

**THE PERCEPTION OF EMPLOYEES ON PERFORMANCE  
MANAGEMENT SYSTEM IN THE MPUMALANGA PROVINCIAL  
DEPARTMENT OF CULTURE SPORT AND RECREATION**

**BY**

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## Declaration

I, declare that the mini dissertation hereby submitted to the University of Limpopo, for the Masters degree Master of Public Administration has not been submitted by me for a degree at this point or any other university; that is my work in design and in execution, and that all material contained herein has been duly acknowledged, unless stated otherwise in this study.

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Date

## **Dedication**

I dedicate this study to my granny Dorothea Mosima Makgatho, Mr Joseph Baba Maloba, Ms Mokgadi Maloba, my sisters, kids and Colleagues from the Department of Culture Sports and Recreation. May this study inspire you to focus on school work and grow to become more than what I achieved so far. To academics, researchers, practitioners' working with PMS on a daily basis, this study is wholly dedicated to you. Use the outcomes of this study to improve your own situation, and research further to improve where the study may have left gaps.

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## Abstract

While performance management is a widely used system in many countries, in South Africa the Public Service Regulations (2001) is a base for a Performance Management and Development System in the public service. The Public Service Regulation (2001) gives effect to performance management systems for purposes of managing performance of individual employees, framework for performance assessment, the outcome and communication of assessment results, and managing unsatisfactory performance, as well as providing a framework on incentives for good performance. Each province is therefore, required to adapt the Performance Management System to its environment to ensure the implementation of the provisions of the Public Service Regulation, (2001). However, as cited by Letsoalo (2010), the introduction of a system of managing performance was received with different reactions, both positive and negative, by the vast majority of employees in the public sector.

As a result, this study investigated the attitudes of individual employees towards performance management and development system. The main aim of this research is to present the conclusion drawn from the study, as well as make recommendations emanating from the analysis of information gathered in literature review and through questionnaires completed by departmental staff in the Department of Culture, Sports and Recreation. In identifying different reactions by civil servants to Performance Management and Development System, the study placed an effort in probing different perceptions on Performance Management and Development System amongst employees in the Department of Culture, Sports and Recreation in Mpumalanga Province.

There are varying perceptions demonstrated by respondents regarding questions posed to them on the Performance Management and Development System as implemented in the Department of Culture, Sports and Recreation in Mpumalanga Province. There is a perception that the Performance Management and Development System is a penalizing tool used by supervisors on their subordinates and that official's performance is not duly acknowledged as is supposed to. There is persisting conflict between supervisors and their subordinates resulting from supervisors rating their subordinates without their input, submission of performance results is for compliance

It is held in this that the Department of Culture, Sports and Recreation must ensure that effective communication of the system to the rest of the employees of the provincial government is maintained so as to allow employees to understand the system and what is expected of them, the development of the implementation capacity internally through the Performance Management and Development System Champions will in any regard, and as such limit inconsistencies during application of performance management and development system which impacts negatively on the overall performance of the organization.

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## CHAPTER 1

### 1. INTRODUCTION AND BACKGROUND

#### 1.1 Introduction

The Performance Management and Development System (PMDS) is a widely used system in the public service of South Africa used to evaluate and assess performance of public (civil) servants. The Performance Management and Development System is regulated through the Public Service Regulation (2001) part VIII. In terms of Public Service Regulation (2001) part VIII, any executing authority shall determine a system for performance management and development for employees in her or his department other than employees who are members of the Senior Management Services (SMS), consistent with the principles of performance management, being that:

- departments shall manage performance in a consultative, supportive and non-discriminatory manner to enhance organizational efficiency and effectiveness, accountability for the resources and achievement of results
- performance management processes shall link to broad and consistent plans for staff development and align with the department's strategic goals
- the primary orientation of performance management shall be developmental but shall allow for effective response to consistent inadequate performance and for recognizing outstanding performance

- performance management should minimize the administrative burden on supervisors while maintaining transparency and distributive justice,

According to Employee Performance Management and Development System (2005:8), the system has been designed to assist the Performance Management and Development System in departments and it is linked to the Senior Management Services Performance Management and Development System.

The introduction of this system of managing performance was received with different reactions by the vast majority of employees in the South African public sector. The reactions could however have been positive or negative depending on the expectations of an individual employee. Therefore, this study seeks to investigate attitudes of the employees within the Department of Culture, Sport and Recreation in the Mpumalanga Province towards the Performance Management and Development System (PMDS), since such attitude may have a potential to contribute either positively or negatively towards its implementation. The Performance Management and Development System focuses on employees to achieve the objectives and goals of the department and improvement of service delivery.

## 1.2 Statement of the problem

The Performance Management and Development System was introduced in the South African public service in 2001, through the Public Service Regulations, Government Notice No. R. 1 of 2001 for all employees other than employees who are members of Senior Management Services. In fact, the system was to assist in providing a fair and equitable basis upon which to identify under-performance and reward good performance. Therefore, as stated in the Public Service Regulation 2001, the Performance Management and Development System is aimed at providing a framework for performance improvement and development, and creates linkages between individual performance and organizational performance to improve service delivery.

It is, however, worth noting that the challenges relating to improved performance of departments and general service delivery are still persistent. According to Armstrong et al. (2000:493) the impact of the Performance Management and Development System on various departments in South Africa has been questionable, since no significant improvement on service delivery has been noted. There also seem to be negative perceptions towards the Performance Management and Development System, including the fact that its implementation is biased depending on the attitude of supervisors towards individual subordinates.

The problem statement is that the acceptance of the performance management system seems to be negative and as such, this research explores reasons why employees of the Department of Culture, Sports and Recreation have negative attitude towards the newly introduced Performance and Development Management System. It is, therefore, critical that the attitude of each individual employee towards the Performance Management and Development System be identified and analyzed, because each may have adverse effects on general performance of individual subordinates within an organization.

### **1.3 Definition of terms**

**Performance Management and Development System** - a “strategic and integrated process that delivers sustained success to organizations by improving the performance of people who work in them and by developing the capabilities of individual contributors and teams” (McAdam et al. 2005:257).

**Performance Management** – “the process of creating a work environment or setting in which people are enabled to perform to the best of their abilities” (Paladino 2006: 27). Armstrong (1995:134) views performance management at the organizational level as it is about the vision of what the organization has to achieve. Performance management comprises three sets of interrelated activities, all of which are linked into organizational objectives (Chan, 2006; McNeil, 2004).

**Performance Appraisal** – “the process of obtaining, analyzing, and recording information about the relative worth of an employee focusing on measuring and improving the actual performance and future contribution of an employee” (Bacal 1999:65).

**Supervisor** – as an official responsible for the allocation of work, monitoring of activities, discussing performance and development, and the half-yearly performance review and annual performance rating of an employee (Mpumalanga PMDS Policy:1).

**Subordinate** – “a person in a workplace who stands in order or below another rank”

#### **1.4 Aim and objectives of the study**

The aim and objectives of this study are anticipated as follows:

##### **1.4.1 Aim**

The aim of the research is to explore perceptions of employees within the Department of Culture, Sport and Recreation in Mpumalanga Province about the implementation of the Performance Development and Management System in their departments.

##### **1.4.2 Objectives**

Emanating from the research aim are the following research objectives:

- To probe different perceptions that employees within the Department of Culture, Sports and Recreation in Mpumalanga Province have of the Performance Management System
- To investigate the support mechanism available to ensure effective and efficient implementation of the Performance Management System in the Department of Culture, Sport and Recreation in Mpumalanga Province
- To investigate the employees perception of the performance appraisal system in the Department of Culture Sport, and Recreation in Mpumalanga Province
- To establish the status, experience and perception of employees' worth in the organization.

### **1.5 Main research questions**

This study will seek to provide answers to some of the following questions:

- What are the perceptions of civil servants of the Performance Management System?
- What support mechanisms are available to ensure effective and efficient implementation of the Performance Management System within the Department of Culture, Sports and Recreation in Mpumalanga Province?
- What is the perception of employees in the Department of Culture, Sports and Recreation of the performance appraisal system?

- What are the status, experience and perception of employees' worth in the organization?

## **1.6 Significance of the research**

The Performance Management and Development System is an integral part of planning and controlling within an organization. It is therefore important to understand the attitude of both supervisors and subordinates towards the Performance Management and Development System since it has an impact in its implementation. According to Grobler et al. (2002:260), South Africa is facing a dilemma as far as performance management is concerned. Grobler et al. (2002:261) further maintain that an emphasis must be put on the use of all the management tools, including performance appraisal.

