

PERFORMANCE MANAGEMENT AS A TOOL FOR ENHANCING POLICY

IMPLEMENTATION AT FEZILE DABI DISTRICT MUNICIPALITY

VH CHUTA

10823603

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SUPERVISOR: PROF. E.P. ABABIO

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DECLARATION

I, Vusumzi.H. Chuta, hereby declare that this is original and product of my own work. It is further declared that all information used and quoted have been duly acknowledged by complete reference.

V H CHUTA

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ABSTRACT

The Municipal Systems Act (32 of 2000) stipulates that municipalities must establish a performance management system that is proportionate with its resources, and more importantly advance a culture of performance management among its political structures, office bearers, councillors as well as administrators, and further administer its affairs in an economical, effective, efficient and accountable manner. To ensure that the culture of accountability prevails, structures such as the Mayoral and Audit Committees were established, whose primary function was to oversee the implementation of regulations and policies enacted by parliament and councils. It is however not clear what prevents these structures to function as stipulated in legislations. This would be important to know as this would assist the government to identify challenges faced by our municipalities to perform as expected.

Currently, a number of municipalities are said to be underperforming against targets as set both by Provincial and National spheres of government. As a result, local communities have taken to the streets to vent their discontentment over poor performance by our local municipalities through the emergence of pressure groups called "Concerned Groups". This is evident that the accountability and performance of our municipalities is being questioned.

The prime objective of this study was to conduct research into the successes or failures of the implementation of Performance Management at Fezile Dabi District municipality. The process of research included among others, literature review as well as empirical research in order to test the validity of the hypothesis that effective policy implementation depends on the successful implementation of Performance Management system across all municipal departments, a practice the Fezile Dabi District Municipality has not successfully implemented.

A number of officials' views were tested through the use of a structured questionnaire. The study found, among others:

That half of Fezile Dabi District Municipality's employees have limited knowledge and understanding of Performance Management regulations.

Performance Management feedback sessions, when conducted, focused only on section 57 managers and all other employees were not included.

The structures such as Audit Committee have not been meeting as expected and thus its monitoring role was compromised.

The Performance Management section at the municipality is under-resourced, thus it is difficult to coordinate all performance matters pertaining to the municipality.

In conclusion, recommendations are made in an attempt to assist the municipality to implement policy through effective, efficient and transparent Performance Management strategies.

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CHAPTER 1: INTRODUCTION AND PROBLEM STATEMENT

1.1 INTRODUCTION AND BACKGROUND TO STUDY

The growth of Performance Management has been one of the main developments in the last decade, although the name itself dates from the 1970s and it is a development from the even older concept of management by objectives (Thompson, 2002: 133). According to Haasbroek *et al* (2004:474) organizations are increasingly recognizing that planning and enabling individual performance, have a critical effect on organizational performance. It is therefore evident that performance agreements with employees play a more vital role in achieving organizational objectives, than managing by command.

Armstrong (2006: 495) defines performance management as a systematic process for improving organizational performance by developing the performance of individuals and teams. Every institution, organization, and state, exist for a purpose, that is, there are goals that are aimed to be achieved, through processes, techniques and methods. Van der Waldt (2004:390) indicates that performance management varies according to scope and in its widest definition, this refers to all those processes and systems designed to manage and develop performance at the level of the public service, specific organizations, components, teams and individuals.

Fox and Uys (in van der Waldt, 2004: 40) indicate that performance management consists of the following three elements; performance planning, performance monitoring, and performance appraisal.

Amrstrong (2006: 507) further adds that performance planning involves agreement between the manager and the individual on what the latter needs to do to achieve objectives. The exercise of performance management can be fruitless if there is no or poor communication between employees and employers. Thus Jackson and Schuler (2000: 477) indicate that for the process of performance management to be complete, it needs to be punctuated by formal appraisals and formal feedback sessions.

According to Nel (2008: 498) feedback is received from all those around the employee in the organization, from the employee's superiors to the employee's subordinates and peers. It is therefore important that government institutions play an active role in the formulation of a performance management policy, which would in the end enhance attempts by government to provide effective service delivery. Dye (2006: 1) defines public policy as whatever governments choose to do or not to do, and may also be seen as regulating behavior, organizing bureaucracies, distributing benefits or all these at once to achieve set objectives.

There is a growing interest among policy-makers, as well as ordinary South Africans with regard to policy implementation. According to Cloete *et al* (2007:182) policy implementation seems to have a very special characteristic, it is crucial, yet people act as if it did not exist.

Policy implementation is defined as the link between policy production and policy practice (Coetzee-Manning, 2005: 22). Cloete *et al* (2007: 183) further define policy implementation as encompassing those actions by public or private individuals that are directed at the achievement of objectives set forth in prior policy decisions.

The policy implementation processes, especially in South Africa, has had to face a number of challenges, thus in most cases, good formulated policies fail. In its performance management tool, the Department of Health (1998: 8) indicates challenges that may be faced in policy implementation as ranging from organizational to staff challenges, such as lack of possible leadership, limited tolerance for risk-taking, resistance to change by the staff, lack of skills needed to perform the basic functions of their job successfully, and lack of accountability. Cloete *et al* (2007: 198) attest to what the Department of Health indicates, by noting that Government may have the most logical policy imaginable, the policy may pass cost-benefit analyses, and it may have a bureaucratic structure, but if those responsible for carrying it out are unwilling or unable to do so, little will happen. In other words, skilled and efficient leadership can be in a better position to drive policy prescripts into reality.

1.2 PROBLEM STATEMENT

Fezile Dabi District Municipality is located to the North of Free State Province. It is made up of four local municipalities, namely, Metsimaholo, Moqhaka, Mafube and Ngwathe, to whom it provides support. The total population is estimated at 474 089 and shares boundaries with Sedibeng and Emfuleni municipalities. It has five directorates headed by Directors.

In terms of Municipal Finance Management Act (56/2003) section 53 (c), the Mayor must ensure that performance agreements of the municipal manager and senior managers reporting directly to the municipal manager, comply with the Act, to ensure sound financial management and is linked to measurable performance objectives, approved with the budget and service delivery and budget implementation plan.

Furthermore, the Municipal Performance Regulations (SA, 2006: 8) describes and represents how the municipality's cycle and processes of performance planning, monitoring, measurement, review, reporting and improvement will be conducted, organized and managed. Regrettably, the performance audit committee at Fezile Dabi District Municipality has not been able to fulfill its mandate in terms of the prescripts of the regulatory framework because of the limitation of scope as follows:

- The Performance Audit Committee did not meet at least twice a year as required to review performance reports;
- Administrative support was lacking in the absence of trained officials such as Integrated Development Plan and Performance Management System officers and;
- Absence of the performance audit committee terms of reference.
- Despite the growing body of research that supports the positive impact that effective performance management can have on the organization's bottom line, the Fezile Dabi District Municipality has not fully utilized the good practices as enshrined in the Municipal Performance Management tool.

1.3 RESEARCH QUESTIONS

From the problem statement the following questions arise:

- What is meant by performance management and public policy?
- Which structures and resources are available to support effective implementation of performance management?
- What are the indicators of successes or failures of performance management at Fezile Dabi District Municipality?
- What recommendations can be considered to ensure the effective implementation of performance management system at Fezile Dabi District Municipality?

1.4 RESEARCH OBJECTIVES

The general aim of this research is to determine the extent to which performance management is implemented at Fezile Dabi District Municipality.

From the general aim the following specific objectives can be derived:

- To give a theoretical exposition of the concepts performance management and public policy
- To analyze structures and resources supporting the implementation of performance management system at Fezile Dabi District Municipality
- To conduct research into the successes and failures of performance management at Fezile Dabi District Municipality
- To provide recommendations that may promote effective implementation of performance management system at Fezile Dabi District Municipality.

1.5 HYPOTHESIS

Effective policy implementation depends on the successful implementation of the performance management system across all municipal departments, a practice the Fezile Dabi District Municipality has not successfully achieved.

1.6 RESEARCH METHODS

A literature study and semi-structured interviews with relevant respondents were conducted.

1.6.1 Literature review

Both primary and secondary sources such as books, journals, newspapers, relevant legislations, District Council reports and policies were studied. Library research was conducted through North West University.

1.6.2 Empirical Research and design

Semi-structured interviews with relevant respondents of 33 officials at Fezile Dabi District Municipality from five departments and some committees, namely, Performance Audit Committee members, and the Mayoral Committee were conducted to determine their views and experience as far as the performance management system is concerned. Both closed and open ended questions drawn from the research questions were used, so as to allow respondents to discuss issues beyond the questions' confines.

Respondents interviewed were as follows:

- **Executive Mayor:**

He assisted the research in providing information with regard to the role the council is or has played in ensuring effective implementation of performance management as well as challenges faced by the system.

- **Municipal Manager:**

He provided information on how best managers reporting to him performed their duties, as reflected in the Municipal Performance Regulations.

- **Mayoral Committee:**

They provided information on the role the committee played in the implementation of policies across the Fezile Dabi District Municipality.

- **Executive management members:**

They provided information with regard to the value of performance management in their various departments.

- **Performance audit committee:**

They assisted in providing information to the researcher about their role and report on performance management practices at Fezile Dabi District Municipality.

- **Two employees from each Directorate at the Fezile Dabi District Municipality:**

They were requested to share their views on performance management at Fezile Dabi District Municipality.

1.7 Chapter lay-out

This mini-dissertation is divided into five chapters that form a sequential whole.

CHAPTER ONE: INTRODUCTION

This serves as an orientation to the study. In this chapter the problem statement and objectives of the research are clearly explained. Also the method of investigation is stated and explained.

CHAPTER TWO: Theoretical Exposition of Performance Management and Public Policy.

This chapter outlines in details performance management and public policy.

CHAPTER THREE: An overview of performance management at Fezile Dabi District Municipality

This chapter focuses mainly on structures, systems, reports and results that enhance effective implementation of performance management.

CHAPTER FOUR: Empirical study of performance management at Fezile Dabi District Municipality

In this chapter, the main focal point is on those successes and failures in the implementation of performance management at the Fezile Dabi District Municipality.

CHAPTER FIVE: Findings, conclusion and recommendations.

In this chapter, an attempt is made to come up with a number of recommendations for the District Municipality's consideration, informed by the findings of the study in relation to the hypothesis.

CHAPTER TWO

THEORETICAL EXPOSITION OF PERFORMANCE MANAGEMENT AND PUBLIC POLICY

2.1 INTRODUCTION

South African municipalities are obliged by legislation to ensure that performance agreements of the Municipal Manager and senior managers reporting directly to the Municipal Manager comply with the Municipal Finance Management Act to ensure sound financial management. This is linked to measurable performance objectives approved with the budget and service delivery and the budget implementation plan. Municipalities must establish a performance audit committee whose primary function is to review reports and the performance management system. The practical implementation of performance management requires that the performance of Municipal Managers and Managers directly accountable to the Municipal Manager be reviewed on quarterly basis and that the performance audit committee should meet at least twice a year. It is important also for any municipality to adopt a performance management system before or at the same time as the commencement by the municipality of the process of setting key performance indicators and targets in accordance with its integrated development plan. It is equally important for a municipality, after consultation with the local community, to develop and implement mechanisms, systems and processes for monitoring, measurement and review of performance.

This chapter looks at the performance management; defines performance management, public policy and outlines performance management process as well as stream of public policy actions.

2.2 PERFORMANCE MANAGEMENT

In the context of management, the concept performance management is an approach to management which harnesses the endeavours of individual managers and employees towards the achievement of the organisation's strategic goals. It defines goals and the outputs needed to achieve those goals, gains and monitors outcome (van der Waldt, 2004: 39). Armstrong (2006: 496) defines performance management as a planned process of which the primary elements are agreement, feedback, positive reinforcement and dialogue. It focuses on targets, standards and performance measures or indicators.

One of the challenges South Africa faces with regard to service delivery, emanates from unclear expectation from employee by the employer, in that the goals of an organisation are mostly not frequently and timely communicated to the workers, and thus hampering effective service delivery. According to Bacal (2007: 1) performance management is about creating relationships, ensuring effective communication and it is also about focusing on what organisations, managers, and employees need to succeed.

Du Plessis (2005: 4) further elaborates on performance management by stating that it is a process that entails specific activities, where performance is measured over a period of time against specific targets, while looking for opportunities to improve. Therefore, performance management can be used to improve municipal services, through increased economy, efficiency and effectiveness in service delivery, and to hold the municipality accountable for use of resources.

2.2.1 The Performance Management Process

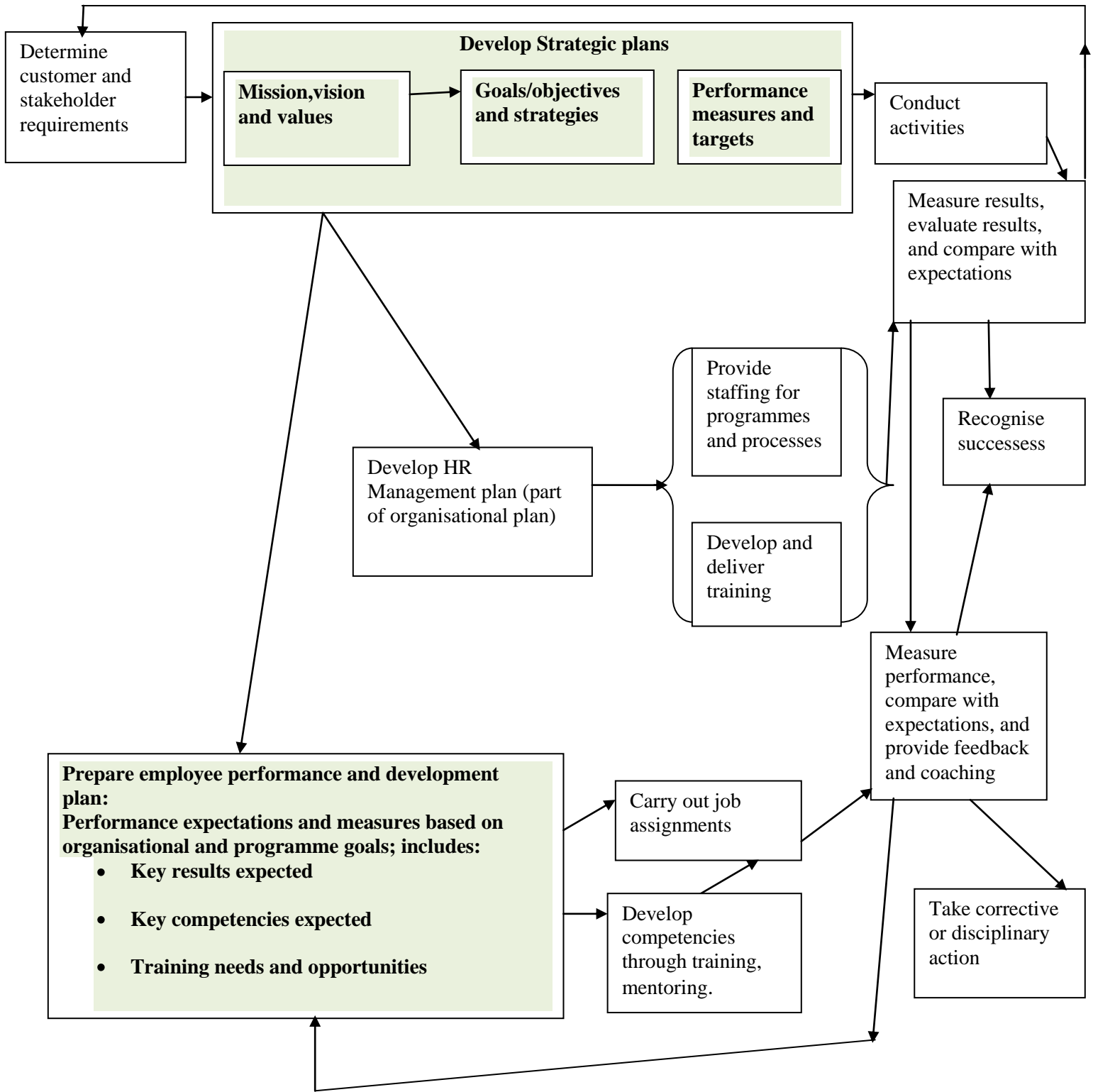
A municipality's performance management system entails a framework that describes and represents how the municipality's cycle and processes of performance planning, monitoring, measurement review, reporting and improvement will be conducted, organised and managed (Government Gazette 24/08/2001 Department of Provincial and Local Government).

