

**THE PRACTICE OF PERFORMANCE MANAGEMENT IN THE LIMPOPO  
PROVINCIAL LEGISLATURE**

**BY**

**MAPOKO JAFFREYS MABELANE**

**MINI-DISSERTATION SUBMITTED IN PARTIAL FULLFILLMENT OF THE  
REQUIREMENTS FOR THE DEGREE OF MASTERS IN PUBLIC  
ADMINISTRATION IN THE FACULTY OF MANAGEMENT AND LAW,  
TURFLOOP GRADUATE SCHOOL OF LEADERSHIP (TGSL)**

**AT**

**THE UNIVERSITY OF LIMPOPO**

**SUPERVISOR: PROFESSOR M.H. KANYANE**

T 658-3125 MAB


**COMPLETED: JUNE 2007**

b11729995  
i 1151405X



**DECLARATION**

I, MAPOKO JAFFREYS MABELANE, hereby declare that this mini-dissertation submitted to the University of Limpopo for the Degree of Masters in Public Administration has not previously been submitted by me for degree purposes at this or any other University, that it is my own work in design and execution, and that all material contained therein has been duly acknowledged.

Signed:  .....

Date:  .....

## **ACKNOWLEDGEMENTS**

I would like to acknowledge people who immensely contributed towards the completion of this mini-dissertation. First and foremost, I would like to express my sincere gratitude and heartfelt thanks to my loving wife, Tlalane, for the unwavering support, inspiration and motivation during my years of studies, my lovely daughters, Malle, Mammotsane, Mamokgopa, Motuku and Pulane, for their kind understanding and support – Girls, it is your turn!!! Many thanks to my parents for providing me with the basics in life and seeing me through my education.

Secondly, thanks to my supervisor, Professor M.H. Kanyane, for his professional guidance, assistance, motivation and inspiration throughout this study. If it were not your tolerance, patience, inspiration, motivation and belief in me, I would have definitely thrown in the towel. May God the Almighty bless you.

I am also obliged to thank the research participants for their support, determination and willingness to participate in this research.

Lastly, I would like to thank the Secretary of the Limpopo Legislature, Adv. E.N. Lambani, for allowing me to conduct this research using the Limpopo Provincial Legislature as a research field.

**ABSTRACT**

The practice of Performance Management in the public sector, with emphasis on the legislative sector, has been a challenge since the dawn of the new dispensation in South Africa in 1994. The legislative sector has been on a learning curve with regard to Performance Management and coming up with a suitable and workable Performance Management Systems that will be able to both measure Performance Management and improve the performance of the public sector.

The central aim of the study is to investigate the practice of Performance Management in the administration of the Limpopo Provincial Legislature. The study also gives an insight on the Performance Management challenges that the Limpopo Provincial Legislature is faced with as well as recommendations to overcome these challenges in order to improve the practice of Performance Management in the Limpopo Provincial Legislature, as well as performance improvement of the entire Legislature. In the Limpopo Provincial Legislature, the practice of Performance Management has been a tedious challenge as it is only done as a formality to give employees their annual salary notch increment at the expense of the actual individual performance.

## TABLE OF CONTENTS

<b>ITEM</b>	<b>PAGE</b>
Declaration.....	i
Acknowledgements.....	ii
Abstract .....	iii
<b>CHAPTER ONE: INTRODUCTION AND GENERAL ORIENTATION...</b>	<b>1</b>
1.1. Introduction and background.....	1
1.2. Statement of the problem.....	4
1.3. Research questions .....	5
1.4. Research objectives .....	5
1.5. Chapter outlines .....	6
1.6. Conclusion.....	6
<b>CHAPTER TWO: LITTERATURE REVIEW.....</b>	<b>8</b>
2.1. Introduction.....	8
2.2. Organization of the Limpopo Legislature .....	8
2.3. The functions and powers of the Limpopo Legislature.....	10
2.4. Performance Management.....	11
2.4.1. Definitions .....	11
2.4.2. Differences between private and public sectors with regard to Performance Management .....	17
2.4.3. Purpose of Performance Management .....	17
2.4.4. Results of Performance Management.....	18
2.4.5. Aspects that can affect Performance Management .....	18
(a) Leadership .....	18
(b) Motivation .....	19
(c) Communication .....	21
(d) Attitude .....	22
(e) Training .....	22
(f) Reward.....	23
2.5. Performance contracts .....	24
2.6. Conclusion .....	25
<b>CHAPTER THREE: RESEARCH DESIGN AND METHODOLOGY.....</b>	<b>27</b>
3.1. Introduction .....	27
3.2. Research design and methodology.....	27
3.2.1. Target group.....	28
3.2.2. Sampling.....	29
3.2.3. Research techniques.....	30
3.2.4 Data analysis.....	31
2. Conclusion.....	32

<b>CHAPTER FOUR: DATA ANALYSIS</b> .....	34
4.1. Introduction.....	34
4.2. Quantitative Data Analysis.....	34
4.2.1 Gender.....	34
4.2.2 Educational qualifications of respondents .....	35
4.2.3 Years of service with the Limpopo Legislature .....	35
4.2.4 Promotion in the Limpopo Legislature.....	36
4.2.5 Career choice.....	36
4.2.6 Negative aspects about the Limpopo Legislature.....	37
4.2.7 Positive aspects about the Limpopo Legislature.....	38
4.2.8 Employee Selection criteria .....	39
4.2.9 Performance evaluation criteria .....	40
4.2.10 Management motivation .....	41
4.2.11 Determination of the pay system.....	42
4.2.12 Improvements required for Performance Management .....	43
4.3 Qualitative Data Analysis .....	44
4.3.1 Organizational structure of the Limpopo Legislature .....	44
4.3.2 The relationship between Elected Public Representatives and staff.....	46
4.3.3 Performance Management in the Limpopo Legislature.....	47
4.3.4 Reasons for the high staff turnover in the Limpopo Legislature.....	49
4.3.5 Staff retention in the Limpopo Legislature .....	49
4.3.6 Involvement of Elected Public Representatives in the performance assessment of employees .....	50
4.3.7 Limpopo Legislature's Policy on Performance Management.....	52
4.3.8 Ideal system to measure Performance Management.....	53
4.3.9 Implementation and management of Performance Management System in the Limpopo Legislature .....	54
4.3.10 Promotion within the Limpopo Legislature .....	55
4.4. Conclusion .....	55
 <b>CHAPTER FIVE: CONCLUSION AND RECOMMENDATIONS</b> .....	 57
5.1. Introduction .....	57
 <b>REFERENCES</b> .....	 61
<b>APPENDICES</b> .....	65
Appendix A.....	65
Appendix B.....	68

## **CHAPTER ONE**

### **INTRODUCTION AND GENERAL ORIENTATION**

#### **1.1. INTRODUCTION AND BACKGROUND**

The negotiations for a new dispensation for South Africa at the Convention for a Democratic South Africa (CODESA) and the Multi-Party talks held in Kempton Park in the early 1990s and the subsequent agreement on an Interim Constitution for the Republic of South Africa did not only herald a new democratic era but also paved the way for a new system of governance in South Africa. *The Interim Constitution for the Republic of South Africa, 1993* was passed as law by the old Parliament of South Africa to enable a smooth change of government. The 1993 constitution provided for the establishment of nine provinces with legislative powers.