As outlined in outcome 12 : Output 1 in accordance with Ministerial Performance Development and Management System, performance management reinforces efficiency of service delivery and should be aligned to monitoring and evaluation. According to the Mpumalanga Performance Management Policy (2010:1) performance management aims at optimizing employees' output in terms of quality and quantity thereby improving the Mpumalanga Provincial administration overall performance and service delivery.

This study will further provide recommendation necessary to improve the effectiveness of the Performance Management and Development System in the Department.

The recommendations drawn from this study at both theoretical and practical levels, will contribute significantly in the improvement of implementation of the Performance Management and Development System, therefore assisting practitioners, academics and government alike.

### **1.7 Division of the study**

This study will be constituted as follows:

#### **Chapter 1: Introduction and background**

The purpose of this chapter is to introduce the entire study, and present the background of the study, statement of the problem, definition of terms, research questions, aim and objectives of the study, significance of the study and division of the study to allow the reader to have insight into what the study intends to pursue and achieve.

After reading this chapter, the reader shall understand what the problem of the study as identified is, and specific questions posed by the study as relates to the problem.

## **Chapter 2: Literature review**

The purpose of this chapter is to examine selected empirical research, reported practice and identified innovations relevant to the particular attitude of individual employees involved in the study. It provides better insight into the dimensions and complexity of the problem by gathering information from published books, journals, research reports and internet sources.

## **Chapter 3: Research methodology**

The purpose of this chapter is to expatiate on the necessary tools that have been employed in the study to elicit the necessary research outcome. This ranges from research design, data collection method and data analysis to interpretation.

## **Chapter 4: Data analysis and presentation of the results**

The purpose of this study is to present and manipulate observations drawn from the presented data for the purpose of describing and explaining the phenomena that those observations reflect.

## **Chapter 5: Conclusion and recommendations**

The purpose of this chapter is to present recommendations and conclusions drawn from the study.

## CHAPTER 2

### 2. LITERATURE REVIEW

#### 2.1 Introduction

This chapter appraises the shortcomings and / or informational gaps in secondary data sources. In this way an analysis is made, going beyond scrutinizing the availability or conclusions of past studies and their data, to examining the accuracy of secondary sources, the credibility of these sources, and the appropriateness of earlier studies.

This chapter will discuss performance management and what it means, the history of performance management systems, the objectives of performance management systems, theories underpinning performance management, the key functions of performance management systems, the legislative framework underpinning the Performance Management and Development System in South Africa, the principles of performance management and the current state of the performance management system within public service in South Africa.

#### 2.2 Definition of performance management and development

According to McAdam et al. (2005:257) performance management can be defined as a strategic and integrated process that delivers sustained success to

organizations by improving the performance of people who work in them and by developing the capabilities of individual contributors and teams. In another definition, Law et al. (2009:84) define performance management as an on-going management process to plan individual performance in alignment with organizational objectives. On the other hand, Boice and Kleiner (1997, in Chenhall 2003:128) define Employee Performance Management as a process for establishing a shared workforce understanding about what is to be achieved at an organizational level, thereby aligning organizational objectives with the employees' agreed measures, skills, competency requirements, development plans and the delivery of results.

Therefore, from the above definitions it is clear that performance management has the following characteristics: it is a strategic, integrated and ongoing management process; it plans individual performance in alignment to organizational objectives; it improves performance of people working in organizations; it develops the capability of individual contributors and teams within an organization; and it provides an environment for learning and development in order to achieve the overall organizational strategy and create a high performance workforce.

### **2.3 History of performance management**

According to Chenhall (2003:128) performance management began around 1949 as a source of income justification and was used to determine an employee's wage based on performance. Organizations used performance management to drive behaviors from the employees to get specific outcomes. While this process worked for employees who were solely driven by financial rewards, it has not helped in instances where employees were driven by learning and development of their skills, even if such financial rewards was made available for them.

According to Chenhall (2003:130), the gap between justification of pay and the development of skills and knowledge has been evidenced as a key problem in performance management. In the advent of the late 1980s, it was realized that a more comprehensive approach to manage and reward performance was needed. The approach of managing performance was developed in the United Kingdom and in the United States much earlier than it was developed in Australia. In recent decades, the process of managing employees has become more formalized and specialized, with many of the old performance appraisal methods having been absorbed into the concept of performance management which aims to be a more extensive and comprehensive process of management. Some of the developments that have shaped performance management in recent years are the differentiation of

employees or talent management, management by objectives and constant monitoring and review.

The development of performance management systems was accelerated by the following factors: the introduction of human resource management as a strategic driver and integrated approach to the management and development of employees, and the understanding that the process of performance management is something that's completed by line managers throughout the year, not a once-off annual event coordinated by the personnel department (Hartmann 2005:245).

Historically, public sector organizations have relied on action controls (rules and procedures) to control organizations, including a shift towards output control. However, during recent years various changes in management control of public sector organizations have been observed (Guthrie et al., 1999). Most western countries have prompted several initiatives to stimulate the use of performance management practices in the public sector. While performance management is widely used to stimulate performance in governments of western countries, throughout South Africa's public service, the performance management system is a widely used system, intended specifically to evaluate and assess performance of public (civil) servants. The Performance Management System in South Africa is

regulated through the Public Service Regulation (2001) part VIII, which requires any executive authority to determine a system for performance management and development for employees in a department other than employees who are members of the Senior Management Services consistent with the principles of performance management.

#### **2.4 The objectives of performance management and development**

According to McAdam et al. (2005:258), performance management in the public sector is aimed at achieving an array of goals, which may be summarized within objectives such as rationalization in terms of size, cost and functions: the introduction of more effective systems of financial accountability; greater transparency in the operation of public institutions ; the upgrading of the skills base of the public sector and modernization of its functional principles, procedures and systems; and the development of a realistic remuneration policy based on performance. These objectives give an overview of the intended goals of performance management in the public sector. Supporting the above objectives, are the findings of the study conducted by McAdam et al. (2005:266), which draws the following conclusions on the Performance Management and Development System: performance management translates corporate goals into directorate, divisional, team and individual goals; helps to clarify corporate goals; improves performance

overtime through a continuous and evolutionary process; relies on consensus and cooperation rather than control or coercion; creates shared understanding of what is required to improve performance and how this should be done; encourages self-management of individual performance; encourages a management style that is open and honest, thereby encouraging a two way communication between managers and staff at all levels; delivers continuous feedback (on organizational, team, individual level) to all staff; enables individual staff members to modify corporate objectives; measure and assesses all performance against jointly agreed goals; demonstrates respect for the individual; and has fair and transparent procedures.

## **2.5 Theories underpinning performance management**

There are various theories aimed at providing insight into various aspects of performance management. These theories are classified under three major streams, being, motivational theories; goal setting theories; agency and expended utility theories. These streams are discussed below.

### **2.5.1 Motivation theory**

While Herzberg was credited with the development of motivation theory, the majority of researchers are identifiable in the study of motivation in general (Basset-Jones et

al. 2005:930). The other major researchers into motivation, the majority of whose work is being taught to business students were Maslow (1954), Vroom (1964), Alderfer (1972), McClelland (1961) and Locke (1961).

Basset-Jones et al. (2005:831) indicate that motivation theory is underlined by the fact that many behaviorist theorists, such as Bandura (1977) posited that an employee's needs are a function of personality, and that behavior emerges as a result of the operation of the cognitive processes in interaction with the environment around them. The assumption here is that people are goal seeking, and always search for positive reinforcement. If the organization provides such reinforcement through crafting appropriate rewards, a good match is achieved and high motivation results. Furthermore, Rotter (1975) in his theory of social learning developed the idea of behavior potential. It says that the behaviors that we choose to display in a given situation are the result of the conscious selection of behavioral alternatives, and that the choice is grounded in our expectancy of the reward that will follow, its reinforcement value and the consequential freedom of movement that is experienced as a result. The expectancy is founded on the generalization of similar (but not identical) past experience, whilst the reinforcement value reflects the degree of preference that the individual has for one form of reinforcement over another.

That means that motivation is founded upon satisfaction born of a sense of achievement, recognition for achievement, responsibility and personal growth. Armstrong (1995:29) indicates that the three motivation theories which have contributed most to the philosophy of performance management are concerned with goals, reinforcement and expectancy.

### **2.5.2 Goal Setting Theory**

According to Basset-Jones et al. (2005:831), goal Setting Theory asserts that people with specific and challenging goals perform better than those with vague goals. Goal Setting Theory assumes that there is a direct relation between the definition of specific and measurable goals and performance. If supervisors know what they are aiming for, they are motivated to exert more effort, which increases performance.

