

**An Exploration of Management Perception of Performance Management Systems at the  
Ray Nkonyeni Local Municipality**

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## **ABSTRACT**

The aim of this study was to explore management perception of performance management systems at the Ray Nkonyeni Local Municipality (RNM). In this regard, this was to recommend strategies that can help to improve performance management system (PMS) for the ultimate benefit of the organisation, its employees and residents. This research was motivated by the need to explore how management perceive performance management system as a tool that influences service delivery at RNM.

A qualitative research methodology was used in this study. Purposive sampling was adopted to select a sample of eight (8) managerial employees out of a target population of eighteen (18) to participate in the research. Semi-structured interviews with these managers were used to collect data. Data was transcribed and analysed using thematic data analysis technique. The major finding of the research reveal that there is a positive perception among Heads of Department (HoDs), managers and the Municipal Manager of RNM pertaining to the effectiveness of PMS in enhancing service delivery. It is perceived that the PMS has resulted in setting performance objectives and targets that are closely connected with the delivery of services to the municipality's residents in line with Integrated Development Plan (IDP) and Service Delivery and Budget Implementation Plan (SDBIP). Furthermore, annual and quarterly review of performance; measurement and verification of performance; feedback; and remedial action were perceived as positive aspects of the PMS at RNM. Failure to take qualitative aspects of performance measurement as well as disregard for the importance of self-employee evaluation and peer review performance evaluation were perceived as negative aspects of the PMS. Furthermore, PMS was also not cascaded to operational employees. In the light of the above, the study makes three key recommendations, namely the (1) incorporation of qualitative aspects into the PMS, (2) extending the PMS to include the evaluation of performance by operational employee, and (3) inclusion of employee self-evaluation and peer review performance evaluation to strengthen the effectiveness of the existing PMS at RNM.

## **GLOSSARY**

CoGTA	Cooperative Governance and Traditional Affairs
HoDs	Head of Departments
IDP	Integrated Development Plan
KPI	Key Performance Indicators
KZN	KwaZulu-Natal
MM	Municipal Manager
PMS	Performance Management System
RNM	Ray Nkonyeni Municipality
SDBIP	Service Delivery and Budget Implementation Plan

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## **CHAPTER ONE: INTRODUCTION OF THE STUDY**

### **1.1 Introduction**

The aim of this introductory chapter is to provide an introduction to the entire study. In this respect, the chapter gives the background, motivation and focus of the study. Thereafter, the chapter discusses the research problem before presenting the aim, objectives and research questions. The chapter further provides the significance, limitations and delimitations of the study. This chapter wraps up with a summary.

### **1.2 Background of the Study**

In South Africa, performance of a municipality at a strategic level is managed in terms of the Integrated Development Plan (IDP), which is the principal strategic planning instrument that guides and informs all planning, budgeting, management and decision making process in a municipality (Municipal, Act, Planning, & Planning, 2001). In this regard, the primary activity of a municipality is to implement, monitor, and review objectives in the IDP using the Performance Management System (Co-operative Governance and Traditional Affairs, 2015).

The development of the local government in South Africa requires municipalities to work together with local communities to find sustainable ways of meeting the community's needs and refining their quality of life (South Africa, 2006:6). This may be done through Mayors/Executives Mayors in the form of service delivery achievements communicated via community gatherings called (Izimbizo) where the IDP is also reviewed. (Municipality. Drakenstein, 2013-2018). In this way responsibility can be certified, because citizens are able to voice their concerns and opinions concerning service delivery during these gatherings.

It is noteworthy that the municipal council is entrusted with the political oversight of the municipality's function, planning process and the approval of budgets to meet municipal objectives (Municipality, Drakenstein, 2013-2018). The municipal council is confined by the Constitution to give priority to the basic needs of the community by promoting social economic development of the community.

The White Paper on Local Government (1998) puts forward that in order to realize the vision, goals and objectives of the new democracy, an array of institutional and political interventions by government were required which included PMS in the local municipalities such as Ray Nkonyeni Local Municipality (RNM) (Republic of South Africa,1998b).

RNM is the context of this particular study which focuses on management perceptions of PMS. This local municipality is one of the five in the Ugu District which lies in the South Coast of Kwazulu-Natal and well known for its tourist friendly environment Local innovation networking dynamics: evidence from South African Government 2017. As such, service delivery is a necessity, not just for the locals but also for tourists. RNM prides itself with blue flag beaches that attract holidaymakers. The municipality, partnered with the Department of Public Works to employ general workers for a program that focuses on skills development called Expanded Public Works Program (EPWP) on a contract basis, to help keep the coast clean and in a safe and healthy condition for its residents and visitors ([www.rnm.gov.za](http://www.rnm.gov.za)).

It is noteworthy that RNM has not been able to meet the set targets for service delivery. For example, RNM achieved 84% of its set targets in terms of the service delivery key performance areas (KPA) in the financial year of 2016/17(RNM Annual Performance Report, 2016-2017). The 16%, which had not been achieved related to provision of Human Settlements, electricity and roads rehabilitation. In terms of human settlements the failure to complete houses has resulted in delays for beneficiaries awaiting the houses to be handed over. This is leading to more illegal dwellings being constructed as municipal housing projects are delayed (RNM Annual Performance Report, 2016-2017). In terms of electricity connections there were 216 households that were not connected to electricity in a timely manner in RNM (RNM Annual Performance Report, 2016). Curry and Sinclair (2002) state that service quality is determined by the disparity between the expectations of the community and their perceptions of the service actually delivered to them. The quality of services provided by organizations can make the difference between success and failure.

RNM has 1200 employees but only 22 employees are in senior management and on performance management system. In light of the local government changes initiated by The White Paper on

Local Government (1998), RNM drew up a framework as per the Municipal Planning and Performance Management Regulation which outlined how the municipality's cycle and processes of performance planning, monitoring, measurement, review, reporting and improvement will be conducted, organised and managed (HCM Performance Management Framework, 2009).

Prior to 2009, RNM was using a manual performance appraisal system where an appraisal document was sent to an employee's supervisor with a few basic questions to rate their performance, which was assessed in the anniversary month of the employee's employment (HCM Performance Management Framework, 2009). This system was seen as merely being a paper exercise due to its tedious process, which entailed the document physically being delivered to an employee's supervisor via a messenger system. In many cases documents were lost, and in the majority of instances the employees ended up receiving an automatic incremental increase. An employee had to complete a year of service in order to receive such an increase. The system was also not designed to cater for career development. This in effect meant that the system was not aligned to the outcomes of the municipality (HCM Performance Management Framework, 2009). In 2009, a Performance Management System was introduced into the RNM that was linked to the municipality's vision and objectives, which was ultimately aligned to the Integrated Development Plan (IDP) for local government (HCM Performance Management Framework, 2009). The system has been in use for the past eight years. There is no clear understanding of what the system aims to achieve and whether it has had any impact on improving service delivery within the municipality.

It is paramount to underscore that performance management is viewed as a tool that enable the implementation of an organisation's strategy (Hough, 2011). Thus performance measurement is central to the achievement of an organisation's strategic objectives (Kaplan & Norton, 2001). For PMS to be successful, it should be tied to rewards and be cascaded to individual performance (Schaap, 2006).

### **1.3 Motivation for the Study**

According to the results of the Business Retention and Expansion study undertaken by the iLembe Chamber of Commerce, Tourism and Industry (ICCTI) (2012), many industries in the

RNM area have relocated elsewhere due to unreliable services provision and high cost of transacting business. This has resulted in local economic setbacks which further contribute to the triple challenge (iLembe Chamber of Commerce, Tourism and Industry, 2012). Municipalities in the RSA are competing to gain recognition as a viable institution in order to obtain investment from local and global arena, thus making the level of competition significantly high (Madumo, 2015). In this regard, local municipalities must develop their institutional capacity and capability to lever competitive advantage. A study by Radebe (2015) on managers' perceptions on performance appraisal systems in South African local municipalities concluded that managers believed that the performance management system was not properly implemented and there were not mutual setting of performance criteria and objectives. Furthermore, Radebe also noted that performance management systems were not linked with human resource planning and promotion. However, there is little that is known regarding the PMS at RNM since its introduction in 2009.

#### **1.4 Focus of the Study**

The focus of the study is on managerial perceptions (e.g. Head of Departments -HoDs), managers and the Municipal Manager (MM) of the current performance management system and how it influenced service delivery at RNM. Service delivery in South African municipalities is mostly in the spotlight for being poor. Effective management of performance is necessary if public service delivery is to meet the public's expectations and priorities.

#### **1.5 Problem Statement**

Municipalities exist to improve the welfare of local communities they service as stipulated in the South African 1996 Constitution (Moletsane, de Klerk & Bevan-Dye, 2014). It is further argued that communities feel that municipalities are not doing enough to provide effective and efficient service delivery (Moletsane, et al., 2014). This brings about the need for well-functioning and more inclusive performance management systems in local authorities. For any organisation including a local municipality to increase productivity and excel in service delivery, every employee should be motivated to perform effectively and have high morale in their area of responsibility to positively influence institutional level results (Roos, 2005). However in local municipalities in South Africa, performance management systems are selective as it only

evaluates performance of few people, mostly those in management (Kloot & Martin, 2000). To be specific, performance evaluation is only restricted to the Municipal Manager (MM) and the Head of Departments (HoD's) as per the Municipal Systems Act No.32 of 2000. It is in this way that Performance Agreement and Performance Plan are part of performance management system in local municipalities and excludes low-level employees. Fundamentally, this raises questions to the effectiveness of performance management which is selective such that it may not form a comprehensive and holistic basis of assessing performance of a particular department or the entire local municipality. A study of managers' perception of performance appraisal system in Gauteng conducted by Radebe (2015) reveal that lack of communication; trust and support between the appraiser and appraisee have a negative impact on the implementation of the performance appraisal system. Clearly, this study reflects the variety of challenges which local municipalities have to address if they are to have effective performance management systems which are meaningful and helpful to improve service delivery.

RNM has seen an increase in service delivery protests amongst the community which resulted in the damage to municipal property and infrastructure such as community halls as well as creating a disturbance to the general public (South Coast Herald, 2016). For example, the Murchison community shut down the N2 road in 2016, burning tires and hitting cars due to unfulfilled promises of electricity connections as the municipality could not complete the project on time (RNM Draft Annual Performance Report, 2016-2017). As a result of this, 216 household did not get electricity connection (RNM Annual Performance Report, 2016-2017). Furthermore, the service delivery protests in RNM have also led to damage to water supply, disruptions of sewerage collection and disposal, but also poor refuse removal (Boshoff & Mazibuko, 2008). In the light of this protest, it has become essential for the municipality to look at ways to improve employee performance so that service delivery improves. The most appropriate way to do so is to measure performance of its employees through a performance management system.

Since the introduction of PMS in 2009 at RNM, no research has been conducted to explore how performance of employees is actually managed, but also how this affects service that is delivered. To put it in other words, it is not yet known how PMS has been helpful or not in realising the vision of RNM. The vision of RNM states that – “By 2036 Ray Nkonyeni will be a prime tourist-friendly; economically diversified and smart Municipality with equitable access to opportunities and services in a safe and healthy environment” (eHowzit South Coast, 2017).

## **1.6 Purpose of the Study**

This qualitative study seeks to explore how HoDs, managers and the MM perceive the performance management system as a tool that allows them to influence (positively/negatively) the delivery of service since its implementation almost a decade ago.

## **1.7 Objectives of the Study**

The aim of the study is to explore managerial perceptions (HoDs and Managers) of performance management system and how this system influenced service delivery at RNM. To achieve this aim the following objectives were pursued:

- 1.7.1 To explore how management at RNM perceive performance management system as a tool for service delivery.
- 1.7.2 To explore the procedures and mechanisms employed by RNM to monitor and evaluate performance management systems at RNM
- 1.7.3 To investigate aspects of the performance management systems which positively or negatively affected the delivery of service at RNM.
- 1.7.4 To recommend ways for improving PMS at RNM in order to improve service delivery.

## **1.8 Research Questions**

In pursuit of the above objectives, this qualitative study sought to answer the following specific research questions.

- How do HoDs, managers and the Municipal Manager of RNM perceive the performance management system as a tool regarding service delivery?
- Which procedures and mechanisms are employed by RNM to monitor and evaluate performance management systems at RNM?
- Which aspects of the existing performance management system (positively or negatively) affect the way service is delivered at RNM?
- How would you recommend ways to improve service delivery at RNM through PMS?

## **1.9 Delimitations of the Study**

The current study is delimited to the perceptions of management staff such as HoDs and Managers regarding performance management system. In other words, the study deliberately excludes lower-level employees in the municipality as their performance is not yet managed through the PMS in South Africa. The managers at RNM have been exposed to the PMS and are thus in the best position to express their perceptions but also recommendations. It is by intention that this study has not included the perceptions of lower-level employees and also council members in a municipality although they are key stakeholders in municipal performance. Ideally it would have been valuable to obtain the views of both management and employees as this would provide a perspective from two different angles.

## **1.10 Structure of the Study**

Chapter 1 of this study serves as the introduction to the research. It provides the background and context of the study. This chapter also focuses on the purpose of the research, objectives of the study, the research problem, research questions and limitation of this particular research.

Chapter 2 reviews literature on performance management. It focuses on the history and meaning of performance management before discussing the process of performance management. Thereafter, this chapter examines performance management planning, and performance management system in relation to service delivery. Previous research on performance management in South Africa is also discussed in this chapter.

Chapter 3 concerns itself with the research methodology used in the study. It focuses on the research design and methodology, as well as techniques applied to gather data through interviews.

Chapter 4 presents results of the empirical study. This chapter presents theme which depict results regarding managerial perceptions of PM in relation to service delivery.

Chapter 5 discusses findings of this study in relation to two aspects. First, literature and theories discussed in chapter 2. Second, in relation with results from studies by other researchers within and beyond South African

Chapter 6 draws conclusions based on the discussions presented in the previous chapters, and also provides necessary recommendations to address problems that were identified. Areas for further research are also included in this chapter.

### **1.11 Summary**

This chapter has focused on the background to this study. In this regard, the study has discussed not only the purpose but also the research problem. This chapter has also clarified the research questions and objectives of this study. Delimitation of the study is also provided. Lastly, an outline of all the chapters in this dissertation are provided in this chapter. The next chapter reviews literature on performance management, in order to clarify the theory, and to obtain views from scholars on the implementation of performance-management systems.

## **CHAPTER 2: LITERATURE REVIEW**

### **2.1 Introduction**

The aim of this chapter is to provide a critical review of existing literature in the area of performance management systems within the public sector. To achieve the above aim, the chapter has three sections. The first section focuses on the definition of performance, performance management and stages in performance management process. Thereafter, the chapter dwells on how Performance Management (PM) is a tool for managing performance particularly in service delivery but also challenges encountered in implementing this tool.

The last section addresses previous studies on performance management in South Africa. A chapter summary is provided at the end of the chapter.

### **2.2 Historical origin and Concept of Performance management**

Performance management dates back to the 21st century, during World War One, when the “Man-to-Man” rating system or Merit Rating System (MRS) was used to evaluate military personnel (Toppo, 2012). It was then adopted into the business field where performance was measured in terms of Performance Appraisal Systems (PASs). PASs were used to measure the annual performance of employees to determine the employee’s salary increase or performance bonus (Toppo & Prusty, 2012). Performance is a concept which has been defined in very different ways. For example, Van Dooren, Wouter and Bouckaert, Geert and Halligan, John (2015) provide two distinct areas of focus for performance to occur. Firstly, performance is about the quality of the actions, and not as much about quality of the achievements. To cement this view, the quality of the actions makes performance either a good result or sustainable result (Dubnick, 2005; Van Dooren et al., 2015). In this instance, “performance is conceptualized as competency or capacity” (Van Dooren et al., 2015: 3). Secondly, “performance is about the quality of the achievements and not as much as quality of the actions, performance equals results” (Van Dooren et al., 2015). Thus performance may be viewed from production or outcomes and as a tool to assist in achieving organizational goals and staff performance. It, therefore involves goal establishment, performance evaluation, employee development and reward. Bussin (2013) defined the objectives of performance management as follows:

- i. To align organizational and individual goals
- ii. To foster organization-wide commitment to a performance orientated culture,
- iii. To develop and manage the human resources needed to achieve organizational results,
- iv. To identify and address performance inefficiencies,
- v. To create a culture of accountability and focus on customer service,
- vi. To link rewards to performance.

