



Performance Management System implementation strategy for the National Department of Human Settlements, South Africa

NM SAMBO

 orcid.org/0000-0002-5529-9930

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Supervisor: Prof BR Hanyane
Co-supervisor: Prof G van der Waldt

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Student number: 29810310

DECLARATION

I, Ntombikayise Muriel Sambo, declare that the contents of the mini-dissertation titled "Performance Management System Implementation Strategy for the National Department of Human Settlements, South Africa" hereby submitted in partial fulfilment of the requirements for the degree Masters in Public Administration (Potchefstroom Campus) at the North-West University is my own work and the sources of all material contained herein have been duly acknowledged accordingly.



.....

NM Sambo

28 September 2022

Date

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ABSTRACT

Public Performance Management (PPM) is not a new idea or concept in the public service and private institutions. However, according to Chowdhury *et al.* (2018:01), currently Performance Management (PM) is a source of dissatisfaction in public institutions. The PPM Directives from the Department of Public Service and Administration (DPSA) require that public performance assessment be done against the departmental strategic plan, operational plan and be linked with the budget in the public service.

Over the past three years, the National Department of Human Settlements (NDHS) has been faced with dwindling organisation performance. The discourse amongst senior managers revolved around improvement of performance and services delivery in the three spheres of government. The NDHS has been recognising individual good performance through awarding performance bonuses. However, it has been unable to achieve the expected level of overall departmental performance.

The aim of this research was to investigate the current nature and the implementation of the Public Performance Management System (PPMS) in the Department. In addition, it aimed to uncover perceptions and challenges that might exist associated with the implementation of the PPMS. The researcher adopted both a qualitative and quantitative research approach, which is generally referred to as a mixed-method design. For data collection purposes, the targeted population comprised 20% senior managers (Directors) and 20% middle managers (Deputy Directors and Assistant Directors). In terms of data analysis, a survey questionnaire was analysed using SPSS software program (Version 27), assisted by the University Statistical Consultation Service of the North-West University (NWU).

The study identified challenges, amongst others linked employees' perception, leadership issues, and organisational structural issues that influenced the commitment to successful implementation of PPMS in NDHS. As a result, a coherent and effective Performance Management System Implementation Strategy has been proposed to senior managers in the Department. Furthermore, the study recommends that in order to implement the proposed PPMS Implementation Strategy, the Department will need to develop a Change Management Approach in order to create awareness for the need to implement innovative ways to enhance the effectiveness of PPMS in the Department. This, in turn, will ensure buy-in from both employees and senior management on the proposed PPMS Implementation Strategy.

KEYWORDS

Performance, performance management, public performance management system, National Department of Human Settlements, performance management implementation strategy, South African Public Service, implementation challenges

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LIST OF ABBREVIATIONS

AGSA	Auditor-General South Africa
APP	Annual Performance Plan
BSC	Balanced Scorecard
DP	Development Plan
DPME	Department of Planning, Monitoring and Evaluation
DPSA	Department of Public Service and Administration
EE	Employment Equity
EFQM	European Foundation for Quality Management
EPMDS	Employee Performance Management Development System
GAF	Generic Assessment Factor
HOD	Head of Department
HR	Human Resources
HRD	Human Resource Development
HRM	Human Resource Management
ILO	International Labour Organisation
ISAP	Index to South African Periodicals
IT	Information Technology
KGFA	Key Government Focus Area
KPI	Key Performance Indicator
KRA	Key Responsibility Area
LRA	Labour Relations Act
MTSF	Medium Term Strategic Framework
NDHS	National Department of Human Settlements
NDP	National Development Plan
NPM	New Public Management

PDP	Personal Development Plan
PFMA	Public Finance Management Act
PM	Performance Management
PMDS	Performance Management Development System
PMS	Performance Management System
PPA	Public Performance
PPM	Public Performance Management
PPMDS	Public Performance Management Development System
PPMS	Public Performance Management System
PSC	Public Services Commission
PSCBC	Public Service Co-ordinating Bargaining Council
PSR	Public Service Regulations
PwC	PricewaterhouseCoopers
SDA	Skills Development Act
SMS	Senior Management Services
SP	Strategic Plan
SPSS	Statistical Package for Social Sciences
TR	Treasury Regulations
UN	United Nations
WP	Work Plan
WPHRM	White Paper on Human Resources Management

CHAPTER 1: INTRODUCTION

1.1 Orientation

According to Van der Waldt (2004:33), the South African Public Service's system of performance management is critical to both the citizens and public service managers. Public service managers have a responsibility to develop ways to meet public objectives in order to transform their departments as high-performing public institutions. Due to market growth, managers in both the public service and private institutions are continuously under pressure to improve performance in their respective organisations (Biron *et al.*, 2011). Similarly, Zulystiawati Educational Management (2014:132) reports that due to public sector reforms, public organisations have been under pressure to implement Performance Management Systems (PMS) to improve performance. Ohemeng (2009:109) adds that in the modern public service governance, PMS has become a key element to measure public organisational performance.

According to Aguinis (2016:10), one of the purposes of the PPMS is to “allocate rewards or bonuses”. The Public Service Commission (PSC) (2018:05) confirms that the purpose, goal and management of PM in the public service can be described as “to provide a framework to enhance individual employees’ performance and thereby contributing towards an improved organisational performance”. Aguinis (2013:13) further reflects that the role of PMS is to help management to achieve strategic objectives, recognition of individual good performance, feedback on performance and development of employees (especially in the public service) to improve performance. To allow effective implementation of Public Performance Management System (PPMS), the system should be tailor-made to the specific needs of the environment and a culture of an institution (Swanepoel *et al.*, 2008:380). Saurombe (2014:5-7) reasons that PMS requires to be integrated within a positive culture of public service management to avoid implementation problems.

The National Department of Human Settlements’ (NDHS) (hereafter referred to as the Department/NDHS) mandate is articulated in Section 26 of the South African Constitution (1996), which states that: “Everyone has the right to have access to adequate housing and that the state must take reasonable measures, within its available resources, to achieve the progressive realisation of this right”. The Department is therefore tasked with ensuring the realisation of that right, i.e., access to delivery of adequate housing in the country. Since 1994, the Department has ensured the delivery of over 4.7 million houses and serviced sites to the poor and low-income earners (NDHS, 2018a:6). The strategy of the NDHS outlines all plans to be undertaken, and meeting targets is critical. Therefore, the PMS has an important role to translate the NDHS strategy into action and the monitoring of outcomes.

When implementing PPMS, the Department is expected to conduct quarterly performance reviews twice a year to assess individual performance (DPSA, 2018a:4). The DPSA's Determination and Directive on Performance Management and Development (2018a:5) indicates that assessment should be done against the departmental strategy, operational plan and linked with the budget in the public service. Accordingly, public employees are expected to develop their Public Performance Agreement (PPA) aligned to the departmental strategic plan, which is cascaded to an operational plan of the Department (DPSA, 2018b:2). During the assessment, the divisional/unit manager focuses on the set indicators of the employee to measure whether strategic objectives and goals of the department have been achieved or not. It has been observed that employees in the public service tend to focus on the results of the assessment rather than the whole purpose and process of implementation of the PPMS, which is also the case in the NDHS.

The principles guiding the effectiveness of the PMS in the public service include transparency, developmental and accountability (Van der Waldt, 2004). Despite the Department's achievement, the demand for housing continues to outstrip the current supply of houses. This has an adverse impact on the achievement of targets and the performance of the Department (NDHS, 2016:12). The government of South Africa recognises PPMS as a tool to improve service delivery (Pessima, 2009:11). Noronha *et al.* (2016:85) in their study assert that the high failure rate of the PMS happens during the implementation phase. This assertion has been revealed in the PSC study on the evaluation of the effectiveness of PMS; that the implementation of phases of PPMS remains a concern in the entire Public Service (PSC, 2018). This study is therefore motivated by the lack of a Performance Management System Implementation Strategy in the NDHS.

1.2 Problem statement

In terms of the Public Service Regulations (2016), "an executing authority shall determine a system for performance management and development for employees in his or her department". In addition, part 5 of Public Service Regulations (2016) provides a framework for management of performance in departments, where it is specifically stated: Regulation 72(1) "mandates all employees to annually enter into and sign Performance Agreements with their respective supervisors at the beginning of every financial year, committing themselves on what (targets); how and the extent to which they will contribute towards achievement of the Department's strategic goals, objectives and targets"; Regulation 72(13) "mandates that an employee must be assessed by his/her supervisor for each performance cycle"; and Regulation 73(4) "that the Minister of Public Service Administration shall from time to time determine the maximum percentage performance reward to be granted to an employee or categories of employees".

In compliance with the Department of Public Service and Administration (DPSA) requirements, the Department has been applying the Public Service Regulations (2016) and DPSA Determinations and Directives (2018a) to manage the performance of employees. The NDHS Organisational Performance Trends (2019:2) indicate that the Department achieved 58% in 2017 and 52% in 2018. In spite of the Department's effort to manage public performance, the Department failed to meet and achieve 100% planned strategic objectives and targets. Nonetheless, employees of the NDHS are still rewarded for performance exceeding above expectations, despite overall Departmental under-performance (NDHS, 2019:30). Employees in the NDHS insist on being rewarded for achieving and exceeding their targets as planned in their PPA, irrespective of whether these are aligned to the overall Departmental strategic objectives. NDHS employees are perceived by management to have self-entitlement of bonuses rather than focusing on the actual performance result. Even so, NDHS employees have had concerns regarding the transparency of moderations ratings and adequacy of human resources in the Department.

According to the NDHS Corporate Services Quarterly Report (2017:15), another concern is the lack of support and cooperation by all employees on attempts to improve and enhance PPMS implementation. As a result, the PPMS process is treated as a malicious compliance matter, evidenced by how it only becomes important when due dates are to be met. In the Department, the Trade Unions have been inundated with high rates of complaints lodged by employees against the process of PPMS. There have been indications that the PPMS Policy is not applied consistently across the NDHS, e.g., some public senior managers are stricter than other senior managers when applying PPMS (NDHS, 2017:14). Similarly, the Human Resources (HR) Development Unit has been dealing with a high number of appeals from the employees contesting the outcome of the public performance assessment. These challenges are too glaring to be ignored by the senior managers of the Department.

The researcher has observed that for the period of 2016 to 2019, managers distanced themselves from PMS processes, avoiding confrontations with employees. The PPMS is treated as an annual event, not a continuous process. The researcher has further noted that NDHS managers are always relying on the human resources practitioners to implement the PMS. For example, managers transfer the responsibility of taking decisions related to PPMS to the Human Resources Unit. In addition, public senior managers and employees have a different interpretation of the PPMS process leading to non-compliance with the DPSA prescripts. Furthermore, there are concerns within public management circles as to the effectiveness of the PMS implemented in the Department. Whilst the PMS in the public service is prescribed by the DPSA for the

departments to develop their PPMS Policy, there is no implementation strategy prescribed for senior managers to deal with challenges when implementing PPMS in the NDHS.

The problem, therefore, is that the NDHS does not have a coherent and effective implementation strategy for the successful implementation of the PPMS. The aim of this research was therefore to investigate the current nature and the implementation of the PMS in the Department. In addition, it sought to uncover perceptions and challenges that might exist associated with the implementation of the PMS. As a result, a coherent and effective Performance Management System Implementation Strategy will be proposed and recommended for the senior managers in the Department. This research could assist not only the NDHS, but other departments as well through the body of knowledge, particularly on the updated performance management practices in the public service. In addition, there is currently a gap in the body of knowledge. The literature revealed only one interesting doctoral thesis titled “A strategy for the implementation of performance management in schools in a province of Zimbabwe” published in 2014 (Saurombe, 2014). However, Saurombe’s (2014) strategies do not seem to deal with the issues which are predominant in the South African public services, hence, a need for this research.

1.3 Research objectives

The primary objective of the study was to develop a coherent and effective implementation strategy for the PPMS in the NDHS. Taking into considerations the primary objective, the following were the sub-objectives:

1. To develop an Implementation Strategy of the Public Performance Management System (PPMS) in the National Department of Human Settlements (NDHS).
2. To identify theoretical models, principles approaches and dimensions of Public Performance (PM), Public Performance Management (PPM) and Public Performance Management Systems (PPMS).
3. To investigate the current nature of PPMS applications in the National Department of Human Settlements in the South African Public Service and inclusive of statutory and regulatory frameworks.
4. To assess the alignment of the PPMS to the National Department of Human Settlements’ Strategy.
5. To investigate gaps and challenges that might exist associated with the implementation of the PPMS in the Department of Human Settlements.

1.4 Research questions

1. What are the strategies to improve the implementation of the Public Performance Management System in the National Department of Human Settlements?
2. What are the theoretical models, principles, approaches and dimensions of public performance, public performance management and public performance management systems?
3. What is the current nature of PPMS applications in the National Department of Human Settlements South African Public Service and inclusive of statutory and regulatory frameworks?
4. Is there an alignment of the PPMS to the Strategy of the National Department of Human Settlements?
5. What are the gaps and challenges associated with the implementation of the PPMS in the NDHS?

1.5 Central theoretical statements

According to Abend (2008:173-199), theories are formulated to predict, explain and understand phenomena by indicating relations between variables. Abend (2008:173-199) adds that in many instances theories formulated to extend and challenge the existing knowledge within the parameters of critical bounding assumptions. Furthermore, theories can be used as a structure that can support or hold a theory of the research study. Therefore, for this study the researcher applied Pulakos Model, Goal Setting and Expectancy of motivation theories as foundational arguments for the study on PMS. It should be noted that “theories underpin social science endeavours by providing the philosophical assumptions” (Van der Waldt, 2017:183). This meant that the data to be collected in this study would have a real significance when presented within the context of a particular theory or model.

According to the Model of Pulakos (2009:37), “effective performance management systems have a well-articulated process for accomplishing evaluation activities, with defined roles and timelines for both managers and employees”. The statement shows that without well-defined system processes, it is impossible to achieve a successful implementation of PMS. Accordingly, Aguinis (2016:169) agrees that the successful implementation of PMS requires a clear understanding of the system process, involvement and acceptance of role players. The Pulakos Model (2009:83) focuses on the following components: *setting of organisation, division and departmental goal by*

the Leaders, setting of objectives and discussion of behavioural expectation between managers and employee, ongoing performance discussion between the manager and employee, employees provides input based on own perception of performance, input on employees performance provided by knowledge rating sources, performance rating by the managers, formal review session between manager and employee, Human Resources decides on the payment, promotions and training.

Pulakos (2004) acknowledges that theoretically, a PMS system can be used to make decisions about the development of employees. However, that might be difficult to achieve due to subjectivity that might affect the reward and the morale of public employees. Based on the analysis of Pulakos (2009:83), currently the challenge of the NDHS is that it is focusing only the outcomes, compromising the other processes, e.g., planning and feedback phases. In addition, when developing objectives and measuring results, there should be a discussion between the managers and employees on the work expected to be achieved and whether objectives were achieved (Pulakos, 2009:133). This therefore speaks to the development of performance indicators and being able to go through the process of reviewing performance. These linkages assist in ensuring that public services' work is aligned and streamlined to achieving public performance.

Goal Setting Theory was presented by Locke, an American psychologist, in the 1960s with an aim of assisting managers to guide employees towards setting and achieving goals (Smither & London, 2009). Locke and Latham (2006:265-268) state that challenging specific goals as well as appropriate feedback does contribute to better and high performance. The assertion is relevant, as it would assist employees and managers to deliberate when developing action plans which would guide people and the department on what needs to be achieved. Consequently, this helps in making it a major component of personal development (Smither & London, 2009). Employees' willingness to perform towards the achievement of targets and/or goals is the basis of job motivation. Furthermore, the continuous feedback encourages employee behaviour and leads to higher performance than when there is no feedback (Locke & Latham, 2006:268).

In Goal Setting, both the manager and the employee(s) must participate actively in setting up the organisational goals. In addition, the manager must directly monitor the organisational performance and employees' performance respectively (Locke & Latham, 2006:265-268). In Goal Setting, the "SMART" criteria need to be considered, i.e., "Specific Measurable Achievable Relevant Time-bound" as a guideline for goal setting (Lunenburg, 2011a:1-5; Pulakos, 2009:135). SMART principles are also used by the Public Service when developing organisational strategy (National Treasury, 2010). "Regardless of the level of government, Goal setting has a role to play in the practice of public service management and administrative reform" (Fatile, 2014:82). Senior

public management must therefore ensure that signed PPAs have targets which are aligned to the objective of the Department to monitor and assess performance.

Smither and London (2009) view goal setting as a competition risk amongst employees. This might lead to a lack of interest toward the public and private organisations and a focus on individual achievements (Smither & London, 2009). When managing performance of employees, managers have a role to coach employees based on the results of the performance feedback (Smither & London, 2009). Furthermore, from the literature gathered on goal setting, it is clear that there is a positive connection between goal setting and improved organisational results. This is due to the fact that goal setting theory covers all features of building organisations with efficiency. A good PMS must enable managers to align the organisational strategic plan with individual performance in order to enforce consistent behaviour of attainment of goal (Aguinis, 2013; Aguinis, 2016:61; Smither & London, 2009:6-7). From the explanations above, it can be deduced that the importance of goal setting when implementing PM is critical. The South African government needs to address backlogs to improve service delivery through effective implementation of PMS.

According to Lunenburg (2011b:1-5), Vroom's Expectancy Theory of Motivation of 1964 was developed by a Canadian psychologist by the name of Victor H. Vroom. Vroom posits that employees will be motivated by exercising a high level of performance knowing that "extra performance will be recognised and rewarded". A motivated individual believes there is coloration between the effort put and performance accomplished (Parijat & Bagga, 2014:1-3). Convincingly this means that there is a relationship between an individual's commitment, effort and desired outcome. Applying the Expectancy Theory in the public institution requires employees to believe that they have the necessary skills and ability to perform work and to be assessed in a manner that would lead to motivation (Suciu *et al.*, 2013:197). Based on Vroom's expectancy theory, it can be deduced that employees of the public service can be guided to perform their work and be made to understand that when they achieve results, they will be rewarded though PMS.

The advantage of the expectancy theory is that the psychology on an individual can be interpreted. This, in turn, will assist in identifying the employees' motivators that influence them to make choices according to their expectations. This means that public employees will be aware of the organisational behaviour and outcome expectations from the Department. As a result, public institutions will be able to recognise actual performance of employees (Parijat & Bagga, 2014:1-3). The expectancy theory is a suitable goal-setting tool, especially in an institution with proper mechanisms to measure individuals' efforts expended, outcomes and rewards, although the theory might not be as effective in other organisations where there is none of these present

(Robbins & Judge, 2013). This theory can assist public service managers to measure results against the departmental performance.

1.6 Research methodology

The research methodology to be discussed below will cover the literature review and research methods.

1.6.1 Literature review

A literature review serves to assess whether there has been previous consistent research findings on the proposed study or whether previous studies agree or disagree with each other. It is critical in order to deepen the researcher's understanding of gaps in the body of knowledge within the subject of performance management (Babbie, 1998:112). Literature will enable the researcher to be aware of what has already been done on PMS by authors to avoid repetition. The literature review covered the conceptualisation of performance management system theoretical models, principles, approaches and dimensions of performance, performance management and performance management systems. Furthermore, attention will also be paid to importance of aligning organisational strategy with performance management in the Department. As a result, the literature review guided the researcher in developing the research questions on the subject of PMS.

According to Pulakos (2004:1-2), "in spite of the difficulties, performance management is an essential tool for high performing organizations, and it is one of a manager's most important responsibilities, if not the most important responsibility". It is therefore important to develop guidelines to implement effective PMS (Pulakos, 2004:2). Fryer *et al.* (2009) elaborate on key features of a successful PMS:

- a) Aligning the PMS and the existing systems and strategies of the organisation – This feature has been confirmed by Palakos (2004:2-4) that PMS can never be a stand-alone system; it needs to be integrated with other strategies in an institution. However, in the Department there are different systems which are not corresponding with each other. To achieve integration will require a serious turnaround in a public service as a whole. Nevertheless, the development of strategy to implement PMS might address this gap.
- b) Commitment by the leadership – Van der Waldt (2004) emphasises the importance of commitment, accountability and management of relations with external bodies as a benefit of effective performance in the public service.

- c) A culture, which will improve and identify good performance rather than chasing poor performers – In the Department, the culture has been affected by different understanding of PMS as well as the management, which is distancing itself from taking decisions.
- d) Stakeholder involvement – In this area the Department has been inundated by labour issues and grievances. It is an area of concern, whereby the Department will need a strategy to address labour issues with Unions.
- e) Continuous monitoring, providing feedback, disseminating and learning from the outcome – Fatile (2014:77-89) has confirmed that most public services have been challenged by continuous monitoring of performance, hence the service delivery strikes by the South African citizens.

Meticulous performance planning is required during the implementation of a PMS. A well-applied PMS encourages a more committed workforce and higher employee engagement (Noronha *et al.*, 2016:85). Smither and London (2009:12) mention two critical prerequisites before the implementation of PMS, i.e., knowledge of the departmental strategic goals and mission, and job knowledge in question. If there is a lack of understanding regarding the direction of the organisation or linking of mission and strategy of the organisation, employees might lack clarity on what needs to be done and achieved (Locke & Latham, 2006:12). Pulakos (2004:1) emphasises the importance of both managers and employees treating performance management as a process that will reflect the outcome of the department.

It should be noted that the outcomes from implementing an effective PMS, which will benefit the management, employees and increase the performance of the Department, will be critical. Aguinis (2016:38-40) elaborates two important prerequisites that are required before implementing a PMS, namely organisational strategy and goals and the knowledge of the job to be performed. Aguinis (2016:38-40) further adds that if employees are not clear on the prerequisites before implementing the PMS, it might have a negative impact on the performance of the organisation. An understanding of the job is done through a job analysis process, focusing on task, activities, task, processes and task. Therefore, job analyses are the most important prerequisite of any PMS. Whilst job analyses are more of a private service focus, in public service managers are focusing on the job description as a corner stone of compiling job-related information (Swanepoel *at al.*, 2008:380-381).

The problem statement of this study indicates the challenge of a high number of employees receiving bonuses, yet the Department's performance is poor. Another concern is linking individual performance to strategic planning and performance of the Department. Aguinis

(2016:60) defines strategic planning as “a process that involves describing the organisation’s destination assessing barriers that stand in the way of the destination and selecting approaches for moving forward”. Aguinis (2016) further cautions private and public institutions that the existence of strategy does not guarantee its inclusion in the PMS. In support of that statement, the existence of current challenges in the Department has also been confirmed recently by the Auditor-General’s findings regarding targets, which are not tangible or measurable (NDHS, 2018b:30). A good PMS must enable managers to align the organisational strategic plan with individual performance in order to enforce consistent behaviour of attainment of institutional goals (Aguinis, 2016:61; Smither & London, 2009:6-7). The strategy should set the tone and the direction in which the Department is heading. Hence, the process linking PMS to the strategic plans of the public and private sector is critical.

Aguinis (2016:62) emphasises the process of streamlining of the organisational strategic plan, unit strategic plan, job descriptions and individual and team performance. In practice, however, aligning organisational strategy and the individual performance in the department is exercised at the top management when implementing PMS. However, Aguinis (2016:63) insists that it is possible to align strategy and the individual performance and that those benefits of doing so are documented widely. Some of the benefits mentioned are improving and increasing communication among managers and employees to get more involved and meeting important goals. Aguinis (2016:61) concludes with a very critical point as input to this research that “development of strategies could address issues of growth, survival, turnaround, stability, innovation, and leadership, amongst others”. It is therefore important to note that the development of an implementation strategy of the PMS will provide clear step-by-step information for managers.

There are challenges cited previously by the different researchers with regard to performance management in the private and public service. The PSC (2014:16) indicates that the implementation of PM by departments is treated as a compliance matter rather than improving performance. Similarly, Noronha *et al.* (2016:85) identify the related problem with regard to putting a low priority on PMS by management. Furthermore, paying attention and spending more time on PMS is critical rather than to rush it for compliance purposes (Noronha *et al.*, 2016:85). PM should be treated as a continuous process for the purpose of achieving departmental objectives by management and not for compliance purpose only. It is also clear that a lack of feedback and continuous monitoring of performance by the public service managers is a problem in government.

The lack of clear objectives, performance indicators and key performance areas was posed as a challenge (Noronha *et al.*, 2016:86). Poorly defined objectives and performance standards have

resulted in failure to implement PMS results with 1.5% budget allocation (PSC, 2014). Most authors (Armstrong, 2000b; Cokins, 2009:7; Locke & Latham, 2006:12; Pulakos, 2004:2) on the PMS subject have been insisting that defining organisational objectives is critical during the implementation of a PMS. The problem with public service managers is that they are focusing on the results of PMS Implementation and ignore the change process of the organisation (Noronha *et al.*, 2016:86-87). This is also supported by Hirsh *et al.* (2011) indicate that employers and employees rather focus on the administrative process of performance management (e.g., filling forms) than the process itself.

1.6.1.1 Databases consulted

The researcher consulted both secondary and primary sources to gather information for this research. Secondary Data Sources: The researcher used secondary sources such as books, data bases of theses and dissertations conducted previously on the topic, articles and journals from the NWU library, Google Scholar sources, national and international publications on PPM application, EBSCOhost Online Research Database and Index to South African Periodicals (ISAP). Primary Data Sources: The researcher distributed questionnaire surveys to employees of the Department in order to gather primary data on the implementation and nature of the PMS in the NDHS South Africa, Pretoria.

1.6.2 Empirical investigation

Empirical investigation refers to research conducted, and conclusions reached by means of documentation and observation. The case study was conducted at the NDHS, South Africa. In this study, the researcher adopted a case study approach. Neale *et al.* (2006) indicate that a case study is a story about something special, unique or interesting stories about individuals, public organisations, public programmes, processes, public institutions, neighbourhoods, and public events. Yin (2003) indicates that the case study, amongst other things, can provide an opportunity to highlight a PMS success in the NDHS, failures or to bring attention to a particular challenge or difficulty in a particular PMS.

1.6.3 Research design

Creswell and Miller (2013:32) state that research methodology describes the way in which a study was conducted. Wagner *et al.* (2012: 274) define research design as “a form of blueprint that is followed in the conduct of the research”. The research design can be classified as action research, case study, evaluation research, etc. (Blaikie, 2010:39). Fox and Bayat (2013:69) refer to case study as studying intensively: unit analyses, such as an institution or group or an individual. In this study a case study will be conducted at the NDHS in South Africa. A case study design

involves the comprehensive exploration of a specific case, for example a person, organisation or community (Bryman *et al.*, 2017:100). In addition, Bryman *et al.* (2017:100) indicate that when a researcher selects a case study design, a research method(s) should be selected to collect data, for example interviews, observations, questionnaires or a combination of these.

The researcher adopted both a qualitative and quantitative research approach in this study, which is usually referred to as mixed method design. According to Bryman *et al.* (2017:56), mixed method research “is used as a simple shorthand for research that integrates qualitative and quantitative research with a single project”. In simple terms it is the grouping of research methods associated with one research approach which is a mixed approach: qualitative and quantitative approach. It should be noted that combining elements of research method is popular, especially in management and business research (Bryman *et al.*, 2017:100). Mixed method approach was used in this study to answer research questions and to meet the objectives of the study. Subsequently, a mixed method approach (qualitative and quantitative) guided the researcher to develop a Performance Management Implementation Strategy for Senior Managers in the Public Service.

Qualitative research is designed to explain people, events and all substances associate with them; it does not depend on numerical data (Fox & Bayat, 2013:31). According to Wagner *et al.* (2012:126), qualitative research is about the understanding of the process, cultural and social context which shape different kinds of behavioural patterns. The researcher will be able to create a coherent story as it is seen during engagements with the participants; when they present their experiences, action and lives through the situation (Wagner *et al.*, 2012:126). Wagner *et al.* (2012:126) state that “the greatest strength of qualitative research is the richness and depth of explorations and description of data”. This will require the researcher to become an instrument through which data are collected, analysed and interpreted. Therefore, a qualitative approach was suitable for this study since the data would be collected through semi-structured interviews from senior managers to provide insight about the implementation and the nature of PMS in the Department.

Quantitative research method, as described by Bryman *et al.* (2017:31), entails “the collection of numerical data and it regards the relationship between theory and research as deductive”. Bryman *et al.* (2017:31) posit that in the qualitative research, the collection of and analysis of data is emphasised through quantification. In addition, this method adopts an objectivist conception of social reality. Creswell (2013) is of the opinion that quantitative research applies strategies of enquiry which involve surveys, experiments and predetermined data that will eventually yield statistical data. As a result, Babbie (2013:56) outlines that the benefits of using quantitative research are that the use of numbers allows greater accuracy in reporting results. It will enable

the researcher to use mathematical analysis in the form of a computer program known as Statistical Package for Social Sciences (SPSS) to analyse survey questionnaires from employees' levels 09-13 in the NDHS.

1.6.3.1 Sampling

The population includes all the basics that meet certain standards for inclusion in a study (Burns & Grove, 2003:43). Burns and Grove (2003:233) describe a sample as a population or sub-set or sub-group. According to Bryman et al. (2017:168), a researcher ought to select a sample that is a true representation of the whole population. There are two types of sampling techniques: probability and non-probability sampling (Wagner *et al.*, 2012:89). For probability sampling, each sample has an equal probability of being chosen (Polit & Hungler, 2004:294; Wagner *et al.*, 2012:89). Non-probability sampling represents a group of sampling techniques that help researchers to select units from a population that they are interested in studying (Polit & Hungler, 2004:294).

According to Wagner *et al.* (2012:89), conducting quantitative research does not mean that a researcher will use a probability sampling technique. Similarly, conducting qualitative research does not mean that the researcher will be using a non-probability sampling technique. In addition, both probability sampling and non-probability sampling are susceptible to non-response bias. Critical to this, researchers need to be guided by the context of the research they are conducting, as well as the available resources at that point in time (Wagner *et al.*, 2012:89). According to Wagner *et al.* (2012:92), there are four types of non-probability sampling techniques that can be used by a researcher, namely convenience sampling, purposive sampling, quota sampling, and snowball sampling. Convenience sampling is regarded as the most practical form of sampling since it allows the researcher to use whoever (accessible participants) is readily available (Wagner *et al.*, 2012:92).

For the purpose of this study, the researcher adopted a non-probability sampling procedure as a sub-set of convenience sampling. It should be noted that the researcher is employed at the NDHS, and it would be easy to use convenience sampling since the sample is available and accessible for the study (Strydom & De Vos, 1998:199). Using convenience sampling as a sub-set of non-probability sampling would assist the researcher to identify and approach participants with as little effort as possible. The target population of the study included senior managers, namely Directors Level 13, middle managers: Assistant Directors and Deputy-Directors (Levels 9-12).

