected of you and the contract you are having with the Department. So because of the human element that has*

designed the system it is not working to be objective, impartial and fair to every person".

R4 (9 September 2015) confirmed:

"Biasness… it has never happened to me but I saw it happening. Where people didn't perform and others have performed to the extreme level but they continue to give them three. Some sort of personal grudges...".

This was also explained by R9 (15 September 2015) who informed the researcher that:

"Firstly from the management side, I don't think that they evaluate us honestly based on what we do and sometimes they feel like they're doing you a favour when they give you a 4 whereas it's what you did and what you deserve".

R5 (10 September 2015) emphasised that:

"It is individuals. There is nothing wrong with the system, its individuals. People just have to grow a backbone, be fair and just do their job, period".

R3 (1 September 2015) reiterated:

"I think supervisors don't want to take the responsibility because in some instances they will know that a person is not performing but because of who the person is they'll still get a higher rating".

R1 (27 August 2015) said that:

"Even if I did not perform well but I'm my manager's favourite I will get rewarded still".

Contracting was also amongst the challenges identified by the respondents. R8 (15 September 2015) identified proper contracting as a solution to subjectivity. He stated that:

> *"The tendency to lean towards subjectivity… the way we're going to get rid of that is through the contracting… it must be done thoroughly, where you know the standard for a 3, 4 and 5. It becomes a whole lot easier when doing the review and assessments".*

R12 (30 September 2015) added that:

> *"…even those that are not performing are being rewarded. The reason is that… like I explained when you miss it from the beginning where you are supposed to contract, clarify targets, clarify outcomes, clarify key areas when you do the review its going to be difficult for you to do a scientific review when in the beginning the process was flawed. So some of the managers end up just doing malicious compliance… they recognise performance and reward where are not supposed to. So basically it's about the laxity on the part of managers".*

On the issue of contracting, R2 (31 August 2015) asserted that:

> *"I think one of the biggest weaknesses we have is that people don't contract correctly. Once issues are ironed out there, then I think everything will be fine… as a subordinate I would know what is expected of me".*

Similarly, R8 (15 September 2015) said:

> *"I think the main problem comes in with the contracting phase at the beginning of the financial year. Contracting is critically important. I think the contracting is an issue currently because the way in which people are contracting it's very easy to qualify for a performance bonus. The intention of some people is not to measure performance during the year, they link it to performance incentives. That is wrong,*

but that is the only way in which people can qualify for a fourteenth cheque… through the Performance Management and Development System. Let me give you one example, in my subordinates' contract we agreed there should be twelve career exhibitions during the financial year. That is a three rating, now upfront we contract and say if you do fifteen career exhibitions during the year then it is supposed to be a four. If you do twenty then it's supposed to be a five. I think in some instances people make the targets very low, easy to achieve and they get a five".

Malicious compliance was also cited as one of the challenges by some participants. R12 (30 September 2015) remarked that:

"There are also those managers who are clumsy and will do it for the purpose of maliciously complying with the policy. That will then lead to a number of grievances and disputes being lodged".

R9 (15 September 2015) added that:

"Some managers wait till the last minute to do assessments and some of us feel that maybe now we are being assessed for compliance not on what we are doing".

R4 (9 September 2015) noted that:

"Some managers don't understand how to measure performance… they are doing it for the sake of doing it because they are managers. Interventions have been made… we saw them attending training… we saw them attending trainings but there are managers who don't have an idea on how to assess someone. You end up arguing about a three and a four because they don't understand".

R11 (28 September 2015) mentioned that:

"There are cases where people rate themselves a three to avoid conflict. We don't want that, it must be a genuine process that truly

rewards your performance. If you deserve, you deserve, if you don't you'll try in the next cycle".

R10 (21 September 2015) observed that:

"…it just makes me tired. I have given up. I now give myself all threes for peace sake. I do it for the sake of doing it".

Calculations and ratings also seem to be problematic in the Department. According to R12 (30 September 2015):

"…the policy doesn't deal with how you should score an employee and so on. Some of the Departments would use the distributive curve and some will just score willy-nilly".

R3 (1 September 2015) revealed that:

"They are not consistent in this Department, sometimes they'll say that the cut off is 3−something… the cut off qualifying rating is now 4. You'll never know what is going to happen, there's always stories when it comes to the finalisation of the Performance Management and Development System in this Department".

In relation to the above, a human resource practitioner R2 (31 August 2015) observed:

"… I don't know why, but there was confusion on the adding up. Some people were under the impression that we round off... we don't round off. That's why I suggested that maybe we develop a calculator (Excel) like the one SMS members use".

R8 (15 September 2015) added that these miscalculations are often attributed to the fact that employees often do not do quality checks:

"People don't pay detailed attention… there was a person in my office this morning complaining about a rating which was supposedly a 4.06 but when we did the quality check and capturing of information we

captured 3.65. Many people claim they are not aware of any miscalculations, it's impossible… you must double check. Even simple things like the performance dimensions and the performance outputs should add up to 100 but you'll find that its 95 or 110 in some instances. If it is less than a 100 then you actually disadvantage yourself because your rating isn't going to get to 300 which is then equivalent to three. Let's say if it adds up to 120 then you're incorrectly going to get a rating of 4 so you benefit from your own mistakes".

Another issue which caused confusion is whether the final score is the average of the four quarters or if it should merely be a reflection of the whole year without adding the scores of the four quarters to get an average. To this end, R2 (31 August 2015) stated that:

"… we don't combine the quarters/add up. It is in the Policy. We had a meeting two weeks back with GDF… every Department in Gauteng was consulted, so if you want to use that method it's perfectly fine and if you want to combine the quarters that's also fine but they prefer 3 quarters and one annual… the annual must be a reflection of the year from 1 April to 31 March".

When probed further, R2 (31 August 2015) then mentioned this about the preferred method:

"It also has loopholes. You find people getting three's for all three quarters then suddenly on the fourth quarter it's a 4,75. Then they come with excuses, the blame game starts… it was not our fault we received most of our equipment in the fourth quarter. I think adding the quarters would be more advantageous… in that way it will not be easy to wring the system".

This was supported by R11 (28 September 2015) who said:

"… you'll see the trends in the statistics, first, second and third quarter it's a three then all of a sudden the final assessment it's a four. Then

you ask yourself where did it come from… what did you do miraculously in the final quarter that justifies an overall rating of a four or a five. We want to do away with that manipulation because this is where the challenge is…"

R8 (15 September 2015) added that:

"People should take performance assessments seriously throughout the year, because you will see a rating of 3.3 on average throughout the year but when the final assessment is done it's 4.5. And my question is always: what have you done in the last quarter that justifies the jump? Then the response is: we're not really doing it seriously throughout the year, we just do it for malicious compliance. However, it is possible… let's say the majority of my projects are done during quarter four but otherwise it's highly unlikely".

When asked about this issue, the key informant R12 (30 September 2015) had this to say:

"… quarterly reviews must culminate in the annual review and must be taken in consideration when you do your annual review. It's not mathematical… it's not about maths, it's about performance. So you look at the performance of all four quarters and aggregate then give the final score based on these quarterly performances".

Illiteracy was also identified as a challenge to the successful implementation of performance management. R8 (15 September 2015) informed the researcher that:

"… in the Department we have old people who can't read or write at the Reserves. So I think interpretation for them is problematic. So what we normally do when we talk to these people is use a translator".

The performance management forms used were also critiqued. R8 (15 September 2015) stated that:

> *"In some instances we are too generic if you look at the performance dimensions… we have three different forms for different levels but some of the performance dimensions are too generic".*

Other participants felt that there is not enough awareness and training by the Unit responsible for the administration and co-ordination of the performance management system. R9 (15 September 2015) expressed that:

> *"…sometimes we might not understand what is expected of us. The implementation part (Human Resource), I feel that there isn't enough awareness hence conflicts and grievances are continuing. Human Resource did workshop us but then they separated us according to our levels… I feel it has to be combined so that we have the same understanding. If for instance they say it's the Agriculture Branch, we'd expect everyone from Chief Director to be there. Whenever we have questions… when they clarify we know that all of us are there. Come assessment we'd all have the same understanding."*

This was supported by R4 (9 September 2015) who said that:

> *"… there are those who still need training. Both the subordinate and the supervisor need to be in one training so that when we are talking, we are talking the same language. Don't take me to a separate training then take xyz to another training… which language are you talking on the other side? Not a workshop because the workshop is just a crash course, we need a training to fully understand it… you'll ask questions if we are not happy then go back with the same understanding".*

Further emphasis was placed by R9 (15 September 2015) who stated that:

> *"Human Resource needs to go back… we must have those workshops together as Branches. Maybe they can have a separate one for managers but we need to see our managers there as well. They also need to emphasise to both of us that it is about what you put in to contribute to the overall picture, it's not merely about numbers. It should be clearly stated in the performance contract what one should do to get a 3, 4 or 5… come assessment time there are no argues. This is the most important part and it can reduce misunderstandings".*

R1 (27 August 2015) stressed that:

> *"It's like they don't care. They're not encouraging us to attend workshops… imagine I've been here for seven years, no one has approached me to attend workshops on performance".*

The people responsible for the implementation of performance management are also aware of this challenge. R8 (15 September 2015) observed that:

> *"Currently there is no person doing training. We cover the Performance Management and Development System very briefly during the induction. In 2014 we had four or five training sessions and even went to regional offices. I think we are skilled in my unit to do what we are supposed to do but in terms of capacity…".*

R2 (31 August 2015) added:

> *"I think we should also hold those workshops at Reserves because most of the time we've been conducting them here they feel neglected out there. I think we should also go there and explain it to them thoroughly because only their supervisors come here. Those lower level staff, they don't really come here and some of them don't*

understand how this process works. So once we do that I think we'll be moving forward in the right direction".

Human Resource Development practitioner R2 (31 August 2015) concurred that awareness is needed, but not in large groups. She said:

"I think if we have more workshops… keep it as small as possible because sometimes when we have big groups people just keep quiet and don't say anything. Or if it's with their managers then they are afraid to ask questions. If we have those bit by bit then we can turn those weaknesses into strengths".