### **2.3 Defining Performance Management**

Performance management is defined as an approach to management which harnesses the endeavors of individual managers and workers towards an organisation's strategic goals. Performance management defines goals and the outputs needed to achieve those goals, and gains the commitment of individuals or teams to achieve those outputs, and it monitors outcomes (Magoro, 2016). Butler (2011) defined performance management as a journey which measures the implementation of the organisation's strategy. It is also a management tool to plan, monitor, and measure, review and report on performance indicators to ensure efficiency and effectiveness. Performance management is part of the daily function and not a quarterly event which frustrates everyone. An effective performance management system (PMS) focuses on identifying, measuring, and dealing with employees' performance evaluations (Mathis, et al., 2017). Dessler (2016) defined performance management as a special goal-oriented and continuous way to appraise and manage employees' performance. It is the continuous process of identifying, measuring, and developing the performance of individuals and teams and aligning their performance with the organisation's goals (Dessler, 2016).

According to Bach and Edwards (2013) performance management encompasses the whole organisation and extends beyond setting individual objectives to include broader organisational priorities such as talent management. More importantly, performance management is a human resources management approach intended to raise productivity in organisations through a coordinated system of planning employee performance, facilitating the attainment of goals and measuring performance (Matunhu & Matunhu, 2008). It is guided by principles of management

by agreement rather than management by command. Wilton (2016) suggest that performance management represents the range of human resources activities that enable, encourage, coordinate and support employees to achieve their objectives, monitor, measure and reward their achievements and fundamentally to contribute to the long-term success of an organisation. In this respect, Sebashe and Mtapuri (2011) argued that performance management seeks to get results from individuals and teams in an organisation within agreed norms; (i.e. – goals, objectives and standards).

In a slightly different vein, Renwick, Douglas and Redman, Tom and Maguire and Stuart (2013) focuses at the system-level to define performance management as systems and attitude which help organisations to plan, delegate and assess the operation of their services. In this system, performance management incorporates planning, employee goal setting, feedback, coaching, rewards, and individual development (DeSimone & Werner, 2012). This reveals that performance management focuses on an on-going process of performance improvement, rather than primarily emphasising an annual performance review. It is clear from the above definitions that performance management is an important process to ensure organisational focus and alignment on at the individual level and within a team or department. This forms the basis to establish accountability, for regular performance and development conversations and for achieving organisational and team targets. This is meaningful as organizational success depends on the performance of its people, regardless of the organisation's size, purpose, and other characteristics. Aguinis (2009); DeSimone; Werner (2012) and Wilton (2016) fully concurred that while performance management require formal performance reviews to ensure that the organization can achieve its key strategic objectives, Bussin (2013) is explicit that regular informal performance feedback, coaching and support are equally necessary

In this study, performance is defined as intentional behavior of government or management actors in a municipal setting (Van Dooren, Bouckaert & Halligan, 2015). Thus, performance may be viewed as an agenda driving intentional behavior (Van Dooren et al., 2015). For example, fiscal pressures and need for service delivery by the government is leading the politico-administrative systems to ensure performance is managed properly. In these systems, governments undertake to do more with fewer resources. As a consequence, spheres of the

government in South Africa have implemented performance management systems to ensure effective and efficient service delivery.

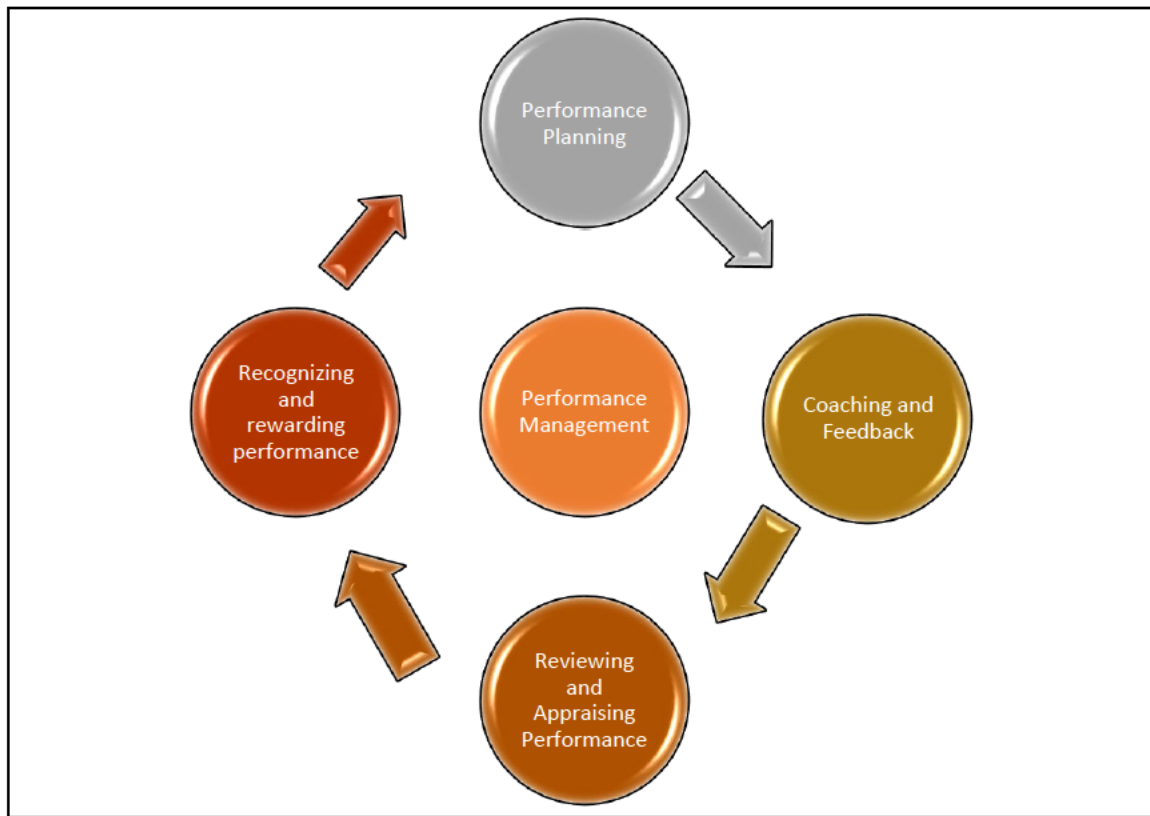
In Anglo-Saxon world, most governments have developed performance indicators to ensure governments and their wings deliver on their mandate. Van Dooren et al., (2015) notes that performance measurement systems are ongoing while evaluation is periodic.

Shifting away from the notion of a system, Michel (2012) defines performance management as the process of defining clear objectives and targets for individuals and teams, and the regular review of actual achievement and eventual rewarding for target achievement. It can be delineated that the definitions of performance management reviewed above seem to have three common aspects. Firstly, performance management is an approach that creates a shared vision of the purpose and aims of the organization, helping each individual employee understand and recognize their part in contributing to them and, in so doing, manage and enhance the performance of individuals and the organization (Van Dooren, and Bouckaert, and Halligan, 2015). Secondly, performance management is not only a systematic process with an aim of achieving a performance improvement, but also a culture that achieves the organization's goals (Pillay, 2015). This resonates with 'management by objective and performance appraisal (Drucker, 2012). Thirdly, performance management is about an 'agreed framework of planned goals, standards and competency requirements'.

In a nutshell, the term PM refers to the “continuous process of identifying, measuring, and developing the performance of individuals, and teams and aligning performance with the strategic goals of the organization”. This definition is used in this study for three reasons. First, it is because of its focus on continuous processes related to performance at RNM which are capable of enhancing or undermining achievement of performance to strategic priorities and goals stipulated in the IDP. Second, this definition is chosen as suitable for this study because it takes into account performance not just at the individual level, but also others such as team, department, and the entire organization. Lastly, the definition is also valuable as it focuses on the outcome of achieving organizational goals or target achievement.

## **2.4 The Process of Performance Management**

Performance management (PM) has become a popular management technique since the early 1980s, and it was widely implemented in organizations around the world. It is key to underline that performance management gained momentum from the turn of the twenty-first century as governments shifted their attention from rules and regulations to goal setting as a way of improving performance of government sectors (Hvidman & Anderson, 2013). Thus, performance management as a process focuses on three aspects (1) performance planning, (2) reviewing performance and (3) rewarding performance (Spangenberg & Theron, 2014). Performance management process is designed to involve communication between managers and employees, giving them a platform to report on organisational goals achieved on a quarterly, biannually or annually basis (Bussin, 2013). The State of Kansas (2008:2) asserts that a performance management process can be thought of as a continuous cycle focusing on planning performance, coaching, reviewing, and rewarding. These various elements of the performance management process are reflected in Figure 2.1.



**Figure 2. 1 Performance Management Process**

*Source: Adapted from State of Kansas Performance Management Process: A Resource Guide for Managers (2008:2)*

Next, the chapter discusses each of the stages in performance management process.

### **2.4.1 Performance Planning**

According to Graham (2013) performance planning has two components, namely formulating performance expectations and goals for individuals but also encouraging them to channel their efforts into achieving institutional objectives. It is important to highlight that performance planning relates to both individual and organisational levels. In a slightly different way, Spangenberg (2014) emphasises that performance planning comprises setting a mission, performance goals and plans, work related competencies and supportive behaviours. While Hartle (1995) focused on performance expectations, goals, and efforts to achieve institutional

level objectives, it is clear that Spangenberg (2014) also dwell on competences as well as supportive behaviour as part of performance planning.

Performance planning is the starting point for an employer and employee to begin the performance management process (Jiony, M. M., Tanakinjal, G. H., Gom, D., & Siganol, R. S. (2015). This view reflects how performance planning unfolds. To be precise, supervisor and subordinate together identify what the employee should be doing for the period being planned, how well the work should be done, why it needs to be done and other specifics such as level of authority and decision-making for the employee (Graham, 2012). Mindful of this common starting point, the main objective of performance planning is to clarify job tasks for individual employees and can be used as a forum to discuss general issues with all employees and where supervisors may want subordinates to understand that they are expected to refrain from (e.g. insulting behaviour towards their colleagues) but also sustain (e.g. to dress appropriately) (Jiony, et al., 2015).

More specifically, the process of developing a performance plan entails a meeting between supervisor and each subordinate. It is key to realise that sometimes group meetings can be used for specific project assignments followed by more detailed individual meetings (Umit & Patrizia, 2012). Supervisors may use different resource materials as a base for the development of a performance plan and some may use an institution plan, while others use formal job descriptions (Umit & Patrizia, 2012). Markos and Sandhya, 2014 states that the results of performance planning are:

- common understanding;
- the subordinate's plan for the year which will be used in the performance appraisal meeting at the end of the period being planned;
- the subordinate's development or training needs to do his/her job; and, lastly, a signed performance plan by the supervisor and the subordinate.

According to Keith (2012), it is not only the employer who is involved in performance planning, but also other stakeholders as well, would like to exercise an influence on the way each organization would perform. Municipalities operate in a very dynamic environment with a variety of stakeholders having interests and expectations on their performance. Municipalities are

thus, required to interact and communicate with all stakeholders, which are both internal and external. Internal stakeholders will include amongst others employees, council and organised labour, while external stakeholders may include community members, community organizations and other interested groups. In support of the above view, Carrel (2012) regard communication as the glue that binds various elements, coordinates activities, allows people to work together and produces results. It is at this stage wherein the institution's vision and mission is always taken into consideration. Institutional objectives and performance targets are outlined and incorporated into individual performance plans of employees (Umit & Patrizia, 2012).

It is evident from the above assertion that even in municipalities senior managers just like any other employee are supposed to be involved in performance planning. The above assertion clearly outlines that in the planning phase targets are set and agreed upon by the employee and the employer and those targets are aligned to the Integrated Development Plan (IDP) and the Service Delivery and Budget Implementation Plan (SDBIP), which is the strategic document guiding the development process of a municipality. The targets set will assist when assessments are done in order to determine as whether the employee performed as expected or there is outstanding or poor performance. It is even through the performance plans that are done at the planning stage that will assist to determine whether an employee qualifies for a reward in the form of a performance bonus as per the provisions of the municipality's Performance Management System Policy.

#### **2.4.2 Coaching and Feedback**

Coaching and feedback provides a platform for supervisors and subordinates to work together to prevent problems, deal with any problems that do occur, and revise job responsibilities (Umit & Patrizia, 2012). Monitoring performance and coaching play an important role, as managers can re-evaluate their priorities and efforts and employees can fully understand whether their performances are aligning to the agreed goals and performance levels (Bussin, 2013). In contrast, Umit and Patrizia, (2012) claim that ongoing performance communication can be conducted through short monthly or weekly status report meetings with each subordinate and regular group meetings in which every subordinate reports on the status of his or her projects and tasks.

Regular short written status reports from each subordinate, informal communication and specific communication are helpful when problems arise. Bussin (2013) was of the view that in better performance management systems, employees are responsible for monitoring their own performance and asking for help as needed. This promotes ownership of, and control over the process. Aguinis (2009) argued that the employee and manager are responsible for performance execution. It is recommended that the employee needs to be committed to goal achievement and should take a proactive role in seeking feedback from his/her supervisor.

#### **2.4.2.1 How Coaching is Conducted**

Effective coaching entails the building of a relationship that includes a degree of mutual trust and commitment (Jones, et al., 2016). Several authors (Kozlowski & DeShon, 2004; van der Locht, van Dam & Chiaburu, 2013) assert that the challenge in most organisations regarding coaching is that most managers and employees discuss performance progress towards the final reviews when it is too late to do so. This creates numerous challenges with regard to the performance management system. Performance conversation should take place on a regular basis to discuss obstacles and progress on performance. Coaching is a tool to assist managers and employees to reinforce what is being done well and to deal appropriately with performance obstacles. If coaching is done well it can be an important tool in motivating employees to achieve the goals of an organisation (DeSimone, & Werner, 2012). According to Bohlander and Snell (2013) coaching also plays a vital role in building a relationship between a manager and subordinate. Coaching is also an important tool for identifying poor performance rather than to wait until it is time for final reviews. Poor performance should be dealt with when it occurs, so performance management is an on-going process (FRO Performance Management Toolkit, 2012). Coaching is also a two way process, this should also be an opportunity for an employee to solicit ideas and suggestions for improving work processes. Providing feedback to employees should be done on a frequent basis in order to ensure that the employee understands what is expected of him or her in the workplace and in order to achieve the strategic objectives of an organisation. It is not only about giving a regular feedback to employee what also a matter most is the quality of feedback that is given to an employee. Unfortunately, most managers and employees discuss performance progress towards the end of final reviews.

#### **2.4.2.2 The Importance of Performance Feedback**

According to Jackson, Schuler, and Werner (2012) managing performance is a constant process interjected by formal performance measurements and formal feedback sessions intended to improve future performance. Jackson, Schuler, and Werner (2012) further argued that accepting and understanding the different attributions of supervisors and employees is the first step in providing feedback effectively. To be more effective, managers should be well prepared, and feedback should be given more regularly. A more favourable feedback environment leads to higher levels of commitment and organisational citizenship behaviours (Mensah & Seidu, 2012). Feedback is often provided to employees formally through performance appraisals (Schraeder & Jordan, 2009). Gully and Philips (2014) fully concurred that giving negative feedback is something many people find uncomfortable. Positive feedback is easier to provide and to accept. Feedback must be impersonal and objective is to have the desired effect of motivating the employee (Philips & Gully, 2014). Smith, Thorpe, and Jackson, (2015) argued that supervisors and managers need to approach the feedback session in a more open, problem-solving way. According to Gully and Philips (2014) there are five principles for providing effective feedback: (1) focus on specific behaviour or performance rather than what you think feedback indicates about the individual (for example, employee's integrity, character, etc.); (2) be supportive and provide feedback that surrounds the person's performance relative to his or her goals, past performance, or improvement rate and minimise comparisons to others; (3) be specific in describing the desired behaviour or performance. 4. Jointly set specific, relevant goals; and (5) provide limited, focused information and data to avoid overwhelming the employee. In summary, the effective feedback mentioned by Gully and Phillips (2014) builds constructive relationship between the manager and employees while at the same time it ensures that the obstacles on the employee's performance are addressed. Gully and Philips (2014) further argued that performance feedback can also be obtained from one or many sources (e.g. multi-source assessment or sometimes called 360-degree assessment, which involves the employee's supervisor as well as other sources that are familiar with an employee's job performance). The other sources that are familiar with an employee's performance may include customers, peers, subordinate and anyone aware of the employee's performance in a relevant area Gully and Philips (2014). According to Matlala (2011) performance management is often misconstrued as a tedious once off process which is only associated with performance rewards towards the end of each financial year and as a result it is not considered as a critical management function that is

aimed at inculcating a performance driven results oriented culture that encourages and rewards excellent performance.