The targeted population comprised 56 senior managers (Directors), 209 middle managers (Deputy Directors and Assistant Directors) as per the NDHS Organisational Structure. The

approach taken allowed the researcher to target 20% and above of the population. It should be noted that a sample size of 20% was justified, as the researcher is an employee of the NDHS. Therefore, the researcher would be able to access the sample following the necessary NDHS processes. The senior managers (Directors) were targeted because they are responsible for the implementation of the PMS in their respective Directorates, and they have knowledge of the PMS in the Department. The middle managers (Deputy-Directors and Assistant Directors) were targeted as they are responsible for the performance of their respective Sub-directorates which are attached to Directorate managed by senior managers. The total number of the targeted population was 20% of 56 senior managers and 20% of 209 middle managers.

1.6.3.2 Data collection methods

According to Yin (2003), one of the strengths of the case study methodology is that the researcher will be able to utilise different data collection methods. For the purpose of this study, a questionnaire with semi-structured and open-ended questions was applied. The researcher requested permission from the Director-General of the Department to conduct this research at NDHS. The survey questionnaire enabled the researcher to obtain in-depth and comprehensive information from participants to understand the current application of PPMS in the NDHS (Wagner *et al.*, 2012:102). Survey questionnaires were administered to senior managers (Directors) and middle managers (Deputy Directors and Assistant Directors) through the use of e-mail in order to elicit quantitative and qualitative data on the understanding of PMS in the NDHS (Wagner *et al.*, 2012:104). Furthermore, data collected through Public Service Archived Reports, official NDHS documents and PM legislation were analysed.

1.6.3.2.1 Questionnaires

Questionnaires are one of the most common methods of conducting scholarly research. They provide a convenient way of gathering information from a targeted population. Questionnaires are easy to analyse, and most statistical analysis software can easily process them. Questionnaires are very familiar to most people (Berdie *et al.*, 1986:23). Nearly everyone has had experience of completing questionnaires. They are less invasive than face-to-face or telephone surveys. In this research, semi-structured and open-ended questions were applied to collect data (e-mailed) to employees at the levels of Directors, Deputy Directors and Assistant Directors in the NDHS. It should be emphasised that the survey questionnaire was e-mailed to participants due to the COVID-19 pandemic which prohibits physical contact. In addition, the NDHS emphasises compliance with COVID-19 regulations which limits physical contacts.

1.6.3.3 Data analysis

Data analysis is the process whereby the researcher makes sense of the data collected by consolidating and interpreting participants' responses, as well as data collected through what the researcher has observed or read. According to Terre Blanche and Durrheim (2002:123-146), the aim of data analysis is to transform data collected or information to respond to a research question. To analyse data collected in this study, the researcher identified themes and responses (clustered per theme). In addition, the frequency of responses from the participants was determined in such a way that would allow analysis through the SPSS program version 27. The collected data were received by the University Statistical Consultation Service of the NWU through electronic e-mail survey questionnaires to be analysed using SPSS program (Version 27). The researcher received graphs generated by the SPSS program in order to develop narrative analyses of results for Chapter 4. Findings will be shared with the National Department of Human Settlements through the Library to be accessed by the participants and be submitted to the NWU for publishing respectively.

1.6.3.4 Limitations and delimitations

The scope of this research was to study the implementation of PM in the NDHS in Pretoria, South Africa. However, the findings of this study were based on data collected from officials from the NDHS in the public service, and not the entire public service. Therefore, the generalisation of the study may be questionable. Due to the convenience sampling adopted in this study, not all employees were included in the study. The understanding of both employees and management regarding the PMS may influence the findings negatively. It should be noted that the researcher conducted this research during the COVID-19 pandemic period. As a result, it limited it to the collection of data through survey questionnaires and not interviews, as strict COVID-19 regulations prohibited physical contact.

1.7 Ethical considerations

According to Creswell and Miller (2014:92), when developing a research method, a researcher must consider ethics and values that need to be followed when conducting the study. They further emphasise that the researcher must promote integrity and develop trust with the research participants. Furthermore, ethical issues, such as confidentiality, reflect an awareness and acknowledgment of the individual rights in undertaking research (Westerholm, 2011). The researcher sought an ethics letter or clearance letter indicating that the topic was approved from the NWU. It should be noted that the researcher works for the NDHS head office in Pretoria. As part of the recruitment method, the researcher e-mailed the questionnaire link to the participants

using the recruitment e-mail. The recruitment e-mail provided information about the purpose of the research and emphasised voluntary participation before participants could access the electronic questionnaire (by clicking the link).

Upon receiving the ethics letter from the University, the researcher sought permission from the Director-General to conduct research at the NDHS in Pretoria, South Africa. The participants were also guaranteed secrecy and anonymity in any questionnaire completed and interview conducted. The researcher used the post levels of the colleagues but not their names during the analysis of the results. NWU will keep the data safe and secured on the Special University Drive for seven (7) years. Only the personnel or the staff of the University Statistical Consultation Service of the NWU will be able to access the data. Information will not be shared without consultation with the researcher and participants.

1.8 Significance of the study

Based on the problem statement and challenges mentioned above, the researcher saw a need to conduct research. Service delivery and meeting targets is one of the concerns in the Department. The study would assist the Department on the following:

- Outlining challenges impacting on the implementation of the PMS in the National Department of Human Settlements in South Africa, Pretoria.
- Providing a strategy to be followed by the NDHS and other Public Services in South Africa that can be followed to improve the implementation of the PMS.
- Contribute to the expansion of knowledge within the public administration discipline. In addition, the study will provide more literature for future researchers who will be keen on investigating PMS implementation in the public service.

1.9 Chapter layout

The chapter layout for the research report is as follows:

Chapter 1: Orientation

The first chapter provided the reader with an introduction and background of the study. The reader was introduced in the subject of PPM. This chapter provided the context which would lay a foundation for the research problem that needed to be investigated. Performance management theories were discussed as foundational arguments for the study on PMS. The researcher

outlined the methodology to show how the research was conducted, followed by the justification and the rationale for undertaking the study.

Chapter 2: Literature Review

The second chapter will provide the reader with the concept of performance management, comprehensive models, processes and dimensions of performance, performance management and performance management systems. Furthermore, attention is paid to the importance of aligning public organisational strategy with public performance management systems in the public service. The researcher reviewed and analysed work done by other researchers on performance management in the South African public service.

Chapter 3: Review of Legislative Frameworks

The third chapter focuses on the review of the legislative framework, policies and directives which are supporting the implementation of the PM in the South African public service. Chapter 3 further discusses Performance Management and Development System (PMDS) Policy of the NDHS and whether the Policy is aligned to the regulatory frameworks guiding the implementation of PM in the public service.

Chapter 4: Research Methodology, Data Analyses and Findings

In this chapter, empirical findings are presented. The fourth chapter states the approach used by the researcher to conduct the study. The chapter indicates to the reader exactly how the information was collected using a qualitative and quantitative approach, as well as the means of analysing and interpreting the data collected. Imperial finding are discussed. In addition, a golden thread for the analyses of data is established in this chapter, and linking the objectives of the study leading to Chapter 5 to ensure alignment.

Chapter 5: Recommendations and Conclusion

This chapter conceptualise strategy as well as strategy formulation, implementation and control to provide the reader with an understanding of strategy. This chapter further propose a Performance Management System Implementation Strategy. The proposed strategy and recommendations will serve as a tool for the senior managers and middle managers of the NDHS to enhance implementation of the PMS.

1.10 Conclusion

This chapter has outlined the rationale on why the study was conducted in the NDHS. It provided the overview and problem statement pertaining to the implementation of the PMS in the Department. It goes further by deliberating on the concept behind the implementation of PM in an

organisation. In addition, this chapter provided a summary of the methods that were followed to conduct research and analyse the results. Furthermore, the chapter provided the theoretical statements driving PM which also serve as a basis to guide the research and addressing the problem statement. The next chapter provides a comprehensive literature review and theories on the implementation of the PMS.

CHAPTER 2: CONCEPTS AND THEORETICAL PERSPECTIVE THAT INFORM PUBLIC PERFORMANCE, PUBLIC PERFORMANCE MANAGEMENT AND PUBLIC PERFORMANCE MANAGEMENT SYSTEMS

2.1 Introduction

Public services (administrative workspaces) are experiencing fiscal constraints and increasing public expectations. As a result, the importance of public performance management is progressively gaining momentum in the South African public service (Deloitte, 2014:3). Van der Waldt (2004:3) is of the opinion that the culture of the new public service in South Africa puts the clients at the centre of service delivery. Contrary to Van der Waldt's (2004:3) assertion, putting clients at the centre of service delivery has not been the real focus of government (public service), due to budget cuts by the National Treasury, which are impacting on the delivery of the NDHS's mandate. However, it is rather accurate that the public service needs to strengthen its focus on improving, monitoring and evaluation of public performance from both a public operational and strategic planning perspective (Van der Waldt, 2004:3).

Aguinis (2016:73) insists that despite any difficulties that might arise in a public institution, public management must acquire the skills and have strategies to manage public performance. Deloitte (2014:7) adds that it is important for public service leaders to continuously modify public performance management strategies to assist public employees to achieve public strategic goals better. This, in turn, will equip public employees to improve on engagements and public performance in the public service. Furthermore, Fatile (2014:88) asserts that public service administrations are critical delivery agents in both developing and developed countries. Therefore, PM (hereafter referred to as Public Performance Management [PPM]) gives an overview of public sector performance and states that emphasis must be upon the achievement of expected public performance, based on the public strategic objectives (Fatile, 2014:88).

According to Van der Waldt (2014:2), all spheres of government are constantly under pressure to improve performance and service delivery to the citizens of South Africa. PSC (2018:17) acknowledges that "Managing the public servants' Public Management System is one of the most challenging undertakings, which the government is faced with today due to its controversy, complexity and non-adherence to its objectives and principles, and failure to enhance the provision of quality service". In managing performance, it is critical for public managers to develop

public strategies to ensure that the PMS responds to achieving the mission and vision of the Department (Aguinis, 2016:63). Furthermore, public senior managers have a greater responsibility to account for the government's performance.

This chapter reviews the literature in relation to the study by providing theoretical perspectives that inform public performance, public performance management and public performance management systems. The researcher further provides a broader understanding of public performance management processes and dimensions, as well as public performance management application in the South African public service. The researcher reflects on critical aspects, factors and challenges of an effective PPMS. These will include Public Performance Management applications in the South African public service.

2.2 Concepts “public performance, public performance management and public performance management system”

2.2.1 Public performance defined

PPM is about managing the performance, whereas “performance” (public), according to Campbell *et al.* (1993:40), “is what the organization hires one to do, and do well”. This means that action itself cannot define public performance, but only by assessing and judgement of public performance. Sonnentag and Frese (2005:36) describe public performance as a multi-dimensional concept which is referred to as “an individual's proficiency with which he or she performs activities which contribute to the public organisation”. Longdon (2000:13) argues that public performance is the actual work that is being done to ensure that a public organisation achieves its vision and mission. Therefore, it can be deduced that for the purpose of this research, the term “performance” will be referred to as doing the work and about the results achieved thereof (Van der Waldt, 2006:131).

It should be noted that the concept “performance” (hereafter referred to as Public Performance) has become one of the contested agenda in the field of Public Administration, as well as the talk of the town in the public institutions (Van Dooren *et al.*, 2010:2). Whilst public performance is a much-debated concept, Van der Waldt (2014:3) asserts that performance generally has two magnitudes, i.e., organisational and human capital. In the same spirit, Van Dooren *et al.* (2010:2) add that public performance can involve behaviour, which can be organisational or individual. As a result, a highly competent performer is likely to be concomitant with competence of the highly performing public institution (Van Dooren *et al.*, 2010:2). In the context of this study, it can be deduced that there is a correlation between individual public performance and organisational performance.

Aguinis (2016:88) puts it explicitly that public performance is not about individual outcomes of their work but about what employees do and about their behaviour. He further lists two elements of public performance behaviours, firstly *evaluative* – whereby behaviours can be judged as positive, neutral or negative for the individual, and/or organisational effectiveness. In other words, individual behaviour can vary based on whether they are making a contribution towards the achievements of individual and organisational goals. Secondly, *multidimensional* – where this means different kinds of behaviours that can hinder or advance organisational goals. This involves mainly working in a manner that improves their effectiveness in a public organisation, sharing of resources and information, managing conflict constructively and effective working relations (Aguinis, 2016:88).

According to Armstrong and Baron (1998:38), when managing, measuring, rewarding and modifying public performance, public managers have to be aware of the following factors:

- personal factors, i.e., public managers' skill, commitment, motivation and confidence;
- leadership factors, i.e., provision of guidance and support by public managers and quality of encouragement;
- team factors, i.e., quality of support by members, programmes or projects undertaken;
- system factors, i.e., system of procedures or processes, facilities and resources provided by the Department for programmes and projects; and
- contextual (situational) factors, i.e., changes on projects and programmes as a result of internal and external pressures.

Mwita (2000:22) believes that assessment of individual performance should also include circumstances under which the individual had to perform. In support of this assertion, the study conducted by Mbhanyele (20015:12) on PM believes that "individuals can only perform as expected if none of these performance factors affecting performance are ignored". He further mentions that "public managers should foster a public environment that is challenging and conducive to producing a high standard of public work". However, this is a challenge since public institutions are working under pressure of scarce resources. Management of public performance involves aspects that can contribute to either organisational success or to its ultimate failure (Van der Waldt, 2006:5). This also gives effect to the multi-dimensional nature of public performance.

Felizardo *et al.* (2017:3) urge that the term "(public) organisational performance" has got two stand points: management and measurement. The management point of view gives effect to a tool

“performance management system (PMS)” which has got four main activities, mainly (a) public performance planning, (b) measures to control public performance, (c) public performance measurement, and (d) public performance reward. The measurement point of view refers to a “measurement system” which provides a foundation for an organisation to measure or access the results and determine the organisational performance or progress towards predetermined objectives. In the same vein, Mwita (2000:21) states that public organisations should have an understanding of outcomes, inputs and outputs and have clear performance management tools.

2.2.2 Dimensions of public performance

Keaney and Berman (in Van der Waldt, 2004:39) identified eight dimensions illustrating the multidimensional nature of performance in the public service, *inter alia*:

- *“Modification of perception and attitudes of public managers and officials:* changing beliefs, emotions, attitudes and values by increasing the information flow to people, a task accomplished by explaining policies, establishing staff meetings encouraging interaction and other such communication mechanisms.
- *Modification of the authority system:* increasing the receptiveness of senior managers, improving authority relations, communication systems and decision processes.
- *Structural reorganisation:* involves the reorganisation of the organisational structure and or design of the organisation. It refers to changing the size of the unit, physical arrangements or budgeting processes and staffing procedures in an organisation.
- *The process of measurement and evaluation:* entails setting goals and objectives as well as measuring work progress and evaluating results.
- *Modification of work methods through technology:* refers to changes in work equipment, control systems, work methods, tracking devices, work processes and reporting processes.
- *Retraining and replacement:* This refers to people changes and providing personnel with new skills as a result of redefined responsibilities or job qualifications.
- *Modification of the workflow:* Usually it involves rearrangement jobs so that the classification of workflow is altered. Such changes usually modify intergroup relationships.
- *Introducing new programmes:* as part of innovation in order to improve performance by involving new products or services.”

These eight public performance dimensions contribute a great deal to the process of improving performance depending on which dimension one may focus on (Van der Waldt, 2004:38). It is clear that these dimensions' focus is on the modification or introduction of innovation to improve performance, which might affect the motivational climate. Aguinis (2016:89), however, argues that public managers must understand why certain individuals perform better than others. Thus, public managers are advised to utilise the combination of determinants of public performance, i.e., declarative knowledge, procedural knowledge and motivation as they can affect employees' performance (Aguinis, 2016:89). Essentially, these determinants can also assist public managers to address public performance problems to improve public performance as part of PPM.

In his latest PM text book, Aguinis (2019:141) comes up with four different performance dimensions, i.e., *Task performance* - functioning of an employee to enable the institution to function effectively and efficiently; *contextual performance* - performance behaviour that contributes to the institution's effectiveness; *counterproductive performance* - behaviours that threatens the well-being of the institution; and *adaptive performance* - based on employees' adaptability to changes based on organisational strategy. A good PMS should include Key Performance Indicators (KPIs) for each of which performance dimension must be taken into consideration (Aguinis, 2019:141). Given the rapid pace of technology and pressures for government to perform, these dimensions may contribute to managing performance in the public sector.

2.2.3 Public performance management (PPM)

The primary expectation from the management at both organisational as well as individual level is to manage and measure performance (Ramulusi *et al.*, 2015:517). According to Hendricks and Matsiliza (2015:125), PPM has long existed in South Africa in the discipline of human resources management. In fact, Van Dooren *et al.* (2010:2) assert that PM has been a continuous subject in many public sectors which resulted in multiple and ambiguous meanings. Hendricks and Matsiliza (2015:125) assert that in the South African public sector (service), the emphasis of PPM is placed on the productivity of human resources in the public service to improve economic development in the country. As a result, the PPM is a tool that ensures that work is done to its maximum efficiency.

Therefore, Aguinis (2016:2) defines (public) PM as "a continuous process of identifying, measuring and developing the performance of individuals and teams and aligning performance with the strategic goals of the organisation". This definition has two main components that need to be considered when dealing with PPM: firstly, *continuous process*, which refers to ongoing public performance management focusing mainly on setting public sector/service objectives and

goals, observing individual performance and providing feedback; and *secondly*, the *linking of strategic goals* to the individual performance and organisational goals which will allow a clear employer's contribution to the public organisation (Aguinis, 2016:2-3). Bussin (2013:21) adds that PPM is an integrated process designed to involve managers and reports in each PPM cycle.

From the definitions of PPM above it can be deduced that the management of performance in the public service can be seen as a shared process between the public manager and the public employee. PPM will then allow public performance to be assessed against public organisational strategic goals. Cokins (2009:7) adds that (public) PM must be regarded as an important and continuous system to improve departmental performance. It means that continuous process takes an all-inclusive view of involving everyone to contribute towards the mandate of a given public department. According to Armstrong (2006:5), the all-inclusive view will therefore replace the assumption by the public managers that PPM is isolated and that it is an HR Unit's responsibility in a given public institution, which is not a correct assumption. PPM is a combination of efforts between managers and subordinates.

Van der Waldt (2004:39) asserts that in the public service, PPM is used to describe a range of processes, methods and/or techniques used to achieve performance. Cameron (2015:1) argues that there have been several opinions in favour of (public) PM. Amongst other opinions, is that if senior managers in a public sector/service are to be given greater autonomy, they must be held accountable for the public organisational performance. Whilst PPM systems have in some cases led to improved public service delivery in government, their efficiency and effectiveness have been questioned by many scholars (Cameron, 2015:1). For instance, even though changes have been managed professionally in the public service, there is bound to be resistance and low staff morale towards PM (Hendricks & Matsiliza, 2015:125-126).

2.2.4 Performance management models, approaches and techniques

Public service managers are faced with a major responsibility to improve public service performance and provide quality of public service delivery (Cameron, 2015:1). Van der Waldt (2004:170) states that public performance improvement requires public managers to carefully consider appropriate PPM tools and models. These private and public sector/service tools and models assist senior managers to demonstrate that performance is constantly managed, measured and improved (Van der Waldt, 2004:170). PPM models assist organisation(s) to integrate their performance measurement and organisational accountability (Mwita, 2000:28). Hence, measuring public performance in the public sector/service is viewed as part of promoting good management and accountability since it is linked to budgetary process (Van der Waldt, 2004:171).

For the purpose of this study, the following are some of the common PPM models that may be considered in the public sector/service in relation to measuring, promoting and improving public performance:

The Balanced Scorecard (BSC)

The BSC was developed by Kaplan and Norton (1996:20) to measure performance improvement for both public and private institutions. It is further stated that BSC is a framework that guides organisations to translate their strategies into objectives (Kaplan & Norton, 1996:25). Van der Waldt (2004:187) concurs and adds that the BSC gives public sector managers an inclusive view of the departmental performance, including both process and measurement of results. Bussin (2013:124) indicates that the public sector uses BSC as an alternative performance appraisal. Kaplan and Norton (1996:25) state that the BSC (Figure 2.1 below) measures four different perspectives, i.e., customer, financial, internal business, learning and growth perspective, and can be explained as follows:

Customer perspective: based on various public services and offering the function of measuring the customer's needs is critical. In addition, public managers should also have knowledge of the public customer's requirements (and customer profile) (Van der Waldt, 2004:188). *Financial perspective:* relates to public financial performance, requirements and public views based on public financial transaction(s) (Mwita, 2000:29). *Internal business processes perspective:* relates to public managers focusing on internal public organisational processes and operations in order to satisfy the public customer needs (Van der Waldt, 2004:188). *Learning and growth perspective:* Aligning the public organisational human resources and public information technology (IT) with public strategic requirements, ensuring that public strategy is developed that would meet the expectations and motivate public employees continuously (Kaplan, 2010:5). The current PPMS has elements that are aligned to the BSC perspective, e.g., the public performance assessment and feedback provided to employees enable them to improve their performance and learn lessons to grow.

Balanced Scorecard Framework*

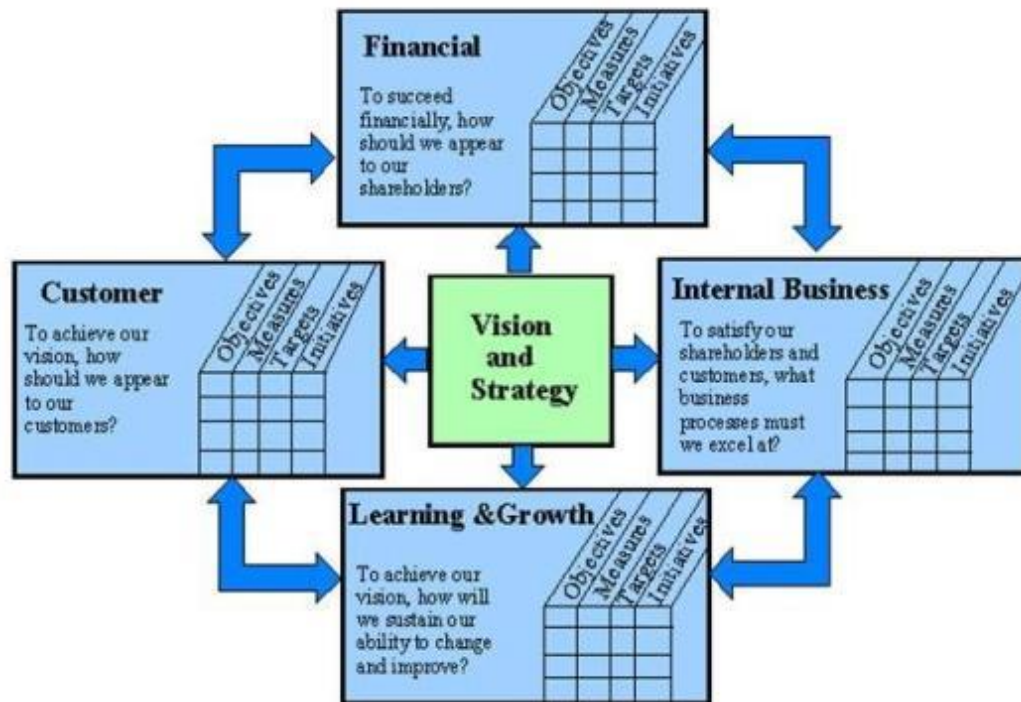


Figure 2.1: Balance Scorecard Framework

Source: Kaplan and Norton (1996:25)

Kaplan (2010:5) acknowledges that the BSC as a tool is multi-faceted. As a result, public institutions may need to make some adjustments to fit it into their public organisational objectives and subsequently be able to measure public performance. However, the contest regarding the application BSC is that the originators have not provided any empirical evidence to support the selection of the four perspectives (Flamholtz, 2003:15). The management focus on PPM and public organisational planning using the balance score could be invalid (Khomba, 2011:113). This may result in minimal public departmental performance or even failure.

According to Mwita (2000:29), and Mishra and Sahoo (2015:22), it is clear that the BSC is essentially a powerful tool to assist public managers to effectively deploy the public strategic intent and to achieve the public objectives. However, Van der Waldt (2004:188) admits that few public managers are able to manage BSC perspectives effectively to the realisation of the organisational vision. Similarly, Khomba (2011:111) identifies that the implementation of the BSC model in the public sector/service may necessitate changes in the public organisational culture to improve public organisational performance. Northcott and Taulapapa (2012:169) aptly phrase that the reasons behind poor implementation of the BSC include a lack of support by senior public

managers, inadequate public information systems which are attributed to poor linkage to public employee rewards, and indistinctness on the choice of suitable KPIs.

ServQual Model

The fundamental role of the public sector/service, amongst others, is to deliver public services to its citizens to ensure that results are being delivered (Cameron, 2015:3). The ServQual Model is a model of service developed by Parasuraman *et al.* in 1985 to measure public service quality. According to Shahin (2006:117), the model can be applied to public and private institutions to address service quality gaps related to internal and external customer services. The model was developed to identify performance shortfalls between expectation of customers and perceptions of the service offered, with the aim of improving it (Shahin, 2006:117). As a result of gaps, as depicted below (Figure 2.2), the ServQual Model was developed,

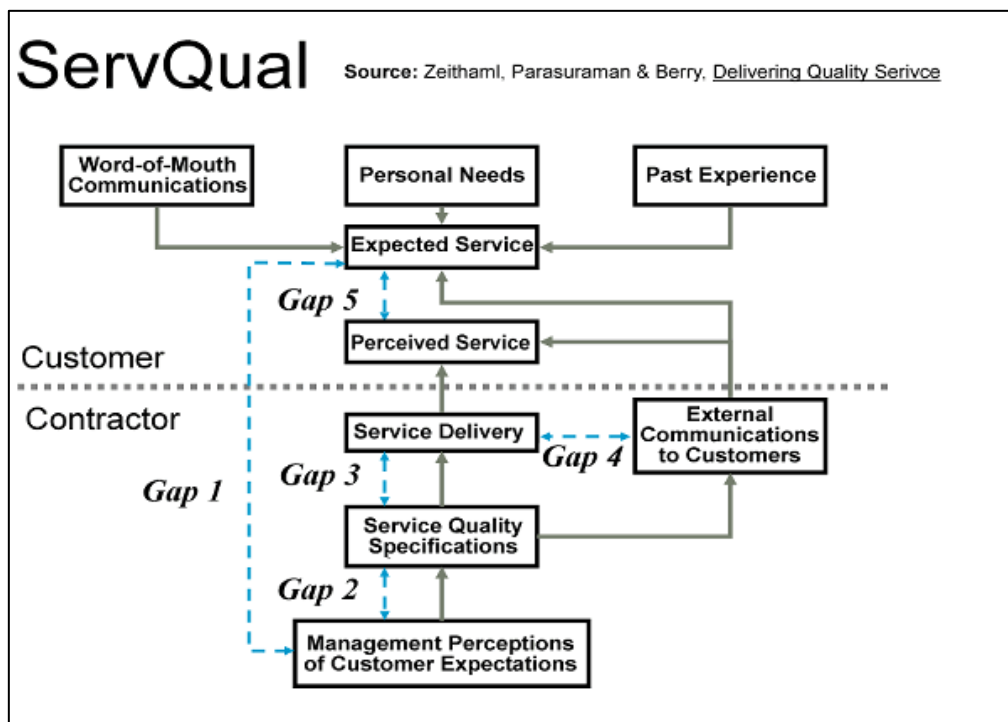


Figure 2.2: ServQual Model

Source: Parasuraman *et al.* (1985:44)

In order to measure service quality, the ServQual Model identified five dimensions for evaluation of quality of services (especially in the public service), i.e., (1) Reliability – whether a public employee in the case of this study has the ability to perform the agreed public service accurately; (2) Responsiveness – willingness to provide swift public service; (3) Tangibles – public equipment, personnel, physical facilities and communications materials; (4) Empathy – being accessible to customers, understanding customers and keeping customers informed based on their needs; and

(5) Assurance – competency of the work, reliability and credibility (Parasuraman *et al.*, 1985:23; Van der Waldt, 2004:195). According to Daniel and Berinyuy (2010:12), for the model to be effective in terms of its applicability to the public service environment; the dimensions must focus on the public service outcomes. The focus of the ServQual Model dimensions addresses the delivery of quality services by the public services, e.g., reliability of services and accessibility to the public.

Zeithaml and Bitner (2000:49) argue that public customer's expectations about public services can be used as public standards against which public service performance is judged. Cameron (2015:3) adds that in the South African public service, PM is about public customer service. This implies that public departments should be clear on what public services they intend to provide, timelines, quality and accessibility issues to be dealt with to various public customers. Public service departments and other agencies should be able to report their achievements against these aims. Thus, Eneanya (2018:1) confirms that the provision of public services to the citizen is an indicator to assess the effectiveness of public service. In turn, public managers will be able to assess whether they need to improve public performance by re-deploying public resources to address public under-performance (Ramseook-Munhurrun *et al.*, 2010:15).

European Foundation for Quality Management (EFQM) Excellence Model

The EFQM Institute (2017:4) designed the EFQM Excellence Model tool in 1991 as a non-prescriptive framework for managers to systematically assess what the organisation does, enablers and achieved organisational results. African scholars Mukokoma and Van Dijk (2016:124) state that the model was developed to provide public managers with a public systems perspective to understand PPM. As indicated in Figure 2.3 below, the EFQM Excellence Model consists of nine (9) criteria, which are divided into five (5) enablers of excellence and four (4) results. The public performance assumptions are public leadership, public strategy, public partnerships and resources, public employees, and processes. Public performance results are based on business results, customers, public employees and society.

The model emphasises the role of public leadership in a public organisation, the strategy and policy used, the impact on public employees and the public resources used as prerequisites for the good functioning of processes. Emphasis is further placed on the principle of continuous improvement. The model assists public managers to eliminate duplication of functions and identifies existing deficiencies together with their weaknesses and stronger sides (Dobrovič *et al.*, 2018:49). In the same vein, Mukokoma and Van Dijk (2016:124) indicate that the ultimate measure of public organisational excellence can be achieved through capacitating public leadership. Public leadership should combine sound public strategy, public policy with good public

management of people (work force) and resources into suitable process (Mukokoma & Van Dijk, 2016:124).