In order for employees to receive bonuses, evidence of outstanding performance is required. This, according to some respondents, is also a challenge R1 (27 August 2015) said:

"… when they need supporting documents/Portfolio of Evidence (POE) for rating myself a four. Sometimes even if I deserve to receive a bonus, I won't because it is impossible to submit supporting documents for some of my duties. For instance, taking fingerprints for biometric system".

R10 (21 September 2015) is faced with the same dilemma, and explained that:

"The only proof that I have of me going an extra mile consists of emails received from clients I have assisted. I am however told by my supervisor that these emails are not sufficient. It seems as though my supervisor is scared of the manager/cannot motivate for us to get bonuses".

R8 (15 September 2015) on the other hand maintains that the challenge they have as Human Resource is the type of evidence submitted by employees. He elucidated that:

"If I compare what they provide as evidence with the contract, then you'll see that it was actually what they were supposed to do. Then I ask them how did you get to a five… that evidence supports a three. So they manipulate it to get an incentive".

Other respondents complained about focus being placed only on those who over-perform. R3 (1 September 2015) revealed that:

"… there were other Branches whereby employees were highly rated then when Human Resource Development made a presentation in the SMT it was decided that the scores should be reviewed… then guess what: I'm told that some of the scores were taken up. What about those Branches whereby no one is getting anything? What are they saying about those Branches? It is known that there are those that are not getting anything period and no one is doing anything about them".

It appears that not much attention is given to the management of underperformance. R8 (15 September 2015) shared that:

"… the review process that we underwent now, it was only in respect of Units that were very high. It was our mistake, maybe we were supposed to tell the manager to go back and review. We were only focusing on the high performers".

R4 (9 September 2015) explained that:

"I think maybe people are afraid to go and explain. People when you are underperforming they are just comfortable with giving you a three because they don't want to explain why".

This was augmented by R12 (30 September 2015):

"Underperformance is not managed. Some immediate supervisors will score employees a two or one but they don't follow that up in terms of the training identified to improve the performance of that

employee or other alternatives that could assist in improving the performance of the employee. That employee gets condemned to a useless public servant who can't do this or that when the intention of the policy is not about that, it's about improving the performance of those employees".

R2 (31 August 2015) disclosed that:

"We know that when employees are rated a two the individual has to submit a performance improvement plan. When you go to the supervisor as Human Resource and you ask if there are any plans to make sure that the person is competent… is there any training the person needs to go to. If that's the case it will have to be indicated on the indicative training list that this person needs to attend such and such training. Unfortunately, we are still struggling with that. Some people when you actually go to them they would rather change it to a three than go through that trouble. It's not helping… if you as a supervisor feel that this person is not a three then it obviously means that person is lacking something and you as a supervisor you are also being unfair to that person because you are denying that person the opportunity to grow and acquire that skill that is needed to perform according to the required standard. We only have a few… less than ten that are not meeting the standard. It's not that bad but we still need to make sure that the right path is followed".

R11 (28 September 2015) added that:

"There still needs to be work done on that one. I think people want to avoid conflict… give a rating of a three for a compliance reason, then afterwards they come back and want to discipline the person for non-performance. It is such cases that we are having a challenge with. It's not being managed well. Fortunately, we are starting to call each other out, which is what should happen at senior manager level. There is no way a department of this size can only have two people

who are underperforming. Percentage-wise it doesn't make sense; we should have a little bit higher percentage of people who are not performing especially if the Department is not doing what it should".

R8 (15 September 2015) told the researcher that:

"There is room for improvement. Let's say for example within the Department we have ten people underperforming but when you look at improvement plans you don't really see an improvement plan per individual… what is it that you're going to do as the supervisor, unit and department to make sure that you bring this person on par… I've never seen that".

The Compulsory Induction Programme (CIP) introduced by the Department of Public Service and Administration is also proving to be problematic. This was confirmed by R2 (31 August 2015) who had this to say:

"The CIP is also creating problems because I don't know whether managers were not made aware by Human Resource Management in terms of the circular that from now on those who were employed after 1 July 2012 would be required to attend CIP in order to qualify for pay progression because we now had cases where employees were rated a four but did not know that they don't qualify for a notch but only a bonus. The system was implemented in 2012 but to date in this Department nobody has completed module five. For me it's a great concern…"

R11 (28 September 2015) added that:

"The Department of Public Service and Administration has this compulsory induction programme where if you have not completed all five modules you will not get a notch progress. In terms of retention of staff it's going to be problematic because if you can't progress financially chances of you leaving become greater".

Another challenge which was identified is the misconception that money is enough to motivate employees to work harder. R3 (1 September 2015) made an important statement to this effect. She said that:

> *"Somehow for some officials, money is not a motivator. There's a theory known as the two-factor theory. It states that there are those who are motivated by things like money but others are not motivated by money. Other things like certificates, job satisfaction and recognition motivate them. They just need to be appreciated and get a thank you".*

This notion was supported by R8 (15 September 2015) who revealed that:

> *"… if you look at this office that gets to 35 degrees, money is not going to motivate me to perform more. The employer should look at the working conditions. The performance bonus is a nice incentive but that for sure is not going to make me perform above average when all other things are not correct in the Department".*

R6 (10 September 2015) added that:

> *"Money will never be enough… the increase is based on the CPI anyway. The Batho Pele scheme is a good initiative by the Department, however it is still a monetary incentive".*

R7 (14 September 2015) explained that the process of qualifying for and receiving these monetary incentives is tedious. He said:

> *"To me a performance bonus and pay progression is fine. It is part of the benefits that have been put in place as part of the package. It doesn't encourage me to perform better because of one condition: the logistics that occur for you to get it are not nice. So even when you get it but you think about what you had to go through to get it… that's why I said to you I do not think too much about these things because it is not going to help me".*

R12 (30 September 2015) commented that the policy makes provision for non-monetary incentives. He said:

> *"Well they are not sufficient that's why in the policy itself, if I'm not mistaken, we spoke about the non-financial incentives. Over and above the bonuses and notch progression, you can also incentivise employees by giving them training, by taking them to study tours abroad or even domestically and so on. So non-financial incentives are part and parcel of the performance management and development system".*

However, when R1 (27 August 2015) was asked if there is anything else except money that can motivate her to perform better responded, she responded:

> *"… no, no, no, no we're here to work to get money".*

R5 (10 September 2015) on the contrary said that money should not be what motivates performance in the public sector. She said:

> *"… the problem is once you start giving people money… they do not work to achieve the vision, they work for the money… for that money. If you give people a lot of money, they start fighting amongst themselves even forgetting why they are here. We need to go back to basics, people need to understand why they are here. When you apply to work for the government you must know why you are applying… government has never been about money. Government is all about serving the communities".*

The development aspect of the performance management system seems to be ignored by some individuals. To this end, R12 (30 September 2015) noted that:

> *"… if you look at our quarterly review forms there is a space there for training. That would have been after the discussion with the immediate supervisor and the employee, where they both should*

agree that my performance is poor because maybe I need training in this or that area. Once there is that agreement then it must be put in the form and is called a personal development plan. Some supervisors do follow that plan and make sure it's part of the workplace skills plan that is submitted to the Department of Labour. For some it just ends up on that paper, they don't follow up and make sure that the training it's carried out to its logical conclusion".

R2 (31 August 2015) added that:

"When you contract at the beginning of the cycle there a part to indicate which training you think you need to attend in that cycle in order to improve and help you grow as an individual. That page is a personal development plan. At the end of the cycle there's a space where your supervisor can say that you have been trained and are equipped to move to the next level. That's another way we try to link training… but most of the contracts come and there's nothing".

Cost containment measures have also had a negative impact on the development of employees. R5 (10 September 2015) mentioned that:

"… people are not developed accordingly… they are told there's no money. Then the Department starts spending money on useless stuff instead of developing staff. Even that indicative training… I think the way it's done; it also needs to be revised. In my view I think that they need to look at the money that is available before the list can be approved".

R9 (15 September 2015) added that:

"Although we have development plans you'd find that even when we indicate training needs they tell you about the limited budget. They try to combine/standardise trainings… what if my problem is not a common one that the rest of the administrators have and I need that

specific training? It means that I won't be catered for then obviously it's not addressing underperformance".

R4 (9 September 2015) concurred that:

"Whatever is written there doesn't contribute to my career in any way. You can indicate that xyz must attend Project Management but it does not happen because there is no money… even for bursaries".

Perhaps some of these challenges are attributed to an even bigger challenge, that is, lack of capacity in the Unit which is responsible for the performance management system. R8 (15 September 2015) revealed that:

"We don't have sufficient capacity… my Unit does the implementation then the other Unit does the training. Currently there is no person doing training. We cover the Performance Management and Development System very briefly during the induction. In 2014 we had four or five training sessions and even went to regional offices. I think we are skilled in my unit to do what we are supposed to do but in terms of capacity… I'm not supposed to be a production person, I'm supposed to manage".

It was also discovered that in the current organisational structure there is no post designated for performance management. R11 (28 September 2015) explained:

"I think that's where some of the challenges arose… there wasn't someone physically, day-to-day, managing the Performance Management and Development System.… we converted a generic administration post to a Performance Management and Development System post".

R2 (31 August 2015) further stated that:

"… sometimes it gets too much. We have to do the quality assurance for each individual and we know that in the Department we have over

a thousand employees. Sometimes it gets too much because it is only me. My Supervisor will help here and there and then we'll get interns to help but it's really a lot. I would say we do even though we might need that extra person to help us".

4.6.3 Key factors to implementing a successful performance management system

Although there is a performance management system in place in the Gauteng Department of Agriculture and Rural Development, there are some aspects of the system which are flawed and require attention. According to the respondents, the following factors are crucial in order to successfully implement and maintain a well-administered system.

- **Policy**

Some respondents mentioned the policy as a factor which should be taken into consideration in efforts to improve the implementation of the performance management system. R12 (30 September 2015) who was part of developing the Gauteng Provincial Government policy had this to say about the policy:

"It is not a bible, it is a living document and therefore at any given time after learning from practice it can be reviewed and tighten loose ends".

This is in line with the suggestion made by R6 (10 September 2015) who said:

"Policies and procedures should be worked on by the Province".