Prior to 1994, South Africa had the following six self-governing territories (homelands) of the erstwhile Lebowa, Gazankulu, Qwaqwa, Kwazulu, KwaNdebele and KwaNgwane and “independent” states of Transkei, Bophuthatswana, Venda and Ciskei. South Africa also had four provinces, namely, Natal, Transvaal, Cape and the Orange Free State. The passing of the 1993 constitution into law, as a transitional measure, has, in essence, abolished the former homelands and old provinces and replaced them with the current nine new provinces.

The 1993 constitution further provided for the establishment of three spheres of government, which are distinctive, interrelated and interdependent, viz., national, provincial and local government spheres of government. These spheres have legislative powers.

*The Constitution of the Republic of South Africa, 1996*, as amended, amplified the establishment of the nine provinces – Limpopo, Gauteng, Eastern Cape, Western Cape, Free State, Mpumalanga, Northern Cape and North West. With the dawn of democracy

as a result of the general elections held on 27 April 1994, the new provincial legislatures were constituted. The legislatures had to start from scratch regardless of the “sun set clause” agreed upon during the negotiations at CODESA (Convention for a Democratic South Africa). The “sun set clause” refers to the fact that positions of civil servants, who were employed by the erstwhile homelands and the then provinces, were guaranteed continued employment in the Public Service. Some provincial legislatures such as Gauteng, Northern Cape and the Western Cape did not inherit any staff from the erstwhile parliaments of the former self-governing and independent homelands as the staff belonged to the newly created executive departments and mostly to the Office of the Premier in those provinces where there were homelands.

The provincial legislatures had to start organizing themselves, recruit and appoint staff and to develop policies relating to Human Resource Management. The use of seconded staff who had a background of the old dispensation impacted on the performance of the Legislature, as they brought with them old ways of doing things and thus they were not serving as agent for change and transformation. These personnel wanted the status quo to remain, thus negatively impacting on the performance of the Legislature and were resistant to sweeping winds of change that brought about the principle of “people first” in the performance of government duties.

The *Batho Pele* precepts outline the manner in which public servants must provide quality service to communities in line with the Bill of Rights and the *Constitution of the Republic of South Africa Act, 1996* as amended. This, therefore, calls upon government institutions to come up with performance measuring instruments to ensure that the performance of the staff is regularly assessed and good performance rewarded.

As there were no provincial legislatures in the previous dispensation, some provincial legislatures operated with seconded staff from the Public Service. This resulted in the legislatures compromising on the *Separation of Powers* when it comes to staffing and policy formulation. Due to the doctrine of the *Separation of Powers*, the provincial legislatures had to establish and assert themselves. In the process of establishing



themselves, some of the provincial legislatures adopted, inadvertently so, policies that were applicable in the public service, while others formulated their policies as required by the principle of the separation of powers in order to assert themselves over the executive departments. The doctrine of the *Separation of Powers* indicates that there should be the separation of powers between the executive, the legislature and the judiciary, so as to ensure that there are checks and balances in the governance process.

While the provincial legislatures were trying to get their footing, the legislatures experienced a high staff turnover. The high staff turnover may probably be attributed to the lack of clear human resource policies and systems to retain skills within Legislatures or a Performance Management System that would assess the performance of staff and the legislature in general.

Legislatures, being new institutions in South Africa, have experienced and are still experiencing teething problems with regard to both performance and coming up with workable Performance Management Systems because of the environment they find themselves in, i.e., legislatures have two components – the administrative and political components with different operational methods. The administrative component is there to support the political component to realize its objectives and to perform to the maximum in articulating public needs and the mandate given to them by the electorates. This, therefore, requires one to look at both components when looking at Performance Management within the Legislatures.

In this study, a host of Human Resource Management policies of the legislatures, organizational structures and Performance Management Systems are examined to arrive at a conclusion that would assist the Limpopo Provincial Legislature to de-link from the public service in order to assert itself in delivering its constitutional mandate of law-making, oversight and public participation in the law-making process, and to ensure that a Performance Management System is implemented with the aim of improving employee performance and productivity, and the performance of the legislature in general. Although the Legislature has de-linked from the public service, it still uses some of the

policies of the public service such as the Public Finance Management Act and Treasury Regulations. This affects the performance of the Legislature as an independent institution.

The purpose of the study is to examine the practice of Performance Management within the administration of provincial legislatures from 1994 to date; the impact that a Performance Management System can have on the improvement of performance; and how it can bring productivity in the provincial legislatures with emphasis on the Limpopo Provincial Legislature. The study looks at administrative arrangements within the legislatures with regard to Performance Management Systems.

## **1.2. STATEMENT OF THE PROBLEM**

Legislatures have since their inception experienced an exodus of staff to either the private sector or executive departments, and there is a dire need to investigate the practice of Performance Management that may have a ripple effect on the high staff turnover. Legislatures, as new institutions, have unique administrative challenges. These challenges are brought to the fore by the fact that there are different administrative stakeholders all geared towards ensuring that these institutions deliver on their constitutional mandate.

The lack of clear Performance Measurement and standards on the political side has an influence on the performance of the administrative staff. There is no synergy of performance between the administrative structures within the Limpopo Legislature. The interference of the executing authority in administrative matters has a serious impact on the performance of the administration and the practice of Performance Management in general.

The various administrative structures, such as the Programming Committee, the Committee of Chairpersons, the Whippery and the support services, work in silos and this result in poor performance of the institution, and the blame is always put on the shoulders

of the administrative staff. The question remains as to what do the administrative staff that is called the support service to the Members of the Legislature had to do to improve their performance in terms of attaining the predetermined objectives and ensuring that they perform to the best of their abilities.