The Performance management process is not rigid, it is a flexible move which is from time to time determined and structured by the nature of environment those that are involved, find themselves in. According to Nel, *et. al* (2008:494) performance management process entails key activities that in practice, tend to overlap, namely:

- Performance planning
- Performance coaching and monitoring
- Performance measurement and review
- Performance monitoring and evaluation
- Performance feedback

The next figure depicts areas that managers need to consider, whenever a performance management is planned at any institution to co-ordinate activities to ensure that goals, through performance management are systematically achieved.

FIG 2.1: THE PERFORMANCE MANAGEMENT CYCLE



Source: Grobler et. al (2006: 263)

2.2.2 Performance Planning

According to Nel, et. al (2009:494) there needs to be adequate planning for performance management process to be as effective as possible. This stage of the process entails setting the direction and defining expectations, determining employee goals and objectives, determining the evaluator and method to be used during the evaluation process, and, finally, developing an action plan that will assist in guiding the process and that can, simultaneously, be used to clarify and communicate requirements and responsibilities.

It is during the planning stage of performance management that agreements are measured and the evidence is used to establish levels of competence. It is important that these measures and evidence requirements are identified and fully agreed upon by both the management and employees, because they will be used by individuals as well as management to monitor and demonstrate achievements (Armstrong, 2006: 507). It is critically important that an organisation's policies and regulations are taken into account before any performance management plan is completed.

2.2.3 Performance Coaching and Mentoring

The success of each organisation or institution is mainly influenced by the ability of its leader to influence jobholders to do the work, in the manner that would make them motivated and valued. The elements of coaching and mentoring in performance management are vitally important in the achievement of any organisation's goals. According to Annon (2004:29) coaching involves activities when a supervisor is helping employees improve their performance. Whitmore (2003: 7) indicates that coaching is an activity that focuses on future possibilities and not past failures.

2.2.4. Performance Measurement and Review

Political and administrative policies and regulations on performance are increasingly imposed on public institutions for effective service delivery. According to the Government Gazette (24/08/2001) in reviewing the municipality's performance management system, the Performance Audit Committee must focus on economy, efficiency, effectiveness and impact in so far as the key performance indicators and performance targets set by the municipality are concerned.

Performance measurement should not be seen and practised in isolation but should form an integral part of the total performance management process. According to Bouckaert and Halligan (2008: 71) the usual reason for measuring labour output is to ensure that personnel inputs will not increase faster than the outputs they generate.

Performance measurement must include the measurement of costs, resources and time used to produce outputs in accordance with input indicators and the extent to which the municipality's activities or processes produced outputs in accordance with the output indicators (Government Gazette, 24/08/2001). According to van der Waldt (2004:13) performance measurement can fulfil a number of functions such as:

- **Transparency:** An organisation can make clear what products it supplies, and by means of an input-output analysis- the costs involved.
- **Learning:** An organisation takes a step further when it uses performance measurement to learn. The transparency created may teach an organisation what it does well and where improvements are possible.
- **Appraising:** A performance-based appraisal can be given of the functioning of an organisation
- **Sanctioning:** Appraisal may be followed by a positive sanction if performance is good or by a negative sanction if performance is insufficient.

2.2.5 Performance Monitoring and Evaluation

It is important for every organisation or institution to closely monitor the day-to-day performance, capturing actual performance on the job so that immediate challenges could be attended to on time, and problems anticipated. It is important to note that van der Waldt (2004: 66) indicates that while performance monitoring is about tracking of performance, it is equally important to focus on performance evaluation so as to discover better policy programmes achievement. It will lead to consideration of alternatives that juxtapose means and ends embodied in alternative policies.

According to van der Waldt (2004: 67) it is important to divide evaluation into two, that is, formative and summative evaluations. Formative evaluation is generally undertaken midway a project or process, to assess what has happened to date, in order to adjust future implementation. Summative evaluation is undertaken at the end of the project or process in order to assess what happened and draw conclusions about success or failure of the process.

2.2.6. Performance Feedback

According to London and Smither (2002: 93) feedback directs goal setting by indicating behaviours to change, skills and knowledge to acquire, and performance goals to accomplish. Using the feedback requires setting goals, acting on them and the tracking of progress through additional feedback.

It is important to provide employees with regular feedback regarding their performance, in order to enhance a harmonious working environment. Effective and transparent feedback practices assist both managers and jobholders to clear hurdles in performance management processes. According to Hall (2004: 1) there are three main obstacles to give effective feedback in nowadays leadership environment. First is the place of operations; supervisors often say they are so busy they do not have time to devote to giving feedback properly. Second is the collegial atmosphere in many modern workplace, where power is shared between the employee and employer. The

third obstacle might be the readiness of subordinates to receive feedback. Subordinates might have trouble recognising there are areas in which they can improve.

2.3 BENEFITS OF EFFECTIVE PERFORMANCE MANAGEMENT

The results that come along with performance management, if properly planned and implemented, can ultimately ensure that the company, organisation or any other institution achieves its long and short term goals with ease. Most institutions' employees and management then develop a positive attitude towards performance management, by viewing it as an on-going process, rather than a one-time event.

It is on this basis that the following benefits for effective performance management across the staff and management are outlined (van der Waldt, 2008: 12).

- **Top management:** it should enable them to get on with their job of setting objectives for the organisation whilst managing relationships with external bodies, customers, politicians, regulatory bodies, stakeholders and translating their requirements into objectives for the organisation.
- **Managers:** it will help them to gain a full understanding of the organisation's mission, set targets, and standards for their team and delegate work, freeing them to concentrate on strategic planning and continuous improvement and development of their operations and work team.

- **Staff:** improved management of performance should result in clearer targets, and the freedom of work autonomously to achieve these targets, with the right level of support from their management.
- **Support functions:** objectives which come from a centrally agreed upon business plan are more likely to give support to functions of an institution.
- **Customer:** clear performance management should enable the organisation to deliver its customers' promises more consistently by converting customer needs into workable plans of action.

Van der Waldt (2004: 42) indicates further that performance management clarifies and transforms strategy, makes it accessible, clarifies also roles, responsibilities, expectations of the institution, individuals and improves accountability as well as participation.

2.4 DIMENSIONS OF PERFORMANCE

Van der Waldt (2008:10) identifies eight dimensions of performance as follows:

- *Modification of perceptions and attitudes* is an attempt to change emotions, beliefs, values and attitudes by increasing the information flow to people, a task accomplished by explaining policies, instituting staff meetings, keeping an open door, and other such communication mechanisms.
- *Modification of the authority system* is aimed at increasing the responsiveness of management, and at improving authority relations, decision processes, and communication systems. Attempts to modify the formal chain of command, clarification of authority relations, delegation, the development of policy teams, and the reassignment of supervisory responsibility, are examples.

- *Structural reorganisation* is simply a reorganisation of the system or structure. It means changing such things as size of the unit, staffing procedures, physical arrangements, or budgeting processes.
- *The process of measurement and evaluation* involves setting goals and objectives, measuring progress, and evaluating results. It is reflected by the implementation of management by objectives, management information systems, and programme planning and budgeting.
- *Modification of work methods through technology* entails changes in equipment, work methods, control systems, form and tracking devices, and work processes.
- *Retraining and replacement* are people changes. Personnel may be taught new skills as a result of redefined duties, responsibilities, and job qualifications.
- *Modification of the workflow* usually involves rearrangement of units or jobs so that the path or sequences of flow is altered. Such changes often modify intergroup relationships.
- *Introducing a new programme* is the final means or dimension of changes to improve performance and such innovation usually involves new products or services.

Performance management is a process informed by well thought off systems and structures in ensuring that an institution attains set goals. Institutions need to frequently evaluate personnel's jobs, especially before an implementation of the performance management plan, to be in line with new mandates an institution is presented with and also in instances where new responsibilities are attached to a particular job. The success of any performance management plan rests mainly upon the identification and implementation of all dimensions of performance as listed in the preceding paragraph and the innovativeness of an institution's leadership.

2.5 MEANING OF PUBLIC POLICY

In the South African context, the government implements all programmes through the introduction of well thought plans, in a form of public policy. According to Cloete and Wissink (2000: 11) public policy is thus indicative of a goal, a specific purpose, a programme of action that has been decided upon. This is a formally articulated goal that the legislator intends pursuing with society or with a societal group.

Van der Waldt and Du Toit (2002: 209) define public policy as policy developed by government role players, although non-government role players, such as interest groups, can also influence the formulation and development of policy. More importantly, they both agree that public policy is a purposive or goal-orientated action rather than a random one, and consists of a series of decisions taken jointly by politicians and /or officials rather than individual decisions.

Le Roux (2005: 9) further states that public policy is a desired course of action and interaction which is to serve as a guideline in the allocation of resources necessary to realise societal goals and objectives, decided upon and made publicly known by the legislator. According to Chrislom, Motala and Vally (2003:8) public policy is viewed as a broad guide to present future decisions, selected in light of given conditions from a number of alternatives, the actual decision or set of decisions designed to carry out the chosen course of actions, projected program consisting of desired objectives and the means of achieving them.

2.5.1 Levels of Policy

According to Cloete (1998: 127) the political policy, which will be of the ruling political party/parties, will always be the highest policy level in the public sector. The governing party/parties sets objectives which point the way in which the authorities will direct community life. It is on this basis that Van der Waldt and Du Toit (2002: 209) indicate that the following levels can be distinguished:

Political or national policy: This is a broad directive policy and is made by the legislative authority.

Executive policy: The broad directive policy is spelled out in more concrete terms by decisions relating to, among other things, organising, financing and personnel. It is made by the executive authority.

Administrative policy: This deals with practical steps to execute a policy and is generally made by directors-general.

Operational policy: Routine decisions are made in the day-to-day activities. This is generally made by middle management and supervisors.

The following figure indicates the hierarchical levels in policy making, in South Africa, as well as institutions and state functionaries involved in policy making processes.

Figure 2.2. Hierarchy of institutions and functionaries for a State

Department	
Legislative	Parliament
Governmental/Political Executive Office-Bearers	Minister Deputy Minister
Top Management (Administrators)	Director-General
Middle Management	Director Deputy Director
Junior Management Supervisors	Assistant Director
Delivery Staff	Operating employees/production workers

Source: Cloete (1998: 128).

2.5.2 Public Policy Process

According to Cloete et.al (2007: 49) the policy making process consists of activities which are often present, but ignored, in contemporary models. These activities include initiation or becoming aware of a public problem through civic, political or stakeholder

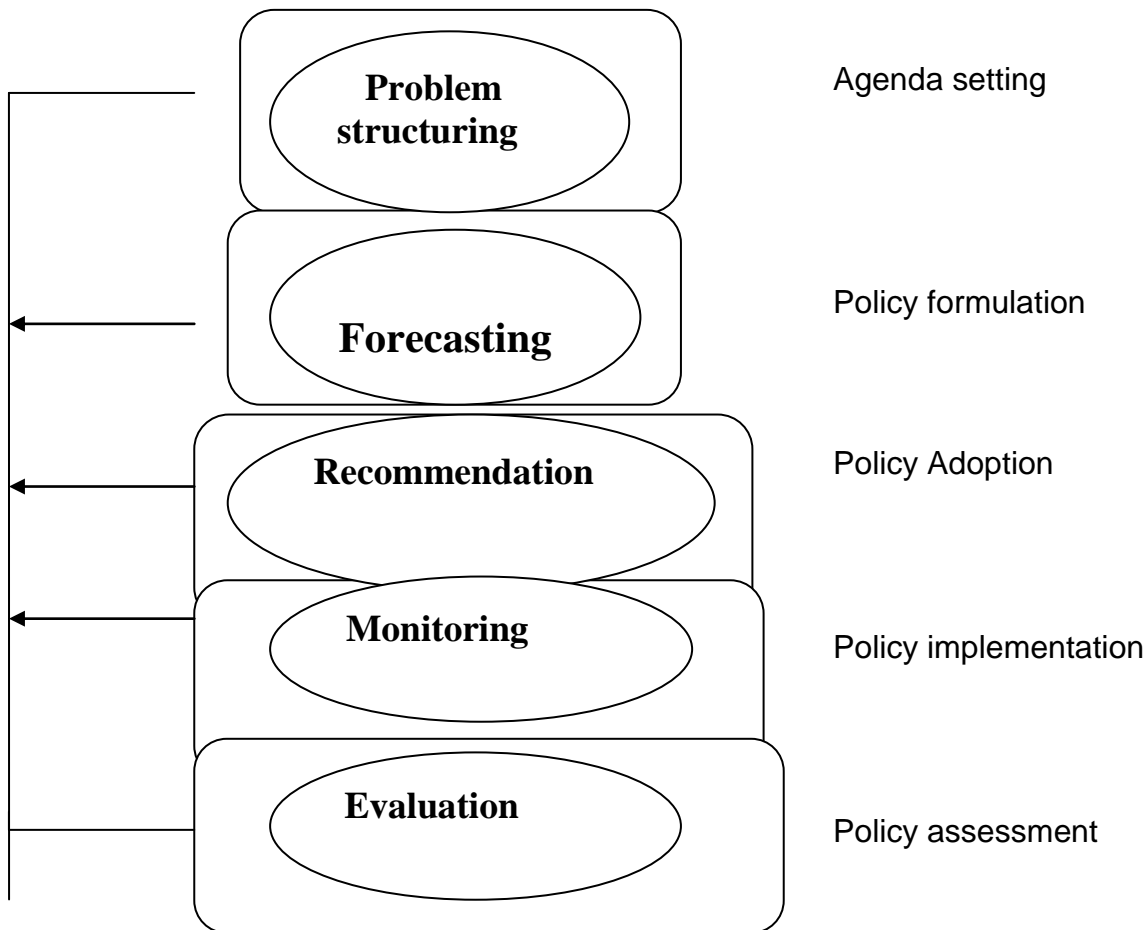
action, and agenda setting or placing the issues on the policy agenda and determining priorities.

The successful implementation of any policy is solely determined by a well structured problem, identified in the community. There has to be a problem that exists, so that an action plan is designed, through policy formulation processes. Fox, Bayat and Ferreira (2006: 51) further indicate that the process of policy making is defined as a grouping of related events that determine the actions a government will take, and what such actions will have on social conditions and how the thrust of these actions may be altered when they produce undesirable outcome.

Policy can never be static. It should always relate to current issues in society. It should constantly be adapted to match the impact of environmental variables and influencing factors such as circumstances, which include the total environment, as determined by time and place, population increase and the effect of urbanisation, natural disasters, economic and industrial development, party political dynamics and views of interest and pressure groups, as well as personal views of public officials and political role players (Mda, and Mothata, 2002: 73).

The following figure indicates steps followed by policy makers in the process of policy-making.

Figure 2.3 Policy Making Model



Source: Cloete et.al (2007:50)

2.5.2.1 Agenda Setting

Policy agenda setting can be defined in a wider sense as a deliberate planning and action process through which policy issues and problems are identified or structured, prioritised, support mobilised and decision makers lobbied to take appropriate actions (Cloete and Wissink, 2007: 107). In most cases, before any policy could be formulated, there has to be a need for such a policy. Van der Waldt and Van Niekerk (2001: 94) indicate that there are two types of policy agenda. The first type consists primarily of issues that policy makers and public officials regard as important. For example, discussions with stakeholders, debates in Parliament and reviews of

proposals forwarded to the legislative authority. The second type consists of matters that receive most attention by policy makers and public officials, such as annual budget salary increases, reviews of portfolios and decision making on matters covered by existing policy.

Cloete, et. al (2007:108) indicate that there are various factors that determine whether the problem will appear on the policy agenda or not. Firstly, the problem must reach crisis proportions and can no longer be ignored by the government before it appears on the policy agenda. Secondly, that the policy problems must have an emotive aspect, which attracts media attention, such as issues of life and death that are often a driving force in agenda setting. Thirdly, issues that have a wide impact have a better chance of reaching agenda status than low-impact issues. The introduction of a special unit in the office of the President in 2009, by the new administration, on Planning and Performance monitoring is just one example of an issue that has a wide impact that has come about as a result of a widespread outcry on poor service delivery by the government.