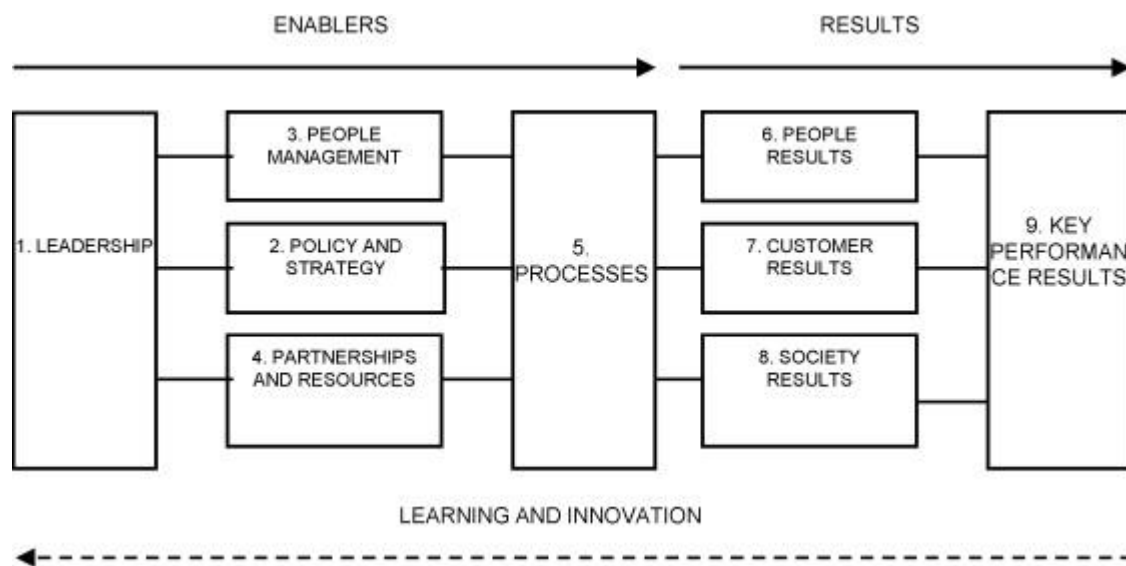


Figure 2.3: EFQM Excellence Model

Source: EFQM Institute (2017:4)

Lionis and Kougioumitzaki (2008:380) in their conference paper state that the correct link of enablers will lead to the achievement of public organisational excellent results. However, the adoption of the model has revealed serious challenges. The model seems to be silent on the provision of public strategies to be adopted to achieve continuous public organisational performance improvement, as well as the flow of public information (Nalwoga & Van Dijk, 2016:124). Yet the model requires explicit evidence on how public managers facilitate the attainment of public organisational goals (Van der Waldt, 2004:184). Essentially, Lionis and Kougioumitzaki (2008:392) state that improved public organisational performance relies more on the commitment of the top public management aligned to the public institution's vision and mission.

2.2.5 Performance Management Process

The definition of PM (hereafter referred to as PPM) by various authors in this study has revealed that understanding PPM as a process, what constitutes good public performance and how high public performance can be measured, is important when designing effective PPM processes (Khourshed, 2012:147). In parallel to this, Aguinis (2016:38) concurs and adds that PPM is a continuous process which includes several components that are closely related to each other. As a result, poor implementation of any of the activities (Table 2.1) may impact negatively on the PPMS as a whole. Based on the literature reviewed and for the purpose of this research, the

author will discuss commonly cited activities. Therefore, amongst others, the following are components of the performance management process by various authors; public institutions and common activities are reflected in the last column:

Table 2.1: Performance management process by different authors and institutions

Author/Institutions	Performance management activities	PM common activities
Aguinis (2016:39)	Activity 1: Prerequisites Activity 2: Performance Planning Activity 3: Performance Execution Activity 4: Performance Assessment Activity 5: Performance Review Activity 6: Performance Renewal & Reconstructing	<ul style="list-style-type: none"> • Performance Planning (strategic goals and priorities and inputs) • Performance Execution • Review (feedback, coaching, monitoring assessment) • Performances Rewarding (incentive)
PricewaterhouseCoopers (PwC) (2015:6)	Activity 1: Business Strategy and Focus Areas Activity 2: Performance and Development Goals Activity 3: Mid-year Review Activity 4: Collaboration Guidelines Activity 5. Performance Rating Activity 6: Annual Review	<ul style="list-style-type: none"> • Performance Planning (strategic goals and priorities and inputs) • Performance Execution • Review (feedback, coaching, monitoring assessment) • Performances Rewarding (incentive)
Bussin (2013:20)	Activity 1: Define Goals Activity 2: Coaching and Feedback Activity 3: Appraisal and evaluation Activity 4: Performance rewards Activity 5: Conduct annual development, evaluation and discussion	<ul style="list-style-type: none"> • Performance Planning (strategic goals and priorities and inputs) • Performance Execution • Review (feedback, coaching, monitoring assessment) • Performances Rewarding (incentive)
Khourshed (2012:150-153)	Activity 1: Performance Standards Activity 2: Strategic Planning: Activity 3: Performance Planning: Activity 4: Performance Measurement Activity 5: Improvement Action Process:	<ul style="list-style-type: none"> • Performance Planning (strategic goals and priorities and inputs) • Performance Execution • Review (feedback, coaching, monitoring assessment) • Performances Rewarding (incentive)
Grigore <i>et al.</i> (2009:278-279)	Activity 1: Strategic Development Activity 2: Target setting and budgeting Activity 3: Forecasting Activity 4: Performance Measurement Activity 5: Performance Review	<ul style="list-style-type: none"> • Performance Planning (strategic goals and priorities and inputs) • Performance Execution • Review (feedback, coaching, monitoring assessment) • Performances Rewarding (incentive)

Author/Institutions	Performance management activities	PM common activities
	Activity 6: Incentive compensation	
State of Kansas (2008:27)	Activity 1: Planning Performance Activity 2: Coaching Performance Activity 3: Review Performance Activity 4: Rewarding Performance	
Armstrong (2006:12)	Activity 1: Planning Activity 2: Performing Activity 3: Monitoring Activity 4: Review	

Sources: Researcher’s own compilation

As depicted on Table 2.1 above, various authors have discussed PPM processes in a similar way, showing sequences and stages of the PPM process. Most authors agree that PPM is best explained using numerous public processes or designs (Aguinis, 2016:39; Armstrong, 2006:67; Bussin, 2013:20; Khourshed, 2012:150-153; PwC, 2015:6; Pulakos, 2004:4). Pulakos (2004:2) states that “there is no one type (public) performance management system that is best suited for an organisation”. As a result, considering the business needs and culture of the organisation is critical when implementing PPMS. Critical to this, Armstrong (2006:2) aptly phrases it that “the overall aim of PPM is to establish a high-performance public culture in which individuals and teams take responsibility for the continuous improvement of ‘business processes’ (public administration) and for own skills and contributions within a framework provided by effective public leadership”. Therefore, for the purpose of this study, the above-mentioned commonalities will be outlined below.

Planning: According to Armstrong (2006:67) and the State of Kansas (2008:7), in order for the institutions to achieve the desired performance, PPM is concerned with public planning, whilst Khourshed (2012:150), Aguinis (2016:39), and Grigore *et al.* (2009:278) argue that public performance planning emerges from the public organisational strategic planning. Public managers need to develop a public strategy with clear public strategic objectives, public targets and public action plans in order to give effect to measurable public performance improvement. Although planning is crucial, Aguinis (2016:38) states a different view that the public mission, public vision, public job knowledge and public strategic goals are prerequisites. Bussin (2013) states that public organisational leadership must ensure that there is a determined vision to be followed by the public organisation. The development of performance standards during planning will assist public employees to understand what needs to be done and guides managers to use in the assessment of employees, thus increasing fairness, transparency and consistency (Pulakos, 2009:63). This confirms that public managers should align their public planning with the

public organisational strategic objectives and be cascaded to all public employees to understand their roles (Aguinis, 2016:38; Bussin, 2013:21).

In the public service, the planning stage is referred to as the signing of Public Performance Agreements (PPA) between supervisors and managers (DPSA, 2018b:2). Managers and individual employees must discuss what needs to be done, by whom and how. The Public Service approach is also in line with Aguinis (2016:47) and Bussin (2013:22). Aguinis (2016:46) states that public performance planning should include the following discussion: *Results, Behaviours and Development Plan*. It means *Results*: what needs to be done or the outcome to be produced by a public employee; *Behaviour*: discussing competencies, which in the Public Service are referred to as Work Plan (WP) which contains Key Responsibility Areas (KRAs) and Generic Assessment Factors (GAFs); and *Development Plan (DP)*: describing areas which need improvement to achieve goals. Clearly the PPMS focus on achievement of the strategic objectives of the Department through aligning PPA and WP with the Strategic Plan of the Department.

According to the DPSA (2018b: 2), in the public service, public performance is managed at the beginning of a public financial cycle, i.e., 1 April to 31 March of the following year. PA is the most important document used by the public service to measure individual performance. As a result, if the public manager and the public individual employee do not manage PA at the planning stage, chances of poor organisational results are higher (PSC, 2018:12). According to Armstrong (2006:46), in PPM, taking great care and exercising commitment during public planning is critical. This view has been supported by the PSC (2018:17), stating that public planning processes require commitment and accountability from public employees and public supervisors. It is therefore important to understand that public planning is the beginning stage of a public employer and public employee to start the PPM process (Maseny *et al.*, 2018:107).

Performance Execution: According to Aguinis (2016:48), public performance execution is the beginning of work. The public employees must strive to produce public results in line with PA, display behaviours agreed upon, as well as attend to developmental needs. Armstrong (2006:69) cautions that although PM is a continuous process, it also reflects on whether public management has good public management practices providing direction, monitoring and assessing of public performance and taking action accordingly. At the same time, Armstrong (2006:69) argues that PPM should not be imposed on public managers, but it should be treated as an ordinary function that is assumed by good public managers. However, Aguinis (2016:48) and the DPSA (2018b:2) place public performance execution on public employees whilst public managers play their role of managing public performance.

The following are the areas for which public employees and managers have primary responsibility when executing and managing public performance (Aguinis, 2016:49):

Table 2.2: Primary responsibilities of public sector employees and managers

Employees	Managers
Commit to goals that were set	Observe and document performance on a daily basis
Proactive role in providing performance feedback and seeking coaching	Provision of updates when organisational goal changes
Regular communications with the supervisor	Provision of regular feedback before the cycle is over
Sharing information on progress towards achievement of results	Provide resources and opportunities, e.g., funding, work equipment and training where necessary
Performance reviews preparations	Reinforcement or engaging with employees on outstanding performance and taking appropriate steps

Source: Adapted from Aguinis (2016:49)

Based on the roles mentioned in Table 2.2, it can be deduced that PPM needs active participation of both public managers and public employees. In addition, Aguinis (2016:53) emphasises that public performance planning will be a fruitless exercise if execution does not take place after public planning. For example, public employees need to plan work to be done in their Performance Agreements and deliver accordingly. Although models and processes are there, none of the authors above dealt with comprehensive strategies for senior public managers to deal with discrepancies that might hinder implementation of the PPMS. Even though DPSA frameworks and policies are available to guide all national departments, the PSC (2018:27) PMDS evaluation report reveals the lack of a comprehensive approach to assist senior public managers in the national or public departments during PMS implementation as the main concern. The NDHS is not excluded from the said concern; hence the researcher intends to develop an implementation strategy that addresses challenges experience by public senior managers to implement PPMS.

Reviews: According to the DPSA (2018b:3), national or public departments are required to conduct mid-term reviews against planned public targets on a bi-annual basis. Public performance reviews are critical as public employees receive feedback on their public performance (Aguinis, 2016:50; Bussin, 2013:23; PwC, 2015:6; Pulakos, 2004:4; State of Kansas, 2008:27), whilst Grigore *et al.* (2009:278-279) agree with the assertion that “public performance reviews take up too much time when there are no public problems and when there are real public performances, public issues, the reviews are either not held or held too late”. In

support of the contention, the NDHS's (2018:3) Performance Assessment Reports 2018/19 reveal that senior managers only get more involved at the planning and final assessment stages. As a result, PM is handled as a public compliance issue or not at all, to avoid confrontations.

The review meeting should include progress on set public goals and development plans expected to be achieved by the employee before the next assessment (Aguinis 2016:51). Basically, reviews focus on the past or on what has already been done and what can be done on areas of non-performance. For PwC (2015:6), the greater focus of mid-term reviews should be on the development of public employees and for tentative ratings. Similarly, mid-terms reviews (bi-annual) are also conducted at the level of the public service, which include performance assessments/appraisals to measure public employees' performance progress. Frequency of feedback involves a two-way communication channel, as well as the ability to develop and make changes by public managers that could lead to improved public performance (Bussin, 2013:23; Heikki, 2013:61; Pulakos, 2004:19).

Rewards: Bussin (2013:25) stresses the importance of establishing a relationship between PMS and a public reward system. This means that PMS as a system must be able to reward performance based on work done. Armstrong (2006:67) states that there is an existing link between public performance and public rewards. In the same spirit, Mbhanyele (2015:29) emphasises the importance of recognising and rewarding public individuals who performed exceptionally as a way of encouraging them. Hence, in the South African public service, it is a common practice to reward public officials financially to maintain high public performance standards. However, the compensation should be a true reflection of good public performance, reward at the public organisational, programme, team and individual levels (Armstrong, 2006:12; Bussin, 2013:25). This means that where there is poor performance, financial rewards should not be applicable; rather corrective measures to improve performance should be prioritised.

2.2.6 Public Performance Management System (PPMS)

According to Radnor and McGuire (2004:245), over the past 20 years there has been a revolution in PM and measurements. According to Aguinis (2005:6), (Public) Performance Management Systems (hereafter referred to as PPMS) "is a key tool that organisations use to translate business strategy into business results". In addition, PPMS aims to assist public organisations to make informed public decisions about public employees' compensation, e.g., payment of bonuses and pay increases. PPMS have an influence on productivity of the public organisation, public financial performance, public service quality, public employee job satisfaction and public customer satisfaction (Aguinis, 2013:6). Hence, Glendinning (2002:161) states that any public organisation without an effective PPMS has no ability to survive in the future.

A recent study by Sachane *et al.* (2018:8) suggests that in the public sector/service, PPMS form part of a more comprehensive public organisational development which is referred to as PPM Systems (PMS). The literature on PPM shows that PMS involve eliciting the development of key objectives and goals by the management, managing overall performance systems, ongoing informal and formal processes and procedures and facilitating organisational learning and change (Ferreira & Otley, 2009:264). This means that PMS can be seen as an element of the PPMS in this study. Furthermore, public management ought to lead the process of establishing the “what and how” it can be achieved (Aguinis, 2016:27). Hence PPMS is not a once-off event, but a continuous process.

The PPMS in the private and public sectors serve multiple purposes, amongst others firstly, PPMS serves a strategic purpose by linking the employee’s performance and organisation’s mission and goals (Aguinis, 2016:27; Cameron, 2015:1; Eneanya, 2018:2) (See Chapter 1, Section 1.5 in line with the Goal Setting Theory). Secondly, PPMS serves as an administrative tool and for information purposes whereby public human resources uses PPMS for a reward system and enable public employees to have public knowledge about their public performance contract and commitment in relation to the expectation of the organisation (Aguinis, 2016:27; Jha & Jha, 2018:80). Lastly, PPMS serves as a developmental and feedback tool that allows public employees to understand their weaknesses and strengths in order to identify public training needs (Aguinis, 2016:27).

Aguinis (2019:101) states that PPMS will not assist public institutions if public managers do not facilitate and coach public employees during the implementation of PPMS. This therefore implies that senior public managers have an important role to play. Van der Waldt (2014:287) states that public performance management should be seen as a system change in the public organisational culture. For example, public senior managers should view PPM as a solution to improve public service performance. This means that PPM should facilitate change in terms of departmental culture and improving the way of doing work. Mishra and Sahoo (2015:22) have identified seven major critical aspects for effective PPMS development:

- effective PPMS policy and framework;
- having public knowledge and understanding of job functions of public employees;
- linking public employees’ jobs and the public organisational goals;
- defining performance measures and measuring employee performance;
- monitoring employees’ performance on a continuous basis;
- reducing elements that hinder good performance; and

- teamwork between public managers and public subordinates to improve public performance.

In the same way, according to Fryer *et al.* (2009:482), the key features of a successful PPMS are:

- alignment of the PPMS with the existing public organisational systems and organisational strategies;
- commitment by the public organisational leadership;
- a culture that identifies and improves good public performance and not a burden that is used to chastise poor performers in an organisation;
- involvement of public employees; and
- continuous public performance monitoring, feedback, dissemination and learning from the outcomes.

These aspects were identified as common and important elements for an effective PPMS. Needless to mention, the availability of a public policy is a non-negotiable component of an effective PPMS. This is also supported by the recent evaluation report on the effectiveness of the PPMS and Development System for the Public Service (DPSA, 2019). These critical aspects provide an opportunity for public management to demonstrate their commitment to a high public performance culture in a public organisation. This culture is supported by a process of continuous public performance monitoring, which seeks to eliminate factors that hinder public performance. For example, the development of a PPMS Policy and Framework which includes all PPM processes (See Chapter 3, Section 3.2).

2.3 Public performance management application in the South African public service

In the South African public service, Employee Performance Management Development System (EPMDS) is currently applied as a PM tool to achieve public organisational performance (Hendricks & Matsiliza, 2015:125). The new democratic government in South Africa adopted the New Public Management (NPM) reforms in 1994 to transform the performance of the public service to improve service delivery (Cameron, 2015:1). The PPMS agenda in the public sector/service has been preceded by public objective setting, public assessment review, and public performance-related remunerations. As a result, senior managers in the public service are underpinned by the requirement of improving public organisational performance, public accountability and enhance public capacity to deliver public performance expectations (DPSA, 2018b:1). That is why PPM in the public sector is influenced by the NPM which emphasises the

result because citizens are being considered as customers in the new paradigm (Hanif *et al.*, 2016:101).

Pursuant to the above, the PPMS in the public sector/service was necessary as a result of the inception of outcome-based performance management in 2010, which is still applicable in 2020 (DPSA, 2018b:1). The outcome-based approach in PPMS was therefore designed to ensure that public objectives contained in the Departmental Strategic Plan (SP) 2015/20 and Annual Performance Plan (APP) 2019/20, Key Government Focus Areas (KGFAs) which are included in the employees' Performance Agreements (PAs) of Heads of Departments are linked to the performance of senior managers of the departments (DPSA, 2018b:1). It is therefore clear that Public Performance Agreements (PPAs) 2019/20 are fundamental for all public service officials for continuous monitoring, assessing and evaluating performance. Otherwise, there would be nothing to measure performance without a contract, i.e., PPA 2019/20 going forward.

The recent research done by South African scholars Masenya *et al.* (2018:112) titled "Performance Management as a Mechanism to Effective Public Service Delivery in South Africa", argues that "Effective continuous monitoring as well as assessment of public institutions, will improve public service performance and promote accountability and transparency". The reasons are that good human resources and the effective use of public resources can ensure public service delivery. Through PPM, public managers can be held accountable based on the performance of their public programmes, for example, through the use of signed PAs to review performance status. PPM provides improved public planning through identifying and aligning objectives and departmental strategies. The participation in work planning, continuous discussion, feedback and open assessment will identify public performance challenges and eliminate work duplication (Masenya *et al.*, 2018:112).

The latest DPSA (2018:14) PM evaluation report suggests that "PMDS is one of the most challenging undertakings which the South African public service is faced with due to its controversy, complexity and non-adherence to its public objectives, principles and failure to enhance the provision of quality service". This assertion is consistent with that of Fatile (2014:96) who compares other advanced international countries in Africa, and PPM is not yet fully established as "a way of doing business". It is challenging to measure the public sector/service's overall performance aligned to its strategic objectives (Fatile, 2014:96). The researcher's current observation is that the overall public employee performance is not commensurate with the overall organisational performance.

Effective from 1 April 2018, DPSA emphasised that in the public sector/service, the PPM cycle should be linked to the departmental strategy and budget planning periods (Figure 2.4).

Accordingly, the public sector PM cycle integrates individual and public organisational performance which focuses on three (3) key elements, i.e.:

Individual Performance: which is linked to the main deliverables in relation to the SP, APP and OP. This must be reflected in the public senior manager's PA through KPIs and KRAs and be cascaded to level 2-12 employees. *Organisational Performance:* Should be based on the APP which outlines the department's goals/objectives, performance indicators and targets reflected on the programmes and sub-programmes of the departments. This shows that in government the alignment of organisational and individual performance is critical. Senior public managers will be assessed against their area of responsibility within Branch, Chief Directorate and Directorates. *Auditor-General's Findings:* It is critical for the departments to have financial statements which are free from material findings. Audit results should be part of the public management's monitoring and evaluation of public performance of senior public managers and ultimately give a picture of departmental performance (DPSA, 2018b:4).

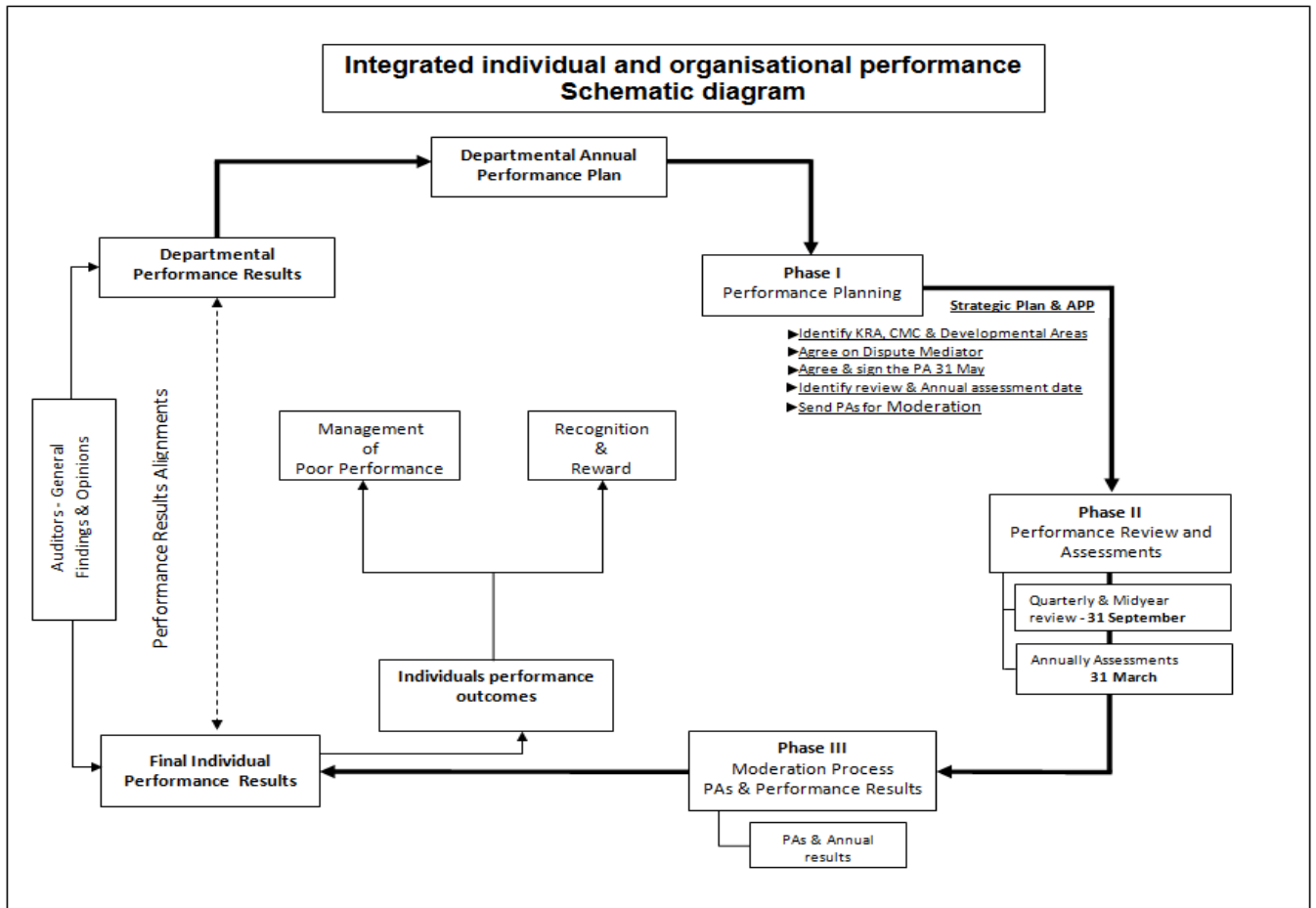


Figure 2.4: National Departments' Performance Management Cycle

Source: DPSA (2018b:3)

2.3.1 Alignment to the Departmental Goals (Medium Term Strategic Framework [MTSF]), Strategic Plan (SP) and Annual Performance Plan (APP)

South Africa adopted the National Development Plan (NDP) 2030 in 2012 (The Presidency, 2012). The NDP 2030 (2012) outlines the South African vision by providing public institutions with a long-term plan to be achieved by 2030. According to the Department of Planning, Monitoring and Evaluation (DPME) (2019:11), the NDP guides government (public service) priorities, i.e., MTSF (5-year plan). Thus, state departments develop sector MTSF which feeds into the Strategic Plan (SP) of all the National Departments based on their priorities. The primary objective of the MTSF is to “set out priorities or medium-term priorities to realise the long-term strategic vision of the NDP” (DPME, 2019:11). It is therefore clear that the MTSF serves as a basis for the APP and OP development. The NDHS is not excluded from complying with the process.

Therefore, the SP is a 5-year plan that outlines public institutional programmes and projects which will contribute to the attainment of its priorities. The public institution will then be measured and

evaluated based on the outcome achieved. The APP describes institutional targets, output and indicators that the public institution aims to achieve. The OP indicates the breakdown of activities and budget for each of the outputs in the APP for branches and programmes in the public institutions (DPME, 2019:11). It is therefore worth noting that all government departments (public service) are required to align SPs, APPs and OPs with the MTSF. The individual PA will be based on Strategic Plan, APP and OP. The implementation all the plans through the PA will subsequently contribute to the achievement of set targets by the departments.

In the public service, the application and design of PMS is mainly based on the linkage between the department's strategic goals and APP. The whole process will be cascaded by applying a top-down approach to ensure that there is alignment on PAs of senior managers, the APP and KGFA's stemming for the PA of the HOD. This approach will allow departments to monitor, review, assess and connect individual performance results with the APP of the department (DPSA, 2018a:3). It is important to mention that the above approach has also been emphasised by the DPSA in their legislative frameworks (outlined in Chapter 3) which guide PM practices in the South African public service.

The PMDS evaluation study by the PSC (2018:26) reveals that some senior public managers felt that their PAs should not be entirely aligned to the SP or APP, but should rather focus on the OP. As a result, senior managers feel that the OP is more flexible compared to SP. This therefore raised concerns since OP should in any case be aligned to the APP which is aligned to the SP. A limited understanding of senior managers is shown, and the purpose of these plans raises questions. The alignment of KRAs, KPIs and adherence to the SMART principles in the PA is critical to enable measurement of performance. Bussin (2013:91) states that in the public service, the SMART principles (objectives) are also referred as KPIs. In simple terms, the SMART principles' acronym means **S**-specific, **M**-measurable, **A**-achievable, **R**-realistic, **T**-timely (Bussin, 2013:91-92). The NDHS is not excluded from the planning process and SMART principles.

Despite the South African public service's enthusiasm to implement the PM in the public service, literature on the alignment of SP and individual public performance revealed the following findings from various departments:

- In the Department of Basic Education, it is the responsibility of the Strategic Committee to quality check alignment of KRAs and KPIs in the PA. The committee uses the APP and SP to align KPAs, KRAs and weights to ensure smart indicators (PSC, 2018:27). This approach is also supported by the literature which encourages alignment functions i.e., Bussin (2013), DPSA (2018b) and DPME (2019).

- As a good initiative, the Department of Health revealed that they have developed policy to guide officials to ensure alignment of KPIs, KRAs and weights to the SMART principles (PSC, 2018:27). This initiative has assisted the Department of Health to apply PM effectively.
- Another counterproductive finding was that the Department of Transport had an outdated PMDS policy which resulted in non-compliance. In addition, senior managers felt that departmental HR practitioners needed training to ensure effective implementation of PMDS (PSC, 2018:28). Research by Hendricks and Matsiliza (2015:128) also revealed that in the National Department of Rural Development (Western Cape), most senior managers complained about the complexity of the PMDS Policy which makes it difficult to craft KPIs and KRAs for uncertain unskilled categories, e.g., drivers and messengers.
- It was further discovered that in the Department of Water and Sanitation some KPIs and KRAs were not entirely according to the SMART principles, i.e., others were specific but not time-bound or measurable, which created problems to monitor and measure performance (PSC, 2018:28).
- Cameron's (2015:6) research findings from the Department of Labour raised concerns regarding the possibility of poorly formulated PA resulting in biased appraisals, which ultimately fail to show correlation between individual performance and overall performance of the department. The PSC (2014:10) states that if there are no clear and signed performance agreements, the departments will not have well-articulated individual and organisational developmental needs.

Based on the literature, it can be deduced that even if there is a well-developed organisational SP, APP and OP but it is not appropriately linked to the individual performance, chances are that the department's performance may be affected. Hence, Bussin (2013:5) emphasises management of individual performance as the organisational strategy. Bussin (2013:7) further contends that public officials do not work in isolation or in a vacuum. Currently, literature seldom focuses on measurement of individual, organisational performance and output of team performance. It is evident that state departments still need to consider wider components of PM which will allow government employees to understand the role they play within the organisational system. Ultimately individuals will know their contribution to the success of the organisation (Bussin, 2013:7)

2.3.2 Performance monitoring, reviews and annual assessment in the public service

The alignment of the individual performance of senior managers with the departmental strategic plans is undeniable. Hence, the integration of performance monitoring, review, and assessment with PM is equally critical in the public service. Bussin (2013:113) states that public performance monitoring of the public employees should be done throughout the year to identify hindrances to achieve performance objectives in the public service. As a result, public performance review meetings between senior public managers and employees should be conducted four times a year. However, based on the DPSA (2018a), departments are required to conduct mid-year reviews, 30 September, and annual assessments, 31 March. Given the challenges outlined by the literature in the public service, it is clear that conducting performance reviews twice per year may not be enough to deal with performance challenges that might arise. This might be the same challenge that is faced by the NDHS since performance reviews are conducted twice per year.

The DPME is responsible for the Monitoring and Evaluation of all national departments every quarter. The DPME ensures that the implementation of government's MTSF priorities is monitored on a quarterly basis. Therefore, all departments are expected to report on their departmental performance achievement which is based on their SP, APP and OP. Financial reports are then submitted to the National Treasury for accountability and compliance. In addition, the work done during the financial year is audited by the Auditor-General and it forms part of the Departmental Annual Report. The individual performance is coordinated by the HR Units of the Departments. The question is why are the two reporting processes managed separately? Yet the literature is clear that individual and organisational performance cannot be separated (Aguinis, 2016; Aguinis, 2019; Busson, 2013; PSC. 2018). It is clear that the performance process in the public service needs to be examined (see study objectives Chapter 1 in Section 1.3)

According to Aguinis (2016:49), public performance appraisal/assessment is a process whereby both the public manager and public employee work together to evaluate or assess progress done by the employee towards achieving goals set during performance planning. Similarly, in the public service, public performance appraisal/assessment is compulsory and is usually conducted by both the public employee and public managers at the end of the financial year. Masenya *et al* (2018:110) confirm that public performance assessments provide for: regular formal feedback to public employees; bonus and disciplinary actions; information on how performance can be improved; development of employees and opportunities to identify processes that are costly and ineffective. The assessment is done according to four points of the rating scale.