If the administrative staff's performance is very high and the performance of the Members of the Legislature very low, the performance of the Legislature would definitely be low. There is a need to strike a balance between the two administrative stakeholders and their collective good performance would make an impact on one another, thus ensuring that that there is high performance on both sides.

### **1.3. RESEARCH QUESTIONS**

The research problem that was investigated is contained in the following question:

- Do current administrative arrangements allow the provincial legislature to conduct its functions efficiently and effectively in line with Performance Management Systems?

The involvement of politicians and political structures within the legislative institutions has an impact on the overall performance of the Legislatures. This matter is extensively explored in this study.

### **1.4. RESEARCH OBJECTIVES**

The objectives of the study are, namely, to:

- explore and investigate the challenges that confront the implementation of Performance Management in the Limpopo Legislature; and
- provide possible mechanism to overcome the challenges.

## **1.5. CHAPTER OUTLINES**

### **Chapter 1: Introduction and General Orientation**

Chapter 1 looks at the introduction and general orientation to the study, the research problem and questions, and the objectives of the study.

### **Chapter 2: Review of Literature**

The chapter goes deeper into the literature review, the functions and powers of a legislature, the need for its management and organization, the theoretical framework on the study, and Performance Management.

### **Chapter 3: Research Methodology**

The Chapter explores the research design and methodology used in the study, i.e., sample design, sampling methods, data collection methods and analysis.

### **Chapter 4: Data Analysis**

The chapter discusses the findings and results as established during the research process undertaken in Chapter 3, as well as the relationship between theory and actual operation.

### **Chapter 5: Recommendations**

Chapter 5 covers recommendations and conclusion.

## **1.6. CONCLUSION**

In this chapter, the background and general orientation regarding the study, the statement of a problem, the research questions and the objectives, were articulated. Performance

Management is an intricate matter that should be investigated to ensure that organizations perform to their maximum. The public sector is presently grappling to find the best Performance Management System that would be applied in the public service. The study would assist to a large extent in finding solutions to the challenges facing the legislative sector in as far as Performance Management is concerned.

## **CHAPTER TWO**

### **LITERRATURE REVIEW**

#### **2.1. INTRODUCTION**

The 1994 general elections in South Africa resulted in the establishment of a Parliament and nine Legislatures, with the sole mandate of making laws for the country and the provinces, respectively. Section 43 of the *Constitution of the Republic of South Africa, 1996* states that the legislative authority of the Republic of South Africa is vested in Parliament and Section 104 states that the legislative authority of a province is vested in the Provincial Legislature. This chapter deals with the organization, functions and powers of the Limpopo Provincial Legislature, with emphasis on its performance of the constitutional mandate, as well as the Performance Management of the support service within the administration of the Limpopo Legislature.

#### **2.2. ORGANISATION OF THE LIMPOPO LEGISLATURE**

The Limpopo Legislature, like any institution or organization, had to be properly organized in order to achieve its mandate and objectives. In this case, the Limpopo Legislature had to have a functioning organizational structure to be able to deliver on its mandate. An organizational structure should not be static but dynamic so as to provide for organizational growth and development. Bearing in mind that a Legislature is established through a process of an election, which is political, the Legislature, therefore, has two components – the administrative and political components within its administration. The Administration is led by the Head of the institution- the Secretary to the Legislature, who, in terms of the *Limpopo Legislature Service Act, 1997(Act No. 3. of 1997)*, is empowered to appoint any other staff within the organizational structure of the Legislature.

The Secretary to the Legislature is simply the Chief Executive Officer of the Legislature. On the other hand, the Speaker of the Legislature, who is the Executing Authority and Treasury of the Legislature who also chairs the Rules Committee of the Legislature, appoints the Secretary to the Legislature. The Speaker is the political head of the

Legislature and is assisted, in this mammoth task of leading and giving strategic political direction to the Legislature, by the Legislature Service Board and the Rules Committee that determines the Rules and Standing Orders of the Legislature.

The *Constitution of the Republic of South Africa, 1996* provides in Section 116 that the Legislature may determine its own internal arrangements and rules in pursuit of the doctrine of Separation of Powers. According to Montesquieu's *trias politica* doctrine, the various organs of state, to a large extent, would act independently and exercise control over one another, thereby preventing the abuse of power (Geldenhuis et al., 1991:3). Although the influence of this doctrine had a far reaching effect on modern constitutional practice, it cannot be associated with parliamentary or democratic government.

In this respect, Phillips (1967:16-17) states that:

[A] complete separation of powers, in the sense of distribution of the three functions of government among three independent sets of organs, with no overlapping or coordination, would bring government to a standstill. What the doctrine must be taken as urging is the prevention of tyranny by the conferment of too much power on any one person or body, and the check of one power by another.

Chapter three of the *Constitution of the Republic of South Africa, 1996*, which deals with cooperative government, is an attempt to deal with the checks and balances among the three spheres of government. It is because of this constitutional provision that the staff of the Legislature are not public servants given that they are not appointed in terms of the Public Service Act but in terms of the *Limpopo Legislature Service Act, 1997(Act No. 3 of 1997)*.

The Performance Management of the administration of the Legislature rests with the Secretary to the Legislature. The Secretary should determine and develop all policies that will ensure the smooth running of the Legislature, which will have to be approved by the Legislature Service Board. The Board is established in terms of the Limpopo Legislature Board. Since the inception of the Limpopo Legislature in 1994, there was no system of

Performance Management due to the lack of a clear Performance Management Policy. This entails that the staff's performance was not being managed. No staff appraisals and promotions were made as there was no Performance Management System in place.

### **2.3. THE FUNCTIONS AND POWERS OF THE LIMPOPO LEGISLATURE**

Cloete (1993:15) states that undertakings in the private sector are started and maintained by businessmen (usually referred to as entrepreneurs) for mainly one objective, viz., to make profit. However, public institutions are created and maintained by public authorities to render services and to provide products that are essential to promote the general welfare of the people. *The Constitution of the Republic of South Africa, 1996* gives Legislatures powers, i.e., the power to make laws for the provinces, to play oversight over the executive authority of the province, including state organs, to ensure that the laws passed and enacted are implemented. These powers bestowed on the Legislatures by the constitution empower the Legislature to ensure that the executive authority and all organs of state are accountable to it, and to maintain oversight of the exercise of provincial executive authority in the province, including the implementation of legislation and any provincial organ of state. The Legislature, therefore, plays an important role in the promotion of good governance and the general welfare of the people in Limpopo Province. The Legislature further ensures that the executive authority in the province is frugal in the use of public funds.