2.5.2.2 Role-players in policy agenda setting

The commonest way in which policy is initiated is when, after party political dynamics, a minister tables a policy proposal. Public managers should advise the minister concerned and make recommendations on the desirability, implementation problems and possible political implications of the proposed policy (Van der Waldt & Du Toit,2002: 210). Cloete et.al (2007:112) further indicate that in democracies, elected representatives receive a mandate from the electorate to shape and give content to public policies. This includes the mandate to advance public views in the legislative and policy processes.

Policy agenda is sometimes encouraged by various challenges the public manager faces, as a result of work related problems that he/she experiences in his/her attempt to achieve a particular goal. According to Cloete et al (2007: 113) a conservative and bureaucratic response to agenda setting requires officials to first determine whether

they have the internal capacity to deal with issues before they place them on the government agenda.

According to Van der Waldt & Du Toit (2002: 210) the other valuable role-player in policy agenda is the society, through pressure groups that initiate the policy from society. The role of public managers in this context is to involve all role players from society and encourage public participation in the policy-making process.

The legal profession's contribution to policy making and agenda setting goes beyond the narrow interpretation of policy mandates. In their evaluation of public policies, they come in direct contact with inherent policy weaknesses. In their judgements, judicial officials draw the attention of both the legislature and the executive to issues for the public agenda (Cloete et.al, 2007: 113).

2.5.3 Policy Formulation

According to Anderson (2000:109) policy formulation involves developing pertinent and acceptable proposed courses of action, often called alternatives, proposals or options, for dealing with public problems. He further indicates that policy formulation does not always culminate in a law, executive order, or administrative rule. Policy makers may decide not to take positive action on a problem, but instead to leave it alone, to let matters work themselves out.

It is apparent that in the process of policy formulation, there has to be a vision and goals the policy intends achieving. Thus Van Niekerk and Van der Waldt (2001: 95) indicate that policy formulation involves decision making in the choice between two or more alternatives courses of action to solve a problem.

Fox and Ferreira (2006: 56) suggest that forecasting is important in policy formulation, in that it forms the basis of planning by establishing assumptions about what the future will bring. Forecasting identifies internal and external factors that may impact on the organisation. Cloete *et.al* (2007: 126) indicate that policy formulation represents probably the most important stage in the process of policy analysis. This is what the

government decides to do or not to do in order to counter a perceived policy problem in the society.

According to Le Roux (2005: 15) as policy formulators, public officials are responsible for drafting and revising legislation. They have a virtual monopoly in drafting minutes and briefs for committee or ministerial meetings. Although public officials contribute towards policy formulation, the final responsibility for policy decisions rests with the political office-bearer. In practice, it means that the political office-bearer should be able to depend on the political sensitivity of officials when formulating and presenting policy proposals.

In the process of policy proposals, there are various role-players that participate, with the intention to make an impact in the general life, environment or culture of an organisation. Anderson (2000: 111) indicates the following participants in the process of policy proposals:

- **Government Agencies:** these are officials, both career and appointed in the administrative departments and agencies.
- **Presidential Organizations:** temporary organizations, sometimes called adhocracies by the president to study particular policy areas and to develop policy proposals. These include presidential commissions, task teams, interagency committees and their membership may include both legislative and executive officials as well as private citizens.
- **Legislators:** legislators receive suggestions for action on problems and formulate proposed courses of action.
- **Interest Groups:** interest groups have a major role in policy formulation often going to the legislature with specific proposals for legislation. They may also work with executive and legislative officials to develop and enact an officially proposed policy, perhaps with some modifications to suit their interests.

2.5.4 Policy Adoption

It is important that all stakeholders support the formulated policy, in order for the organisational goals to be achieved. What is typically involved at the policy-adoption stage is not selection from among a number of full-blown policy alternatives but rather an action on a preferred policy alternative, for which the proponents of action think they can win approval even though it does not provide all they might like (Anderson, 2000: 127). It is important to indicate that before a policy is adopted, the following decision-making processes are mostly followed”

- **Command**, which involves hierarchic relationships among superordinates and subordinates. This is the ability of those in authority to make decisions that are binding upon those who come within their jurisdiction.
- **Persuasion**, which involves the marshalling of facts, data, and information, the skilful construction of arguments and the use of reason and logic to convince another person.
- **Bargaining**, which involves give and take and compromise to reach a mutually acceptable position. For bargaining to occur, the bargainers must be willing to negotiate and each must have something, such as resources that others want or need (Anderson, 2000: 148)

2.5.5 Policy Implementation

The main intention of any public policy is to promote one or more aspects of the public welfare. It is through the implementation of such a policy that the goals and intentions of any organisation could be achieved. The key elements in the implementation of a public policy are agreements, ideals and guidelines. According to Le Roux (2005:15) policy implementation is the Achilles' heel of the entire policy process and thus also of the entire administrative process. Policies are not self-implementing and if public

officials did not implement policies, not much of the day to day work of government would be done. In practice, it means that legislation should be enforced to prevent policies from becoming nullities.

According to Kuye *et.al* (2002: 89) the role of the policy analyst should include the responsibility to advise on policy implementation as well as in the management and implementation of the total policy process. Thus Cloete *et.al* (2007: 128) emphasise the fact that policy implementation forms one of the critical pillars on which policy management is based. As such, successful implementation is the final acid test for policy to be successful.

According to Anderson (2000: 207) the following structures are a solution in the implementation process of a policy:

- **The Legislature:** legislative bodies display much interest in the implementation of policies and use several techniques to influence administrative action.
- **The Courts:** Some legislation is enforced primarily through judicial action. In some instances, the courts may be directly involved in the administration of policy. The courts' most important influence on administration, however, flows from their interpretation of statutes and administrative rules and regulations.
- **Pressure Groups:** Because of the discretion often vested in agencies by legislation, once an act is adopted the group struggle shifts from the legislative to the administrative arena. A group that can successfully influence agency action may have a substantial effect on the course and impact of public policies. Groups also directly participate in administration, as when the representation of particular interests is specified for the boards of plural-headed agencies.

2.5.6 Policy Monitoring and Evaluation

Policy monitoring is concerned with what happens, how and why, while policy evaluation is concerned with the value and desirability of the results or impacts of a

particular policy (Le Roux, 2005: 13). According to Kuye *et. al* (2002: 90) monitoring performs at least four major functions:

- **Compliance:** Monitoring helps determine whether the actions of programme administrators, staff and other stakeholders comply with standards and procedures imposed by legislature, regulatory agencies, and professional bodies.
- **Auditing:** Monitoring helps to determine whether resources intended for certain target groups and beneficiaries of policy have actually reached those groups.
- **Accounting:** Monitoring produces information that is helpful in accounting for social and economic changes that follow the implementation of broad sets of public policies and programmes over time.
- **Explanation:** Monitoring also yields information that helps to explain why the outcome of public policies and programmes differ.

According to van der Waldt and Du Toit (2002: 211) it is indicated that although policy is critical, its analysis and evaluation can be regarded as the final stage in the policy-making process. Once policy has been implemented, the policy-making process is not yet finished. Constant analysis should take place to evaluate the desirability of policy in changing circumstances and adjustments should be made.

According to Cloete *et. al* (2007: 246) policy evaluation is firstly the process of finding out about a public policy in action, the means being employed and the objectives being served and secondly, is normally undertaken for one or more of the following reasons:

- To measure progress towards the achievement of policy objectives
- To learn lessons from the project for future policy review
- To test the feasibility of an assumption, principle, model, theory, proposal or strategy

- To provide political or financial accountability
- To better advocate a cause
- For public relations purpose

Kuye et.al (2002: 91) indicate that the evaluation process has the following characteristics:

- *Value focus*: Evaluation focuses on the value of policies and not on the collection of information about policies.
- *Fact-value interdependence*: Evaluation should be based on facts, but also incorporate value judgements
- *Present and Past orientation*: Whereas policy recommendations are prospective in nature and occur before actions have been taken, evaluation is retrospective and occurs after actions have been taken.

A well planned evaluation of any project or policy, can lead to more practical and helpful lessons regarding the nature and extent of the impact that can be expected. Also it can assist planners and all role-players in policy design, to improve on future project design or policy formulations.

2.6 CONCLUSION

This chapter captured aspects that make up performance management as well as processes to be followed when developing a policy, such as:

Performance Management

- Performance Planning
- Performance Coaching & Mentoring

- Performance Measurement & Review
- Performance Monitoring & Evaluation
- Performance Feedback
- Benefits of Performance management

Policy processes

- Agenda setting
- Policy formulation
- Policy adoption
- Policy Implementation
- Policy Assessment

It is important for managers in various public institutions to realise the essence of having a properly structured performance management system, for such institutions to be able to meet the expected goals as set by the management and other role-players relevant to them. It is on this basis that the following chapter will focus on the overview of performance management system at Fezile Dabi District Municipality as a pre-requisite for efficient and effective policy implementation.

CHAPTER THREE

OVERVIEW OF PERFORMANCE MANAGEMENT AT FEZILE DABI DISTRICT MUNICIPALITY

3.1 INTRODUCTION

Performance management has become one of the most important tools for development at the local government sphere with Integrated Development Planning. In terms of section 53 of the Municipal Finance Management Act 56 of 2003 the Mayor must ensure that Municipal Manager and senior managers reporting directly to the Municipal Manager comply with the Act to ensure sound financial management that is linked to measureable performance objectives. A municipality's performance management system entails a framework that describes and represents how the municipality's cycle and processes of performance planning, monitoring, measurement, review, reporting and improvement will be conducted, organised and managed, including the roles of different role-players.

The *Municipal Planning and Performance Management Regulation* of 2001 prescribes the framework cycle of the Performance Management System and the adoption process thereof, and further on prescribes the establishment of a Performance Audit Committee, which is expected to review reports and the performance management system. It must be noted that the Performance Management System is dynamic and changes according to the environment which the organisation or company finds itself in. It is against this background that the overview of legal prescripts on performance management, the objectives of Performance Management System at Fezile Dabi District Municipality as well as delegation of responsibilities to other officials will be closely looked at in the ensuing discussion.

3.2 LEGISLATIVE FRAMEWORK

Following the processes of developing a policy framework on performance management, the *Municipal Systems Act 52 of 2000* was enacted, which required all

municipalities to develop a performance management framework, set targets, monitor and review performance based on targets linked to the Integrated Development Plan and conduct an internal audit on performance before tabling the report. The responsibility to adopt the performance management system is placed on the council, while holding the executive committee or executive mayor responsible for the development of the Performance Management System. The executive committee or executive mayor may assign responsibilities to the municipal manager in this regard, but remains accountable for the development of the performance management system.

According to section 7 *Municipal Planning and Performance Management Regulation* (2001: 9) a municipality's Performance Management System entails a framework that describes and represents how the municipality's cycle and processes of performance planning, monitoring, measurement, review, reporting and improvement will be conducted. In developing a Performance Management System, a municipality must ensure that the system, among others, demonstrates how it is to operate and be managed from the planning stage up to the performance review and reporting, including the clarification of roles and responsibilities of each role-player in the functioning of the system. The *Municipal Finance Management Act* (56/2003) section 53 (3c) requires each municipal manager, within 14 days after the Council approved the budget, submit the draft service delivery and budget implementation plan (SDBIP) and draft annual performance agreements for the senior manager to the Executive Mayor. The Executive Mayor must also take all reasonable steps to ensure that the annual performance agreements for the senior managers comply with the *Municipal Finance Management Act 56 of 2003* in order to promote sound financial management and that they are linked to the measurable performance objectives.

According to section 57 of *Municipal Systems Act 32 of 2002* a performance agreement must include the performance objectives and targets that must be met, the time frames within which those performance objectives and targets must be met, the standards, intervals and procedures for evaluating performance and the consequences of substandard performance. The performance objectives and targets

that must be included in a performance agreement must be practical, measurable and be based on the key performance indicators set out in the municipality's integrated development plan and performance management system (*Municipal Systems Act 32 of 2002*). In the case of unacceptable performance, the employer shall provide systematic remedial or developmental support to assist the employee to improve his or her performance. After appropriate performance, counselling and having provided the necessary guidance and /or support and reasonable time for improvement in performance, and if performance does not improve, the employer may consider steps to terminate the contract of employment of the employee on grounds of unfitness or incapacity to carry his or her duties (Fezile Dabi District Annual Report, 2009: 25).

3.3 PERFORMANCE MANAGEMENT SYSTEM RESPONSIBILITY INFRASTRUCTURE OF FEZILE DABI DISTRICT MUNICIPALITY

According to Fezile Dabi District Annual Report (2010: 14) a team led by the Municipal Manager sanctioned by the council is responsible for the entire performance management of the Municipality. The Performance Management System is divided into two teams namely the Audit Committee and Performance Internal Appraisal Committee in terms of section 66 of the *Municipal Finance Management Act 56 of 2003*. The Audit Committee's main task is to review reports and Performance Management System of the entire District municipality. The Performance Appraisal Committee mainly focuses on the performance review of all employees at Fezile Dabi District Municipality and is constituted by the Director for Corporate Management, Director Integrated Development Plan, the Chief Financial Officer, Performance Management Officer and internal auditors as well as one portfolio councillor.

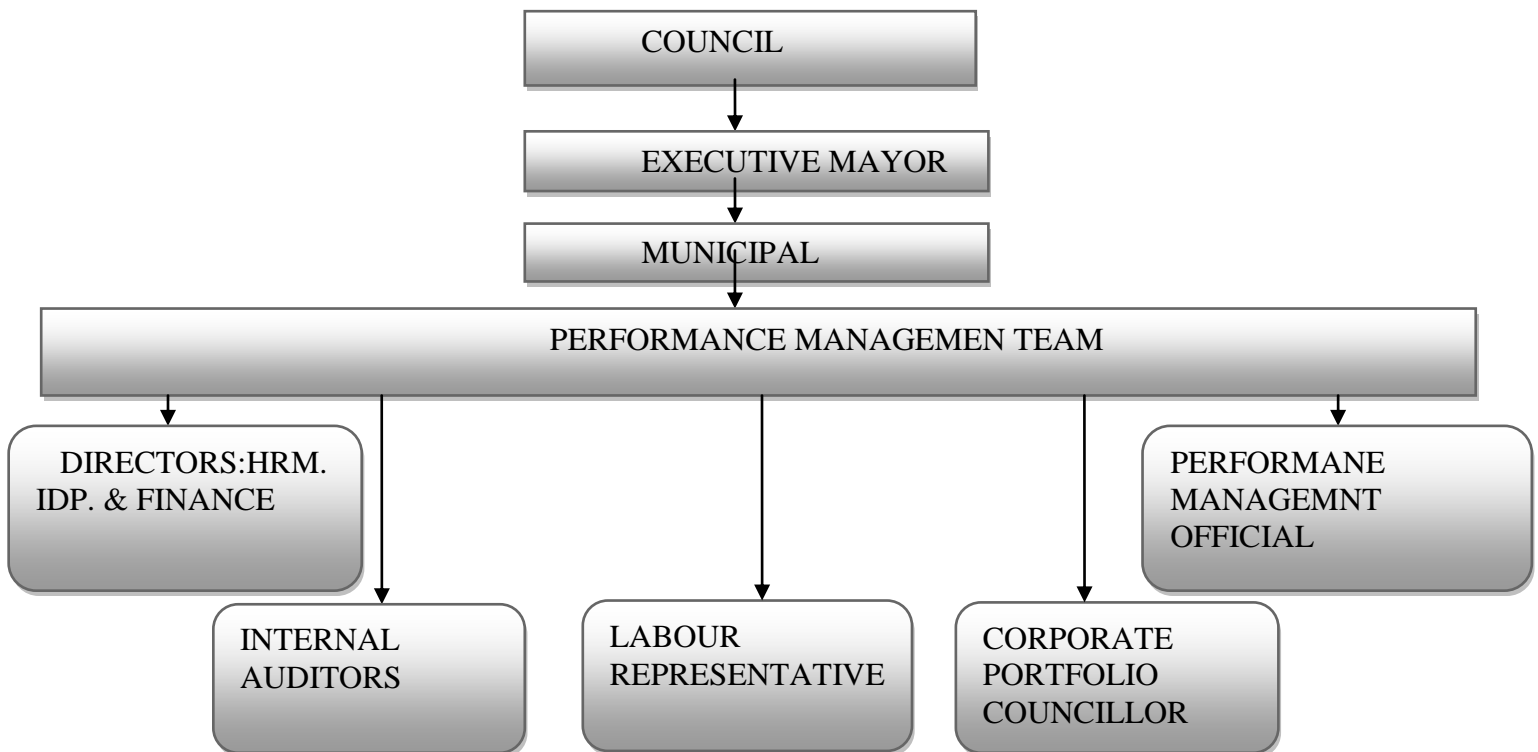
The Performance Appraisal Committee's functions are as follows:

- To compile the annual status report to be submitted to the municipal manager and the council.