The public service performance rating scale reflects 1 – not effective; 2 – partially effective; 3 – fully effective and 4–deemed to be highly effective (DPSA, 2018:4). For public employees

performing as fully effective and highly effective, there are two types of public rewards, i.e., pay progression and performance bonus. Employees will only be satisfied when assessments are done in a fair, transparent and objective manner. However, PSC's (2018:35) evaluation report has acknowledged that in the public service, performance assessments are often clouded by ethnicity, personality, favouritism and loyalty. Hence, assessment outcomes in the public service government might not be true reflections of public organisational performance and individual performance. Accordingly, ratings are more accurate when supervisors are able to justify scores offered to their supervisors. According to Pulakos (2009:86), "To facilitate this, there needs to be standardized, transparent, and well-executed processes for translating performance measures into different levels of pay or other rewards". This will eliminate the inflated or deflated ratings (Aguinis, 2016:152).

PPM is directly linked to measurement to enable assessment of changes in performance results (Bussin, 2013:49). It provides public supervisors with opportunities to reward performance. As a result, Zvavahera (2013:4) argues that performance indicators are usually measured against the following: *Quality and Quantity* standard – how much is to be achieved as well as adherence to procedures; *Timeliness* – time taken to achieve a task; and *Cost* – the cost to achieve output/desired results. These indicators will assist senior public managers to have an understanding of what to measure and provide a simple way to measure public performance. Accordingly, in the public service performance is measured based on performance achieved versus predetermined objectives. The predetermined public objectives must therefore be contracted for by the Head of Department (Director-General of NDHS) inclusive of public senior managers who are programme leaders and be cascaded down to different functionaries (See Chapter 2, Section 2.3.1).

2.3.3 Managing public performance outcomes

According to Bussin (2013:130), non-effective performance can be identified through regular public performance reviews. This means that continuous engagements during the year should be maintained to identify areas that might hinder public performance results. Similarly, in the public service, public managers are expected to identify non-performance during mid-term reviews, and then deal with poor performance of employees (DPSA, 2018:7). This entails that financial rewards and individual outcomes have to be comparable with organisational achievements (PSC, 2018:30). However, this has been a challenge in government and the following proposals were made by participants from different departments in the PSC (2018:40) report:

- Linking individual outcomes-rewards with the organisational objective must go beyond financial rewards but focus on officials' development, skills and competitiveness.

- PMDS rewards should be directed to capacitating HR Practitioners rather than using cash for bonuses.
- Confidentiality around scores provided to employees must be removed. The secrecy around scores encourages subjectivity, inconsistency and favouritism, which leads to challenges in linking individual outcomes with organisational performance.
- Review financial reward policy and consider inclusion of non-monetary recognition instead of focusing on financial rewards only in government. Further suggested that non-monetary may include days off, vouchers including competitive certificate signed by Minister and President recognising excellent performance (PSC, 2018:40).

Poor public performance is identified based on a poor performance outcome consisting of a score of 2, i.e., partially effective on the 4-point rating scale. In the public service, senior managers are required to deal with non-performance in a developmental manner as prescribed by the Incapacity Code and Procedure for the Public Service, Public Service Co-ordinating Bargaining Council (PSCBC) Resolution of 1999 and Resolution 1 of 2013. However, managing poor performance by the public service managers is sometimes a tall order. Managers often take a least resistance approach, allocating a score of 3 fully effective (PSC, 2016:46). This could be one of the reasons behind the non-alignment of individual performance with actual organisational performance. In most cases individual public performance is higher than the overall organisational performance.

2.3.4 Factors that hinder the effective implementation of PM in the public service

Based on the literature, it appears that PM is critical in improving public service performance. However, some research findings in government indicate that the public service is still grappling with effective implementation of PM. Yet, the public service is expected to improve performance by providing continuous services to the South African citizens. Understanding causes and factors that hinder effective implementation of PM in the public service is critical. Furthermore, understanding the factors that hinder implementation will assist the researcher to have more knowledge of what is in the literature versus the results of Chapter 4 of the research report. Factors that hinder the effective implementation of PM in the South African public service are explained below:

- Whilst departments are expected to have PMS policies, departments in the South African public service are still experiencing PMS challenges (Hendricks & Matsiliza, 2015:129). For example, it appeared that some public managers were using the PMS as a punitive measure (Hendricks & Matsiliza, 2015:129; PSA, 2018:30-35). This also created subject judgement between manager and employee during performance assessment (PSC,

2016:44). Where some public service departments felt that their policy did not contribute towards effective implementation of PMDS, they rather focus on the DPSA prescript (PSC, 2018:30). This therefore points to gaps in terms of PMS policy implementation.

- A lack of communication, expertise and guideline by managers (Fatile, 2014:94). As a result, some employees indicated that managers lacked courage to respond to PM concerns and complex questions (Hendricks & Matsiliza, 2015:129). This supports the finding of Nxumalo *et al.* (2018:142) where their study indicated that the majority of participant lack training by public senior managers. Communication and continuous engagement between the manager and employee are important during the PM process. It further questions the capacity of the public managers to roll out PPMS effectively.
- Fatile (2014:95) states that the non-alignment of individual performance to departmental strategy and budget was the biggest challenge in the public service. Ramulumisi *et al.* (2015:536) add that most managers failed to link individual performance and organisational performance in order to realise organisational strategy. This confirms the PSC (2018:38) findings, reflecting that three out of six departments had more PMS implementation challenges. As a result, those three departments reflected low performance against targets for the financial year 2015/2016. More perplexing was that with low organisational performance, employees from levels 2-12 and level 13 and above were paid performance rewards. This also shows that there are gaps and misalignment between individual performance outcomes and organisational achievements.
- A lack of accountability by managers with regard to financial rewards (budget), for example employees rating themselves without being engaged or questioned by managers (Nxumalo *et al.*, 2018:142). PSC (2018:30) states that there were some employees who rate themselves effective yet they have performed above expectation. They resort to this in order to avoid conflict or offensive comments by their managers. This shows that public managers are not prioritising effective implementation of PMS. It is safe to say that the lack of regular meetings between managers and subordinates compromises the implementation of PMS in government. In addition, based on literature, it is clear that a lack of accountability and strategy has to do with the culture in the public service.
- The study conducted by Van der Waldt (2014:16) in South African local government revealed the following challenges, amongst others: a lack of commitment by senior managers and the political will to implement PMS; no coherent institutional system and structure to guide implementation of PM; failure by management to improve on issues that resulted in non-performance and non-achievement of targets; indicators do not measure

what they are designed to measure; and that managers do not know how to set targets and monitor progress.

- Based on the above challenges, it can be deduced that public service senior managers and/or leaders may be the biggest contributors that impede successful implementation of the PM.

Van der Waldt (2014:6) agrees that the public service in general may experience significant challenges with the implementation of PPM, and further mentions that service delivery challenges and non-compliance can be addressed by having accurate baseline data to provide public senior managers with strategic direction to improve public performance (Van der Waldt, 2014:6). Critical to this, Van der Waldt (2014:21), in his conclusion, provides solutions, amongst others setting clear targets, conducive performance culture, the development of municipal employees and the establishment of reporting templates. Admittedly, the above-mentioned challenges arising from different public institutions could be the same challenges facing the South African public service at large. It is important to indicate that this case study also sought to identify gaps and challenges associated with the implementation of the PMS in the NDHS (see study objective in Chapter 1, Section 1.3).

Pursuant to the literature review conducted by the researcher for this study, the literature revealed, amongst others, an interesting doctoral thesis titled “A strategy for the implementation of Performance Management in schools in a province of Zimbabwe” published in 2014 (Saurombe, 2014:1-419). The study argues that Zimbabwean schools implement PPM in a haphazard manner; and that it is done without any consideration of factors that hinder successful implementation of changed public programmes. Thus, the study recommends “high participation and commitment of implementing agents for the implementation process to succeed, the heavy investment in training of human capital is critical, the availability of requisite public resources and the building of high level hard skills and soft skills as necessary for the successful implementation public performance management in schools” (Saurombe, 2014:iv).

Undoubtedly, it is important to mention that Saurombe’s (2014) strategies for the implementation of a PMS do seem to be the solution to address challenges, particularly in the schools of Zimbabwe. However, Saurombe’s strategies do not seem to deal with the issues which are predominant in the South African public services, such as the highly unionised school environment in South Africa. Critical to this, Saurombe’s arguments were underpinned by the Zimbabwean schools’ PM statutory requirements, e.g., Zimbabwean Educational Policies and Acts, which are not similar to the South African Public Service PPM statutory requirements. It is

for this reason that the researcher will recommend a PMS strategy based on how the South African public service functions.

2.4 Conclusion

Chapter 2 covered the literature review of this study that focuses on Theoretical Exposition and Concept of Public Performance, Public Performance Management and Public Performance Management System. Models and core dimensions of performance and performance management were discussed to ensure that the reader has an understanding of what underpins or guide PM based on this research, i.e., case study. The work of different scholars in public performance management was analysed by the researcher to enable the researcher to identify gaps. This chapter also reviewed and analysed the literature on various public performance management processes and their commonalities. Different PM processes from various institutions and academic authors were explored. For the purpose of this case study, the researcher identified and analysed the following commonalities, i.e., Performance Planning (strategic goals and priorities and inputs), Performance Execution, Review (feedback, coaching, monitoring assessment), and Performances Rewarding (incentive).

Furthermore, the researcher enriched the readers on PPM implemented in the South African public service. The analyses of factors and circumstances that made the implementation of the PPM less successful in the South African public service have been discussed (see Section 2.3.4). For example, the researcher, amongst others, identified: a lack of commitment by senior managers to implement PPMS; no coherent institutional system and structure to guide implementation of PPMS and failure by management to improve on issues that resulted in non-performance and non-achievement of targets. Chapter 3 proceeds to provide an overview of the statutory, legislative frameworks and principles guiding PM in South African public institutions. Moreover, the researcher will provide an analysis of the NDHS's Public EPMS Policy.

CHAPTER 3: LEGISLATIVE FRAMEWORK UNDERPINNING PUBLIC PERFORMANCE MANAGEMENT APPLICATIONS IN THE SOUTH AFRICAN PUBLIC SERVICE

3.1 Introduction

The South African public service constitutes more than 1.2 million employees which require a legislative framework to govern implementation of Public Performance Management (PPM) (Bussin, 2013:102). The legislative framework plays an important role in guiding the implementation of PPM. Furthermore, legislative frameworks determine different aspects of Public Performance Management Systems (PPMS), for example guideline processes, and the responsibilities of employees and employers when implementing PPM. It should be noted that the implementation of PPM in the South African public service transpires within statutory regulatory frameworks. PPM frameworks are meant to guide, enhance performance and transform public service delivery.

There is a reason behind the introduction of different legislation to guide implementation of PPM in the public service. According to Masenya *et al.* (2018:112), the main aim of introducing legislation and policies which underpin PPM was to encourage public employees to perform to the best of their ability to improve service delivery. These policy initiatives are there to shift public service from a process-driven institution to a public service that is representative of all South African citizens (Masenya *et al.*, 2018:107). According to the PSC (2014:7), PPMS regulatory frameworks are mandatory and they should be followed as they provide clear guidance on how PPM should be implemented and managed in the public service. Hence the development of policies and adhering to legislation by public service officials is critical.

Mpehle (2012:213) argues that in order for the South African public service to improve public service performance, it is important for the government to be guided by policies. As a result, for this study it was necessary to explore some of the policies that promote democratic values since service delivery is high on the South African government agenda. Therefore, this chapter aims to provide insight into different legislation, policies and directives that guide the implementation and application of PM in the South African public service. It is of paramount importance to provide an analysis of the PPMS Policy of the NDHS. The policy analysis provides an overview of whether the application of PPMS in the Department is aligned to the regulatory frameworks guiding implementation of PPM in the public service (see objectives Chapter 1 Section 1.3).

3.1.1 Constitution of the Republic of South Africa, 1996

Section 2 of the *Constitution of South Africa* (1996) stipulates that “the *Constitution* is the supreme law of the Republic; law or conduct inconsistent with it is invalid, and the obligations imposed by it must be fulfilled”. This implies that the Constitution is the foundation for all components of the state and private sectors’ legislation and policies (PSC, 2018:6). In the public service, the three spheres of government, namely national, provincial and local government, are expected to adhere to the prescripts and principles enshrined in the Constitution. In addition, Chapter 10, Section 195(1) of the *Constitution of South Africa* (1996) advocates for a public service which is “efficient, economic, and effective use of resources”, as well as a public administration which is development-oriented and accountable. This therefore includes PPM in the South African public service.

Accountable public administration should display transparency through the availability of information, and by being responsive to the needs of the citizens (United Nations [UN], 2015). In addition, ensuring a performance culture of the public service amongst staff is critical. Van der Waldt and Du Toit (1999:155) concur that the *Constitution of South Africa* 1996 requires senior managers in the public service to provide effective public performance administrative functions. Senior managers in the public service must ensure that the national policy is executed as part of their activities and that members of the public are served in an unbiased and impartial manner (Van der Waldt & Du Toit, 1999:155). It is safe to argue that the Constitution is the basis of all legal prescripts in the South African public service related to PM. However, with our good constitution, the challenge is that national departments still need to master its implementation in order to improve public service performance.

3.1.2 Public Service Act 103 of 1994, as amended

The Public Service Act 103 of 1995 regulates matters of conditions of employment for the public service servants, for example, the regulation of staff discipline, terms of office, retirement and discharge of members of the public service. Chapter 3, Section 7(b) of the Public Service Act 103 of 1994 stipulates that heads of departments in the public service are entrusted with the responsibility of effective management and administration, including performance of their departments. Furthermore, heads of departments are responsible for effective utilisation and training of staff, which clearly include public performance management of employees. Section 3(5) further stipulates that public performance appraisal should be provided in the departments. This also includes public performance evaluation of the heads of departments. This confirms that PPM encompasses all employees in the public service.

3.1.3 Labour Relations Act 66 of 1995, as amended

Notably, PPM in the public service should reflect fairness and be accepted by both public senior managers and employees. It is important for the public service to implement PPM to measure performance, whilst it is equally important to practise a transparent and fair PPM process. Hence, the Labour Relations Act (LRA) 66 of 1995 guides public service, amongst other things, on the promotion of fair labour practice. It is important to note that the Act applies to public employees as well as trade unions in the public service. According to Manamela (2015:44), public service unions have a role to regulate relations between employees and their employers for job security. It is for this reason that the LRA is applicable to unions when dealing with PPM. It is clear that PPM should be informed by the LRA to ensure fair and transparent PM processes as well (See Problem statement, Chapter 1, Section 1.2).

When dealing with incapacity and poor public performance of employees during PPM implementation, Schedule 8 of the LRA makes provision for that. In the public service it is not possible to randomly dismiss an employee due to poor performance. The PPM advocates for a clear and a signed Public Performance Agreement (PA) together with Work Plan (WP) between employees and managers. The PA and WP are critical during a disciplinary hearing. To ensure a fair process, the LRA requires public senior managers to follow a lengthy process and corrective measures must be followed before dismissal. In other words, in the public service, through application of the LRA, dismissing an employee for underperformance should be the last option.

According to the PSC (2018:19), public senior managers always avoid the process of implementing corrective measures, which defeats the purpose of PPM. As a result, Van der Waldt (2004:94) and Aguinis (2019:33) emphasise that PPM should be developmental in nature to allow implementation of remedies during the performance feedback. This means that if PPM management is implemented effectively and efficiently, challenges and disputes between employees and managers can be avoided. It is clear that public service senior managers having knowledge of the LRA when implementing PPM is critical. In addition, public senior managers must ensure that during the implementation of PPM, staff competences are taken into consideration, i.e., staff training as well as the provision of enabling working conditions. This will assist in improving public performance.

3.1.4 White Paper on Transforming Public Service Delivery (Batho Pele) of 1997

Whilst government focuses on managing public service performance in order to improve service delivery, the DPSA identified a need to develop the Batho Pele White Paper of 1997. Accordingly, the Batho Pele White Paper of 1997 “provides a policy framework and a practical implementation

strategy for the transformation of Public Service Delivery”. The White Paper was developed with the aim of transforming the public service performance. For example, when public employees render services to the public, they must apply “people first” principles. In addition, the Batho Pele White Paper of 1997 encourages a public service that has a service-oriented culture, that is accountable and that requires active participation of the South African citizens. The White Paper on Transforming Public Service Delivery reflects public services’ commitment to enhance and transform public performance.

Accordingly, national and provincial departments are expected to design public performance management systems which include the *Batho Pele* Principles for public senior managers. The Batho Pele Principles applicable to KRAs should be determined and concluded during the signing of the PA (DPSA, 2018b:6) Furthermore, the *Batho Pele* Principles must be used as criteria during the assessment of public senior managers. According to the DPSA (2018b:6), the evaluation of senior managers must be able to ascertain the basis of how the *Batho Pele* Principles were applied during executing their responsibilities. Therefore, the *Batho Pele* Principles encourage a performance-driven public service. Accordingly, the *Batho Pele* White Paper of 1997 has eight principles which are described as follows:

- *Consultation*: Regular consultation with citizens (customers) about the level and quality of public service offered to them. Where possible, customers should be given options about service offered by the departments.
- *Service Standard*: departments must provide citizens with information on standards, level and quality of services. As part of improving performance, departments should be able to introduce new services to those who have been previously denied access. In addition, citizens should be made aware of what to expect.
- *Access*: There should be equal access to the services by all the public since all South African citizens are entitled to these services.
- *Courtesy*: When providing services, citizens should be treated with respect and consideration.
- *Access to information*: Government departments must ensure that all citizens have access to information and the services they are providing.
- *Openness and transparency*: In the democratic government, citizens should be informed how departments are run, the cost and who is in charge.

- *Redress*: Departments should be willing to take action and act responsibly when the promised standard of services are delivered. Departments should have capacity to apologise and take effective remedy when citizen complain.
- *Value-for-Money*: Service provided to the public should be economically and efficiently executed in order to provide citizens with the best possible value for money.

According to Mpehle (2012:215), the eight service principles were realised as an applicable approach to deal with service delivery challenges. This refers to the PPM of the public service to ascertain delivery or output. As a result, the *Batho Pele* Principles “put pressure on systems, procedures, attitudes and behaviour within the public service and re-orient them in the customer’s favour, an approach which puts people first” (DPSA, 1997a). These principles are encapsulated in public service PPM policies. What was intriguing for the researcher it is that Batho Pele and PM models are not far apart. There are element of similarities (See Chapter 2, Section 2.2.4 and 2.2.6), e.g., quality service, customer satisfaction and communication, competency, reliability, credibility, financial resources and results. However, there are still challenges faced by public managers to manage public performance at departmental levels.

3.1.5 Skills Development Act 97 of 1998, as amended

According to Aguinis (2016:196), when including skills development plans into the PPMS, employees are more likely to accept the system. Section 2(1) of the Skills Development Act (SDA) 97 of 1998 stipulates that public managers should focus on the development of the employees to encourage good performance. Therefore, the purpose of the SDA of 1998 is to “improve productivity in the workplace and the competitiveness of employers”. In addition, the improvement of social service delivery is one of the aims of the Act. Aguinis (2015:196) adds that skills development plans encourage continuous learning by employees and public performance improvement. It should be noted that, the development of public service employees comes at a cost. Hence, Section 30 of the SDA of 1998 requires national departments to budget 1% of their payroll for education and training of their employees. This information will therefore be reconsidered by the researcher when proposing the PMS Implementation Strategy, especially on the empowerment of public senior managers and officials in Chapter 5.

3.1.6 White Paper on the Transformation of the Public Service of 1995

Government departments have a major responsibility in executing service effectively to meet the basic needs of all. The aim of the White Paper on the Transformation of the Public Service (WPTPS) of 1995 is to institute a policy framework in order to guide the introduction and implementation of new legislation and policies aimed at transforming the South African public

service. Chapter 2 of Part 2.1 of the WPTPS advocates, amongst other things, for a public service which is goal and performance-orientated, cost effective and efficient when it runs its services; a government that is committed to effective development of employees; a public service that is faithful and loyal to the Constitution. PPM plays a role in ensuring a transformed public service based on performance and achieving Constitutional mandate.

The WPTPS of 1995 puts emphasis on human resource development and management which is designed to encourage participative management and innovation, in order to build employee capacity, and to reward public performance (team and individual). Chapter 4(g) of the WPTPS of 1995 further encourages reward of individual public performance through the introduction of assessment and incentive systems in the departments. Chapter 4(h) brings in an important aspect which requires departments to improve control systems and financial planning with the aim of making departments more performance and output-related. It is clear that the WPTPS guides departments on transformation of services. However, the question should be whether government processes will allow senior managers to be innovative when implementing PPM in order to improve service delivery.

3.1.7 Public Service Regulations of 2016

It should be noted that Public Service Regulations of 2016 came into effect on 1 August 2016 after the amendment and repeal of Public Service Regulations of 1999 and 2001 (DPSA, 2016:2). Part 5 of the Public Service Regulations (PSR) of 2016 gives powers to the public service to determine and develop public performance management and development systems in their respective departments. The PSR of 2016 further provide clarity to enable heads of Departments to manage their performance efficiently and effectively with the support of their Executive Authority (Minister). In simple terms, the PSR address mandatory prescripts according to which the human resources of the departments must be managed. According to the DPSA (2016:5), the amended PSR of 2016 address, amongst others, the following:

- regulating the period binding an individual's employment after secondment;
- removing discrepancies and limiting the awarding of higher salaries to employees;
- amending financial disclosures and the code of conduct provisions to ensure compliance;
- improving anti-corruption mechanisms in the public service;
- alignment of Public Service Regulations with the provisions of the amended LRA and Employment Equity (EE) Act; and

- revision of PM-related provision to ensure compliance in the public service.

It is worth noting changes that were made by the DPSA in the PSR of 2016. Chapter 4, Part 5 of the PSR of 2016 prescribed norms and standards on public PMDS for levels 2-12. As a result, all departments are therefore mandated to revise their PPM Policies to ensure alignment with the PSR of 2016, especially on employees other than public senior managers. *Section 14 (i-j) stipulates that: (i) employees should avail themselves for training and development (j) “promote sound, efficient, effective, transparent and accountable administration”.* Section 71 emphasises the establishment of moderations for assessment and the importance of linking PPM of departments to the financial year. This is done in order to allow public senior managers and employees to plan and to link individual performance with the departmental performance.

Section 72 (3a-d) provides important guidelines, stating that a PA shall include at least the following: *(a) “a personnel number, job title, post grade as well as a clear description of the main objectives of the employee's job and the relevant outputs or key responsibility areas and competency requirements; (b) a work plan containing the outputs, activities and resource requirements; and (c) a personal development plan that identifies the employee's competency and developmental needs in terms of the inherent requirements of the job as well as methods to improve these”.* Furthermore, Section 73 emphasises the importance of establishing performance incentives and rewarding performance. Parallel to this, Section 73 (d) of PSR also requires the introduction the provision of non-financial incentives accordingly by the departments.

Based on the above, it is significant that the PSR of 2016 were updated to provide a clear directive and determination to implement PPMS in the public service. Compliance with regard to the developing of public PAs, performance documents submission due dates, performance monitoring, review and assessment by the public senior managers and staff is important. Critical to this is the alignment of PPM with the departmental financial year. It means, subsequent to the departmental strategic plans, public senior managers should be able to put strategy into action through signed PAs. It is important to acknowledge that the PSR of 2016 might not be a holistic solution to public performance challenges in the public service. However, the PSR do encourage the alignment of departmental performance with individual performance, even though DPSA might need to conduct analysis of the implementation of PSR of 2016 subsequent to its implementation.

3.1.8 White Paper on Human Resources Management in the Public Service of 1997

The DPSA established the White Paper on Human Resources Management (WPHRM) 1997 post 1994 to transform service delivery of the public service. Accordingly, the WPHRM objective is to

facilitate the development of HRM practices in the departments' to promote an effective and efficient public service. The public service will then harness economic and social transformation (DPSA, 1997b). The WPHRM of 1997 addresses, amongst others, personnel provisioning, certain aspects of HR development, as well as an HR management culture. These aspects are more important for government's performance. Madzivhandila (2012:371) states that allocation of human resources will enhance the provision of services to the public. In agreement with Mpehle (2012), competent human resources are capable of transforming input into tangible results.

According to Section 5.9 of WPHRM 1997 PM, the PPM in the public service should be in line with the following principles:

- *“Results orientation:* Performance of an employee should be assessed based on the work plan indicating the period, setting responsibilities and the objectives to be achieved.
- *Rewarding good public performance:* In order to encourage employees to improve public performance, it is important to acknowledge and reward public performance of those who have done exceptionally well.
- *Training and development:* Public performance assessment should enable public senior managers to identify strengths and weaknesses of employees and be able to provide training where necessary. This should include future training needs of employees.
- *Managing poor public performance:* Where a public service employee fails to deliver according to the set targets, employee and manager should reach mutual agreement to come up with corrective measures to be taken. Identifying corrective measures will assist an employee to improve public performance.
- *Openness, fairness and objectivity:* Providing assessment outcome or feedback in writing is encouraged. In addition, employees have a right to appeal if they are not happy with the assessment outcome. When managing public performance, immediate public managers must review their employee's performance to ensure that the reporting standards are objective and uniform”.

Section 26 of WPHRM of 1997 stipulates that provincial and national departments' employees' public performance shall be assessed against mutually agreed objectives. The assessment of employees should identify strengths and weakness to recognise and reward good public performance. In addition, public performance assessment should deal with poor public performance where necessary. The White Paper further emphasises greater responsibility of public senior managers to drive departmental performance management, conduct and career

development of their staff. Hence, PSC (2018:12) advises departments not to deal with the PPMS as an isolated HRM system. This shows that PPM must be dealt with in a holistic transformational and rapidly changing environment, which is taking into account individual and departmental goal alignment (see Chapter 1, Section 1.3 objective number 4).

3.1.9 Senior Management Services Handbook of 2003

Senior Management Services (SMS) Handbook of 2003 provides clear guidelines for PPM implementation and the role of public senior managers. The requirement and the process of PPMDS for public senior managers are described in Chapter 4 of the SMS Handbook 2003. Subsequent to the introduction, Public Service of 2016 as well as ensuring the alignment with SMS Handbook chapter 4, the DPSA Minister issued an approved directive which amends Chapter 4 of the SMS Handbook 2003 (PSC, 2018:9). It is now called Chapter 4: Public Performance Management and Development System for Members of the Senior Management Service (2018b). The directive became effective from 1 April 2018 in the public service. The directive clearly replaces Chapter 4 of the SMS Handbook, 2003. It provides a clear process to be followed by the public service when dealing with PMDS for public senior managers.

Based on the literature review, it can never be denied that public performance is critical in the public service. Furthermore, Chapter 4 PMDS for SMS (2018b) encourages the integration of individual performance, performance of departments based on APPs and Auditor-General findings. The integration enables individual and organisational public performance to be linked effectively. Chapter 4 requires the departmental annual or unit strategic review to coincide with the mid-term public performance review of employees. This also includes the constitution of moderation committees to validate the PPAs and final annual public performance assessments. It will be interesting to ascertain whether these changes will improve implementation of PPM in the public service.

Based on the amended Chapter 4, Performance Management and Development System (PMDS) for SMS (2018), the following changes are noted as critical conditions in the implementation of PPM:

- Emphasise the commitment of public senior managers to the proper implementation of departmental PPM policy.
- Compliance in terms of submission dates for PA, Mid-Year Review and Annual Assessments linked to the public service financial year cycle is critical, i.e., starting from 01 April to 31 March. According to paragraph 12.4 of Chapter 4 (PMDS) (2018),

employees who do not comply with submission dates without showing good cause will not be eligible for pay progression and public performance bonus.

- The old Chapter 4 of the SMS Handbook 2003, had previously indicated a 5-point KRA rating scale, whereas the updated SMS Chapter 4 PMDS (2018b) for SMS and levels 1-12 introduced a 4-point rating scale to assess the achievement of the KRA, i.e., 1 – Not effective, 2 – Partially effective, 3 – Fully effective, and 4 – Highly effective. As a result, the rating scale will be used to interpret branch-level performance of the departments.

3.1.10 Public Service Coordinating Bargaining Council Resolutions (PSCBC)

The Public Service Coordinating Bargaining Council Resolutions (PSCBC) 10 of 1999 deals with procedures to manage employees' poor public performance cases in the public service. The purpose of the PSCBS 10 of 1999 was to: support employees to deal with poor performance, encourage efficient and effective public performance of employees, prevent or correct inadequate performance, support employers and employees to have a common understanding regarding incapacity, prevent discriminatory actions by the employer toward employees, provide support to employees who are incapable of performing in line with the needs of their jobs, promote mutual respect between employees and employers, and encourage fair labour relations in the public service. This resolution placed a responsibility on managers to avert challenges and barriers that might hinder public performance of employees (See Chapter 1, Section 1.4 objective number 5).

The Public Service Coordinating Bargaining Council Resolutions (PSCBC) 1 of 2012 concluded Wage Agreement, i.e., Salary adjustment for 2012/2013-2014/15. Clause number 12.1 of PSCBC 1 of 2012 requires the employer to review the old PPMS for employees from salary levels 1-12 in order to give effect to this directive. The DPSA revised the PSR of 1999, now referred to as PSR 2016. As indicated above, when DPSA amended the PSR 2016, the regulation effected all changes on public performance management for employees other than for members of the SMS. Subsequent to the promulgation of PSR 2016, the DPSA issued the Determination and Directive on PMDS (2018a) for employees other than SMS. The Directive guides departments when they develop their PPMS Policy (See Chapter 2, Section 2.3).

3.1.11 Incentive Policy Framework for Employees in the Public Service, 2019

The Incentive Policy Framework for Employees in the Public Service of 2019 gives a right to the Minister of Public Service and Administration to determine the annual expenditure on public performance bonuses for the public service employees. It should be noted that the Incentive Framework 2019 is applicable to national and provincial government departments. Since 2007, the Incentive Policy Framework (2007) requires that departments may not exceed bonus

payments of more than 1.5% for their annual remuneration budget. Subsequent to that, the Minister of the DPSA issued an amended Policy Framework for Employees in the Public Service (2019) effective from 1 April 2019. It determines that for the next three years, “the annual expenditure on public performance bonuses is set as the maximum percentage indicated below of a department’s annual remuneration budget” (DPSA, 2019:7), as indicated below.