Legislation is the primary function of the Legislature because it should precede both executive functioning and administration of justice. It is necessary that government policy and decisions be contained in legislation before practical execution of government functions is initiated. The existing legislation of a country serves as a basis for executive action and as a guide to the judiciary. The performance of the Legislature in this regard would not only ensure that needed legislation is passed, but would enhance service delivery and the promotion of the rule of law. Murray and Nijzink (2002:3) indicate that apart from the law-making, oversight and public participation, legislatures must promote



constitutionalism and human rights, must be accessible, open, responsive and participatory.

These functions and powers are in essence being performed by the Members of the Legislature under the stewardship of the Speaker. For the Members and the Legislature to perform these functions and to use the powers vested in the Legislature by the Constitution, the support service, i.e., the administration, plays a pivotal role. The performance of the support service would enhance the performance of the Members of the Legislature who are accountable to the electorate. It is the electorate who, at the end of the day, through their vote, would determine whether the performance of the elected Members of the Legislature was good or bad by either voting them back into office or electing new ones to become Members of the Legislature who would properly articulate their aspirations and better their lives. It is very important, therefore, that the performance of the support service be managed to ensure that the vision and mission of the Legislature are attained and that the political office bearers are satisfied with their performance and the performance of the Legislature in general.

## **2.4. PERFORMANCE MANAGEMENT**

### **2.4.1. Definitions**

The Limpopo Legislature Performance Management Policy defines performance as the concrete achievement or outcome when work is performed by an employee in such a manner that the quality and/or quantity may be appraised by a supervisor. A good Performance Management System consists of three parts, namely, Performance Planning, which involves setting goals; Day-to-day Coaching - to help staff members to accomplish their goals; and Performance Evaluation - to examine each individual's performance against goals during a certain period. It is unfortunate that some organization start with Performance Evaluation when developing a Performance Management System.

Eddis (1995:11) contends that:

[A] Performance Management System is an integrated, systematic approach to improve results of people's efforts, i.e., the means by which employees' performance can be improved by ensuring appropriate recognition and reward for their efforts and by improving communication, learning and working management.

Further definition of Performance Management includes the following:

- a shared vision of organizational objectives or mission statement communicated to all employees;
  - individual Performance Management targets related both to operating unit and under organizational goals;
  - regular formal reviews of progress towards these targets – this review process is used to identify training, development and reward outcomes; and
  - evaluation of effectiveness of the whole process and its contribution to the overall organizational performance to allow changes and improvements to be made.
- (Spangenberg, 1994:1)

Moorby (1991:59) states that Performance Management System is a relatively recent approach that has been associated with approaches to performance related pay. The basic approach is to identify, define and promote the use of the best management practices and by defining roles and performance standards to enable the annual monitoring of performance.

According to the Limpopo Legislature Performance Management Policy (2002), Performance Appraisal is defined as the annual process during which the quality and quantity of work products for the year are placed on record by an employee, assessed by the supervisor with facilitation from Human Resource practitioner, and results in a recommendation for a specific action for unsatisfactory, satisfactory, or outstanding performance.

Carrell (1997:258) maintains that Performance Appraisal is the continuous process of evaluating and managing both behaviour and outcomes in the workplace. Organizations use various terms to describe this process, such as Performance Review, Annual Appraisal, Performance Evaluation, Employee Evaluation and Merit Evaluation.

The Limpopo Legislature Performance Management Policy further defines Performance Review as a quarterly process during which the quality and quantity of the work products for the quarter are placed on record by an employee and assessed by a supervisor with facilitation from a Human Resource practitioner.

According to Milkovich (1991:13), Performance Assessment or Review is the process that measures employee performance. Employee performance is the degree to which employees accomplish work requirement. Performance review is one way of giving feedback to employees on whether they are doing a good job or mediocre one. Many managers avoid evaluating employees just as their underlings tend to cower when they hear the word "Performance Review". However, feedback on performance is very important as it can result in insecure people creating a ruthless, gossip choked atmosphere within an organization.

Armstrong (1990:3) states that Performance Management is about getting results through people. It consists of a range of activities, the primary aim of which is to help managers to increase the effectiveness of their staff, who will be rewarded accordingly. The four Performance Management activities are, namely, formal Performance Review, Continuous Appraisal, Performance Improvement Programmes and Reward Reviews.

Armstrong (2001:1) further defines Performance Management as "a strategy and integrated process that delivers sustained success to organizations by improving the performance of the people who work in them and by developing the capabilities of an individual contributor and teams". Performance Management is strategic in the sense that is concerned with the broader issues facing institutions today if those institutions are to function efficiently and effectively in their environment. In simple terms, Performance

Management is the integrated management of organizational and individual performances, with the objective of ensuring sustained organizational success, alignment of output to strategy and ongoing capability development.

Swanepoel (1998:111) maintains that Performance Management is “an approach to managing people that entails planning employee performance, facilitating the achievements of work-related goals and reviewing performance as a way of motivating employees to achieve their full potential in line with organization’s objectives.” Performance Management can also be regarded as an ongoing process that determines the planning, managing, reviewing, rewarding and development of performance.

Bates and Holton (1995) (in Armstrong, 2001:3) point out that the word performance is a multi-dimensional construct, the measurement of which varies depending on a variety of factors and these factors also state that the measurement objective is to assess performance outcomes or behaviour. As stated, there are different views about what performance is. It can be regarded as simply the record of outcomes achieved and on an individual basis, it is a record of a person’s accomplishments (Armstrong, 2001:3).

According to Moorby (1991:56), Performance Management System is another modern approach that is being used closely with approaches to performance related pay. The basic approach is to identify, define and promote the use of best management practices and by defining the roles and performance standards to enable accurate monitoring of performance. This clearly provides a means of appraising performance and directly relating performance to pay. Performance Appraisal is a process with which an employee’s performance is assessed after a specified period for the employee to be rewarded. It does not take into cognizance the general performance of the institution while a Performance Management System looks holistically on individual and institutional performance. Performance Management System is an integrated system to measure performance of the institution and that of its personnel.

Cascio (1993:122) believes that Performance Management is the total process of observing an employee's performance in relation to job requirement over a period of time and then making an appraisal of it. The information obtained from the process may be feedback via an appraisal interview to determine the relevance of individual and work-group performance to organizational purpose, to improve the effectiveness of the unit or institution and improve the work performance of employees.

Spangenberg (1994:14) states that Performance Management includes the following elements: a shared vision of organizational objectives, or a mission statement communicated to all employees; individual Performance Management targets related both to operating unit and wider organizational objectives; and the review process used to identify training, development and reward outcomes.