- To facilitate the development and refinement of Performance Management System.
- To develop and implement the organisational Performance Management System.
- To ensure that Fezile Dabi District Municipality implements and complies with all legal aspects in respect of the Performance Management System.

The diagram below (fig 3.1) illustrates Fezile Dabi’s District Municipality’s Performance Management and Reporting Structure.

Figure: 3.1. Fezile Dabi District’s Municipality Performance Management and Reporting Structure



Source: Fezile Dabi District Municipality (2010: 40)

3.3.1 Performance planning

According to Cape Winelands District (2009:33) performance planning is a schedule to a performance agreement which sets out in detail the performance requirements of the particular position referred to in the performance agreement. The performance planning stage has the goal for employees to have a thorough knowledge of the Performance Management System. At the beginning of each performance cycle, the supervisor and the employee meet to discuss, and agree on what needs to be done and how it should be done. This performance planning discussion includes a consideration of results, behaviours and development plan (London, & Smither, 2009: 14). Before the beginning of each financial year, the entire municipal management team meets for a strategic planning session, with particular focus on:

- Objectives
- Performance indicators
- Strategies
- Outcomes
- Targets
- Time frames
- Projects
- SDBIP

The Municipal Manager takes relevant indicators to departments concerned and these indicators would then become the indicators and targets of the Head of the Department to be incorporated in their performance agreement. The head may cascade these indicators and targets to lower levels in line with the scope of responsibilities at that level (Cape Winelands District Municipality, 2009:28)

3.3.2 Performance execution

Performance execution is equally important to the planning phase because it is during this stage where policy issues will be put to test. According to Setsoto Local Municipality (2009:4) performance implementation enables each municipality, among others, to account for its performance through structured community involvement to improve responsiveness of the municipality to the community's needs, desires and aspirations and therefore the satisfaction of the community to address gaps in the capacity of the municipality and to address them and to improve the effectiveness, sustainability and efficiency of service delivery. The Fezile Dabi District Municipality uses coaching strategies especially during implementation phase to ensure that all planned projects and strategies for service delivery are executed through Performance Management System. When projects and programmes are implemented, the Municipal Manager needs to set up a framework to track performance of all managers who would in turn do the same for lower level staff. (Fezile Dabi Performance Management Framework, 2010: 30).

According to Fezile Dabi Performance Management Framework (2010: 14) the Municipal Manager establishes a framework that would eventually assist the entire municipality to monitor the performance of all managers who would in turn do the same for lower level staff. In terms of the performance management framework, areas such as targets for all levels in the municipality, methods for tracking performance, intervals for reporting, lines of accountability and institutional arrangements are clarified.

3.3.3 Performance review

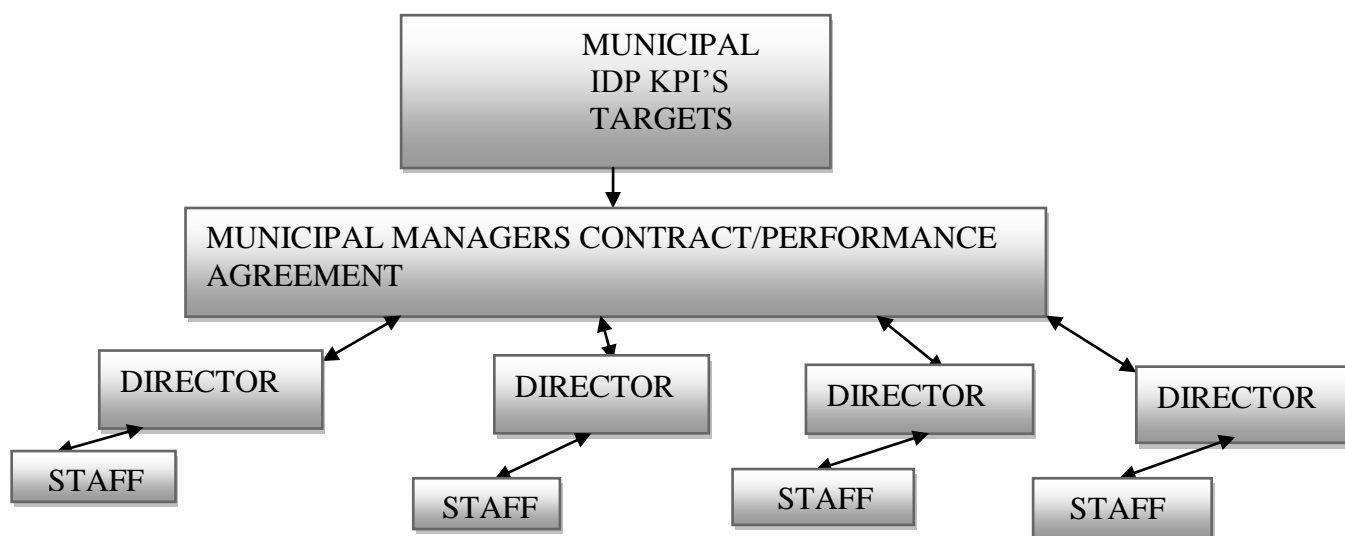
According to the Performance Management Guide for Municipalities (2001: 40) the municipal manager must, within the parameters of an employee performance

management system set up a framework for performance reviews of staff. The framework should clarify the following:

- Areas of performance to be reviewed flowing from IDP
- Review methods to be used
- Review intervals
- Linkages with broader strategic review of the organisation

The following diagram shows how review process is conducted in Municipality.

Figure: 3.2: Performance Review Process of Fezile Dabi District Municipality



Source: Fezile Dabi District Municipality (2010: 38)

This process is mostly conducted at Fezile Dabi District Municipality in June of each year among all municipality's employees. It is during this stage where the District Municipality is in a position to establish whether a planned performance has produced desired outcome. The entire municipality, through Managers and Directors is engaged in this process, monitored by the Director Corporate Services. The Municipal Manager,

within the parameters of Performance Management System, set up a framework for performance reviews of staff. The framework, in terms of employee performance management, clarifies the areas of performance to be reviewed flowing from the Integrated Development Plan, review methods to be used, review intervals and linkages with broader strategic review of the municipality (Mille, 2010/06/18).

3.3.4 Performance feedback

According to Hall (2004: 1) performance feedback is an essential element of the supervisor and subordinate relationship. The vast majority of people want to make a difference in their place of work. They want to be recognized for their accomplishments and learn how to become even better. They want to know where they stand. This process motivates subordinates and helps them to be more effective. In ensuring that employees' performance is improved and that they feel encouraged to execute next tasks, the Fezile Dabi District Municipality introduced in their Performance Management Framework the following performance principles (Fezile Dabi Performance Framework, 2010: 17):

- Specific Feedback

Feedback is placed on specific work performance by each employee or team. This is mostly informed by the organisation's goals and strategies as stipulated in the Integrated Development Plan. Discussions also centre around individual job description and targets.

- Timely Feedback

Performance feedback is given during the execution stage, even before tasks can be completed and at the end of the task. This is mostly between the supervisor and employee.

- Measurable Feedback

Tasks are viewed against the goals and objectives as set out in the Integrated Development Plan. Discussions are focused on individual's job description and targets.

- Positive Feedback

More emphasis is placed on areas the subordinate has registered good performance than those he has not achieved. The management always encourages an informal set up, so that employees feel relaxed and are free to participate in the process.

3.3.5 Performance rewarding phase

It is important to recognise and reward employees who perform above the expected level, in order to encourage them, to maintain exceptional performance and at the same time encourage others whose performance is not in accordance with the set standard to improved performance. According to Thomas and Mcdermott (2010: 11) performance-based rewards can be powerful tools to effect and reinforce change in an organisation. If what gets rewarded is indeed what gets done, institutions need to make sure that their performance based rewards programs are aligned with the overall business strategy. Any disconnect between the two may undermine an institution's ability to achieve its goals. To prevent that, organisations must understand the seven steps to successful performance based rewards programs (Thomas and Mcdermott, 2010: 13).

- **Develop clear expectations**

Before they can develop effective performance based rewards, senior management must know what it expects of employees and be able to articulate those expectations through clearly defined goals.

- **Create a clear line of sight**

Employees must see that their direct efforts will impact the results that management wants. No one wants to be held accountable for something they cannot directly influence.

- **Set achievable goals**

Performance based rewards must be tied to either individual or group goals that have a reasonable chance of being achieved. If the goals are such a stretch that most employees believe that they cannot be attained, the programme is doomed to failure. Few will be motivated to try to achieve such goals, others will become discouraged.

- **Establish a credible measurement system**

In all types of performance based rewards programs, it is essential to provide quantitative measures of results. The less quantifiable the measurement, the greater the role of subjective judgement in deciding rewards and potential for dispute and participant's dissatisfaction.

- **Empower employees**

Employees need to believe not only that the goals against which they are measured and rewarded are achievable, but that they are capable of achieving those goals. If employees are not empowered to make decisions on their own, an organisation must be prepared to see the incentive system back fire and result in more stagnation, resentment and mistrust of management.

- **Make rewards meaningful**

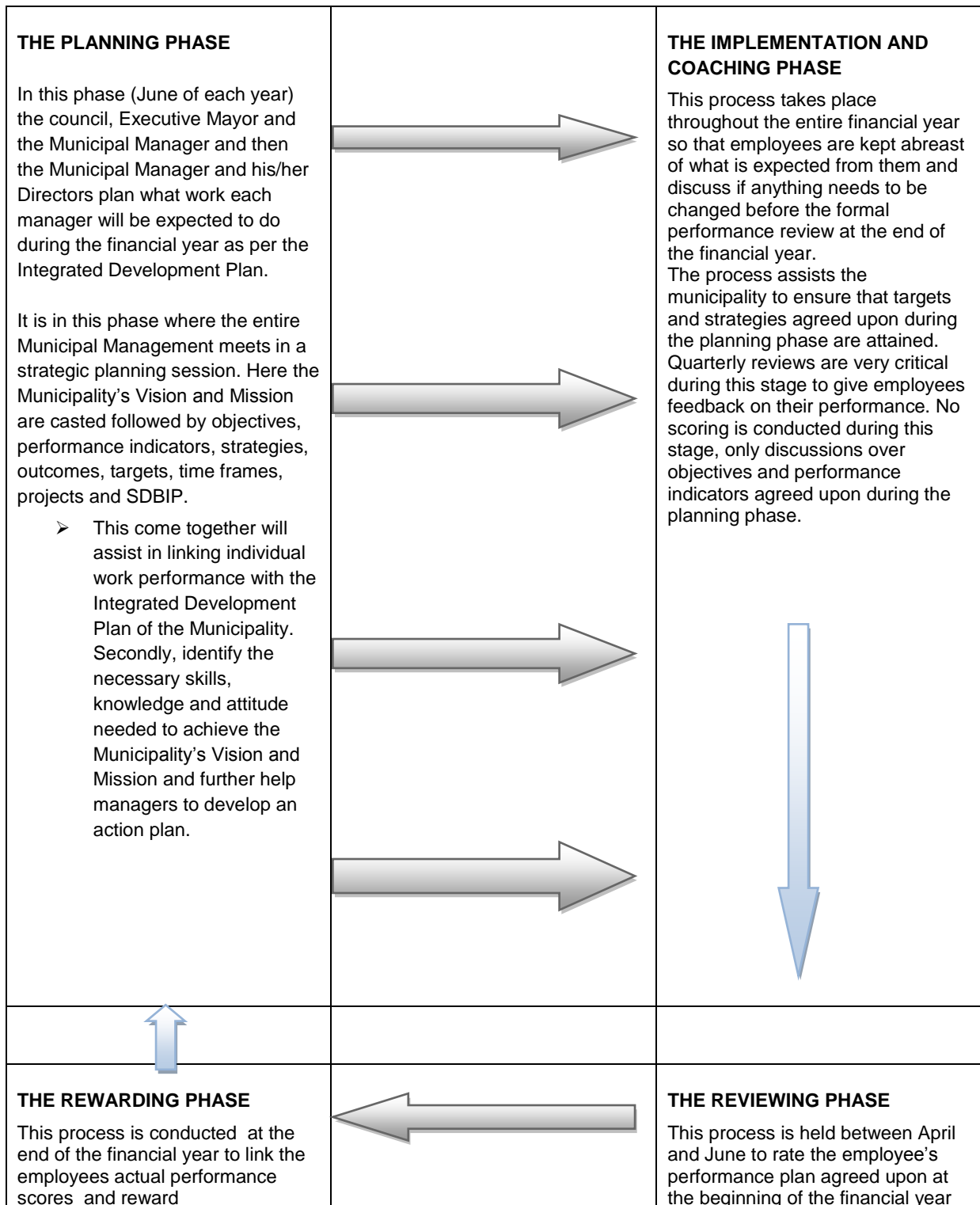
For incentives to be truly effective, the actual reward must be significant. Performance-based rewards programs that provide marginal rewards are probably not worth the trouble and expense involved in implementation.

- **Make payouts immediate**

There should be as little time as possible between employee performance and the related payout. Employees need to feel the impact of their efforts by quickly experiencing the results.

According to the Fezile Dabi District Municipality's Annual Report (30/06/2010) the meeting is conducted between the employer and employee to agree on the link between the performance agreement and the actual performance. The final discussion, in terms of remuneration is informed by performance remuneration policy which the municipality constantly reviews annually. The following figure depicts how the Performance Management System Framework at Fezile Dabi District Municipality looks like.

Figure: 3.3 Performance Management System Framework at Fezile Dabi District Municipality.



Source: Fezile Dabi District Municipality (2010: 45)

3.3.6 Dispute resolution

Should employees not agree with the contents of their performance agreements and plans as well as the scores awarded to them at the end of the cycle, they are free to use the grievance procedure of Fezile Dabi District Municipality (FDDM). But sufficient consultation and discussion must have been done with the supervisor or manager using the below mentioned approach:

Step 1

- The parties agree that any disagreement arising from the agreement shall first be discussed between the employee and supervisor with a view to resolving the dispute.
- The two parties must attempt to resolve the matter within a mutually agreed time. If still unresolved, the nature of disagreement should be reduced to writing.
- Both parties should undertake to seek advice that would enable them to be informed and amicably resolve such disagreement.
- The parties should consent to either of the above mentioned to resolve the disagreement within a specified time.

Step 2

The parties agree to consult with a more senior supervisor on the dispute.

If no resolution occurs after a mutually agreed upon period and after due consideration of the issues, the step 3 below shall be invoked and done in writing.

Step 3

The mediator, an independent person, preferably Human Resource Manager, but not a legal representative agreed upon between the parties is called upon to assist with the resolution of the dispute by arranging the mutually agreed third party to attend a

meeting as agreed upon by the parties (Fezile Dabi District Municipality Performance Management Framework 2010: 46).

3.3.6.1 Managing poor performance

Where performance has not matched the requirements in the work plan, the assessment, both written and verbal, should be focused on identifying the reasons for this, and on reaching mutual agreement on the steps which need to be taken to effect improvement. If the desired improvement could not be effected, dismissals on grounds of inefficiency can be considered (Government Gazette, 31/12/1987 Department of Public Service and Administration).

According to the Fezile Dabi District Municipality Performance Management Framework (2010: 48) Managers or supervisors must adhere to legislation as outlined in the Labour Relations Act 66 of 1995. Key guidelines include among others:

- Is the employee really failing to meet the set and required standards?
- Provide training and employee wellness assistance.
- Advice and provide the opportunity to improve.