3.1.11.1 Departmental Annual expenditure on public performance bonuses

Table 3.1: Annual expenditure by departments on public performance bonuses

Financial Year (performance cycle)	Maximum % of Remuneration Budget
2018-19	1.5%
2019-20	0.75%
2020-21	0.5%
2021-22	0% (no bonuses budgeted for)
Post-2022	“To be determined based on the Comprehensive Review of all PMDSs for all categories of employees”

Source: DPSA Incentive Policy Framework for Employees in the Public Service (2019:7)

As depicted in Table 3.1, according to the DPSA Circular no. 01 of 2019 (2019:1), the reduction of bonus allocation has been necessitated by the government’s current financial situation. As a result, the percentage reduction of bonuses is part of various cost containment measures applicable in the public service. It should be noted that payment of bonuses is mandated by the Incentive Policy Framework (2019), not according to PMDS. This therefore implies that if the framework does not allocate payment of bonuses, it does not mean that public performance review cannot be conducted in line with the PMDS. However, the challenge that may be faced by the public service is to justify the reduction of bonus percentages to employees and trade unions in the public service. The challenge is how does the public service acknowledge the highly effective public performance without receiving bonuses in the 2021/22 financial year?

3.1.12 Public Finance Management Act no. 1 of 1999 (PFMA) and Treasury Regulations of 2002 (TR)

The Public Finance Management Act no.1 of 1999 and Treasury Regulations 2002 regulate the use and the management of public funds. In the PFMA and TR there are various references and guidelines are related to PPM. Section 38 (1) of the PFMA of 1999 requires all heads of departments (accounting officers) “to maintain effective, efficient and transparent systems of financial and risk management, internal control, procurement and provisioning”. It is clear that the

only way that the heads of departments can respond to this requirement is by having public performance audits conducted, which also include public performance assessments based on what is planned in their respective strategic plans. Hence, the TR (2002) provide specific requirements during the public planning, public budgeting and public reporting stages.

Section 27(4) of the Treasury Regulations (2002) to be read with Section 36(5) of the PFMA (1999) stipulate that *“The accounting officer of an institution must establish procedures for quarterly reporting to the executive authority to facilitate effective public performance monitoring, evaluation and corrective action”*. In addition, Section 52-53 of Treasury Regulations (2002) requires that government departments set measurable objectives which will be monitored and putting corrective action in place when necessary. This is part of ensuring that evaluation of public performance and reporting does take place in the public service. However, some public service entities struggle to comply with this requirement, as clearly indicated in the Auditor-General 2018/19 report (2019:12) on overspending in the payment of bonuses.

3.2 The Employee Public Performance Management and Development System (EPMDS) policy of the NDHS

The DPSA is responsible for the provision of frameworks to guide the public service when developing their PPMS policies. It should be noted that the South African public service is governed by legislation to ensure a sound and unbiased implementation of every policy (Makamu, 2016:58). Consequently, the reviewed PSR of 2016 gave effect to the issued “Determination and Directive on the Public Performance Management and Development System of employees other than members of the Senior Management Service for Implementation with effect from 1 April 2018” by the DPSA (2018a). The DPSA Directive seeks to provide guidance to the National Departments when developing their policies on Performance Management System. As a result, Provincial and National departments are expected to align their PPMS Policy to the Public Service Regulations, 2016 and the Determination & Directive (DPSA, 2018a:1).

In the NDHS, the Directorate: Human Resources Development and Performance Management and System (HRD & PMDS) is the custodian of the PMS. In 2017/18, the Directorate: HRD & PMDS developed an Employee Performance Management and Development (EPMDS) policy. The EPMDS Policy was developed in consultation with NDHS officials and Trade Unions (in the public service) and subsequently approved by the Director-General of the Department. The NDHS EPMDS Policy was implemented with effect from 1 April 2019. According to Bussin (2013:103), PPMS information should be shared with all public senior managers and staff to avoid misunderstanding and confusion of what is required by the PPMS Policy. Accordingly, the NDHS Policy was communicated to all employees.

The DPSA developed two separate documents, i.e., Chapter 4 EPMDS for SMS, and PMDS Directive for employees on levels 1-12. Undoubtedly, the NDHS EPMDS Policy integrates both documents to ensure that there are proper linkages between the required performance measures that are applicable to public senior managers and levels 2-12. Admittedly, it is a commendable approach in ensuring that the NDHS EPMDS policy document is aligned to the regulations, determination and directives developed by the DPSA on PPM (DPSA, 2018a:1). Section 1.4 of the NDHS EPMDS Policy (2018:1) outlines key requirements of successful EPMDS which includes the Departmental Strategic Plans (SP) as the basis for the Department to identify high-level priorities which will be cascaded to the APP to be achieved by Business Units/Directorates. In addition, departmental managers must be trained in communication, conflict resolution and problem solving, among others, in order to manage employees effectively.

The PPMS Policy of the NDHS was developed based on numerous legislative mandates, namely the Constitution of the Republic of South Africa (1996), the Public Service Act 103 of 1994, as amended, the Public Service Regulations of 2016, the Labour Relations Act 66 of 1995, as amended, the White Paper on Transforming Public Service Delivery (Batho Pele) of 1997, the White Paper on the Transformation of the Public Service of 1995, the Public Service Coordinating Bargaining Council Resolutions (PSCBC) on Public Performance Management, and relevant determinations issued by the DPSA. The inclusion of these legislation indicates that the NDHS Policy on EPMDS is in compliance with the regulatory framework that governs implementation of PPM at all levels of the public service. Furthermore, the DPSA does encourage alignment of PSR 2016 with Determinative and Directive when departments develop their PPM policies (DPSA, 2018a:1) (see Section 3.1.1-3.1.11 above).

Paragraph 5.2 of the NDHS EPMDS Policy (2019) outlines the objectives of Public Performance Management in the NDHS as follows:

- “To establish public performance management and high learning culture in the NDHS;
- to improve service delivery;
- to ensure that all public employees (job-holders) understand and know what is expected from them;
- to promote effective interaction on PPM between public employees and their managers or supervisors;
- to identify, promote and manage development needs of all NDHS employees;
- to assess employees’ public performance objectively and fairly;
- to recognise public performance categories that are fully effective and better; and

- to manage public performance categories that are not fully effective and lower” (NDHS, 2019:8-9).

Based on the listed policy objectives, it is clear that the NDHS is committed to ensure that PPM is aligned and managed according to the legislative frameworks and DPSA Directives. This is supported by the availability of the approved EPMDS policy for the NDHS (NDHS, 2019). Parallel to this, the literature in Chapter 2 concurs with these objectives. For example, Aguinis (2016:47), Aguinis (2019:26), Bussin (2013:22), and Mishra and Sahoo (2015:22) support public performance planning and provision of feedback between employee and the supervisor as a key to effective PPM. Van der Waldt (2014:18) and Bussin (2013:130) concur with the establishment of a public performance culture in the public institutions to improve public performance. In the same spirit, Armstrong (2006:2) aptly phrases it that “the overall aim of PPM is to establish a high culture”. The phrase confirms that the NDHS policy is in the right direction of facilitating a coherent PPM.

Section 6 of the EPMDS Policy (NDHS, 2019) provides key principles that underpin the implementation of effective PM, i.e., availability of PPMS and development of employees, signing of public performance agreements and assessment as well rewarding performance. The principles are undoubtedly in line with PSR 2016 and DPSA Directive and Determination (DPSA, 2018a). This is why the DPSA directive is centred on these principles (DPSA, 2018). Critical to this, Section 7 of the Policy (NDHS, 2019:9) further outlines the PPM Cycle that is divided into four (4) following phases:

- Public Performance Planning and Performance Agreement;
- Public Performance Monitoring;
- Public Performance Assessment; and
- Managing the outcome of public performance assessment.

The literature review in Chapter 2, section 2.3.2 of this study indicates different types of public performance cycles which are also similar to the PPM Cycle of NDHS Policy. In terms of performance planning, the PPM Cycle in the NDHS Policy emphasises the importance of SP, APP and PA as they are critical during the planning phase. The Policy outlines the submission dates of the concluded and signed PPAs together with Performance Development Plans (PDPs). Public performance planning will assist employer and employee in the execution and measuring of individual and organisational performance. The policy further emphasises the continuous monitoring and review of public employees’ performance by the supervisors. Section 9.2 of the

NDHS Policy stipulates that the review (mid-year) and annual assessments are compulsory and that they must be in writing for record purposes. Based on the DPSA Directive, the policy provides for the calculation of 4-point rating scale and how it should be applied to determine the overall public performance of the individual.

Section 10 of the Policy guides the Executive Authority to establish Performance Moderations. The Moderations Committee, amongst others, plays an oversight role in the application of the NDHS PPMS that is fair and objective. Furthermore, the Moderation Committee makes recommendations to the Director-General where public managers or supervisors fail to execute their responsibilities regarding assessment and rating of individual public performance properly (NDHS, 2018:16-17). Where employees disagree with the final moderated score, there is also the Assessment Appeal Committee to review the moderated scores by the Moderating Committee. Should the employee be dissatisfied with the outcome of the Assessment Appeal Panel, they may submit a formal grievance to the Directorate Labour Relations. This is also in line with the DPSA requirement.

Section 11 of the NDHS EPMDS Policy requires that by 31 December, the annual public performance assessment outcome should be implemented by the Department. This is in line with the compliance date provided by the DPSA. The Policy further advises on the payment of bonuses (not exceeding 1.5% of the NDHS remuneration budget) and pay progression, which is based on the Incentive Policy Framework. As part of innovation and invention by employees, the Policy also allows provision for non-financial awards to employees by the Executive Authority. Furthermore, the Policy does give guidance on how to deal with probationers, as well as with non-performance at work, which must be dealt with in terms of PSCBC 10 of 1999, as indicated above.

According to the DPSA (2018b:5), public heads of departments should ensure that their policies are aligned to the PSR 2016. However, when one reflects on the submission dates indicated in Table 3.2, the NDHS EPMDS Policy (2019) opted for the earliest dates. As part of the researcher's analysis, opting for the earliest date would ensure that public employees are made to comply early. In addition, earlier dates provide employees with enough time to correct and quality-check their PPM documents before submission to the HR and PMDS Directorate. Therefore, payment of pay progression, bonuses, probation confirmation and dealing with non-performers can be managed provided that employees on levels 2-12 comply with the submission dates of PPM documents.

3.2.1 Public Performance Management System compliance activities and due date as per the NDHS EMDS Policy and DPSA

Table 3.2: Submission dates for compliance with performance requirements

EPMDS documents submission dates		NDHS Policy due dates	DPSA and PSR 2016 due dates (legislated dates)
1.	Submission of Performance Agreements	31 March of every year	31 May
2.	Submission of Mid-Term Review Reports	15 October of every year	31 October
3.	Annual Performance Assessment Reports	31 May of every year	31 July
4.	Sitting of Moderating Committee Meetings	15 August of every year - It is done earlier to meet the deadline of 30 November for moderated annual assessment	30 November (Approval of Moderated annual performance assessment))
5.	Implementation of Assessment Outcomes	31 December of every year	31 December

Source: Researcher's own compilation

Section 25.4 of the NDHS EPMDS Policy (2019:16) outlines the roles and responsibilities of the Minister, Head of Department (HOD) and public senior managers during the implementation of the PPM in the NDHS. Amongst different roles outlined the following were common, based on the DPSA directives (2018c), i.e., ensuring of appropriate implementation of PPMS: compliance of public senior managers with the PPMS and Policy, adherence to the submission date of PA agreement to the HR Unit, HODs leading by example in terms of their submission of PA, encouraging and building culture of performance in the Departments, and alignment and integration of public SMS members system and non-SMS members. All these PPM activities are critical in ensuring an effective PPM in the public service. However, based on PPM activities, responsibilities per individual need to be clarified.

The NDHS Policy indicates that the primary responsibilities of the HR Unit are to expedite full understanding and implementation of the EPMDS; ensure compliance with the DPSA prescript, and provide administrative support (NDHS, 2019:16). It should be noted that the PSC (2018:47) advises that HR and PMDS Directorates should be strategic partners in the departments rather than administrative support partners. This suggests that during the strategic planning HR should be able to provide information on human resources and developmental activities, workforce planning information, workforce planning and recruitment and hiring decisions (Aguinis, 2016:23). In addition, HR should be able to align strategic planning and public performance assessment

documents and assist in strategic planning challenges (PSC, 2014:23). However, the problem statement of this study necessitates the reader to question whether the NDHS Policy is sufficient on its own for public senior managers to improve public performance.

3.3 Conclusion

The South African Constitution requires a public administration that is developmental-oriented and accountable (PSC, 2018:11). However, without enabling legislation, the development of effective planning, monitoring and evaluation, public performance systems in the public service will not be accountable to the South African public (PSC, 2018:11). As indicated above, the public service should have a PPMS that is legally sound and should be informed by the legislative framework, starting from the South African Constitution. It is clear that the regulations highlighted above are critical in guiding departments when they apply PPM in order to address service delivery and the needs of the South African citizens. The regulations further assist the public service when developing PPM policies which will guide public managers and employees to have a continuous engagement in order to monitor individual and public organisational performance.

The NDHS is under pressure to fulfil its mandate of sustainable housing demands to the South African citizens. This statement is supported by Van der Waldt (2014:2), where he raises concerns about poor performance of South African municipalities. PPM, which includes performance reporting, is one of the important agendas in the NDHS. Whilst the Department has been implementing the PMDS Policy since 2019, there are still performance challenges with regard to meeting targets as per APP Reports (NDHS, 2019/20). This has been glaringly obvious during departmental quarterly performance reviews and that is a growing concern. As indicated above, the NDHS EPMDS Policy complies with the legislative requirements, in particular from the DPSA. However, the fact that the Policy complies with all the listed legislation does not translate into high performance of the Department. It is therefore clear that NDHS needs to devise a strategy to assist NDHS senior managers to ensure the efficacy of PPM in the Department (see study objectives, Chapter 1, Section 1.3).

CHAPTER 4: THE CURRENT STATUS OF THE IMPLEMENTATION OF PUBLIC PERFORMANCE MANAGEMENT SYSTEM IN THE NATIONAL DEPARTMENT OF HUMAN SETTLEMENTS: EMPIRICAL FINDINGS

4.1 Introduction

Chapter 3 of this study provided insight into different legislation, policies and directives that guide the implementation and application of PPM in the South African public service (see study objectives in Chapter 1, Section 1.3 objective number 3). Furthermore, the third chapter takes into consideration whether the application of PM in the Department is aligned to both regulatory frameworks, as well as the theoretical foundations guiding implementation of PPM and PPMS as outlined in the literature review of this study (see Chapters 1 and 2).

The purpose of this chapter is to provide the reader with the findings based on data analyses and interpretation. This chapter begins with a short summary of the research methodology used in this study. The researcher briefly highlights the research design, sampling, data gathering technique and analysis in line with the research objectives in Chapter 1. The analysis of findings in this chapter will then guide the researcher to recommend a Performance Management System Implementation Strategy in the National Department of Human Settlements in Chapter 5.

4.2 Research methodology

As indicated in Chapter 1 of this study (Section 1.6.3), the researcher followed a mixed method design. The use of a combined method approach (qualitative and quantitative) together with a case study design was followed to obtain data pertaining to PPMS in the NDHS as a unit of analysis. The results of this chapter subsequently guided the researcher to recommend a Performance Management Implementation Strategy for Senior Managers in the National Department of Human Settlements in Chapter 5.

For the sampling of this study and as indicated in Chapter 1, the researcher adopted a non-probability sampling procedure as a sub-set of convenience sampling. The researcher followed this sampling method because she is an employer (Senior Manager) and the research was conducted at the NDHS. As a result, it was convenient for the researcher to request officials' permission to participate in the study at a senior management and middle management Level (see Annexures D, letter to the participants). In addition, the participants had knowledge and information required for the study.

For the purpose of this study, the data collection instrument used was a questionnaire survey comprising semi-structured and open-ended questions. Before the distribution of the questionnaire survey, the researcher was granted permission by the Director-General of the NDHS (see Annexure B, letter of permission to conduct research). As per the sampling size (see Chapter 1, Section 1.6.3.1), the researcher targeted 20% of Senior Managers and 20% of Middle Managers. The total number (and percentage) of participants is tabulated below:

Participated population and sampling for this study as per NDHS Organisational Structure.

Table 4.1: Population and sampling for this study

Item	Senior Managers (Level 13)	Middle Managers (Levels 09-12)
Total population as per the NDHS organisational Structure	56	209
Number of participants	33 Senior Managers	46 Middle Managers
% of sample	59%	22%

Source: Researcher's own construct

As depicted in Table 4.1 above, the researcher managed to get 59% participants at Senior Management level, which is above the targeted 20% sample, and 22% participants at Middle Management level, which is slightly above the required sample of 20%.

To enable the analysis of data collected in this study, the researcher developed questions per themes (clustered questions per theme; see data collection tool, Annexure E). Given the challenges of the COVID-19 period, the researcher, in consultation with the North-West University Statistics Unit, under the leadership of Professor E. Suria, agreed on using a converted Microsoft Word questionnaire survey into a Google Electronic Survey Questionnaire. The survey questionnaire consisted of close-ended questions answered by a simple "yes, no or not sure". In addition, open-ended questions required participants to apply their minds to provide a more considered answer than a simple one-word response.

The researcher e-mailed a link to the participants to sign informed consent (voluntarily) to respond to questions and submit electronically to the NWU data base. Consequently, the NWU Statistics Unit used the SPSS Version 27 for frequencies, and the IBM Statistica software program (Version 14.0.015) to generate graphs. In addition, the frequency of responses from the participants allowed analysis through the SPSS program. This was done to avoid manipulation of results and to ensure validity and reliability (accuracy and consistency of measures).

For the secondary sources of information, the researcher consulted various sources, such as PPM textbooks, theses and dissertations conducted previously on the topic, articles and journals from the NWU library, and Google Scholar articles. The researcher further studied regulatory frameworks, policies, government gazettes, White papers, Acts and DPSA Directives that are relevant to PPM and PPMS. PMS documents in the Department were explored as well as newspaper articles to assist the researcher to gain further insight into this subject and subsequently recommend a PMS Implementation Strategy in the NDHS in Pretoria, South Africa.

As this research was conducted during the COVID-19 period (in 2021), it should be noted that COVID-19 regulations were followed. All questions were handled through the Google Electronic Link completed by the participants. The researcher used a designed e-mail template to attach the link in order to recruit participants for this research. Voluntary participation was emphasised by the researcher. Furthermore, on 25 October 2021, the researcher attended a prescribed NWU Ethics course to ensure that ethical considerations were upheld at all times. Commitment was made by the researcher to be ethical when conducting the research, to keep responses anonymous and preserve confidentiality during the analysis of the results.

4.3 Research findings

This section seeks to report on data obtained from Senior Managers and Middle Managers from the NDHS. The analysis of the responses is based on the literature review (Chapter 2), analysis of statutory and regulatory framework (Chapter 3), aligning with the objectives of this study in (Chapter 1).

4.3.1 Section A: Biographical data

Seventy-nine (79) officials at Middle Management and Senior Management levels out of a total number of 265 officials participated in the study. This constitutes a response rate of 29.8%. As depicted in Section 4.3.1.1 (Participants' Profile), of these participants, 58% were Middle Managers and 42% were Senior Managers. In terms of gender, 52% of participants were males and 48% were females. The majority of participants at 53% were aged 41-50 years, 27% at age 31-40 years, 19% at age above 50 years and 1% were below the age of 31 years. In terms of work experience, 32% had 6-10 years of experience, 31% had 11-15 years of experience, 17% had less than 6 years of experience and 5% had more than 20 years of experience.

4.3.1.1 Participants' profile

Employment level of participants in the survey study

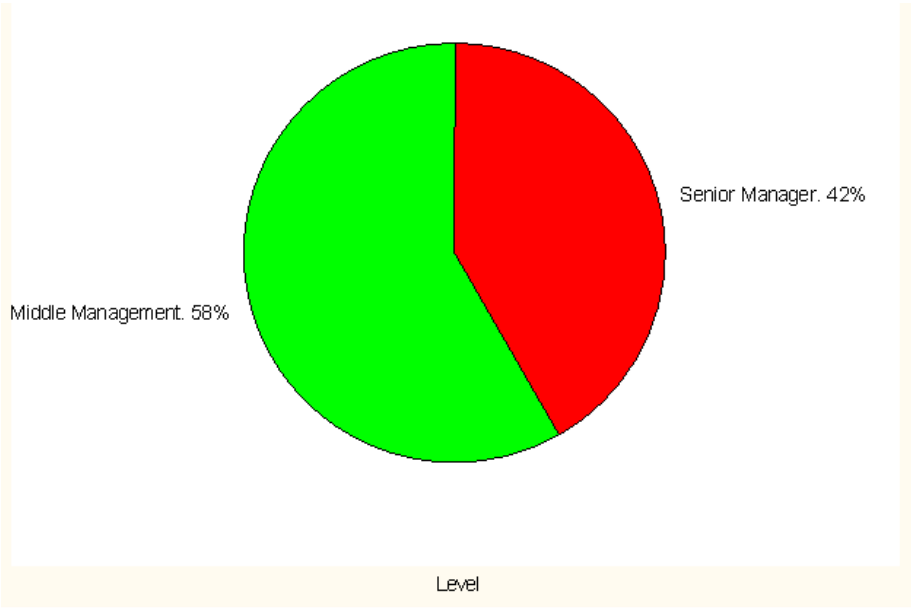


Figure 4.1: Employment levels

Gender of the participants

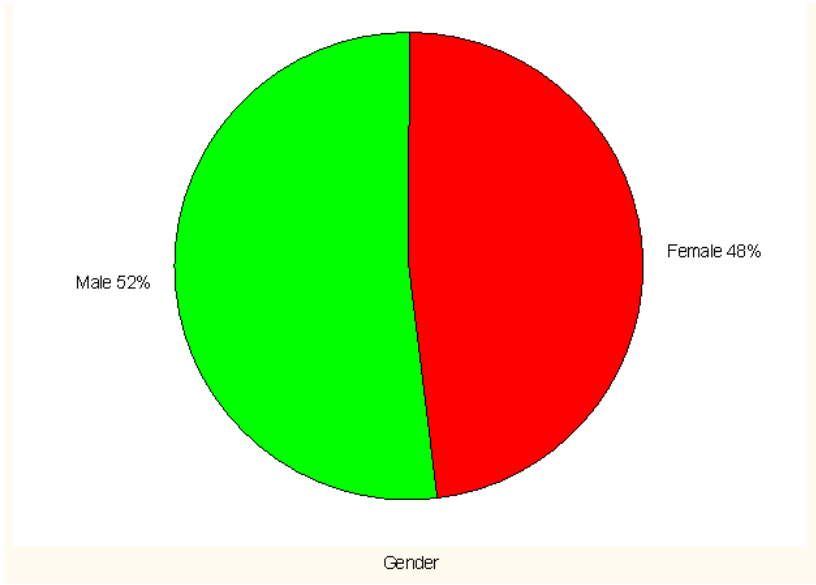


Figure 4.2: Gender

Age groups of the participants

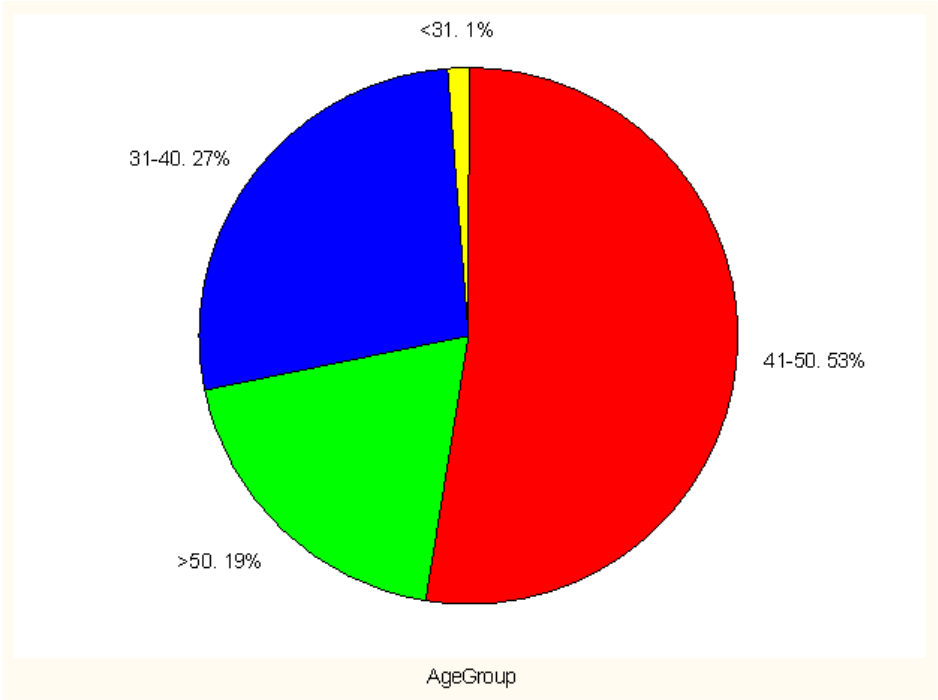


Figure 4.3: Age Groups

Number of years working experience of the participants

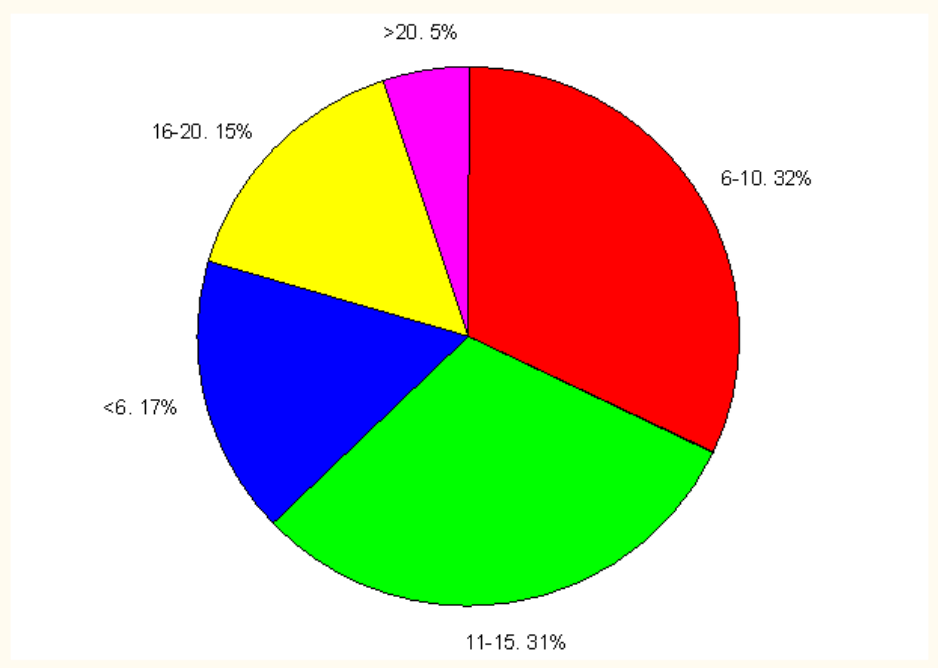


Figure 4.4: Years of working experience

4.3.2 Section B: Responses and analyses

Below are the responses and analyses based on the research objectives categorised according to themes:

THEME 1: TO DEVELOP AN IMPLEMENTATION STRATEGY OF THE PPMS IN THE NATIONAL DEPARTMENT OF HUMAN SETTLEMENTS

***Note: The use of the word “public” seeks to justify government process.**

1.1 Is there an Implementation Strategy of the Performance Management System (PMS) in the National Department of Human Settlements to guide Senior Managers when Managing Performance?

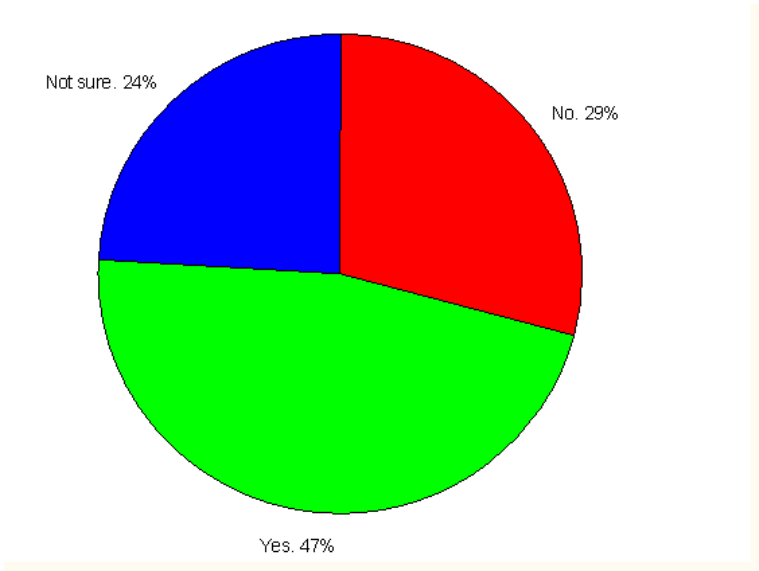


Figure 4.5: The availability of Implementation Strategy of the Performance Management System (PMS) in the NDHS to guide Senior Managers when Managing Performance

As depicted in Figure 4.5, 47% of participants indicated that there is an implementation strategy for PPMS in the NDHS, while 29% indicated that there is no implementation strategy. Twenty-four percent (24%) indicated that they were not sure. Participants who indicated that there was no implementation strategy for the PPMS in the Department cited the availability of departmental Performance Management and Development System Policy which is used in the Department as a guideline to implement PPMS in the Department. In addition, participants indicated that the lack of a Performance Management System Strategy is due to a “lack of appetite by management to develop the Strategy”, meaning that Senior Managers have no desire to develop an Implementation Strategy for the PPMS. This therefore resulted to poor implementation of PPMS in the Department.

1.2 Is it necessary for the National Department to have an Implementation Strategy to guide Senior Managers in NDHS when implementing PMS?