Challenging goals are usually implemented in terms of specific levels of output to be attained. According to Evans and McShane (1988:178) employee reactions to performance appraisals have been more positive when appraisal outcome is based upon established and agreed upon goals, and when performance objectives are discussed in the appraisal interview. Apparently goal setting and the use of standard criteria for measuring goal achievement enhance the employee's belief in the objectivity of the appraisal results. This is in marked contrast to the situation where

personality traits of the employee are merely rated with no clear standards for comparison.

### **2.5.3 Agency theory and Expanded Utility Theories**

According to Basset-Jones et al. (2005:832), an agency theory relationship exists when one or more individuals (one called the principal) hire others (called agents) in order to delegate responsibilities to them. The rights and responsibilities of the principals and agents are specified in their mutually agreed upon employment relationship. Agency theory assumes that individuals are fully rational and have a well defined preferences and beliefs that conform to the axioms of expanded utility theory. The Expanded Utility Theory, on the one hand, moves from a premise that each individual is presumed to be motivated solely by self-interest. This self-interest is thus defined in a utility function that contains two arguments, wealth (monetary and non-monetary incentives) and leisure. The assumption is that agency theory presumes that individuals will shirk on a task unless it somehow contributes to their own economic well-being. Therefore, incentives that are not contingent on performance generally do not satisfy this criterion. Agency theory suggests that incentives play a fundamental role in motivation and the control of performance because individuals have utility for increase in wealth.

## 2.6 Key functions of performance management

Performance management practices can serve several purposes. Firstly, performance management helps to define clear missions, objectives and targets which help each employee understand what the organization wants and provides focus in operations. Secondly, by measuring performance with regard to the objectives and targets, politicians and public managers are able to account to the public what their money has been spent on. Thirdly, public sector organizations may use performance measurement to learn and improve performance, with transparency created by measuring performance indicating where the organization excels, and where improvements are necessary. Fourthly, performance measurement systems may provide the basis for compensation of civil servants, and lastly, a careful specification and monitoring of performance, along with a set of incentives and sanctions, can be used to ensure that public sector managers continue to act in society's interest (McAdam et al., 2005: 266).

Williams (2002:27) indicates that the Information Management System Survey outlined that performance management improves organizational effectiveness, motivating employees' training and development.

## **2.7 Legislative framework**

The Performance Management and Development System was introduced in the South African public service in 2001, through the Public Service Regulations, Government Notice No. R. 1 of 2001 for all employees other than employees who are members of Senior Management Services. In fact, the system was to assist in providing a fair and equitable basis upon which to identify under-performance and reward good performance. Therefore, as stated in the Public Service Regulation 2001, the Performance Management and Development System is aimed at providing a framework for performance improvement and development, and creates linkages between individual performance and organizational performance to improve service delivery.

## **2.8 The Performance Management and Development System in South Africa**

While performance management is a widely used system in many countries, in South Africa, the Public Service Regulation, 2001 (Government Notice No. R.1of 5 January 2001) is a base for the Performance Management and Development System within the public service in South Africa. Providing for the implementation of performance management within the public service in South Africa, The Public Service Regulations, 2001 (Government Notice No. R.1of 5 January 2001)provides for areas such as principles of performance management and development; systems

for performance management and development; performance assessment; outcome and communication of assessment result; and managing unsatisfactory performance incentives for good performance. These areas are discussed below as quoted from the Public Service Regulations, 2001 (Government Notice No. R.1 of 5 January 2001).

### **2.8.1 Principles of performance management and development**

The Public Service Regulations, 2001 (Government Notice No. R.1 of 5 January 2001) provide for the key principles underpinning performance management within the public service in South Africa. Accordingly, performance management shall allow departments to manage performance in a consultative, supportive and non-discriminatory manner in order to enhance organizational efficiency and effectiveness, accountability for the use of resources and achievement of results; to be developmental but allow for effective response to consistent inadequate performance and recognizing outstanding performance; and to minimize the administrative burden on supervisors while maintaining transparency and administrative justice.

Van der Waldt (2005:42) outlines benefits of effective management for the organization which include clarifying strategy and making it accessible, transforming

the strategy into operations (visions into action), clarifying expectations of the institution and individuals, clarifying roles and responsibilities and improving accountability and participation. Armstrong (1995:26) indicates that performance management has wider implications for human resource management, being continuous development and team working.

### **2.8.2 Systems for performance management and development**

The Public Service Regulations, 2001 (Government Notice No. R.1 of 5 January 2001) an executing authority assumes the responsibilities to determine a system for performance management and development for employees in their department other than employees who are members of the Senior Management Services, consistent with the principles recommended for public service through the Public Service Regulations, 2001 (Government Notice No. R.1 of 5 January 2001).

Through the executing authority each employee within the South African public service is designated the period in respect of which performance is to be assessed, the performance cycle, an annual date for assessment of performance, and a supervisor responsible for monitoring, supervising and assessing the employees' performance. The Employee Performance Management and Development System Guideline (2007:28) clearly indicates the performance cycle as one year running

through government financial year, spanning between 1<sup>st</sup> of April to 31<sup>st</sup> March of the following year, a cycle pursued and adhered to throughout Mpumalanga as guided by the Employee Performance Management and Development System Guideline 2007.

### **2.8.3 Responsibility of supervisors in performance management and development**

The Public Service Regulations, 2001 (Government Notice No. R.1 of 5 January 2001) accords supervisors an array of roles, including meeting with their subordinates on a regular basis to discuss the basic objectives of their component and their subordinate's roles in the success or failure in achieving those objectives. This includes explaining to their subordinates the performance assessment procedure before the assessment cycle commences or within one month after appointment or promotion to a post, and informing their subordinate of the criteria used for his or her performance assessment.

The Mpumalanga Provincial Performance Management Development Policy (2010:4) outlines various roles and responsibilities for the Human Resource Unit, Line Managers and employees. On the one hand, the Employee Performance Management and Development System Guideline (2007:31) outline various role players for the successful implementation of the Employee Performance

Management and Development System, which include Heads of Departments, Component Managers, Sub-Component Managers, Supervisors , Employees, Heads of Human Resource Management and Development and the Moderating Committee.

#### **2.8.4 Frequency of assessment**

While the Public Service Regulations, (2001) allows supervisors in the public service in South Africa to monitor their subordinates' performance on a continuous basis and give such subordinates feedback on their performance, this is allowed to happen four times a year orally, should a subordinate show positive performance and in writing in an instance where a subordinates' performance is not satisfactory. However, additional to the mid year performance assessment, an annual formal performance assessment date is then allocated and at least done in writing.

#### **2.8.5 Performance assessment**

The executing authority is allowed in terms of the Public Service Regulations, 2001 (Government Notice No. R.1of 5 January 2001) to establish separate performance assessment instruments for different categories or levels of work, but when assessing an individual subordinate, a single assessment instrument can be used to assist in deciding on probation, rewards, promotion and skills development of the

subordinate. In all instances, assessment must be based only on the information contained in the designated performance assessment instrument. However, where an appeal is lodged against an assessment, it is required that the information furnished in connection with the appeal must also be considered. The performance assessment and development systems identified for assessment of subordinates must be piloted on groups of employees in all occupational categories sufficient to enable reasonable validity, while at the same time consulting with employee organizations in that respective department.

#### **2.8.6 Outcome and communication of assessment results**

While the intention is to ensure that subordinates develop using performance management, it is an innate requirement imposed by the Public Service Regulations, (2001) that supervisors inform their subordinate in writing of the outcome of the assessment and if the subordinate is not satisfied, of the reasons cited in that assessment. Should, in this instance, subordinates not feel satisfied with the assessment outcome, they may refuse to sign it. That is, while attending to any grievance that may be brought by a subordinate, a supervisor has to clearly identify an appeal route to address such grievance from a subordinate, appeal of which may warrant representation by a fellow employee or a trade union. At all instances the assessment outcome may not be communicated to any other person unless

employed in the same department, any such communication must be done with consent by the concerned subordinate in writing.

### **2.8.7 Managing unsatisfactory performance**

The Public Service Regulations, (2001) provides that in case of unsatisfactory performance, an executing authority has to ensure that there is provision of systematic remedial or developmental support to assist the subordinate to improve his or her performance; if the performance is so unsatisfactory as to be poor and the desired improvement cannot be effected, it can consider steps to discharge the individual for unfairness or incapacity to carry out his or her duties.

In managing poor performance, the Department of Culture, Sports and Recreation in Mpumalanga Province introduced guidelines in 2010, which were cascaded and agreed upon by officials.