If poor performance continues, arrange for a formal hearing as per the Fezile Dabi District Municipality Disciplinary Procedure.

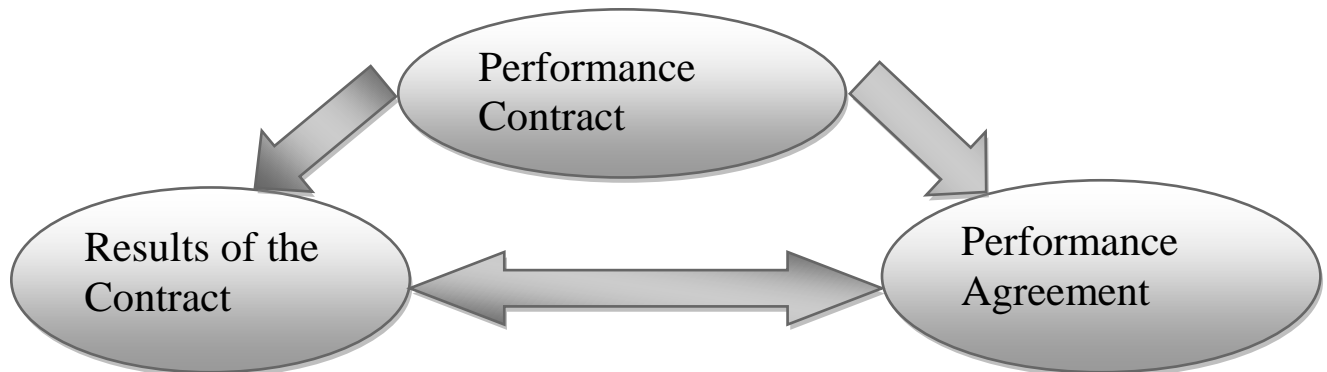
- Consider the following before dismissal: is there failure to meet performance standards. Was sufficient opportunity to improve given? Was the employee aware of the required standards? Is dismissal a fair sanction?
- Dismissal should be used as the last option.

3.3.6.2 Link between a Contract of Employment and a Performance Agreement

According to the Basic Conditions of Employment Act (2002: 2) the contract of employment advances economic development and social justice to give effect to and regulate the right to fair labour practices. The contract of employment and the performance agreement are separate documents with different legal characters and consequences. The employment contract should be directly linked to the performance agreement, so that the results are measurable. In other words, it will impact directly on the employment relationship if the performance agreement is not signed or fulfilled (Cape Winelands District Municipality.2009: 32).

The following diagram illustrates the link between a Contract of Employment and a Performance Agreement at Fezile Dabi District Municipality:

Figure: 3.4 Link between Performance Contracts and Performance Agreement



Source: Fezile Dabi District Municipality's Performance Framework: 2010: 49

3.4 GUIDELINES AND DOCUMENTS FOR A PERFORMANCE AGREEMENT

According to the Cape Winelands District Municipality (2009: 33) the following are documents and guidelines for a Performance Agreement as indicated by South African Local Government Authority:

- Performance agreement
- A statement about the purpose of the position
- A scorecard detailing key objectives and their related performance indicators, weightings and target dates.
- Information about the knowledge, skills and behaviours required to perform the job.
- Performance review procedure
- Consolidated score sheet
- Link to reward
- Individual learning plan
- Control sheet.

3.5 CONCLUSION

In order to move an organisation from a lower level to a higher level of performance, more emphasis must be placed on the Performance Management System. The success or failure of any organisation depends on the effective implementation of its policies and systems. Although performance management may appear to be straightforward, the reality is that it can be quite complex. The next chapter will focus on empirical studies of performance management at Fezile Dabi District Municipality.

CHAPTER FOUR

EMPIRICAL STUDY OF PERFORMANCE MANAGEMENT AT FEZILE DABI DISTRICT MUNICIPALITY

4.1 INTRODUCTION

The previous chapter reviewed various legislations on performance management system in the deliverance of required services in relation to the attainment of goals as set by Fezile Dabi District Municipality. The Performance management systems at Fezile Dabi District Municipality were also closely looked at. In this chapter an empirical study is conducted in order to obtain adequate information that would assist in establishing whether the Performance Management System is successfully implemented in Fezile Dabi District Municipality or not. Incorporated in this chapter, will be the data collection, analysis and interpretations.

4.2 IMPORTANCE OF RESEARCH

According to Brynard and Hanekom (2006: 1) the importance of research is closely related to the search for knowledge and the understanding of phenomena. Research provides scientific knowledge that can be used to determine the general applicability of objectives, as well as the efficient utilisation of resources. The following are some of the reasons for undertaking a research (Brynard and Hanekom, 2006: 2):

- To make rational, fact-based decisions
- To ensure the optimum utilisation of available resources
- To devise methods for the resolution of problems and the application of corrective measures through alternative strategies
- To devise new theories and, or adapt existing theories to allow for changing circumstances

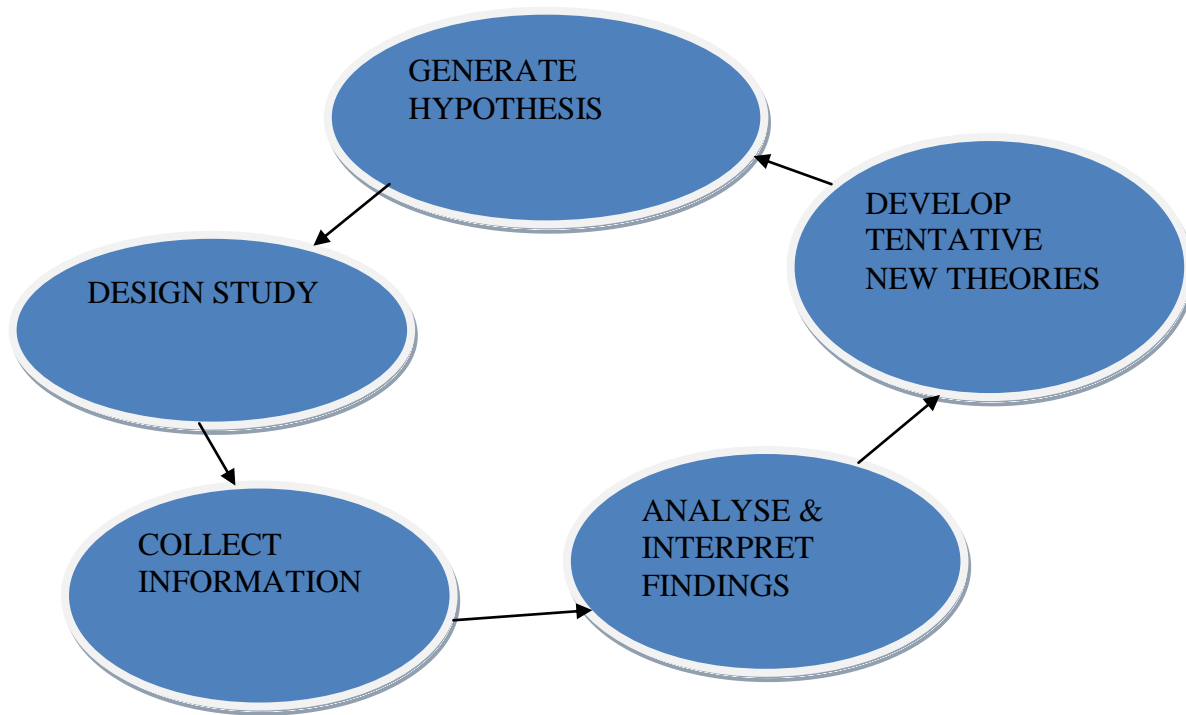
- To test the continued applicability of particular theories to specific situations

It will be less difficult for a researcher to arrive at a particular finding regarding his or her research, if he or she has all or some of the reasons for a research in mind when undertaking any research. Research is a process that is made up of specific and not haphazard steps which a researcher is expected to follow, before a conclusion can be arrived at regarding an answer to any problem. Such steps are briefly outlined hereunder.

4.3 THE RESEARCH PROCESS

The process of research is a more formalised and well structured pattern, to ensure that relevant information is collected so that an informed conclusion is arrived at. Mahlangu (2009: 67) indicates that basic characteristics of research are, or aim to be, planned cautious, systematic and reliable ways of finding out or deepening understanding. New findings that come as a result of a well planned research, are or can be used in future decision making process. This is particularly important in all institutions and organisations because certain challenges are solved by referring to research findings that were well conducted. It is on this basis that Meyers (2003: 18) suggests the following diagram that depicts a process in research so that a logical collection of information is not compromised:

Figure 4.1: Research process



Source: Meyers (2003: 18)

The above figure 4.1 indicates the logical flow of the research process which has been used in this study in order to arrive at a particular conclusion that would transcend into action plans drawn to solve whatever social or organisational challenges faced. The various steps as outlined above will be briefly unpacked below.

4.3.1 Generation of hypothesis

According to Struwig and Stead (2004:36) hypothesis assists in the prediction of the relationship between the variables and demonstrates also that the researcher has mastered the problem and can identify and control the main variables. Brynard and Hanekom (2006:21) indicate that a hypothesis is a suggested, preliminary, yet specific answer to a problem, which has to be incorporated into a theory. It serves as an

instrument for control or measurement, which the researcher can use to determine whether he or she is collecting relevant data. Figure 4.1 indicates all necessary steps that a researcher undertakes in ensuring that a well thought off answer to a problem, as stated in Chapter one is arrived at.

4.3.2 Study Design

It is at this stage when a researcher is expected to determine the nature of his or her data collection methods whether it is a content analysis, interviews, comparative study or survey research. According to Mahlangu (2009: 69) one purpose of the design study is to determine whether the researcher is capable of conducting qualitative research. This study will follow the survey research method in collecting data. Ralepeli (2008: 30) says that this method of data collection requires firstly, the application of questionnaires for data gathering; secondly, that the population to be studied should be accurately described and that the sample must be representative of the population. Thirdly, the scientific character of the data should not be influenced by imbalance or bias, for example, only males are respondents, but conclusions are made for females as well. Lastly, the data collected must be systematically organised in order to make valid and accurate interpretation.

Pre-formulated questions that were in a particular sequence were distributed to sampled individuals that were representative of the entire Fezile Dabi District Municipality's employee population. The survey questionnaire consisted of six sections that covered the entire performance management spectrum to measure the level and readiness of the implementation of performance management system at Fezile Dabi District Municipality.

4.3.3 Data collection method

Appropriate data collection is vital in the process of a research in order to ensure that a researcher does not arrive at a trivial or meaningless conclusion. According to

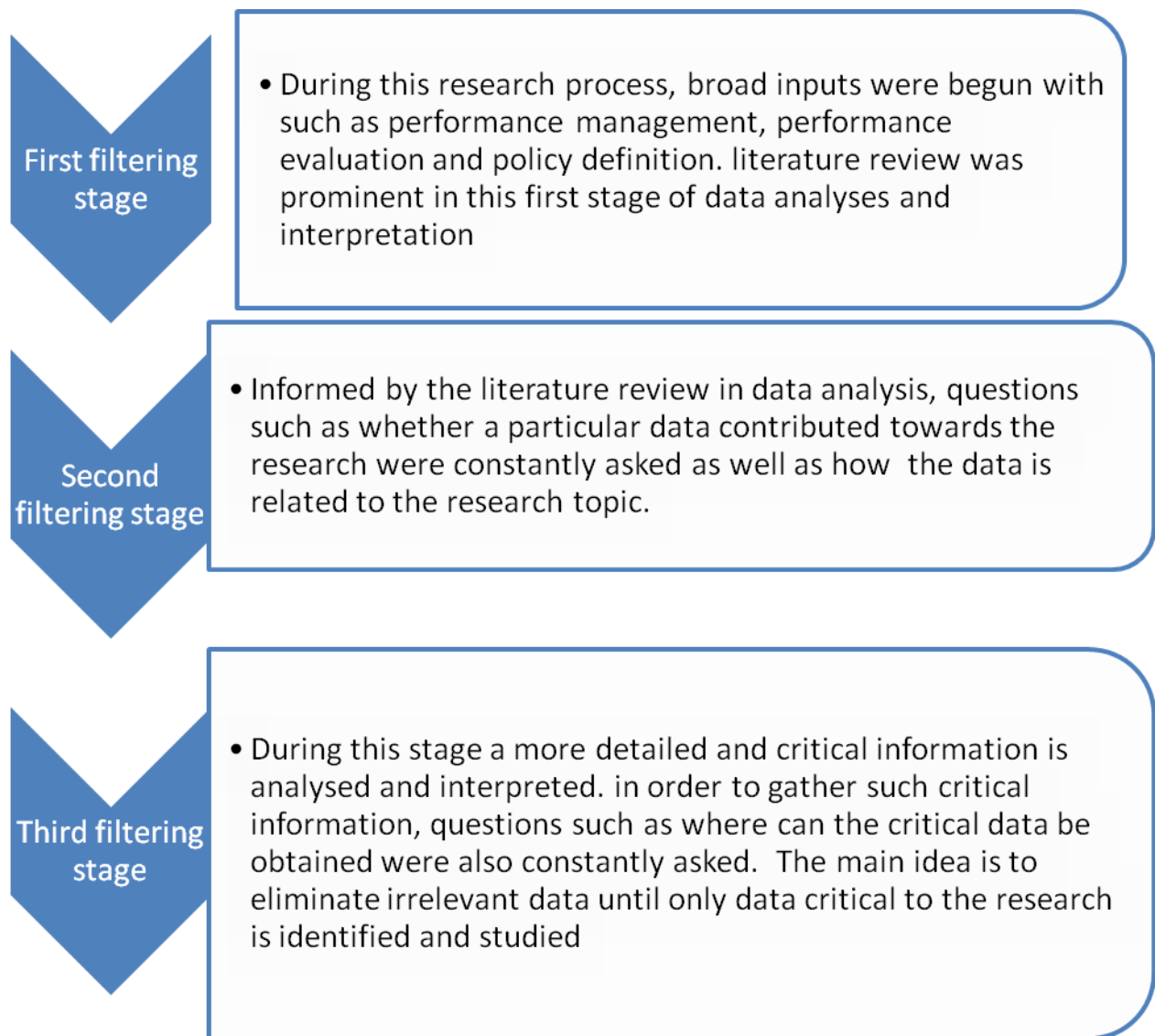
Brynard and Hanekom (2006: 38) the most frequently used techniques of data collection are interviews, review of literature, questionnaire and observation in order to improve the interpretation of research results and to help determine the actuality of research on a particular topic. This research combined a number of methods such as literature review, interviews and questionnaires in the process of data collection that eventually assisted the researcher to arrive at particular conclusions of the research.

Essentially, questionnaires were made available to all identified individuals at Fezile Dabi District Municipality. Ralepeli (2008: 31) indicates that questionnaires are advantageous in that they are less time consuming, they are just as good as, or better than more traditional surveys, they are much cheaper to conduct, and they are easier to execute. Struwig and Stead (2006: 89) indicate that the questionnaire as one of the methods to collect information, should be designed in a manner that would interest respondents, contain precise and clear instructions on how to answer questions, be divided into logical sections by subject, start with questions that are easy to answer and proceed from general to specific questions.

4.3.4 Analyses and interpretation of findings

The analyses and interpretation of findings were applied throughout the research process and they were dealt with in detail when the relevant data were finally collated. According to Brynard and Hanekom (2006: 60) the researcher has to filter the massive amount of data available until only that which is critical to the research remains. The data filtering process which yields data that is relevant to the research question is illustrated below:

Figure 4.2 Data filtering process



Source: Brynard and Hanekom (2006: 61)

The information gathered was analysed through the usage of graphs that represent the actual responses by all respondents. The information interpreted will enable a researcher to present a comprehensive research report. According to Brynard and Hanekom (2006: 69) the report provides an account of the execution of the research project and of the results obtained. Such results can be used to evaluate the merits of

the conclusions reached from the data which was collected and analysed. Mouton (in Brynard and Hanekom, 2006: 69) indicates that a research report is a reconstruction of the research process and is written to present the researcher's case as logically, objectively, persuasively, clearly and concisely as possible.

