

**IMPLEMENTATION OF A PERFORMANCE MANAGEMENT SYSTEM IN THE
LIMPOPO DEPARTMENT OF PUBLIC WORKS**

by

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DECLARATION

I declare that IMPLEMENTATION OF PERFORMANCE MANAGEMENT SYSTEM IN THE LIMPOPO DEPARTMENT OF PUBLIC WORKS is my own work and that all the sources that I have used and quoted have been indicated and acknowledged by means of complete references and that this work has not been submitted before for any other degree at any other institution.

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.....

DATE

STUDENT NUMBER



DEDICATION

This study is dedicated to my family:

Manyedi, Koketso, Maijawe, Lesiba and Matome Masekwameng

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ABSTRACT

The Performance Management System (PMS) was introduced in the public sector in order to maximise optimal performance of public institutions. The aim was to ensure that public institutions deliver services to the public effectively and efficiently. The Limpopo Department of Public Works has received bad audit opinions from the Auditor General for the financial years 2011/12 to 2013/14. The Department received the following audit opinions: a disclaimer audit opinion for the financial year 2011/12, a disclaimer audit opinion for the financial year 2012/13 and a qualified audit opinion for the financial year 2013/14. The study sought to investigate the manner in which PMS was being implemented in the Limpopo Department of Public Works. A literature review, undertaken in this study shows that there are challenges in implementing the PMS in the public sector, that there is inadequate general understanding of the PMS and that there is no adequate training provided.

Data was collected through questionnaires and documentary sources of annual performance plans and annual reports for the financial years 2011/12, 2012/13 and 2013/14. The responses collected from the questionnaires mainly indicate that the PMS is not adequately understood in the Department. The annual performance plans and annual reports of the Limpopo Department of Public Works for the financial years 2011/12, 2012/13 and 2013/14 indicate that the Department did not achieve even 50% of its targets in the core directorates. Further findings in the study indicate that the implementation of the PMS has not impacted positively on the performance of the Department. Recommendations made in the study include providing training linked to the PMS to all employees. Other recommendations include the communication of the departmental targets to employees at all levels.

ABBREVIATIONS

- Auditor General South Africa (AGSA)
- Custodian Asset Management Plan (C-AMP)
- Expanded Public Works Programme (EPWP)
- *Government Immovable Asset Management Act* (GIAMA)
- Limpopo Department of Public Works (LDPW)
- Performance Management System (PMS)
- User Asset Management Plan (U-AMP)

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CHAPTER 1

INTRODUCTORY CHAPTER TO THE STUDY

1.1 INTRODUCTION AND BACKGROUND

The public sector has been under tremendous pressure to perform optimally in delivering services to the citizens of the country. In optimising the performance of public institutions, the public service has introduced a Performance Management System (PMS) in all institutions in order to improve performance. However, the problem of non-performance in the public sector still prevails, as evidenced by the service delivery protests that constantly fill newspaper reports and television news.

According to Armstrong (1990, cited in Kanyane and Mabelane 2009), performance management is about getting results through people. It consists of a range of activities, the primary aim of which is to help managers increase the effectiveness of their staff, who will be rewarded accordingly. It is evident that the main objective of the PMS is to eventually improve the overall performance of the public sector institutions. During the past three years (2011-2014), the Limpopo Department of Public Works has received qualified reports from the Auditor General of South Africa. The Department of Public Works Annual Report (2012) shows that the Department also received qualified reports from the Auditor General from 2006/07 to 2010/11. The Department of Public Works Annual Report (2014) also shows that the Department received a disclaimed audit opinion by the Auditor General for the financial year 2012/13. The Auditor General further found the Department to be deserving of a qualified audit opinion for the financial year 2013/14. The questions we need to pose are: How does the impact of the PMS affect the Limpopo Department of Public Works? Has the PMS impacted positively on the output of the Limpopo Department of Public Works? What perceptions do employees have regarding the implementation of the PMS? Allen-Ile, Ile and Munyaka (2007) remind us of the following PMS principles as outlined in the White Paper on Human Resources Management (1997):

- PMS is uniformly implemented across all departments and applies to all employees.
- PMS is fundamentally departmental in nature and does not punish poor performance. As such it is a mechanism to improve performance.
- PMS is based on the integration of provincial and departmental plans.
- It allows each staff member to align his or her deliverables and activities with the departmental and provincial goals and strategies.
- It allows for transparency, accountability, fairness, equity and realignment of departmental, team and individual plans to provincial goals.
- It provides clarity to all employees about their respective roles.

The purpose of this study is to establish the manner in which the PMS is being implemented in the Limpopo Department of Public Works. This study seeks to establish whether non-performance of the Limpopo Department of Public Works could be attributed to how the PMS is implemented in the Department.

1.2 STATEMENT OF THE PROBLEM

As earlier highlighted, the question of the implementation of performance management has become an important consideration for government departments in South Africa. This is guided by the Department of Public Service and Administration. However, the literature clearly documents government inability to effectively implement the PMS. This is supported by Luthuli (2005, in Kgwefane 2013) when he postulates that policy implementation in South Africa has not been as successful as policy formulation. This failure of many government departments to translate the PMS into proper outputs has also tarnished the image of the public sector. The Department of Public Works has not been an exception. This provincial government department has also battled to ensure a successful implementation of its PMS. The research question to be investigated in this

study is: How can implementation of the PMS in the Limpopo Department of Public Works be improved to enhance performance?

1.3 AIM OF THE STUDY

The aim of the study is to evaluate the implementation of the PMS in the Limpopo Department of Public Works.

1.4 RESEARCH OBJECTIVES

In order to address the abovementioned problem and the aim of the study, the following objectives are advanced:

- To assess guidelines informing the implementation of the PMS
- To analyse the expected performance standards of the Limpopo Department of Public Works

1.5 RESEARCH QUESTIONS

- Whether the implementation of the PMS adheres to the guidelines.
- Whether the expected performance standards of the Limpopo Department of Public Works are considered.

1.6 DEFINITION OF CONCEPTS

- **Performance Management System (PMS):** Performance management is the process of creating a work environment or setting in which people are enabled to the best of their abilities. "Performance management is a whole work system that begins when a job is defined as needed and it ends when an employee leaves your organisation. Within such a system, feedback to each staff member occurs

regularly. Individual performance objectives are measurable and based on prioritised goals that support the accomplishment of the overall goals of the total organisation. The vibrancy and performance of the organisation is ensured because it focuses on developmental plans and opportunities for each staff member” (Abrudan & Coita 2008).

- **Planning:** “A process of thought concerning the future determination of objectives and making things happen in terms of the objectives set” (Fox & Meyer 1995).
- **Policy:** “A guide of action or statement of goals that should be followed in an institution to deal with particular problems or phenomena” (Fox & Meyer 1995).
- **Policy implementation:** “The execution and steering of policy actions over time” (Fox & Meyer 1995).
- **Public sector:** “That portion of an economy whose activities are under the control and direction of the state. The state owns all the resources in this sector and uses them to achieve whatever goals it may have, e.g. to promote the economic welfare of the ruling elite or to maximise the well-being of society as a whole” (Fox & Meyer 1995).
- **Qualified report:** This is a report that is issued when the auditor encounters one of two types of situations that do not comply with generally accepted accounting principles. Lai, Lin, Li and Wu (2009) state that a qualified audit opinion occurs when the auditor cannot satisfy himself/herself regarding the generally accepted audit standards.
- **Unqualified report:** This is a report issued when the auditor has not encountered any type of situation that does not comply with generally accepted accounting principles. Lai *et al.* (2009) argue that an unqualified or clean audit opinion can be issued when the auditor carries out the audit task in accordance with the generally accepted audit standards and without any undue restriction in the process of performing an audit, and the financial statements are prepared by

the client in accordance with the generally-accepted accounting principles with adequate and timely disclosures.

1.7 THE ARRANGEMENT OF CHAPTERS IN THE STUDY

The structure of this study is arranged in chapters that comprise of an introduction, contents and conclusion. This is as a result of conducting a critical analysis of policies, legislation and other relevant documents that are related to the PMS in the public sector. The findings and recommendations of this study will contribute to the body of knowledge in the field of Public Administration. The chapters are arranged as follows.

Chapter 1 of the dissertation covers the introduction and background of the study. This chapter explains the statement of the problem, research questions and objectives of the study. The chapter also gives insight into the important concepts in the study.

Chapter 2 deals mainly with a review of the existing literature of experts on the subject of a PMS. This includes academic books, journals, articles and research documents that have been written on the subject of PMS, especially with regard to public administration.

Chapter 3 focuses on the legislative framework regarding the PMS in the public sector. This includes legislation, policies, regulations, rules and procedure manuals that were created to address performance management in the public sector. This chapter gives insight into how parliament or policy makers take an interest in the performance of public sector through policy making. This includes the PMS policy of the Limpopo Department of Public Works.

Chapter 4 deals with the research design and methodology utilised to collect data. The chapter focuses on the logic behind the research design and selection of data gathering methods.

Chapter 5 provides the data analysis of the study. The chapter provides an analysis of the implementation of the PMS in the Limpopo Department of Public Works. The data collected from different methods is analysed.

Chapter 6 presents the conclusion and recommendations of the study. Arguments and counter-arguments of the research study are drawn up. Findings regarding the implementation of the PMS at the Limpopo Department of Public Works are presented.

CHAPTER 2

LITERATURE REVIEW ON PERFORMANCE MANAGEMENT SYSTEM

2.1 INTRODUCTION

Chapter 1 of this study introduces the problem being presented. This chapter considers a literature review of PMS. This chapter further investigates diverse explanations of the PMS provided by scholars in order to obtain further understanding of the concept's operationalisation and implementation in the public sector.

2.2 CONCEPT OF LITERATURE REVIEW

According to Denscombe (2010) a literature review locates the research within the context of the published knowledge that already exists about the area that is being investigated. It demonstrates the relevance of the research by showing how it addresses questions that arise from careful and considered evaluation of what has been done so far and how the current research aims to fill gaps or take things further. Hofstee (2006) postulates that, a literature review provides the reader with a theoretical base of what has been done before. He further argues that a good literature review makes the researcher aware of what has already been written to avoid duplication of study and unnecessary repetition. Such a review helps the researcher to consolidate the theoretical foundation of the study. It is also through a literature review that a researcher discovers whether the study has significance and whether it will lead to new knowledge.

A literature review uses the existing material as a basis for showing how the current research has something valuable to offer. For some researchers this can be a matter of building on what has gone before, using the existing findings as a platform for deciding where to go and what new knowledge is needed to move things forward. Other researchers concentrate on identifying areas that have been overlooked so far and use the review of the literature to show that their research fills a gap in existing knowledge.

Denscombe (2010) argues that other researchers adopt a critical stance reviewing the existing material to show its inadequacies.

Hofstee (2006) believes that a comprehensive study of the existing literature assists the researcher in generating original ideas that have never been published before.

Kgwefane (2013) argues that a literature review is a concept that enables the researcher to identify and analyse information from related and relevant sources that contributes to the research problem. It provides a theoretical perspective and necessitates a consideration of similar studies and how they can be of benefit to the research at hand. The following section deals with the literature review on PMS.

2.3 PERFORMANCE MANAGEMENT IN THE PUBLIC SERVICE

Ferlie, Lynn and Pollitt (in Kgwefane 2013) state that discussions of performance management in government have existed as long as government itself. Rulers, even autocratic ones, have usually sought to justify their rule by showing its benefits. Kgwefane (2013) argues that performance management manifests itself in modern democracies wherein competing political parties promise voters that their policies will deliver their version of a good life.

Armstrong and Baron (1998, in Qureshi, Shahjehan, Rehman and Afsar 2010) argue that a PMS is a strategic and integrated approach of conveying continued success to institutions by developing the people in a way that improves group and personal performance.

Du Toit, Knipe, Van Niekerk, Van Der Waldt and Doyle (2001) argue that performance management involves having in place systems and methods that translate the goals of strategic management into individual performance terms through human resource management. They further postulate that performance management is a systematic process by which a public institution involves its public employees in improving effectiveness in the accomplishment of institutional goals such as improved service delivery. Sebashe and Mtapuri (2011) argue that PMS enhances organisational

efficiency, effectiveness and accountability in the use of resources in accelerating access to quality services and a better life for all. It further harnesses an organisation's overall objectives by linking the work of each individual employee to the overall organisational mission and vision.

Hartle (1997, in Oliver 2008) agrees with Sebashe and Mtapuri (2011) when he postulates that a performance management process should not be isolated within an organisation. It should be integrated into the way performance of the business is managed and it should be linked with other processes such as the business strategy, employee development and total quality management.