### **2.8.8 Incentives for good performance**

It is a requirement imposed in the public sector by the Public Service Regulations, (2001) that all departments allocate a budget within its budget and the medium-term expenditure framework to provide adequate funds for financial incentives for employees or any category of those employees. To establish a departmental

financial incentive scheme, a department must determine, in writing, the nature, rules and control measures of the scheme in advance. It must communicate the nature and rules of the scheme equitably to all employees and ensure that all employees implementing the quality and quantity control measures of the scheme are not entrusted with the implementation of that scheme in reaction to themselves.

According to the Mpumalanga Provincial Performance Management Development Policy (2010:8) the outcomes of an individual's performance may be rewarded to individuals or to a group. In addition, the Employee Performance Management and Development System Guideline (2007:25) outlines that each department should establish a performance related financial incentive scheme in terms of PSR1/VIII F and G with regard to incentives for good performance and performance bonuses.

## **2.9 Attitudes of employees towards performance appraisals**

Evans and McShane (1988:177) indicate that notwithstanding the relevance of the traditional considerations, performance appraisal effectiveness should be recognized in terms of employee attitudes towards the system. An employee's acceptance of appraisal decision outcomes depend at least partly upon the employee's belief that the observed characteristics of performance appraisal are consistent with a fair process.

Such beliefs about the fairness and / or accuracy of the appraisal system are thought to influence employee motivation. These attitudes towards the appraisal system might influence other, more subtle, outcomes such as organizational commitment and turnover. The following are features of performance appraisal, as identified by Evans and McShane (1988:178) that influence the attitude of employees: the employees' opportunity to participate in the process, assumption of the appraisers knowledgability, perceived relevance of the evaluation factors and the extent of the frequency at which the appraisal is conducted.

#### **2.9.1 Employees opportunity to participate in the process**

Evans and McShane (1988:178) argue that with few exceptions, employees have more positive attitudes towards appraisals when they are given the opportunity to participate in the process. This includes the opportunity for those being rated to participate or voice their opinions on relevant issues, explain their point of view, and request clarification regarding the rates they receive.

#### **2.9.2 Assumption of the appraisers knowledgability**

Evans and McShane (1988:178) maintain that employee attitude towards the fairness and accuracy of the performance appraisal system increased with the supervisor's perceived knowledge of those being rated for performance. One

possible extension of this characteristic is the degree to which the rater is also familiar with the job duties of the person being assessed.

### **2.9.3 Perceived relevance of the evaluation factors**

According to Evans and McShane (1988:178), numerous researchers have noted that the relevance of the performance dimensions is a major factor in performance appraisal effectiveness. That is, the relevance of the performance dimensions to be an important predictor of the employee attitudes towards the system.

### **2.9.4 Extent of the frequency at which the appraisal is conducted**

According to Evans and McShane (1988:179), with respect to the frequency of appraisal, there seem to be some dissatisfaction with appraisals which were conducted only once or twice a year. A related issue might be the extent to which the employee has informal performance discussions throughout the year with the person who conducts the formal appraisal.

## **2.10 Shortcomings in performance assessment**

Davis (1993:1-2) identified some typical problems within performance assessment which include instances where a person's self-assessment differs markedly from the group assessment and the individual's self-esteem will likely be hurt by the criticism;

the method used to tabulate data can affect the ease with which the information can be interpreted; the person assessed might choose to send surveys to people with whom he or she has positive interactions, thus affecting the accuracy and reliability of the feedback. Individuals may conspire to give each other inflated ratings; raters may have little or no opportunity to observe some behavior of employees, thus leading to rating errors. At other instances, the potential exists for raters to retaliate against someone based on issues that do not relate to the assessment itself; and the identification of weaknesses without provision of avenues for development planning can leave individuals demotivated, defensive, and confused.

## **2.11 Conclusion**

The Performance Management and Development System as it is, is fairly new in the public service in South Africa. However, there is an increasing awareness in terms of implementation which could pose a challenge. As Armstrong (1995) indicates, Performance Management and Development is a process and is as such an integrated process that has good management practices of setting direction, monitoring, measuring performance and taking adequate action. Van der Walt (2004:39) defines performance management as an approach to management which harnesses the endeavors of individual managers and workers towards an organization's strategic goals.

The aim of the Performance Management and Development System is to achieve maximum results with regard to performance. It is critical that the officials understand what to perform, as well as how, when and why in order to deliver the expected outcomes. The Performance Management and Development System should not be regarded as an incentive tool or for compliance purposes. It is critical that supervisors and subordinates discuss what is expected, develop goals, standards and critical behaviors.

In the chapter that follows the study concentrates on the research methodology which will cover the research design, study area, study population sampling data collection data analysis and ethical considerations.

## CHAPTER 3

### 3. RESEARCH METHODOLOGY

#### 3.1 Introduction

Leedy (1993:121) describes methodology as an operational framework within which the facts are placed so that their meaning may be seen more clearly. A structured research process can only be done by means of a systematic plan of action. An outline of the plan of action is provided in order to give structure to the research process.

#### 3.2 Research design

Mouton and Marais (1988:32) define a research design as the arrangement of conditions for collecting and analyzing of data in a manner that aims to combine relevance to the research purpose with economy in procedure. This study constitutes a mixed research design , making use of both qualitative and quantitative research designs and techniques, designed to provide reliable information about the phenomenon under study.

According to Cooper et al. (2006:198) quantitative research attempts precise measurements of something, in order to arrive to conclusion. According to Leedy et al. (2005:134-5), on the other hand, qualitative research design can help the

researcher to reveal the nature of certain situations, settings, processes, relationships, systems or people; enable the researcher to gain new insights about a particular phenomenon and to develop new concepts or theoretical perspectives about, and discover the problems that exist within the phenomenon; and allow a researcher to test the validity of certain assumptions, claims, theories or generalizations within the real world.

### **3.2.1 Study area**

Mpumalanga Province is made up of the former Transvaal Provincial Administrations, Kwa-Ndebele and Ka-Ngwane homelands. Due to the new political demarcation, the Province has also inherited the Bushbuckridge Municipality. The capital city of Mpumalanga is Nelspruit. The composite languages in their percentages within the province are siSwati which constitute 30.8% of the population, isiZulu constituting 26.4% of the population, and isiNdebele constituting 12.8% of the population in the province, with other languages sharing the remainder. The population of the province as at 2010 was estimated at 3,617,600, constituting 7.4% of the entire South African population. The province covers 76,495 square kilometers, which constitute 6.3% of the total area of South Africa. The Mpumalanga Provincial Government comprises of eleven departments and of the Legislature.

In 2002, the Office of the Premier appointed consultants to assist in developing and training officials on the implementation of the Performance Management System. Subsequent to this, in 2007 the province identified the need to develop a uniform Performance Management and Development Policy adjusted to accommodate peculiar circumstances for provincial departments, to enable the monitoring of utilization of human resources enabling the province as a whole to meet its targets efficiently and effectively. As anticipated the Department of Culture, Sports and Recreation identified champions to facilitate training of various managers in the implementation of the provincial management and development system, however this was not without challenges.

For purposes of this study, the focus of this study is to explore perceptions of employees within the Department of Culture, Sports and Recreation in the Mpumalanga Province on the implementation of the Performance Development and Management System in their department.

### **3.2.2 Study population**

According to Babbie (2005:104), a unit of analysis refers to what or who is being studied in a particular study. In this study the units of analysis were supervisors and subordinates in the Department of Culture, Sports and Recreation in Mpumalanga.

At least 240 participants, comprised of supervisors and subordinates at various levels, have been selected to take part in the study, however of the 240 participants, only 206 have returned the questionnaire.

### **3.2.3 Sampling**

According to Cooper et al. (2006:72) another step in planning the design is to identify the target population and select the sample if a census is desired. The researcher must determine who and how many people to interview, what and how many events to observe, or what and how many records to inspect. Therefore, Babbie (2005:203) makes an indication that there are two types of sampling techniques which are widely used by researchers. These two types are probability and non-probability sampling methods. This study used a purposive sampling method which, according to Babbie (2005:204), refers to a non-probability sampling method in which the units observed were selected based on the researcher's judgment about which ones will be the most useful or representative.

The sampling would comprise of officials in the Department of Culture, Sports and Recreation from salary level 3 to 16, a totality of 240 respondents / officials within all the three regions (Ehlanzeni, Nkangala, Gert Sibande) and the Head Office.