4.3.5 Sampling

Sampling is a technique employed to select a small group with a view to determine the characteristics of a large group. If selected discerningly, the sample will display the same characteristics or properties as the large group (Brynard and Hanekom, 2006: 54). It is on this basis that a sample of the population at Fezile Dabi District Municipality was selected that assisted the researcher to draw particular conclusions with regard to the implementation of performance management at Fezile Dabi District Municipality.

It is Struwig and Stead (2006: 108) who suggest procedures that need to be considered in the sampling process. The table below shows the sampling procedure as indicated by Struwig and Stead:

Figure 4.3 Sampling procedure

STEPS	Description
1. Define the population	The population is defined in terms of (a) elements,(b) units,(c) extent, (d) time
2. Specify the sampling frame	The elements of the population are specified.
3. Specify the sampling unit	The sampling unit is provided
4. Specify a sampling method	The method used to select the sampling elements is stated
5. Determine the sample size	Decide how many elements of the population are to be sampled
6. Specify a sampling plan	The operational procedure for selecting the sampling unit must be monitored
7. Select the sample	List the place and field necessary for the selection of the sample

Source: Stuwig and Stead (2006: 110)

Based on the above mentioned sampling procedure, the sample population of this study is divided as follows:

Step 1: Definition of the population

- a) Elements: Employees and management
- b) Units: Fezile Dabi District Municipality employees and management
- c) Extent: All full time employees and standing committees

- d) Time: all whose employment at Fezile Dabi District Municipality is five years and more

Step 2: Specification of the sampling frame

There was formally written undertaking by the Municipal Manager that all identified employees that were expected to take part in the research were legally employed or appointed by Fezile Dabi District Municipality.

Step 3: Specification of the sampling unit

33 employees including members of the Audit Committee at Fezile Dabi District Municipality were included in the study.

The population above is defined in keeping with objectives of the study because it was much easier to focus on a representative sample of the population than the entire population. This exercise is cost effective because the population sampled was located in the same vicinity.

The population above is defined in keeping with objectives of the study because it was much easier to focus on a representative sample of the population than the entire population. This exercise is cost effective because the population sampled was located in the same vicinity.

4.4. ETHICS IN RESEARCH

According to Struwig and Stead (2006: 68) ethics in research refers to a system of morals, rules of behaviour and code of good morals on how to conduct research in a morally acceptable way. Brynard and Hanekom (2006: 84) also agree in that research ethics relates to what is right and wrong when conducting research. This right and wrong of scientific research should conform to generally accepted norms and values. The conduct with regard to research activities should be morally acceptable.

According to Mouton (in Mahlangu, 2009: 72) the following ethical issues are vital for a researcher when conducting a research:

- Voluntary participation of participants;
- No harm to participants
- Anonymity of respondents;
- Confidentiality;
- Appropriate ascription of authorship to a population;
- Rejection of any form of plagiarism;
- No simultaneous submission of manuscripts;
- A rejection of secret research;
- An obligation to the free and open dissemination of research results; and
- A responsibility to funders and sponsors of research.

Struwig and Stead (2006: 69) further suggest the following code of ethics in research that researchers need to adhere to:

- A researcher must be qualified and competent to undertake a particular research project;
- Integrity is an important characteristic of a researcher. The researcher is expected to be honest, fair, and respectful toward others and not attempt to mislead or deceive clients or research participants;
- Researchers must respect the rights and integrity of others. This includes respecting the privacy, confidentiality, and autonomy of research participants. Researchers should also be mindful of cultural and individual differences among people, such as age, gender, race, ethnicity, religion, language, and

socio-economic status. Researchers should not, knowingly, discriminate against people on the basis of such factors.

- The welfare of others should be of major concern to researchers. Researchers should seek to avoid or minimise any harm befalling their clients or research participants as a result of their interaction with them.

It is indeed clear to any researcher who is hoping to have his/her research product rated among the best, to ensure that there is full adherence and compliance to the ethical requirements of a research when conducting research. Failing which, he or she shall have compromised his or her integrity and that of the family of researchers. The researcher in this instance, has tried hard in ensuring that this research is conducted in an ethically sound and professional manner.

4.5. EMPIRICAL SURVEY

The empirical study was conducted in various sections at Fezile Dabi District Municipality offices in the Free State Province. The following sections were consulted during the survey: Corporate Management, Finance, Social Services, Performance Management sub-directorate and Health, Safety and Environment. Out of 33 targeted respondents, only 21 returned the survey questionnaires. The questionnaire consisted of Annexure A, which targeted all employees including section 57 and non-section 57 managers, with Annexure B catering only section 57 managers. Both open-ended and closed questions were incorporated in the questionnaire that sought answers as to whether Performance Management as a tool for enhancing Policy Implementation at Fezile Dabi District Municipality is implemented.

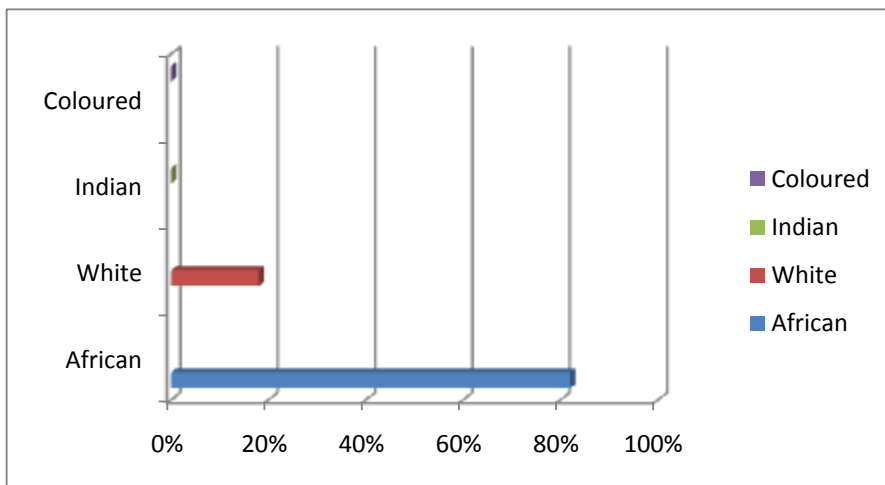
The received data was carefully analysed in order to arrive at a conclusion whether Performance Management is well implemented at Fezile Dabi Education District or not. Elements of confidentiality and privacy were well observed during the process. The questionnaire consists of annexure A and B. Annexure A was made up of three sections, that is, A, B and C, with annexure B consisting of the research questions for

Municipal Manager and Directors of five directorates at Fezile Dabi District Municipality.

Section A covered Demographic information. It included population group, age, education, gender, marital status and home language. Section B focused on the knowledge of legislations governing Performance Management in the Local Government sphere. Section C mainly consisted of open-ended questions. The results for section A were as follows:

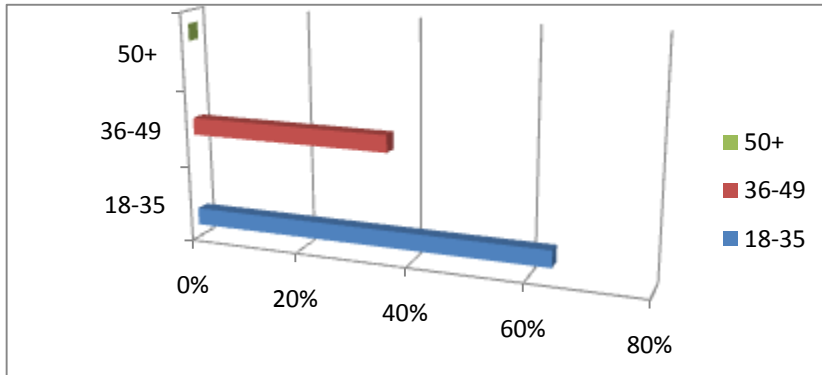
Section A: Demographic Information

Figure 4.4 Population Group



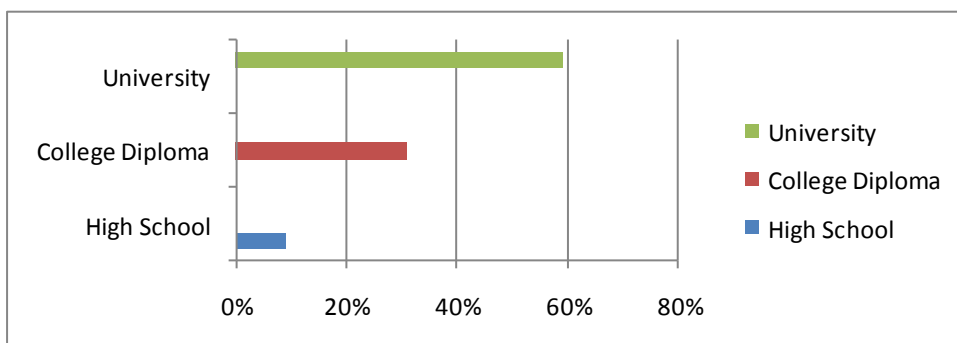
According to Figure 4.4 above, the majority of respondents were Africans at 82% and whites at 18%. These results cannot have any adverse impact on the implementation of performance management at Fezile Dabi District Municipality. Clearly, there were no Indians and Coloureds respondents. Of the 33 questionnaires distributed to various directorates of Fezile Dabi District Municipality, 10 were meant for section 57 and non-section 57 managers, of which only 4 were returned.

Figure 4.5 Age



In terms of the above Figure, 64% of respondents were between the ages 18-35. Only 34% constitutes the older generation of employees at Fezile Dabi District Municipality. The Municipality seemed to have invested in the younger generation due to a higher intake of younger employees as reflected by the figure above. There was a greater response especially from the younger age group, who were mostly not in management positions. This indication was so significant because it projects the rate of interest the young people at the municipality have, in terms of the future growth within the institution.

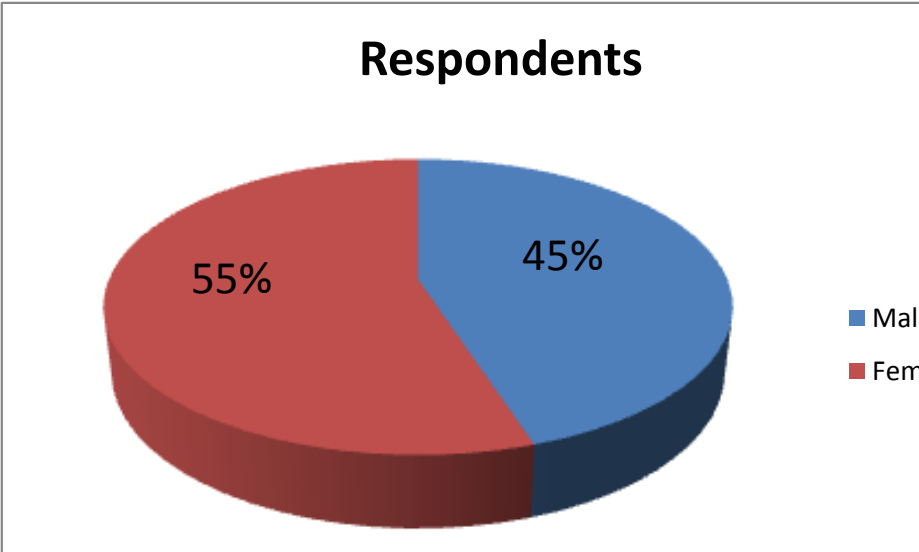
Figure 4.6 Education



The greater number of employees, which amounted to 59% of the total workforce at Fezile Dabi District Municipality were University graduates, which meant that the level

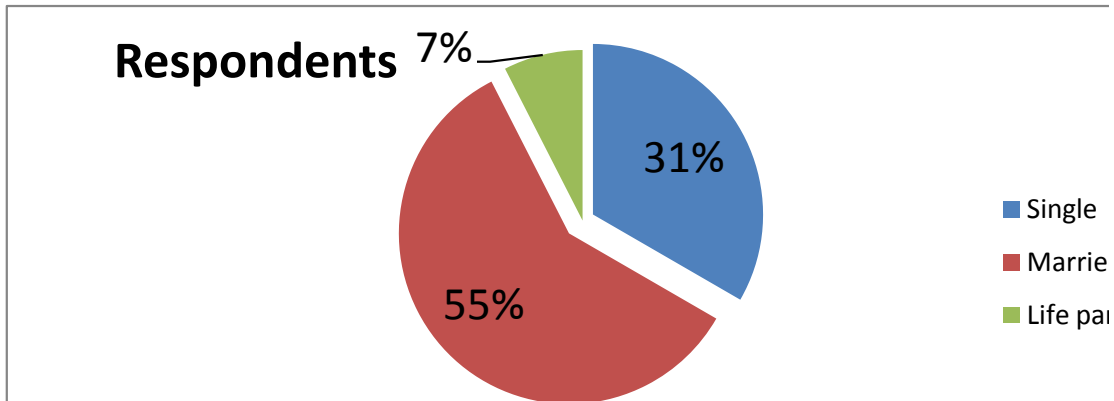
of knowledge was higher, as well as the availability of skills. College Diplomats recorded 32% of the total respondents. Only 9% of the total number of respondents had a High school qualification. This meant that the majority of employees at Fezile Dabi District Municipality were adequately qualified to meet the demands of the institution, and understand the need for performance related targets. The 9% of respondents only went up to grade 12 and were mostly occupying lower positions within the institution. This meant that this group relied more on proper implementation of performance management at workplace in order to gain more experience and knowledge, as well as accessing monetary incentives so as to boost their salaries.

Figure 4.7 Gender



According to Figure 4.7, the majority of participants in this survey were females. This reflection does not have any impact on the implementation of performance management at Fezile Dabi District Municipality. However, it indicated that more females contributed in the day to day operations at Fezile Dabi District Municipality. Another important factor about these statistics is that these females were in the range of 18-35 years. It is therefore an indication that they still have a longer time to spend and contribute positively in future operations of the municipality, thus they might, most of them might have a keen interest in the municipality’s performance management framework, for future prospects.

Figure 4.8 Marital Status



The above figure indicates that most of the respondents, 55% of them, were married employees. This reflection might suggest that it is mostly this group of employees that might have a keen interest in the performance management of their institution. The 31% represented those employees who were still not married, and it reflected also that a majority of them might have an interest in the institution's performance management system and most of them were between the ages of 18-35.

Figure 4.9 Home Language

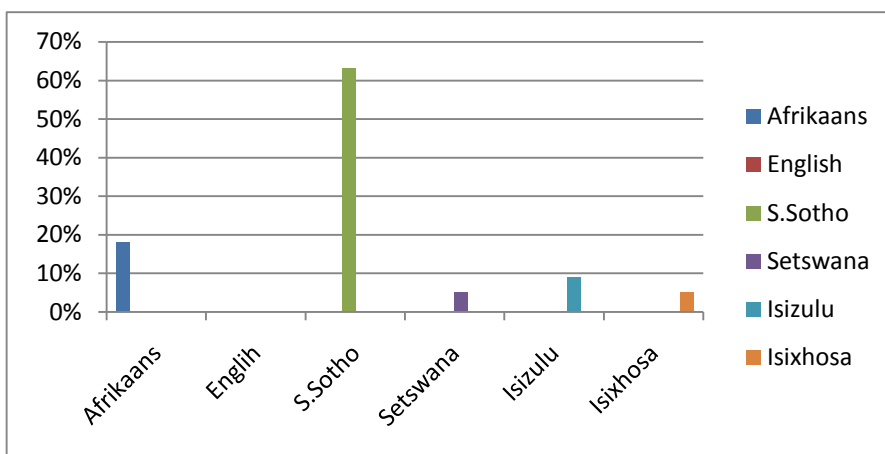
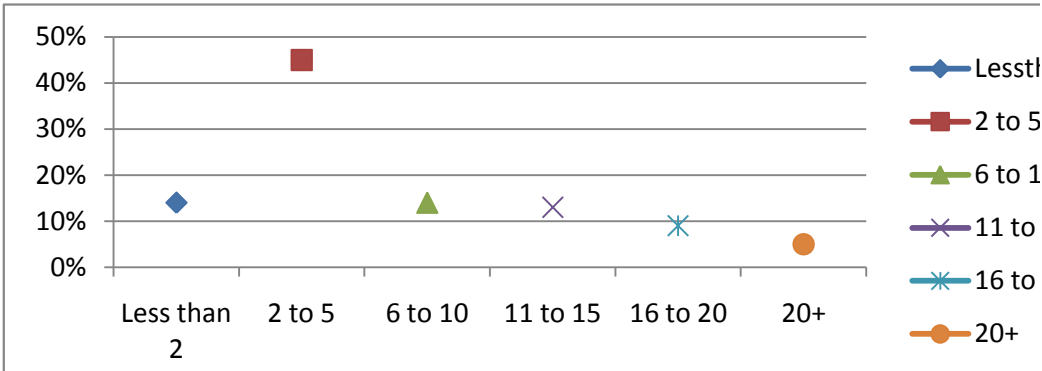


Figure 4.9 above clearly reflects that the majority of Fezile Dabi District Municipality's residents are Southern Sotho speakers at 63%, followed by Afrikaans speakers at 18%. These are two ethnic groups whose languages are dominantly prevalent in the area of Fezile Dabi District Municipality. This reflection does not necessarily have any significant link to performance management. It actually indicated that the majority of employees at Fezile Dabi District Municipality are Africans of Southern Sotho origin.