### **2.4.3 Reviewing Performance**

According to Armstrong & Baron (2014) a performance review is an analysis of an employee's work habits undertaken at a fixed point in time to determine the degree to which stated objectives and expectations have been reached. In the views of Anupama (2012), a standardised, quantified, and automated employee review process is an essential way to track employee progress and maximize productivity in the workplace. Regular evaluations help ensure recognition for high performing workers (Agarwala, 2014). Evaluations also help managers deal with low performers by providing a clear record of all efforts made to avoid termination and to recommend a personal development program. According to Nel (2011), discussions can take two perspectives: the rational perspective and the political perspective. The rational perspective is one that assumes that the value of each worker's performance can be estimated. On the other hand political perspective is one that assumes that each worker's performance depends on the agenda or goals of the supervisor. An employee's performance is also affected by two types of judgement: absolute judgement and relative judgement. Absolute judgement is where an employee is assessed solely on performance standards. Relative judgement is where the employee's performance is compared to other employees doing the same job. According to Capko, (2012) the primary goals of a performance evaluation system are to provide an equitable measurement of an employee's contribution to the workforce, produce accurate appraisal documentation to protect both the employee and employer, and obtain a high level of quality and quantity in the work produced. A performance review encompasses developing an evaluation form, identifying performance measures, setting guidelines for feedback, creating further avenues for training & development and further improvement. (Capko, 2012:1). The process of performance verification and documentation is essential to ensure that there is an accurate and credible measurement of progress towards achieving organizational objectives, thereby creating goodwill between appraiser and appraise. In a performance review the manager and the subordinate provides an overall assessment of how work has gone over the previous period under review , identifies goals that have been met and those where additional effort may be required;

determines whether one's job description and competencies accurately reflect the reality of the position, and make updates as necessary (Agarwala, 2014). The performance review process further identifies performance, achievement and/or development goals for the upcoming duration; and gather input before the review is finalized. Sometimes an employee's performance will not be consistent with the requirements of the position. If this happens, normal coaching, counselling and/or training is recommended and implemented to bring performance to an acceptable level (Agarwala, 2014). According to Webb, (2013:1) staff performance reviews help management to recognise and value team members, clarify their roles and help identify training and development needs so as to help staff plan their career development. The review processes are used to evaluate performance and behavioural issues and to identify steps to be taken to address them. Performance reviews helps to address inferior performance and reward effectiveness. It can therefore be argued that a performance review process has several advantages that help to create an effective workforce. Firstly a manager gives feedback to an employee at the end of the review process (Kleiman, 2015). Management experts contend that feedback is a great motivator for employee success. If the feedback is positive the employee will be motivate to perform much better, conversely if the feedback is negative and is given without exhibiting bias, an employee will be motivated to do more to raise his/her performance to an acceptable level (Kleiman, 2015). The reward that is awarded for acceptable or outstanding performance after a performance review help to further motivate employees.

Kleiman (2015:70) posited that managers should provide their subordinates with the opportunity to self-evaluate. Kleiman (2015) explained that self-evaluation includes an employee assigning himself or herself scores on each key performance area and or performance objective in a manner that mimics the actual performance appraisal. If done properly and honestly it will help both appraise and appraiser to reach an amicable understanding and an objective performance score.

Performance measurement should not only be done by management. A recent trend in the performance evaluation system has seen managers attaching greater importance to peer review evaluations, whereby peers are being made to evaluate each other (Pasha & Edwards, 2013). Pasha and Edwards (2013:39) further pointed out that peer review evaluation involves subordinates providing performance scores and feedback to each other before final evaluations

are done. Kleiman (2015:69) pointed out that peer review evaluation has its own advantage in that it helps prepare the employee for the actual evaluations and help act as a pointer to what the final evaluation scores might be.

Feedback to the employee here is more specific but the disadvantage is that a group of employees could receive the same rating if a supervisor is reluctant to differentiate. There could also be the problem of different evaluators having different evaluation standards, which could be a cause for conflict.

#### **2.4.3.1 Performance Appraisals**

Different people used the term performance evaluation and performance appraisals interchangeable to refer to staff performance evaluation or assessment at the end of the semester or annually. It is regarded as the pillar of performance management systems. Both the supervisors and managers evaluate an employee's performance by checking the employee's job performance and compare it with the set standards outlined in the performance agreement of the employee and the supervisor should provide feedback. Performance appraisal is one of the most important management functions and tools used by management to evaluate individual staff member's performance to determine whether they have achieved their individuals or organizational goals (Grobler, et al., 2013). Competence based performance appraisal system was designed for higher education institutions by Gilmore & Williams (2009). He found out that there were three competencies, namely core competency, managerial competency, and technical competency. According to Kumar, (2014) appraisal is "the process of periodically reviewing one's performance against the various elements of one's job" (Kumar, 2014: 149). Performance appraisal in many organisations is used once at the end of the financial year to encourage the employees' performance, and to identify areas of needs. It plays a significant role in the achievement of the overall business objectives; it provides feedback to the employees by identifying acceptable and unacceptable work behaviour to achieve high employee's performance (Armstrong, 2012). In most cases some of the line supervisors together with their line managers consider performance appraisals as a waste of time because it is not relevant to their situation; the process is implemented from top down to the employees.

According to Bohlander and Snell (2013), performance appraisal is used for a number of reasons or purposes. For example it is used for developmental purposes and administrative purpose. It is also used to provide an employee with feedback about his or her performance. Reid, Barrington and Brown (2014) identified the purposes of performance appraisals and provide basic information for management to take key decisions such as:

- Identify training and development needs of the employees for future development.
- Process used to identify poor performers. Determine salary increase, promotion or termination of contracts.
- Use it to record staff performances in organisations.
- Provide concrete feedback of the employee performance.

The employees` immediate supervisors are the people who work directly with the subordinates and tend to know their performance best since they are familiar with the environment and the subordinates. These supervisors see the employee job performance on a daily basis. It is also notable that supervisors make recommendations for the employees reward or punishment, depending on the employee`s performance (Casio, 2013). This is one of the performance appraisal methods that allow the subordinates to conduct evaluation of their supervisors and to provide important information to the organisation about the supervisor`s performance. The challenge will be the cynical attitude of supervisors who may not be ready to accept bottom up feedback received from the subordinate or refuse to take action as a result. Managers who meet with their teams and discuss their performance, they stand a good chance to achieve better results (Ivancevich, 2013).

- **Advantages of employee /subordinate rating**

The process will help to identify competent managers.

It serves supervisors and managers to be more responsible for employee`s performance.

It contributes to the career development of managers.

- **Disadvantages of employee / subordinate rating**

It leads to negative reactions from staff towards managers after negative ratings.

Assessment ratings are used only for self-improvement purposes.

- **Self-appraisal**

According to Ivancevich (2012:258) self-appraisal method allows organisations to give the subordinates opportunity to assess their individual performance and later discuss the final score with the supervisors. It improves the ratter's motivation and reduces defensive approach to scores allocated. Self-rating is more effective because scores tend to be less when compared with other ratters.

### **Advantages of peer rating**

The process of peer appraisals focuses on individual contributions to teamwork and team performance.

It helps to improve the performance of lower-rated employees.

Peers are awarded an opportunity to evaluate other peer's performance.

- **Disadvantages of peer rating**

It can hinder the development of teamwork.

The process creates negatively affected working relationships amongst the peers.

It can create difficulties for managers in determining individual performance.

- **360- Degree feedback**

In 360- degree feedback, employee's performance information is obtained from other people who interact with the employee. It is used by many organisations to improve the accuracy of performance appraisals information, since it uses multiple sources of rating of the employee's performance (Quick & Nelson, 2013).

### **Merits**

- Each individual employee benefits from a holistic perspective of his/her performance.
- Employees' strengths and weaknesses are identified
- Critical key performance areas are re-emphasised
- The impact of one employee's behaviour on others is highlighted

## **Demerits**

- Feedback is followed by a lack of adequate response from management
- The 360-degree performance evaluation can be bureaucratic and cumbersome
- It can be intimidating to respondents, and
- There can be a lack of confidentiality leading to a lack of honesty in providing feedback

### **2.4.4 Rewarding Performance**

This phase determines the reward or recognition that is given to an employee, which is based on whether the goals were achieved and to what extent they were achieved. Armstrong and Taylor (2014) identified three objectives for rewarding employees, namely to attract the right people, to retain the best people and to motivate the current employees. Applying benefit packages serves to avoid turnover, to build loyalty and commitment, to build sustainable competitive advantages (Armstrong & Taylor, 2014). Most motivational theorists stress intrinsic motivation (i.e., the job itself) rather than extrinsic motivation (i.e., money and other benefits). Since work groups are part of the larger organizational system, employee's behavior will be influenced by how the organization evaluates performance and what behaviours are rewarded (Jentsch & Pennington, 2014). Armstrong and Taylor (2014) further explain that a comprehensive and holistic reward system, includes various rewards such as financial rewards, public acknowledgments, merit awards, promotions, greater work responsibilities, learning and study opportunities, should be developed and communicated to staff. The most important reason for linking outcomes to performance is that good performance followed by giving rewards and recognition reinforces the effort as well as the performance behaviour. If an organisation is really intent on unlocking the potential of people the organisation cannot base remuneration on the status of an employee - that is, the job grade or level, but must link remuneration to performance. Rewards and recognition may be of a monetary nature, a promotion or pat on the back, a feeling of satisfaction, or may be of a disciplinary nature or feelings of dejection due to poor performance. Linking rewards to performance (pay for performance), and vice versa disciplining under-performance, are both complicated matters, but both are of great importance (Kitheka, 2015).

When giving rewards and recognition, the focus should be on rewards and forms of recognition which are valuable to the employee - that is giving the kind of rewards and recognition which employees regard as significant. Rewards and recognition must therefore satisfy people's preferences, realistic and significant expectations to have a high valence or value for them. Rewarding people and giving them recognition reinforce effort which leads to performance. The modern approach is rather to link pay to performance, because this leads to improved equity, productivity and cost reduction as well as contributing to the creation of a motivating climate (Armstrong & Taylor, 2014). Organizational rewards are powerful incentives for improving employee and work performance. Both intrinsic and extrinsic rewards can enhance performance and satisfaction. In addition to the obvious pay and benefits (salary and benefits such as annual bonus, medical aid), there are less obvious social and physiological rewards. Social rewards include praise and recognition from others both inside and outside the organisation. Physiological rewards come from personal feelings of self-esteem, self-satisfaction, and accomplishment (Cummings & Worley, 2012).

According to Noe, Hollenbeck, Gerhart and Wright (2012:104) an organisation should reinvent their reward management practices which provides financial reward, promotion and other recognition, in order to motivate employees to take risk, develop successful new products and generate newer ideas. Mayhew, (2013) stressed that the compensation practices will have to be aligned to meet an organization's strategic needs.

Employees need not form a perception that the PMS is just a mere paperwork formality that documents employee performance but rather that their efforts and contribution towards achieving organizational objectives and goals will be rewarded somehow as a thank you. Arthur et al., (2014:56) advised that incentivizing employees with financial and non-financial rewards and through other non-monetary form of appreciation is essential as it helps inspire people to strive to achieve organizational objectives.

## 2.5 Equity Theory

Performance management falls within the ambits of strategic management and subcategory of equity theory. According to Pillay (2015:22), this theory is based on the premises that employees are motivated by how fairly they see themselves being treated in relation to others. According to Redmond (2016:3), equity theory can be broken down into four basic propositions below:

- Individuals develop their perception of fairness by calculating a ratio of their inputs and outcomes and then comparing this to the ratio of others (Gelens, et al., 2014)  
If the comparative ratios are perceived by the individual to be unequal, then inequity exists, for example, if someone feels they are putting in more effort or working harder than a co-worker, yet they earn equal or less compensation, their perceived ratios will be different and that person will experience underpayment inequity (Gelens, et al., 2014)
- As the difference in inequity increases, the tension and distress felt by an individual will increase (Gelens, et al., 2014). Smaller differences of inequity are more tolerable than significant differences of inequity.
- The greater tension an individual feels due to perceived inequity, the harder they will work to decrease their tension and increase perceived levels of equity (Gelens, et al., 2014)). Most individuals will attempt to achieve equity by adjusting their own inputs and outcomes, or attempting to change the inputs or outcomes of the comparison other. Individuals can use behavioral processes or cognitive processes in order to attempt to restore equity
- According to Daft (2014:542), the equity theory explains how people perceive equity or how they are fairly treated in the exchange of their labor versus the rewards for the job done. For example, the actual pay raise for the year, the perception has a great influence towards employee's motivation. The equity theory argues that employees compare their efforts with the rewards of the people doing similar work. The theory bases its argument on the assumption that individuals are motivated by the desire to be equitably treated at work.

## 2.6 Performance management system as a tool that enhances service delivery

A performance management system has implications for the employees and external stakeholders alike. Rashid (2015) argues that an ineffective system adversely impacts on the performance of workers thereby reducing the efficiency of the organization. As a consequence, organizational inefficiencies culminate into waste of time, money and effort. Thus, Rashid (2015) attests that performance management systems are important in organizations and are the vital cause of organization's effectiveness. Hvidman and Anderson (2013) concur with the above argument and asserts that the adoption of private sector performance management systems would lead to increased efficiency of the public sector. Consequently, the performance management systems can be a driver that determines how an organization manages its personnel effectively; that when employees' expectations are not met then there is a likelihood of inappropriate job behavior and performance which could in turn jeopardize the organization's goals (Singh & Twalo, 2015).

However, it is also argued that public sector does not have autonomy in using performance management systems hence could fail as the system relies in the manager's use of performance information when they take action (Hvidman & Anderson, 2013). This simply implies that, even when managers have strong incentives, they must also have the capacity, including the autonomy, for making decisions and acting on them when performance information is available (Moynihan, 2015). If lack of managerial capacity means that performance information is left unexploited, one would not expect large benefits of performance management. Yet low levels of managerial autonomy and high levels of bureaucracy are some of the features often associated with public organizations. According to Stredwich (2014), the *operational* purpose of performance management focuses on control exercised over employees so that performance targets are met. It is important for linking the organisation's goals to the employee's individual performance and also as a form of communication. Another operational purpose is to improve the effectiveness of the workforce. Notably, *incentive* purpose relate to where targets are set and have incentives and rewards accompanying their achievement. Finally, *exploratory* purpose is used for communication of goals and strategy formation. Thus performance management systems assist in priority setting, double loop learning, and policy development.

Other scholars like Kohtamaki, Hakala, Partanen, Parida, and Wincent (2015) assert that performance management is essential for monitoring, attention focusing, strategic decision

making, legalization, diagnostic use and interactive use. However, for the purpose of this study more focus and attention would be premised on the assertions by Hansen and van der Stede (2004) who provides a three pronged approach to performance management systems as articulated above. In a nutshell, the three pronged approach focuses on: organisational objectives to be reviewed and implemented; strategy to meet customer needs and satisfy them, and achieving set objectives while gaining a competitive advantage.

There are number of critiques that contest the fact that performance management plays an important role in the organisation's success. More precisely, performance management has been one of the most praised, criticised, and debated management practices for decades and it continues to be a cause of frustration for managers and supervisors. On the one hand, research shows a significant number of proponents of performance management, providing an indication that organisations that manage the performance of their employees outperform those without such programmes on a wide range of financial and productivity measures. Singh and Twalo (2015) are of the view that organisations with a PMS tend to outperform those that do not have such programmes. For example, on a study that was conducted by Parker, (2012) improvements were noticed in a number of areas, subsequent to the introduction of the tool of PMS, this is after the implementation of the Balance Scorecard in their organisations. Improvements were in the number of areas such as logistics, delivery reliability, real time changing targets and warehouse turnover (Yu, Crowe & Perera, 2008). Maharaj (2012) fully concurred that the effectiveness of the performance management process is defined as the accomplishment of financial as well as non-financial targets, the development of skills and competencies, and improvement of customer satisfaction and quality.

## **2.7 Effects of performance management system at organizational level**

It is paramount for organizations to design and develop a framework that provides encouragement, support and guidance in order to establish a performance oriented culture in an organization (Singh & Twalo, 2015). Singh and Twalo (2015) assert that for a performance management system to be successful it must have a strategic congruence; be thorough in respect of employee evaluation, job responsibilities and feedback given to the employee; be meaningful; specific; reliable; identify effective and ineffective performance. Furthermore PMS should also

be valid, acceptable and fair; inclusive; open standardized and ethical. These characteristics are essential to the successful implementation and use of the performance management system in any organization. However, Christensen and Laegreid (2014) discuss performance management as it affects political and administrative executives and assert that ambiguous accountability at local (municipal) level tends to reduce perceived performance in key areas of performance at that level. As political accountability mainly seeks to deal with the 'wishes' of the public, Christensen and Laegreid (2014) found that lack thereof does not have any effect on perceived performance. It is thus construed that accountability deals with managing diverse and somehow conflicting expectations. This has implications on how management perceive performance management systems in the public sector. If goals are complex and ambiguous, performance metrics can at best provide a partial representation of the organization's ultimate objectives. As performance based contracts induce agents to engage in behaviours that positively affect their score on the measures, incomplete metrics lead managers to pay unbalanced attention to results that are being measured, while unduly neglecting areas for which performance is not assessed (Birasnav, 2014). Although earlier studies like Armstrong and Taylor, (2014), Kehoe and Wright, (2013) and Aguinis (2013) suggest that the implementation of performance management systems in organizations should enhance employee performance, subsequent studies by Meyers, Van Woerkom and Dries (2013) have provided different results. For instance, the implementation of the performance management systems without corresponding investment in resources that enable both employees and managers to own the system is detrimental to the organization (Meyers, Van Woerkom, & Dries, 2013). Nevertheless, they argued that "most claims of performance measurement's value in influencing decisions and improving services tend to be broad and disappointingly vague," and they point out that "hard evidence documenting performance measurement's impact on management decisions and service improvements is rare". Rigorous large-sample evaluations of the impact of performance management approaches on performance are still lacking (Stredwich, 2014).