Evaluation of effectiveness of the whole process and its contribution to overall organizational performance is to allow changes and improvements to be made. In a certain sense, Performance Management could be considered as a system that provides a link between strategic objectives of a department and actual performance of an individual.

Bratton and Gold (1999:33) agree that the recent trend towards a Performance Management System has gone some way to reconcile the competing uses of assessment and appraisal in organizations. The development of competency framework along with other measurement devices has improved the reliability and validity of feedback about employees' attitude, aptitude and performance. Performance Management also puts a great deal of faith in management support as appraisers and facilitators of other people's development.

Moshabesha (2000:12) maintains that, regarding performance, the dimension of scope is too broad and thus subject to a wide spectrum of perspectives and interpretation. Only three main criteria of measurement for the performance of government in relation to its

mission are generally applicable globally. These are, namely, economy, efficiency and effectiveness.

In short, through a relationship or partnership between the various elements of government machinery, every government performance is measured in terms of what it produces and delivers, how well it does it, and at what cost to the tax-payer and the electorate. The provincial legislatures, more especially the Limpopo Provincial Legislature, are not an exception in this regard.

#### **2.4.2. Differences between private and public sector with regard to Performance Management**

According to Hilliard (1995:1), when comparing the private sector with the public sector, one will find that despite a number of similarities, there are also marked differences that cannot simply be ignored. Productivity measurement in the public sector is and remains a complex matter, owing to the numerous qualitative aspects that are involved in the measurement. The private sector is profit-oriented while the public sector is service-oriented.

Performance and productivity are difficult to measure in the public sector because both relate to output but not necessarily to production, which is something different. Private sector organizations are started mainly for one reason, viz., to make money, i.e., profit. The public sector is generally a provider of public services, and not so much a producer of such goods and services. Public sector output therefore appears to be a vague issue due to the notion that it is intangible and cannot be easily measured. Salaries in the public sector are usually not dependent upon output, i.e., performance related, but are rather based on what the government can afford to pay, with the limited resources at its disposal, whereas in the private sector the measurement of performance is a criterion.

### **2.4.3. The purpose of Performance Management**

There are two main purposes that drive Performance Management, namely, operational and cultural purposes. As far as the operational purpose is concerned, it helps to lead and control. For any organization that exists in a very competitive situation, it becomes more and more important for employees to have clear guidance and direction towards the organization's aims and objective. The Performance Management System sets out to communicate the link between an organization's mission and strategic direction and the required employee performance. The process can also be used as a form of strict control over employees. Furthermore, Performance Management can also judge the effectiveness and efficiency of the workforce, particularly where there are external or inter-unit comparisons. The strongest and weakest performances can easily be seen during these comparisons.

Regarding the cultural side, the system can feature as part of the overall drive to build a more open relationship with employees. The organizational plans can be shared, appraisal discussion can be frank within a realistic context, and means of improving performance can be encouraged and openly evaluated. Moreover, because employees always have a higher motivation towards goals within which they agree or have had some input, the Performance Management System provides the opportunity for employees to have a voice in the process, through the individual performance plan, in whichever form it is agreed (Stredwich, 2000:237).

### **2.4.4. Results of the Performance Management**

Stredwick (2000:237) believes that Performance Management System can yield positive outcome, which are rewards and development. Regarding rewards, the intrinsic reward of being recognized and congratulated for the good work that has been carried out is a very powerful and effective motivation. Development, on the other hand, can take two forms, namely:

- (i) career development, where performance data can influence, often decisively, promotion division; and
- (ii) a development plan for the employee to help those areas where performance is weak.

In other words, Performance Management System acts as a training needs analysis.

#### **2.4.5. Aspects that can affect Performance Management**

It has to be understood that the successful management of people is the key to any organization's effective operation; good personal management is essential to good administration. In turn, good personal administration requires both technical and interpersonal skills. Personnel managers must know how to recruit, select, evaluate, promote, train, discipline and discuss employees. They must be able to adapt at motivating, counseling, and bargaining with workers. Every supervisor is in effect, a member of personnel. The organization's effectiveness, in turn, lingers in part on how well supervisors perform this personnel function (Cayer, 1986:1).

##### ***(a) Leadership***

Thieranf's (1977:496) leadership, which has played an important part in classical and behavioral management news, may be defined as a way of stimulating and motivating subordinates to accomplish assigned tasks.

Gerber (1993:322) is of opinion that, because of the complex composition of the labour force of South Africa enterprises, the challenges facing management in their leadership capacity is of great importance at the present time for the survival of our society in a highly competitive international environment. Organizations, as micro-representative of the greater social environment, are confronted by "melting pot" challenges in creating new workplace culture, which is managers' responsibility and it requires unique leadership. However, the question may be what makes strategic management work in an



organization? The key ingredient to successful utilization of this technique is leadership. Without a leader who is committed to the process, change in organizational structures, mission and direction is painful.

Leader must exhibit commitment to the agency's mission, establish a common vision and are not a just part of the process. Strategic Management Unit promotes employee and citizen involvement in decision-making (Lankford, 1990:1). Loubser and de Jager (1995:1) agree that Unit leadership provides winning evidence that the leader/manager represent a major factor in an organization's success. The integrating conceptual framework of leadership effectiveness demonstrates that the characteristic and behaviour of leaders/managers are two major set of variable, apart from situational variable that can influence, *inter alia*, subordinates motivation. It is the supervisor of a creative individual who has some power over the environment where the unleashing of ideas occurs. Different management styles have radically different effect upon the creative thought of those supervised (Sullivan, 1991:3).

#### **(b) Motivation**

Motivation is an internal drive to satisfy unsatisfied needs. Managers attempt to influence their subordinate's motivations in order to fulfill the objectives of the organization. They do so by providing an environment in which employees can satisfy their need. The manager's motivation dilemma may involve an attempt to build satisfaction into a particular job and to provide reward when no organizational opportunities exist. When the organization provides no merit compensation, for instance, the manager may have to be enterprising in devising some of recognizing superior performance (Higgins & Vineze, 1986:262).

Phelan and Rogers (1990:2) agree that job performance is based on motivation. A manager must create a highly motivated workforce by developing willing workers with good morale and strong employee loyalty. Motivation is a cause for action consisting of three interacting elements, namely: Needs (Physical or emotional lacks), drives (forces

acting to satisfy needs) and goals (the thing attained that will reduce drives and thus restoring physical and emotional balance).