R3 (1 September 2015) on the other hand said while there is nothing wrong with the current policy, adherence seems to be the challenge. She explained:

"As a department we must adhere to the Gauteng Provincial Government Performance Management and Development System Policy".

R2 (31 August 2015) recommended that all spheres of government use the same policy:

"… I'm thinking that as government departments whether National or Provincial we should actually be using one Policy. Because at National, with the final, it does allow you to round off. I think to be fair and consistent we must have that uniformity when it comes to performance management".

- **Managers**

The role of managers in performance management cannot be over-emphasised. R2 (31 August 2015) noted that:

"I think that if we get them [managers] on board then maybe it can cascade down. If SMS members comply it will help a lot and it will improve our system. You know they received warning letters that also helped with compliance".

R2 (31 August 2015) further mentioned that the managers' relationship with subordinates also needs to be improved in order for performance management to work:

"We are trying to work on the interaction or the relationship between supervisor and subordinate. If we strengthen that then there will be a lot of understanding… sorting out that relationship between supervisor and subordinate will also help improve our system. The most important thing we've established is that those lines of communication should be open… I should not feel scared or threatened to go to my supervisor".

R6 (10 September 2015) emphasised that:

> *"… managers should change their mind-set and focus on the real work… assess and reward based on merit".*

R1 (27 August 2015) said that:

> *"It is our managers who have to support us… agree that the job was done and that indeed we deserve to get a 4 or 5 (bonus). Our supervisors don't care about whether I get performance [bonus] or I don't get. In other Branches, the whole team gets a bonus".*

For R10 (21 September 2015) one-on-ones are of utmost importance:

> *"My supervisor and I should have one-on-ones… see what I do as there clearly isn't an understanding… see the pressure I work under as I am the only person doing this job, then maybe my ratings will change".*

The key respondent R12 (30 September 2015) clearly articulated the important role of supervisors in performance management. He stated that:

> *"… you also need leadership that motivates and inspires employees. The supervisor's role in the performance management system is to motivate and inspire employees but also create a space for them to be innovative, because if you always micro manage employees you sometimes unwittingly stifle that space for creativity and innovation. They must tolerate mistakes because some supervisors are not tolerant… you cannot expect employees to be creative if you are not tolerant to mistakes. You must allow them to be creative and have some room for tolerance".*

- **Training**

Training on the performance management system was also deemed important by the participants. The following points were made.

"I think we must also train all the Gauteng Department of Agriculture and Rural Development officials annually" (R3, 1 September 2015).

"I think if we have more workshops…. I think we should also hold those workshops at Reserves because most of the time we've been conducting them here they feel neglected out there" (R2, 31 August 2015).

"We must have those workshops together as Branches" (R9, 15 September 2015).

"Training… there are those who still need training" (R4, 9 September 2015).

*"I was trained a long time ago. I need to be trained again because things change" (*R10, 21 September 2015).

- **Non-monetary Incentives**

Some of the respondents suggested that monetary rewards should be de-linked from performance management. R4 (9 September 2015) said:

"I think they should de-link it with monetary incentive. I have a feeling that our managers are not being fair because it is linked with monetary value".

R11 (28 September 2015) added that:

"The only thing that I would suggest is the de-linkage from the monetary incentives. There's different ways of incentivising performance. Development is one area, for instance fully paid international conference, Batho Pele incentive, full expenses paid holiday or even shares like the private sector".

A statement made by Human Resource Development practitioner R2 (31 August 2015) revealed that this is the general sentiment shared by employees in the Department:

> *"One of the Branches suggested that we de-link with monetary incentives, but we can't because it's as per the Gauteng Provincial Government Policy which derives from the Department of Public Service and Administration one".*

R4 (9 September 2015) spoke strongly on this issue, and asserted that:

> *"If my performance had nothing to do with the bonus, I surely tell you we'll all be having fives. Maybe that money needs to be given to everyone across the board. I believe that as a Department we have a target and if we achieve that target irrespective of whether you are a cleaner or you work in the toilet or you are a senior manager we all contributed. If we have contributed let everyone enjoy… let everyone be rewarded. If it was done across the board… if the Department does not perform then we all don't get a bonus. Everyone will be working to support each other".*

He then further suggested that promotions be used to reward consistent hard work.

> *"Except for money it is promotion… as much as I'm against giving people jobs for the sake of giving jobs but I think you need to reward good performance. You need to keep your best staff. It won't help if you keep losing your valuable assets year in year out. Promotion carries more weight than a notch or bonus… there you are guaranteed to move to the next level. It's a pity we don't work like in the Police Force… in the Force Service the years of experience and what you have achieved matters... they take you to the next level"* (R4, 9 September 2015).

Other participants believe that appreciation and acknowledgement can serve as motivation.

> *"Appreciation and praise in writing says you're contributing to the good work of the Department"* (R6, 10 September 2015).

> *"There was a group of individuals that went through adult basic education and training programme, thereafter they were sent for an Administration Learnership. All they want is for the HOD to hand them their certificates… that's the only acknowledgement they want"* (R11, 28 September 2015).

- **Contracting**

Contracting is another important aspect that participants feel has a significant impact on the performance management system. R2 (31 August 2015) had this to say about contracting:

> *"… the contacting once it's done correctly then it will also work properly. When you contract please lay everything out there, be clear, ask questions while you are contracting rather than fight at the end of the quarter. Discuss what needs to be done and how it needs to be done to qualify for a bonus. A lot of people concentrate on quantity but not quality. Based on the review sessions they want to get the incentives based on quantity forgetting that quality also counts".*

She further mentioned that:

> *"… changing contacts. People admitted that a lot of time they just change the date on top, they don't look at the rest of the contract. They don't really read it. I spoke to someone who got here last year… they just gave her the contract of the person that was there before her. She just changed the name and date… that could actually serve as a disadvantage when you come lodge a grievance"* (R2, 31 August 2015).

R8 (15 September 2015) concurred that:

"I think they should improve on contracting. I think that will eliminate a lot of problems".

- **Mission and Vision**

As part of improving the performance management system, participants reported the need to understand the strategic direction of the organisation. R12 (30 September 2015) highlighted the importance of this by saying:

"What makes it work is a shared understanding in the organisation. If employees understand the strategic direction of the organisation, are involved in the planning processes of the organisation and if they are heavily involved in the implementation of decisions I think that makes the performance management system work very well because everybody will be clear about the direction that the organisation is supposed to take".

R7 (14 September 2015) remarked that:

"As an individual you need not to just look at the sub-Programme that you are working under but look at the bigger vision. What does the mission of the Department say… what does the vision of the Department say because all these things coming together contribute to the bigger picture. It's like a pyramid. We've got HOD who is the Accounting Officer for the Department, but at the end of the day you've got departments that operate at a Provincial level… then from the Province you get to National and then from the National you get to the country itself. All of us are contributing to the GDP of the country in certain ways, infrastructure, social services we as agriculture come in… we are empowering farmers".

R8 (15 September 2015) noted that there should be a relationship between the performance of individuals and that of the Department, observing that:

"What I would love to see in future is that you know we have this Monitoring Unit, now if I look at for example one Branch and compare it to what they are supposed to do it terms of the APP and they get monitored and assessed by this Monitoring Unit… now you would see that they have not achieved, they performed below a 3 yet you find half of the people there are fours and fives. There should be a correlation between the Monitoring Units assessments and individual assessments. I think in future we should link these two… we should add that in the memo going to the MEC for approval. You need to perform on stuff that is relevant to the Department".

- **E-Performance Management and Development System**

R2 (31 August 2015) suggested that the Department move from a paper-based system. She said:

"I was thinking that we should actually move away from paper because sometimes some people would say I submitted my review and then the last time I checked my score was four then be surprised when it comes to us it's a 3−something. So with the system that can't happen, you know when you do your review and agree with your supervisor on the scores then click send your supervisor doesn't have the option to edit".

She further stated that:

"It will work in conjunction with the ESS. You will get access to it the same way as your leave. It's actually very very very convenient. So the system also allows you to upload… you do everything… your contracting on there. I like the fact that… some people don't calculate the weightings correctly… it informs you if it's incorrect. The system guides you on how to complete the dimensions" (R2, 31 August 2015).

- **Feedback and Communication**

Effective communication in the organisation was also identified as a key factor. R4 (9 September 2015) observed that:

> *"They [Human Resource Development] need to keep their promise, they need to be accountable. If you have promised me that you will do 1,2,3 then all of a sudden you are quiet then somehow something is not right. They need to keep their promise to build that employee-employer relationship. We don't have to keep guessing… I remember last year's Performance Management and Development System was only paid this year in January or February".*

R2 (31 August 2015) acknowledged that as Human Resources they need to improve on feedback. She stated that:

> *"… in terms of doing the QA and giving everybody feedback in time. I think we are on the right path there's always room for improvement but we will get there slowly but surely".*

R6 (10 September 2015) suggested that Human Resource Development can improve communication by publishing performance related articles on challenges and how they can be addressed. He mentioned that:

> *"People do not understand how to manage underperformance. I think colleagues should be informed via the weekly brief about a case of underperformance and what has been done about it".*

- **Performance Assessment**

Part of having a successful performance management system means conducting fair assessments. The following suggestions were made by respondents:

> *"Procedures need to be changed… for example, supervisors should present the scores of all subordinates to a committee. The committee would then sit and decide if scores are fair. The Department should*

also be consistent in terms of the cut off (rounding off) for receiving a bonus" (R6,10 September 2015).

"Maybe they can do a monitoring session per Chief Directorate whereby all the supervisors have to present their subordinates' assessment and justify all the scoring. It shouldn't be personal and it shouldn't be used to punish employees. In the Department it is mostly used as punishment" (R3,1 September 2015).

"… peers rating each other. Then you ask the junior staff to rate managers. When you rate a person, you don't rate a person only on their work but even the interpersonal relations… they make you what you are in the workplace" R5 (9 September 2015).