## **2.8 Benefits and opportunities for implementing performance management systems**

A properly designed and implemented performance management system has a number of benefits in any organizational sector particularly in the case of RNM. Three such benefits as articulated by Christensen and Laegreid (2014) are: political accountability, (Councilors) administrative accountability (Municipal Manager) and managerial accountability. Firstly, political accountability refers to principal-agent relationship or hierarchical relationships between voters and the political leadership. Secondly, administrative accountability is also hierarchical but relates to the superiors calling subordinates to account for their performance. Thirdly, managerial accountability is concerned with monitoring output and results and making those with delegated responsibility answerable to agreed performance agreements (Christensen & Laegreid, 2014). Public sector organizations have responsibility and accountability to different stakeholder categories such as citizens, and business operators. However, there is a friction between political accountability and managerial accountability as the former seeks to appease the electorate while the latter is more neutral and technical. Managerial accountability keeps records of performance indicators and systematically evaluates performance for effectiveness and efficiency. Thus, it may be deduced from this discussion that performance management in the public sector is multifaceted and requires accountability at all layers of governance.

Studies by Dube, (2014), Pillay, (2015), and Radebe, (2015) have also demonstrated that organizations can benefit from implementing performance management systems in areas of: formulation, implementation and review of organizational strategy; communication of the results achieved to stakeholders, and strengthening of brand and reputation; and to motivate employees at all levels, and creating an enabling performance improvement culture, and driving the organizational learning (Micheli & Mari, 2014). For example Kroll (2014) asserts that a properly implemented performance management systems lead to positive public service motivation. Conversely, organizational culture impacts positively on performance management. However, inconsistency between the desired behavior and actual behavior within the performance management systems arise from an organization's culture which is less supportive of performance and accountability (Taylor, 2014).

### **2.8.1 Organisational goals and targets**

According to Afshan, Chakrabarti and Balaji (2014) SMART objectives are key features for an effective performance management system of any institution. This abbreviation SMART stands for Specific, Measurable, Attainable, Realistic and Time Bound. The various objectives that top management set should be very clear and specific to avoid a situation whereby any employee does not know what he/she is supposed to do (Afshan, et al., 2014). Again, top management objectives should be realistic and attainable. Top managers should not set far-fetched objectives for employees; they should be within the performing capacity of employees (Jones & George, 2013). Gungor (2014) pointed out that in a performance system it is imperative that management should make it a culture to involve their subordinates in setting up performance objectives that are unambiguous but specific and easy to understand on both sides to avoid potential future misunderstandings during the performance evaluation stage. Jones and George (2013) recommended that the performance management objectives needs to be quantifiable implying that they must be measurable terms so as to guide appraisers and appraises how much should have been produced in a certain performance period (Armstrong & Baron, 2011).

### **2.8.2 Training and Development**

According to Tan and Nasurdin (2011) training helps employee master knowledge, skill, and ability which contribute to innovation in terms of products, production processes, and management practices in daily operation. Training develops the knowledge, skill, and ability of employees to perform effectively in their job that leads to higher organizational innovation. Training and development institutes provide information regarding the extent to which training courses make an impact to ensure that individuals have sufficient capacity to manage and deliver services. Tan and Nasurdin (2011:156) pointed out that “improvement to existing processes, process innovation involves the implementation of a new significantly improved production or delivery method, which includes changes in techniques”. All those involved in the performance management system must possess appropriate knowledge, attitudes and skills to utilize the system. Performance reviews assist in warning decision-makers in determining emergency failures in the delivery of services, hence the need to review the performance targets and

indicators. Section 56 employees are appraised based on the quarterly departmental reviews. If the departmental quarterly reviews are not conducted, this contradicts the requirements of the MFMA, (Act 56 of 2003), which requires that performance evaluating and scoring performance of section 56 employees be done on a quarterly basis. The employer is required to keep a record of the mid-year review and annual assessment meeting. The following are major skills required:

- Development of performance indicators;
- Key results areas, core management competencies
- Performance agreements, however, most managers lack skills to develop performance indicators, communicate results and feedback, but also monitor and evaluate performance (Armstrong, 2010).

### **2.8.3 Effective Feedback Systems**

Jones and George (2013) advised that in order for the appraisal and feedback component of a human resource management system to encourage and motivate high performance, managers must give their subordinates feedback. Stone (2010) further asserted that in order to generate useful information to feed back to their subordinates, managers can use both formal and informal appraisals. Employee's engagement behavior should be included in the performance management (Armstrong, 2012) the behaviors of the employee include persistence, the ability to be proactive, role expansion and adaptability.

The main activities of this component are performance appraisals and feedback from supervisor. Julnes, (2017) argues that it is important that the employee feels that there is trust and justice in the system. Slavin, (2014), examined the effect of performance appraisal politics on job satisfaction. The results confirmed that performance appraisal politics acted as important predictors of job satisfaction in the studied organization. Kloot and Martin (2000) examined the effect of performance appraisal on individual as well as on the organizations. The findings of the research showed that there was a noticeable effect of the performance appraisal on the organizations as well as on the individuals. Maina (2015) dwells on the emphasis made by Trakoli (2011) that shows the need for maximum prosperity of employees ultimately resulting in maximum prosperity of the organization. Taylor (2012) believes that proper remuneration keep workers motivated and lead to better job performance.

Jones and George (2013:434) opined that municipal managers should be specific and focus on behaviors or outcomes that are correctable and within an employee's ability to improve. Furthermore Jones and George (2013:434) asserted that municipality management needs to approach performance appraisal as an exercise in problem solving and solution finding, not criticizing. For example instead of criticising a financial analyst for turning in reports late, the manager helps the analyst determine why the reports are late and identify ways to better manage his/her time. Nel, Werner, Poisant, Sono, Du Plessis, Ngalo, Van Hoek and Botha (2011) asserted that municipality management needs to approach performance management in a positive way. Afshan et al., (2014: 24-37) opined that this entails a performance appraiser expressing confidence in a subordinate's ability to improve. Thus instead of being pessimistic and skeptical, an appraiser can tell a subordinate that he/she is confident that the subordinate can increase quality levels. The overall net effect of this is to increase performance, reduce errors and omissions say in financial statements and lead to getting clean audit reports. Jones and George (2013:436) also advised that for performance management to be effective and efficient there is need to provide performance feedback both formally and informally. This often provides an opportunity to praise instances of high performance and areas of a job in which a worker excels. This further implies that an appraisal should not only focus on the negative but discusses the areas his/her subordinate excels in as well as the areas in need of improvement. Afshan et al., (2014: 24-37) supported this idea by also pointing out that managers who do performance appraisals should avoid personal criticisms and treat subordinates with respect in order to induce positive feelings about the work and motivation to perform better.

## **2.9 Challenges in implementing performance management systems**

First, Chang, (2016), explains that poor motivation and self-esteem, inadequate feedback on their performance, little or no communication, unfairness, lack of transparency, and lack of equity are some of the main features leading to failure of performance management systems.

Second, employees are signing the generic performance scorecards that they do not understand. Furthermore, organisations are also not good at managing poor performance. As a result, a significant number of grievances have been reported with regard to the implementation of

performance management processes and reward. Third, another challenge is that employees still view performance management as a determinant of reward. This has also partly contributed to the challenges in the effective implementation of a performance management system in many organizations. Unfortunately, most managers and employees discuss performance progress towards the end of final reviews. According to Matlala (2011) the performance management is often misconstrued as a tedious once off process which is only associated with performance rewards towards the end of each financial year. As a result it is not considered as a critical management function that is aimed at inculcating a performance oriented culture that encourages and rewards excellent performance.

An integrated perspective and synergy between individual, team and organizational strategic objectives must be reinforced. Without integration, no performance management system can succeed on its own, no matter how good the performance management system may be (Saravanja, 2004). Performance management system should operate flexibly to meet different circumstances of the organization, and have to be accepted by all staff as a natural component of good management and work practice. Furthermore, the system has to be also flexible enough to include core competencies which are the common attributes, type, level and quality of skills and behaviors that employees are expected to demonstrate so that the organization can meet its objectives (Nambi & Werner, 2013). Thus, systems which are complex and fail to ensure transparency, flexibility, fairness and equity will not succeed to create a performance culture in an organisation (Nambi & Werner, 2013).

### **2.9.1 Leadership Support**

Leadership is determined by an individual's honesty, their ability to build communal trust and collaboration, obtain essential resources and support, grow and empower individuals, build task assurance and optimism, organise and direct activities, form alignment of objectives, priorities and strategies, reinforce shared identity, inspire and facilitate shared learning and encourage social justice and ethics (Hough et al., 2013). Leadership is vital to inculcating a desired culture in an institution hence leadership style is an integral part of the institutional structure (Venter, 2014). A good strategy has the ability to encourage, unite and inspire individuals in the institution (Venter, 2014). Executing strategy requires instilling work ethics in the workforce that

is synonymous with good individual and organizational performance as well as inculcating an organizational culture favourable to successful strategy accomplishment (Hough et al., 2011). Leadership is a process whereby an individual exercises influence over others, encourages, persuades and directs their actions to help achieve institutional goals and objectives (Jones and George, 2013). It entails establishing direction for the institution by developing a vision for the future direction and subsequently aligning individuals by communicating the vision and inspiring them to overcome hurdles in order to attain the institution's objectives (Robbins et al., 2011). Transformational leaders create new ideas and predictions, thereby providing the institution with a renewed growth path and success resulting in improved performance (Nouri, Mousavi, & Soltani, 2016). Regarding leadership and performance, several studies such as (D'Innocenzo, Mathieu, Kukenberger, 2016; Noruzy, Dalfard, Azhdari, Nazari-Shirkouhi, and Rezazadeh, 2013) support that effective change in an organization's culture comes from able, strong and committed leaders. Performance management system needs to be driven by the senior management of an organization without which the system will be ineffective. In this way, senior management must do more than simply articulate the need for effective performance appraisal. To be precise, they must be role models of effective performance management behavior. This is the critical element in their leadership to provide meaningful direction, alignment and stimulation of commitment to the performance management system (Nouri et al, 2016).

## **2.10 Summary**

This chapter has reviewed existing literature on the use of performance management systems in the public sector. The chapter has discussed the historical origin of PM, various types of performance reviews and challenges faced by organisations in implementing PM.

The next chapter discusses the research methodology used in the study.

## **CHAPTER THREE: RESEARCH METHODOLOGY**

### **3.1 Introduction**

The previous chapter reviewed literature on performance management in general and in the public sector in particular. As such, the aim of the current chapter is to present the research methodology used in this exploratory study.

The chapter begins by clarifying the research design. Thereafter, the chapter presents target population and the instrument used for data collection and analysis in the study. Sekaran and Bougie (2013) define research as the process of finding solutions to a problem after a thorough study of a problem and analysis of the situational factors relevant to the problem.

### **3.2 Research Design**

Research design, strategy and processes forms the basis for starting research, and in deciding on the appropriate methodology for data collection and analyses (Remenyi et al., 1998). Sekaran and Bougie (2013) view research design as a blue print that can be used to gather information, measure the information or data collected and analyze the data to address a research problem. Kumar (2014:122) explained that “a research design is the road map that you decide to follow during one’s research journey to find answers to your research question”. Drawn from these two definitions the common thread is the gathering and analyses of data. There are three types of research approaches outlined by Creswell (2014); quantitative, qualitative and mixed methods. A quantitative approach to research adopts a quantitative nature of research while a qualitative approach to research explores attitudes, behaviours and experiences through methods such as open-ended questions, interviews, and focus groups (Welman, Kruger & Mitchell, 2011). A qualitative research helps in finding solutions to how people feel about different things, thus helping to comprehend feelings, reasons and values behind human behavior (Cooper & Schindler 2014). Finally, mixed methods involves combining or integration of quantitative and qualitative research and data in a research study (Creswell, 2014). This study was conducted using a qualitative research approach. Qualitative research approach is very powerful as it can uncover details that give the researcher a deeper understanding of the problem and participants (Henning, 2013).

### **3.3 Research Paradigm**

#### **3.3.1 Positivism**

Science and scientific research is seen as a way to get at the truth. Positivist researchers are those who search for objective reality explained in terms of universal laws. Thus, reality or truth exists out there and wait to be discovered by a researcher. In pursuit of this objective reality, positivistic research employs deductive reasoning to test theories through objective measures and predetermined research design. Furthermore positivists test cause and affect relationships through observation (Sekaran & Bougie, 2013)

#### **3.3.2 Constructivism**

Constructivism holds a different approach to research and how it should be done (Sekarana & Bougie, 2013). Constructivists believe that individuals seek understanding of the world in which they live and work. Reality is constructed such that the researcher looks for the complexity of views by relying as much as possible on participant's opinions of the situation being studied. Thus, reality is not objective but rather subjective as experienced or viewed by different participants. This approach is suitable for qualitative research (Creswell, 2014).

#### **3.3.3 Critical Realism/Transformative**

Critical realist viewpoint is that feelings such as emotions and attitudes are subjective in nature and the collection of data is imperfect and flawed. They also believe that researcher are inherently biased, therefore observations is the best approach to get a better idea of what is happening around us (Sekarana & Bougie, 2013).

#### **3.3.4 Pragmatism**

Pragmatists take on a different view as the other paradigms. Pragmatists emphasise the research problem and use all approaches available to understand the problem (Creswell, 2014). Pragmatist researchers focus on practical, applied research where different viewpoints are helpful in solving a (business) problem. 'Pragmatists describe research as a process where concepts and meanings are generalisations of our past action and experiences, and of interactions we've had with our environment' (Sekarana & Bougie, 2013).

This study adopted constructivism. It is key to reiterate that constructivism aim to gain deep understanding of the views of participants.

### **3.4 Target Population**

Population is the total number of an observation while sample is an integral part of the population (Sekaran & Bougie, 2013). The target population for this study consisted of eighteen (18) employees with 5 to 12 years of being part of performance management at RNM, and who are evaluated by the Performance Management System as part of their contractual agreement and are deemed to be knowledgeable about the study.

### **3.5 Sampling Strategy**

#### **3.5.1 Sampling**

Sampling is a commonly known concept used on a regular basis by researchers in selecting people to participate in a study. Sampling is a process of selecting a portion of participants from the main population (Maree, Creswell, Ebershn, Ellof, Ivankova, Jansen, Nieuwenhuis, Pieterse, Clark & Van der Westhuizen, 2010). For economic reasons it is not possible to conduct research with the whole population. As such the purpose of sampling the participants is reduce the numbers of the people who are going to participate in the study. The selected sample from a population will represent the entire population of the study area. Sampling is defined as a technique used to select a small sample in order to determine the characteristics of a larger population (Dlamini, 2013:39) and sample is an integral part of a population. In the random sampling technique, each member of the population has the same chance of being included in the sample. Furthermore, each member of the population has the same probability of being chosen. (Maree, et al., 2010).

When sampling, a researcher sets out to choose in an appropriate manner a restricted set of objects, persons, or events from which he/she draws the actual information. The sampling can be grouped into either probability (random) sampling or non-probability sampling (Sekaran & Bougie, 2013). A probability (random) sampling method refers to when each unit of a sample population has an equal opportunity of being drawn. This is a common methodology used in quantitative research (Plooy-Cilliers, 2014).

There are two main types of sampling procedures. These are: probability and non- probability sampling (Sekaran & Bougie, 2013).

In probability sampling the individuals in the target population have some known possibility of being chosen as sample participants. Additionally, individuals in the target population had an equal chance of being selected in the sample and there was no prejudice on the part of the researcher in selecting a participant. Probability sampling is preferred for studies where it is important to generalise the results from the sample (Sekaran & Bougie, 2013). In respect of this research study the researcher selected participants based on their respective skills, knowledge and experience as well as their availability and seniority, therefore probability sampling was not used.