Applying motivational theory requires the manager to make ongoing efforts to motivate workers, create good attitude and morale, and instill loyalty. It is a difficult work, but absolutely necessary. To motivate, the manager must make workers want to do what needs to be done. The manager must get to know employees as individuals – their aspirations, talents, competitive drives, personal lives. Each person is unique and will respond uniquely, so an intimate understanding is required first and then the manager must proceed following these vital “do” and “don’t” guidelines.

*Do:*

- (i) Set clear, attainable goal. Be sure the goals are understood;
- (ii) Involve subordinates in the setting of goal. They will usually work harder to achieve the agreed-upon result; and
- (iii) Assure employees that they are making an important contribution to the company and are valuable for it.

*Don't:*

- (i) Supervise by merely issuing directives. Personal contact with subordinates will revive morale and put the manager in touch with many good ideas and creative approaches;
- (ii) Stifle originality and motivation by insisting on only one right way of doing things; and
- (iii) Encourage internal politics and jealousies or practice favouritism. These create a negative climate for work effectiveness.

Mackey (1993:87) believes the manager’s job of getting things done through other people is always easier when morale is high and staff is well motivated. Monitoring good working relations and a high level of motivation requires, above all, a sound understanding of individual needs and attitude. People cannot be produced from the same mould. The manager who appreciates and allows for differences in character and

aptitude when handling individuals and the group will achieve greater motivation success.

(c) ***Communication***

Communication is the management skill that underpins all others. Organizations need managers with good communication skill to motivate people, to instruct, counsel and advise, to build effective teams, to negotiate fairly, to develop the potential of their staff, and to relate to people at all levels, both inside and outside the organization (Brown & Brandy, 1993:42).

Blanchard (1991:1) believes that to be an effective manager, you need to have good people skills. This involves using personal power rather positional power to motivate staff members. When you exercise personal power, you motivate people to want to perform. But when you resort to using positional power, you make people perform. To use personal power effectively one needs to develop the following three communication skills: you must be specific when speaking with employees; you must enhance their self-esteem; and you must listen careful.

To be specific, you must convey precise work directions that clearly define what is to be done and the result that are to be achieved. This includes positive feedback that tells employees what action needs to be continued, as well as corrective feedback that is firm but non-critical.

The way people feel about themselves as performers affects their work. The manager must make or create a work environment that encourages people to have positive feeling about their on-the-job performance. The third communication skill a manager need is the ability to listen. This involves focusing on what a person is saying and what it means.

The studies of employee communication and staff morale reveal that most managers mistakenly assume they know what employees want from their job (Gallagher, 1990:2; and Fouries, 1987:52).

**(d) Attitude**

Employees' characteristics are important, because they affect employees' ability to carry out job requirement as well as employees' motivation to exert effort toward job requirement. Perhaps the most obvious employee characteristic that must be measured is employee performance, the degree to which an employee accomplishes work requirements. Performance measurement is an important Human Resource (HR) activity. Informal and formal performance measurement occupies a great deal of time for Human Resource professionals and the managers they support. Most organizations are also concerned with employee perceptions of equity, and employee attitudes and opinions about their work. Performance measurement alone cannot reveal whether low performance is due to poor attendance, to low motivation or to a lack of skill and ability (Milkovich & Boudreaus, 1991: 91).

**(e) Training**

Alberts (1994:21) contents that the first approach to improving management training is to gradually steer away from pine subject-driven training and to start developing certain critical skills in potential managers. This could not only contribute to greater flexibility in the performance of a manager, but also the manager's ability to adapt to changes in commerce, industry, and public sector, which is currently undergoing transformation.

Growth does not follow from a static condition. Experience alone cannot lead to growth in today's technologically and organizationally oriented business environment. For example, a man in one job for ten years may have ten years experience, or he may have had one year's experience ten times. It is a mixture or blend of experience and training that ultimately leads to growth. Training provides the necessary base from which

experience can be evaluated, because a man is usually first trained in a job, after which he gains experience in that job.

A man's training and development should be geared to his needs, as indicated by his performance. Providing training and development for a man of outstanding potential without the definite prospect of a position following the training, will most likely lead to a high level of frustration (Hinds, 1975:46-47).

According to Sikakane (1998:161), training should be linked to job performance and each organization should have a training policy that provides advice, opportunities, facilities and financial support for employees. Line managers should be trained trainers with warm personalities, empathy and good interpersonal skills.

Managers in charge of staff development training must find ways to capture the process by which people at work increase their skills and expand their insights. Knowing how to develop a diversified workforce by meeting job training needs is strength of a number of organizations. Organizations will, in fact, need to extend themselves to understand the workforce training needs of business, industry, and public service. Those who plan, design, present or market programmes must start building a strong and lasting relationship with the management by asking the following questions: Does the return on our training investment include increasing productivity and cost containment? Does our training truly benefit the organization and its workers? Do our programmes result in the acquisition and use of new and marketable skills? (Bannon, 1995:3)

*(f) Reward*

First and foremost, reward, both internally and externally, can enhance performance and production. Futler-Love and Scapeus (1997:48) agree that performance reward schemes have been used for centuries to reward improved productivity through increased payment or benefits. There are two main issues with regard to performance-related pay. The first is whether it increases output of the individual and improves the performance of the

organization as a whole. The second issue is that performance-related pay can sometimes be counter productive in that employees may concentrate their energies on meeting the target in order to achieve additional payments and, as a result, disregard other matters such as quality and longer-term issues. Such behaviour is often cited as a criticism of profit-related pay, because profit can be seen as a short-term measure and long-term investment can be ignored in order to maximize short-term profitability.

In addition, other rewards such as “fringe benefit” (sick pay, holiday pay, bonuses, company car, housing assistance, social satisfaction etc.) can influence performance of a person significantly (Hinds, 1975:23).

## **2.5 PERFORMANCE CONTRACTS**

Performance contract/agreement is a written, individual employment agreement, setting out the wages, conditions, and working arrangements between an employer and an individual employee or group of employees. The signed agreement becomes legally binding when approved by the relevant legislative authority. A performance contract can become a document for positive change and improved relationship within an organization. According to Flagan and Fuge (2003:598), employment contracts can go beyond wages and conditions if the preparation process encourages collective thinking about how the business could operate better. The performance contract should pursue mutually beneficial outcomes. This requires consultation, negotiation, trust, cooperation, and agreement about what can be done to improve the performance of the business and to create a work environment wherein everyone wants to be. Flagan and Fuge (2003:598) further indicate that a workplace agreement should focus on benefits, decide on scope and content of the agreement.