4.6.4 Performance management trends

The only trend which emanated from the interviews was in relation to the tendency of employees to manipulate the system. R11 (28 September 2015) stated that:

"… you'll see the trends in the statistics, first, second and third quarter it's a three then all of a sudden the final assessment it's a four. Then you ask yourself where did it come from… what did you do miraculously in the final quarter that justifies an overall rating of a four or a five. We want to do away with that manipulation because this is where the challenge is…"

This was reiterated by R8 (15 September 2015) who said:

"People should take performance assessments seriously throughout the year, because you will see a rating of 3.3 on average throughout the year but when the final assessment is done it's 4.5".

R2 (31 August 2015) added that:

"You find people getting three's for all three quarters then suddenly on the fourth quarter it's a 4,75".

Further trends will be discussed in the next section.

4.7 FINDINGS FROM THE DOCUMENT ANALYSIS

As indicated in the research methodology chapter, in order to ensure that results are credible multiple methods of data collection should be used. In addition to the interviews conducted, official documents of the Gauteng Department of Agriculture and Rural Development were analysed. Relevant documents including APPs, annual reports, presentations and memoranda were perused. The documents perused date from April 2010 to March 2015.

4.7.1 Challenges experienced in the implementation of the performance management system

According to the Gauteng Department of Agriculture and Rural Development (2015), over the past few years the Department has experienced the following challenges in relation to the implementation of the performance management system.

- **Non-compliance with timeframes**

The Performance Management and Development System cycle each year commences with the signing and submission of a performance agreement for each employee from level 1 to 12 and 13 to 16. Thereafter the submission of performance reviews for quarters 1,2 and 3 and the final review and bi-annuals in the case of SMS should follow. The due dates for the submission of the documentation are normally within one month after the commencement of the financial year and completion of the relevant quarters. Directorates are not, however, adhering to the timeframes

stipulated which affects capturing of the reviews on PERSAL, MPAT results as well as the processing of pay progression and rewards.

- **Incorrect and incomplete documentation**

The Performance Management and Development System has standardised forms which are required to be completed. These include performance agreements, personal improvement plans, work plans, job descriptions and quarterly reviews. However, Directorates submit the documentation in various formats and in most cases these are incorrect or incomplete.

- **Inconsistent application of the Performance Management and Development System**

Individuals and managers entering into performance contracts for the financial year rarely discuss the performance standards for a rating of 3,4 and 5. This leads to conflict during the performance review process and subsequent grievances.

4.7.2 Key factors to implementing a successful performance management system

According to the Gauteng Department of Agriculture and Rural Development (2015), in an effort to improve the performance management system Human Resource Development has identified these factors and is currently in the process of implementing them.

- **Quality Assurance Checklist**

The Human Resource Development unit developed a quality assurance checklist for both performance contacts and performance reviews in order to ensure the quality of submissions. Feedback will be provided to officials if there are any deviations. This will assist in minimising discrepancies and audit queries.

- **Training**

Human Resource Development will continue to schedule a range of performance management workshops with all Directorates annually in an attempt to correct the challenges experienced.

- **Feedback and Communication**

Human Resource Development introduced circulars that inform all staff of performance management matters through the office of the Chief Director Support Services. Information was also uploaded to the intranet for ease of reference.

4.7.3 Performance management trends

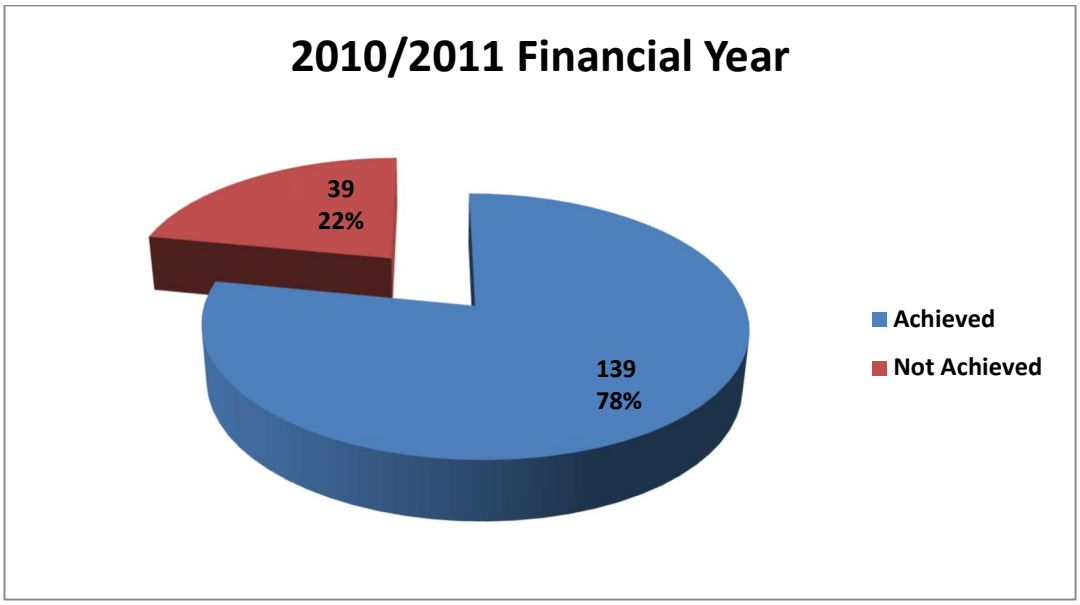
In determining the performance trends of the Gauteng Department of Agriculture and Rural Development, the APP and annual report are the most important documents. The APP is a strategic document which is derived from the strategic plan. This document is approved by the MEC and contains performance targets which should be reached in the following financial year. Employees develop their performance contracts based on the APP.

Once the targets have been set and performance implemented, the annual report is drafted. The annual report details how the performance of the Department measures against the set targets for that specific financial year. The information emanating from the Human Resource Development presentations, APP's and the annual reports of the five financial years (from April 2010 to March 2015) will be presented below.

Financial Year 2010/2011

Below is the summarised version of the 2010/2011 performance of the Department as per the APP and annual report. The level of achievement is discussed after Figure 7 below.

Figure 7: 2010/2011 Financial Year



From Figure 7 above it can be seen that there were 178 planned targets as per the APP for 2010/2011. The Department managed to achieve 78% of these targets.

Table 5 below presents performance management statistics for the 2010/2011 financial year.

Table 5: 2010/2011 Performance Management Statistics

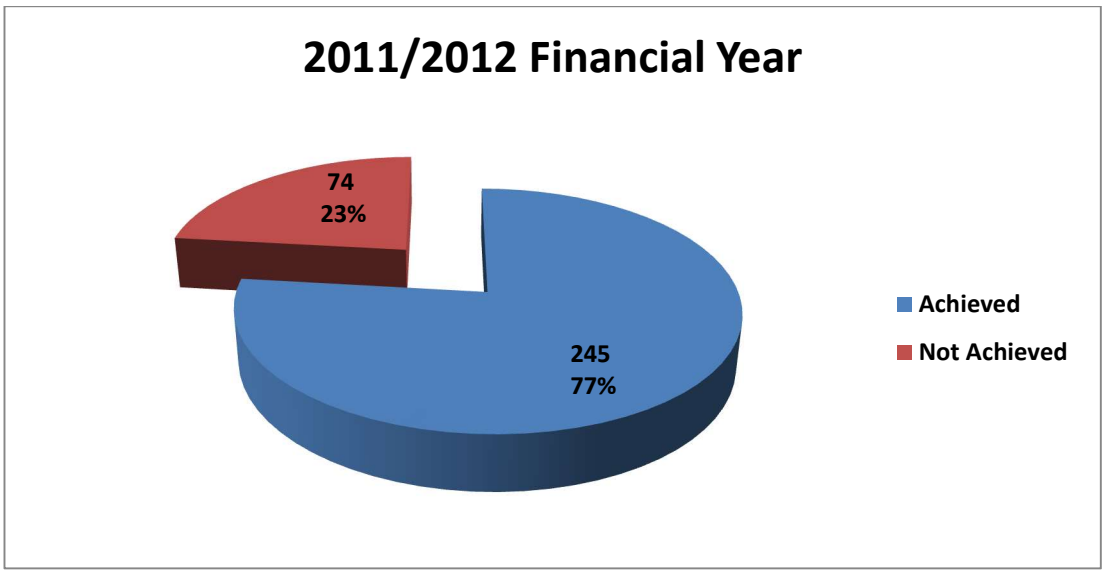
Financial year	Total number of employees	Underperformers	Average performers	Outstanding performers (qualified for bonus)
2010/2011	826	8	558	260

According to the above table 260 officials received monetary performance bonuses for having performed beyond the required levels (rating of 4 or 5). A total of 558 received pay progression which is for satisfactory performance (rating of 3)

Financial Year 2011/2012

Below is the summarised version of the 2011/2012 performance of the Department as per the APP and annual report. The level of achievement is discussed after Figure 8 below.

Figure 8: 2011/2012 Financial Year



From the above figure, there were 319 planned targets as per the APP for 2011/2012. The Department managed to achieve 77% of these targets. Table 6 below presents performance management statistics of the 2011/2012 financial year.

Table 6: 2011/2012 Performance Management Statistics

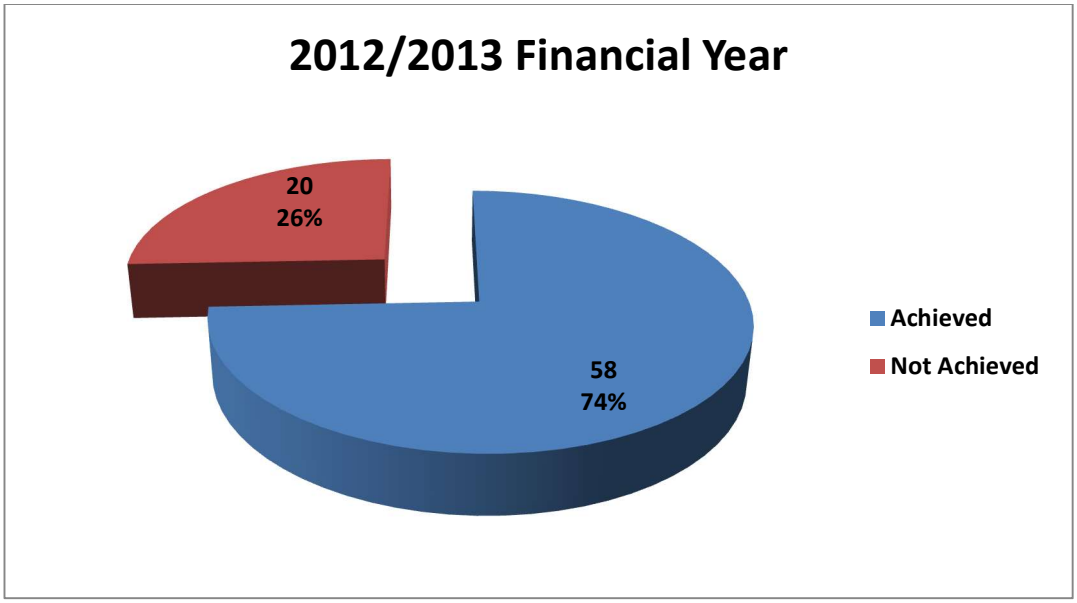
Financial year	Total number of employees	Underperformers	Average performers	Outstanding performers (qualified for bonus)
2011/2012	833	1	506	326

According to Table 6, 326 officials received monetary performance bonuses for having performed beyond the required levels (rating of 4 or 5). A total of 506 received pay progression which is for satisfactory performance (rating of 3).