In non-probability sampling the individuals in the target population do not have any known possibility of being chosen as sample participants. Non-probability sampling techniques fit into two wide-ranging classifications of Convenience sampling and Purposive sampling. Purposive sampling is further divided into two major types of Judgemental sampling and Quota sampling (Sekaran & Bougie, 2013). These are explained as follows:

- a) Convenience sampling refers to a sampling procedure whereby the researcher gathers data from participants from the population who are conveniently accessible to offer it. This method is quick and easy to undertake and is the best way of gathering basic information however, where detailed information is required it may fail to adequately mine the data.
- b) Judgemental sampling involves choosing participants who are most favourably positioned to offer the information sought. A special effort is required to locate and get access to individuals who possess the information sought. Due to a limited number of individuals possessing the knowledge sought, some bias was introduced by the researcher in selecting the respective sample which was based on their skills, knowledge, experience and expertise on the subject matter.
- c) Quota sampling refers to the selection of proportions from groups or categories of people to ensure representation.

The use of non-probability judgemental sampling method was utilised by the researcher based on the nature of the topic and the objectives set as well as the time and cost constraints faced by the researcher. The choice was also influenced by the need to obtain detailed information through participant's opinions, perceptions, feelings and experiences as well as their skills, knowledge, experience and expertise on the subject matter. A fundamental characteristic of non-probability sampling techniques was the selection of the sample based on subjective judgement or bias (Ott & Longnecker, 2015). In the case of this study, the population consisted of the managers in the RNM concerned with performance management and Integrated Development Planning. Purposive sampling was used in the study. Ott and Longnecker (2015) further highlighted that it is crucial to select a suitable sample size as this ensures that realistic conclusions are made in a research

### **3.5.2 Sample Size**

A purposive method of sampling was used for this study to identify HoD's and managers who have experience of performance management in the municipality. There were a total of 8 participants, comprising four (4) Head of Departments (HoDs) and four (4) Managers who constitute the management of RNM. The HoDs were selected according to relevance of their roles in ensuring overall performance of the municipality but also the centrality of their positions as participants in a PMS at RNM. To be more specific, these participants were (i) HoD for Strategic Planning & Governance, (ii) HoD for Corporate Services, (iii) Chief Finance Officer and (iv) the Municipal Manager. Managers recruited in this study were : 1) Senior Manager-Communications, 2) Senior Manager Housing (there are four such managers), 3) Acting Manager- Performance Management and Evaluation and 4) Manager -Integrated Development Planning. These are the relevant managers for this study who had hands-on experience of PM in the RNM.

The following table shows participants as per their levels and gender.

**Table 3.1 List of Participants**

<b>PARTICIPANTS</b>	<b>DEMOGRAPHIC LEVEL</b>	<b>EXPERIENCE OF USING PMS</b>	<b>GENDER</b>
<b>R(1)</b>	HoD: Strategic Planning and Governance	5 Years	Male
<b>R(2)</b>	Acting Manager: Performance Management & Evaluation	7 Years	Male
<b>R(3)</b>	Municipal Manager	5 Years	Male
<b>R(4)</b>	HoD: Corporate Services	4.5 Years	Female
<b>R(5)</b>	HoD: Economic Development	4 Years	Male
<b>R(6)</b>	Senior Manager: Housing	12 Years	Male
<b>R(7)</b>	Chief Financial Officer	3 Years	Female
<b>R(8)</b>	Manager: IDP	6 Years	Female

### **3.6 Research Instruments**

There are four basic instruments that may be used by a researcher in a qualitative research, namely: qualitative observations; qualitative interviews; qualitative documents; and qualitative audio and visual materials (Creswell, 2014). These are summarized as follows:

- i. Qualitative observations entails the researcher observing participants in the field, asking them general open-ended questions to which they freely offer their views and taking notes on their behaviour and response. The researcher may have an advantage by gaining first-hand

experience with the participant; however a limitation could be that the researcher observes private information that cannot be reported.

- ii. Qualitative interviews involve the researcher conducting face-to-face, skype or telephone interviews with the participants whereby questions are posed to them to prompt their views and opinions on the subject matter.
- iii. focus group interviews may also be conducted. An advantage of this type of data collection is that the researcher has control over the logic of questioning and the participant may offer past information, however it could be limited as the researcher's attendance may bias answers.

Based on the degree of structuring, interviews can be divided into three categories: structured interviews, unstructured interviews, and semi-structured interviews (Fontana & Frey, 2005).

- **Structured Interviews**

In a structured interview, questions are pre-determined between the interviewer and participants. A structured interview is standardized with closed questions that are asked of all participants, and require a precise answer. This type of questioning is used when the goal or objective of the study is clearly understood (Henning, 2013).

- **Unstructured Interviews**

Unstructured interviews give the interviewer the freedom in terms of content, structure and wording. Here questions can be formulated and raised in the spur of the moment depending on the answers the interviewee gives. In a qualitative research study the responses are used as descriptors, often in verbatim form, and can be integrated with the researcher's arguments, flow of writing and sequence of logic. (Kumar, 2014).

- **Semi-structured Interviews**

According to Teijligen, semi-structured interviews are well suited for exploring attitudes, values, beliefs and motives from the participants. This type of interview comprises aspects of both structured and unstructured interviews. Thus, semi-structured interview combine of both open-ended and closed-ended questions.

The interviews in this study took the form of face-to-face interactions between the researcher and 8 managers at RNM to explore perceptions of managers on the performance management system and where captured on a cellular audio recording. This was key to gain an in-depth understanding of their view on the subject. The audio-recorded interviews were semi-structured so that they were free from rigid boundaries and allowed the interviewer the flexibility to deviate

from a pre-determined course of questions. The interviews were scheduled with participants at their convenience and lasted no longer than 45 minutes. The researcher ensured the promise of anonymity and confidentiality was maintained at all times by not mentioning the respondents name during the recorded interview.

- iv. Qualitative documents entail the researcher gathering public or private documents through which information is mined. This type is advantageous as it accessed at the researcher's convenience however could be limited as documents may be inaccurate and incomplete. Documents were not used in this study.
- v. Qualitative audio and visual materials involve the researcher mining information from data in the form of photographs, videotapes, and electronic media among others. This type is advantageous as it maybe unobtrusive and creative, but it may be difficult to interpret. These types of material were not used in this research.

The primary source of data collection for this study was face to face semi-structured interview as shown in the interview guide (Appendix 4).

### **3.7 Data Analysis**

According to Wu, Ramanuja, O'driscoll and Swinson (2015:102) data analysis is the transformation of raw data into actionable data or meaningful information which provides answers to the objectives of the research. The process of analyzing data allows the researcher to systematically sift through the large amount of data collected (Wu, et al., 2015). Therefore as this study used a qualitative approach, the process of thematic coding was used to reduce the information gained from interviews and common themes were categorized accordingly.

The study undertaken sought to analyze, capture and interpret the experiences, emotions and knowledge of each of the respective respondents to ultimately identify common threads or themes, to reach conclusions on key areas within the field of PM and to ultimately answer the research questions posed. An inductive thematic analysis followed this process (Drummond, 2014):

### Step 1: Transcription

- The researcher transcribed tape recorded data onto paper, and studied it to understand the data.

### Step 2: Checking and Editing

- Data was checked to ensure accuracy of transcription. The transcribed data was also checked by participants to ensure their views were captured as accurately and comprehensively as possible.

### Step 3: Analysis and Interpretation

- The data was separated into smaller related units reflecting issues investigated in the study. As a result of reading each paragraph, the units were constantly compared to each other. Similar units were grouped together into themes, leading to similar issues depicting themes emerging from data. Thus, inductive thematic data analysis used constant comparison technique to derive key themes.

### Step 5: Validation

- Validity of the data was achieved by allowing participants to read through the transcripts again to check its accuracy and completeness.

## **3.8 Research Quality Criteria**

According to (Creswell, 2014), validity is useful in a quantitative study as a process in which the researcher checks for correctness of findings through certain measures whilst reliability looks at the consistency of the researchers approach. However, in a qualitative study like this one, validity is addressed through trustworthiness which comprises of credibility, transferability and dependability as critical issues of research quality (Shenton, 2004). Each of these is briefly explained below to explain how the researcher complied:

### **3.8.1 Transferability**

The researcher ensured that the findings of this research study could be transferred by another researcher to a similar context with similar characteristic by ensuring that all details of the research methodology, research strategy and sampling process were clearly and fully

documented. Furthermore, all critical limitations and delimitations were highlighted below to ensure that obstacles whether self-imposed or not were clearly understood by another researcher wishing to conduct or transfer findings from this study to a similar study context.

### **3.8.2 Dependability**

Dependability was achieved through the detailed report of the process undertaken during the research study to ensure that any future researcher can replicate the study to achieve similar or the same results. Dependability was achieved through: Methodically detailing the research study provided above; and highlighting how the research design and implementation was carried out. Credibility is achieved by presenting direct quotes depicting exactly what the participants in this study said, but also the actual choice of words that were employed.

## **3.9 Ethical Consideration**

The researcher obtained a gatekeeper's letter (Appendix 1) from the municipality which granted the researcher permission to conduct the research at the Ray Nkonyeni Local Municipality. The researcher also applied for ethical clearance in line with the requirements and policies of the University of KwaZulu-Natal (Appendix 2). All respondents were above the ages of 21 and were made aware in the informed consent form (Appendix 3) signed by the participants, that the interview was voluntary and that they could opt out of the research at their free will. It is unethical to interview participants without obtaining their consent and seeking their willingness to participate in the study. According to Silverman (2013), the research participant were made aware of the following:

- The purpose of the study, methods and intended use of the research findings.
- The confidentiality of information and anonymity of the respondents.
- Participation was voluntary and free from coercion.
- Participants' interest and wellbeing was not harmed or damaged.
- The research was impartial and allowed participants to freely reflect their views unhindered

### **3.10 Limitations of the study**

There were two critical types of limitations the researcher faced within the study:

#### **3.10.1 Focus on just one municipal context**

Limitations are issues which constrained the researcher in what he or she wanted to while delimitations relate to self-imposed limitations that researcher intentionally places on the study to facilitate and ensure that the research is undertaken efficiently and effectively (Hancock & Algozinne, 2016). Given the above, it is a limitation that this study only focused on municipality were limitations rather that several municipalities. While increasing the scope of the study to other municipalities would have increased diversity of research context and transferability of findings in this study.

#### **3.10.2 Small sample size**

The sample size in this study was small. Given this limitation, the length of in-depth interview was used to ensure variety and depth of exploring issues from the sample of experienced individuals. In-depth interviews allowed better interrogation of each respondent's responses While it could have been better to also include political leaders in the municipality with oversight responsibilities, the challenge in this particular study was that these types of officers were new to the institution, having been in office for less than a year.

### **3.11 Summary**

This chapter discussed the methodology used in this study. In specific, it has discussed issues of sampling technique, data collection and data analysis. Chapter 4 that follows, reports on the empirical research findings of the study in accordance with the research methodology laid out in this chapter (Chapter 3), thereby providing the foundation from which conclusions will be drawn and recommendations will be made, in the final chapter (Chapter 5).

## **CHAPTER 4: PRESENTATION AND DISCUSSION OF RESULTS**

### **4.1 Introduction**

The purpose of this chapter is to present but also discuss results from the analyzed data in the study. These findings are presented in a form of key themes relevant to the focus of the study to depict managerial perception on PM and its influence on service delivery at RNM. Furthermore, the findings are also discussed in relation with previous studies and existing literature on PM

### **4.2 Management Perception of PM as a tool to influence PM**

Results in this study reveal eight different types of management perceptions which do not just reflect how PMS served as a guide to service delivery, promoted employee accountability, but also manifest collaborative solution of PM implementation problems. The managerial perceptions of PM at RNM reflect an encouragement of managers to set performance targets. Furthermore, management at RNM perceives that while some performance targets are being met, the evaluation of performance through PMS is confined to HODs, and not cascaded to lower-level and contract workers. Equally notable is the management perception that PMS at RNM excluded self but also peer evaluation mechanisms. A complete array of themes reflecting findings in this study are summarized in Table 4.1 to also depict the nature of influence on service delivery.

**Table 4.1 Themes: Management perceptions of PM and influence on service delivery**

Themes on management perception of PM	Themes on nature of influence of PM on service delivery
PMS as guide to service delivery	Showing areas of service delivery which need attention
Promoting accountability for who is making an employee to fail	Promotion of employee performance accountability on service delivery
Clarified According to the SMART Criteria	
Service delivery targets are being achieved through implementation of PMS	
Evaluation confined to HODs and Evaluation not cascading to Contract Workers	Selective focus on upper-level alone
PMS leaves out Self-Performance Evaluation Mechanisms	
Peer Review Evaluation not performed	
Performance Support is given through Training and Development	

Source: Compiled by the researcher

#### **4.2.1 PMS as a guide to service delivery**

The findings on how management at Ray Nkonyeni Local Municipality perceive performance management system as a tool that enhances service delivery revealed that the perception among the management is largely positive. The following interview excerpts demonstrate this finding. Both Respondent 4 and Respondent 5 perceived that the PMS that has been implemented at Ray

Nkonyeni Local Municipality is helping employees to be guided as to which service delivery areas needs attention. This finding demonstrates that the PMS sets performance objectives and targets that are closely connected with the delivery of services to the municipality's residents. This finding is corroborated by the following interview excerpt:

Respondent 4: *“some of the managers and HoD of the Ray Municipality during the interview affirmed that the PMS is being instrumental in guiding performance on service delivery aspects that needs attention”*. Thus, managers see PM as a tool to enhance and speed up service delivery. It was also observed that it is only through the implementation of PM System that the individual targets of employees are linked to targets as set in the Integrated Development Plan of the municipality which influences service delivery by employee of the RNM. The Municipal Systems Act (2000), chapter 6, section 1 stipulates that a municipality must set appropriate key performance indicators as a yardstick for measuring performance regarding service delivery in South African Municipality, including outcomes and impact. It is vital that the municipality's development priorities and objectives as set out in the Integrated Development Plan are linked to performance targets shaping the behavior of managers and their subordinates in a municipality. It is a fact that, for an organization to meet and deliver on its targets and objectives, it is definitely dependent on the individual performance of employees within the organization. Effective and good performance by each individual employee which is linked to the organization's targets and objectives will mean that the organization will ultimately achieve its set targets and objectives (Kaplan & Norton, 2001).

Respondent 5: *“is helping channeling employee efforts to solve service delivery issues”*. Previous studies have found something similar to this finding of the current study. A study on the use of performance management as a tool for service delivery in the Mbombela Local Municipality, it affirmed that PMS is an avenue to solve service delivery (Kgwefane, 2014). Moreover, the study on Mbombela Local Municipality added that management and employees co-operate well and treat one another with respect and dignity which resulted in better service delivery, and harmony in the work place which promoted effective team work. (Mdluli, 2015; Robbins, & Judge, 2013; Quick & Nelson, 2013). In as much as PM served as a guide, it is noteworthy that feedback is not given to some employees after performance assessments. Furthermore, some employees are not informed of the municipal targets as set by the

municipality. It is therefore an issue for consideration by the top municipal officials of the municipality to address these specific gaps as revealed by findings of the study.

#### **4.2.2 Promoting accountability for who is making an employee to fail**

According to Respondent 1, managers at RNM perceive PMS as helpful in the municipality to identify any employee who might have contributed to the failure by another employee to perform. This perception can be interpreted to mean that the PMS is helping to build a system of accountability by making it possible to be in a position to discern any person within the performance chain who might have deliberately or otherwise led to another employee to be unable to perform as per expectations. This finding is corroborated by the following interview excerpt:

Respondent 1: *“through the PMS it is now possible to see who contributed to employee failure within the system but unfortunately this was not revealed from their responses as to see which of the employees are found guilty of this failure”*

This finding vindicates views expressed by Christensen and Laegreid (2014) who posited that an effective performance management system helps to promote performance accountability for an employee which then allows performance measurements to be undertaken. This finding is also in conformity with Christensen and Laegreid’s views that an effective performance management system encourages an efficient and effective discharge of services by different people acting together in the interest of the organisation. A study that was conducted by Coens and Jenkins (2000) concluded that although performance management processes are utilised in 80 percent of workplaces in the USA, 90 percent of these are dissatisfied with the process. In response to such results, Furnham (2004) suggested that certain components should be incorporated in an optimally effective PMS. For example, it is suggested that the PMS should be designed to recognise not only individual performance but also overall team performance. Kreitner, and Kinicki (2013) argued that it is how the system is implemented that makes a significant difference between a successful and an unsuccessful system. These authors (Kreitner, and Kinicki, 2013) further argued that when implemented and maintained improperly, PMS can become a burden rather than a motivational tool and can be a source of employee relationship problems. Miruka (2014) suggested that in order to ensure effective implementation of PMS

promote accountability, there is need for this to be driven by functions and line management rather than being driven by HR department. As a result, if line management buy-in and commitment is not dealt with, PMS implementation is destined to fail. It is significant that line managers and employees are involved in performance management processes as they are essential to the success or failure of the process; hence, it is also imperative that they are effectively trained. Maloa (2016) argued that the success of a PMS is interconnected to the training effort placed into it by the organisations concerned.