In South Africa, since the inception of the democratic dispensation in 1994, tremendous changes were introduced with regard to the employment of senior government officials. These senior officials are employed on performance contract. Individual performance contract gives effect to unique individual contribution and defines expectations and

results to be achieved, as well as competency required to achieve these results. A performance contract is aligned with the corporate and business unit balanced score card and includes the following:

- Key Results Area (KRA): These define the main output of the role of the position;
- Objective and Performance Standards: Proposed outcomes are defined in terms of targets and standards, and the objectives and performance standards should be specific, measurable, attainable, reliable and time-bound (SMART);
- Performance Measures: the extent to which objectives have been achieved – proof of what has been done;
- Competency required: This refers to knowledge, skills and abilities; and
- Position profile: These describe the purpose of the position and involve the role clarification, key results areas, which include outcomes and performance measures, and a competency matrix.

The reason behind the introduction of these performance contracts is to ensure that government institutions and their administrations perform to a maximum in order to satisfy the needs of the communities in terms of service delivery. Although the introduction of performance contract in the public sector is a welcome initiative to improve public sector performance, there is a tendency for the system to be abused by those in authority. Since its introduction, there have been a number of very senior managers who were given golden handshakes under the guise of opting out of these contracts or employing under qualified persons to these positions.

## **2.6 CONCLUSION**

Performance Management should not be seen as a once off event but as a process aimed at ensuring that an organization performs up to its maximum, and that the employees' performances are in line with organizational objectives, mission and vision. Employees' performance should be monitored, evaluated and appraised. This would also give employees a sense of belonging to the organizations, and the reward system would also spur the employees to perform and contribute more to the achievement of organizational

objectives. Targets, performance indicators, measurable objectives, output and outcomes should be set so that the employees know exactly what is expected of them. The results of good or poor performances should be spelled out to all employees. In this case, clear guidelines are given to all employees.



## **CHAPTER THREE**

### **RESEARCH DESIGN AND METHODOLOGY**

#### **3.1. INTRODUCTION**

Organizations are currently concerned about performance and the performance of personnel in realizing organizational objectives. The organizations are grappling to find best practices regarding Performance Management and coming up with clear cut Performance Management Systems, and the Limpopo Legislature is no exception in this regard. The Limpopo Legislature has, since its establishment, been engaged in a process to come up with a Performance Management System that had to be preceded by a Policy on Performance Management. In this chapter, the research methodology that was followed in gathering data on the practice of Performance Management in the Limpopo Legislature is articulated.

#### **3.2. RESEARCH DESIGN AND METHODOLOGY**

Qualitative research was used in the study. According to Welman and Kruger (1999:189), qualitative research can be used successfully in the description of groups, communities and organizations. A combination of qualitative research methods such as formal interviews was employed in this study. In this regard, the Limpopo Legislature was used as a case study. The rationale for using the qualitative approach was that it guides discussions and saves time and money (Mouton, 2001:157).

The importance of research design lies in the fact that it could produce significant and correct conclusions. Jones and Olson (1996:214) define research design as “a plan specifying how you intend to fulfill the goals of your study. It is a rational plan for verification that guides you through the various stages of your research”. As indicated in the research question, the study focuses on the practice of Performance Management in the Limpopo Legislature, with emphasis on the administrative arrangements and the implementation of Performance Management System. The study is theoretical, qualitative, exploratory and investigative.

### 3.2.1. Target Group

The study targeted the following groups:

**Political Office-bearers:** The Political Office-bearers constitute the political management of the Legislature, and the staff constitutes the support service. The performance of the Legislature and the performance of the political office-bearers in general are measured in terms of the performance of the support service. The political office-bearers who were interviewed are the Speaker of the Legislature, the Deputy Speaker and the Chairperson of Committees.

**Management of the Legislature:** This refers to the Secretary of the Legislature, Divisional Managers, Sectional Managers and Unit Managers. Management develops policies and ensures the implementation of the policies. They are responsible for Performance Management to reach institutional goals. The assessment and evaluation of staff performance is done by the management. The Secretary to the Legislature and Divisional Managers, who constitute the senior management corps of the Legislature and Sectional Managers, were interviewed formally. Unit Managers were given questionnaires to complete.

**Non-Management staff:** This refers to staff that are mostly at the lower level, who contribute immensely to the success of the Legislature and are at the coal phase of operations. They are the most affected by policies and yearn to be appraised and to ascend the ladder in their career development within the Legislature. The group was targeted as they would be able to shed light on the Performance Management System of the Legislature. Questionnaires were also circulated to the staff to complete as their feedback was very important in order to understand their feelings and views about the practice of Performance Management in the Limpopo Legislature.

### **3.2.2. Sampling**

Bless and Higson-Smith (1995:85) define sampling as a technical accounting device to rationalize the collection of information, to choose, in an appropriate way, a restricted set of objects, persons and events from which the actual information would be drawn. If one wants to collect information about a group of persons that would give an accurate picture, the best way is to examine every single member of the group, but it is also possible to reach accurate conclusions by examining only a portion of the total group.

Against this background, purposive sampling was employed in the study. In the study, people who have knowledge on the Performance Management System and those who were affected by the process of implementation of the Legislature Policy on Performance Management System, were purposively chosen. Purposive sampling involves using the researcher's own judgment to choose, for a particular purpose, what should be included in the sample. The main purpose is to examine more attributes of few respondents in a target group (Pratt, 1995:48).

As alluded to in the target group earlier, the Speaker, the Deputy Speaker and five (5) Chairpersons of Committees, the Secretary of the Limpopo Legislature, Twenty-one (21) Divisional and Sectional Managers were formally interviewed, while fifty (50) questionnaires were circulated to a sample of all staff in the different levels within the Legislature. Out of the fifty (50) questionnaires, twenty-nine (29) were duly returned. Twenty-one (21) forms were not returned. This is attributed to the fact that some of the respondents feared reprisal even though an assurance of anonymity was given to them. The other compounding reason was that the respondents were unwilling to participate in the research study as they felt that their contribution would not be taken seriously to their advantage. The interviews and questionnaires covered both male and female employees of the Legislature. The staff's service in the employ of the Legislature ranged from three (3) months to thirteen (13) years and possessed qualifications from Standard one to post graduate degrees.

### **3.2.3. Research Techniques**

The following research techniques were used to collect data and this took the researcher a period of one month:

A questionnaire was designed and circulated to the general staff members of the Legislature, soliciting their opinion on Performance Management and the Performance Management System of the Legislature. Fifty (50) questionnaires were sent out to fifty (50) staff members, out of a staff complement of one hundred and twenty-one (121). The questionnaire was circulated to targeted groups within the Legislature in terms of the different levels – from Unit Manager level to a General Assistant level (See Appendix A).