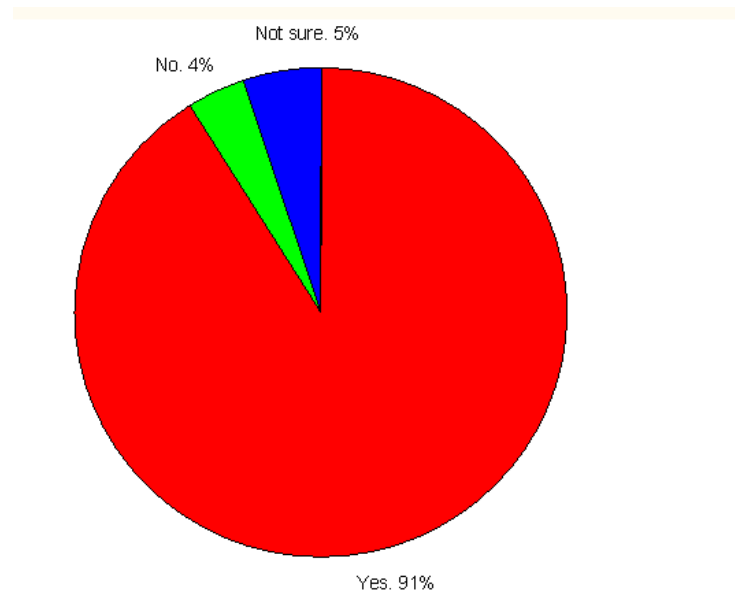


Figure 4.6: The necessity for the National Department to have an Implementation Strategy to guide Senior Managers in NDHS when implementing PMS

As depicted in Figure 4.6, the majority of participants (91%) responded that it is necessary for the Department to have an implementation strategy, whereas 4% responded that there is no need for the implementation strategy. Five percent (5%) indicated that they were not sure. Participants were of the view that the implementation strategy would enhance the effectiveness of the PPMS and ensure that it is tailor-made for the Department of Human Settlements' environment and to improve the productivity of employees. As a result, the researcher intends to develop a PPMS Implementation Strategy (see Chapter 1, Objective number 1).

1.3 Which other administrative tool(s) (policies, directives, etc.) are currently used in the Department in relation to facilitate the achievement of the departmental goals and objectives?

Besides the need for the implementation strategy, the majority of participants indicated that there are other administrative tool(s) (policies, directives, etc.) that are currently used in the department to facilitate the achievement of the departmental goals and objectives. The majority of the participants indicated that such administrative tools are the Departmental Strategic Plan, Annual Performance Plan and Operational Plan. In addition, employees indicated that in the Department there are Performance Quarterly Reviews meetings. These meetings are usually chaired by the Director-General and serve as a reporting and accounting platform for employees to report the

achievement of goals and objectives. This is a standard working procedure as provided in the DPME guideline(s), as discussed in the literature review section of this research report (see Chapter 2, Section 2.3).

THEME 2: IDENTIFY THE THEORETICAL MODELS, PRINCIPLES, APPROACHES AND DIMENSIONS OF PUBLIC PERFORMANCE (PP), PUBLIC PERFORMANCE MANAGEMENT (PPM) AND PUBLIC PERFORMANCE MANAGEMENT SYSTEMS (PPMS)

2.1 Do you know the meaning of the concept Public Performance Management System? (PPMS)

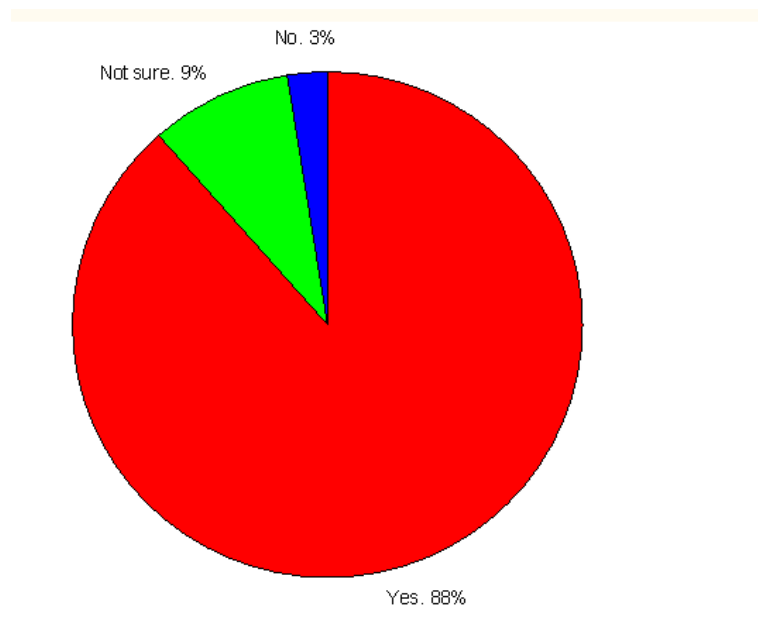


Figure 4.7: Participants' understanding of the concept *Public Performance Management Systems (PPMS)* (meaning)

This question was intended to explore the participants' level of understanding and knowledge of the concept Public Performance Management Systems. Figure 4.7 depicts that the majority of participants (88%) responded that they understood the concept *Public Performance Management Systems (PPMS)*. As a way of demonstrating their understanding, the participants indicated that PPMS is a systematic approach used by the public service to measure employees' performance against set targets to ensure the achievements of organisational goals and objectives (see Chapter 1, objective number 2).

According to some participants, "a continuous process that talks to planning, developing and coaching by providing feedback to the employees", "is the strategic process by which an organisation measures the performance of the employees to reward their contribution towards

the organisation's growth and success" This therefore implies that the majority of the participants at the level of Senior Management and Middle Management understand the realities of PPMS. However, 3% of the participants indicated that they are not familiar with the concept *PPMS*, while 9% indicated that they themselves are not sure about the concept *PPMS*.

Furthermore, to ascertain officials' knowledge of models, principles approaches and dimensions of the Public Performance Management System, officials were asked to indicate their understanding. Regarding the understanding of *models and approaches*, participants indicated that the Balance Scorecard, Performance Management Cycle and Excellence Model are some of the models and approaches. On their understanding of *principles*, participants indicated the following: objectivity, transparency, fairness, result and outcome-oriented, and rewards for outstanding achievement (see Chapter 1 objective number 2). With regards to the response of dimensions of PPM, participants indicated the following: resources: management, systems and technology, leadership, people, job descriptions, management and aligned organizational structure. It can be deduced, that the participants responded in line with the assertion by Van der Waldt (2004), where the dimensions of PPM and models are mentioned and discussed in the literature review (see Chapter 2, Section 2.2.4).

THEME 3: INVESTIGATE THE CURRENT NATURE OF PPMS APPLICATION IN THE NATIONAL DEPARTMENT OF HUMAN SETTLEMENTS IN THE SOUTH AFRICAN PUBLIC SERVICE INCLUSIVE OF STATUTORY AND REGULATORY FRAMEWORKS

3.1 Are you satisfied with the current application of the PPMS in the National Department of Human Settlements?

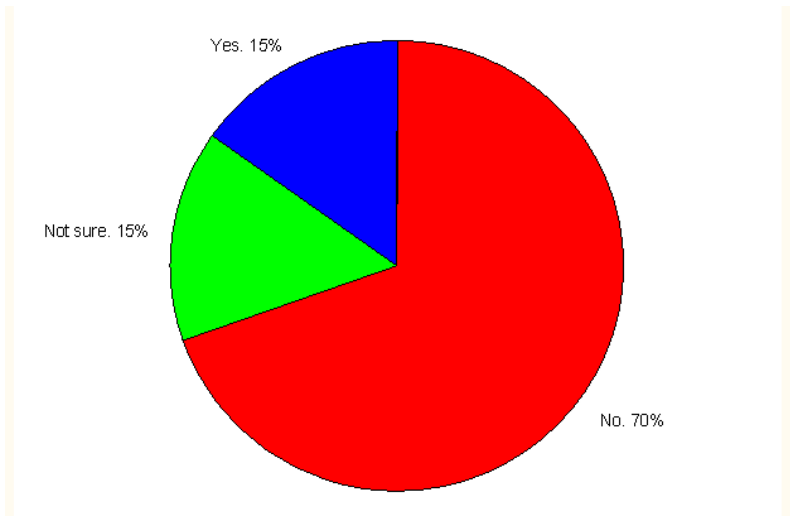


Figure 4.8: Satisfaction with the current application of the PPMS in the NDHS

This question was intended to understand the perception of officials on the application of PPMS in the Department (see Chapter 1, objective number 3). The majority (70%) of employees proved not to be satisfied with the application of the PPMS in the NDHS. According to some participants, “it is not clear or outlined what milestones would have to be achieved in order to measure employees’ performance as fully effective or even beyond expectations, for even people who are not deserving of a performance bonus do get a bonus and others who are deserving do not get it - clearly there is something wrong with the system”.

Some of the reasons for the responses are that the performance assessments are not conducted properly; individual performance is not aligned with organisational performance, resulting in officials receiving bonuses, whereas the departmental performance remains low, and the application of PPMS is applied to comply with the DPISA, not focusing on managing public performance. Furthermore, participants indicated that the current application of PPMS is not designed and implemented to address the current challenges related to performance, especially by senior staff members. While 15% of participants are satisfied, the remaining 15% indicated that they were not sure whether they are satisfied with the application of PPMS in the department. The responses therefore are aligned to the problem statement in Chapter 1 (see Chapter 1, Section 1.2).

3.2 Should PPMS be linked to rewards to members of staff such as Performance Bonuses, Awards, etc.?

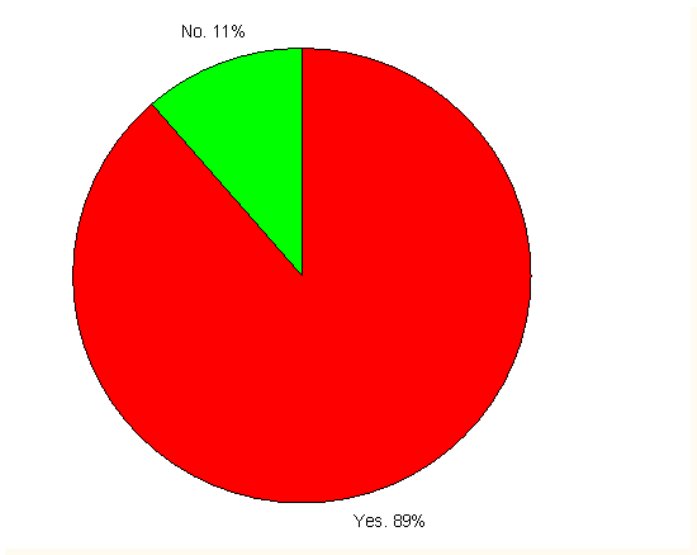


Figure 4.9: Linking of PPMS to rewards such as Performance Bonuses, Awards, etc.

As indicated above (Figure 4.9), the majority of the participants (89%), indicated that PPMS should be linked to rewards for staff members, such as Performance Bonuses. Participants believe that an incentive is necessary to reinforce desired performance and behaviour. A bonus

is an incentive to encourage employees to perform better. Some participants indicated: “Excellent performance should be rewarded to motivate employees to perform at a high level”. Other participants indicated by saying, “I do not see how monetary incentives can be separated from performance”.

In addition, participants stated, “Given the challenge of capacity, most current employees are stretched and performing beyond their initial Performance Agreement”. Eleven percent (11%) indicated that PPMS should not be linked to rewarding employees with bonuses, arguing that “Every employee in public service is remunerated for performing their duties”. Some participants are of the view that “If the money is removed from the equation, then the actual performance will be monitored”, and that “If there was no performance bonus, one would see a true reflection of employee performance”.

Vroom’s expectancy theory (1964) states that employees will be motivated by exercising a high level of performance knowing that “extra performance will be recognised and rewarded” (See Chapter 1, Section 1.5). It can be deduced that employees of the public service can be guided to perform their work and be made to understand that when they achieve results, they will be rewarded through Performance Management Systems. However, based on the researcher’s observation at Senior Management level where the implementation of the PMS occurs, the financial reward might have attributed to the self-entitlement of employees receiving bonuses (see problem statement, Chapter 1, Section 1.2). As a result, the high number of responses, i.e., 89%, calls for the Department to establish reward systems other than bonuses to create a high performing culture.

3.3 Is the current PPMS conducive to the culture of diversity (multi-cultural, gender-based inclusiveness, sensitivity to the disabled)?

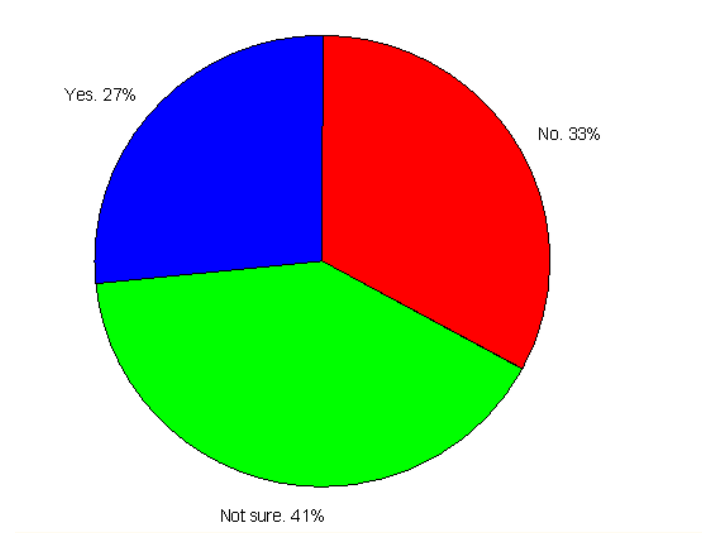


Figure 4.10: PPMS conducive to the culture of diversity (multi-cultural, gender-based inclusiveness, sensitivity to the disabled)

In terms of promoting PPMS that is conducive to the culture of diversity (multi-cultural, gender-based inclusiveness, sensitivity to the disabled), 33% of the participants indicated that the PPMS is not conducive to the culture of diversity, as depicted above. The participants cited that the PPMS is designed in such a way that it does not discriminate: the system is objective and that anyone, irrespective of gender or colour, stands to benefit if they meet the requirements. However, a significant number of participants (41%) indicated that they are not sure as the policy is silent on the issue of diversity. From the findings, it is evident that employees are not familiar with the subject of culture of diversity and PPMS (see Chapter 1, objective 3). This, therefore, shows that a discussion on implementation of PPMS is not highlighting culture of diversity and, as a result, Senior Managers might be missing a link in their endeavour to implement an effective PPMS.

3.3.1 How often do you think performance assessment/appraisals in the Department should be performed by your supervisor?

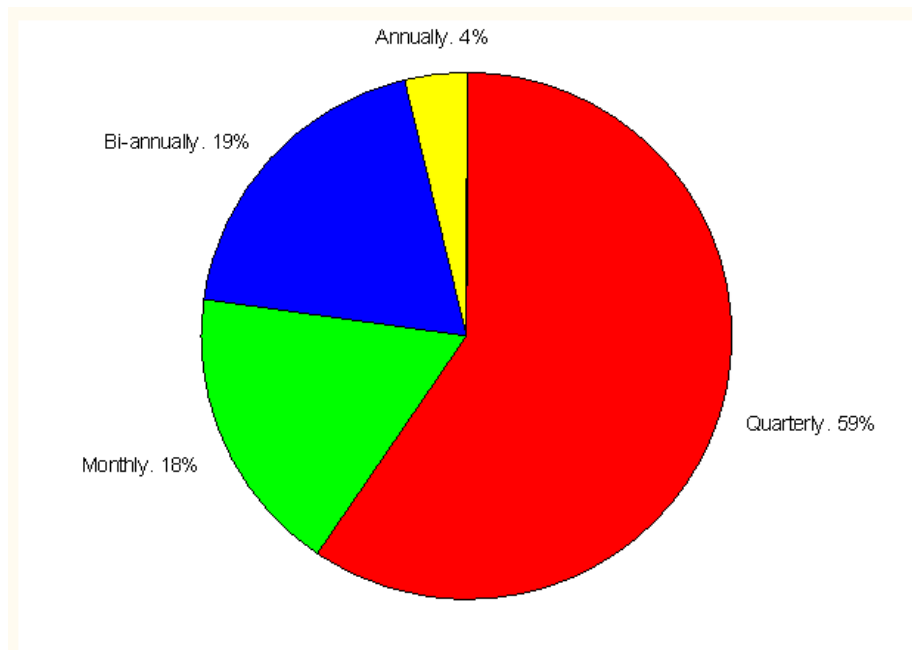


Figure 4.11: Frequency of performance assessment/appraisals performed by the supervisor

In terms of the Departmental Performance Management System Policy (2019), as well as DPSA Directives on PPMS (2018a), performance assessment/appraisals should be conducted bi-annually. However, the majority of participants (59%) are of the view that performance assessment/appraisals should be performed on a quarterly basis. This is in line with the literature review of this study, where different authors urge that continuous monitoring, feedback, two-way communication, as well as the ability to develop and make changes by managers could lead to improved performance (Pulakos, 2004:19; Bussin, 2013:23; Heikki, 2013:16).

Aguinis (2016:2) defines PPM as “a continuous process of identifying, measuring and developing the performance of individuals and teams and aligning performance with the strategic goals of the organisation.” Considering that all the participants in this group play an important role in the review of employees’ performance, conducting assessment bi-annually seems not to be sufficient. As a result, the majority indicated that there is a need for continuous and close monitoring of performance to align the process to the departmental quarterly performance reviews; whereas 19% indicated that performance assessment should be conducted bi-annually, 18% indicated monthly and 4% indicated annually.

3.4 Does the application of PPMS ensure that performance bonuses are only awarded to deserving officials?

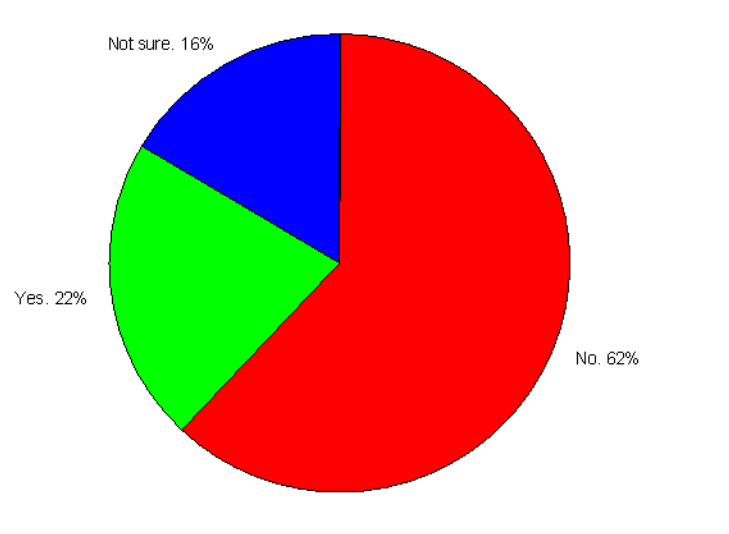


Figure 4.12: Application of PPMS to ensure that performance bonuses are only awarded to deserving officials?

Figure 4.12 indicates that the majority of participants (62%) are of the view that the PPMS in the Department does not ensure the rewarding of bonuses to deserving officials. The participants who are not in agreement believe that the moderation process is unfair, subjective and biased. In addition, participants indicated that the process favours those with good writing skills when providing motivation. Some employees raised the concern that “even the undeserving officials receive bonuses due to a bad culture of the department.” The participants further mentioned that “Sometimes bonuses are awarded to the most liked officials”. Some participants stated that “there are instances where best performing employees are not rewarded, and poor performers are rewarded”.

Although 22% agrees that bonuses are awarded to deserving officials in the Department, their responses seemed to be unclear, as some are saying “If the PMS is applied as agreed, it will be easier to see the deserving employees and reward them accordingly”, whereas 16% of participants are not sure whether the application of PPMS ensures that performance bonuses are only awarded to deserving officials. Therefore, it seems that, at present, the responses do reflect challenges outlined in the problem statement (see study problem statements, Chapter 1, Section 1.2).

THEME 4: ASSESS THE ALIGNMENT OF THE PPMS TO THE STRATEGY OF THE DEPARTMENT OF HUMAN SETTLEMENTS

4.1 Do you participate in the process for the development of the Departmental goals and objectives (Strategic Plan) on an annual basis?

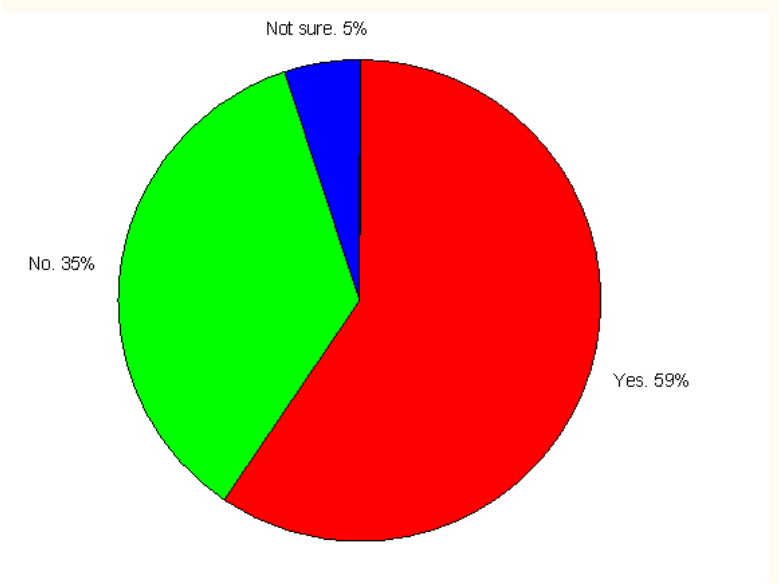


Figure 4.13: Participation in the process for the development of the Departmental goals and objectives (Strategic Plan) on an annual basis

As depicted in Figure 4.13 above, 59% of the participants indicated that they do participate in the process for the development of the Departmental goals and objectives (Strategic Plan) on an annual basis, whereas 35% indicated that they do not participate and 5% are not sure whether they participated in the process for the development of the Departmental goals and objectives (Strategic Plan) on an annual basis.

For this research, the reader should note that based on the research results, the researcher has considered cross-tabulation for Senior Management and Middle Management for ALL the research questions. Only one (1) question under Theme 4, **(Do you participate in the process for the development of the Departmental goals and objectives (Strategic Plan) on an annual basis?)** requires further interpretation to disaggregate the responses of officials at Senior Management level and Middle Management level. This will provide a clear picture of who actually participates in the development of the Departmental goals and objectives on an annual basis.

Crosstabulation between Senior Management and Middle Management for development of strategic plan

Table 4.2: Crosstabulation between Senior Management and Middle Management for the development of a strategic plan

Crosstab						
			Do you participate in the process for the development of the Departmental goals and objectives (Strategic Plan) on an annual basis?			Total
			No	Not sure	Yes	
Level	Middle Management	Count	27	3	16	46
		% within Level	58,7%	6,5%	34,8%	100,0%
	Senior Manager	Count	1	1	31	33
		% within Level	3,0%	3,0%	93,9%	100,0%
Total	Count	28	4	47	79	
	% within Level	35,4%	5,1%	59,5%	100,0%	

Source: Author’s own construct

Symmetric Measures and Cramer’s V

Table 4.3: Symmetric Measures and Cramer’s V

Symmetric Measures			
		Value	Approximate Significance
Nominal by Nominal	Phi	0,601	0,000
	Cramer’s V	0,601	0,000
N of Valid Cases		79	

Source: Author’s own construct

Tables 4.2 and 4.3 above show the difference between Senior Management and Middle Management on cross-tabulation. According to Cohen (in Ellis and Steyn, 2003:51-53), Cross-Tabulation on Chi-Square tests and Cramer’s V values is normally with a guideline of 0.1 – small, 0.3 – medium and 0.5 – large. If a relationship with 0.5 is large, it is considered as practically significant (Ellis & Steyn, 2003:51-53). Accordingly, with a guideline above where 0.5 is large, there is an important difference between Senior Management and Middle Management on whether they participate in the process for the development of the Departmental goals and objectives on an annual basis.

In an effort to address objective number 4, assessing the alignment of PPMS with the Departmental Strategy, 94% of the participants (Senior Management Level) participate in the process for the development of the Departmental goals and objectives on an annual basis, whilst only 35% of participants (Middle Management) indicated that they participate in the process for the development of the Departmental goals and objectives on an annual basis. This therefore shows that it is only Senior Management who gets invited to participate in the process of the development of the Departmental goals and objectives (Strategic Plan) on an annual basis. This means that Senior Managers in the Department operate at a more strategic level than Middle Managers. The role of Senior Managers is usually to determine organisational strategic objectives and to cascade the strategic plan to all employees in the organisation, as asserted by Aguinis (2016:38) and Bussin (2013:21).

4.2 Is the current PPMS aligned to the Strategic Plan of the Department?

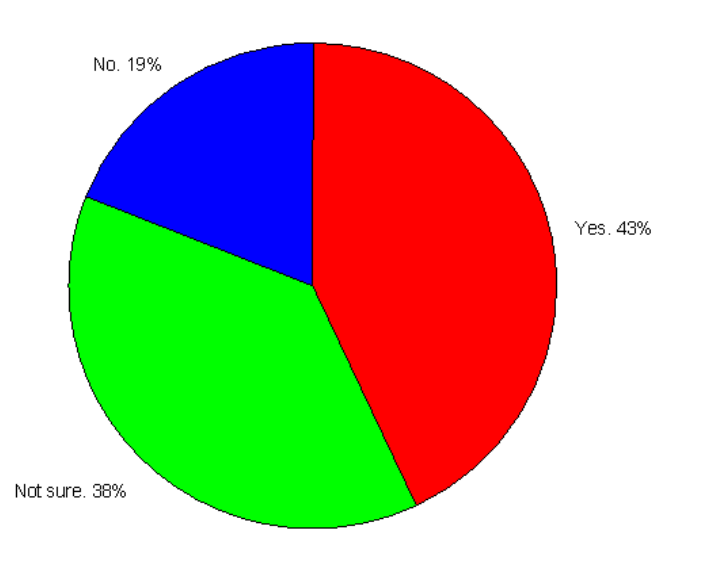


Figure 4.14: Alignment of PPMS to the Strategic Plan of the Department

According to Figure 4.14, based on the response from employees, 43% indicated that the current PPMS is aligned to the Strategic Plan of the Department. In support of their responses, they indicated that Senior Managers' Performance Agreements were drafted using the Strategic Plan and Annual Performance Plan as source documents. About 19% of the participants indicated that the current PPMS is not aligned to the Strategic Plan of the Department. Participants further indicated that there is no process which ensures that Middle Management Performance Agreements are aligned to Strategic Plan and Annual Performance Plan as a reason. Nineteen percent (19%) of the participants are not sure (see Chapter 1, objective number 4). In assessing objective number 4, it can be deduced that there is misalignment between PPMS to the Strategic Plan of the Department on lower levels.

Chapter 2, Section 2.3.1 of this study emphasises the alignment of individual performance and strategic goals of the Department. Accordingly, Fryer *at al.* (2009:482) state that the key features of a successful PPMS are alignment of the PPMS with the public organisational existing systems and organisational strategies. The results suggest that the focus of aligning the individual plans and departmental strategic goal takes place at Senior Management Level and not so much at Middle Management and lower levels, and thus create challenges. Hence there is the need to recommend an implementation strategy for the PMS in the Department.

4.3 Does the PPMS assist in ensuring the alignment of the performance of employees (individuals) with the overall performance of the Department?

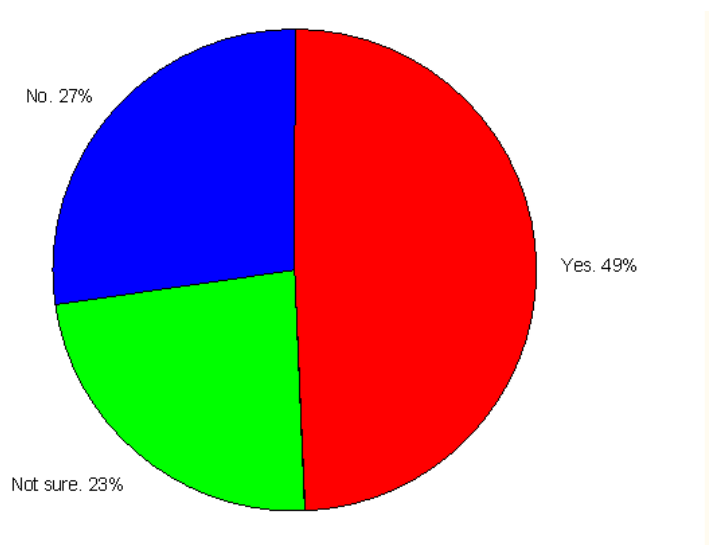


Figure 4.15: Alignment of PPMS individual performance with overall performance of the Department

This question was meant to examine whether the participants understand the importance of linking individual performance with overall performance of the Department. As depicted in Figure 4.15, 49% of the participants agreed that the PPMS does assist in ensuring the alignment of the individual performance with the overall performance of the Department. In this regard, participants attested that the Unit: Enterprise Architecture conduct verification process for all Senior Management PAs submitted at the beginning of every cycle (01 April). As a result, officials on salary levels 2-12 contract accordingly by aligning their targets as per their supervisors' (Middle Management) PAs (see Chapter 1, objective number 4).

This is therefore in line with Paragraph 5.1.1 of the Departmental EPMS (2019:4), which states “the policy is aimed at planning, managing and improving employee performance. Furthermore, performance management optimises every employee's output in terms of quality, relevance and

quantity, there by contributing to the improvement of the Department's overall performance and service deliver" (see Chapter 2, Section 2.3.1 and Chapter 3, Section 3.2).

Furthermore, this is also in line with the assertion of Mishra and Sahoo (2015:22) regarding the importance of aligning individual performance with the organisational goals. However, 23% of the participants indicated that they were not sure whether, PPMS does assist in ensuring the alignment of individual performance and overall performance of the Department, while 27% indicated that PPMS does not assist in ensuring the alignment of individual performance and overall performance of the Department. That 27% of participants provided reasons that the poor performance of the Department is a clear indication of misalignment, and some indicated that the verification process of PA is conducted at the level of Senior Management, and not for levels 2-12. This therefore leads to wrong contracting of employees (see objective number 4).

The Goal Setting theory requires that both the manager and the employee(s) must participate actively in setting the organisational goals (Locke & Latham, 2006:265-268). Employees need to understand clearly their roles, which are aligned to organisational objectives to improve performance of the Department. This means that public management must ensure that signed Public Performance Agreements have targets which are aligned to the objective of the Department to monitor and assess performance.

4.4 Do you think that the departmental annual budget supports the achievement of strategic goals in the Department?

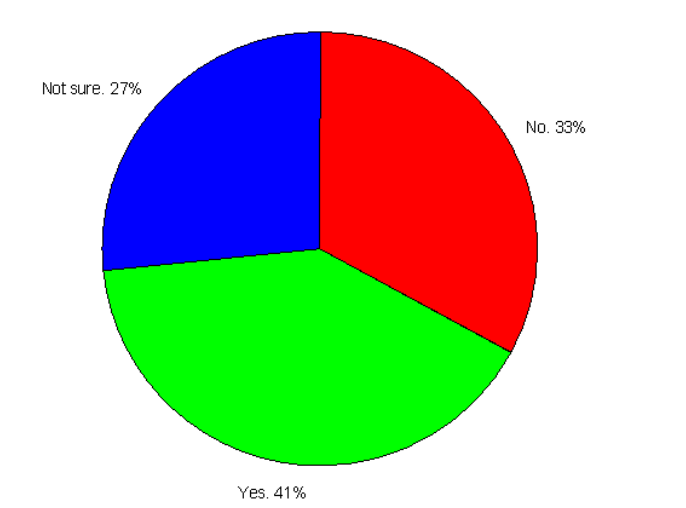


Figure 4.16: Departmental annual budget supports the achievement of strategic goals in the Department

Based on the responses from the employees, 41% of the participants indicated that the departmental budget supports the achievement of the strategic goals of the Department.