Minnaar (2010, in Kgwefane 2013) describes performance planning as a process that concentrates on formulating indicators and targets that can be used to activate, measure and evaluate performance. The first phase in the performance planning process involves categorising core functions to identify key performance areas (KPA's). In simplifying a performance management process Minnaar (2010, in Kgwefane 2013) defines key performance areas as specific areas in respect of which the institution will manage and monitor institutional performance, identified by carefully analysing the institutional mandate. KPA's form the basis for the design and selection of strategies. A specific KPA may include a number of outcomes identified as core institutional objectives during the defining of the institutional mandate. Once the KPA's have been identified, they must be translated into measurable terms. In institutional performance plans, each and every goal, objective and activity must be linked to performance indicators and a performance framework must be designed for the institution. The institutional strategy is translated into departmental and individual plans in order to measure performance of the department and individuals.

Regular reviews of individual performances should be conducted during the financial year to ensure that bad performances are eliminated. This should be done to give bad performers an opportunity to improve on their performances.

Oliver (2008) states that, when benefits regarding performance management are discussed, it often happens that the first thought given to this subject is directed at

benefits in terms of incentives for employees. There is a general perception that performance should be rewarded, therefore employees are likely to be interested in what benefit will they get. However, the benefits of performance management cover a much wider area than rewarding employees. McNamara (2007, in Oliver 2008) states the following key benefits of performance management:

- It focuses on results rather than behaviours and activities. An employee may appear very busy, but not be contributing at all toward the objectives of the organisation.
- It aligns organisational activities and processes to the goals of the organisation. Although originally developed as a technique to measure and manage individual performance, it has since expanded into a multifaceted system of organisational performance management, whereby organisational goals are translated into subservient goals on task, team and individual level.
- It produces meaningful measurements. These measurements have a wide variety of useful applications, such as in benchmarking or setting standards for comparison with best practices in other organisations.

Armstrong (1990, cited in Kanyane and Mabelane 2009) concurs with the above in stating that performance management is expected to improve institutional performance generally by creating a performance culture in which the achievement of high performance becomes a way of life. Abrudan and Coita (2008) argue that performance management is the process of creating a work environment or setting in which people are enabled to perform to the best of their abilities. It is a whole work system that begins when a job is defined as needed and it ends when an employee leaves the organisation. Individual performance objectives are measurable and based on prioritised goals that support the accomplishment of the overall goals of the total organisation.

Lockett (1992, in Maila 2006) indicates that an effective PMS has the following benefits:

- Top management would be able to get on with their job of setting objectives for the organisation while managing relationships with external bodies such as customers, politicians, regulatory bodies and shareholders and translating their requirements into objectives for the organisation.
- Middle management will be assisted to gain a full understanding of the organisation's mission, set targets and standards for their team and delegate work, freeing themselves to concentrate on strategic planning and continuous improvement and development of their operations and team work.
- Ordinary workers' improved management of performance should result in clearer targets and the freedom to work autonomously to achieve these targets, with the right level of support from management, namely, improved personal self-development.

Bacal (2004, in Oliver 2008) argues that performance management has a further benefit in that it assists employees to put their jobs in an overall context. When they know how their jobs fit into the big picture, they are more likely to be motivated and get more satisfaction out of doing their jobs. Understanding the work-unit goals makes it easier for employees to make decisions that take these goals into account.

According to Spangenberg (1994, in Oliver 2008), managing performance is an ongoing twelve-month activity that runs through all five phases of the annual performance management cycle, namely:

- Performance planning

Spangenberg (1994, in Oliver 2008) suggests that the performance-planning phase should involve the formulation of a vision, mission, strategy and organisational goals set and communicated by the organisation. In the process level of performance planning, goals for key processes are linked to organisational and customer needs. In the team/individual level of performance planning, the team mission, goals, values and performance strategies are defined. Individual goals, responsibilities and work planning need to be aligned

with organisational goals. Bacal (2004, in Oliver 2008) points out that during performance planning supervisors and managers should work with employees to set measurable goals/objectives and focus on employee behaviour and results that the employee is to achieve.

Bacal (1999, in Oliver 2008) further argues that performance planning is the process in which the employee and the manager work together to plan what the employee should do in the forthcoming year. It defines how performance should be measured, identified and planned to overcome obstacles and arrive at a common understanding of the job.

- Design of the organisation

Oliver (2008) argues that this second step of the annual performance cycle entails the design of the organisation that ensures that the structure supports the strategy. On the process level, the design facilitates efficient goal achievement whereas on the team/individual level of performance, teams are formed to achieve the goals as facilitated during the process.

- Managing performance

According to Spangenberg (1994, in Oliver 2008), appropriate sub-goals should be set and processed, and performance managed and regularly reviewed in the process/function level of performance. In the team/individual level of performance active team-building efforts, feedback, co-ordination and adjustments have to take place. Developing individuals, providing feedback and sufficient resource allocation are key elements on this level.

Oliver (2008) argues that performance management is a means of preventing poor performance and working together to improve performance. Above all, performance management means ongoing, two-way communication between the performance manager and staff member.

- Reviewing performance

Oliver (2008) points out that a review may also be regarded as appraisal or evaluation at the end of the performance cycle. During this review employees are appraised for a job well done or confronted for poor performance over the last year. Fisher (1996, in Oliver 2008) argues that the purpose of reviewing performance is to improve the organisation's performance through the enhanced performance of individuals. Some organisations prefer to conduct performance reviews twice a year or on quarterly intervals.

- Rewarding performance

According to Spangenberg (1994, in Oliver 2008), during this final stage of the annual performance cycle, rewarding performance adds value to the performance of the organisation, while on the process level functional rewards are compatible with the value of organisational performance. On the team/individual level rewards are equivalent to the value of organisational performance for teams and individual performance.

Futler-Love and Scapeus (1997, in Kanyane and Mabalane 2009) believe that performance-related pay can sometimes be counterproductive in that employees may concentrate their energies on meeting the target in order to achieve additional payment and, as a result, disregard other matters such as quality and longer-term issues.

Maila (2006) undertook a study, "Performance management and service delivery in the Department of Water Affairs and Forestry", for his qualification in a Magister Technologiae in Public Management at the University of South Africa. The research problem investigated was an exploration of the correlation between a Performance Management and Development System and public service delivery. Maila (2006) argues that effective performance management and efficient service delivery can be achieved through the monitoring and evaluation of performance. Performance goals should be measurable, clear, achievable and aligned to individual careers, organisational objectives and legislative requirements. Performance measures should

be quantified and include but not be limited to quantity, quality, time, cost and risk in order to facilitate performance evaluation. Performance progress should be monitored and assessed on an ongoing basis against individual and organisational goals. Decision makers should strategise and align their organisational processes in order to achieve the desired goals. Maila (2006) concludes that organisations must have clear performance indicators, updated regularly in line with customer satisfaction surveys and areas of strategic improvement, and annually made more intense. There is a need to deploy resources to monitor and oversee the implementation of promised services.

Another study was conducted by Ngcelwane (2008) for a Masters in Business Administration at Rhodes Investec Business School, titled "A critical assessment of the implementation of performance management in the Nelson Mandela Bay municipality". The study focused on the development and implementation of a PMS with all levels of staff within the Nelson Mandela Bay Municipality. The municipality implemented performance management with senior managers only without involving other levels of staff in the organisation. Ngcelwane (2008) observes that the performance of a directorate cannot depend solely on the performance of one individual, but rather on all members of staff. According to Ngcelwane (2008) the top management should be committed to the concept of performance management and its execution and should support it at every turn. This commitment must involve frequent communication and reinforcement of the concept with employees and other stakeholders. Organisations need charismatic leaders capable of motivating employees to go an extra mile for the organisation and for their own personal development goals.

Ngcelwane (2008) argues that leadership of an organisation should be responsible for driving the performance of the municipality to achieve its vision and goals. The author makes reference to Walters (1999, in Ngcelwane 2008), who identifies the following characteristics of effective leaders, who are able to develop the required organisational culture:

- Leaders must have the ability to create a vision and excite people to achieve the impossible.

- Great leaders must have an external energy and an inner strength to see them through tough times.
- Leaders must have mental agility that enables them to make effective decisions much faster than most other people.
- Leaders must allow their own team members to grow and carry out tasks without interruptions. They relinquish power to others.
- Leaders must have the ability to tap into people's psyches. They are emotionally intelligent and enhance people's confidence by understanding and dealing appropriately with their emotions and concerns.

According to Ngcelwane (2008) effective leaders have a pivotal role to play in inculcating or enhancing a culture of performance within the organisation, as they are the agents of change. They must be at the forefront of any change in the organisation. Mlaba (2005, in Ngcelwane 2008) argues that leadership (both political and administrative) should lead from the front on all performance management-related issues. Unity of purpose should exist between political and administrative leadership and performance management should be treated as a human resources strategic tool. Ngcelwane (2008) concludes by arguing that all municipal employees should be subjected to performance management, not only the Section 57 employees (senior managers) as was happening at the time of the research. It is further concluded that communication, stakeholder involvement or participation in decision-making processes, and visionary or strategic leadership are some of the best ingredients to use to cultivate a culture of performance within the municipality, and also to ease the actual implementation of performance management for all municipal employees.

Ngcelwane (2008) emphasises the importance of leadership in the successful implementation of the PMS and of cascading it to all levels of members of staff.

2.3.1 LEADERSHIP AND PERFORMANCE

Oliver (2008), in a thesis in partial fulfilment of the requirements for the degree in Master of Public Administration at the University of Stellenbosch, conducted a study titled "An

analysis of the staff PMS at the Gene Louw Traffic College”. The study focuses on the non-existence of the standards and norms in the staff PMS process at the college. The study also makes an analysis of the theory on staff PMS and identifies the challenges to the process of implementation at the Gene Louw Traffic College. Oliver (2008)’s study further concludes with the following recommendations:

- The staff PMS at the Gene Louw Traffic College should be properly implemented through suitable planning and continuous communication between management and employees.
- Training pertaining to the staff PMS should be provided to all employees.
- Norms and standards to properly measure performance need to be developed and implemented.
- A process of incentive bonuses, which would include incentives other than money, de-linked from the staff PMS, should be investigated and introduced.
- Supervisors should be encouraged to perform regular reviews.

It should be noted that Oliver (2008) emphasises the need to have one-on-one sessions between supervisors and staff members in all four quarters of the financial year. This review process has to be the build-up to the appraisal process and it will ensure that supervisors are always aware of progress made, or shortcomings by employees. In cases of underperformance, remedial steps have to be taken. In terms of courses to be attended for staff development, as decided between supervisor and employee at the beginning of the staff PMS cycle, the supervisor should ensure and check during reviews that these courses are attended.

2.3.2 PERFORMANCE MANAGEMENT SYSTEM AS A CONTINUOUS PROCESS

Kanyane and Mabalane (2009), in their paper titled “Performance Management Skills Capacity in the Government sector”, argue that performance and productivity are difficult to measure in the government sector because both relate to output but not necessarily to production, which is something different. The government sector output

appears to be vague due to the notion that it is intangible and cannot be easily measured.

Kanyane and Mabalane (2009) further emphasise the importance of professionalism, leadership, motivation, communication, attitude, skilling through training and reward in the implementation of PMS in organisations. They conclude that a PMS should not be seen as a once-off event but a process aimed at ensuring that an organisation performs to its maximum, and that the employees' performances are in line with organisational objectives, mission and vision. This is possible if the organisation is equipped with adequate skill capacities. Targets, performance indicators, measurable objectives, output and outcomes should be set so that the employees know exactly what is expected of them. The results of good or poor performances should be spelled out to all employees. Clear guidelines should be given to all employees. If the afore-mentioned critical issues are considered, performance management will no longer be a buzzword in the government sector, but will achieve, to the absolute maximum, earmarked organisational outcomes.

Furthermore, Munzhedzi (2011) conducted a study at the Department of Local Government and Housing in the Limpopo Province, titled "PMS and improved productivity" in partial fulfilment of the Master of Public Administration at the University of South Africa. The focus of his study was whether the PMS contributes to improved productivity at the Department of Local Government and Housing.

In his study, Munzhedzi (2011) concludes with the following recommendations:

- There should be regular and thorough training of the departmental officials about the PMS in the public service and how it impacts on productivity.
- The Department should ensure that employees understand how their individual performance impacts on the overall productivity of the Department.
- Punitive/disciplinary measures should be meted out to those officials who do not comply with the provisions of the PMS policy, particularly non-submission of performance instruments.