Figure 4.10 Years of Service

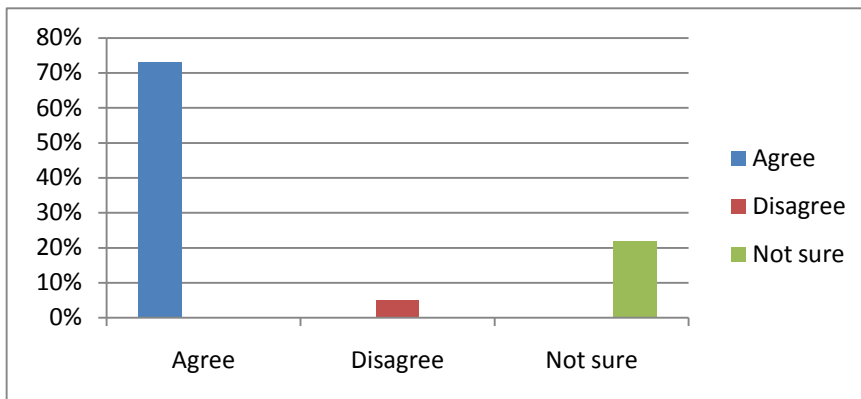


The above figure sought to establish the years of service of employees at Fezile Dabi District Municipality. The reflection was that those with less than 2 years of service translated to only 14%, 2 to 5 years of service had a significant higher percentage of 45%. 6 to 10 and 11-15 years of service were both on 14% and 13% respectively. 16 to 20 years of service translated to 9% with 20+ securing only 5%. The reflection was that the municipality was dominated by newly appointed employees, whose interest on performance management might be slightly higher because of individual's future prospects in their respective fields of specialization. It also indicated that the Fezile Dabi District Municipality has invested in younger individuals because most of them had recently qualified from institutions of higher learning. The difference between the most experienced employees and that of less experienced ones is slightly higher with only 10%. The results projected in the above figure also indicated an interesting

picture of how important the implementation of performance management at Fezile Dabi District Municipality could be.

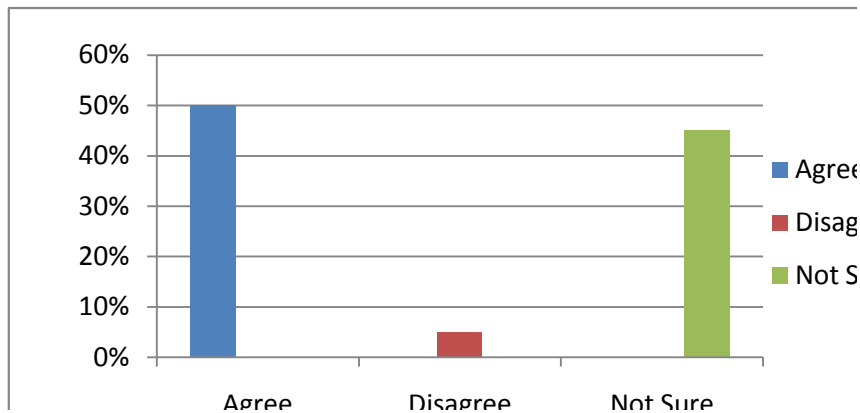
The next set of questions attempted to establish whether employees knew critical and important legislations governing performance management in local government. The figure below will indicate whether legislations, as promulgated by parliament are understood and implemented by institutions such as Fezile Dabi District Municipality and also whether individuals employed in government institutions take it upon themselves also to know legislations passed on their behalf.

Figure 4.11 Knowledge and understanding of Municipal Planning and Performance Management Framework



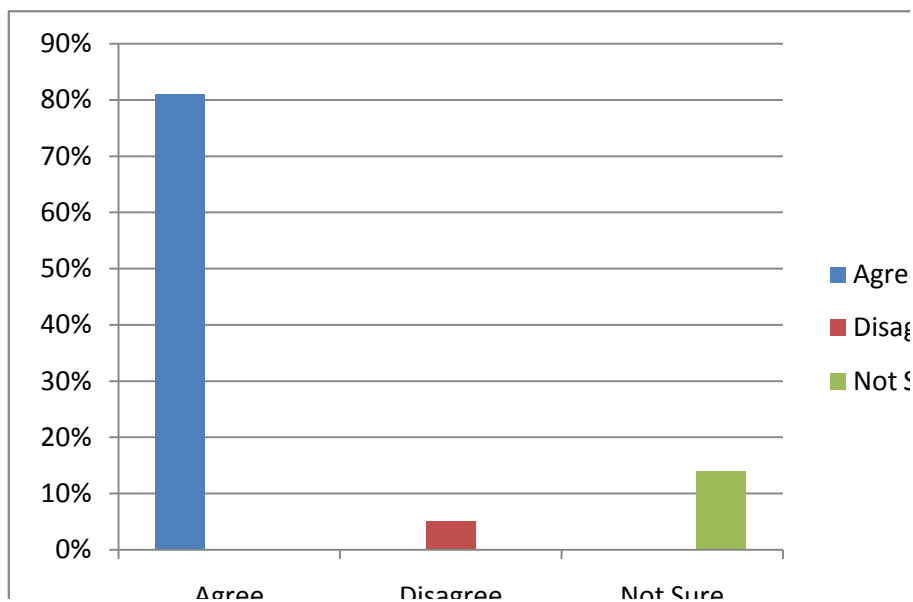
According to Figure 4.11, 73% of respondents not only agree that they know, but also understand the Municipal Planning and Performance Management Framework. 22% were not certain and only 5% disagree that they understand the Municipal Planning and Performance Management Framework. This is an indication that some employees participate in work related processes without detailed knowledge as to what informs them and what they are meant for. This might be because of ignorance from some employees. The other interesting factor about the above results, was that a majority of employees who indicated that they are not sure, are those with 2 to 5 years experience at Fezile Dabi District Municipality.

Figure 4.12 Knowledge and understanding of the White Paper on Human Resource Management for public Service 1997



The second question in section B, sought to establish whether respondents are familiar with the White Paper mentioned above which encapsulates all Human Resource areas including performance management for government employees. According to respondents, only 50% know and understand the White Paper referred to above. 5% do not have knowledge of the White Paper. 45% of respondents were not sure of the White Paper, which might have a serious bearing on the efforts by the municipality to effectively implement parts of the White Paper on performance management, because employees might not cooperate with the management because of lack of knowledge and understanding. With 50% of employees at Fezile Dabi District Municipality having knowledge and understanding of above mentioned White Paper, it is a positive indication that at least half of employees would assist in the implementation of performance management measures at the municipality.

Figure 4.13 Knowledge and understanding of Fezile Dabi District Performance Management Framework

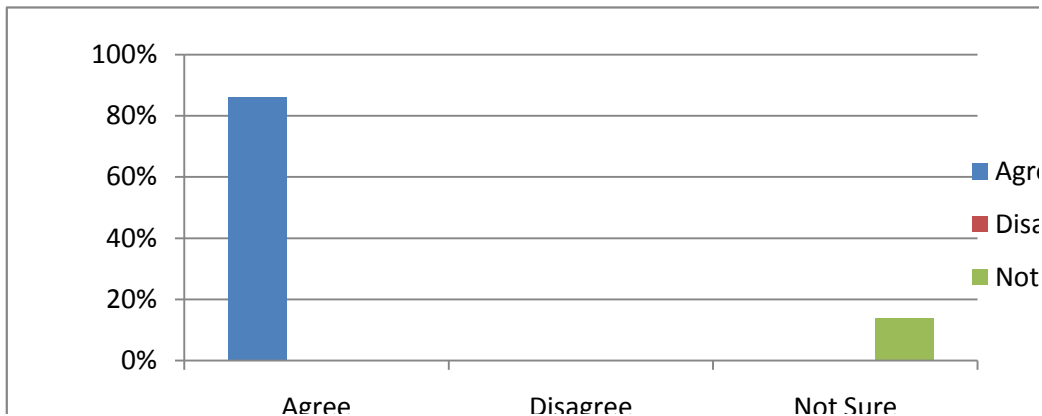


It is interesting to note that a majority of respondents at 81%, know and understand the District’s own crafted Performance Management Framework. With 5% indicating that they do not know the above mentioned policy framework and 14% appeared not to be sure as well. This is a disturbing factor if there are employees who are not conversant with a policy framework which was supposed to have been made known to them on their employment at the municipality or during the induction programme if it was conducted. This might also be as a result of ignorance on the part of employees or those might be employees who were not taken through induction programmes on their arrival at the municipality,

The figure below represented the level of knowledge, by employees, of the most critical piece of legislation at the municipality that deals mostly with conditions of employment at the Local Government sphere. It is indeed interesting to note that a majority of respondents at 86% were in agreement that they knew and understood the Municipal Systems Act 32 of 2000. 14% of respondents were not sure. This situation might be promoted by the ignorance on the part of employees because the percentage

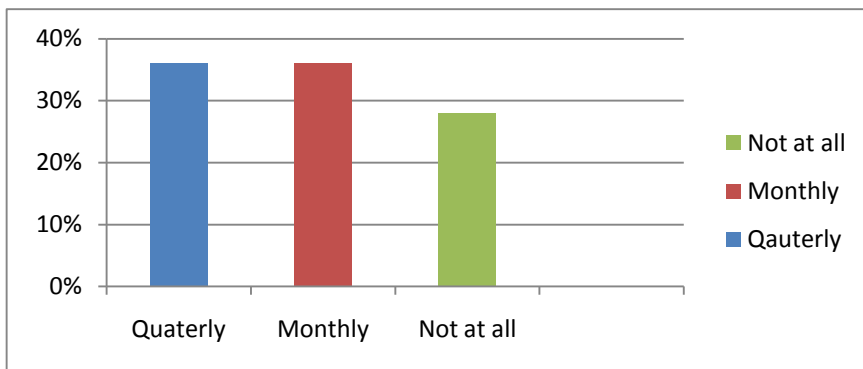
of employees that appeared not sure of these legislations governing Performance Management, kept on repeating itself.

Figure 4.14 Knowledge and understanding of the Municipal Systems Act 32 of 2000



The last section dealt with open questions directed to both management and the staff. The intention with these questions was to establish the level at which performance management is implemented at Fezile Dabi District Municipality. Also whether the staff was consistently involved and informed about their performance so that they are in a position to improve on their performance. The figure below will clearly reflect how the staff and management responded to questions posed to them:

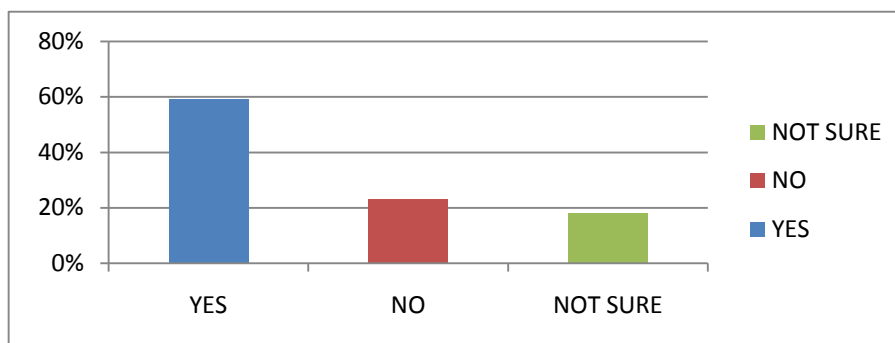
Figure 4.15 Open ended questions (How often do discussions between the staff and supervisors conducted on performance objectives)



According to the figure above, 36% of respondents agreed that there are discussions conducted on quarterly basis regarding individual's performance with respective supervisors, it be informally or formally. There is also a positive response of 36% of other respondents that at least, on monthly basis, discussions are conducted. It is also interesting to note that though a majority of employees confirmed that at least there are discussions conducted either on monthly or quarterly basis, there was quite a significant response of 28% of employees who registered a descending voice with regard to performance objectives discussions taking place at Fezile Dabi District Municipality.

The results above were quite a matter of concern, because if not all employees did not experience the same level of performance management implementation at Fezile Dabi District Municipality, that would have meant that there is indeed an inconsistent application of performance management measures at Fezile Dabi District Municipality. The other contributory factor to the results as reflected above, might be non-existence or poor implementation of monitoring systems by the entire municipality's management officials, a point that will be intensively elaborated upon in the next chapter.

Figure 4.16 Has the level of commitment among employees increased or decreased as a result of the implementation of performance measurements at Fezile Dabi District Municipality?

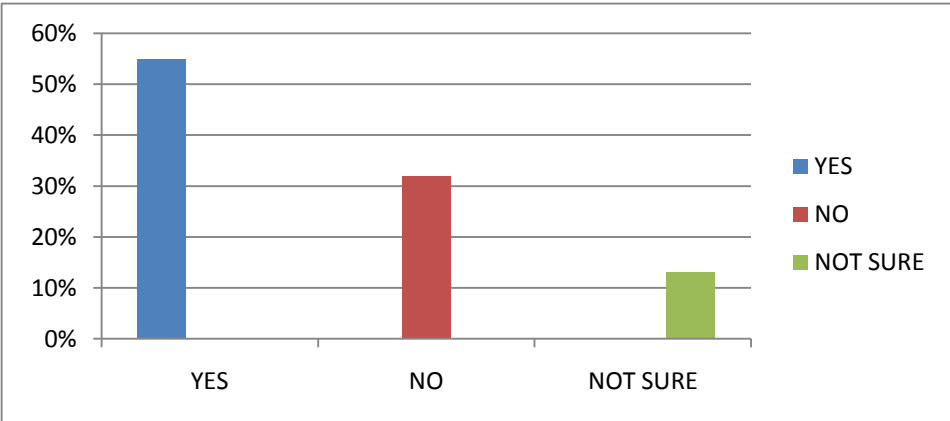


The above figure reflected respondents opinions regarding the implementation or non-implementation of performance management at Fezile Dabi District Municipality. According to the survey conducted, 59% of participants indicated that the level of

commitment of employees has increased as a result of implementation of performance management, with 23% indicating that the level of commitment has decreased. This result might be informed by the inconsistent application and monitoring of performance measurements across the municipality by supervisors such as conducting quarterly reviews with their respective departments. 18% of respondents were not sure whether the level of commitment has increased or decreased. This might be as a result of their levels at workplace that they cannot commit themselves.

The next figure 4.17, will attempt to establish whether performance feedback sessions were held between staff members and their respective supervisors during the performance cycle.