#### **4.2.3 Collaborative solution of PMS Implementation Problems**

Respondent 2 expressed the view that the management at RNM are capable of reviewing performance, identifying problems and challenges by collaborating with subordinates. This finding is supported by the following interview excerpt:

Respondent 2: *“if they are any implementation problems, these are solved in collaboration with employees and other concerned parties”*

The finding also vindicates Papakiriakopoulos, and Pramadari (2014) who asserted that collaboration between supervisor and subordinate provides a platform for supervisors and subordinates to work together to prevent problems, deal with any problems that do occur, and revise job responsibilities as is often necessary in most workplaces. Bititci, and Garengo (2012) made similar assertions to that made by Respondent 2 by asserting that ongoing performance communication allows supervisors to gain an understanding of the subordinates’ needs, and barriers they face, and ensures that there is a constant discussion about performance measures. It is a two-way process to track progress, identify barriers to performance, and give both parties the information they need to succeed

#### **4.2.4 Performance Targets Are Set and Clarified According to the SMART Criteria**

According to Respondent 3 and 6, performance management at RNM involved the setting up of performance targets for the employee so as to have a better service delivery within the municipality. Respondent 3 pointed out those performance objectives are set in such a manner that they are specific, measurable, achievable, and relevant and time bound (SMART). Respondent 6 expressed similar views by pointing out that all performance targets are

specific, capable of being measured, capable of being achieved within a set timeframe. This finding demonstrates that RNM management set objectives and performance targets according to the SMART criteria. This finding is corroborated by the following interview excerpts:

Respondent 3: *“role clarification is followed by setting up of objectives and performance expectations according to the SMART criteria for all the employees by their respective managers and HoD”*.

According to Dessler (2016) it is important that goals are specific, measurable, attainable, relevant and clearly derived from what the manager and company want to achieve, and timeously reflect deadlines and milestones. In the words of Aguinis, (2013) performance planning is the second component of the performance management process which includes the consideration of the results and behaviour as well as the development plan. It is not enough that the specific goals be set, these goals need to be linked to specific desired outputs which become the requisite performance standards (Bussin, 2013).

The view of Respondent 3 which is clear that RNM management set objectives and performance targets according to the SMART criteria resonates well with similar assertions by Stone, 2010). To be precise, Stone (2010:233) posited that Measurable, Attainable, Realistic and Time Bound (SMART) objectives are key features for the effective performance management systems of any institution. This finding from Respondent 3 and 6 is also in conformity with views expressed by Afshan et al.,(2014: 24-37) who posited that the various objectives that top management set should be very clear and specific to avoid situations whereby any employee does not know what he/she is supposed to do. This finding from Respondent 3 and 6 on the existence of set objectives and performance targets according to the SMART criteria also agrees with views expressed by Gungor (2014:67) who pointed out that in a performance system it is imperative that management should make it a culture to involve their subordinates in setting up performance objectives that are unambiguous but specific and easy to understand on both sides to avoid potential future misunderstandings during the performance evaluation stage.

#### **4.2.5 Service delivery targets are being achieved through implementation of PMS**

Respondents 1, 2, 6 and Respondent 7 expressed a perception that the PMS at RNM was enhancing employee performance and responsible for the achievement of some targets. This finding is corroborated by the following interview excerpts:

Respondent 1: *“through PMS, service delivery targets have been achieved and it’s an impressive thing”*

Respondent 2: *“service delivery has improved greatly since PMS has motivated employees to perform”*

Respondent 6: *“employees are performing and meeting targets”*

Respondent 7: *“PMS talking to service delivery/aligned to service delivery”*

Rashid (2015) concur that performance management system is important in organisations because it greatly contributes to an organization's effectiveness through ensuring that all employees are performing and achieving goals and targets. Previous studies have found that economy, efficiency and effectiveness cannot be separated when measuring performance and service delivery (van der Walt, 2004). Performing effectively, efficiently and economically means the right work is done and completed within the desired time frame utilising the required and available resources (Van der Walt (2004). In addition, Drucker (2001:147) mentioned that there is no efficiency without effectiveness. According to Profiroiu, (2001 cited in Mihaiu, 2010:8) performance refers to the relationship between the efficiency and effectiveness and a corresponding budget. These responsibilities are part of managers’ contract, therefore managers have a responsibility to ensure that tasks are performed and the intended objective is achieved.

#### **4.2.6 Evaluation confined to HODs and Evaluation not cascading to Contract Workers**

Views expressed by Respondents 3, 7 and 8 revealed that the performance management system at RNM is not inclusive of employees from other grades but is mainly focused on Heads of Departments. This finding is corroborated by the following interview excerpt from Respondent 3 *“the PMS system is applied to HODs only and excludes lower levels yet they also needs to have their performance evaluated”*. Respondent 7 concurred by saying *“Only Heads of Departments are evaluated using the PMS system”* a finding which also found resonance with Respondent 8

who opined that *“not all employees are covered by the PMS system save for HODs”* whilst Respondent 3 pointed out that the performance management system at RNM is not cascading down to include contract workers. This finding is corroborated by the following interview excerpt from respondent 8 : *“contract workers are not covered by the PMS system in contrast with what other organizations do”*

This finding is in disconformities with assertions by Pillay (2015:88) who pointed out that an effective performance management system should be all encompassing and should involve all levels of employees in order to enable the whole organisation to work towards achieving organisational goals. Others studies who did not support the finding of this study are (Radebe, (2013) Cheese, Chau, Vinh and Witcher, (2008). All these studies found that effective performance management system should cut across all employees of an organisation which will drive the organisation to achieve their set objectives.

#### **4.2.7 PMS leaves out Self-Performance Evaluation Mechanisms**

This study reveals that Respondent 2 and Respondent 7 were of the view that the performance management system at RNM did not factor in the practice of self-evaluation, whereby employees are made to rate their performance first before the final rating is done. Respondent 2 claimed that the municipality does not have a mechanism whereby an employee self-evaluates themselves first before the appraisal does the evaluation. Respondent 7 concurred by pointing out that the PMS does not provide for employees to rate themselves first before the evaluator does. This finding is corroborated by the following interview excerpts:

Respondent 2: *“our organisation does not have a mechanism whereby employees self-evaluates themselves first before the appraisal does the evaluation”*.

Respondent 7: *“the PMS system does not provide for employees to rate themselves first before the evaluator does”*.

This finding is in disconformities with assertions by Kleiman (2015:70) who posited that managers should provide their subordinates to self-evaluate themselves. Kleiman (2015:70) explained that self-evaluation includes an employee assigning himself or herself scores on each key performance area and or performance objective in a manner that mimics the actual

performance appraisal. If done properly and honestly it will help both appraise and appraiser to reach an amicable understanding and an objective performance score.

#### **4.2.8 Peer Review Evaluation not performed**

Respondent 1 pointed out that the performance management system at RNM does not provide for employees to conduct a peer review on each other. This finding is corroborated by the following interview excerpt:

Respondent 1: *“presently there is no peer review evaluation as part of the PMS system”*

This finding demonstrates that the failure to introduce peer review evaluations at RNM is in contrast with assertions by Pasha and Edwards (2013:39) who expressed the view that performance measurement should not only be confined to management, and pointed to a recent trend in the performance evaluation system has seen managers attaching greater importance to peer review evaluations whereby subordinates are being made to evaluate each other. This finding is in contrast with assertions by Pasha and Edwards (2013:39) who further pointed out that peer review evaluation involves subordinates providing performance scores and feedback to each other before final evaluations are done. Also this finding demonstrates that Ray Nkonyeni Local Municipality is not taking advantage of the benefits of peer review evaluations highlighted by Kleiman (2015:69) who pointed out that peer review evaluation has its own advantage in that it helps prepare the employee for the actual evaluations and help act as a pointer to what the final evaluation scores might be.

#### **4.2.9 Performance Support is given through Training and Development**

Respondent 4 and 5 expressed the view that the performance management is undertaken by providing employee performance support through training and development. Respondent 4 expressed the point that training and development is one of the mechanisms we use to enhance employee performance but also pointed out that the training is not as much as would be anticipated. Respondent 5 expressed a similar view which pointed out that performance training

is one of the mechanisms used to enhance employee performance. This finding is corroborated by the following interview excerpts:

Respondent 4 “training and development is one of the mechanisms we use to enhance employee performance though not as adequate as we would have wanted”

Respondent 5: “training is organised for employees in order to help them perform their tasks well so that we minimize failure to achieve”

Managers can also help motivate employee’s by providing them with the necessary training and creating opportunities for the team members to learn their roles and tasks (Zaccaro, Rittman, & Marks, 2001). Furthermore, performance is considered to be strategic focus on aligning to organisational goals, motivate employees to improve their performance and reward them for achieving organisations goals and targets. Performance management assists employers to identify training needs for employees, future potentials and salary reviews. This finding is similar to what was found in a study by (Mdluli, 2015; Joubert & Gordon, 2000; Kreitner & Kinicki, 2013; Layton 2001). The study by Mdluli et al (2015) concluded that training development organized for employees assist them to achieve their task in an organization irrespective of their sections within the organizations.

#### **4.3 Procedures and Mechanisms used to monitor and evaluate PMS at RNM**

The Municipal Assessment Tool of performance and evaluation procedures and mechanism from Cooperate Governance and Traditional Affairs (CoGTA) is used to monitor and evaluate PMS at RNM as identified in this study.

##### **Performance Roles Clarity**

Respondent 4, 5 and 8 pointed that one of the initial procedures that management at RNM used was to monitor the clarity of the role and performance of their subordinates. This finding demonstrates that the management at RNM clarifies each individual employee’s roles. This finding is corroborated by the following interview excerpts from Respondent 4, 5 and 8 .Respondent 4 specifically pointed out that the management at RNM take steps to “*ensure that*

*all employees are told about their roles and responsibilities in a clear manner so that they will not be disagreements at the end of the performance period regarding what was done". Respondent 5 pointed out that "the performance appraisal process starts with role clarification so as to make it clear who will be responsible for performing a certain task for the purposes of bringing them to account "whilst Respondent 8 : pointed out that "performance benchmarks are set in consultation with employees so that everyone is clear what needs to be done"*

Respondent 4, 5 and 8 vindicates assertions by Spangenberg (2014) who pointed out that role clarification is part of the performance planning process which encompasses among other things setting a mission, performance goals and plans, roles and responsibilities work related competencies and supportive behaviours. This finding also resonates with views expressed by Bititci, and Garengo (2012) who pointed out that under a performance management system the employer and employee or supervisor and subordinate together are responsible for identifying and clarifying what needs to be done in simple and clear terms as well as clarifying what the employee should be doing for the period being planned, how well the work should be done and why it needs to be done and other specifics such as level of authority and decision-making. According to Keith (1995:163), it is not only the employer who is involved in performance planning, but also other stakeholders. Municipalities operate in a very dynamic environment with a variety of stakeholders having interests and expectations on their performance. Municipalities are thus, required to interact and communicate with all stakeholders, which are both internal and external. Internal stakeholders will include amongst others employees, council and organised labour, while external stakeholders may include community members, community organizations and other interested groups. In support of the above view, Joung, Carrell, Sarkar, and Feng (2013) regard communication as the glue that binds various elements, coordinates activities, allows people to work together and produces results.

### **Discussions in setting Key Performance Indicators and use of Performance Standards**

Respondent 1, 4 and 7 all concurred that another procedure and mechanism that the management at RNM implement is that of setting up of key performance indicators and setting up of performance standards through discussion. Respondent 1 alluded to the management setting up KPIs (key Performance Indicators) whilst Respondent 4 alluded to the setting up of performance

standards. Furthermore, Respondent 7 pointed out that performance benchmarks are also set in consultation with subordinates. This finding is corroborated by the following interview excerpts:

Respondent 4: *“managers perform the procedure of setting up performance standards which are measurable and specific for everyone in RNM, South Africa”*

Respondent 7: *“clarification of roles is succeeded by performance benchmarks which are set in consultation with employees so that everyone is clear what needs to be done”*

Views expressed by respondents 4 and 7 are in line with similar views expressed by Jones and George (2013:363) who posited that one of the essential initial steps that managers in charge of executing the performance management system is the setting up of KPIs and setting up of performance standards so as to guide employees. In a study that was done by Matlala (2011), she concluded that performance management starts with performance planning. The manager and employee must plan and agree on job objectives, weighting, KPI's and performance measures to be achieved in a particular financial year and develop Individual Development Plan. Recommendations were that a consultation with all employees on the implementation of the system was required which cascaded from the performance management to all lower level employees, and that municipality must pay performance bonuses to good performing employees.

#### **4.3.1 Quarterly Review of Performance Progress**

Respondents 1, 6 and 8 all concurred that the management at RNM performs quarterly reviews of performance progress where they evaluate performance reports, determine performance progress. Respondent 1 pointed out that quarterly employee appraisals are conducted and discrepancies are noted and corrected. Respondent 6 expressed the view that quarterly performance reviews are conducted as a mechanism to determine the amount of progress employees are making whilst Respondent 8 expressed the view that performance reviews are conducted quarterly so as to take timely corrective action. This finding is corroborated by the following interview excerpts:

Respondent 1: *“employees are called in on a quarterly basis to provide performance reports and any problems identified are noted and mitigation strategies put in place”*

Respondent 6: *“quarterly performance reviews are conducted as a mechanism to determine the amount of progress employees are making”*

Respondent 8 *“performance reviews are conducted quarterly so as to take timely corrective action”*

The views expressed by Respondents 1, 6 and 8 concerning the conduct of performance reviews on a quarterly basis concurs with similar views expressed by Stone (2010:235) who asserted that formal performance appraisals are conducted at set times during the year and are based on performance dimensions and measures that have been specified in advance. Kralj & Kandampully, (2012: 3-37) posited that managers in most large organizations use formal performance appraisals on a fixed schedule dictated by company policy, such as every quarter, every six months or every year. The views expressed by Respondents 1, 6 and 8 resonates Singh and Twalo (2015). Singh and Twalo assert that for a performance management system to be successful, it must have a strategic congruence; be thorough in respect of employee evaluation, job responsibilities and feedback given to the employee; be meaningful; specific; reliable; identify effective and ineffective performance, valid, acceptable and fair; inclusive; open; correct; standardized and ethical.

#### **4.3.2 Poor performers are Evaluated and Made to Refocus on Performance Targets**

Respondent 3 and Respondent 7 concurred that as part of procedures for managing the performance management system, the management at Ray Nkonyeni Local Municipality identified poor performers are often made to take corrective action and refocus on performance targets. Respondent 3 pointed out that those performing poorly will have corrective measures taken on them whilst Respondent 7 pointed out those poorly performing employees will be made to refocus their energies. This finding is corroborated by the following interview excerpts:

Respondent 3 *“a quarterly performance review that we conduct enables us as managers to identify those employees performing well and those who will be behind and corrective action will be undertaken”*

Respondent 7: *“poorly performing employees will be made to refocus their energies”*

This finding from Respondent 3 and Respondent 7 is in agreement with views expressed by Agarwala (2014:97) pointed out that regular evaluations help ensure recognition for high performing workers, and they help keep mid-level performers on track toward the achievement of reasonable goals. Agarwala (2014:97) further pointed out evaluations also help manager's deal with low performers by providing a clear record of all efforts made to avoid termination & to recommend a personal development program.

It was observed that there was insufficient differentiation between good and poor performance. This researcher is of the view that the response indicates that poor performance is not being managed everywhere or not being managed properly by managers at this RNM. This could lead to an alignment with the literature that ineffective managers allow poor performers to get away with poor performance, leading to overall lower levels of performance in the organisation (Manyaka, and Sebola, 2012). The literature further stated that failure to address under-performance can have a significant long-term impact on the team's morale and the achievement of collective goals (Xipu, 2010). This means that if poor performance is not managed well, other employees in the team or department may see how the under-performing colleague is dealt with and, if no action was taken. This might create a precedent that it is acceptable not to perform. Failure to manage poor performance has a negative impact not only on the PMS but also on the reward system (Bussin, 2011). The study can confirm that an important aspect of dealing with poor performance is to address poor performance as and when the incident occurs during the phases of performance management (Aguinis, 2009). The study appears to suggest that proper management of poor performance by managers in the RNM could assist in preventing the under rewarding of good performers and over rewarding of average or poor performers. The literature supports the fact that the causes for poor performance must be investigated and training should be considered where appropriate and an employee must be given time to improve (Bussin, 2011).

#### **4.3.3 Verification of Performance**

Respondent 2 and Respondent 4 pointed out that employee performance scores at each performance reviews is documented. Respondent 2 pointed out that one of the mechanisms put in place by the management at Ray Nkonyeni Local Municipality is to verify employee performance by comparing performance reports with actual performance whilst. Respondent 4 pointed out that actual evidence to back up information in the performance reports is sought. This finding is corroborated by the following interview excerpts:

Respondent 2: *“one of the mechanisms is to verify employee performance by comparing performance reports with actual performance”*

Respondent 4: *“we look for performance evidence and we do not rely on performance reports only”*

This finding from Respondent 2 and Respondent 4 on the practice of verification of performance by the management at RNM resonates with views expressed by Azzawi and Jawad, (2013:83) who pointed out during the performance review processes either be it quarterly or bi-annual or annual performance appraisals, that employee performance reports are verified by checking the actual performance against reported performance so that no one is prejudiced.