- The Departmental Moderation Committee should demand verifiable evidence to justify ratings during assessment.
- In addition to paying of performance incentives to employees, the Department should improve its performance and productivity by undertaking the following actions:
 - Monitoring of performance should not only be quarterly and annually, but should be extended to monthly, so as to detect weaknesses as soon as possible.
 - PMS training on the purpose and objective of the system should be conducted annually for all departmental employees.
 - Good communication and relations between subordinates, supervisors and management should be facilitated.
 - The PMS division, Training division and Employee Awareness Programme division should work together to address the lack of skills and other problems associated with underperformance.
 - Performance targets of both individual employees and the Department should be defined.
 - Recognising and acknowledging internal staff during recruitment, appointments and promotional processes should be done.
 - Skills audit should be conducted on a quarterly basis to check what employees are capable of doing.
 - Best performers should be recognised by appreciating them during departmental meetings or gatherings in the presence of their colleagues.
 - A favourable working environment for employees should be created by ensuring that necessary resources, such as computers and stationery, are always available.

- A performance culture should be internalised by employees through instilling in them the spirit of wanting to achieve all the time.
- Compliance should be strengthened by ensuring timeous submission of performance instruments.

2.3.3 PERFORMANCE MANAGEMENT SYSTEM AND ORGANISED LABOUR

Sebashe and Mtapuri (2011), in their paper titled “Implementation of a performance system: A case study of Ba-Phalaborwa Municipality in Limpopo” emphasise among others, the importance of involving organised labour in the process of implementing the PMS from the planning phase. They draw the following conclusions with regard to achieving the best results from the PMS:

- Consult all employees on the implementation process.
- Train all employees on the PMS.
- Involve labour unions in the implementation of the system from the outset.
- Cascade a PMS down to all employees.
- Make the system simple and easy to understand for all employees.
- Provide constant feedback on the performance of employees.
- Pay performance bonuses to employees who perform well.
- Establish a well-staffed PMS unit.
- Conduct formal assessments of employees annually.
- Establish an appeals committee to attend to grievances.
- Management must implement the system as required.
- Set achievable targets.
- The PMS must comply with legislation.

It is evident from the above that the implementation of a PMS is a process that should include both management and ordinary employees. Organised labour should be an integral part of the process. This will ensure that labour harmony is achieved in the organisation.

Kgwefane (2013) conducted a study titled “Effects of the PMS on service delivery in the Mbombela Local Municipality: Mpumalanga Province” in partial fulfilment of the Master of Public Administration degree at the University of Limpopo. The research problem investigated was the effects of institutional performance and PMS in Mbombela Local Municipality on service delivery. The purpose of the study was to assess institutional performance management, to examine the effects of the approved PMS and to determine ways to improve the achievement of performance targets.

Kgwefane (2013) recommends that the following should be considered when implementing PMS:

- PMS must be cascaded to all levels of employees in the municipality in order to create a performance culture.
- A change management and communication strategy should be introduced. This will ensure that a need for change is created and communicated to all levels of employees.
- A PMS needs to be fully implemented by ensuring that all the different committees, which include monitoring and evaluation, convene and perform their respective functions. This will provide early warning signs of poor performance that need attention.
- Training of all employees on the legislative requirements of PMS should be provided. This will result in clear understanding of the system.

Kgwerane (2013)’s recommendations above concur with Allen-Ile *et al.* (2007) in their paper titled “Public sector employees’ perception on PMS’s influence on career development” where they emphasise that channels of communication should be improved and involve all staff so that the process can be implemented and used

effectively. They further argue that top management needs to listen to and address, where possible, any issue raised by lower levels in order to determine the bottlenecks to implementation.

PMS has been around for a long time. Ngcelwane (2008) agrees that performance management has been a necessary part of organisational life for as long as organisations have existed. He further posits that ancient Egyptians had to encourage their workers to persist in the arduous task of building the great pyramids and unwittingly they utilised a PMS to do so. Their system involved whipping those workers who did not perform as required achieving their goals. As shown in this chapter, the PMS has been studied in both private and public organisations, which has yielded a rich and diverse body of knowledge on the subject. However, as shown in this chapter, it can be argued that knowledge of PMS is not always replicable in all forms of organisations to improve their poor performance. This necessitates an investigation of the PMS in the Limpopo Department of Public Works, as undertaken by this study.

2.4 CONCLUSION

Chapter 2 has focused on existing literature regarding the PMS. Several scholars' works were reviewed in order to understand the theory of PMS and its implementation. As highlighted by Oliver (2008), the objectives of the performance management process are to enhance work performance by the individual and simultaneously to develop the skills of the individual in order to prepare the employee for better work performance and possible promotion. Employees' improved performance needs to eventually benefit the organisations and the community that receive the services.

In the next chapter, the study will focus on the required regulatory framework for PMS in the public service.

CHAPTER 3

REGULATORY FRAMEWORK FOR THE PERFORMANCE MANAGEMENT SYSTEM

3.1 INTRODUCTION

Chapter 2 focuses specifically on the literature review on a PMS. A PMS operates within a certain regulatory framework in the public service. This chapter deals with the legislative prescripts that make provision for the concept of PMS in the public service. These legislative prescripts are mainly acts of parliament, regulations, rules and policies.

3.2 LEGISLATIVE AND REGULATORY FRAMEWORK

According to Van der Waldt (2004:319, in Kgwefane 2013) there are various acts and statutory guidelines in South Africa that signal the intention to establish a PMS in government. These are discussed in details below.

3.2.1 *Constitution of the Republic of South Africa, 1996*

Section 2 of the 1996 *Constitution* states that it is the supreme law of the Republic; law or conduct inconsistent with it is invalid, and the obligations imposed by it must be fulfilled. Chapter 10, section 195 of the 1996 *Constitution* sets the following basic values and principles governing public administration that should apply to every sphere of government, organs of states and public enterprises:

- A high standard of professional ethics must be promoted and maintained. All public institutions must display high moral conduct and their officials should display high professional ethical behaviour. Public institutions should stay away from controversy so that the public will have confidence in them. Any unethical conduct, such as theft or fraud, should be dealt with timeously in accordance with the relevant statutes. Minnaar and Bekker (2005) argue that ethical behaviour is

one of the principal means by which accountability is maintained in the public sector.

- Efficient, economic and effective use of resources must be promoted. Public institutions should at all times spend taxpayers' money frugally.
- Public administration must be development-oriented. As a developing country, South Africa needs public administration that will support sustainable development.
- Services must be provided impartially, fairly, equitably and without bias. Citizens of the country should be given services such as health care without prejudice.
- People's needs must be responded to, and the public must be encouraged to participate in policy making. Citizens should be involved in the policy making of the state. Government should avoid making a policy and conducting public hearings after the enactment of the policy such as in the e-toll situation in Gauteng.
- Public administration must be accountable. Public institutions should be able to explain to relevant structures, such as parliament, their activities during the course of the financial year. If they are not accountable, proper actions should be taken against these officials.
- Transparency must be fostered by providing the public with timely, accessible and accurate information. Public institutions should be compelled to make their annual reports freely available to the public.
- Good human resource management and career development practices, to maximise human potential, must be cultivated. Public institutions should be marketed to be employers of choice that will attract the best in the market. Public servants should be trained to be the best and be able to compete with the best in the market.

Van der Waldt (2004, in Kgwefane 2013) argues that the principles in section 195(1) of the *Constitution* need to promote continuous improvements in the quantity, quality and equity of service provision. All prescripts should meet the provisions of the *Constitution*.

3.2.2 Labour Relations Act, 1995 (Act 66 of 1995)

The *Labour Relations Act*, 1995 (Act 66 of 1995) Schedule 8 states that an employee may not be dismissed for poor work performance without affording the employee a reasonable evaluation, instruction, training, guidance or counselling in order to allow the employee to render a satisfactory service. The Act further states that if the employer determines that the employee's performance is below standard, the employer should advise the employee of any aspects in which the employer considers the employee to be failing to meet the required performance standards.

Maila (2006, in Munzhedzi 2011) argues that it is critical to note that the *Labour Relations Act*, 1995 (Act 66 of 1995) makes it impossible to dismiss an employee solely because such an employee has not reached the set performance targets. The Act ensures that all employees in the organisation are subject to fair labour practices. Munzhedzi (2011) adds that before any dismissal can be effected, lengthy and corrective measures, which include an investigation to establish the reasons for poor performance, have to be applied. It is therefore critical that all employers should comply with the Act when managing the performance of their employees. Mismanagement of the PMS is tantamount to contravention of the Act.

3.2.3 Public Service Act, 1994 (Proclamation 103 of 1994)

The *Public Service Act*, 1994 (Proclamation 103 of 1994) was introduced to provide for the organisation and administration of the public service of the Republic, the regulation of the conditions of employment, terms of office, discipline, retirement and discharge of members of the public service. The proclamation further lists employment practices such as employee PMS and practices as one of the key roles of the executive authority in the public service.

3.2.4 Skills Development Act, 1998 (Act 97 of 1998)

Du Toit *et al.* (2001) argue that in order to ensure a well-capacitated and skilled workforce, employee developmental needs should be evaluated and addressed. Providing public employees with training and developmental opportunities encourages good performance, strengthens job-related skills and competencies, and helps employees keep up with changes in the workplace, such as the introduction of new technology and restructuring exercises.

The *Skills Development Act* (Act 97 of 1998) states that employees should be developed to improve productivity and provided with opportunities to acquire new skills. Kgwefane (2013) concurs and further adds that the *Skills Development Act* fills in the gap left by inadequate vocational training in the education system and by past policies, which excluded many people from acquiring skills. A PMS is utilised as a diagnostic tool to determine whether an employee's performance deserves an enhancement through training. Maila (2006, in Munzhedzi 2011) postulates that the key focus of a PMS is that it is development-oriented, hence the provision for training in the skills that employees lack in terms of their personal development plan and competency profile.

3.2.5 Public Finance Management Act, 1999 (Act 1 of 1999)

The *Public Finance Management Act* (Act 1 of 1999) was enacted to regulate financial management in national and provincial governments to ensure that all revenue, expenditure, assets and liabilities are managed efficiently and effectively. Section 39(a) of the *Public Finance Management Act* states that one of the responsibilities of the accounting officer is to ensure that expenditure by the department is in accordance with the vote of the department and the main divisions within the vote. Accounting officers should ensure that payments of performance bonuses and pay progressions are carefully budgeted for to avoid over-expenditure.

3.2.6 Public Service Regulations, 2001

Regulation VIII A of the Public Service Regulations of 2001 states that departments shall manage performance in a consultative, supportive and non-discriminatory manner

in order to enhance organisational efficiency, accountability for the use of resources and the achievement of results. It further states that the primary orientation of performance management shall be developmental but shall allow for effective response to consistent inadequate performance and for recognising outstanding performance.

Performance management of employees is taken in a serious light, as shown by the intervention of government through the aforementioned prescripts. Individual performance is key in contributing towards organisational performance. This will ensure that services are delivered to the public in an efficient and effective manner.

The Public Service Regulation of 2001 further states that an employee's supervisor should monitor the employee's performance on a continuous basis and give feedback on his/her performance. The feedback should be given to the employee at least four times a year. The employee should be given oral feedback if the performance is satisfactory or written should the performance be poor.

Regulation VIII E of the Public Service Regulation of 2001 state that in managing unsatisfactory performance the executing authority shall provide systematic remedial or developmental support to assist the employee to improve his/her performance. It further states that if the employee performance is so unsatisfactory as to be very poor and the desired improvement cannot be effected, the executing authority may consider discharging the employee for incapacity to carry out his/her duties.

3.2.7 White Paper on Human Resource Management in the Public Service of 1997

The White Paper on Human Resource Management in the Public Service of 1997 was formulated after 1994 in order to transform the public service from a centrally controlled, process-driven service to a service that is representative of all the people of South Africa and treats public servants as a valuable resource. The White Paper emphasises that the ability of the Public Service to successfully deliver its operational and developmental goals depends primarily on the efficiency and effectiveness with which employees carry out their duties.