Financial Year 2012/2013

Below is the summarised version of the 2012/2013 performance of the Department as per the APP and annual report. The level of achievement is discussed after Figure I below.

Figure 9: 2012/2013 Financial Year



From Figure 9 above, it can be seen that there were 78 planned targets as per the APP for 2012/2013. The Department managed to achieve 74% of these targets.

Table 7 below presents performance management statistics of the 2012/2013 financial year.

Table 7: 2012/2013 Performance Management Statistics

Financial year	Total number of employees	Underperformers	Average performers	Outstanding performers (qualified for bonus)
2012/2013	766	6	661	99

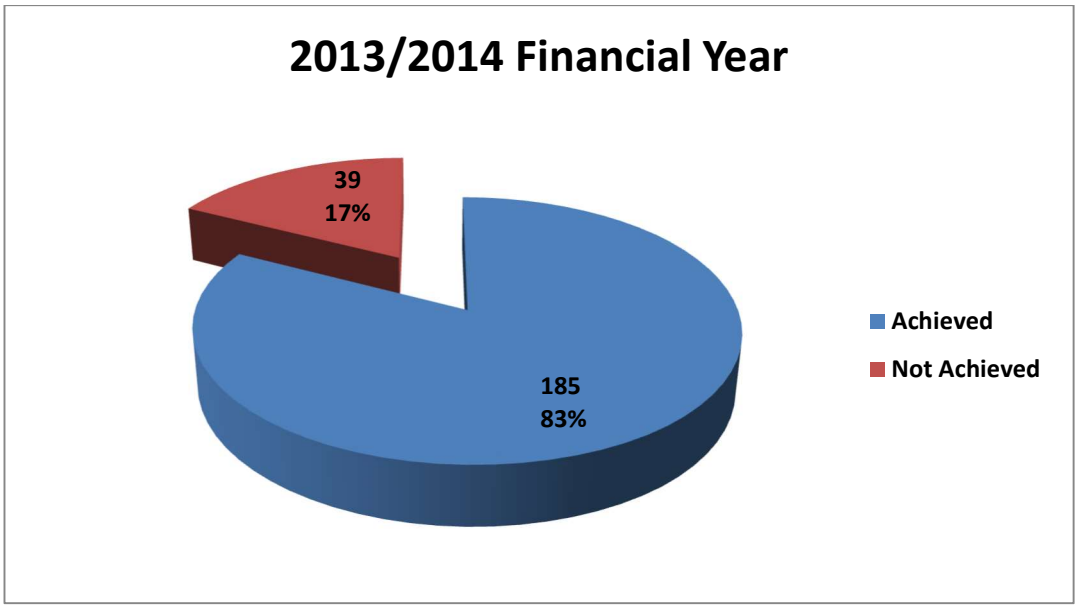
According to Table 7, 99 officials received monetary performance bonuses for having performed beyond the required levels (rating of 4 or 5). A total of

661 officials received pay progression which is for satisfactory performance (rating of 3).

Financial Year 2013/2014

Below is the summarised version of the 2013/2014 performance of the Department as per the APP and annual report. The level of achievement is discussed after Figure 10 below.

Figure 10: 2013/2014 Financial Year



From the above figure, there were 224 planned targets as per the APP for 2013/2014. The Department managed to achieve 83% of these targets.
Table 8 below presents performance management statistics of the 2013/2014 financial year.

Table 8: 2013/2014 Performance Management Statistics

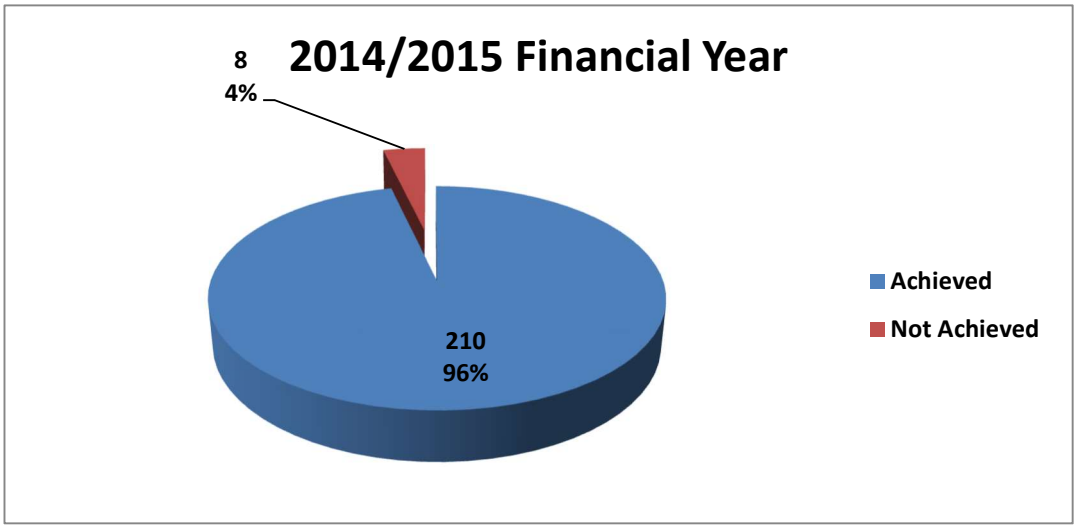
Financial year	Total number of employees	Underperformers	Average performers	Outstanding performers (qualified for bonus)
2013/2014	825	1	571	253

According to Table 8, 253 officials received monetary performance bonuses for having performed beyond the required levels (rating of 4 or 5). A total of 571 officials received pay progression which is for satisfactory performance (rating of 3).

Financial Year 2014/2015

Below is the summarised version of the 2014/2015 performance of the Department as per the APP and annual report. The level of achievement is discussed after Figure 11 below.

Figure 11: 2014/2015 Financial Year



From Figure 11 above, it can be seen that the Department performed exceptionally well during the 2014/2015 financial year. There were 218 planned targets as per the APP, and 96% of these targets were achieved.

Table 9 below presents the performance management statistics of the 2014/2015 financial year.

Table 9: 2014/2015 Performance Management Statistics

Financial year	Total number of employees	Underperformers	Average performers	Outstanding performers (qualified for bonus)
2014/2015	806	7	520	279

According to Table 9 above, 279 officials received monetary performance bonuses for having performed beyond the required levels (rating of 4 or 5). A total of 520 officials received pay progression which is for satisfactory performance (rating of 3).

4.8 SUMMARY

This chapter focused on the presentation of research findings. It included a brief overview of the Gauteng Department of Agriculture and Rural Development. It also provided the demographic profile of the interview respondents. The research findings were presented in themes which stemmed from interviews and documents analysed.

In the next chapter, interpretation and analysis of the key findings is provided.

CHAPTER FIVE

INTERPRETATION AND ANALYSIS OF THE FINDINGS

5.1 INTRODUCTION

The previous chapter presented the findings according to the methodology set out in chapter three. Chapter five will analyse the research data obtained through interviews and document analysis. Where relevant, findings from previous literature will be used to strengthen the validity of the findings. This chapter intends to address the problem statement as highlighted in chapter one. It also aims to fulfil the purpose of the study which is to investigate the factors leading to the problem of implementing the performance management system in the Gauteng Department of Agriculture and Rural Development.

5.2 Conceptual Framework

The goal theory was chosen as the writers' conceptual framework as it does not dominate Human Resource Development activities. It further promotes important aspects of the performance management system such as agreeing on objectives, providing feedback and conducting reviews. According to this theory, setting goals against which performance can be measured is the core of performance management. Also of importance is linking objectives of individual employees to that of the organisation. As a development based approach, emphasis is also placed on the development of employees, rather than monetary incentives. It can safely be concluded that preliminary data matches the perceptions of employees. It is clear from the findings that the participants also regard these factors as important in the performance management system. Most of these were mentioned in response to the first question posed by the researcher, which was "What is your understanding of performance management?" This gave the researcher confidence in the theory chosen.

5.3 UNDERSTANDING OF PERFORMANCE MANAGEMENT

It is evident from the findings that participants have an understanding of performance management. As confirmed by the research findings and existing literature, performance management typically involves setting performance objectives in line with the strategic objectives of the Department, monitoring and measuring performance based on these objectives, identifying development needs which includes providing training interventions, and rewarding good performance. The respondents' understanding is also closely in line with Baron and Armstrong's (2000, p.2) concept of performance management. They argue that, "performance management leads and develops individuals in the organisation to ensure the achievement of set goals and objectives". Findings also revealed that although there is an understanding of what performance management entails, implementation remains a challenge.

5.4 CHALLENGES EXPERIENCE IN THE IMPLEMENTATION OF THE PERFORMANCE MANAGEMENT SYSTEM

The following section provides an analysis of the challenges identified during the data collection stage.