Figure 4.17 Performance Feedback sessions

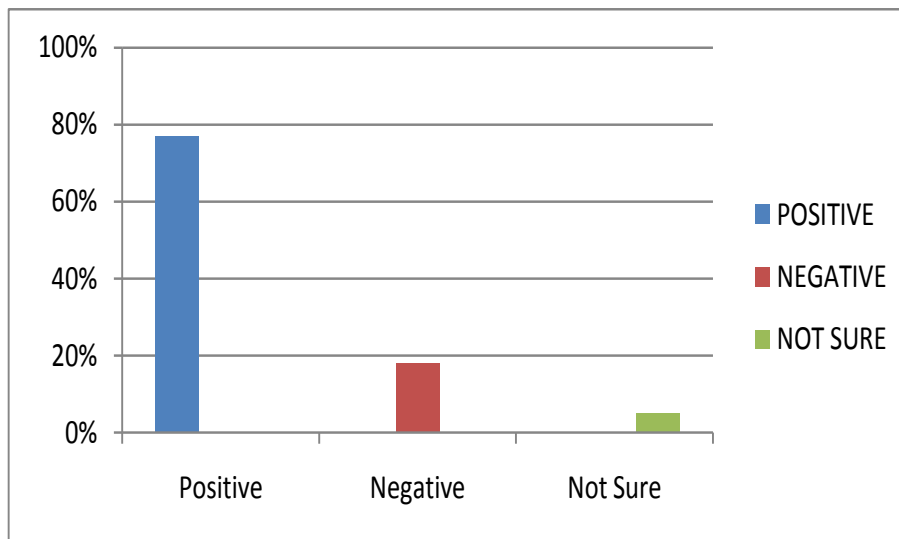


According to the above figure, 55% of respondents confirmed that performance feedback sessions were conducted on regular basis by respective supervisors. 32% were of the opinion that performance feedback sessions were not conducted on regular basis as prescribed in the Fezile Dabi District Municipality’s performance management framework. 13% indicated that they were not sure whether such a process on performance feedback was conducted and communicated to them due to the fact that many a time, certain performance management feedback sessions are informally conducted. This is indicative of the fact that there is gross negligence and

ignorance from the management to ensure that policies as legislated and agreed upon, are fully and effectively implemented.

The last question in this section intended to establish the employees' attitude towards their work as a result of implementation or non-implementation of performance management system at Fezile Dabi District Municipality. This question intended also to establish the level of awareness on the part of employees, with regard to positive or negative effects brought about by the implementation or poor implementation of performance management system at Fezile Dabi District Municipality.

Figure 4.18 Employees' attitude towards their work



77% of respondents interestingly indicated that there was positive attitude projected by employees towards their work as a result of the implementation of Performance Management Systems. This overwhelming positive response indicated the reason why the municipality received numerous awards as the best performing district municipality for the past few years. Where employees are happy and view their responsibilities at workplace positive, the level of achievement will mostly be higher.

Only 18% of employees indicated that the attitude of employees towards their work was negative. That might be as a result of those employees who had never been assessed by their supervisors. As a result, they did not find their work worthy. There

was still a consistent 5% of employees who were not sure of other employees' attitude towards their work. That further emphasised the fact that there appeared to be an inconsistent application of performance management system at the municipality or some of the employees continue to be ignorant of the situation at workplace and policies that are put in place for implementation, which is indeed a matter of concern.

The discussions that follow will specifically focus on the views of section 57 and non-section 57 managers with regard to performance management system at Fezile Dabi District Municipality. Questionnaires were distributed to 12 section 57 and non-section 57 managers. Only 5 were received back, three from Finance, one from Corporate Services Department, one from Communications Department and one from Health, Safety and Environment Department.

It was established during this survey that all heads of respective departments have knowledge and understanding of duties attached to their departments. Out of all those that returned questionnaires, only 40% of respondents indicated that they did have full knowledge of Fezile Dabi District Municipality's Performance Framework because these are legislations that were recently introduced, especially to middle management level. 60% of those that agreed to have knowledge of performance legislations at Fezile Dabi District Municipality, were respondents in directorship level of the municipality, because performance management systems were in the past revolving among senior management officials.

On the same note, the survey revealed that 100% of those that returned the questionnaires were directly involved in the formulation of Fezile Dabi District Municipality's Strategic Plan. This is indicative of the reason why the municipality continues to be adjudicated good in terms of annual external Audit results. The management is satisfactorily hands-on the management of systems such as performance management. This was anchored by the resounding positive response by all that participated on the fact that the District Performance Management Plan linked well with the District's Integrated Development Plan. There was general agreement

among the heads of sections that quarterly reviews were mostly conducted for section 57 managers and that it was recently introduced to lower level managers.

It was fascinating to note how effective implementation of performance management and measurement systems could result in higher productivity level at institutions similar to Fezile Dabi District Municipality. 100% of all section 57 and non-section 57 respondents overwhelming agreed that the high productivity level at Fezile Dabi District Municipality was a as a result of effective implementation of Performance Management appraisal systems, especially to section 57 managers.

4.6 CONCLUSION

The Fezile Dabi District Municipality cannot fully achieve its objectives through the Performance Management System, if there is still a portion of employees in the dark about the legislations, procedures and processes governing Performance Management System. This is evident of the fact that there was a consistent percentage of respondents across all questions, that registered a descending voice with regard to the manner in which Performance Management System is implemented at Fezile Dabi District Municipality. This chapter clearly indicated the research process taken and processes which were applied in the research. The data collected through questionnaires, was intensively interpreted and analysed. The next chapter will particularly focus on the findings of the empirical research, recommendations and a conclusion to the study.

CHAPTER FIVE

SUMMARY, FINDINGS, RECOMMENDATIONS AND CONCLUSIONS

5.1 INTRODUCTION

The study assessed performance management as a tool for enhancing policy implementation at Fezile Dabi District Municipality. This chapter therefore aims at summarizing the preceding chapters. The study has successfully demonstrated the fact that Fezile Dabi District Municipality has not adequately implemented the Performance Management System as a tool in enhancing policy implementation. The chapter will close with recommendations of the study and identification of future research studies necessitated by this research.

5.2 SUMMARY OF CHAPTERS

Chapter one

This is the introductory chapter wherein the core objectives of the study were outlined. The hypothesis for determining the research methods suited for the study was stated. The need for the research is also encapsulated in this chapter, informed by legislations enacted by Parliament in ensuring that all public institutions like Fezile Dabi District Municipality comply, for example, with Municipal Performance Regulations. Empirical research through the use of semi structured questionnaires was outlined to establish whether Fezile Dabi District Municipality implemented the Performance Management System in accordance with all Performance Management System Regulations.

Chapter Two

This chapter focused on the theoretical account of Performance Management and Public Policy. It further outlined key concepts pertaining to Performance Management and Public Policy such as performance planning, coaching, monitoring, measurement, review, evaluation as well as feedback. Public policy notions include inter alia; levels of Public Policy, Public Policy processes which include, policy agenda setting, policy orientation, adoption, monitoring, implementation, as well as policy assessment.

Chapter three

This chapter focused mainly on an overview of the actual implementation of Performance Management Systems at Fezile Dabi District Municipality. This process is informed, among others, by Fezile Dabi District Municipality's Performance Management Framework, which includes performance planning, performance execution, review and feedback as well as rewarding. The abovementioned performance management process, if fully implemented, will determine whether the municipality complies with the following legislations: Municipal Planning and Performance Management Regulation, Municipal Finance Management Act 56 of 2003, Municipal Systems Act 32 of 2000, as well as Fezile Dabi District Performance Annual Report

Chapter four

In this chapter, a comprehensive empirical research was conducted which mainly focused on data gathering and analyses. A well thought of questionnaire was used to gather the necessary data and got distributed to Fezile Dabi District Municipality's employees and management, in the following directorates: Finance, Corporate Support Services, Community Health and Environmental Services, Municipal Manager's department which includes: Performance Management, Communication and Risk and Internal Audit. The conclusions arrived at in this study were informed by 58% overall response received.

5.3 REALIZATION OF THE OBJECTIVES OF THE STUDY

The first objective of the study was to provide a theoretical account of Performance Management and Public Policy. This objective was achieved through a detailed study and definition of sources on the abovementioned concepts as analysed in chapter two of this research study.

The second objective was to provide analyses of strategies that support the implementation of Performance Management at Fezile Dabi District Municipality. This objective was achieved in chapter three through careful study of legislations

supporting the implementation of the Performance Management System as well as Performance Management Framework applicable to Fezile Dabi District Municipality.

The third objective of the study was to conduct empirical research into the successes and failures of the implementation of Performance Management at Fezile Dabi District Municipality. This objective was realized in chapter four through the formulation of a questionnaire made up of three sections and. The data collected was graphically analysed in chapter four.

The fourth objective was to provide recommendations to the municipality, after having analysed the implementation of performance management at Fezile Dabi District Municipality. This will be done in this chapter.

5.4 TESTING THE HYPOTHESIS

The prime objective of this study was to test the hypothesis as outlined in chapter one which stated that effective policy implementation depends on the successful implementation of the Performance Management System across all Fezile Dabi District Municipality's directorates, a practice the Fezile Dabi District Municipality has not successfully implemented. Through literature review and empirical research the hypothesis was tested and the findings as well as recommendations that will be stated in the end of this chapter will confirm or object the stated hypothesis.

5.5 FINDINGS

The graphical analyses results as projected in chapter four, present the extent to which Fezile Dabi District Municipality has not fully implemented Performance Management as a tool in enhancing Policy implementation. The Performance Management processes were investigated and brought about the following results:

- The Fezile Dabi District Municipality has a majority of employees that appear to know legislations governing Performance Management, but with limited understanding of such legislations.

- Performance feedback sessions are held for section 57 managers only and the rest of the employees including non-section 57 managers are left out.
- The reward system is only applicable to section 57 managers, that is, Municipal Manager and his/her Directors.
- A majority of section 57 and non-section 57 managers understand and know Performance Management, but this is not well translated and communicated to all other employees, especially the down line staff.
- 60% of employees at Fezile Dabi District Municipality are between the ages of 18-35 and that would increase an interest by most of them in Performance Management practices due to future prospects.
- Although there is an attempt by Fezile Dabi District Municipality to do well in assisting local municipalities to provide basic services to their respective communities, the Audit Committee that is expected to have assessed the performance of the municipality and its officials has not met as prescribed by Municipal Systems Act 32 of 2000.
- Though there is 55% of employees who confirmed that there are quarterly or monthly feedback sessions, these sessions appear not to be informed by Performance Management Systems as they are conducted on an ad hoc basis and involves certain officials instead of all officials at the municipality.
- 41% of employees reported that there is a definite decrease of commitment among employees due to inconsistent implementation of Performance Management System across the municipality
- The Performance Management section at the municipality is not well resourced in handling the challenges for effective implementation of Performance Management.

- Directorates do have the Performance Management Framework, but are not understood and known by the entire directorate.

5.6. RECOMMENDATIONS

As a result of this study, the following recommendations informed by the findings captured above were identified:

- The current Performance Management Framework be revised so that it is inclusive of all employees at Fezile Dabi District Municipality. Currently, focus is mainly placed on section 57 managers and the entire staff is being ignored, especially on critical issues such as feedback sessions.
- The Fezile Dabi District Municipality must facilitate thorough and transparent discussions on issues pertaining to Performance Management practices. At the moment, some of the employees are in the dark about Performance Management Systems at the municipality.
- Section 57 managers' key responsibilities and performance indicators be informed by the entire employees' performance indicators across their respective sections.
- In order to ensure that all employees give their maximum efforts in various directorates, the Fezile Dabi District Municipality, through the office of the Municipal Manager must organise all inclusive team-building activities to avoid a situation of having more and more officials developing a negative attitude towards their work as a result of the poor implementation of Performance Management System.
- Various directorates' Directors be held accountable if the process of Performance Feedback sessions has not been followed by all managers and supervisors across the municipality's directorates.

- It be made compulsory for all directorates and sub-directorates to conduct at least quarterly Performance Review sessions with all officials in respective directorates.
- The Fezile Dabi District Municipality must have, in its budget, a fund specifically aimed at addressing skills development issues the municipality is facing so that the Performance Management practices or systems are implemented with ease.
- The Audit Committee must meet on regular basis as required in legislations dealing with Performance Management. At the moment, there appears to be no evidence of such a structure to execute functions attached to it
- The Performance Management section must have more officials dealing with Performance Management at the municipality to ensure that there is effective and efficient performance measures. At the moment, there is one official dealing with Performance Management and this is indeed cumbersome for the municipality to ensure that performance objectives are achieved.
- The merit bonus system should be introduced at the end of the performance cycle as another means to motivate and appreciate the work done by officials during the performance cycle.

5.7 CONCLUSION

The Performance Management System is a vital system in ensuring that set targets, as per the Integrated Development Plan initiatives are achieved. It is important that all directorates at Fezile Dabi District Municipality take the issue of Performance Management seriously, if the municipality is to achieve the set objectives within the set period. All constitutional structures such as the Audit Committee must be utilised to the fullest, failing which, the municipality might be seen as not being transparent in its operations as far as Performance Management is concerned. The reward system that

is currently targeting section 57 managers be reviewed to accommodate all employees at Fezile Dabi District Municipality.

The hypothesis and all objectives of this study have been realized. The findings and recommendations as captured above, will necessitate further research in: Organisational Leadership, Human Resource Management and Quality Control System.

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APPENDICES

Annexure A Survey Questionnaire

Performance Management as a tool for enhancing Policy Implementation at Fezile Dabi District Municipality

SECTION A: DEMOGRAPHIC INFORMATION (To be completed by all participants)

N.B Please select one option in all cases

1. Population group

African

Coloured

Indian

White

Other (Kindly specify)

2. Age

18-35

36-50

50+

3. Education

Primary School

High School

College Diploma

University

4. Gender

Female

Male

5. Current Marital Status

Single

Married

Life Partner

6. Home Language

Afrikaans

English

Isixhosa

Isizulu

Sepedi

S.Sotho

Setswana

Shangaan

Tshivenda

Other (kindly specify)

7. Years of Service

Less than 2

2 to 5

6 to 10

11 to 15

16 to 20

20 and above

SECTION B: Knowledge of Legislations governing Performance Management in the Local Government

I know and understand Municipal Planning and Performance Management Framework.

Agree

Disagree

Not sure

If not, kindly furnish reasons:

I know and understand the White Paper on Human Resource Management for the Public Service, 1997

Agree

Disagree

Not sure

If not, kindly furnish reasons:

I know and understand Fezile Dabi District Performance Management Policy

Agree

Disagree

Not sure

If not, kindly furnish reasons:

I know and understand the Municipal Systems Act

Agree

Disagree

Not sure

If not, kindly furnish reasons:

SECTION C: OPEN QUESTIONS (Sampled Group)

1. How often do you discuss your individual performance objectives with your supervisor, informally or formally

Quarterly	Monthly	Not at all	Comments
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2. In your opinion, has the level of commitment increased/decreased among employees as a result of the implementation or non-implementation of performance management at Fezile Dabi District Municipality

Yes	No	Not sure	Comments
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3. Has the performance feedback if any, been conducted and communicated with you on regular basis by your supervisor?

Yes	No	Not sure	Comments
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4. How do you view Fezile Dabi District Municipality's employees' attitude towards their work?

Positive	Negative	Not sure	Comments
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My sincere appreciations are extended to all those that took part in this research. Your participation will undoubtedly add value to the entire Municipality. Thank you.

Annexure B

Research Questionnaire (for Section 57 and Non-section 57 Managers)

The research is aimed at satisfying the requirements for a qualification (Masters Degree in Development and Management) and participation in this research is purely voluntary. The information gathered in this research will be treated with the confidentiality it deserves.

1. Name of your Department or Section	
2. How many employees report to you?	
3. What are the main duties attached to your Department or Section?	

N.B. Kindly select the option best known to you by cycling one of the alternatives given.

1. I have knowledge of the Fezile Dabi District Municipality's Performance Framework and other performance related regulations.

Strongly agree

Strongly disagree

If not, kindly furnish reasons:

2. I have been involved in the formulation of the District strategic Plan for the current financial year?

Strongly agree

Strongly disagree

If not, kindly furnish reasons:

3. The District Performance Management Plan links directly with the District's Integrated Development Plan.

Strongly agree

Strongly disagree

If not, kindly furnish reasons:

4. Quarterly Review sessions are held and closely monitored by the District Management Team and the Audit Committee

Strongly agree

Strongly disagree

If not, kindly furnish reasons:

5. Performance management appraisal leads to high productivity at Fezile Dabi District Municipality

Strongly disagree

Strongly disagree

If not, kindly furnish reasons:

Thank you for having taken your time in completing this survey questionnaire. It was indeed a value adding sacrifice.