The White Paper states that performance management is an integral part of an effective human resource management and development strategy. It is an ongoing process in which employee and employer strive to improve the employee's individual performance and his or her contribution to the organisation's wider objectives. It further stresses that the employee's performance should be managed in a fair and transparent manner. The White Paper states that performance management should meet the following principles:

- Results orientation:
 - The employee's performance should be assessed on the basis of a work plan covering a specific period, setting out clearly his/her responsibilities and the objectives to be achieved. The objectives should be expressed in terms of outputs to be delivered within a given timescale, and should include personal development as well as operational objectives.
- Training and development
 - The performance assessment process will help to identify strengths and weaknesses, and the interventions that are needed to deal with these, including the employee's future training and needs, and other developmental interventions such as career counselling, coaching and mentoring.
- Rewarding good performance
 - It is important to recognise and reward employees who perform exceptionally well, and whose skills are particularly valued, in order to encourage them to maintain the high standard they have achieved, and to encourage others to strive for improved performance. This could be done through pay progression and cash bonus.
- Managing poor performance
 - Where performance has not matched the requirements in the work plan, the assessment, both written and verbal, should be focused on identifying

the reasons for this, and on reaching mutual agreement on the steps that need to be taken to effect improvement. Interventions such as retraining, coaching and re-deployment should be implemented.

- Openness, fairness and objectivity
 - The employee should be given a copy of the written assessment, and be given the opportunity to comment on it. The employee has the right to appeal against an assessment that he/she believes to be unfair.

3.2.8 White paper on Transforming Public Service Delivery (*Batho Pele*) of 1997

In a genuinely competitive commercial market, private companies cannot afford to ignore the needs and wishes of their customers if they want to stay in business, because dissatisfied customers can choose to take their business elsewhere. Knowing what the customer wants and providing it quicker, better and cheaper than your competitors is essential to business success. As competitive companies worldwide soon discover, “the customer comes first” is not an empty slogan but a fundamental business principle (the White Paper on Transforming Public Service Delivery, 1997:13). Based on this principle, the government came up with its own eight principles to ensure that citizens are treated appropriately when they engage with government institutions such as Departments of Home Affairs, Health, Education and the Limpopo Department of Public Works.

The White Paper on Transforming Public Service Delivery of 1997 has set out the following *Batho Pele* principles in all public institutions:

- Consultation
 - Citizens should be consulted about the level and quality of the public services and, wherever possible, should be given a choice about the services that are offered. Du Toit *et al.* (2001) argue that consultation means that citizens must have a say regarding the services delivered to them. The Public Protector is inundated with complaints that arise when the public receives shoddy services from public institutions.

- Service standards
 - Citizens should be told what level and quality of public services they will receive so that they are aware of what to expect. Du Toit *et al.* (2001) posit that public servants must deliver the level and quality of services they have undertaken to provide. Failing to deliver the quality services will encourage citizens to complain to the relevant structures. In South Africa citizens tend to participate in mass service delivery protests that often become violent.
- Access
 - All citizens should have equal access to the services to which they are entitled. Citizens have to be treated equally by public servants when they are accessing government services such as health care, education and municipal services.
- Courtesy
 - Citizens should be treated with courtesy and consideration. Du Toit *et al.* (2001) argue that public servants must treat every citizen with courtesy and consideration, irrespective of the social status of the person. When public servants assist citizens, they should do it with a smile.
- Information
 - Citizens should be given full, accurate information about the public services they are entitled to. When citizens request information, public servants should be in a position to provide the correct information. This means that all public servants should at all times have updated information regarding their organisation, e.g. when an act is amended or policy is reviewed.

- Openness and transparency
 - Citizens should be told how national and provincial departments are run, how much they cost, and who is in charge. Public institutions should publish their annual reports for citizens to see. This will ensure that citizens will be able to see how their taxes are spent.
- Redress
 - If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy; and when complaints are made, citizens should receive a sympathetic, positive response. This will ensure that the Public Protector is relieved of its workload of complaints from citizens. Sometimes citizens want to see that their government cares.
- Value for money
 - Public services should be provided economically and efficiently in order to give citizens the best possible value for money. When public institutions spend millions of rands on uncompleted projects, badly built RDP houses and taps that do not have water, citizens see this as wastage and not a value for money exercise. This encourages violent service delivery protests in the country.

If government institutions observe the above-mentioned principles when services are rendered to citizens, service delivery can be enhanced. Munzhedzi (2011) posits that the PMS is one of the vehicles for improving service delivery in the public service. When performance is managed properly it contributes to the improvement of service delivery and productivity in the public service.

3.2.9 Performance Management and Development system Policy of the Limpopo Department of Public works

The Department of Public Works Performance Management and Development Policy of 2013 states that it aims to harness individual and group performance towards the realisation of the departmental strategic and operational goals and objectives. The policy further states that, all the officials within the department must develop a relevant performance instrument in conjunction with their supervisor/manager and submit it by 30 April of each financial year. Employees who do not meet the submission deadline will not be considered for performance incentives.

Paragraph 7.3.1 of the policy dictates the dates for submission of the performance reviews after every quarter in a financial year. It further states that excellent performance will qualify for incentives and poor performances will be scrutinised for further interventions such as training, guidance and counselling.

Paragraph 7.4.3.1.4 of the policy further sets limits on the budget of the department with regard to incentives that employees can receive: the maximum bill of the department may not grow by more than 2% per year as a result of pay progression and the budget on cash bonus should not exceed 1.5% of the payroll of the department. The policy of the department is based on planning for performance, reviewing the performance, rewarding individual excellence and paying special attention to poor performance.

Paragraph 7.4.3.2.1 of the policy plays a deterrent role when it dictates that no public institution is allowed to exceed 1.5% of its total payroll and a performance bonus should be a minimum of 5% and a maximum of 9%. This places limitations on the budget of the PMS in public institutions. If it happens that all members of staff perform optimally in one department, what will happen? Where will the minimum of 5% of the payroll come from to pay performance bonuses? This will discourage good performers from performing optimally and the state could lose the best employees to the private sector. This has put top bureaucrats in a conundrum.

3.3 CONCLUSION

This chapter dealt with legislative frameworks that guide government institutions regarding the management of PMS. The prescripts are a detailed account of legislative guidelines that give comprehensive coverage on the need to implement performance management in the public service. It is evident that government takes the PMS as an important vehicle that should improve service delivery in the Republic. It is also important for public institutions to observe these prescripts when they implement PMS in their own organisations.

The next chapter deals with the design and methodology that were undertaken for the study.

CHAPTER 4

RESEARCH DESIGN AND METHODOLOGY

4.1 INTRODUCTION

The previous chapter dealt with the legislative framework that gave birth to the PMS in the public sector. This chapter focuses on the research design and methodology used in this study. Remenyi (1996) posits that the academic researcher needs to explain why the research should be considered, point out precisely what was found and what use the findings are to the community, and clearly state the basis of the claim of adding something new of value to the store of knowledge.

4.2 RESEARCH DESIGN AND METHODOLOGY

Mouton (1996, in Oliver 2008) defines research design as an exposition of how the researcher plans to structure the research into the problem that has been formulated. According to Mouton (2001, in Munzhedzi 2011) research design could also be defined as a plan or a blueprint of how one plans to conduct the research. He further argues that it is a structured framework of how one intends conducting the research process in order to solve a research problem.

Research methodology, however, has a different focus in that it is concerned with steps, procedures, techniques and specific tasks to be carried out by the researcher to implement the research design. The quality of research is gauged by the validity and reliability of results. Validity refers to the degree to which a study measures what it purports to measure, whereas reliability is an estimate of the accuracy and internal consistency of a measurement instrument. Validity and reliability often suffer when a researcher selects views and arguments that support personal views, provide insufficient evidence and reasons for final conclusion, and are prejudiced (Bless, Higson-Smith and Kagee 2006:156, in Munzhedzi 2011). The researcher has made

attempts to achieve a high level of reliability and validity by ensuring that the views and arguments sourced from the respondents are accurate and the evidence obtained from the data collected sufficient.

Welman, Kruger and Mitchel (2005:2, in Kgwefane 2013) define research methodology as a concept that considers and explains the logic behind research and techniques. In research methodology the focus is on the procedures and tools to be utilised in collecting data leading toward solving the research problem. Unlike research design the focus is developing a plan that enables the researcher to collect data leading towards solving the research problem.

According to Mouton (1990, in Oliver 2008) the procedures in qualitative research are not as strictly formalised as in quantitative research. The researcher used a qualitative approach in this study. Munzhedzi (2011) and Kgwefane (2013) utilised a qualitative approach in their studies on PMS, which are similar to this study.

4.2.1 Qualitative Research Approach

According to Jackson (2008) qualitative research focuses on phenomena that occur in natural settings, and analyses data without the use of statistics. She further posits that qualitative research always takes place in the field or wherever the participants normally conduct their activities and is often referred to as field research. Babooa (2008) argues that a qualitative research approach involves an in-depth understanding of participants' behaviour and the reasons that govern participants' behaviour. Babooa (2008) further argues that qualitative research relies on reasons behind various aspects of participants' behaviour. Leedy and Ormrod (2005, in Kgwefane 2013) mention that the purpose of a qualitative study is to describe, explain, explore, interpret and build theory.

Jackson (2008) further posits that qualitative research entails observation and/or unstructured interviewing in natural settings. Wessels, Pauw and Thani (2009, in Munzhedzi 2011) assert that the study of products of human behaviour includes implementation and outcome evaluation research as well as programme evaluation and policy analysis. Therefore, similar to Oliver (2008, Munzhedzi 2011) and Kgwefane (2013), this study employs a qualitative research approach. Qualitative research

approach is appropriate for this study as Oliver (2008), Munzhedzi (2011) and Kgwefane (2013) study the related topic.

4.2.2 Population

According to Babbie (2004) “population” is the theoretically specified aggregation of the elements in a study. Welman, Kruger and Mitchel (2005, in Kgwefane 2013) further define population as the study object that consists of individuals, groups, organisations, human products and events or the conditions to which they are exposed.

Welman and Kruger (2003, in Ngcelwane 2008) argue that usually the populations that interest human behavioural scientists are so large that, from a practical point of view, it is simply impossible to conduct research on all of them. The population in this study is taken from the Department of Public Works at Head Office, which is comprised of 298 officials as represented by Table 4.1 below:

Table 4.1 Total population

Title	Total
Chief Directors/General Managers	7
Directors/Senior Managers	20
Deputy Directors/Managers	55
Other	216
Total	298

4.2.3 Sampling

Martin, Kevin and Desmond (2006) define sampling as the selection of research participants from an entire population. It involves decisions about which people, settings, events, behaviours and social processes to observe. Purposive sampling has been used in this study. Babbie (2004) defines purposive sampling as non-probability

sampling in which one selects the units to be observed on the basis of one's own judgement about which ones will be most useful or representative.

The sample used in this study was 40 employees, as illustrated by Table 4.2 below, which represents 13.4% of the total staff members in the Limpopo Department of Public Works at Head Office. These officials represent senior management, middle management, lower management and ordinary staff members who are involved in the implementation of PMS in the Department of Public Works at Head Office. Babooa (2008) argues that for a sample to be deemed representative, the researcher should select a minimum of 10% of the given research population. The officials were targeted due to their seniority and experience in the implementation of PMS within the Department.

Table 4.2 Purposive sampling procedure

Positions	Total population	Target population	Proportional sample	Gender	Age
Chief Directors/General Managers	7	4	4 (100%)	Female = 1 Male = 3	28-60 35-60
Directors/Senior Managers	20	7	7 (100%)	Female = 4 Male = 3	28-60 28-60
Deputy Directors/Managers	55	10	10 (100%)	Female = 6 Male = 4	25-60 25-60
Other officials	216	19	19 (100%)	Female = 10 Male = 9	25-60 25-60
Total	298	40	40	40	

4.3 DATA COLLECTION METHODS

Brink (1996, in Kgwefane 2013) states that when planning the process of data collection, the researcher is guided by five important questions: What, How, Who, Where and When. He argues that the researcher must carefully consider exactly what type of information is needed to answer the research questions stated in Chapter 1 of the study. Van As and Van Schalkwyk (2001, in Oliver 2008) argue that when a qualitative study is designed, the researcher works on problems and questions, and data collection procedures such as interviews, observations, and document and audio-visual materials. Hanekom (1987, in Munzhedzi 2011) distinguishes between primary and secondary data: secondary data refers to the data that is available in published literature while primary data refers to the data obtained from the original source. Primary data in this study includes data collected through questionnaires and annual performance plans, performance review documents and minutes of the moderating committees. This study has been conducted using multiple methods, namely, questionnaire and document analysis, which are discussed in detail below.

4.3.1 Semi-structured questionnaire

Babbie (2004) defines a questionnaire as a document containing questions and other types of items designed to solicit information appropriate for analysis. According to Babbie (2004) open-ended questions are questions to which the respondent is asked to provide his or her own answers, whereas closed-ended questions are survey questions in which the respondent is asked to select an answer from among a list provided by the researcher. O'sullivan, Berner and Rassel (2008) in Munzhedzi (2011) argue that a semi-structured questionnaire consists of both open-ended and closed questions. Semi-structured questionnaires contained questions which required respondents to provide detailed answers. In this study, questionnaires (see Annexure 2) were distributed and collected by hand and via e-mail to general managers, senior managers, managers, deputy managers and operational staff members of the Limpopo Department of Public Works. Some respondents were contacted by telephone and one-on-one visits to

ensure that clarity was provided about any misunderstanding regarding the questionnaire.