5.4.1 Subjectivity

Findings revealed that the Department and/or managers are not sufficiently fair in the manner in which they conduct performance assessments and distribute rewards. Some participants reported that the results of the assessment are often not a true reflection of the performance of employees, but are based on supervisor-subordinate relationships. Those employees that are favoured by their managers are rewarded generously while those who genuinely deserve recognition are inadequately rewarded. Some respondents mentioned that this subjectivity is sometimes as a result of the

need by supervisors to be popular or to be liked by subordinates. This subjectivity lowers the morale of good performers whose contributions matter the most in the organisation. Supervisors tend to use performance management to punish those they do not have good relations with. When used as punishment it does not encourage a high sense of responsibility and stifles innovation. It may also lead to a situation where employees are not motivated to perform their duties. The favouritism and manipulation in the review process further undermines the effectiveness of the performance management system.

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5.4.2 Contracting

According to research findings, supervisors and subordinates do not contract correctly. Supervisors rarely discuss the subordinates' performance contract with them. They seldom discuss the performance standards for a rating of 3, 4 and 5. This leads to conflict during the performance review process and subsequent grievances. In some instances, when a new employee joins the organisation they are given the performance agreement of the previous employee to sign. Those who have been in the organisation for a long time tend to make use of the same performance agreement every year. This has a negative impact on the monitoring and evaluation of the subordinate's performance. If a performance contract is not discussed and updated regularly, poor performance might go unnoticed and good performance will remain unrewarded.

Proper contracting clarifies the key performance areas, targets and outcomes that must be carried out by the employee and enables the performance assessment to be precise. It enables the employee to know what is required on a daily basis and how best to optimise performance. Contracting also enables the supervisor to intervene immediately and address shortcomings without waiting for quarterly reviews. It further

enables the employee to revert to the immediate supervisor if there are areas that have been clearly defined but are difficult to practically carry out. It also eliminates the duplication of efforts as employees know exactly what their tasks are.

5.4.3 Manager buy-in

Findings reported that supervisors are not supportive and tactful in the manner in which they approach performance management. Some of the respondents indicated that they do not believe that their supervisors actively engage in all phases of the performance management process. There seems to be a lack of commitment towards the performance management system where supervisors do it solely for the purpose of maliciously complying with the policy. This confirms the view of Lundy and Cowing (1996), that there is a perception that performance management is owned by Human Resource Development. This subsequently leads to a number of grievances and disputes being lodged. For a performance management system to have a fair chance of success there must be management buy-in. This is congruent with the views of Allen-Ile et al. (2007) who reports that the extent of buy-in managers have in the performance management system is likely to have a direct impact on its failure or success. It is clear that management commitment is key to performance management system implementation. The role of supervisors is to ensure that the performance of the employee is optimal. It involves making immediate interventions where there is poor performance. This therefore requires that managers must undertake performance management as a daily function.

5.4.4 Training and development

The majority of the respondents are of the opinion that the performance management system is not sufficiently linked to training and development. There is not enough emphasis on personal and career development.

Although there are development plans agreed upon by supervisors and subordinates, the limited budget does not allow for these plans to be implemented. Instead trainings are combined and standardised. The limited budget has led to a situation where training is done haphazardly and does not address the identified performance gaps.

Training is not done for its own sake, as it is a tool used to fulfil a particular objective. Within the context of performance management, training is an intervening instrument to improve the performance of individual employees. The aspect of asserting the developmental part of the performance management system is regarded as important by many authors. According to Van Dijk and Thornhill (2003), Singh and Twalo (2015), Biron et al. (2011) and Carrell et al. (1997), the continuous enhancement of the competence of each employee through the identification of training and development needs is a fundamental part of performance management. The performance management system when implemented correctly should ensure that all employees have equal access to training and development opportunities.

5.4.5 Monetary incentives

Findings revealed that the majority of respondents felt that monetary incentives should be de-linked from performance management as increases are in any event linked to inflation. According to them the performance management system has failed to link performance outcomes to rewards in a meaningful manner. Instead it has led to employees being preoccupied with how they can get the rewards and not how they are expected to perform. It was also revealed that performance bonuses and pay progression alone can never be sufficient to encourage good performance. There are other factors which are non-monetary, such as recognition and acknowledgement, job satisfaction, working conditions and training that should be used by the Department to encourage good performance. This is consistent with literature by Armstrong (2012) which maintains that although

money is regarded a primary incentive, it is not enough to motivate high performers. The satisfaction derived from money is short-lived. Organisations should therefore think of more creative ways to value good performance.

5.4.6 Management of underperformance

Findings revealed that there is a general consensus by respondents that underperformance is not managed well in the Department. Focus is often placed on over-performers. There are no measures put in place by supervisors to address employees who do not achieve the set performance targets. When an employee has not performed well, supervisors may rate the performance as satisfactory rather than develop a performance improvement plan. As a result, the underperformance will continue. A report by Agarwal (2014) shows that many supervisors ignore under-performers as managing underperformance is not an easy task. The fact that the supervisor does not develop mechanisms to address this challenge means that any training undertaken by the subordinate will not be aligned to the identified skills gaps. Even though the Employee Health and Wellness Programme (EHWP) Unit is available to assist with underperformance related to personal problems, the absence of an improvement plan means there is no proper referral. The co-ordination between performance management, training and EHWP in the Department requires improvement.

Managers do not regard monitoring of performance as part of their daily responsibilities. They may circumvent the required process that must be undertaken. This means that even the conceptualisation of training that is required will not be informed by a scientific analysis of performance.

5.4.7 Performance Management and Development System awareness

Findings revealed that although respondents believe that the Human Resource Development Unit renders enough support to ensure effective implementation of the performance management system and improved performance, there seems to be a challenge regarding awareness. According to the majority of respondents, training and educating employees and managers about performance management is an element that requires a specific focus. They suggested that the training sessions include both supervisors and subordinates as splitting the two groups leads to greater confusion. Regardless of how well the system is designed, problems will continue to arise if supervisors are not co-operative and well trained. As stated by Fletcher (2008), the effectiveness of the performance management system is largely dependent on the efforts placed on training. Supervisors therefore need to be adequately trained as they drive the performance management process. Training supervisors will reduce common mistakes that are usually encountered such as leniency, inaccuracy and inconsistencies.

It should be noted that awareness is not sufficient if it is not coupled with a mechanism to monitor the conduct of supervisors when managing performance.

5.4.8 Incorrect and incomplete documentation

Findings revealed that even though Human Resource Development has standardised forms for performance agreements, personal improvement plans, work plans, job descriptions and quarterly reviews, Directorates still submit these documents incomplete and in many different formats.

5.5 PERFORMANCE MANAGEMENT TRENDS

Figure 12 and Figure 13 below depict the performance of the Department and employees respectively for the period under investigation. Figure 12 shows that the performance of the Department was on a downward slope

from 2010/2011 until 2012/2013. Figure 13 on the other hand shows that the performance of employees has been constant throughout.

In the opinion of the researcher, there is a high degree of inconsistency in that 99% of the officials were paid performance incentives (performance bonuses and pay progressions) for all five financial years while the overall performance of the Department has not been constant in those years. For instance, in the 2012/2013 financial year, the level of performance was at its lowest (74%) while in the 2014/2015 financial year the level of performance was at its highest (96%). However, in both years 99% of the officials received performance incentives. This could mean that the high ratings were not substantiated by a portfolio of evidence.

Furthermore, in 2012/2013 although the performance of the Department was at its lowest, there were fewer individuals reported as underperforming in comparison to 2014/2015, which was reported as highest performing. This means that the performance of individuals and that of the Department are considered in isolation in the Department.

Figure 12: Departmental performance

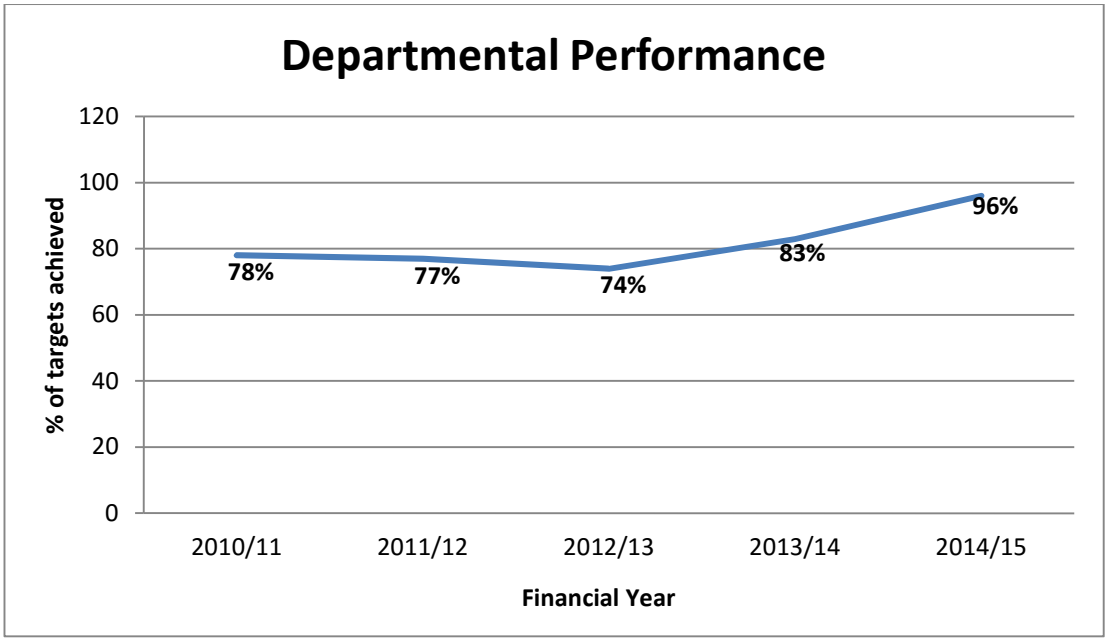
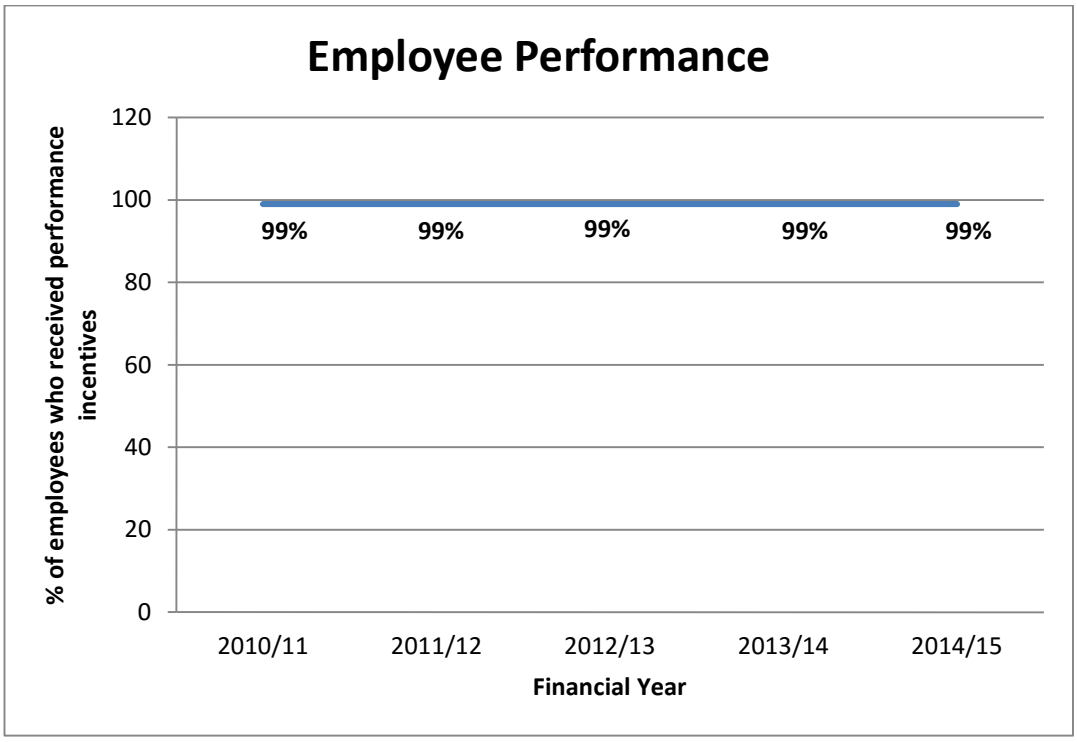