#### **4.3.3.1 Provision of Performance Feedback**

Respondents 1, 3, 4, 6 and Respondent 8's views all converged on revealing that the management at Ray Nkonyeni Local Municipality. The finding proves that the management at Ray Nkonyeni Local Municipality does not measure performance without telling their subordinates areas that employees are doing well and areas that needs improvements. This finding on the issue of management at Ray Nkonyeni Local Municipality providing feedback to their subordinates seems to have received positive expression from many respondents compared to other views. Respondent 1 and Respondent 4 expressed the view that performance feedback is provided to respondents after each performance review stage. Respondent 3 expressed the view that performance feedback is provided to subordinates by management. Respondent 6 expressed the view that performance feedback is part of the mechanisms used in performance management at Ray Nkonyeni Local Municipality whilst Respondent 8 opined that at the municipality provision of feedback to subordinates is always ensured. This finding is corroborated by the following interview excerpts:

Respondent 1: *“at each appraisal stage managers provides performance feedback to subordinates”*

Respondent 3: *“one of the procedures that we follow is to provide feedback to our subordinates”*

Respondent 4: *“feedback on how well employees will have performed is provided at every performance review stage”*

Respondent 6: *“performance feedback is part of the mechanisms used in performance management”*

Respondent 8: *“managers always ensures that employees are provided with feedback on their performance”*

This finding from views expressed by Respondents 1, 3, 4, 6 and Respondent 8's are in conformity with views expressed by Nel (2011), who expressed the view that the provision of

performance feedback should be an integral part of the performance management system as it helps subordinates to know their areas of strengths and weakness as well as what needs to be done to be on the correct performance path. Not only does the findings resonates with Nel (2011) but also with similar views to that of Jones and George (2013:434) who concurs with Respondents 1, 3, 4, 6 and Respondent 8's by pointing out that the provision of feedback to subordinates is an essential component of a human resource management system because it encourages and motivates high performance.

Dessler (2016) defined performance management as a continuous process of identifying, measuring, and developing the performance of individuals and teams and aligning their performance with the organisation's goals. Biron, Farndale, and Paauwe (2011) concurred that performance management is a variety of undertakings engaged in by the organisations to improve the performance of individuals and units (teams) with the eventual purpose of enhancing organisational effectiveness. The undertakings that are appropriate for this definition are for example, the setting of corporate, departmental, team, and individual objectives, and the use of assessment reviews for reward strategies. Observing the above definitions, it is clear that performance management focuses on an on-going process of performance improvement, rather than primarily emphasising an annual performance review. Biron, Farndale, and Paauwe (2011) argued that performance management should be taken seriously as a tool to assist managers in identifying competencies required for the successful execution of strategic objectives of an organisation. It is an important process to ensure organisational focus and alignment on individual level. Therefore, the PM is an important tool to establish accountability for regular performance and development conversations for achieving individual performance and team targets that will assist them in achieving the organisational goals.

#### ***4.3.3.2 Sustained Mentoring and Coaching***

Both Respondent 3 and 6 alluded to the fact that the management at Ray Nkonyeni Local Municipality provides mentoring and coaching to subordinates as part of the performance management procedures and mechanisms. Respondent 3 pointed out that coaching and mentoring is provided to subordinates on a sustained basis. Respondent 6 also alluded to the same views as Respondent 3 by pointing out that the performance management system at the municipality is characterized by the provision of mentoring and coaching on a continuous basis.

Interview excerpts from Respondent 3 and 6 demonstrate this finding. Respondent 3 pointed out that “*subordinates are provided with sustained coaching and mentoring*” whilst Respondent 6 pointed out that:

*“One of our mechanisms of our performance management system entails the continuous provision of mentoring and coaching to employees who needs it”*

This finding from views expressed by Respondents 3 and 6 is in conformity with views expressed by Bussin (2013) who pointed out that monitoring performance and coaching play an important role because it enables managers to re-evaluate their priorities and efforts and employees can fully understand whether their performances are aligning to the agreed goals.

The literature review also explored the performance management processes that are effective in enhancing the individual performance level; for example, the goal setting, performance planning, performance coaching, the use of performance reviews and assessments (Stredwick, 2014). The factors that contribute towards an effective performance management system were also explored in detail; for example, change management, communication, performance management training, training and development of employees, and managing poor performance. Based on research objective, it was concluded that the goal of performance management is to ensure that its processes and subsystems are working together in an ideal way in order to ensure the achievement of the strategic business objectives. Therefore, an effective performance management system holds all these performance processes together in a sustainable way to ensure that both managers and employees benefit from it.

#### ***4.3.3.3 Measuring the Performance through Annual Performance Appraisals***

Respondents 1, 4 and 5 expressed similar views to the effect that the management at Ray Nkonyeni Local Municipality by pointing out that as part of the procedures in terms of administering the PMS performance measurement is done annually. Respondent 1 specifically pointed out “*annual performance appraisals are conducted*”. Respondent 4 pointed out that “*final performance appraisals are conducted at the end of the year*” whilst Respondent 5 pointed out that “*annual performance is measured and determined at the annual performance appraisal stage*”

The views expressed by Respondents 1, 4 and 5 concerning measuring performance on a quarterly basis concurs with similar views expressed by Stone (2010:235) who asserted that formal performance appraisals and measurements are conducted at set times during the year and

are based on performance dimensions and measures that have been specified in advance. Kralj and Kandampully (2012: 3-37) similarly made assertions to the same views but posited that managers in most large organizations use formal performance appraisals and measurements on a fixed schedule dictated by company policy, such as every quarter ,every six months or every year. In a performance review the manager & the subordinate provides an overall assessment of how work has gone over the previous twelve months, identifies goals that have been met and those where additional effort may be required; determines whether one's job description and competencies accurately reflect the reality of the position, and make updates as necessary (Agarwala,2014:97).

#### **4.3.3.4 Documentation of Performance**

Respondent 2, 6 and 8 expressed the view that one of the procedures performed by the management at Ray Nkonyeni Local Municipality is the procedure of documenting performance. This finding therefore demonstrates that the management of Ray Nkonyeni Local Municipality document employee performance for purposes of reference. This finding is corroborated by the following interview excerpts:

Respondent 2: *“all performance appraisal records are documented”*

Respondent 6: *“all performance related aspects from objectives and targets agreed upon to quarterly reviews and feedback is documented”*

Respondent 8: *“at each appraisal stage all aspects of performance appraisals are put in writing followed by signatures of both parties”*

The views expressed by Respondent 2, 6 and 8 Azzawi and Jawad, (2013:83) further pointed out that the process of performance verification and documentation is essential so as to ensure that there is an accurate and credible measurement of progress towards achieving organisational objectives thereby creating goodwill between appraiser and appraisee. Based on the findings of the study, it was concluded that very few participants reported that the performance feedback is often provided (i.e. quarterly feedback) either in departmental meetings or at one-to-one meetings, while some of the participants expressed that they only received feedback quarterly probably because it was stipulated in the RNM performance management policy. The research findings are not in congruence with the literature because in effective performance management

systems, employees normally seek this performance conversation regularly in order to solicit ideas and suggestions for improving work processes and individual performance (Bohlander & Snell 2013).

According to the research findings, most of the participants indicated that performance reviews in their departments are only done twice per year, that is, midyear and final reviews. It can be concluded that a smaller number of employees indicated that quarterly performance reviews are done in their departments. Therefore, research findings are in line with the literature, because according to literature, performance management never means only meeting with a subordinate once or twice a year to review employee's performance; it means continuous, daily or weekly interactions to ensure continuous improvement (Dessler, 2016). Biron, Farndale, and Paauwe (2011) found that senior management involvement would contribute to the effectiveness of PMS by means of a stronger alignment between the organisation's goals and its HR practices.

#### **4.3.3.5**      *Tying Rewards to Performance*

Findings from the views expressed by Respondents 3, 4, 5, 7 and 8 reveals that the management at RNM provides rewards for performers/achievers through both monetary and non-monetary rewards. This finding just like that on provision of feedback was backed by many respondents compared to responses on other questions. Respondent 3 specifically pointed out that performance is tied to rewards as a way of motivating employees to perform better. Both Respondent 4 and Respondent 5 pointed out those employees who scores better are awarded both monetary and non-monetary rewards. Respondent 7 and Respondent 8 concurred with other respondents in terms of awarding rewards to achievers but also went on to point out that under achievers are punished in some way. This finding is corroborated by the following interview intercepts:

Respondent 3: *“performance is tied to rewards in order to motivate employees to perform better”*

Respondent 4: *“after allocating performance scores employees are awarded both monetary and non-monetary rewards”*

Respondent 5 *“achievement of performance benchmarks is rewarded through performance bonuses and through other forms of appreciation”*

Respondent 7: *“achievers in terms of meeting targets are rewarded whilst under achievers are punished in some way”*

Respondent 8: *“employees who reach their targets are considered for performance targets and promotions whilst those who fail to achieve without a proper and justifiable reason are not promoted or awarded financial rewards”*

This finding on tying performance to rewards as a practice that exists at tying employee performance the management at RNM is in conformity with views expressed by Arthur et al., (2014:56) who posited that tying performance to the reward system goes a long way in motivating them to work harder because employees need not form a perception that the PMS is a just a mere paperwork formality that documents employee performance but rather that their efforts and contribution towards achieving organizational objectives and goals will be rewarded somehow as a thank you.

Moreover, the relationship between performance management and reward. This was achieved by exploring the relationship between the two concepts. Rewards are important factors that have a significant influence on employees’ performances and their morale (Hussain, Hussain, & Rahman, 2011). Theories of motivation which include expectancy and equity theories were also explored in detail. Mathis, Jackson, Valentine and Meglich (2017) concurred that these theories are important as they influence the design of reward systems. The literature further linked the individual performance and the types of rewards, which are base pay and variable pay. The non - monetary rewards, namely; the recognition and reward programme was also explored from a theoretical perspective. From the literature point of view, it was concluded, therefore, that performance management and reward are symbiotic. The reward must be used as a tool to increase employees’ motivation and commitment so that ultimately the goals of the organisation are achieved.

#### 4.4 Findings on Aspects of the Performance Management Systems Which Positively or Negatively Affect the System at Ray Nkonyeni Local Municipality

Table 4.2 below will show the positive and negative aspects of PMS:

**Table 4.2 Summary of Positive and Negative Aspects of PM at RNM**

<b>Positive Aspects of PMS</b>	<b>Negative Aspects of PMS</b>
Clarity of roles and responsibilities	PMS not cascading Downwards to Subordinates of HODs
SMART objectives for implementing IDP and SDBIP annual performance	Inadequate Training and Development for Performance Evaluators
Timely resource allocation and employee performance support	Lack of Progress towards Strengthening Non –Monetary Rewards
Objectivity in performance measurement	
Quarterly reviews and feedback on performance	
Tying performance with financial rewards	
Performance management system is linked to day to day operations	

Source: Researcher

Each of the above aspects are presented in detail and discussed below.

#### 4.4.1 Positive Aspects

The following are the views of respondents on the positive aspects of the performance management systems which are affecting the System at RNM. This finding is evidenced by interview excerpts below.

##### 4.4.1.1 *Clarity of roles and responsibilities*

From the findings it can be established that Respondent 6 was of the view that one of the positive aspects of the performance management systems which are affecting the System at RNM is the

issue of clarity of roles and responsibilities. Respondent 6 pointed out that clarity of roles and responsibilities was a positive in the sense that it eliminated the possibilities of disagreements occurring in the future. This finding is evidenced by interview excerpt:

Respondent 6: *“we ensure that all employees are told about their roles and responsibilities in a clear manner so that they will not be disagreements at the end of the performance period regarding what was done”*

This finding from Respondent 6 is in conformity with similar views expressed by Armstrong & Baron (2014:76) who posited that a performance management system needs to be premised on the philosophy of clarifying employee roles and responsibilities to their employees in the language they understand followed by documentation of the same and the appending of signatures.

#### **4.4.1.2 SMART objectives for implementing IDP and SDBIP annual performance**

Respondent 5 & 8 all concurred that the development and implementation of SMART objectives for implementing IDP and SDBIP annual performance is among some of the positive aspects of the performance management systems which are affecting the System at Ray Nkonyeni Local Municipality. Respondent 5 expressed the view that the ability to clarify roles and to set clear objectives according to the SMART criteria was a positive aspect that are affecting the System at Ray Nkonyeni Local Municipality. This finding is evidenced by the following interview excerpt.

Respondent 5: *“as alluded before role clarification is followed by setting up of objectives and performance expectations according to the SMART criteria to achieve IDP objectives”*.

Respondent 8 made similar assertions to Respondent 5 by pointing out that *“performance targets are specific, capable of being measured, capable of being achieved within a set timeframe implementing IDP and SDBIP annual performance”*.

This finding from Respondent 5 & 8 on the setting up of objectives for the implementation of organisational programs resonates with views expressed by Armstrong & Baron (2014:76) who pointed out that a performance management system includes discussing job performance, setting goals for professional development, establishing objectives for contributing to the department’s mission, discussing expectations and accomplishments.

#### **4.4.1.3 Timely Resource Allocation**

Respondent 7 pointed out that the timeous allocation and employee performance support is among some of the positive aspects of the performance management systems which are affecting

the System at Ray Nkonyeni Local Municipality because it enables employees to perform their tasks without lack of anything. This finding is evidenced by the following interview excerpt

Respondent 7: *“resource allocation for performance support is being provided to employees”*

This finding from Respondent 7 the timeous allocation and employee performance support by the management at Ray Nkonyeni Local Municipality is in conformity with similar assertions by Agarwala (2014:97) who posited that the provision of resources and other support systems as and when they are needed by subordinates is a very crucial aspect that helps in the achievement of the performance management objectives.

#### **4.4.1.4 Objectivity in Performance Measurement**

Both Respondent 4 and 6 expressed the view that the exercise of objectivity in the measurement of employee performance is among some of the positive aspects of the performance management systems which are affecting the System at Ray Nkonyeni Local Municipality because it does not prejudice employees in any way since performance scores are allocated fairly without bias. Respondent 4 pointed out the manager’s at RNM often strive to be to be objective when measuring employee performance. Respondent 6 pointed out that the performance management system at the municipality is anchored on the principles of fairness and objectivity and is applied to every employee. This finding is evidenced by the following interview excerpts:

Respondent 4: *“as managers we strive to be to be objective when measuring employee performance”*

Respondent 6: *“our performance measurement principles and policies are premised on fairness and objectivity and is applied to every employee”*

This finding resonates with views expressed by Afshan, Chakrabarti & Balaji (2014: 24-37) who posited that an effective performance management system and performance measurement practice should be unbiased and management needs to always exercise objectivity, rationality and fairness in rating employee performance. Views expressed by Respondent 4 and 6 resonates with views expressed by Afshan et al., (2014: 24-37) posited that an effective performance management system and performance measurement practice should be unbiased and management needs to always exercise objectivity, rationality and fairness in rating employee performance.

#### 4.4.1.5 Quarterly Reviews and Feedback on Performance

The participants were asked to respond on the frequency of performance assessments in their departments. By asking this question the researcher wanted to establish whether the quarterly reviews were conducted to monitor progress and make any performance adjustments. Furthermore, regular performance assessment is necessary in identifying training gaps amongst employees. It is interesting to note that a significant number of the participants could not provide an exact number of times their performance reviews were conducted. These participants seemed unsure and, hence, made no comment when this question was asked.

Respondent 2 expressed the view that the conduct of quarterly reviews and feedback on performance ranks among some of the positive factors that demonstrates the strengths of PMS at Ray Nkonyeni Local Municipality because they allow for timeous feedback to subordinates and correction. This finding is evidenced by the following interview excerpt:

Respondent 2: *“one of the strengths of our PMS system is related to the fact that managers conduct quarterly reviews rather than waiting for the end of the year and feedback is provided timeously”*

One of the respondents commented that performance assessments are not done constantly and they feel that this should be done on a daily basis because managing performance is a daily exercise. The participants were asked to provide their perceptions on their experiences on the most recent appraisal. This was meant to establish if the appraisals were done according to procedure as stipulated in the performance management policy of the RNM. The participants felt that the appraisals procedures were not fair. However, they confirmed that there was no consistency in procedures followed. At least one of each of the participants in the various demographic categories raised concerns regarding the inconsistency in the implementation of performance reviews procedure. Only one of the participants stated that their assessment was done weekly, whilst another pointed out to having their performance reviews being done every month because they “only start negotiating the contract first before they agree on what has been achieved and then agree on the ratings”, which is a serious process anomaly. Another senior manager raised concern over the final processing of the performance appraisals, and another concern that was raised by a few of the participants was that the implementation of the performance reviews was sometimes done via email, which robbed employees of an opportunity to face their employers whilst being assessed. The face-to-face meeting is significant in the sense that probing and concerns are raised during the performance reviews. Participants in the junior

management category lamented that some of the employees were not familiar with the rating system used. They confirmed that this was evidenced by the high self-assessment ratings that they allocated to themselves. One of the participants confirmed that their manager did not discuss the departmental' individual development plan. This participant went on to say that they assumed that due to their age, the manager found it unnecessary to develop a performance rating system.