4.3.2 Documentary sources

Terreblanche, Durrheim and Painter (2006, in Kgwefane 2013) argue that documentary sources such as internal newsletters and official documents are useful in gathering data in research. The documents utilised in this study include mainly annual performance plans and annual reports of the Department for the period between 1 April 2011 and 31 March 2014.

4.4 DATA ANALYSIS

Babbie (2008) defines qualitative data analysis as the non-numerical assessment of observations made through participant observation, content analysis, in-depth interviews and other qualitative techniques for the purpose of discovering underlying meanings and patterns of relationships. De Vos, Strydom, Fouche and Deport (2005, in Kgwefane 2013) agree that data analysis is the process of bringing order, structure and meaning to the mass of collected data. Babooa (2008) argues that the first step in the analysis of data is a critical examination of the collected data. In this study, analysis includes data collected through questionnaires and documents including annual performance plans and annual reports. Semi-structured questionnaires were distributed to 40 officials of the Limpopo Department of Public Works at Head Office. The collected data was carefully analysed and the findings are presented in the next chapter.

4.5 ETHICAL CONSIDERATIONS

Denscombe (2010) believes that in the collection and analysing of data and dissemination of findings, researchers are expected to:

- respect the rights and dignity of those who are participating in the research project
- avoid any harm to the participants arising from their involvement in the research
- operate with honesty and dignity.

The researcher obtained approval from the accounting officer (see Annexure 2) to conduct the study. The participants were not forced to participate and they were informed that their participation in the research was voluntary and the information gathered would not be used to harm them.

4.6 CONCLUSION

This chapter has dealt with the research design and methodology that were applied in this study. This chapter also dealt with a detailed description of the data collection method used in the study, which includes questionnaires and documentary analysis. The population and the size of the sample were clearly dealt with in the chapter.

Data analysis is dealt with in detail in the next chapter.

CHAPTER 5

DATA ANALYSIS

5.1 INTRODUCTION

Chapter 4 dealt with the research design and methodology, which included data collection methods utilised in the research. This chapter focuses on the analysis and findings of the data collected through questionnaires and documentary analysis. This chapter intends to provide possible solutions and recommendations with regard to the implementation of the PMS in the Limpopo Department of Public Works.

5.2 ANALYSIS AND FINDINGS FROM THE SEMI-STRUCTURED QUESTIONNAIRE

The respondents were asked 17 questions relating to the implementation of the PMS in the Limpopo Department of Public Works. The semi-structured questionnaire (Annexure One) was sent to 48 departmental officials, through electronic mail and physical delivery, at the head office of the Department. However, 40 respondents provided feedback to the semi-structured questionnaire through electronic mail and physical delivery. These officials included General Managers/Chief Directors, Senior Managers/Directors, Managers/Deputy Directors, Deputy Managers/ Assistant Directors and Administration Officers/Operational Staff. The respondents were from across the various sections in the Department, namely, Strategic Finance, Properties and Facilities, Corporate Services, Expanded Public Works Programme (EPWP), Construction Management and Infrastructure Planning and Design. The responses to questions asked in the questionnaire are analysed in the next section.

5.2.1 Respondents' definition of PMS

The respondents were asked to describe PMS as it applied in the Department. Most employees understand PMS. However, eleven (27.5%) respondents view PMS as a

cash rewarding system that pays out bonuses and allows for pay progression annually. This is supported by a senior manager who describes the application of PMS as an annual rewarding of all employees, since it is budgeted for.

One respondent described PMS as a cash rewarding system rather than a development system. Nine respondents (22.5%) regard PMS as another source of income regardless of whether the targets have been achieved or not.

Another respondent mentioned that a large number of employees view PMS incentives as their entitlement.

Six respondents (15%) seem to have a comprehensive understanding of PMS even though all the respondents have been employed by the Limpopo Department of Public Works for more than five years.

5.2.2 Employees' understanding of PMS

Respondents were asked to describe whether their level of understanding of PMS is adequate or not and to provide further explanations on the subject. Although all respondents submitted their definitions of PMS, six respondents (15%) indicated that their understanding of PMS is not adequate due to a lack of training on the subject. Two respondents (5%) regard their understanding of PMS as beyond adequate due to the fact that they were involved in the development of the system at national, provincial and departmental level at the conceptual stage in 1998. These officials have a combined experience of 50 years in the public service. Twenty-three (57.5%) respondents are of the opinion that their understanding of PMS is adequate due to having gone through workshops that were conducted by the Departmental directorate of the PMS. Nine (22.5%) of the respondents indicated that they obtained an understanding of PMS through reading departmental policy. These officials acknowledged that since their understanding is self-taught they only concentrate on the compliance part of the system, namely, to submit performance instruments at the beginning of the year and reviews quarterly.

The analysis of the respondents shows that some officials have limited understanding of the PMS in the Limpopo Department of Public Works. A few officials with over twenty years of experience in the public service understand the system. From this analysis it is evident that the involvement of all officials in the policy development is crucial and can bear positive results for public institutions. It is also evident that training on the system should be a continuous process for the Department.

5.2.3 Supervisors' understanding of PMS

The respondents were asked whether they believed their supervisors understand the PMS in the Department. Twenty-eight (70%) of the respondents believed that their supervisors have an adequate understanding of the PMS and its application. Twelve (30%) respondents indicated that they do not believe their supervisors have an adequate understanding of the PMS. These officials believe that there is no interaction with supervisors, and performance reviews and instruments are only signed for compliance purposes. One official from employee relations indicated that through resolving grievances on the PMS, he learned that supervisors have different interpretations of the policy from their subordinates. These different interpretations cause confusion in the workplace, which at times results in the influx of unnecessary grievances. In some cases supervisors have a more incorrect interpretation than their subordinates, which results in embarrassing ruling in favour of the subordinates. One official from senior management service believes that since his supervisor is fairly new to the public service, more training needs to be provided.

It is evident that some supervisors are seen to be lacking adequate understanding of the PMS as expounded by labour relations officials and some of their subordinates. It is also crucial to note that officials who enter the public service at higher post levels need to be thoroughly trained in the PMS. The increases in grievances about the PMS also illustrate a general lack of adequate understanding of the PMS by some supervisors.

5.2.4 General understanding of PMS in the Limpopo Department of Public Works

The respondents were asked whether they think there is a general understanding of the PMS in the Department by all officials. Twenty-nine (72.5%) of the respondents are of

the opinion that there is no adequate general understanding of the PMS in the Limpopo Department of Public Works by officials. These officials argue that the majority of employees view the PMS as a cash rewarding system equivalent to a salary. Eleven (27.5%) of the respondents think there is adequate general understanding of the PMS by officials. These officials credit this, to numerous workshops that were organised by the Department's PMS directorate. However, it is alarming that 72.5% of the respondents still hold the view that there is insufficient general understanding of the PMS in the Department.

It is evident that workshops have been provided for officials by the PMS directorate as attested by 27.5% of the respondents. However, it looks as if the training provided is not sufficient as backed by 72.5% of the respondents who believe that general understanding of the PMS is inadequate. One official believes that performance instruments and reviews are completed for compliance purposes rather than to address the real issues of performance.

5.2.5 Adherence of processes during implementation

The respondents were asked if they think PMS processes are followed during its implementation in the course of the financial year. Only one respondent (2.5%) thinks that PMS processes are adhered to during the course of the financial year. The majority of respondents (97.5%) believe that processes are not followed by employees during the course of the financial year. One respondent believes that corners are being cut in order to accommodate personal perspectives as opposed to an organisational policy position. Another respondent argued that the influx of grievances from aggrieved officials is a sign that processes are not followed during the course of the financial year.

It is evident that basic processes of the PMS policy are not adhered to by either supervisors or subordinates, as attested by 97.5% of the respondents. If the processes of the system are not strengthened, the result will be disastrous. The system will not yield the desired results.

5.2.6 Improving the understanding of PMS in the Limpopo Department of Public Works

The respondents were asked what should be done to improve the understanding of the PMS in the Department. One respondent (2.5%) feels that there is no need for an improvement of the PMS in the Department. An overwhelming 39 (97.5%) respondents believe that mass education and training should be embarked upon to entrench the ethos and purpose of the system on new employees. They also believe that refresher courses on the PMS should be conducted for existing employees.

Ninety-seven point five percent of the respondents believe that new employees should go through rigorous training on the PMS. This concurs with Oliver (2008)'s recommendation as mentioned in Chapter 2 section 2.3. Particularly those who join the public service for the first time, namely, new employees from the private sector and new graduates joining the public service should be trained. The researcher agrees with the respondents when they posit that existing employees need to be given refresher training on the PMS on a regular basis.

5.2.7 Departmental performance from April 2011 to March 2014

The respondents were asked whether they would attribute poor performance in the Department to the PMS during the financial years 2011/12, 2012/13 and 2013/14. All respondents (100%) believed that the Department performed badly for this period (1 April 2011 to 31 March 2014). Two respondents (5%) believe that the poor performance of the Department cannot be attributed to the PMS. They argue that the poor performance of the Department could be attributed to factors such as gross shortage of personnel, lack of requisite training and misplacement of skilled personnel. These two respondents also argue that PMS cannot be viewed as the only cause of poor performance. Thirty-eight respondents (95%) believe that poor performance by the Department could be attributed to poor implementation of the PMS. One respondent posited that the focus is not on performance but on compliance with the system and that organisational planning is inadequate.

Although the researcher agrees with the 95% of respondents who believe that poor performance can be attributed to the PMS, the system alone cannot be a cause of poor performance without taking into considerations factors such as lack of requisite personnel, lack of training and having skilled personnel misplaced, as mentioned by 5% of the respondents.

5.2.8 Support services by PMS division

The respondents were asked whether they believe that the PMS directorate renders adequate support to all officials in the Department. Twelve respondents (30%) believe that the PMS unit gives adequate support to officials in the Department. Twenty-eight respondents (70%) believe that there is inadequate support from the PMS unit in the Department. These respondents believe that this can be attributed to the fact that workshops only occur when there are changes to the reporting template instead of making training on the PMS an ongoing process.

It is clear that although the PMS unit provides support to officials in the Limpopo Department of Public Works, the support is not seen to be sufficient, and hence there is inadequate understanding of the system by officials. Workshops should not be conducted only when there is a change to the reporting template.

5.2.9 Skills and training of PMS officials

The respondents were asked whether they believe that staff members in the PMS section are skilled or trained enough to implement the PMS in the Department. Munzhedzi (2011) argues that implementing the PMS includes inculcating a culture of performance and improved productivity in the organisation. Therefore it is crucial that officials in the PMS unit need to be highly skilled.

Twenty-nine respondents (72.5%) believe that officials in the PMS unit have adequate skills. These respondents argue that officials have skills but the unit is terribly under-resourced in terms of personnel. Another respondent believes that the capacity of officials in the PMS is not as important as the correct implementation of the PMS by supervisors and employees in the Department. Eleven respondents (27.5%) believe that

the officials in the PMS unit do not have adequate skills. These respondents argue that it is not prudent for officials to wait until the submission of the final assessment to request employees to submit a portfolio of evidence to justify higher rating rather than to request this information on quarterly basis when reviews are requested. Respondents believe that proper training should be given to officials in the PMS unit.

The successful implementation of the PMS does, among others, depend on the skills of officials in the unit. This ensures that employees are given proper advice on any aspect that is PMS-related in the Department. Training of the existing staff members and capacitating the unit with regard to new personnel should be done. This is supported by Munzhedzi (2011)'s recommendation mentioned in Chapter 2 section 2.3 when he argues that PMS training on the purpose and objective of the system should be conducted annually for all employees.

5.2.10 Failure to comply with PMS

The respondents were asked what they think the Department should do to deal with the challenge of failure to submit PMS documents by officials. All the respondents (100%) believe that failure to submit PMS documents should be treated as a refusal to take lawful instructions. Corrective measures should be taken against those who do not comply. The respondents argue that those who fail to comply with submission of the PMS documents should also forfeit their performance bonus and pay progression. This will discourage them from failing to comply with the submission of PMS documents. However, other respondents warn against applying corrective measures before training is conducted for both supervisors and subordinates. The respondents further argue that the PMS process should also be simplified, and be easy to manage and apply. The respondents concur with Munzhedzi (2011)'s recommendations noted in Chapter 2 section 2.3 when he emphasises that disciplinary measures should be meted out to officials who do not comply. However, interactions should first take place where employees are made to understand the purpose of submitting PMS documents on time. These interactions could be done through workshops where a culture of compliance will be instilled.