Participants indicated that there is adequate budget to fund operations and commitments in the departmental plans. In addition, participants acknowledge the availability of budget. They highlighted the fact that the provision of budget for bonuses is becoming less over time, as also indicated in Chapter 3, Table 3-1. In contrast, 27% indicated that they are not sure and 33% of participants indicated that the departmental annual budget supports the achievement of strategic goals in the Department.

Participants indicated that budget does not support the achievement of strategic goals because strategic plans are held separate from the Strategic Planning session. COVID-19 was cited as having affected the operation of the Department, resulting in the reduction of budget as well as a lack of filling of vacant posts in the department as a result of insufficient budget. Shortage of budget will have a negative effect on the overall performance of the Department. Hence, Van der Waldt (2004:171) advocates that measuring public performance in the public service is viewed as part of promoting good management and accountability, since it is linked to budgetary processes (see Chapter 2, Literature Review).

4.5 Do you think that the departmental Organisational Structure supports the achievement of strategic goals in the Department?

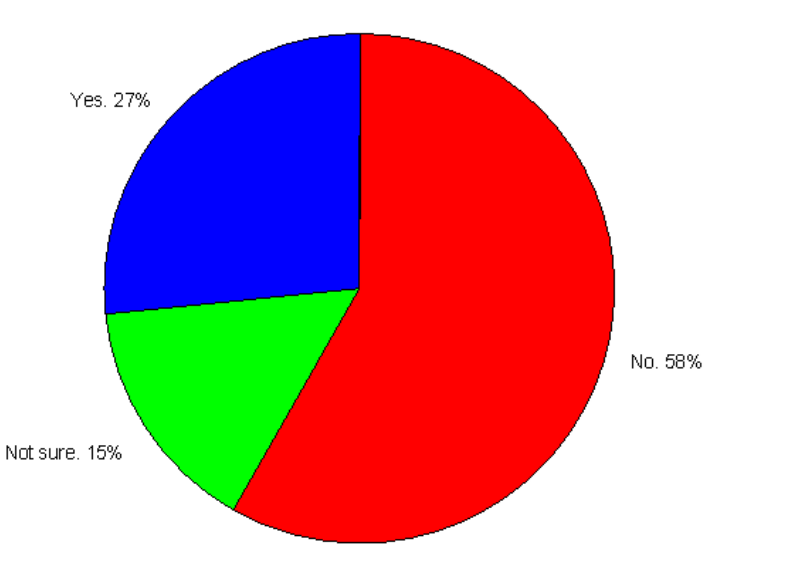


Figure 4.17: Organisational Structure supporting the achievement of strategic goals in the Department

Figure 4.17 indicates that the majority of the participants (58%) believe that the departmental Organisational Structure does not support the achievement of strategic goals in the Department. Participants indicated that Macro Organisational Structure (Senior Management Level) has been implemented but Micro Organisational Structure (Middle Management and lower-level staff) has

not been implemented. As a result, “as the department evolves and improve how we work, the scope of work expands, the structure on the other hand has terminated some of the positions/some positions that are still available are not funded”.

It is evident that the current officials work under tremendous pressure on a daily basis trying to meet deadlines. Some employees feel that the delay in the implementation of the revised organisational structure holistically causes problems and chaos. Basically, the delay in finalising the departmental structure was cited as a major problem. Twenty-seven percent (27%) indicated that the departmental structure has been re-aligned to respond to the strategy and the mandate of the Department even though it is not finalised. Each unit in the Department have been created with the functions that are aligned to support the achievement of the strategic goals of the Department and it is slowing moving to the achievement of the goals. This therefore confirms the misalignment of the PPMS to the strategy of the Department (see objective number 4).

THEME 5: INVESTIGATE GAPS AND CHALLENGES THAT MIGHT EXIST ASSOCIATED WITH THE IMPLEMENTATION OF THE PPMS IN THE DEPARTMENT OF HUMAN SETTLEMENTS

5.1 Are there any challenges and/or gaps in the implementation of PPMS in the National Department of Human Settlements?

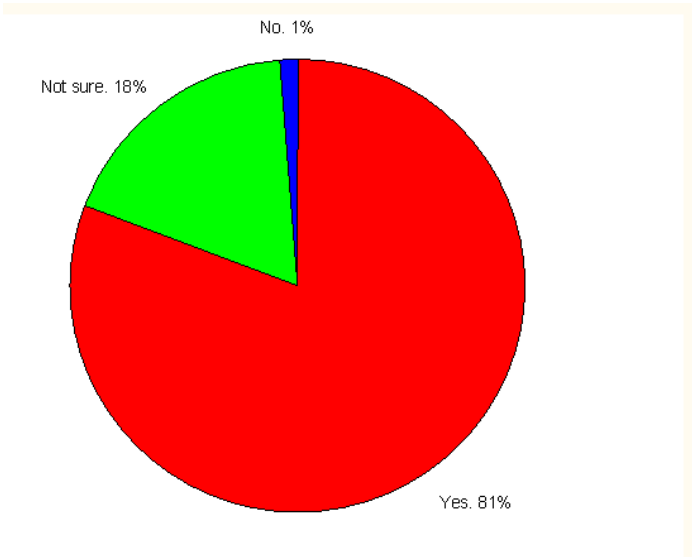


Figure 4.18: Challenges and gaps in the implementation of the PPMS

The last objective of this study sought to investigate gaps and challenges that might exist associated with the implementation of the PPMS in the NDHS. Accordingly, 81% of participants confirmed that there are gaps in the implementation of PPMS in the Department, 1% indicated that there are no gaps and 18% were not sure. Self-entitlement of bonus or reward by employees’

levels 2-12 employees, poor accountability, a lack of set standards of performance, a lack of linking of individual and organisational performance were mentioned amongst challenges by the participants. The concerns are also aligned to the problem statement of this study. As indicated below, participants further selected reasons for the challenges in the implementation of PPMS in the department (see Chapter 1 objective number 5).

5.2 In your view do you think the following reasons are behind the challenges in the implementation of PPMS in the Department?

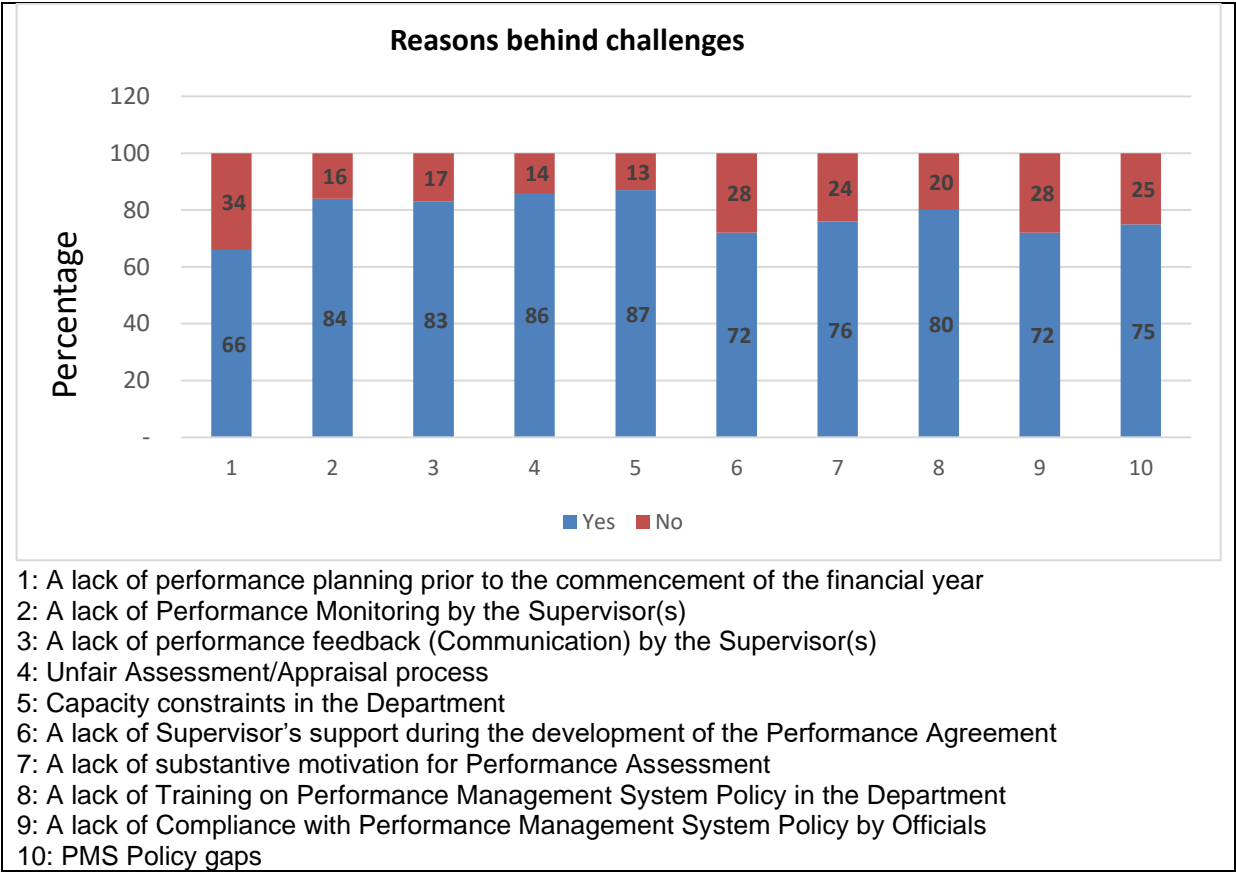


Figure 4.19: Reasons behind challenges in the implementation of the PPMS

The bar chart in Figure 4.19 shows reasons behind challenges in the implementation of PPMS in the Department (see objective number 5). The participants from all levels indicated the following reasons: 66% a lack of performance planning prior to the commencement of the financial year; 72% a lack of Compliance with Performance Management System Policy by Officials; 72% a lack of Supervisor’s support during the development of the Performance Agreement; 75% PMS Policy gaps; 76% a lack of substantive motivation for Performance Assessment; 80% a lack of training of the PPMS Policy; 83% a lack of performance feedback by the supervisors; 84% a lack of performance monitoring by the supervisors; 86% unfair assessment/appraisal by the supervisors, and the highest 87%, a lack of capacity constraints in the department. The challenges and

reasons behind the implementation of PPMS in the NDHS will be addressed by means of strategies recommended in the next chapter (Chapter 5).

5.3 Is the current structure of the Human Resources Development & Performance Management Unit in the Department conducive to promote effective and efficient implementation of the PPMS in the Department?

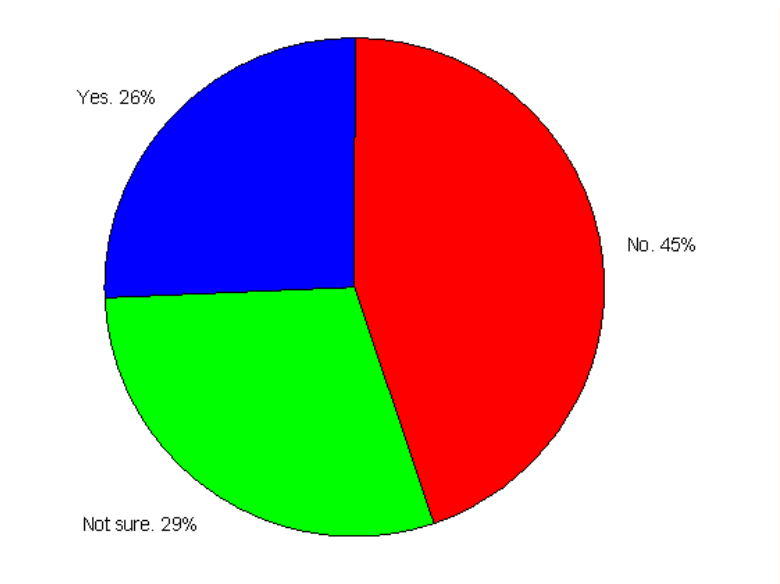


Figure 4.20: Structure of the HRD and Performance Unit in the Department conducive to promote effect and efficient implementation of the PPMS

According to Figure 4.20, 26% of the participants indicated that the structure of the HR Development and Performance Management Unit (HRD & PMU) is conducive to promote effective and efficient implementation of the PPMS in the Department, whereas 45% indicated it is not, and 29% were not sure. Another challenge in implementing the PPMS in the department, is that the participants indicated that the structure of HRD & PMU is not conducive to promote effective and efficient implementation of the PPMS in the Department indicated that the unit lacks resources and/or experiences capacity constraints. Therefore, the HR officials need to be capacitated so that they can deal with non-compliance of officials. Furthermore, participants indicated that while there are capacity constraints, Senior Managers need guidelines or strategy to guide them when implementing PMS to address all the gaps (see objective number 5).

It should be noted the NDHS EPMDS Policy (2019:16) indicates that the primary responsibilities of the HR Unit are to expedite full understanding and implementation of the EPMDS, to ensure compliance with the DPSA prescript and provide administrative support. However, a lack of capacity in the HR Unit as custodian of PPMS creates challenges and non-compliance with prescripts. Similarly, in terms of the literature, Pulakos (2009:86) echoes that managers need

support from the HR Unit and their managers when assessment processes are implemented. From the responses it can be deduced that there is a need to relook at the structure of HR unit to promote effective and efficient implementation of PPMS.

4.4 Conclusion

The focus of this chapter was to explore the perceptions of employees regarding the current status quo of the implementation of PPMS in the Department. The researcher presented and discussed findings based on various themes generated from the data collected through in-Google Electronic questionnaire survey. It is clear that the majority of the participants in the Department feel that the implementation of the PPMS is not done in the correct way. As a result, it is clear that the Department is facing challenges in managing the departmental performance. More so, it should be confirmed that the results are reflecting deficiencies, especially at Senior Management Level.

Participants raised concerns, amongst others, a lack of planning and objectivity in the process, a lack of fairness during the moderation process, and misalignment of individual performance with organisational performance. Furthermore, what emerged strongly from the results was the delay in the finalisation the organisational structures, as well as filling of vacant posts. Employees feel that they are overworked and that they should be given bonuses. Yet the organisational performance is low. The following chapter will focus on the recommendation of Performance Management System Implementation Strategy (see Chapter 5 of this study).

CHAPTER 5: SUMMARY, PUBLIC PERFORMANCE MANAGEMENT SYSTEM IMPLEMENTATION STRATEGY, RECOMMENDATIONS AND CONCLUSION

5.1 Introduction

Chapter 4 of this study outlined findings on the implementation of the PPMS in the NDHS. Furthermore, the findings also revealed the challenges experienced by the departmental officials when implementing the PPMS. According to Armstrong (2000a:9), Human Resources Units in the institutions are expected to continuously develop and implement strategies to enable improved public performance of employees. Therefore, this chapter focuses on the summary of the chapters, achievement of the objectives, recommendations and conclusion. As part of responding to the primary aim of this research, this chapter further proposes a Public Performance Management System Implementation Strategy in the NDHS.

5.2 Summary of the chapters

A brief summary of chapters of this study is outlined below:

Chapter 1 provided the reader with a general orientation and background of the study. The reader was introduced to the subject of public performance management. The context which laid a foundation for the research problem that needed to be investigated was outlined. Performance management theories were discussed as foundational arguments for the study on PP, PPM and PPMS. The research methodology on how the research would be conducted was outlined in Chapter 1 and summarised in Chapter 4.

In Chapter 2 (literature review), comprehensive models, processes and dimensions of performance, performance management and performance management systems have been discussed. Furthermore, analyses of literature available on the alignment of public organisational strategy with public performance management system in the public service were undertaken in this chapter. The literature review served as a foundation to compare the current application of PPMS in the NDHS with theories and models guiding public performance management.

Chapter 3 focused on the review of the legislative framework, policies and directives which are supporting the implementation of the PPMS in the South African public service. The PPMS Policy of the NDHS was discussed. The analysis aimed at ascertaining whether the Policy is aligned to the regulatory frameworks guiding the implementation of PMS in the public service.

In Chapter 4 the reader was reminded of the approach (methodology) used by the researcher to conduct the study. The chapter indicates to the reader exactly how the information was collected combining both qualitative and quantitative approach, as well as the means of analysing and interpreting the data collected. A golden thread for the analyses of data was established in the chapter. Findings were discussed in order to provide the researcher with a foundation to propose a PPMS implementation strategy in the NDHS.

Lastly, in Chapter 5, the researcher determines whether the research questions were answered. The researcher is proposing a Performance Management System Implementation Strategy, recommendations and conclusion. The proposed PPMS implementation strategy was strongly informed by the current challenges experienced by the Department to implement public performance management as a tool to monitor and improve employees' performance (see findings in Chapter 4). To address the problem statement (see Chapter 1, section 1.2) and findings outlined in Chapter 4, the proposed PPMS Implementation Strategy could serve as a guideline for the Senior Managers to enhance implementation of PPMS in the NDHS.

5.3 Achievement of the objectives and research question of the study

This study attempted to explore the implementation of PPMS in the NHDS and to achieve the objectives as indicated in Chapter 1. The purpose of this section is to establish whether the research questions were answered. In addition, to determine whether the research objectives were achieved and subsequently propose a Performance Management System Implementation Strategy in the NDHS. The following are the research objectives and research questions:

5.3.1 Research Objectives

The following were the objectives of the study:

Primary Objective:

- To develop a Public Performance Management System (PPMS) Implementation Strategy in the National Department of Human Settlements (NDHS).

Secondary Objectives:

- To identify theoretical models, principles, approaches and dimensions of Public Performance (PM), Public Performance Management (PPM) and Public Performance Management Systems (PPMS).

- To investigate the current nature of PPMS applications in the NDHS in the South African public service and inclusive of statutory and regulatory frameworks.
- Assess the alignment of the PPMS to the NDHS's Strategy.
- To investigate gaps and challenges that might exist associated with the implementation of the PPMS in the NDHS.

5.3.2 Research questions

- What are the strategies to improve the implementation of the Public Performance Management System in the National Department of Human Settlements?
- What are theoretical models, principles, approaches and dimensions of public performance, public performance management and public performance management systems?
- What is the current nature of PPMS applications in the National Department of Human Settlements South African public service and inclusive of statutory and regulatory frameworks?
- Is there an alignment of the PPMS to the strategy of the National Department of Human Settlements?
- What are the gaps and challenges associated with the implementation of the PPMS in the NDHS?

Based on the results of this study, the above-mentioned objectives have been achieved as indicated below.

Objective number 1: To develop an Implementation Strategy of the Public Performance Management System (PPMS) in the National Department of Human Settlements (NDHS).

Based on the findings in Chapter 4, this objective will be dealt with in this chapter, Chapter 5. The PPMS Implementation Strategy will be recommended to guide Senior Managers to enhance the implementation of PPMS in the NDHS.

Objective number 2: To identify theoretical models, principles approaches and dimensions of Public Performance (PM), Public Performance Management (PPM) and Public Performance Management Systems (PPMS).

The research objective was addressed in Chapters 1, 2 and 4. In Chapter 1, theoretical models and approaches of PPM were discussed to lay the foundation of the study. Chapter 2 outlined approaches, and dimensions of PM, PPM and PMS were explored based on the work of different scholars guiding the implementation of PPMS in the public service. In Chapter 4, empirical investigation was done to assess the understanding of the participants of theoretical models, principles, approaches and dimensions of PP, PPM and PPMS.

Objective number 3: To investigate the current nature of PPMS applications in the National Department of Human Settlements in the South African Public Service and inclusive of statutory and regulatory frameworks.

The objective was addressed in Chapters 2, 3 and 4. In Chapters 2 and 3, the current nature of PPMS application was discussed at great length to ascertain best practices in the application of PPMS. The statutory and regulatory framework guiding the implementation of PM and PMS in the public service were analysed in Chapter 3. Furthermore, findings in Chapter 4 regarding the perception of employees on the implementation of PPMS in the NDHS were cross-referenced with Chapters 2 and 3 to ensure alignment with the objectives of the study.

Objective number 4: Assess the alignment of the PPMS to the National Department of Human Settlements' Strategy.

This objective was addressed in Chapter 4 of this study. The investigation was conducted with an aim of assessing the perceptions of employees regarding the implementation of PPMS in the Department. Furthermore, the alignment of the PPMS (individual performance) to the strategy of the NDHS was assessed. This includes the assessment of employees on the understanding of the concept PPM, as well as challenges associated with the implementation of PPMS. Findings were further cross-checked with Chapters 2 and 3 to ensure alignment with the objective of the study.

Objective number 5: To investigate gaps and challenges that might exist associated with the implementation of the PPMS in the Department of Human Settlements.

Objective number 5 has been addressed in Chapter 4. The investigation was conducted to identify gaps and challenges that might exist associated with the implementation of the PPMS in the Department. As per the responses, challenges and gaps were analysed and a proposal in a form of a PPMS implementation strategy will be identified in the following section to enhance the implementation of PPMS in the Department.

5.4 Conceptualising strategy, formulation, implementation and control

According to Mintzberg (1994:23), a strategy is “a plan, a ‘how’, it is a means of getting from here to there”. He further argues that most organisations use a strategy in the form of a plan, as a how to accomplish set goals, a pattern in actions linked to time-frames (Mintzberg, 1994:24). Ehlers and Lazenby (2010:3) define a strategy as an “effort or deliberate action that an organization implements”. However, Nickols (2008:4) brings in a supporting view that “a strategy or general plan of action might be formulated for broad, long-term, corporate goals and objectives, for more specific business unit goal or for a functional unit”. He further adds that the strategy or tactics “relate to how a given end is to be attained”, which is also referred to as Strategic “Action Plan”, meaning “what is to be achieved and how it is to be achieved” (Nickols, 2008:4).

For the purpose of this study, the researcher refers to strategy as the “PPMS Implementation Strategy” that managers will use as a means to implement PPMS in the Department. Managers in the public and private institutions should be mindful of the fact that strategic management is essential to the management processes of any organisation to improve performance (Ehlers & Lazenby, 2010:3). When dealing with an organisation, management should ensure that they have a comprehensive and unified strategy designed to achieve objectives (Mintzberg, 1994:26). Different scholars (Botha & Venter, 2019:7; Ehlers & Lazenby, 2010:3; Jooste & Fourie, 2009:52) regard strategic management as a series of actions and solutions that result in the *formulation, implementation and control of plans* designed to achieve organisational objectives within the environment in which it operates.

According to Venter and Botha (2019:7), a strategy assists public managers with a framework for decision-making processes and allocation of resources. Saurombe (2014:296) states that based on the analysis of a different definition of strategy, comprises the following characteristics:

- strategy is made up of courses of actions which guide managers on how they allocate resources necessary for carrying out set goals; and
- integrated plans designed to ensure that organisational objectives are achieved (Saurombe, 2014:296).

Venter and Botha (2019:3) state that, despite the complexity of managing a strategy, there are some common principles that need to be considered when managing a strategy:

Principle 1: *Strategy is about bringing in a positive change in an organisation.* Bringing change calls for things to be done differently in the NDHS. This will assist in achieving performance, creating advantage and meeting the needs of all stakeholders. Ehlers and Lazenby (2010:20)

indicate that to bring about change in public performance through strategic management, change should focus on five themes, i.e., leadership, project management, processes, people, and learning. It is clear that based on the literature of this study, these themes are also crucial in PM phases which are done on a continuous basis between the manager and employer, as defined by Aguinis (2016:2). This is also not different from Van der Waldt's (2004:39) assertion that in the public service, PPM is used to describe a range of processes, methods and/or techniques used to achieve performance.

Principle 2: *Strategy is linked to a long-term review.* A strategy needs to take into account the alignment of individual and departmental performance to give room for the allocation of long and short-term resources (Armstrong, 2000b:58). This will encourage performance feedback, learning and generating ways to improve public performance over the long term. For example, maintaining high levels of customer service as a long-term goal is advisable, but finding ways to reduce the length of time when responding to customers' enquiry is a short-term solution. This therefore means creating a strategy for PM that should not be a quick win, but there must be an increase of performance over the long term. The PPMS Implementation Strategy will not be separated from the Departmental Five (5) Year Strategic Plan. This will assist public managers to monitor performance and be able to apply corrective measures.

Principle 3: *Strategy is complex and different for every context.* Whilst strategy is beneficial (Venter & Botha, 2019:36), Maleka (2014:24) indicates that it is also complex in nature. The NDHS managers should be mindful that there could be risk and a level of uncertainty. For example, South Africa, for the year 2020, was faced with COVID-19; the NDHS and other government departments did not have a PPMS Implementation strategy in place to deal with the COVID-19 challenges. This affected the performance of public and private institutions. In addition, strategic decisions may fail and affect performance of the department, so the risk is enormous (Venter & Botha, 2019). Another flipside of this argument is that, "Performance management processes are often over engineered and complex procedures" (Armstrong, 2000b:216). As a result, a strategy should take these anomalies into account.

Principle 4: *Strategy has an element of internal and external focus.* According to Maleka (2014:24), and Venter and Botha (2019:36), strategy must be able to take into consideration the internal and external environment. Similarly, PPM is about the management of the organisation in the context of the internal and external environment (Aguinis, 2019:84; Armstrong, 2006:61). This will assist management to mobilise employee capabilities, and resources inside the organisation in order to be able deal with changing external environment (Venter & Botha, 2019:36). It should be noted that analysis of employee capabilities and organisational resources is also crucial in managing performance (Aguinis 2016:69). Employers need to explore strengths,

weaknesses, opportunities and threats of the public service to enable them to take decisions based on how PPMS looks against the broader context (Aguinis, 2019:84)

Principle 5: *Strategy is emergent and deliberate.* In order for the Department to pursue its objectives, the strategy must be deliberate and should address what is intended for. Strategy should lead to an “emergent”, i.e., be developmental to improve public performance. Accordingly, strategy should exist in three places, i.e., the managers’ heads, deliberation and documents they produce, and in their activities (Venter & Botha, 2019:36). This implies that employees need to understand the strategy, who is responsible for the strategy, why and how decision are made. This means that the success of the strategy is the key responsibility of the managers as they are expected to set the action. Public managers need to align towards a performance management strategy with the departmental strategy to streamline departmental processes.

Principle 6: *Strategy involves different and various thought processes.* The perspectives of strategy are often presented in an analytical, rational, orderly, neat and in a thoughtful process. However, Venter and Botha (2019:37) argue that in practice, this is contrary; in most cases public and private institutions develop strategies that are rather experimental, messy and fraught with failure. As the ‘flipside’ of this argument, Ehlers and Lazenby (2010:7) intriguingly phrase it that public and private institutions should develop their strategy “as best suits its specific business and industry”. As a result, the strategy for the Department will be convincing and aligned to the current departmental objective of the NDHS. This means that it will be coherent, based on the current PMS challenges, and will consider the Departmental Strategic Plan, Annual Performance Plan and Annual Operational Plans.

Principle 7: *Strategy takes place at different hierarchical levels.* Strategy assists public managers to pursue activities which move institutions from their current position to a planned future position (Saurombe, 2014:296). It should be noted that decision-making, strategic management takes place at a different hierarchical level (business and functional level). Decision-making starts from where decisions are made, scope of the decision, who is responsible and identification of goals (Venter & Botha, 2019:39). In the private institutions, decisions are made by governing bodies or boards of directors, for example the Public Entities reporting to the NDHS. However, in the NDHS, the decision-making starts from Ministry level, then is cascaded down to the Head of Department until Administrators, i.e., low level staff. Therefore, the formation and implementation of functional strategy is developed and managed by the relevant Business Units.

5.4.1 Strategic management in phases

Strategy formation

Strategy formation is a concept that involves development of specific actions that will assist an organisation to meet its objectives goals (Maleka, 2014:14). Furthermore, strategy formation requires public managers to use information from the analyses, making informed decisions to address key challenges facing the organisation. According to Venter and Botha (2019:46), strategy formulation consists of three elements, i.e., *Process*: “how” strategy is being developed in the department, *Context*: “why” strategy is being developed in the department, and *Content*: refers to “what”, i.e., the actual development of the strategy. Accordingly, a public performance management process should start with clearly setting out what there is to be achieved and plan. The proposed strategy should focus on managing performance and thus improving performance of the Department.

Strategy Implementation

Strategy implementation, as defined by (Ehlers & Lazenby, 2010:261; Maleka, 2014:15), is a process of putting the actual strategy into action to meet organisational goals that are aligned with the vision and mission. According to Mišanková and Kočišová (2014:865), implementation of strategy can be achieved through:

- Communication of the strategy to employees by managers through the whole department. This will ensure that employees become receptive toward change, and that is critical.
- It is important to involve of all employees during the implementation of the strategy by encouraging new ideas on the implementation of the strategy.
- Defining and assigning of responsibilities to employees for strategic projects.
- Where necessary, adjust and adopt the organisational structure to assist in the allocation of responsibilities in implementing the change.
- Managers must have effective controls systems during the process of implementing strategy, e.g., monitoring and evaluation and performance indicators.

Similarly, Rajasekar (2014:174), Ehlers and Lazenby (2010:7), and Engert and Baumgartner (2015:828-830) agree that to be able to implement strategy, organisations should consider critical driving forces, and these include:

- Leadership: as the drivers of strategy: The leadership style is critical in driving strategy into action and reality (Ehlers & Lazenby, 2010:7).
- Organisational Culture: Deals with the internal environment of the Department which reflects employees' beliefs and the way things are done in their working environment (Venter & Botha, 2019:283). This entails how they are responding to changes in the organisation (Rajasekar, 2014:174).
- Reward System: Linking performance management with the departmental strategy to manage and monitor performance (Ehlers & Lazenby, 2010:10).
- Organisational structure: The structure will guide managers during the allocation of human resources and operational resources per project and programmes (Venter & Botha (2019:326). The allocation should consider the deliverables of the respective projects and programmes, considering the skills and capabilities required.
- Allocation of resources: Budget, as a financial resource, should be linked to strategy to support strategy implementation based on organisational short-term goals (Ehlers & Lazenby, 2010:337).

Different scholars (Ehlers & Lazenby, 2010; Engert & Baumgartner, 2015; Rajasekar, 2014) overwhelmingly agree that the public and private institutions' focus is more on strategy formulation; however, little attention has been paid to strategy implementation. It is clear that, in most cases, development of strategy is less complicated than the implementation of the said strategy (Athapaththu, 2016:125). Therefore, the understanding of the difference between strategy formulations vs. strategy implementation will assist public managers to close the gap between the two and will realise certain desirable outcomes. However, it does not end with formulation, but should include the implementation of strategic control.