### **3.2.4 Data collection**

According to Cooper et al. (2006:77) the gathering of data may range from a simple observation at one location to a grandiose survey of huge populations. The method that is selected in most cases will largely determine how the data are collected. That is, questionnaires, standardized tests, observational forms, laboratory notes, and instrument calibration logs are among the devices used to record raw data. For the purpose of this study, questionnaires will be used to acquire the views of the participants. In line with the type of this study the questionnaire will have both close-ended and open-ended question to address the qualitative and quantitative nature of the study.

### **3.2.5 Data analysis**

According to Leedy et al. (2005:96) all research requires logical reasoning. Data analysis involves reducing accumulated data to a manageable size, developing summaries, looking for patterns, and applying statistical techniques. This study seeks to use numerical representation and manipulate observations from the collected data for the purpose of describing and explaining the phenomena that those observations reflect. The study will given its nature use both qualitative and quantitative methods of analyzing data.

### 3.3 Ethical considerations

According to Cooper et al. (2006:116), ethics are norms or standards of behavior that guide moral choices about our behavior and our relationship with others. The goals of ethics in research are to ensure that no-one is harmed or suffers adverse consequences from research activities. The researcher will ensure that the following ethical conduct is upheld:

- whenever direct contact is made with a participant, the study's benefits are discussed, being careful to neither overstate nor understate them
- informed consent be secured from participants by disclosing the procedures of the proposed survey or other research design before requesting permission to proceed with the study
- all individuals have a right to privacy and such be respected

In the chapter that follows the study concentrates on data analysis and presentation of the results.

## CHAPTER 4

### 4. DATA ANALYSIS AND PRESENTATION OF THE RESULTS

#### 4.1 Introduction

This chapter contains two sections, 1 and 2. Section 1 presents information from the data collected through questionnaires from respondents and also presents the analysis thereof, while section 2 of this chapter presents data collected from reports in the departments on the Performance Management and Development System.

#### 4.2 Presentation of results / data from questionnaires

The data presented in frequency tables in this section were collected by use of a questionnaire on the variables presented below. The data shows the variable, the frequency of occurrence and the percentage thereof.

#### 4.3 Biographical details of respondents

The following section shall present the biographical details of respondents who participated in the study. The data is presented in terms of gender, employee's position in the organization, number of years the employee has worked in the organization.

This provided the research with details of the participants who took part in the study, in a way that the data collected can be understood in accordance with average participants or respondents involved.

#### 4.3.1 Gender

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Male	95	46
Female	111	54
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 1**

Respondents were requested to furnish their gender for the study. Of all respondents, 46 percent of the respondents are males, and 54 percent of the respondents are female.

This may point to the gender composition of staff members in the Mpumalanga Department of Culture, Sports and Recreation. The data above shows that the dominant gender in the Department of Culture Sports, and Recreation in Mpumalanga are females, with males constituting a minority in the staff establishment.

#### 4.3.2 Employee position in the organizational structure

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Head of Department	1	0
General Manager	4	2
Senior Manager	7	3
Manager	23	11
Deputy Manager	27	13
Administrator	26	13
Clerk	23	11
General worker	95	46
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 2**

The largest group of respondents who took part in the study are general workers. They constitute 46 percent of the population under study, with deputy managers and administrators in the study constituting 13 percent respectively. Managers and clerks constitute 11 percent of the respondents respectively. General managers and senior managers are represented by 2 and 3 percent of the respondents respectively.

The data presented above shows a majority of respondents being subordinates who on a continuous basis, have exposure to performance appraisal as they work as

subordinates and at lower layers where actual service delivery happens in the staff establishment.

#### 4.3.3 Number of years employed in the department

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
0-4 yrs	129	63
5-9 yrs	50	24
10-19 yrs	27	13
20-29 yrs	0	0
30 yrs	0	0
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 3**

The majority of respondents, constituting 63 percent of the respondents, have been working in the public service for a period of 0-4 years, followed by 24 percent of the respondents, who have been working in the Department of Culture, Sports and Recreation for a period between 5-9 years. Of the entire respondents, 12 percent have been working in the Department of Culture, Sports and Recreation for a period between 10 and 19 years.

The period some of the respondents spent in the Department of Culture Sports and Recreation, will help in providing first hand experience gained over time through

exposure to performance appraisal. It will enable the study to be informed about such experiences, and to draw recommendations based on such experience.

#### 4.4 History of respondent's participation in the Performance Management and Development System

This section details information on the history of individual respondents in the study in the Performance Management and Development System in the Department of Culture, Sports and Recreation.

##### 4.4.1 Annual performance appraisal discussed with supervisor

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Yes	8	4
No	198	96
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 4**

While performance appraisal is expected to be discussed between a subordinate and a supervisor, majority of respondents, constituting 96 percent of all the respondents in the studies are of an opinion that their performance appraisals were not discussed with their supervisors. Only 4 percent of the respondents have discussed their performance appraisal with their supervisors.

This shows that the majority of supervisors in the Department of Culture, Sports and Recreation have not discussed the performance appraisals with their subordinates.

#### 4.4.2 Worth of rating for the year under review

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
What I expected	42	20
Lower than expected	152	74
Higher than expected	12	6
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 5**

While the performance of subordinates was assessed, 74 percent of the respondents are of an opinion that they were rated lower than they expected. Only 20 percent of the respondents were rated what they expected, with 6 percent of the respondents rated higher than they expected.

This has helped the study to assess if respondents think the performance appraisal process have been fair or not.

#### 4.4.3 State of performance during the previous year

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Below average	0	0
Average	71	34
Above average	135	66
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 6**

A minority of 34% of the respondents in the study are of an opinion that their performance during the previous year is average, with 66 percent of the respondents being of an opinion that their performance during the previous year has been above average.

#### 4.5 Perceptions of employees on the Performance Management and Development System

This section seeks to provide respondent's views on the Performance Management and Development System, in order to develop an understanding on how employees in the Department of Culture, Sports and Recreation think of the Performance Management and Development System. Respondents furnished the study with their views on the ability of the Performance Management and Development System to address departmental goals, the role and impact of the Performance Management and Development System in increasing individual and departmental performance in

the workplace and supervisor / subordinate relationship regarding the Performance Management and Development System.

#### 4.5.1 Translation of departmental goals

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly agree	39	19
Agree	23	11
Not sure	34	17
Disagree	54	26
Strongly disagree	56	27
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 7**

The majority of respondents, constituting 53 percent of the respondents in the study are of an opinion that the Performance Management and Development System of the department translates departmental goals into directorate, divisional, team and individual goals; 30 percent of the respondents state the opposite. 17 percent of the respondents are not sure, if Performance Management and Development System of the department translates departmental goals into directorate, divisional, team and individual goals.

This may be attributed by the fact that the majority of employees in the department are unable to translate or link departmental goals into directorate, divisional, team and individual goals with the Performance Management and Development System in their department.

#### 4.5.2 Clarity on departmental goals

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly agree	20	10
Agree	19	9
Not sure	38	18
Disagree	73	35
Strongly disagree	56	27
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 8**

63 percent of the respondents are not in agreement with the notion that the departmental Performance Management and Development System helps to clarify departmental goals. 19 percent of the respondents agree with the notion that the departmental Performance Management and Development System helps to clarify departmental goals. 18 percent of the respondents are not sure if the Performance Management and Development System help to clarify departmental goals.

The majority of respondents in the study seem not to see the Performance Management and Development System as critical in clarifying departmental goals. This may be attributed to lack of understanding on the role that the performance management plays in clarifying departmental goals.

#### 4.5.3 Continuous and evolutionary process aimed at improving performance

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly agree	36	17
Agree	31	15
Not sure	27	13
Disagree	63	31
Strongly disagree	49	24
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 9**

The majority of respondents, constituting 54 percent of the respondents, are not in agreement with the notion that the Performance Management and Development System is a continuous and evolutionary process in which performance improves overtime. 33 percent of the respondents agree that the Performance Management and Development System is a continuous and evolutionary process in which performance improves overtime, with 13 percent not being sure of this. While the Performance Management and Development System is expected to play a critical

role in the improvement of individual staff performance, it seems as if the majority of employees in the department are not content with the notion that performance management improves performance in time as being implemented.

#### 4.5.4 Reliability on consensus and cooperation rather than control or coercion

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly agree	24	12
Agree	27	13
Not sure	23	11
Disagree	74	36
Strongly disagree	58	28
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 10**

There seems to be no agreement that the Performance Management and Development System relies on consensus and cooperation rather than control or coercion. This is accounted for by the majority of respondents, constituting 64 percent of the respondents who participated in the study, contrary to 25 percent of respondents who agree to this notion. At least 11 percent of the entire respondents are not sure of the above notion.