This finding is in conformity with views expressed by Jones and George, (2013:434) who posited that performance evaluation for employees must be regarded as an on-going process or continuous process whereby performance reviews are held periodically notably on a quarterly basis so that regular feedback on each employee performance is given which enables potential flaws, errors or omissions will be detected early so that corrective action is taken well in advance.

#### **4.4.1.6 Tying performance with financial rewards**

Respondents 3, 4 and 5 all concurred that the principle of tying performance with financial rewards among some of the positive aspects of the performance management systems which are affecting the System at Ray Nkonyeni Local Municipality because it helps to motivate employees to perform better and achieve targets. This finding is evidenced by the following interview excerpts:

Respondent 3: *“the fact that our PMS is tied to rewards makes the system to be motivational and helps to improve performance”*

Respondent 4: *“tying performance to rewards helps to inspire employees to do more to achieve their targets hence helping to improve employee performance”*

Respondent 7: *“tying performance to rewards is a positive aspect that helps employees to achieve their performance targets”*

Views expressed by Respondents 3, 4 and 5 on the practice of tying performance to rewards are in line with similar assertion Mayhew, (2013:23) stressed that the compensation practices will have to be aligned to meet an organization's strategic needs thereby helping to help to motivate higher employee performance.

#### **4.4.2 Negative Aspects**

The following are the views of respondents on the negative aspects of the performance management systems which are affecting the System at Ray Nkonyeni Local Municipality.

##### **4.4.2.1 PMS not cascading Downwards to Subordinates of HoDs**

Respondent 2 and 3 expressed the view that failure by the performance management system to cascading downwards to subordinates of HODs is among some of the negative aspects that is are affecting the System at Ray Nkonyeni Local Municipality. This finding is evidenced by the following interview excerpts:

Respondent 2: *“as I mentioned earlier on, failure by the municipality to have the system cascade to lower levels is a negative aspect of our PMS that needs to be corrected”*

Respondent 3: *“this issue of confining the PMS to HODs only does not augur well for the overall performance of the organisation”*

##### **4.4.2.2 Inadequate Training and Development for Performance Evaluators**

Respondent 8 expressed the view that failure to adequately train and develop for performance evaluators is among some of the negative aspects that is are affecting the System at Ray Nkonyeni Local Municipality. This finding is evidenced by the following interview excerpt:

Respondent 8 *“though training and development is conducted it’s not as adequate as we would want”*

Views expressed by Respondent 8 that the training conducted by the Ray Nkonyeni Local Municipality is inadequate is in direct contrast to views expressed by Tan (2010:12) who opined that training helps employee master knowledge, skill, and ability which would be contribute to innovation in terms of products, production processes, and management practices in daily operation. Hence, training develops the knowledge, skill, and ability of employees to perform effectively in their job that will lead to higher organizational innovation.

##### **4.4.2.3 Lack of Progress towards Strengthening Non –Monetary Rewards**

Respondent 6 expressed the view that lack of progress towards strengthening non –monetary rewards is among some of the negative aspects that is are affecting the System at Ray Nkonyeni Local Municipality. This finding is evidenced by the following interview excerpt:

Respondent 6: *there is not much movement towards strengthening non-monetary rewards”*

This finding from respondent 6 is not in line with views expressed by Noe et al., (2012:104) who expressed the view that recent research has indicated that monetary rewards alone are not sufficient motivators. Noe *et al.*, (2012:104) further explained that an organisation should reinvent their reward management practices which provides financial reward, promotion and other recognition, in order to motivate employees to take risk, develop successful new products and generate newer ideas. This finding also goes against the advice proffered by Arthur *et al.*, (2014:56) who advised that incentivizing employees with financial and non-financial rewards and through other non-monetary form of appreciation is essential as it helps inspire people to strive to achieve organizational objectives.

#### **4.5 Summary**

This chapter presented results aligned to the research objectives on how management at RNM perceive performance management system as a tool that may enhances service delivery, procedures and mechanism employed by the municipality to monitor and evaluate performance management systems, aspects of the performance management systems which positively or negatively affect the system at RNM and on the opportunities and benefits of implementing an incorporated electronic management system that is cascaded to all employees at RNM.

## **CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS**

### **5.1 Introduction**

The aim of this chapter is to make conclusions and recommendations. This chapter presents the conclusions pertaining to how management at RNM perceive performance management system as a tool that influences service delivery, procedures and mechanism employed by the municipality to monitor and evaluate performance management systems, and aspects of the performance management systems which positively or negatively affect the system at RNM. The implications of this research, recommendations to solve the research problem, as well as recommendations for future studies will be discussed in this chapter followed by a conclusion of the entire study. The chapter begins by presenting a summary of the study in general before focusing on each objective and implications of the research. Thereafter, the chapter focuses on limitations of this study, areas for future research and recommendations.

### **5.2 Summary of the study**

In a nutshell, this qualitative study sought to explore management perceptions of PMS at RNM according to HoDs, managers and the MM, and also how PMS positively or negatively influenced the delivery of service at RNM. Stratified, purposive sampling was used in this study to select participants who included HoDs and Managers at RNM. These management-level staffs were selected as suitable informants as they (1) had hands-on experience of PMS at RNM; and (2) were exposed to PMS at RNM for the longest duration in this context. Data was collected through semi-structured and in-depth interview with HoDs and Managers at RNM. The collected data was analysed through inductive, thematic analysis.

In short, the research reveals that there is a positive perception among heads of department (HoDs), managers and the Municipal Manager of RNM pertaining to the effectiveness of PMS in enhancing service delivery. Participant held the perceptions that PMS had resulted in setting performance objectives and targets that were closely connected with the delivery of services to the municipality's residents in line with Integrated Development Plan (IDP). Furthermore, annual and quarterly review of performance; measurement and verification of performance; feedback; and remedial action were perceived as positive aspects of the PMS at RNM. However, failure to take qualitative aspects of performance measurement as well as disregard for the importance of self-employee evaluation and peer review performance evaluation were perceived as negative aspects of the PMS. Additionally, PMS was also not cascaded to operational employees.

The key findings of this study are summarised below as per each the objective specified in chapter 1.

### **5.2.1 Findings on how management at Ray Nkonyeni Local Municipality perceive performance management system as a tool that influenced service delivery**

The first objective focused on exploring how management at RNM perceive performance management system as a tool to influence service delivery. Based on research objective 1, it was found that PMS was perceived as influencing a variety of activities such as the setting of targets aligned with the IDP but also periodic review and feedback to influence individual and municipal performance.

The second objective focused on management perceptions on procedures and mechanisms employed by the municipality to monitor and evaluate performance management systems. The study found that management at RNM used a variety of several procedures and mechanisms to monitor and evaluate the PMS. The research concludes that management at RNM employed the following procedures and mechanisms to monitor and evaluate the PMS:

- Management perceptions

- Procedures mechanisms

### **5.2.2 Findings on aspects of the Performance Management Systems which positively or negatively affect the System at Ray Nkonyeni Local Municipality**

The third objective focused on exploring aspects of the performance management systems which positively or negatively affected the system at Ray Nkonyeni Local Municipality. The research fulfilled the third objective by finding out that the PMS as practised at the municipality had both positive and negative aspects.

Management clarification of roles and responsibilities to their subordinates reflect a positive aspect that eliminates the possibilities of disagreements between the managers and employees at the municipality during the performance evaluation and measurement sessions.

The research concludes that one of the positive aspects of the PMS at RNM is related to the fact that the management sets, develops and implements S.M.A.R.T objectives for implementing IDP and SDBIP annual performance. Thus annual operations as well as employee efforts are all aligned towards the achievement of service delivery targets in line with the IDP and SDBIP annual performance plans. The study also found that the exercise of objectivity in the measurement of employee performance was among some of the positive aspects of the performance management systems at RNM. Timeous allocation, employee performance support, quarterly reviews and feedback on performance were among some of the positive aspects of the PMS at RNM.

As reflected in the previous chapter, the performance management systems at RNM was perceived to have negative aspects which included failure to adequately train and develop the performance evaluators; lack of progress towards strengthening non –monetary rewards; and that it excluded employees at the lower level at RNM .

### **5.3 Implications of this Research**

It is envisaged that the findings that have emerged from this study will contribute to the existing body of academic knowledge pertaining to the management perception of Performance Management Systems in a Local Municipality in South Africa, particularly RNM. It is further hoped that the findings will help stimulate academic interest and debate which might lead to further research and deeper understanding of the subject matter.

The research findings are beneficial to RNM as they provide insights on how the PMS is perceived by managers, but also what aspects are positive to be reinforced. The study has also revealed negative aspects of PMS at RNM which require attention if PMS is to contribute better to service delivery.

### **5.4 Limitations of the Study**

The following limitations were drawn from the study, while conducting the research: Firstly, the study was only limited to RNM in South Africa and those participants were chosen purposively which limits generalisation. As a result, the findings cannot be extrapolated to any other organisations or government entities. Thus, the external validity of the findings may not be applicable. Finally, the findings can only be transferred to a context similar to RNM.

Secondly, the study was limited to managers only within the RNM. In spite of the limitations, the findings for this study have potential to contribute towards better PM practices in the local municipalities in SA.

### **5.5 Recommendations to improve PMS at RNM**

The last objective of this research was to provide recommendations to improve the way how performance management system could be used to improve service delivery. Based on the findings of this study, the research makes the following five specific recommendations to improve PMS at RNM:

- There is need to incorporate qualitative considerations when measuring employee performance at a local municipality in South Africa. Achievement of targets in a quantitative way should not be the only criteria for measuring employee performance as qualitative aspects also matter. Such qualitative aspects should include comments from peers.
- In order to improve employee trust in the whole PMS, employees needs to be involved in the setting up of objectives and performance targets. This can be achieved by conducting one on one meetings with individual employees to set objectives.
- PMS should not only be limited to managers or the upper-levels of management alone. Instead, PMS should include every employee at RNM. The effort of every employee needs to be planned, monitored and evaluated intentionally to collectively contribute towards the municipal objectives.
- Management needs to set a system which accommodates self-performance evaluation. The self-performance evaluation needs to be done by each individual employee by allocating him or herself marks or performance scores that the particular employee feels deserves. This helps to build trust among employees about the fairness of the system.
- The municipality needs to introduce a system whereby employees perform peer review evaluation to measure each other's performance and give feedback to one another so that each employee is prepared for the final evaluation which makes the whole performance measurement system to be smooth flowing.

## **5.6 Recommendations for Future Studies**

The current study looked at a homogenous sample of senior managerial employees, who are likely to share many aspects of the managerial culture in a local municipality. This is very different from the operative culture common among lower-level employees.

A truly representative sample would look at a heterogeneous sample comprising a number of different municipalities of different sizes and also a heterogeneous profile of upper and lower-level employees from a municipal context. A study of more municipalities could highlight trends within this sector, and enable a comparative analysis of management perceptions of the PMS. There are a number of focus areas that this study was unable to examine. However, future studies could consider the following topics that arise from this study:

- Performance measurement strategies
- factors which impact on the effectiveness of the performance management system in a municipality
- Sustainable adherence to the performance management system.

## **5.7 Summary**

This chapter concludes the entire study by summarising key findings and conclusions drawn from the study. This has reflected how the study has revealed management perceptions of PMS and how the PMS influenced service delivery. A variety of procedures and mechanisms employed by RNM have also been clearly identified in this study, before illuminating the positive and negative aspects of PMS. A variety of recommendations have been offered not only on how to improve PMS at RNM but also possible future direction for PMS research in a municipal context.

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## **APPENDICES**

### **5 Appendix 1: Gatekeepers Letter**



10 Connor Street

P.O. Box 5

Port Shepstone, 4240

Telephone: 039 888 2000

Fax: 039 882 0327

The Game changer of South Coast development

Dr McDonald Karyangale  
Graduate School of Business and Leadership  
University Of KwaZulu-Natal  
Westville Campus  
Durban  
3630

18 May 2017

Dear Dr McDonald Karyangale

RE: PERMISSION TO CONDUCT RESEARCH

This letter serves to confirm that I, Khetha Zulu, Head of Department: Strategic Planning and Governance, hereby acknowledge and approve the research of Sophia Mathakutha within the Ray Nkonyeni Municipality for the completion of her MBA degree.

Sincerely,

  
HEAD OF DEPARTMENT: STRATEGIC PLANNING AND GOVERNANCE

Email: [Khetha.zulu@rmm.gov.za](mailto:Khetha.zulu@rmm.gov.za)

Cellphone Number: 062 450 4133

## 6 Appendix 2: Ethical Clearance



17 August 2017

Ms Sophia Mathakutha (215076700)  
Graduate School of Business & Leadership  
Westville Campus

Dear Ms Mathakutha,

Protocol reference number: HSS/1158/017M

Project title: An exploration of management perceptions of Performance Management Systems at the Ray Nkonyeni Local Municipality

**Full Approval – Expedited Application**

In response to your application received on 21 July 2017, the Humanities & Social Sciences Research Ethics Committee has considered the abovementioned application and FULL APPROVAL for the protocol has been granted.

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment/modification prior to its implementation. In case you have further queries, please quote the above reference number.

PLEASE NOTE: Research data should be securely stored in the discipline/department for a period of 5 years.

The ethical clearance certificate is only valid for a period of 3 years from the date of issue. Thereafter Recertification must be applied for on an annual basis.

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully

[Redacted Signature]  
-----  
Dr Shamila Naidoo (Deputy Chair)

/ms

Cc Supervisor: Dr MD Kanyangale  
Cc Academic Leader Research: Dr Muhammad Hoque  
Cc School Administrator: Ms Zarina Sullyra

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Humanities & Social Sciences Research Ethics Committee  
Dr Shweta Singh (Chair)  
Westville Campus, Seven Heeki Building  
Postal Address: Private Bag 201800, Durban 4001  
Telephone +27 (0) 31 200 1100 / 1101 / 1102 / 1103 / 1104 / 1105 / 1106 / 1107 / 1108 / 1109 / 1110 / 1111 / 1112 / 1113 / 1114 / 1115 / 1116 / 1117 / 1118 / 1119 / 1120 / 1121 / 1122 / 1123 / 1124 / 1125 / 1126 / 1127 / 1128 / 1129 / 1130 / 1131 / 1132 / 1133 / 1134 / 1135 / 1136 / 1137 / 1138 / 1139 / 1140 / 1141 / 1142 / 1143 / 1144 / 1145 / 1146 / 1147 / 1148 / 1149 / 1150 / 1151 / 1152 / 1153 / 1154 / 1155 / 1156 / 1157 / 1158 / 1159 / 1160 / 1161 / 1162 / 1163 / 1164 / 1165 / 1166 / 1167 / 1168 / 1169 / 1170 / 1171 / 1172 / 1173 / 1174 / 1175 / 1176 / 1177 / 1178 / 1179 / 1180 / 1181 / 1182 / 1183 / 1184 / 1185 / 1186 / 1187 / 1188 / 1189 / 1190 / 1191 / 1192 / 1193 / 1194 / 1195 / 1196 / 1197 / 1198 / 1199 / 1200 / 1201 / 1202 / 1203 / 1204 / 1205 / 1206 / 1207 / 1208 / 1209 / 1210 / 1211 / 1212 / 1213 / 1214 / 1215 / 1216 / 1217 / 1218 / 1219 / 1220 / 1221 / 1222 / 1223 / 1224 / 1225 / 1226 / 1227 / 1228 / 1229 / 1230 / 1231 / 1232 / 1233 / 1234 / 1235 / 1236 / 1237 / 1238 / 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7 Appendix 3: Informed Consent Letter



**Graduate School of Business & Leadership**

**Research Project**

**Researcher:** S. Mathakutha (+27 732009842)

**Research Office:** Ms P Ximba 031-2603587

**CONSENT**

I ----- (full names of participant) hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participating in the research project. I understand that I am at liberty to withdraw from the project at any time, should I so desire.

**Additional Consent**

I hereby provide consent to:

Audio-record my interview/ focus groups

Yes	No
<input type="checkbox"/>	<input type="checkbox"/>

Video-record my interview/ focus groups

<input type="checkbox"/>	<input type="checkbox"/>
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\_\_\_\_\_  
Signature of Participant

\_\_\_\_\_  
Date

## **8 Appendix 4: Turnitin Report**