Strategic Control

Strategic Control is a control process or a monitoring stage used by management to ensure that planned strategy is on track (Venter & Botha, 2019). In addition, strategic control alerts decision-makers when intervention is required during the implementation stage. In simple terms, strategic control provides feedback to the public managers on the formulation and the implementation of the strategy (Ehlers & Lazenby, 2010:358). It is safe to say while PPMS Implementation strategy is seen as a solution, managers need to continuously evaluate the anticipated performance results with the actual ones. For example, COVID-19 required public institutions to change their

mitigating plans. So, strategic control will assist public institutions to be able to recognise when and how to adjust the proposed PPMS Implementation Strategy in adapting to changing trends.

5.5 Performance management system implementation strategy for the National Department of Human Settlements

The findings of this study identified challenges which cannot be addressed by the Departmental Policy (EPMDS) and the DPSA directives unless a strategy is proposed. Public managers need to generate solutions which will assist the Department to achieve its objectives (Venter & Botha, 2019:7). Senior Managers in the Department need to move from the notion of “improving performance” based on what is available; rather the focus should be on how to alter the current status drastically (Ehlers & Lazenby, 2010:2). Based on the findings of objective number 5 (see Chapter 4, and sections 5.1-5.2) on challenges and/or gaps in the implementation of PPMS, it is clear that the NDHS cannot survive the ever-changing environment and volatile future without an implementation strategy to manage its public performance. The proposed strategy is imperative to assist the Department to implement PMS, which in turn will improve individual and departmental performance.

“Strategy in the public sector is usually centred on delivering goals to satisfy the political process and producing conspicuous efficiency and value for money to reassure taxpayers” (Maleka, 2014:15). Similarly, Athapaththu (2016:124) observes that, through successful deployment of strategies, departments can easily achieve their objectives. Accordingly, Andrews *et al.* (2011:647) state that strategy with action plans can assist Senior Managers in the public service to translate strategy into a more focused plan to be achieved in the short term. Thus, the NDHS has to ensure that the PPMS implementation strategy provides guidance to employees when delivering departmental goals. Based on the findings of this research, a detailed PPMS implementation strategy is proposed in this chapter to enhance implementation of the PPMS (see findings in Chapter 4).

It should be noted that the researcher adopted Kearney and Berman’s (in Van der Waldt, 2004:39) Dimensions of Public Performance Management as a foundation to propose a PPMS Implementation Strategy in the NDHS:

- **Strategy 1: Modification of perception and attitudes of public managers and officials**

It should be emphasised that leadership is the driver of the organisational strategies (Ehlers & Lazenby, 2010:7). Senior Managers need to increase information flow by sharing the PPMS Policy and cascading the Departmental Strategic Plan to levels 2-12 to influence the perceptions and attitudes of employees towards PPMS in the Department. Findings revealed that employees

are not satisfied with the current implementation of PPMS in the Department. Furthermore, findings revealed that middle management and employees on lower levels than that are not involved in the development of the strategic goals of the Department. As a result, their PAs are not aligned to strategic objectives and key delivery indicators to achieve departmental goals. Continuous engagement of employees to encourage interaction and drive an open-door policy between Senior Managers and officials must be enhanced to improve perceptions and attitudes towards PPMS in the Department. The Department has budgeted 1% of their payroll for education and training of their employees. The Department must provide training to Senior Managers on the implementation of PPMS in the NDHS to improve departmental performance. Critical to this, Middle Management and officials below must also be provided with training on the PPMS processes as well as the formulation, implementation and control of strategy. This will assist the Senior Managers to effortlessly engage with employees who are knowledgeable on matters of linking the PPMS and Strategic Objectives of the NDHS.

- **Strategy 2: Modification of the authority system**

Findings revealed that performance bonuses are not awarded to deserving officials due to targets that are not SMART to make it easy for performance assessment/appraisal. Currently supervisors have a responsibility to assure the quality of their subordinates' Performance Agreements (PAs). There is a need to establish Branch Committees to assure quality PAs of all employees before their approval and implementation at the beginning of the financial year. One of the key milestones of the quality assurance function to be performed is to conduct an analysis of the alignment of the individual's KPIs to the departmental Programme KPIs as outlined in the Strategic and Annual Performance Plans. Therefore, the finalisation of the PA will not be the responsibility of the supervisor and supervisee alone. These Branch Committees will also serve as Performance Moderation Committees to conduct annual performance assessments of employees' performance reports. This will also encourage an objective, transparent and a fair process during the performance assessment.

- **Strategy 3: Structural reorganisation**

Findings revealed that the current organisational structure of the Department does not support the achievement of strategic goals. The delay in the review of the organisational structure in the Department has resulted in the under- and over-utilisation of staff, resulting in low morale. The Department must ensure alignment of its organisation structure to the Departmental Strategy. This can be done by reviewing the structure and to align it to the Medium-Term Strategic Framework period (5 years). According to Saurombe (2014:348), it is important to build an effective organisational structure, systems, culture, capacity and resources for effective

implementation of PPM at all levels. This will assist the Department to deal with issues of span of control, duplication of functions, as well as inconsistencies in terms of workload.

- **Strategy 4: The process of measurement and evaluation of PPMS**

Findings revealed that the PPMs implementation process is not objective and fair, hence granting of bonuses, yet the overall poor performance of the department. It is to be noted that the overall Departmental performance has been on a decrease, resulting in the 2018-2019 financial performance estimated at 83%, 2019-2020, 63%, and 2020-2021 it was at 53% (NDHS, 2022:9). This shows the drastic decline of performance in the Department. The process of evaluation has the potential for addressing this decline. Therefore, there is a need for an annual evaluation of the effectiveness of PPMS in the NDHS. This will assist the Department in the identification of areas of concern and implementation of corrective measures.

- **Strategy 5: Modification of work methods through technology**

Currently the Department is using a paper-based PPMS, which requires completion of different forms and writing long motivations which are subjective and time-consuming. Sometimes employees misplace copies of their PPMS documents and run around to get signatures from their supervisors. To enhance the effectiveness of the PPMS process, the Department needs to develop and implement an automated PPMS. The automation of the process will assist officials by guiding them on the PMS procedures, tracking of performance and reporting processes. This will encourage a transparent and objective process that will have fewer chances of manipulation of data. In addition, whilst the DPSA directive requires that individual performance be assessed bi-annually, 59% of participants indicated that the frequency of performance assessment ideally should be that it is conducted on a quarterly basis. It is therefore proposed that the HR Development and Performance Management Unit put measures in place to guide NDHS officials to enable individual quarterly performance monitoring. This will encourage close monitoring of individual performance in the NDHS.

- **Strategy 6: Retraining and replacement**

The researcher observed that the PDPs which form part of the PAs of employees are not implemented fully. The PDPs contain training and development initiatives for each individual for the particular performance year. Some employees may require to be retrained or reskilled to align to new job demands. Aguinis (2016:27) argues that PPMS serves as a developmental tool that allows public employees to understand their weaknesses and strengths in order to identify public training needs. There is therefore a need for the departmental Training Committee to monitor implementation of PDPs, to ensure that there is invested value in the implementation of the PDPs as part of PPMS. This will assist in the improvement of both individual and organisation performance in the NDHS.

- **Strategy 7: Modification of the workflow**

The researcher observed that during performance assessment there is duplication of responsibilities between levels. This makes it difficult to award performance scores during assessment. The review of workflows to clarify roles and responsibilities would assist in streamlining responsibilities to avoid duplication of functions in the Department. Furthermore, business processes and standard operating procedures should be developed to guide public officials during the performance of their tasks and during performance assessment periods in the NDHS.

- **Strategy 8: Introducing new programmes**

As part of innovation to improve departmental performance, Senior Managers need to devise ways to reward employees rather than using monetary rewards. The Department needs to develop non-monetary rewards in order to avoid the self-entitlement of monetary rewards. The rewarding of performance should not only be beneficial to the recipient. It should have an effect on others observing to be encouraged to do better in order to be the next recipients. The DPSA indicated that performance bonuses will be phased out during the financial year 2022/23. This therefore calls for the Senior Managers to come up with innovative programmes to reward performance (non-monetary rewards).

5.6 Recommendations

- To implement the aforementioned PPMS Implementation Strategy, the Department will need to develop a Change Management Approach. According to Hiatt (2006:43), a Change Management Model advocates for the following: Public Senior Managers creating awareness, supporting and participating in the proposed changes, guiding employees on how to implement the proposed changes, and recommending training where necessary. Therefore, Change Management in the Department will create awareness for the need to implement innovative ways to enhance the effectiveness of PMS in the Department. The implementation of the PPMS implementation strategy will also have a positive effect on the general culture of the NDHS. Furthermore, this will ensure buy-in from both employees and senior management on the proposed strategy.
- The proposed PPMS Implementation Strategy must be reviewed annually through engagements with the departmental Senior Managers to ensure its relevance to the PPMS of the Department. Senior Managers must have an understanding that if they adopt the proposed PPMS strategy, they should be able to sustain it and show commitment so that employees can be convinced and encouraged. The implementation of the PPMS in the Department is not the responsibility of the Chief Directorate: Human Resources only. All

Senior Managers must take the responsibility ensure effective implementation of the PPMS in the NDHS.

- The department needs to enhance the technical capacity of its HR Unit to support Senior Management and all officials in the management of performance. The support includes the development of credible Public Performance Agreements and Performance Assessments to ensure an effective PPM process in NDHS.

5.7 Conclusion

To manage performance in the NDHS, the public performance management can have its application value by designing and implementing effective and efficient PPMS. According to Swanepoel *et al.* (2008:380), human resource practitioners might see the value of PPMS and have the right expertise to apply the system. However, the key focus of the institution should be that management and the employees in the NDHS must be keen and have knowledge to implement the PPMS. Furthermore, the understanding of goals and organisational strategy by the public management and employees should form part of PPMS foundation (Swanepoel *et al.* 2008:380). As a result, PPMS will then systematically facilitate the public employees' understanding with regard to the responsibilities and functions to be performed. Aguinis (2016:04) argues that PPMS can be regarded as effective when it is explicit on employees' contribution, e.g., "what is to be achieved and how it is to be achieved".

It should be noted that public senior managers remain responsible for the implementation of PPMS in the Department. The PPMS must be viewed as a tool to enhance the achievement of both individual and organisational performance. Critical to this, it is important to reinforce good behaviour and performance through an effective reward system. This would inculcate a high public performance culture in the NDHS. It must be noted that, despite the availability of the DPSA Directives on PPM and Policies in place, the Department continues to grapple with the implementation of PPMS. The findings show low staff morale on how PPMS is implemented in the Department. The proposed strategy would therefore assist the Department to respond to the strategic objectives.

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Annexure A: Ethical Clearance



Private Bag X1290, Potchefstroom
South Africa 2520

Tel: 018 299-1111/2222
Fax: 018 299-4910
Web: <http://www.nwu.ac.za>

Senate Committee for Research Ethics
Tel: 018 299-4849
Email: nkosinathi.machine@nwu.ac.za

30 November 2021

ETHICS APPROVAL LETTER OF STUDY

Based on approval by the **Basic and Social Sciences Research Ethics Committee (BaSSREC)** on 30/11/2021, the Basic and Social Sciences Research Ethics Committee hereby **approves** your study as indicated below. This implies that the North-West University Senate Committee for Research Ethics (NWU-SERC) grants its permission that, provided the special conditions specified below are met and pending any other authorisation that may be necessary, the study may be initiated, using the ethics number below.

Study title: Performance Management System implementation strategy for the National Department of Human Settlements, South Africa																															
Study Leader/Supervisor (Principal Investigator)/Researcher: Prof B.R. Hanyane																															
Student/Research Team: N.M. Sambo (29810310)																															
Ethics number:	<table border="1"><tr><td>N</td><td>W</td><td>U</td><td>-</td><td>0</td><td>1</td><td>1</td><td>4</td><td>3</td><td>-</td><td>2</td><td>1</td><td>-</td><td>A</td><td>7</td></tr><tr><td colspan="3">institution</td><td colspan="5">Study Number</td><td colspan="2">Year</td><td colspan="5">Status</td></tr></table>	N	W	U	-	0	1	1	4	3	-	2	1	-	A	7	institution			Study Number					Year		Status				
N	W	U	-	0	1	1	4	3	-	2	1	-	A	7																	
institution			Study Number					Year		Status																					
<small>Status: S = Submission; R = Re-Submission; P = Provisional Authorisation; A = Authorisation</small>																															
Application Type: Single Study	Risk: <table border="1"><tr><td>Low</td></tr></table>	Low																													
Low																															
Commencement date: 30/11/2021	Expiry date: 30/11/2022																														
Approval of the study is initially provided for a year, after which continuation of the study is dependent on receipt and review of the annual (or as otherwise stipulated) monitoring report and the concomitant issuing of a letter of continuation.																															

Special in process conditions of the research for approval (if applicable):

<p>General conditions:</p> <p><i>While this ethics approval is subject to all declarations, undertakings and agreements incorporated and signed in the application form, the following general terms and conditions will apply:</i></p> <ul style="list-style-type: none">• <i>The study leader/supervisor (principle investigator)/researcher must report in the prescribed format to the BaSSREC:</i><ul style="list-style-type: none">- <i>annually (or as otherwise requested) on the monitoring of the study, whereby a letter of continuation will be provided, and upon completion of the study; and</i>- <i>without any delay in case of any adverse event or incident (or any matter that interrupts sound ethical principles) during the course of the study.</i>• <i>The approval applies strictly to the proposal as stipulated in the application form. Should any amendments to the proposal be deemed necessary during the course of the study, the study leader/researcher must apply for approval of these amendments at the BaSSREC, prior to implementation. Should there be any deviations from the study proposal without the necessary approval of such amendments, the ethics approval is immediately and automatically forfeited.</i>• <i>Annually a number of studies may be randomly selected for an external audit.</i>• <i>The date of approval indicates the first date that the study may be started.</i>• <i>In the interest of ethical responsibility, the NWU-SCRE and BaSSREC reserves the right to:</i>
--

- request access to any information or data at any time during the course or after completion of the study;
- to ask further questions, seek additional information, require further modification or monitor the conduct of your research or the informed consent process;
- withdraw or postpone approval if:
 - any unethical principles or practices of the study are revealed or suspected;
 - it becomes apparent that any relevant information was withheld from the BaSSREC or that information has been false or misrepresented;
 - submission of the annual (or otherwise stipulated) monitoring report, the required amendments, or reporting of adverse events or incidents was not done in a timely manner and accurately; and / or
 - new institutional rules, national legislation or international conventions deem it necessary.
- BaSSREC can be contacted for further information or any report templates via 21081719@nwu.ac.za / 13128388@nwu.ac.za.

The BaSSREC would like to remain at your service as scientist and researcher, and wishes you well with your study. Please do not hesitate to contact the BaSSREC or the NWU-SCRE for any further enquiries or requests for assistance.

Yours sincerely



Prof Jacques Rothmann

Chairperson NWU Basic and Social Sciences Research Ethics Committee

Original details: (22351930) C:\Users\22351930\Desktop\ETHICS APPROVAL LETTER OF STUDY.docm
8 November 2018

File reference: 9.1.5.4.2

Annexure B: Letter of permission to conduct the study



human settlements

Department
Human Settlements
REPUBLIC OF SOUTH AFRICA

Private Bag 4944, Hyde Park, 2001 | 240 Justice Ndlovu Street, PRETORIA | Tel: (012) 421 1468
Private Bag 20257, CAPE (CWN) 8000 | 320 Plain Street, CAPE TOWN | Tel: (021) 463 3310
Mabata Street, Durban, 4001 | Tel: (031) 46073

Enquiries: P. Peter
Reference: DR/09

Ms N.M Sambo
North-West University

Dear Ms N.M Sambo

APPROVAL TO CONDUCT RESEARCH IN THE NATIONAL DEPARTMENT OF HUMAN SETTLEMENTS


Your request to conduct research in the Department on the topic: ***“Performance Management System implementation strategy for the National Department of Human Settlements, South Africa.”*** has reference.

This letter serves to inform you that permission is hereby granted for you to conduct your academic research at the National Department of Human Settlements.

It is a pleasure to inform you that you will conduct your study in collaboration with the Chief Directorate: Human Resources. The Directorate: Human Resource Development (HRD) will identify relevant contact persons in the relevant Chief Directorate to assist you towards your research. The Departmental chief facilitator is Mr P Peter, contactable at (012) 444 9072 / Peter.lani.Peter@dhs.gov.za.

Please be informed that, upon completion of your study you will be required to furnish the Department with feedback of your findings in a form of a seminar or presentation, and a copy of your dissertation/thesis to the specified person for archiving purposes.

As part of the approval process, you are requested to sign the Confidentiality Agreement attached hereto and send it back to the Departmental chief facilitator Mr P Peter.


M'S TSHANGANA
DIRECTOR-GENERAL
DATE: 24/11/2021



Changing south africa

Annexure C: Letter to Gatekeeper



Private Bag X6001, Potchefstroom
South Africa 2520

Tel: 018 299-1111/2222
Web: <http://www.nwu.ac.za>

Basic and Social Science Research Ethics
Committee (BaSSREC)

Faculty of Humanities
Tel: 018 299 1586
Email: 21061719@nwu.ac.za

12 November 2021

APPROVAL OF THE RESEARCH STUDY FROM THE NORTH-WEST UNIVERSITY BASIC AND SOCIAL SCIENCE RESEARCH ETHICS COMMITTEE (BASSREC) OF THE FACULTY OF HUMANITIES

Study title: Performance Management System implementation strategy for the National Department of Human Settlements, South Africa.

Study leader/PI: Prof. B.R. Hanyane.

Student: Sambo, N.M (29810310).

Application type: Single Study (PhD).

Risk level: Low.

Ethics number: NWU-01143-21-A7.

Dear Ms. Winkler

You are kindly informed that the rebuttal report for this application was reviewed by the North-West University Basic and Social Science Research Ethics Committee (BaSSREC) chairperson and the assigned BaSSREC reviewer, Faculty of Humanities, North-West University on 10 November 2021. Following review of the application, it has been decided that the study is **approved**.

Approval in this letter means that final ethics approval was indeed granted for the research methodology and the ethical aspects of this study and that the NWU-BaSSREC has no further ethical concerns relating to the research ethics process, except for the outstanding documentation indicated below, which must be provided to the NWU-BaSSREC by the researcher. It is important to mention that this letter indicates that there are no further ethical concerns that exist, regarding the execution of the research.

A final ethics letter will be issued upon the receipt of the following documentation:

- A copy of the final approval letter from the National Department of Human Settlements, South Africa.

The mentioned document, as indicated above, should be submitted to 21061719@nwu.ac.za by the researcher, for review before the ethics approval certificate can be provided. This approval is provided for a year, after which continuation of the study is dependent on receipt of an annual (or as otherwise stipulated) monitoring report and the concomitant issuing of a letter of continuation for another year.

If you have any questions or need further assistance, please contact BaSSREC.

Yours sincerely

Professor Jacques Rothmann

Chairperson: NWU-BaSSREC

Current details: (23239522) G:\My Drive\6. Research and Postgraduate Education\6.1.5.3 Letters Templates\6.1.5.3.6_Gatekeepers_Letter_HREC.docm
30 April 2018

Annexure D: Letter of consent to participate in the study

Dear Participant,

You are requested to take part in a research study. However, before you decide to participate in this study, it is important that you understand why the research is being done and what it will involve. Please read the following information carefully.

TITLE OF STUDY

Performance Management System Implementation Strategy for the National Department of Human Settlements, South Africa”

RESEACHER

Ntombikayise M. Sambo
Department of Human Settlements
240 Goven Mbeki Building, Pretoria, 0001
Tel: 012 421 1533/072 740 5995
Ntombikayise.Sambo@dhs.gov.za
sambonm@gmail.com

PURPOSE OF STUDY

The researcher is a student at the North-West University (Potchefstroom) pursuing studies in Master’s degree in Public Administration. The researcher is undertaking the study to understand the implementation of Public Performance Management System (PPMS) in the National Department of Human Settlements. Kindly be advised that all information gathered in this study will only be used for the research purposes and participation is voluntary. As a result, no participant or names and surnames will be revealed. Findings will be submitted to the DHS Library and to the University of North West. Therefore, the researcher is requesting your participation in this study to enable her to write a Research Report towards the completion of Master’s Degree in Public Administration.

STUDY PROCEDURES

The completion of the survey questionnaire will take +- 25 Minutes of your time. Submit the form electronically. Submitted information will be analysed by the University of North West Statistical Consultation Services using SPSS Programme Version 27, to enable the student to draft narrative for the results.

RISKS

The study is not invasive. As it does not involve personal and confidential information from the participants. Please take note that, you may decide to decline or may terminate your involvement at any time if you choose to do so.

BENEFITS

The findings will assist the researcher to recommend a robust Public Performance Management System Implementation Strategy to assist Public Service Managers to improve the performance of the Public Service. Furthermore, the research will add value to the body of knowledge by sharing on how PPMS is implemented in the Public Service and providing solutions thereof.

CONFIDENTIALITY

Your responses to this survey questionnaire survey will be anonymous. Every effort will be made by the researcher to preserve your confidentiality. The researcher will use Levels of the colleagues NOT their names during the analysis of the results. The University will keep the data safe and secured in the Special University Drive for seven (7) years. Only the personnel or the staff of the university Statistical consultation Service of the NWU will be able to access the data. Information will not be shared without the consultation of the researcher and participants.

CONTACT INFORMATION

If you have questions at any time about this study, you may contact the researcher whose contact information is provided above.

VOLUNTARY PARTICIPATION

Your participation in this study is voluntary. It is up to you to decide whether or not to take part in this study. If you decide to take part in this study, you will be asked accept by clicking the consent form. After you have accepted, you are still free to withdraw at any time and without giving a reason. Withdrawing from this study will not affect the working relationship with the researcher.

CONSENT

I have read and I understand the provided information and have had the opportunity to ask questions. I understand that my participation is voluntary and that I am free to withdraw at any time, without giving a reason and without cost. I understand that I will be given a copy of a research report should there be a need. I voluntarily agree to take part in this study.

If you agree with the above information, kindly click the link below to complete survey questionnaire:

Link

<https://forms.gle/JVhH2Msk3oHAGwfj8>

Annexure E: Data collection tool



SURVEY QUESTIONNAIRE

**“Performance Management System Implementation Strategy for the National
Department of Human Settlements, South Africa”**

**NM SAMBO
29810310**

Supervisor: Prof. Barry R. Hanyane

Co-supervisor: n/a

Date of submission:

SURVEY QUESTIONNAIRE FOR MIDDLE MANAGERS (ASSISTANT DIRECTORS: LEVEL 9-10, DEPUTY DIRECTORS: LEVEL 11-12) AND SENIOR MANAGERS (DIRECTORS: LEVEL13)

The researcher is a student at the North-West University (Potchefstroom) pursuing studies in Master's Degree in Public Administration. The researcher is undertaking the study to understand the implementation strategy of *Public Performance Management System (PPMS)* in the National Department of Human Settlements. The findings will assist the researcher to recommend a robust *Public Performance Management System Implementation Strategy* to assist Public Service Managers to improve the performance of the Public Service. Furthermore, the research will add value to the body of knowledge by sharing on how Performance Management System (PMS) is implemented and provide solutions thereof. Kindly be advised that all information gathered in this study will only be used for the research purposes and participation is voluntary. As a result, no participant or names and surnames will be revealed. The researcher is requesting your participation in this study to enable her to analyse findings on the survey questionnaire.

INFORMED CONSENT:

- **I understand the purpose and nature of this study and I am participating voluntarily. • I agree that the information that I will provide will be used for research purposes. ***
 - I agree
 - I do not agree

***Note: The use of the word “public” seeks to justify government process.**

SURVEY QUESTIONNAIRE: MIDDLE MANAGEMENT (LEVEL 9-12) AND SENIOR MANAGERS (LEVEL 13)

BIOGRAPHICAL DATA

	Item	Mark using	X
	Gender	Male	
		Female	
		Other	
	Age Group	<30	
		31-40	
		41-50	
		51>	
	Level	Middle Management i.e., Assistant Director (level 9-10)/ Deputy Director (level 11-12)	
		Senior Manager i.e., Director (Level 13)	
	Number of years working at the National Department of Human Settlements	<5	
		6-10	
		11-15	
		16-20	
		21>	
	Number of years working within the Human Resources Development & Performance Management Directorate	<5	
		6-10	
		11-15	
		16-20	
		21>	
		N/A	

***Note: The use of the word “public” seeks to justify government process.**

THEME 1: TO DEVELOP AN IMPLEMENTATION STRATEGY OF THE PPMS IN THE NATIONAL DEPARTMENT OF HUMAN SETTLEMENTS.

1.1 Is there an Implementation Strategy of the *Performance Management System* (PMS) in the National Department of Human Settlements to guide Senior Managers when Managing Performance?

Yes	No	Not sure
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1.1.2 If no is your answer above, what are the possible reasons, why there is no Implementation Strategy of the PMS in the Department?

1.2 Is it necessary for the National Department to have an Implementation Strategy to guide Senior Managers in NDHS when implementing PMS?

Yes	No	Not sure
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1.2.1 If yes, is your answer above, provide reasons

1.2.2 If no, is your answer above, provide reasons:

1.3 Which other administrative tool(s) (policies, directives etc.) currently used in the department in relation to facilitate the achievement of the departmental goals and objectives?

THEME 2: IDENTIFY THE THEORETICAL MODELS, PRINCIPLES, APPROACHES AND DIMENSIONS OF PUBLIC PERFORMANCE (PP), PUBLIC PERFORMANCE MANAGEMENT (PPM) AND PUBLIC PERFORMANCE MANAGEMENT SYSTEMS (PPMS).

***Note: The use of the word “public” seeks to justify government process.**

2.1 Do you know the meaning of the concept *Public Performance Management System* (PPMS)

Yes	No	Not sure
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2.1.1 What do you understand by the concept *Public Performance Management Systems* (PPMS) (meaning), if the answer to question 2.1 is yes?

2.1.2 If no, is your answer above, what are the possible reasons why you do not know of the concept *Public Performance Management Systems* (PPMS) (meaning)?

2.1.4 What do you understand by the models, principles approaches and dimensions of Public Performance; Public Performance Management and Public Performance Management System?

THEME 3: INVESTIGATE THE CURRENT NATURE OF PPMS APPLICATION IN THE NATIONAL DEPARTMENT OF HUMAN SETTLEMENTS IN THE SOUTH AFRICAN PUBLIC SERVICE INCLUSIVE OF STATUTORY AND REGULATORY FRAMEWORKS.

3.1 Are you satisfied with the current application of the PPMS in the National Department of Human Settlements?

Yes	No	Not sure
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3.1.1 If yes, is your answer above, provide reasons

3.1.2. If no, is your answer above, provide reasons:

3.2 Who is responsible for the design, implementation and evaluation (if any) of the PPMS process in the Department?

3.3 Do you think the current application of PPMS is designed and implemented to address the current challenges related to performance, especially by senior staff members?

3.4 Should PPMS be linked to rewards to members of staff such as Performance Bonuses, Awards etc.?

Yes	No	Not sure
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3.4.1 If yes, is your answer above, provide reasons

3.4.2. If no, is your answer above, provide reasons:

3.5 Is the current PPMS conducive to the culture of diversity (multi-cultural; gender-based inclusiveness, sensitivity to the disabled)?

Yes	No	Not sure
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3.5.1 If you said yes above, please furnish reasons for your answer:

3.5.2 If you said no above, please furnish reasons for your answer:

3.5.3 How often do you think performance assessment/appraisals in the Department should be performed by your Supervisor?

3.5.4	Mark using X where applicable (select one option)
Monthly	
Quarterly	
Bi-annually	
Annually	
Provide reasons for your answer:	

3.6 Does the application of PPMS ensure that performance Bonuses are only awarded to deserving officials?

Yes	No	Not sure
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3.6.1 If you said yes above, please furnish reasons for your answer:

3.6.2 If you said no above, please furnish reasons for your answer:

THEME 4: ASSESS THE ALIGNMENT OF THE PPMS TO THE STRATEGY OF THE DEPARTMENT OF HUMAN SETTLEMENTS.

4.1 Do you participate in the process for the development of the Departmental goals and objectives (Strategic Plan) on an annual basis?

Yes	No	Not sure
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4.1.1 If yes to answer above, please give reasons for the answer

4.1.2 If you said no above, please furnish reasons for your answer:

4.2 Is the current PPMS aligned to the Strategic Plan of the Department?

Yes	No	Not sure
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4.2.1 If yes to answer above, please give reasons for the answer

4.2.2 If you said no above, please furnish reasons for your answer:

4.3 Does the PPMS assist in ensuring the alignment of the performance of employees (individuals) with the overall performance of the Department?

Yes	No	Not sure
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4.2.1 If yes to answer above, please give reasons for the answer

4.2.2 If you said no above, please furnish reasons for your answer:

4.6 Do you think that the departmental annual budget supports the achievement of strategic goals in the Department?

Yes	No	Not sure
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4.6.1 If you said yes above, please furnish reasons for the existence of such support:

4.6.2 If you said no above, please furnish reasons for the existence of such support:

4.7 Do you think that the departmental Organisational Structure supports the achievement of strategic goals in the Department?

Yes	No	Not sure
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4.7.1 If yes, is the answer to the question above, please furnish the reasons for the existence of such support:

4.7.2 If no, is the answer to the question above, please furnish the reasons for the existence of such support:

THEME 5: INVESTIGATE GAPS AND CHALLENGES THAT MIGHT EXIST ASSOCIATED WITH THE IMPLEMENTATION OF THE PPMS IN THE DEPARTMENT OF HUMAN SETTLEMENTS.

5.1 Are there any challenges and/or gaps in the implementation of PPMS in the National Department of Human Settlements?

Yes	No	Not sure
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5.1.1 If yes, is the answer to question 5.1, please detail these challenges as you observe them in your own interpretation.

5.1.2 If no, is the answer to question 5.1, please furnish reasons for your answer.

5.2 In your view do you think the following reasons are behind the challenges in the implementation of PPMS in the Department?

Items	Mark X where applicable
Lack of performance planning prior to the commencement of the financial year	
Lack Performance Monitoring by the Supervisor(s)	

Lack of performance feedback (Communication) by the Supervisor(s)	
Unfair Assessment/Appraisal process	
Capacity constrains in the Department	
Lack of Supervisor's support during the development of the Performance Agreement	
Lack of substantive motivation for Performance Assessment	
Lack of Training on Performance Management System Policy in the Department	
Lack of Compliance with Performance Management System Policy by Officials	
PMS Policy gaps	
Indicate other's not mentioned above:	

5.4 Is the current structure of the Human Resources Development & Performance Management Unit in the Department conducive to promote effective and efficient implementation of the PPMS in the Department?

Yes	No	Not sure
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Please give reasons for your answer in question 5.4 above.

- End of the Survey Questionnaire. Thank you for your support -