This may be attributed by the fact that there may be no consensus or cooperation between supervisors and subordinates in the department in implementing performance appraisal.

#### 4.5.5 Creation of shared understanding of requirements to improve performance

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly agree	24	12
Agree	33	16
Not sure	39	19
Disagree	67	33
Strongly disagree	43	21
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 11**

The majority of respondents, constituting 53 percent of all respondents who took part in the study disagree that the Performance Management and Development System creates a shared understanding of what is to improve performance and how such will be achieved. 28 percent of the respondents are in agreement with the notion that the Performance Management and Development System creates a shared understanding of what is to improve performance and how such will be achieved. Only 19 percent of the respondents seem not to be sure of their view on this notion.

There seems to be little confidence in the role that the Performance Management and Development Systems plays on creating an understanding of what is to improve performance and how such will be achieved. This may be attributed to the use of the Performance Management and Development System for compliance sake rather than for its intended purpose.

#### 4.5.6 Encourage self management of individual performance

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly agree	23	11
Agree	42	20
Not sure	33	16
Disagree	63	31
Strongly Disagree	45	22
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 12**

The majority of 52 percent of the respondents who took part in the study, are not in agreement with the notion that Performance Management and Development System encourage self-management of individual performance. Unlike the latter, 32 percent of the respondents agree that Performance Management and Development System encourage self-management of individual performance, with 16 percent of the respondents not sure of their view on this notion.

There may be little awareness of the extent to which the Performance Management and Development System can be used to encourage self-management of individual performance. This may be caused by minimal employee engagement on the Performance Management and Development System and performance by the department.

#### 4.5.7 Encourage management style that is open and honest

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly agree	24	12
Agree	45	22
Not sure	29	14
Disagree	64	31
Strongly disagree	44	21
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 13**

52 percent of the respondents are not in agreement with the notion that the Performance Management and Development System encourages a management style that is open and honest, and encourages a two way communication between managers and staff at all levels. Only 33 percent of the respondents are of an opinion that the Performance Management and Development System encourages a management style that is open and honest, and encourages a two way communication between managers and staff at all levels. 14 percent of the respondents are not sure of their opinion in this regard.

This may reflect the experience of employees in the department, in that managers are not engaging with staff members in a manner believed by staff members to be

open, honest and reflecting a two way communication. It may be concluded that there is totally no engagement to this effect.

#### 4.5.8 Delivers continuous feedback to staff

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly agree	19	9
Agree	42	20
Not sure	29	14
Disagree	67	33
Strongly disagree	49	24
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 14**

While it is important that there be continuous feedback (on organizational, team and individual performance) to all staff, respondents, constituting 57 percent of the respondents, are not in agreement that the Performance Management and Development System in the department provides continuous feedback to all staff. Only 30 percent of the respondents agree with the latter notion, with 14 percent of the respondent who took part in the study seem not to be sure of their views in this regard.

From the data above, it may be concluded that there seems to be minimal experience by employees with regard to continuous feedback arising from the Performance Management and Development System. The department has put little efforts towards ensuring that feedback is given as a result of performance assessment.

**4.5.9 Enable individual staff to modify departmental objectives**

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly agree	28	14
Agree	37	18
Not sure	23	11
Disagree	68	33
Strongly disagree	50	24
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 15**

There seem to be very little agreement by respondents on the potential of the Performance Management and Development System to enable individual staff members to modify departmental objectives. This is attested by the data presented in Table 15 above. 57 percent of the respondents in the study are not in agreement with the notion that the Performance Management and Development System enable individual staff members to modify departmental objectives, with 32 percent of the

respondents agreeing to the latter notion. 11 percent of the respondents are not sure of their view in this regard.

Staff members may not be accorded opportunity to contribute through the Performance Management and Development System, in changing their respective departmental goals, reflecting inefficiency and ineffectiveness in implementing the Performance Management and Development System within the department.

#### 4.5.10 Measures and assesses all performance against jointly agreed goals

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly agree	25	12
Agree	33	16
Not sure	28	14
Disagree	64	31
Strongly disagree	56	27
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 16**

There seems to be limited agreement with the notion that the Performance Management and Development System measures and assesses all performance against jointly agreed goals. 58 percent of the respondents hold that the Performance Management and Development System does not measure and asses

all performance against jointly agreed goals, with 28 respondents who took part in the study agreeing to the latter. Only 14 of the respondents are not sure of their view in this regard. While this is the case, the data presented in Table 16 above may reflect poor understanding on the part of staff members about how Performance Management and Development System measures and assesses all performance of staff members against jointly agreed goals.

#### 4.5.11 Demonstrate respect for the individual

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly agree	27	13
Agree	37	18
Not sure	17	8
Disagree	68	33
Strongly disagree	57	28
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 17**

61 percent of all the respondents who took part in the study are not in agreement with the notion that the Performance Management and Development System demonstrates respect for the individual, with 31 percent of the respondents agreeing with the latter notion. 8 percent of the respondents reserved their opinion on the issue by citing that they are not sure if the Performance Management and

Development System demonstrates respect for the individual. This may reflect on the supervisor-subordinate relationships in the department, as the majority of respondents cite that the Performance Management and Development System doesn't demonstrate respect for the individual under performance assessment.

#### 4.5.12 Have fair procedures

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly agree	24	12
Agree	32	16
Not sure	13	6
Disagree	70	34
Strongly disagree	67	33
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 18**

There is a disagreement to the notion that the Performance Management and Development System has fair procedures. This is attested by 67 percent of the respondents who took part in the study, not being of the opinion that the Performance Management and Development System have fair procedures. 27 percent of the respondents agree with the latter notion. 6 percent of the respondents are not sure if performance management has fair procedures or not.

This shows that the majority of staff members in the department have no confidence in the procedures used in the Performance Management and Development System.

#### 4.6 Employee's perception of the performance appraisal system

This section presents employee's perceptions of the performance appraisal systems; with specific reference to appraiser's ability to carry any such duties regarding performance appraisal system, as well as the subordinate's input during performance appraisal.

##### 4.6.1 Appraiser's understanding of skills to perform subordinate's job

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly Disagree	53	26
Disagree	67	33
Not sure	12	6
Agree	38	18
Strongly agree	36	17
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 19**

The majority of the respondents , constituting 58 percent of all the respondents, are of an opinion that appraisers / assessors have no understanding of skills required by subordinates to perform their jobs, with 36 percent of respondents being of an

opinion that appraisers / assessors understand the skills required by subordinates to perform their jobs. 6 percent of the respondents are not sure of their opinion in this regard. Lack of knowledge of subordinate skills required to perform their jobs by appraisers / assessors may make it difficult for them to conduct a fair performance appraisal. It is important for appraisers / assessors to know and understand the skills required by their subordinates to carry out their work, which will lead to fair performance appraisal.

#### 4.6.2 Appraiser familiar with all phases of subordinate’s duties

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly disagree	56	27
Disagree	64	31
Not sure	17	8
Agree	36	17
Strongly agree	33	16
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 20**

The majority of respondents, constituting 58 percent of all the respondents, are of an opinion that appraisers / assessors are not familiar with all phases of a subordinate’s duties. 33 percent of the respondents who took part in the study are of an opinion

that appraisers / assessors are familiar with all phases of a subordinate’s duties. 8 percent of the respondents are not sure of their opinion in this regard.

Familiarity with the subordinate’s phases of his / her duties is necessary for one to conduct an assessment on an individual subordinate. It is very difficult for a fair appraisal to take place if a performance appraiser does not have knowledge of a subordinates’ phases of duties. This may affect the implementation of a fair assessment.

#### 4.6.3 Appraiser observed subordinate performance on all conditions

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly disagree	48	23
Disagree	73	35
Not sure	19	9
Agree	39	19
Strongly agree	27	13
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 21**

The majority of respondents, constituting 59 percent of the respondents who took part in the study, are of a view that appraisers never took into consideration their performance under all conditions, be it routine or pressured condition. This view is in

contrast with that held by 32 percent of the other respondents who took part in the study. At least 9 percent of the respondents were not sure of their view in this regard.

From the above, it is clear that appraisers in the department, in conducting performance appraisal, are inconsiderate of subordinates' performance even if it's under routine or pressured condition. This may be one of the reasons that render the Performance Management and Development System inefficient and ineffective in improving individual performance within the department.