5.2.11 Performance standards

The respondents were asked whether they think performance standards in the performance plan are understood by all officials. Twenty-four respondents (60%) believe that performance standards are not clearly understood. Sixteen respondents (40%) argue that the performance standards are understood by all officials but that there is a lack of commitment from some officials in the Department. The respondents further argue that performance standards are understood as shown by few errors that are committed within the plan by officials and all are required is to make small adjustments in order to get optimal performance from those officials.

Lockett (1992, in Maila 2006) (see Chapter 2 section 2.3 of this study) highlights that effective PMS has the following benefits:

- Top Management would be able to get on with their job of setting objectives for the organisation while managing relationships with external bodies such as customers, politicians, regulatory bodies and shareholders, and translating their requirements into objectives for the organisation.
- Middle management will be assisted to gain a full understanding of the organisation's mission, set targets and standards for their team, and delegate work, thus freeing themselves to concentrate on strategic planning and continuous improvement and development of their operations and team work.
- Ordinary workers' improved management of performance should result in clearer targets and the freedom to work autonomously to achieve these targets, with the right level of support from management, namely, improved personal self-development.

It is evident from Lockett (1992, in Maila 2006) that for public institutions to derive benefits from the PMS, officials need to fully understand performance standards. However, it is alarming that a large number of respondents (60%) are of the opinion that performance standards are not fully understood by the officials. This could make it difficult for the PMS in the Department to be successfully implemented.

5.2.12 Agreed performance standards

The respondents were asked whether they believe that performance standards in the performance plans were agreed on. Twenty-seven respondents (67.5%) are of the opinion that performance standards were agreed on between supervisors and subordinates. Thirteen respondents (32.5%) posit that performance standards were not agreed on between supervisors and subordinates. The respondents believe that some performance standards are imposed on the subordinates without any deliberations. Pressure is exerted on the subordinates to sign the documents or fear reprisals by the supervisors. The respondents further indicate that some subordinates' standards do not have clear linkages with the supervisors' ones.

The analysis in this study shows that there are some supervisors who impose standards on their subordinates instead of coming to an agreement with their subordinates. Although this is a small number of respondents (32.5%), it poses a danger to the performance of subordinates. The subordinates might attribute their poor performance to the impositions of standards by their supervisors. Some subordinates, for fear of reprisals, often just sign to comply with submission dates.

5.2.13 Performance bonuses and pay progression for good performance

The respondents were asked whether they feel performance bonuses and pay progression are adequate to encourage optimal performance by officials in the Department. Twenty-four respondents (60%) argue that pay progression and cash bonuses that are paid by the Department are not adequate. One respondent argues that though PMS policy prescribes that officials who obtain a score of more than four should receive a performance bonus of between 5% and 9%, the Department has been paying cash bonuses of between 2% and 4% in the past three years. This is as a result of a blanket payment approach, which will then exceed the 1.5% of the compensation of employees' budget. Another respondent posits that this blanket approach discourages good performers as all qualify for pay progression despite their poor performance.

Sixteen respondents (40%) believe that the pay progression and cash bonuses are adequate. However, respondents further argue that cash should not be the only

motivator for employees. Other factors such as team building, management support and being appreciated for good work done should be applied by supervisors. Another respondent from SMS level argues that training and education should be regarded as the most important factor for all officials to encourage a culture of learning in the public service.

It is evident that some respondents argue that a free-for-all approach will discourage good performers. This will further yield inaccurate results as bad performers will think that they are on the right track. The respondents further agree with Munzhedzi (2011)'s recommendation (see Chapter 2 section 2.3) regarding non-monetary factors such as team building exercises and being appreciated for the work done well. Munzhedzi (2011) recommends that best performers should be recognised by appreciating them during Departmental gatherings in the presence of their colleagues.

5.2.14 Training for poor performance

The respondents were asked whether they believe that training was provided for officials who performed poorly in the Department. Twenty-eight respondents (70%) believe that adequate training is not provided for poor performance by officials in the Department. The respondents emphasise that the training that is provided does not address the gaps that were identified in the PMS process. The respondents further claim that training is only offered at the end of the financial year merely to spend the remaining departmental funds. Another respondent believes that requisite training that will take the performances of officials to optimal level is not provided. Twelve respondents (30%) believe that training is provided for poor performers. However, the respondents argue that if the supervisors do not implement the PMS correctly, irrelevant training will be provided.

It is evident from the respondents that training is provided in the Department but in most cases it is irrelevant. This will be detrimental to the Department if training is provided for the sake of spending the budget rather than addressing gaps identified during the PMS process.

5.2.15 Contribution of training to improvement of performance of poor performers

The respondents were asked whether training contributes to improvement in the performance of poor performers. All respondents (100%) agree that training could improve the performance of poor performers. However, respondents are in agreement that only the relevant training that addresses the gaps identified in the PMS process could bring improved performance to the organisation. These respondents argue that purposeful training geared for the development of employees will bring improved performance. Other respondents said that improved performance in the Department depends on the employee's passion and eagerness to learn. The respondents further believe that under-performance has a myriad of causes, such as low morale and motivation, which could not be attributed to only a lack of training.

The analysis of the responses shows that there is general agreement that relevant training in the Department is not provided correctly. Training programmes that are not linked to the employee's personal development plan are provided instead.

5.2.16 Managing under-performance in the Department

The respondents were asked whether under-performance is well managed in the Department. All the respondents (100%) believe that under-performance is not adequately managed in the Department. The respondents argue that if under-performance was well managed, the Department would be performing better. Fifteen respondents (37.5%) posit that there are no investigations as to the causes or possible causes of poor performance nor are steps identified to address the matter. These respondents further argue that as long as the Department is unable to identify the real reasons for under-performance, it remains difficult to manage. Respondents believe that as long as training provided is not aligned to the employee's personal development plan, it would be difficult to manage under-performance.

It is evident from the analysis that most of these respondents concur that poor performance is not adequately managed by the Department. It is further noted that the respondents emphasise that under-performance will be difficult to manage if the gaps identified during the PMS process are not addressed. The Department can provide as

many training programmes as it wishes, but if they do not address the gaps the process will be futile.

5.2.17 Performance bonuses and pay progression for good performers

The respondents were asked whether they believe that 1.5% of the wage bill was sufficient to reward good performance in the Department. Twenty-five respondents (62.5%) believe that the 1.5% of the wage bill is sufficient under present economic conditions. The respondents argue that proper management needs to be exercised so that only good performers who exceed their targets are compensated. Respondents posit that the performance bonus and pay progression are adequate as employees are already paid their salaries monthly. The respondents further mention that non-cash factors such as acknowledgement of good performance or a pat on the shoulders should be encouraged. Fifteen respondents (37.5%) feel that the 1.5% of the wage bill allocated to PMS is not adequate. The respondents argue that the current situation where anyone who has submitted the PMS documents is paid discourages good performance at work.

It is evident that the majority of respondents (67.5%) agree that the current 1.5% of the wage bill is adequate to pay exceptional performers.

The PMS remains a crucial tool to align individual performance to organisational performance. The study looks at two objectives (see Chapter 1 section 1.4), namely: to assess guidelines informing the implementation of PMS and to analyse the expected performance standards of the Limpopo Department of Public Works. It is apparent that the majority of employees have an adequate understanding of PMS. This means that the system's guidelines are understood by the majority of employees in the Limpopo Department of Public Works. However, it looks as if implementers (supervisors and supervisees) are having difficulties implementing the system.

5.3 FINDINGS FROM DOCUMENTARY ANALYSIS

In Chapter 4 (see section 4.3.2) it is indicated that annual performance plans (APP) and annual reports were analysed. These documents are dated 1 April 2011 to 31 March 2014. The APP is a tactical document produced annually as a blueprint to give the Department direction for the next financial year. It contains the targets the Department has to achieve during the financial year. This document is agreed on by top executives of the Department.

An annual report is a document that records what transpired during the financial year. It shows whether the Department achieved or failed to achieve its targets as mentioned in the annual performance plan during the financial year. Below is a table illustrating annual performance plans and annual reports of the Department from the 1 April 2011 to 31 March 2014.

5.3.1 Financial year 2011/2012

An analysis is made of the core functions of the Department, namely construction management, property and facilities management and expanded public works programme (EPWP) for the financial year 2011/2012.

Table 5.1 Performance targets in construction, properties and facilities, and expanded public works programme in the financial year 2011/2012

PERFORMANCE TARGETS (APP)	TARGETS FOR THE FINANCIAL YEAR	ACTUAL PERFORMANCE (ANNUAL REPORT)	ACTUAL PERFORMANCE IN PERCENT	REASON FOR NON-ACHIEVEMENT
Number of Infrastructure Programme Implementation Plans compiled	3	4	133.33%	Project completed successfully
20 year infrastructure plan developed and implemented	1	0	0%	Lack of funds
Complete work on 28 schools	100%	72%	72%	Delayed payments to contractors. Three projects put on hold to

				contribute to Provincial Bank Overdraft
Complete work on nine additional projects	85%	32%	37.65%	Projects could not be proceeded with due to insufficient budget from client Department
Complete work on 20 emergency schools projects	100%	71%	71%	Cash flow problems resulting from delayed payments
Complete work on Mastec College	100%	100%	100%	Project completed successfully
Complete work on construction of new male acute, sub-acute and chronic ward at Thabamooipo Hospital	100%	100%	100%	Project completed successfully
Complete work on construction of substance abuse ward at Thabamooipo Hospital	100%	85%	85%	Delayed payments
Complete work on construction of new female acute, sub-acute and chronic ward at Thabamooipo Hospital	100%	100%	100%	Project completed successfully
Complete work on construction of medical and geriatric ward with staff carports and walkways at Thabamooipo Hospital	100%	100%	100%	Project completed successfully
Complete work on the construction of health support at Thabamooipo Hospital	100%	0%	0%	Evacuation of patients to new male security ward was not completed by end user
Complete work on the construction of Thabaleshoba Health Centre	100%	100%	100%	Project completed successfully
Complete work on the construction of Transport Control Offices at Thabamooipo	100%	25%	25%	Lack of payment by the client Department
Complete work on construction of Thohoyandou EMS	100%	98%	98%	Late payment
Complete work on construction of four libraries	100%	100%	100%	Project completed successfully

Number of applications submitted for vesting	420	78	18.57%	Capacity problems in processing applications in Department
Number of R293 Townships transferred to municipalities	8	5	62.50%	Pending court cases between traditional leaders and the Department. Some properties need to be vested in the name of the province
Number of Custodian Asset Management Plans compiled in terms of GIAMA framework	1	0	0%	Lack of credible User Asset Management Plans from user departments
Number of Comprehensive User Asset Management Plans compiled in terms of GIAMA framework	13	13	100%	Work completed successfully
Complete work on the updating of Provincial Immovable Asset Register in terms of GIAMA minimum requirements	100%	100%	100%	Work completed successfully
Amount paid for rates and taxes in line with devolved function	R34 478 000	R28 058 817.88	81.38%	An amount of R1 403 186 was submitted for payment but did not go through. Most properties are on communal land and need to be surveyed and vested before billing.
Amount of arrear rentals collected	R1 255 852	R569 000	45.31%	Poor implementation of the debt recovery strategy
Progress in the relocation of the Provincial Legislature from Lebowakgomo to Polokwane	60%	0%	0%	Gross lease model to be clarified in the Development Agreement
Progress in the relocation of essential services from Lebowakgomo to Jane Furse	75%	0%	0%	Unavailability of land

Provision of required accommodation for government	100%	87%	87%	Suspension of lease procurement
Number of properties to be disposed	20	6	30%	Purchasers failing to raise funds
Complete work on refurbishment of Giyani (Block D) Government Complex	100%	80%	80%	Non-payment of sub-contractors and workers by the contractor
Complete work of refurbishment of Giyani (District Municipality Block) Government Complex	100%	40%	40%	Procurement of building materials suspended pending stabilisation of provincial cash flow
Complete work on refurbishment of Lebowakgomo (Education Block) Government Complex	100%	0%	0%	Project suspended to contribute to the Provincial Bank Overdraft
Complete work on the refurbishment of Thohoyandou (Block E, F & Chamber) Government Complex	100%	100%	100%	Project completed successfully
Complete work on the construction of Ephraim Mogale Cost Centre	100%	35%	35%	Procurement of building materials suspended pending stabilisation of the provincial cash flow
Number of blocks of offices to be maintained	8	5	62.5%	Procurement of building materials suspended pending stabilisation of the provincial cash flow
Number of houses to be maintained	68	62	91.18%	Procurement of building materials suspended pending stabilisation of the provincial cash flow
Renovation of Premier's Guest House at Parliamentary Village	100%	90%	90%	Procurement of building materials suspended pending stabilisation of the provincial cash flow