Figure 13: Employee performance



5.6 SUCCESS FACTORS

It is clear from the above discussions that the Department has a number of challenges which impact negatively on the implementation of the performance management system. Findings also revealed that the following are some of the things that are working well:

- **Feedback and Communication**

Feedback and communication by the Human Resource Development Unit has improved significantly. R8 (15 September 2015) had this to say:

> *"… so from our side we are really doing a lot… we are reminding the people of the due date for submission, we provide standardised forms for contracting, for quarter one, two, three and final assessments. I think we are communicating quite a lot on the Performance Management and Development System lately".*

The Gauteng Department of Agriculture and Rural Development (2015) stated that Human Resource Development has introduced circulars that inform all staff of performance management matters through the office of the Chief Director: Support Services. Information was also uploaded to the intranet for ease of reference. This allows for adequate, regular, timeous, understandable and transparent conversations on performance management issues to be undertaken.

- **Decrease in audit findings**

There have been fewer performance management related audit queries. This was revealed by R8 (15 September 2015) who said:

> *"There were quite a number of queries in the previous financial year on performance management. We have reduced them to three this year… eventually there was one finding on the Performance Management and Development System".*

R11 (28 September 2015) explained how this was achieved. He said:

> *"From the quality perspective, we've put in certain checks now because from previous audit findings we had problems with certain areas like the simple things… managers don't sign. Then it leads to conflict at the end. We've developed checklists, process maps, time-frames and submission dates to assist the managers with the process".*

- **Compliance with timeframes**

The compliance regarding the submission deadlines of performance agreements and performance reviews has improved substantially. R11 (28 September 2015) stated that:

> *"From a compliance point of view, we are there… 1st quarter 100% compliance because we gave individuals intention to discipline letter. We didn't need to go that route, but it had been happening consistently over the years. It delays the whole process… last year's*

stuff was only paid out in March this year, we don't want a situation like that recurring because people are due certain things".

- **E-Performance Management and Development System**

The performance management system in all provincial departments will soon be implemented electronically. The electronic system will be piloted in the Gauteng Department of Agriculture and Rural Development in the last quarter of the 2015/2016 financial year (1 January 2016 to 31 March 2016). The implementation of this innovation will have a positive impact on the Department. It will limit the capacity needed by the Human Resource Development Unit as the practitioner will do more quality control then the actual capturing. Capturing will be done automatically on the system. The system will also inform employees of incorrect calculations and weightings. In addition, because the whole process will be streamlined there will be a better audit trail.

5.7 SUMMARY

Research questions have been answered. It is now known what factors contribute to the problem of implementing the performance management system in the Gauteng Department of Agriculture and Rural Development. The performance management trends have revealed that there is no relationship between the performance of individuals and that of the Department. The strategies which have been put in place by the Human Resource Development Unit to improve the performance management system in the Department are also known. The researcher's strategies for consideration will be presented as part of the recommendations in the next chapter.

The next and final chapter will provide a summary of the conclusions and recommendations.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

The previous chapter provided the interpretation and analysis of the research findings. This chapter provides a summary of the chapters as well as conclusions and recommendations made with respect to the research as a whole.

The researcher has attempted to fulfil the purpose of the study which is to investigate the factors leading to the problem of implementing the performance management system in the Gauteng Department of Agriculture and Rural Development by responding to the research questions raised. Although findings revealed that considerable momentum has been gained with the implementation of the performance management system in the Gauteng Department of Agriculture and Rural Development, there are some issues which relate to performance management contracting, conducting performance assessments, managing performance, rewarding performance, and communication aspects of performance management that still need to be addressed by the Department.

6.2 CHAPTER SUMMARY

The first chapter provided an introduction and background to the study about the performance management system. In the introduction, it was revealed that the increased interest in the concept of performance management is attributed to the fact that organisations are no longer depending on external factors but on human capital for increased efficiency. The introduction also covered the objectives of the performance management system with its main objective being to optimise employee

output in terms of quality and quantity in order for the overall performance of the organisation to improve. The best practices of performance management were included in the introduction. The background covered performance management from an international, continental, regional, local and departmental perspective. This included an overview of the 2014 Global Competitiveness Report by the World Economic Forum which provided a concerning assessment of performance management in South Africa which it ranked 133 for labour market efficiency out of 140 countries.

Chapter one included the research problem identified and the purpose of the study, namely to investigate the factors which have a negative impact on the implementation of the performance management system in the Gauteng Department of Agriculture and Rural Development. In order to address the research problem and to fulfil the purpose of this research, three research questions were raised by the researcher. The main aim of the first chapter was to contextualise the study and explain its significance and relevance.

The second chapter critically evaluated the existing literature on performance management which was considered relevant for the study. The literature should describe, summarise, evaluate and clarify the existing literature related to the chosen subject area. It should go further than simply searching for information by identifying and articulating connections between the literature and the research topic selected. A good literature review is not only a collection of summaries or an open-ended report but is an analytical synthesis of existing research. Existing literature on performance management was interrogated to gain an understanding of how other researchers have examined and conceptualised issues.

The literature review began by discussing the different definitions of performance management. The literature deemed it unnecessary to limit this research to one definition as there is consistency and great

understanding of the concept of performance management. It presented an historical background on performance management which revealed that performance management emerged in the United States in the 1950s and is more recent in the South African public sector. The four theories of performance management, namely control, social cognitive, expectancy and goal theory, were explored in order to develop the conceptual framework. The writer decided to make use of the goal theory as the conceptual framework as it does not dominate human resource development activities.

It further provided a literature analysis of the implementation of the performance management system which included its challenges, components and important aspects. This revealed that the implementation of performance management is likely to be more effective if there is ownership by managers, communication channels are opened, a feedback loop exists, it is aligned to the cultural values and strategic objectives of the organisation, performance contracts and reviews are conducted properly, managers are trained on performance management, it enhances career development through training, and links incentive packages to market value.

A discussion on the management of performance outcomes was included. It showed that managing high performers and low performers can be equally challenging. The ways in which recognition can be given for good performance include performance bonuses, pay progression and non-financial rewards. Unsatisfactory performance should be addressed and remedied before considering disciplinary action. This chapter concluded with a discussion of the role-players in performance management which revealed that although the performance management function lies within Human Resource Units, supervisors play a leading role in the performance management process.

The purpose of the third chapter was to discuss the research methodology used for data collection and how the data collected would be analysed. The research approach chosen was the qualitative approach as it is richly descriptive. The basic interpretative qualitative study was selected as the research design for this study as it offered the researcher flexibility and displayed all the elements of a qualitative research approach. In order to substantiate findings, the researcher made use of multiple data collection techniques or triangulation and the semi-structured interview which allowed for deeper probing, as well as document analysis of internal documents of the Department. The sampling method chosen was purposive sampling because it allowed the researcher to strategically select individuals who can provide the most relevant information on the topic. Thematic analysis, which involves grouping words, phrases, sentences, topics and ideas into themes for comparison and analysis, was chosen as the data analysis technique.

The fourth chapter presented the research findings emanating from the twelve semi-structured interviews and the document analysis. It provided a brief overview of the Gauteng Department of Agriculture and Rural Development. The demographic profile of the interview respondents was presented and included their gender, race, position held, Chief Directorate and number of years in current position. Findings were presented by focusing on key themes derived from the research questions. Some of the findings were presented using diagrams.

The fifth chapter analysed the research data obtained through the semi-structured interviews (Appendices 2, 3 and 4) and analysis of departmental documents. Findings from previous literature were used to consolidate and strengthen the validity of the findings. The aim of chapter five was to answer the research questions raised in chapter one in order to achieve the purpose of the research. After thorough analysis the researcher identified the factors that have a negative impact on the implementation of the performance management system in the Gauteng Department of Agriculture and Rural

Development. In addition, trends through the previous five years revealed that the performance of individuals and that of the Department appear to be viewed in isolation. The mitigation measures which have been put in place to improve the performance management system of the Department were noted.