#### 4.6.4 Subordinate inputs on issues discussed during performance appraisal

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly agree	57	28
Disagree	62	30
Not sure	21	10
Agree	33	16
Strongly agree	33	16
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 22**

Subordinates in the department are not given opportunity to input on issues discussed during performance appraisal. This is accounted for by 58 percent of

respondents who took part in the study. 32 percent of the respondents, however, who took part in the study agree with the latter. 10 percent of the respondents are not sure of their view with regard opportunity granted for staff members to contribute or input on issues discussed during performance appraisal.

Given that performance appraisal is aimed at creating an environment whereby subordinates and their supervisor engage with each other, it is self-defeating for the department if subordinates are not given an opportunity to input on issues discussed during performance appraisal, as its goals will not be realized.

#### 4.6.5 Subordinate encouraged to input during performance appraisal

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly disagree	60	29
Disagree	63	31
Not sure	19	9
Agree	35	17
Strongly agree	29	14
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 23**

60 percent of the respondents who took part in the study are of an opinion that subordinates are not encouraged to input during performance appraisal, with 31

percent of the respondents agreeing to a contrary view. At least 9 percentages of the respondents are not sure of their views in this regard.

While there should be maximal input by subordinates on how performance can be improved with regard to their work, it is clearer from the data on Table 23 that the department does not encourage their subordinates to input during the performance appraisal in the department.

#### 4.6.6 Subordinate understands reasons behind appraisal received

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly disagree	56	27
Disagree	67	33
Not sure	23	11
Agree	28	14
Strongly agree	32	16
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 24**

A majority opinion is that the subordinates in the department do not understand reasons behind appraisal received. This is accounted by 60 percent of respondents who took part in the study. Only 29 percent of the respondents hold a contrary view to the latter, with 11 percent of the respondent not sure of their view in this instance.

While performance management is necessary for the department to improve individual performance of its employees, there seems to be no understanding by employees of the reasons why performance appraisal is conducted in the department. This may largely be attributed to the lack of employee awareness on performance management and all its accompanying processes.

#### 4.6.7 Means of improvement are discussed during performance appraisal

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly disagree	58	28
Disagree	67	33
Not sure	21	10
Agree	29	14
Strongly agree	31	15
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 25**

There are no means of improvement discussed during performance appraisal in the department. This is accounted by 61 percent of the respondents in this study. Only 29 percent of the respondents who took part in the study hold contrary view to the latter, with 10 percent being not sure of their view in this regard.

While it is the intention of performance management to find ways on how performance can be improved in the department, as from the data presented above; this means that performance management in the department will never realize its objectives. There seems to be minimal effort put into ensuring that ways are found to improve performance in the department.

#### 4.6.8 Personal development needs discussed on performance appraisal

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly agree	57	28
Disagree	69	33
Not sure	18	9
Agree	34	17
Strongly agree	28	14
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 26**

According to 61 percent of the respondents in the study, there are no efforts put by the department to identify personal development needs of individual subordinates in the department , even as to discuss what personal development needs subordinates have during performance appraisal. Only 30 percent of the respondents agree contrary to the latter, with 9 percent of the respondents not sure of their view in this regard.

There seems to be a reluctance in using the Performance Management and Development System to identify personal development needs of individual employees, and as such this is detrimental to the objective of the Performance Management and Development System. The department seems to be putting little efforts in ensuring that the Performance Management and Development System contributes to improving performance of individual staff members.

#### 4.6.9 Goals of subordinate's job discussed during appraisal

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly agree	48	23
Disagree	84	41
Not sure	19	9
Agree	28	14
Strongly agree	27	13
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 27**

64 percent of respondents in the study are of an opinion that goals of subordinate's job are not discussed during appraisal. This is contrast with the view held by 27 percent of the respondents who took part in the study. The latter, are of an opinion

that goals of the subordinate’s job are discussed during appraisal. Only 9 percent of the total respondents in the study are not sure of their view.

While it is necessary that the goals of subordinate’s job are discussed in order to determine what could be done to improve performance, the data presented in Table 27 above, indicate the contrary. There has been little effort been put to ensure that subordinates have an understanding of the goals of their jobs so that they can understand what is expected of them. This means that the majority of employees in the department are not aware of what is expected of them.

#### 4.6.10 Performance appraisal is based on specified performance standards

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly agree	59	29
Disagree	72	35
Not sure	23	11
Agree	19	9
Strongly agree	33	16
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 28**

According to 64 percent of respondents in the study, performance appraisal is not based on specified performance standards. 25 percent of the entire respondents

hold a contrary view to the latter, maintaining that performance appraisal is based on specified performance indicators. Only 11 percent of the respondents are not sure of their view in this regard. The fact that the majority of the respondents in the study holds that performance appraisal is not based on specified performance standards, may indicate the extent to which the department familiarizes their employees to the Performance Management and Development System and how it is administered. This shows that there has been little effort been put to familiarize employees to the Performance Management and Development System and how it is administered, including enabling them to link it with performance indicators.

#### 4.6.11 Plans and objectives mutually agreed by supervisor and subordinate

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly agree	72	35
Disagree	59	29
Not sure	9	4
Agree	29	14
Strongly agree	37	18
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 29**

While it is expected for supervisors and subordinates to agree on plans and objectives for purposes of performance appraisal, majority of respondents in this

study, constituting 64 percent of the total respondents in the study, are of opinion that plans and objectives reflected on performance agreements are not mutually agreed to by supervisors and subordinates. Only 32 percent of the respondents in the study agree contrary to the latter, with 4 percent of the respondents not sure of their view in this regard. In many cases there seems to be no consensus between supervisors and subordinates on plans and objectives, on which basis performance appraisal is conducted within the department. While there some respondents being positive in that there is consensus between supervisors and subordinates on plans and objectives, the fact that the majority of holds a contrary view is a worrying factor.

#### 4.6.12 Appraisals connected to informal meetings of supervisor and subordinate

<i>Variable</i>	<i>Frequency</i>	<i>Percentage</i>
Strongly agree	65	32
Disagree	63	31
Not sure	19	9
Agree	24	13
Strongly agree	33	16
<i>Total</i>	<i>206</i>	<i>100</i>

**Table 30**

According to 62 percent of respondents in this study, there are no formal appraisal connected to informal meetings between the supervisor and subordinate. On the

contrary 28 percent of the total respondents agree that there are formal appraisal connected to informal meetings between the supervisor and subordinate. 9 percent of the respondents are not sure of their opinion in this regard.

The fact that the majority of the respondents in this study cite no formal appraisal connected to informal meetings between the supervisor and subordinate, is a worrying factor. It is expected that supervisor-subordinate relationship should stretch beyond formal interaction at the workplace if a worthwhile relationship is to be built towards increased performance.

#### **4.7 Review of internal departmental documentation on the Performance Management and Development System.**

The Mpumalanga Province - Service Delivery Improvement Programme (MP-SDIP) has identified the need to develop a uniform Performance Management and Development System that is able to accommodate peculiar circumstances in various Provincial Departments while enabling the Province as a whole, to be able to report to the public and other relevant government institutions. Improved performance management currently utilized, is intended, to assist the provincial government to increase individual ability for career progression; improve the link between

departmental objectives, departmental performance and individual performance; and to ensure regular and appropriate review of individual performance.

The Performance Management and Development System is understood within the context of the Public Service Regulations Management framework. The critical challenge facing the Mpumalanga Provincial Government is to introduce, implement and institutionalize the new Performance Management and Development System in a way that links it to the provincial strategic Key Performance Areas (KPAs) and strategic objectives. While the Performance Management and Development System is intended to improve performance of individual employees and develop them to the extent of discharging their duties, it has played a critical role in ensuring clarified organizational strategic and individual performance goals; performance decisions and activities linked effectively to the organizational strategic and operational goals; directed resources and efforts at achieving goals in the most efficient and effective manner possible; assessed achievements in terms of what has been done (activities and outputs) and what has changed; as well as enhanced learning from experience supporting continuous improvement in the implementation of policy and strategy.

The advent of the Performance Management and Development System has several challenges which include inappropriate implementation of performance management

resulting in demotivation of employees; managers resisting implementation of the Performance Management and Development System as it is perceived as being punitive; delays in linking individual performance management to organizational level performance management which limits the validity of the Performance Management and Development System; and managers seeming to view performance management as a task that is separate from their overall people management function. This resulted in performance management being handled as an issue that is separate from the overall function and therefore being left to the last minute, and as such, impacts negatively on the efficiency of the implementation of the Performance Management and Development System.

The purpose of the chapter that follows is to present the conclusion and recommendations drawn from the study.