Number of hectares of landscape and gardens to be developed at Giyani Government Complex	1.5	0	0%	Project suspended to contribute to the Provincial Bank Overdraft
Number of hectares of landscape and gardens to be developed at Thohoyandou Government Complex	1.5	0	0%	Project suspended to contribute to the Provincial Bank Overdraft
Hectares of landscape and gardens to be developed at Lebowakgomo Government Complex	100%	100%	0%	Project completed successfully
Hectares of landscape and gardens to be developed at Thohoyandou Government Complex	100%	100%	100%	Project completed successfully
Complete work on installation of lifts	100%	90%	90%	Slow performance of the contractor
Facilities to be audited and installed with energy efficient equipment	100%	100%	100%	Project completed successfully
Metres of palisade fencing to be constructed	2 420	1 060	43.80%	Procurement of building materials suspended pending stabilisation of the provincial cash flow
Complete work on the construction of Mulima Traditional Offices	100%	98%	98%	Procurement of building materials suspended pending stabilisation of the provincial cash flow
Number of condition assessments to be done	500	500	100%	Project completed successfully
Number of jobs to be created	180	52	28.89%	Suspended projects due to provincial cash flow problems
Number of sector committee meetings to be convened	36	39	108.33%	Target achieved
Number of work opportunities to be monitored utilising Public Works' budget	150	122	81.33%	Suspended projects due to provincial cash flow problems

Number of youth to be in National Service Programme	400	400	100%	Project completed successfully
Number of work opportunities to be created using EPWP incentive grant	500	384	76.80%	Suspended projects due to provincial cash flow problems

Source: (Limpopo Department of Public Works, 2012: 40-51)

The above table illustrates the targets set out by the Department in Annual Performance Plans and the achievements in the Annual Report for the financial year 2011/12. The table shows that the Department only achieved 15 out of 48 targets that were set for the financial year 2011/12. This is an achievement of 31.2% of the total targets that were set in the annual performance plan. This occurred despite the fact that the Department paid performance bonuses and pay progressions to the value of R1 528 000 (Limpopo Department of Public Works, 2013:163).

This is a serious under-achievement for any organisation. However, as shown in Table 5.1, some of the challenges that contributed to the Department's under-performance are external, such as projects being suspended due to provincial cash flow problems. This led to four departments being taken under administration. The Limpopo Department of Public Works received a disclaimer audit report from the Auditor General of South Africa mainly on immovable assets, movable assets, accruals and receivables. The Auditor General also indicated poor leadership in the Department on important matters such as financial management, human resource practices and information technology (Limpopo Department of Public Works, 2012:71).

5.3.2 Financial year 2012/2013

An analysis is made of the core functions of the Department, namely, construction management, property and facilities management and expanded public works Programme (EPWP) for the financial year 2012/2013.

Table 5.2 Performance targets in construction, properties and facilities and expanded public works programme in the financial year 2012/2013

PERFORMANCE TARGETS (APP)	TARGETS FOR FINANCIAL YEAR	ACTUAL PERFORMANCE (ANNUAL REPORT)	ACTUAL PERFORMANCE IN PERCENTAGE	REASON FOR NON-ACHIEVEMENT
Amount paid for rates and taxes in line with devolved function	R35 757 000	R33 053 000	92.44%	Late submission of invoices by municipalities
Amount of arrear rentals collected	R800 000	R1 076 000	134.50%	Target achieved
Amount in rentals collected	R12 100 000	R17 011 000	140.59%	Target achieved
Amount in municipal services paid	R25 702 000	R23 338 655	90.80%	Late submission of invoices by municipalities
Percentage of accommodation provided in line with U-AMP's	100%	95%	95%	Landlords did not submit tax clearance certificates
Number of land parcels transferred to municipalities	5	3	60%	Matter still to be finalised under the intervention
Number of asset management plans coordinated in terms of GIAMA Framework	12	11	91.67%	2 incomplete returned for reworking
Number of Departmental user asset management plans completed in terms of GIAMA Framework	1	1	100%	Target achieved
Number of custodian asset management plans completed in terms of GIAMA Framework	1	0	0%	Departments failed to submit plans
Percentage of provincial immovable assets in register in terms of GIAMA minimum requirements	100%	98.54%	98.54	Outstanding information on fields on the template
Percentage of work completed on education block at Lebowakgomo	100%	15%	15%	Delayed relocation of officials from building to make

government complex				way for the contractor to commence work
Percentage of work completed at Block E at Thohoyandou government complex	100%	92%	92%	Delay in procurement due to incorrect specification of DB boxes by electrical engineer
Number of blocks of offices maintained	12	3	25%	Delay in procurement of building material
Number of residential houses maintained	100	45	45%	Delay in procurement of building material
Percentage of work completed on construction of Ephraim Mogale Cost Centre	100%	35%	35%	Delay in procurement of building material
Percentage of work completed on construction of traditional council offices at Capricorn District	100%	0%	0%	Delay in procurement of building material
Percentage of work completed on construction of traditional council offices at Mopani District	100%	0%	0%	Delay in procurement of building material
Percentage of work completed on construction of traditional council offices at Sekhukhune District	100%	7%	7%	Delay in procurement of building material
Number of jobs created	200	91	45.50%	Delayed relocation of officials from building to make way for contractor to commence work
Number of physical security assessments conducted	5	12	240%	Target achieved
Number of physical security services contracts managed	26	25	96.15%	One site was terminated
Number of Infrastructure Programme Plans compiled	4	2	50%	Non-submission by client departments

Number of 2013-2014 Infrastructure Implementation Plan compiled	4	3	75%	Target not achieved (No reason provided in the Annual Report of the Department)
20 year infrastructure plan developed and implemented	1	0	0%	No funding
Number of delivery agreements signed	4	0	0%	Target not achieved
Percentage of completed condemned and congested schools programme 1 (Phase 1 & 2)	100%	98%	98%	Late confirmation of budget by client department
Percentage of completed condemned and congested schools programme 2 (Phase 1 & 2)	100%	70%	70%	Late confirmation of budget by client department
Percentage of work completed on major maintenance of 4 schools	100%	100%	100%	Target achieved
Percentage of work completed on school upgrading (Phase 1 & 2)	100%	0%	0%	Late submission of budget by client department
Percentage of work completed on Education Block A & B	100%	0%	0%	Project put on hold by client department
Percentage of completed work on school refurbishment (Phase 1 & 2)	100%	0%	0%	Budget not confirmed by client department
Percentage of work completed on wellness 12/13 (Phase 1 & 2)	100%	68%	68%	Late confirmation by client department
Percentage of work completed on Hospital Revitalisation Programme	100%	20%	20%	Legal dispute by contractor
Number of long term maintenance contracts completed	3	0	0%	Late appointment of Bid Committee
Percentage of work completed on construction of libraries	100%	100%	100%	Target achieved

Percentage of work completed on maintenance of libraries	100%	0%	0%	Late appointment of Bid Committee
Percentage of work completed on construction of market stalls	100%	0%	0%	Project withdrawn by the client department
Percentage of work completed on renovation of Tompi Seleka	100%	0%	0%	Late appointment of Bid Committee
Percentage of work completed on construction of new office at Molemole	45%	0%	0%	Late appointment of Bid Committee
Percentage of work completed on high voltage electrification at Tompi Seleka	100%	100%	100%	Target achieved
Percentage of work completed on construction of service centre at Makhado	60%	0%	0%	Late appointment of Bid Committee
Number of facilities to be inspected for conditional assessment	500	935	187%	Target achieved
Number of Extended Public Works Programme Provincial Coordination reports produced	4	4	100%	Target achieved
Number of youth in national Youth Service Programme in every quarter	400	0	0%	CETA did not transfer funds as per MOU
Number of work opportunities created using EPWP Incentives Grants	500	528	105.60%	Target achieved

Source: (Limpopo Department of Public Works, 2013: 30-37)

Table 5.2 shows the targets that were set by the Department of Public Works in the annual performance plan and the achievements as shown in the annual report for the financial year 2012/13. The Department set out to achieve 45 targets in the financial year 2012/13 as per annual performance plan. However, the Department achieved 10 of these 45 targets. This constitutes 22% of the total targets that were planned for the

financial year 2012/13. The Department paid an amount of R16 560 000 towards performance awards (Limpopo Department of Public Works 2014:190).

The analysis of performance of the core functions of the Department shows that the predetermined targets were not fully achieved. The Department only achieved 22% of the planned targets for the financial year under review. The failure to achieve targets occurred despite the fact that the Department incurred over R9 million in performance management payment for the financial year 2012/13. The Limpopo Department of Public Works received a disclaimer audit opinion from the Auditor General of South Africa mainly on immovable assets, movable assets, receivables, impairment and accruals. The Department was also found wanting in leadership by the Auditor General on the following: financial management, human resources management and risk management (Limpopo Department of Public Works 2013:114).

5.3.3 Financial year 2013/2014

The analysis is made on the core functions of the Department, namely, construction management, property and facilities management and expanded public works programme (EPWP) for the financial year 2013/2014.

Table 5.3 Performance targets in construction, properties and facilities and expanded public works programme in the financial year 2013/2014

PERFORMANCE TARGETS (APP)	TARGETS FOR FINANCIAL YEAR	ACTUAL PERFORMANCE (ANNUAL REPORT)	ACTUAL PERFORMANCE IN PERCENTAGE	REASON FOR NON-ACHIEVEMENT
Improve management of immovable assets utilised for government services delivery	7	3	42.86%	Department deviated from planned targets because it focused on reconciliation of accounts and payments were delayed due to slow pace in which municipalities provided individual accounts
Amount paid for rates and taxes in line with devolved	R37 226 000	R30 000 000	80.59%	Department focused on reconciliation of accounts and payments were delayed due to

rates by National Department of Public Works				slow pace in which municipalities provided individual accounts transaction history
Amount paid for rates and taxes as per Asset register	R15 000 000	R232 000	1.55%	Department focused on reconciliation of accounts and payments were delayed due to slow pace in which municipalities provided individual accounts transaction history
Amount in arrear rentals collected as per debtor list	R1 255 852	R 846 000	67.36%	Tedious legal processes are hampering the Department in recovering arrear rental by tenants
Amount in collected rental as per house register	R13 310 000	R15 800 000	118.71%	Target achieved
Number of custodian asset management plans compiled in terms of GIAMA framework	1	1	100%	Target achieved
Number of properties maintained in all districts as per U-AMP	126	39	30.95%	Funds were re-assigned to other programmes to reduce under-expenditure
Number of Provincial Immovable Assets recorded in register in terms of GIAMA minimum requirements	985	1 116	113.30%	More assets identified than anticipated
Improve management of land and building infrastructure	7	4	57.14%	Poor performance by contractors
Number of 2014/15 Infrastructure Programme Management Plan received	4	4	100%	Target achieved

Number of 2014/15 Infrastructure Programme Implementation Plan compiled	4	4	100%	Target achieved
Number of Delivery Agreements as per Infrastructure Programme Management Implementation Plan	4	4	100%	Target achieved
Percentage of schools completed on condemned and congested programme 1 as per Infrastructure Programme Implementation Plan (IPIP)	100%	84%	84%	Poor performance by contractors
Percentage of work completed on construction of libraries as per IPIP	100%	70.7%	70.70%	Change of design in new libraries
Percentage of upgraded hospitals completed on Hospital Revitalisation Programme as per IPIP	100%	20%	20%	Contractual disputes
Number of facilities inspected for conditional assessment	500	993	198.60%	Target achieved
Coordinate and attain EPWP Phase 2 targets by 2015	4	3	75%	Delay in signing MOU with MERSETA
Number of EPWP Provincial Coordination	4	4	100%	Target achieved

reports produced				
Number of youth in National Youth Service Programme	400	300	75%	Delay in signing MOU with MERSETA
Number of work opportunities created using EPWP Incentive Grant	500	512	102.40%	Target achieved
Number of 5-year Provincial EPWP Business Plans reviewed	1	1	100%	Target achieved

Source: (Limpopo Department of Public Works, 2014: 37-45)

Table 5.3 shows the targets that were set out by the Department of Public Works in the annual performance plan and the actual achievement as shown in the annual report for the financial year 2013/14. The Department set out to achieve 21 targets in the financial year 2013/14 and only achieved 10 of these as shown in the annual report. The Department achieved 47.6% of the total targets that were set in the annual performance plan.