6.3 CONCLUSIONS

The researcher conducted twelve semi-structured interviews with respondents who are Human Resources practitioners, managers, employees at different levels in the organisation, a former trade union leader, and also analysed departmental documents in order to understand the challenges to the effective implementation of the performance management system. These interviews were recorded, transcribed and categorised into different themes with the specific aim of answering the following research questions:

- What are the factors leading to the problem of implementing the performance management system at the Gauteng Department of Agriculture and Rural Development?
- What are the performance management trends in the Gauteng Department of Agriculture and Rural Development?
- What are the performance management strategies for consideration in the Gauteng Department of Agriculture and Rural Development?

After considering all the evidence collected through the interviews as well as document analysis, the following conclusions may be drawn:

- Although the majority of participants understand performance management as a performance monitoring and measurement tool that enables both managers and subordinates to track performance progress, employees at the lowest level of the hierarchy view it as a means to increase their salary.

- These are the factors affecting the successful implementation of the performance management system in the Gauteng Department of Agriculture and Rural Development:
    - Subjective biased assessments and unfair rewards.
    - Supervisors do not regularly discuss and update the performance contracts of subordinates.
    - Lack of supervisor participation and buy-in.
    - Not enough emphasis is placed on developing employees to improve their skills and acquire new skills. The performance management system is not sufficiently linked to training.
    - The performance management system has failed to link performance outcomes to rewards in a meaningful manner.
    - Poor performance is not managed well and there are no measures put in place to address underperformance in the Department.
    - Inadequate performance management awareness/training.
    - Submission of incorrect and incomplete documentation.
- During the period under review (2010-2015), although the performance of the Department has fluctuated, individual performance has remained constant, thereby indicating a limited relationship between the two components.
- The Human Resource Development Unit has put commendable strategies in place in an attempt improve the performance management process in the Department, and the outcomes thus far appear to have a positive impact. The conclusions of the study were informed by the research questions which were based on the evidence collected.

6.4 RECOMMENDATIONS

In light of the findings, analysis and conclusions of the study, recommendations are made to address the problem of performance management implementation in this section.

- **Departmental level**
  - The Department should apply the Gauteng Provincial Government Policy on Performance Management and Development in accordance with its purpose and intended spirit. This will streamline processes, minimise subjectivity and ensure that strategic objectives are met.
  - Despite the value that performance contracts have for work processes, insufficient emphasis is placed on the contracting phase. It is recommended that efforts are made by Human Resource Development and supervisors to ensure that contracts are sufficiently detailed and updated when the need arises.
  - Managers should reaffirm their commitment to the performance management system. A performance management committee should be established by Human Resources Development to monitor the behaviour of supervisors towards the implementation of performance management as well as in relation to staff morale. In addition, performance management must be included in the performance contracts of supervisors so they can be assessed on whether they are managing performance properly.
  - Monetary incentives should be balanced with training interventions. The majority of respondents indicated that their training needs are being neglected by the Department as a result of budget cuts, even though the training interventions have already been agreed upon and approved as part of the indicative training list. This requires sufficient funds to be allocated to

training and development, and that the funds thus committed are not diverted.

- Rewards for good performance should go beyond monetary incentives. Managers should recognise good performers by acknowledging their work in the presence of their colleagues. Good performers should also be acknowledged in relation to recruitment and promotion. In addition, in order to retain these good performers, the Department is advised to improve working conditions.
- Based on the perceptions regarding awareness and training, there is a need to conduct regular and thorough training on the performance management system, particularly at lower levels of the organisation. It is recommended that awareness sessions should include both supervisors and subordinates in order to ensure that there is a common understanding on all issues.
- As part of the awareness sessions, Human Resource Development should discuss the performance management forms extensively.

- **National Government level**

The researcher recommends that National Government standardises the policy on performance management. Government Departments, whether at a National, Provincial or Local level should utilise a single policy. This uniformity will enhance the fairness and consistency of performance management. It is also recommended that the National Government undertakes a knowledge sharing process with Provincial and considers the implementation of an electronic system.

- **South African level**

There is an urgent need to improve performance across the country. This is illustrated by the 2014 Global Competitiveness Report by the World Economic Forum which ranked South Africa 133 out of 140 countries on

labour market efficiency. The indicators used to measure labour market efficiency influence the performance assessment of employees. There is presently no legislation governing performance management in the country and different organisations have different processes and guidelines. Standardised legislation will help to improve performance management processes and practices of the country as a whole. This recommendation might only be realised in the future. In the meantime, it is suggested that in order to improve performance management in South Africa in the short term, both the public and private sector should study best practices and learn from each other.

- **Continental and International level**

Although research shows that performance management is increasing across the continent, evidence indicates that this is presently limited in extent. Only one African country, Rwanda, is part of the leading ten countries in terms of market efficiency. It is therefore recommended that in the next Forum of Commonwealth Heads of African Public Service, an invitation is extended to the nine countries from other continents that are part of the top ten countries to dialogue, network and share best practices on performance management.

- **Research level**

Performance management has been a topic of discussion for many researchers. There are, however, others aspects that still need to be covered in depth. The following are recommended by the researcher:

  - Research on how to increase productivity by managing performance.
  - Research on the integration of monitoring and evaluation with performance management.
  - Research on the role of political heads in managing the performance of accounting officers.
  - Research on the impact of leadership styles on the effective implementation of performance management.

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APPENDICES

Appendix 1

REQUEST LETTER TO RESPONDENTS AND CONSENT FORM

Dear Sir/Madam

Invitation to participate in a research project: Implementation of the Performance Management System in the Gauteng Department of Agriculture and Rural Development.

My name is Dineo Lemao. I am a student at the University of Witwatersrand and I am currently completing a research report for a Masters Degree in Governance and Public Leadership.

The purpose of the research is to determine how the performance management system is implemented in the Gauteng Department of Agriculture and Rural Development and what are the factors affecting the successful implementation of the performance management system.

I would appreciate it if you could participate in the interview as your experience and knowledge are valuable. I anticipate that the interview will take less than an hour of your time. The interview will be semi-structured and will include questions which will allow for you to share some of your thoughts on performance management. I am also asking for your permission to record the interview in order to accurately capture what is said.

Please note that your participation is voluntary. Should you choose not to participate or decide to stop participating in the research, you will not be harmed or prejudiced in any way. Your identity will not be disclosed and the records from your participation will be treated anonymously and confidentially.

Upon completion of the research, copies of the findings will gladly be provided on request.

Thank you for taking time to participate in this research.

Yours faithfully

Dineo Lemao

dineolemao@gmail.com

CONSENT

I hereby agree to participate in the study Implementation of the Performance Management System in the Gauteng Department of Agriculture and Rural Development. I understand that my participation is voluntary and I can choose to stop at any time without any consequences.

I understand the purpose of the research project and acknowledge that it is not for my personal gain.

I understand that my identity and participation will remain confidential.

_____ _____

Signature Date

I hereby agree that the interview may be recorded.

_____ _____

Signature Date

Appendix 2

SEMI-STRUCTURED INTERVIEWS WITH MANAGEMENT AND HR PRACTITIONERS

- Introduction and Background
- Explaining and signing of consent form
- Objective of the research

1. Position/Level
2. Branch
3. Number of years in current position
4. What is your understanding of performance management?
5. How would you define performance management as applied in GDARD?
6. Provide a SWOT analysis of the performance management system in GDARD.
7. What do you think can be done to improve the performance management system in GDARD?
8. What support are you rendering to ensure the effective implementation of the system and improvement of performance?
9. Do you believe that HR has the necessary skills and capacity to implement the performance management system?
10. Do you think the current performance management system needs to be modified? If so how?
11. What is the relationship between individual performance and the performance of the organisation?
12. Do you think performance bonuses and pay progression are sufficient to encourage good performance? If not, what do you recommend?
13. Do you believe that only hard workers are rewarded? Motivate your answer.
14. Would you agree that underperformance is managed well in GDARD? Why?
15. Explain how the performance management system is used for personal and career development.

16. Have you been trained on performance management?
17. Do you have any other issues relating to the performance management system you would like to raise?

Appendix 3

SEMI-STRUCTURED INTERVIEWS WITH EMPLOYEES ON DIFFERENT LEVELS

- Introduction and Background
- Explaining and signing of consent form
- Objective of the research

1. Position/Level
2. Branch
3. Number of years in current position
4. What is your understanding of performance management?
5. What is your understanding of performance management in relation to your duties?
6. Do you think your supervisor has a good understanding of the performance management system? Why?
7. What do you regard as challenges facing the performance management system in the GDARD?
8. What do you think can be done to improve the performance management system in the Department or you Branch?
9. Do you think performance management contributes to performance and productivity in the GDARD? Why?
10. Do you understand the mission and vision of the GDARD?
11. How do you design your own performance indicators?
12. What is the relationship between individual performance and the performance of the organisation?
13. Are quarterly reviews done accordingly? Motivate your answer
14. Does the HR unit render enough support to ensure effective implementation of the system and improvement of performance? If yes, how so? If no, what is lacking?
15. Do you think performance bonuses and pay progression are sufficient to encourage good performance? If not, what do you recommend?
16. Do you believe that only hard workers are rewarded? Motivate your answer.

17. Would you agree that underperformance is managed well in GDARD? Why?
18. Explain how the performance management system is used for personal and career development.
19. Have you been trained on performance management?
20. Do you have any other issues relating to the performance management system you would like to raise?

Appendix 4

SEMI-STRUCTURED INTERVIEWS WITH FORMER TRADE UNION LEADER

- Introduction and Background
- Explaining and signing of consent form
- Objective of the research

1. What is your understanding of performance management?
2. How was the Gauteng Provincial Government performance management policy developed?
3. Provide a SWOT analysis of the performance management Gauteng Provincial Government Policy.
4. Do you see changes in service delivery since its implementation?
5. What do you think makes the performance management system work?
6. What is the supervisors' role in performance management?
7. What role does HR play performance management?
8. Do you think performance bonuses and pay progression are sufficient to encourage good performance? If not, what do you recommend?
9. Do you believe that only hard workers are rewarded? Motivate your answer.
10. Would you agree that underperformance is managed well in Departments? Why?
11. Explain how the performance management system is used for personal and career development.
12. Do you have any other issues relating to the performance management system you would like to raise?