## CHAPTER 5

### 5. CONCLUSION AND RECOMMENDATIONS

#### 5.1 Introduction

The study investigated the attitudes of individual employees towards the Performance Management and Development System. The main aim of this chapter is to present the conclusion drawn from the study, as well as make recommendations emanating from the analysis of information gathered in the literature review and through questionnaires completed by departmental staff in the Department of Culture, Sports and Recreation.

#### 5.2 Conclusion

While performance management is a widely used system in many countries, in South Africa the Public Service Regulations, (2001) is a base for Performance Management and Development System in the public service. The Public Service Regulation, (2001) gives effect in various sections to areas such as Performance Management: Systems for Performance Management, performance assessment, the outcome and communication of assessment results, and managing unsatisfactory performance, and incentives for good performance. Each province is therefore, required to adapt to its environment to ensure the implementation of the provisions of the Public Service Regulation, (2001). As cited by Letsoalo (2010), the

introduction of a system of managing performance was received with different reactions, both positive and negative, by the vast majority of employees in the public sector.

In identifying different reactions by civil servants to the Performance Management and Development System, the study placed an effort in probing different perceptions of the Performance Management and Development System amongst employees in the Department of Culture, Sports and Recreation in Mpumalanga Province. As a result, there are various perceptions demonstrated by respondents regarding various questions posed to them regarding the Performance Management and Development System as implemented in the Department of Culture, Sports and Recreation in Mpumalanga Province. There is a perception that the Performance Management and Development System is a penalizing tool used by supervisors on their subordinates and that official's performance is not duly acknowledged as it is supposed to be; there is persisting conflict between supervisors and their subordinates resulting from supervisors rating their subordinates without their input, submission of performance results is for compliance.

### 5.3 Recommendation

- a) Effective communication of the system to the rest of the employees of the provincial government;
- b) Development of the implementation capacity internally through Performance Management and Development System Champions; and
- c) Strive for consistent application of the Performance Management and Development System which impacts positively on the overall performance of the organization.

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### **Legislation and policies**

Government Gazette: Public Service Regulations 1998, Notice No. R 1 of 1998

Mpumalanga Provincial Government (2007) Employee Performance Management and Development System Guideline

Mpumalanga Provincial Government (2010) Mpumalanga Provincial Performance Management Development Policy

## Appendix 1

21 Cedarwood Cycle

Ilanga Village

West Acres

Nelspruit

1200

The HOD

Department of Culture , Spots and Recreation

Building 5, Government Complex

Nelspruit

1200

Dear Madam

Re : Evaluation of perceptions of employees within the Mpumalanga Department of Culture, Sports and Recreation

Receive greetings

I , Makgoni Maloba, a student in the University of Limpopo, Student No. 200816805 , am conducting a research , evaluation of perceptions of employees within the Mpumalanga Department of Culture, Sports and Recreation in order to fulfill the requirements of a Master of Public Administration.

I therefore request permission to conduct this study in your department using a questionnaire attached to this letter. Please, note that all the questionnaires completed will be treated with the necessary confidentiality they deserve and respondents are not required to disclose your personal details, whatsoever.

NB. May you please note that the outcomes of this study will be published and recommendations communicated to the department. This will go a long way in improving the state of implementing performance management in the workplace

Hoping for your maximum cooperation

---

M Maloba

## Appendix 2

21 Cedarwood Cycle

Ilanga Village

West Acres

Nelspruit

1200

Research on employee perceptions of the performance management system in the Mpumalanga Department of Culture, Sports and Recreation.

Dear Respondent

Receive greetings

I , Makgoni Maloba, a student in the University of Limpopo, Student No. 200816805 , am conducting a research , am currently doing research on the employee

Hoping for your maximum cooperation

---

M Maloba

### Appendix 3

## Questionnaire for the evaluation of perceptions of employee on performance management system in the Mpumalanga Provincial Department of Culture, Sport and Recreation

### Section 1

#### Demographic Information

1. Gender

Male	Female
------	--------

2. Employee position in the organizational structure

Head of Department	
General Manager	
Senior Manager	
Manager	
Deputy Manager	
Administrator	
Clerk	
General worker	

3. Number of years employed in the department

0-4 years	
5-9 years	
10-19 years	

20-29 years	
30 years or more	

4. I had an annual performance appraisal discussion with my immediate supervisor for the year 2008/2009

Yes	No
-----	----

5. My worth assessment this year was:

About what I expected
Lower than I expected
Higher than I expected

6. I believe that my performance during the past year was:

Below average
Average
Above average

## Section B

### Employee perceptions on the Performance Management System

Instructions: Please rate the following statements on the scale of 1-5, where:

1= Fully agree

2=Agree

3=Not sure

4=Disagree

5=Strongly disagree

	Item Statements	Fully agree	Agree	Not sure	Disagree	Strong disagree
1.	Translates the Department's goals into directorate, divisional, team and individual goals	1	2	3	4	5
2.	Helps to clarify the Department's goals	1	2	3	4	5
3.	Is a continuous and evolutionary process, in which performance improves over time	1	2	3	4	5
4.	Relies on consensus and co-operation rather than control or coercion	1	2	3	4	5

5.	Creates a shared understanding of what is required to improve performance and how this will be achieved	1	2	3	4	5
6	Encourage self management of individual performance	1	2	3	4	5
7	Encourages a management style that is open honest and encourages a two way communication between managers and staff at all levels	1	2	3	4	5
8	Delivers continuous feedback (on organizational, team and individual performance) to all staff.	1	2	3	4	5
9	Enables individual staff members to modify the Department's objectives	1	2	3	4	5
10	Measures and assesses all performance against jointly agreed goals.	1	2	3	4	5
11	Demonstrates respect for the individual.	1	2	3	4	5
12	Have fair procedures.	1	2	3	4	5

13. In your view, what are the most important concerns or problems that you experience with the current Performance Management System of the Mpumalanga Department of Culture, Sports and Recreation.

1.	
2.	
3.	
4.	
5.	
6.	
7.	
8.	
9.	
10.	

## SECTION C

### Employee perception on the Performance Appraisal System

Instructions: Please cross the number that best identifies your response to each corresponding statement.

1= strongly disagree

2= disagree

3= not sure

4= agree

5= strongly agree

	Item Statements	Strongly disagree	Disagree	Undecided	Agree	Strongly agree
1.	My appraiser has a good understanding of skills required to perform my job	1	2	3	4	5
2.	My appraiser is familiar with all phases of my work.	1	2	3	4	5
3.	My appraiser has excellent personal knowledge of my performance level in my current position.	1	2	3	4	5
4.	My appraiser has a good knowledge of my position's duties	1	2	3	4	5
5.	My appraiser has observed my performance under both routine and	1	2	3	4	5

	pressured conditions.					
6.	I am given the opportunity to state my side of all the issues discussed during my performance appraisal.	1	2	3	4	5
7.	I am given the opportunity to express my feelings during my performance appraisal.	1	2	3	4	5
8.	There is ample opportunity to discuss all aspects of my job during my appraisal.	1	2	3	4	5
9.	I am encouraged to express my opinion on how my duties could be more efficiently performed.	1	2	3	4	5
10.	I have a clear understanding of the reasons behind the appraisals I receive.	1	2	3	4	5
11.	Possible means of self-improvement which I could take in my current position are discussed during my performance appraisal.	1	2	3	4	5
12.	My personal development needs are discussed during my performance appraisal.	1	2	3	4	5
13.	Goals for my job are discussed during my appraisal	1	2	3	4	5



	Item Statements	Strongly disagree	Disagree	Undecided	Agree	Strongly agree
14	Possible actions which I could take to improve performance in my present position are discussed during performance appraisal					
15.	My performance appraisal is based on specified performance standards for my position	1	2	3	4	5
16.	My performance is appraised according to previously established responsibilities, standards and goals.	1	2	3	4	5
17.	Any plans or objectives for my job are established and mutually agreed upon by my appraiser and goals.	1	2	3	4	5
18.	My formal appraisals are connected to informal meetings between my appraiser and I which take place throughout the entire year.	1	2	3	4	5
19.	Discussions and review of my performance is a continuous process, not one which occurs only during my formal performance appraisal.	1	2	3	4	5
20	The overall goals of the Department of Culture, Sport and Recreation are discussed during my performance					

	appraisal.					
21	The goals of my department/unit are discussed during my performance appraisal.					

22. In your view, what are the most important concerns or problems that you experience with the current performance appraisal/review practices in the department?

1.	
2.	
3.	
4.	
5.	
6.	
7.	
8.	
9.	
10.	

Thank you for your time and participation.