Despite the fact that the Department achieved only 47.6% of the predetermined targets, an expenditure of R12 513 000 was incurred as a results of PMS awards for the financial year 2013/14 (Limpopo Department of Public Works 2015:293).

The analysis shows that the Department has improved from the financial years 2011/12 to 2013/14. The Department achieved 31.2% of its targets at the end of the financial year 2011/12, while at the end of the financial year 2012/13 the percentage achieved was only 22% of the planned targets. However, the Department showed a slight improvement at the end of the financial year 2013/14, with a 47.6% achievement of the planned targets. This shows that the Department performed badly in its core functions during the last three financial years, 2011/12, 2012/13 and 2013/14 in that it failed to achieve more than half of the targets that were set as per the annual performance plans of the past three financial years. The Department needs to seriously improve its

performance in order to be a leader in the provision and management of provincial land and buildings as its vision purports.

The Department received a qualified audit opinion from the Auditor General of South Africa (Limpopo Department of Public Works 2014:155). This is an improved audit opinion from the disclaimer audit opinions of the financial years 2011/12 and 2012/13.

The study looked at two objectives (see Chapter 1 section 1.4), namely, to assess guidelines informing the implementation of the PMS and to analyse the expected performance standards of the Limpopo Department of Public Works. However, this section focuses on objective two. The targets of the Limpopo Department of Public Works were analysed through the annual performance plans and annual reports for the financial years 2011/12, 2012/13 and 2013/14. The analysis shows that the Limpopo Department of Public Works failed to achieve more than 50% of its targets during the periods under review.

5.4 CONCLUSION

In this chapter data collected through questionnaires and documentary sources of the annual performance plans and annual reports of the Department of Public Works for the financial years 2011/12, 2012/13 and 2013/14 were analysed and discussed. Documentary sources such as annual performance plans and annual reports for the financial years 2011/12 to 2013/14 were also analysed and discussed. In the next chapter the researcher will draw conclusions from and make recommendations based on the study as a result of discussions and analysis of data in this chapter.

CHAPTER 6

CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

Chapter 5 deals with the data analysis of the findings from the questionnaire, and annual performance plans and annual reports of Limpopo Department of Public Works for the financial years 2011/12, 2012/13 and 2013/14. This chapter deals with concluding remarks based on the research problem indicated in Chapter 1 (section 1.2). Recommendations are also presented based on the data analysed in Chapter 5 on the implementation of the PMS in the Department of Public Works.

6.2 CHAPTER SUMMARY

Chapter 1 provided the introduction and background to the study about the implementation of the PMS in the Department of Public Works. The researcher developed the research objectives that assisted in addressing the research questions. The research objectives were: to assess guidelines informing the implementation of the PMS and to analyse the expected performance standards of the Department.

Chapter 2 focused on the evaluation and discussion of a literature review that was deemed relevant to the study. The chapter dealt with the work done by other researchers on the same topic as this study (see section 2.2)

Chapter 3 discussed the legislative framework on PMS. Overall the focus of this chapter was on the different policies that were created as a result of PMS in the public sector. The policies (legislation and regulations, see section 3.2 in Chapter 3) provide for the establishment and implementation of the PMS in the public sector. The PMS should be implemented within the policy framework discussed in Chapter 3.

Chapter 4 provided a discussion on the methodology used to collect data and how that data was analysed. The population and the sample were also discussed in the chapter. The research design and methodology were discussed. This is a qualitative study. The different data collection methods were indicated in the chapter.

Chapter 5 of the study presented the analysis of the data collected through questionnaires and documentary evidence. The questionnaires with 17 questions were distributed to 40 respondents. An analysis was done of the responses on the questionnaires, annual performance plans and annual reports for financial years 2011/12 to 2013/14. This chapter considers addressing the research problem raised in Chapter 1 (section 1.2), which asks how to enhance the implementation of the PMS in the Limpopo Department of Public Works.

6.3 STUDY OBJECTIVES

The study looked at two objectives (see Chapter 1 section 1.4), namely, to assess guidelines informing the implementation of PMS and to analyse the expected performance standards of the Limpopo Department of Public Works. It is apparent from the responses to the questionnaire that the majority of employees have an adequate understanding of PMS. This means that the system's guidelines are understood by the majority of employees in the Limpopo Department of Public Works. However, it seems that implementers (supervisors and supervisees) are having difficulties with the implementation phase of the system.

The targets of the Limpopo Department of Public Works were analysed through the annual performance plans and annual reports for the financial years 2011/12, 2012/13 and 2013/14. The analysis shows that the Limpopo Department of Public Works failed to achieve more than 50% of its targets during the periods under review.

6.4 CONCLUSION

The Limpopo Department of Public Works has not achieved its targets as set out in the annual performance plans for the financial years 2011/12, 2012/13 and 2013/14. During these financial years the Department failed to achieve at least 50% of its set targets in their core functions, which are properties and facilities, construction management and the extended public works programme.

From the analysis of data collected from questionnaires and documentary evidence, the following conclusions are drawn:

- The Department failed to meet its targets during the period under review (2011/12 to 2013/14) in its core functions.
- PMS's guidelines are not adequately understood by the majority of employees.
- The majority of employees do not understand their performance targets.
- There is no link between individual targets and Departmental targets.
- The PMS section is too understaffed to properly implement the system in the Department.
- The Department does not have a better way of dealing with poor performers.
- Training programmes that are offered by the Department are not linked to PMS.

The aforementioned conclusions are based on the evidence that was collected and analysed in Chapter 5 of the study. It can be concluded that the objectives of the study have all been achieved. The recommendations of the study are discussed in the next section.

6.5 RECOMMENDATIONS

The following recommendations are based on the findings, analysis and conclusion of the research study:

- Training that is provided to employees should be linked to the PMS in order to address the gaps that were identified during the quarterly reviews. This will ensure that poor performance is eliminated.
- Training on PMS should be provided to all levels of employees in the Department. This will ensure that members of staff will have adequate understanding of the PMS. This training should be packaged in the induction programme of the Department that will be provided to new employees. A refresher training on the PMS should be conducted for existing employees on a regular basis.
- Departmental targets should be communicated to employees at all Departmental levels. This will ensure that employees are aware that their individual performances contribute to the Departmental performance.
- The PMS section should be capacitated in terms of hiring more competent staff to give adequate support to the Department. This will enable the section to provide more awareness workshops to business units in the Department.
- A skills audit should be conducted to ascertain whether employees are correctly placed in the Department.
- Recognition of good performance through encouragement and a profiling in the Departmental newsletter or during a formal meeting by supervisors should be encouraged.

The researcher is of the opinion that the solutions have been provided with regard to the research problem as mentioned in Chapter 1 (section 1.2), namely, how to enhance the implementation of PMS in the Limpopo Department of Public Works. The discussion in this chapter (section 6.3) shows that all the objectives of the study have been adequately addressed. The researcher is of the opinion that the aforementioned recommendations may assist the Department of Public Works in enhancing the implementation of the PMS.

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ANNEXURE ONE

SEMI-STRUCTURED QUESTIONNAIRE

The purpose of this semi-structured questionnaire is to obtain information from the selected members of the staff in the Department of Public Works in the Limpopo Province. The results of the questionnaire will be utilised in a dissertation for a Masters of Public Administration degree of Mr Selaelo Justice Masekwameng. The responses from all the respondents will be treated as confidential and will not be accessed by the employer.

All the responses will cover for a period of three financial years, from 1st April 2011 to 31st March 2014. The responses from the chosen respondents will enable the researcher to make an informed analysis, conclusion and recommendations with regard to PMS and its implementation in the Department of Public Works in Limpopo Province. The responses will assist the researcher to answer the research questions mentioned in Chapter one of this study.

- NAME
- POSITION
- DIRECTORATE

Objective 1: To assess guidelines informing the implementation of the PMS.

1. How would you define performance management as applied in the Department?

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2. Would you describe your level of understanding of the PMS as adequate? Explain further.

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3. Do you think that your supervisor has a good understanding of the PMS? Please explain further?

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4. Do you think that there is general understanding of PMS in the Department by employees at all levels? Please explain.

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5. Do you think that all the PMS processes are adhered to during its implementation? Please explain further.

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6. What do you think should be done to improve the understanding of PMS in the Department?

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7. Would you attribute the poor performance, as stated in the Auditor General's reports, in the past financial years (1st April 2011 to 31st March 2014) to PMS?

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8. Does the PMS directorate render sufficient support services to the entire Department to ensure effective implementation of the system and improvement of performance? Explain further on your answer.

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9. Do you think that officials from PMS directorate have the necessary skills and capacity to implement PMS? Please describe your point further.

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10. What should the Department deal with the challenge of no-submission of PMS documents?

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Objective 2: To analyse the expected performance standards of the Department.

- 1. Do you think that the performance standards in the performance plan are understood?**

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- 2. Were the performance standards in the performance plan agreed on? Explain further.**

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- 3. Would you regard performance bonuses and notch progressions sufficient to encourage good performance in the Department? Explain further**

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- 4. Do you think that training is provided for poor performers? Explain further**

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5. Does training contribute to improvement of performance of poor performers?
Explain further.

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6. Would you say that under-performance is well managed in the Department?
Explain further.

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7. Do you think that 1.5% of the wage bill of the Department is sufficient to
reward good performers? Please explain further.

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LIMPOPO

PROVINCIAL GOVERNMENT
REPUBLIC OF SOUTH AFRICA

DEPARTMENT OF PUBLIC WORKS MEMORANDUM

Reference : 2/8/3
Enquiry : Manamela MP
TO : ACCOUNTING OFFICER SECTION -100 (1) (B)
FROM : SEBOKO MM
CHAIRPERSON RESEARCH ETHICS COMMITTEE
DATE : 5 DECEMBER 2014
SUBJECT : REQUEST FOR PERMISSION TO CONDUCT RESEARCH IN LDPWRI BY MR
S. MASEKWAMENG (UNILIM STUDENT).

1. PURPOSE

The purpose of this memo is to request the Acting Head of Department to grant permission to Mr S. Masekwameng to conduct research in the department.

2. BACKGROUND

The department has established Research Ethics Committee in compliance with the Provincial Research and Development Guidelines. This saw the establishment of the Departmental Research Ethics Committee terms of reference with the purpose of inculcating the culture of participation in human development endeavors by coordinating the implementation of research projects in the department.

Mr S. Masekwameng is a serving employee attached to Asset Management at Head Office. His research project target population is LDPWRI employees.

3. DISCUSSIONS

Performance management is one of the challenging function in the department. In many times the department finds itself at loggerhead with organized labour regarding the management of individual employee performance. The dispute arises due to differences in the understanding on how pay related performance should be managed. The applicant

study has the potential to contribute towards addressing performance management challenges in the department.

4. LEGISLATIVE MANDATES

4.1 One of the South African Qualification Authority Act (1995) objectives is to contribute to the full personal development of each learner and the social and economic development of the nation at large.

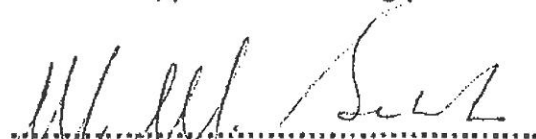
4.2 The Provincial Research and Development Guidelines (2012, p.4) aims at assisting researchers to conduct research that is accurate, valid, reliable and responsive to the needs of the province.

5. FINANCIAL IMPLICATION

There is no financial implication associated with this activity.

6. RECOMMENDATION

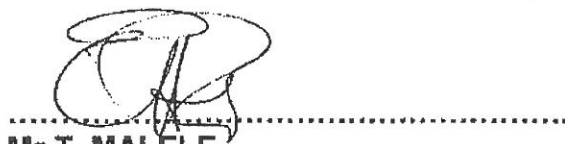
The research proposal was assessed by the Departmental Research and Ethics Committee and therefore it is recommended that the Head of Department approves the attached application seeking permission to conduct research in the department.



Ms. MM SEBOKO
CHAIRPERSON RESEARCH & ETHICS COMMITTEE

05/12/2014
DATE

Recommended / Not Recommended



Mr T. MALELE
GM STRATEGIC MANAGEMENT

05/12/2014
DATE



Ms. L. KASEKE
ACTING GM CORPORATE SERVICES

08/12/14
DATE

Approved / Not Approved



MS. KATE MACHABA
ACTING HEAD OF DEPARTMENT

18/12/2014
DATE