Formal interviews were conducted with the Secretary of the Legislature, managers of the various divisions within the Legislature, Union leadership, Presiding Officers and Chairpersons of Committees. According to Bless and Higson-Smith (1995:105), interviews are the most frequently used method of gathering information as they give respondents the chance to express their views. An interview is, therefore, a social interaction explicitly arranged with the purpose of obtaining information (Babbie, 1995:264). Seidman (1993:3) states that the root of in-depth interviewing is an interest in understanding the experience of the people and the meaning that they make of that experience. Interviews provide access to the context of people's behaviour and thereby provide a way for researchers to understand the meaning of that behaviour (Seidman, 1993:3).

In this regard, the interviews aimed at obtaining the views of the identified persons on Performance Management in the Limpopo Legislature and the institution in general. The interviews were also an attempt to get the opinion of the identified persons on how Performance Management can be improved. The formal interviews were also aimed at authenticating the information received through questionnaires. A set of questions for the formal interviews were compiled to ensure that every respondent was asked the same questions (See Appendix B).

Policy documents, minutes, reports and files were reviewed. The Human Resource Management Policies of the Legislature, including the Legislature Service Board Act, and other relevant legislation such as the *Constitution of the Republic of South Africa, 1996* were also reviewed.

#### **3.2.4 Data analysis**

Data analysis involves examining, sorting, categorizing, evaluating, comparing, synthesizing and contemplating the coded data, as well as reviewing the raw and recorded data (Neuman, 2003:448). In the study, the evidence that had comparative features was sorted into categories for eventual evaluation and analysis. According to Neuman (2003:439), a researcher should, throughout the analytical process, avoid errors, inaccurate conclusions and misleading inferences. Classification of the sorted data was one of the techniques used. In order to classify the information, some dissection of the information in the form of categorizing and searching for themes within the primary and secondary information was done. Classification may involve the identification of a certain number of themes or topics.

According to Delport (2002:344), a popular form of analysis and classification involves identifying five or six themes. Delport further views these themes as a “family” of themes with children, of sub-themes and grandchildren represented by the segments of the data. As indicated earlier on, to analyze data, the quantitative and qualitative methods were used and the data collected from the different participants/respondents during the interviews and through questionnaires were compared. The data were analyzed using the content analysis. The data sets used in the research were considered reliable because the interviewed participants were in a position of authority and understood the Performance Management System of the Limpopo Legislature. The participants did not take sides as they felt the need to improve the performance of staff and the institution in general.

However, in the process of conducting the research, the researcher met with some challenges pertaining to some respondents suffering from fear of the unknown, such as being subjected to a disciplinary hearings or dismissal for disclosing some information. Although the researcher assured the respondents that their names would not be disclosed or made public, some felt that their participation will result in some reprisals. Some respondents were very enthusiastic about the project and felt that it would, at the end, help the Legislature to properly manage the Performance Management System to their advantage. The challenges were overcome through guaranteeing the anonymity of the respondents.

The other challenge that the researcher faced was the non-availability of the political component for the interviews as they cited lack of time and volume of work. In overcoming the challenge, the researcher made appointments in advance and assured the participants that the interview would not last more than twenty minutes, which went on well with the participants.

With regard to the administrative component, no challenges were encountered, except that the Senior Managers had a feeling that the research project was an attempt to find flaws in their leadership and management styles. The managers were assured that their names would not be disclosed and that their responses would not be attached to their names, but would ultimately help the institution to properly manage the performance of employees to the benefit of the institution.

### **3.3. CONCLUSION**

The research design and methodology used in the collection of data, the sample and research techniques were thoroughly discussed above. Questionnaires were circulated and interviews conducted with an identified sample within the Limpopo Legislature. The challenges relating to the timely return of questionnaires were overcome through follow-ups and waiting for the participants to fill in the information, and this provided an ample opportunity to explain some of the questions and to manage the questionnaire properly.

Although it was difficult to set up appointments with the Chairpersons of Committees and Presiding Officers, the researcher was able to interview all the identified persons

## CHAPTER FOUR DATA ANALYSIS

### 4.1. INTRODUCTION

As the main objective of the study is to explore and investigate the challenges that confront the implementation of Performance Management in the Limpopo Legislature, and to provide possible solutions to overcome the challenges, this chapter deals with the analysis of the information obtained during the investigation. The analysis of the relevant empirical information is crucial in the sense that, through the analysis of the information, the researcher carefully examined both data and descriptive forms in order to reach valid conclusions. The information gathered was compared and is discussed in detail in the chapter.

### 4.2. QUANTITATIVE ANALYSIS

#### 4.2.1. Gender

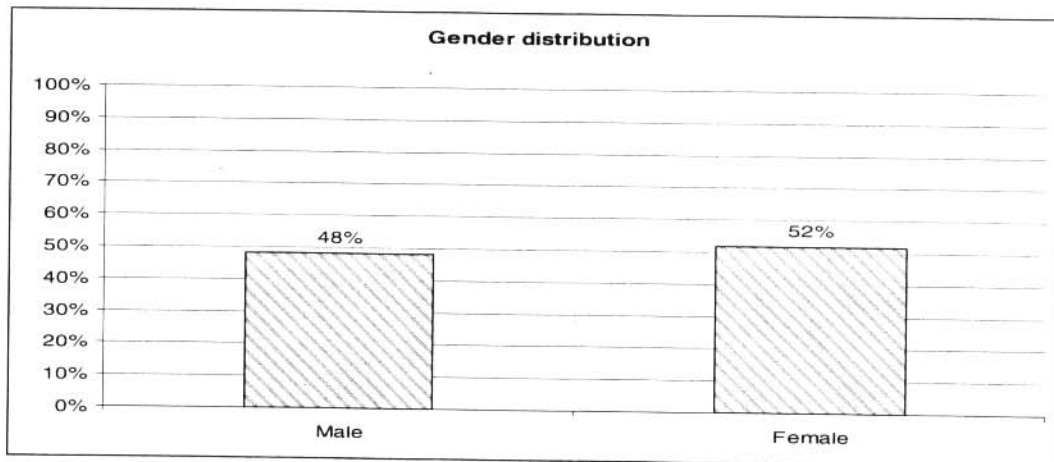


FIGURE 1: Gender

The respondents comprised both male and females. Figure 1 illustrates the percentages of female and male respondents who positively responded to the questionnaire.



#### 4.2.2. Educational qualifications of respondents

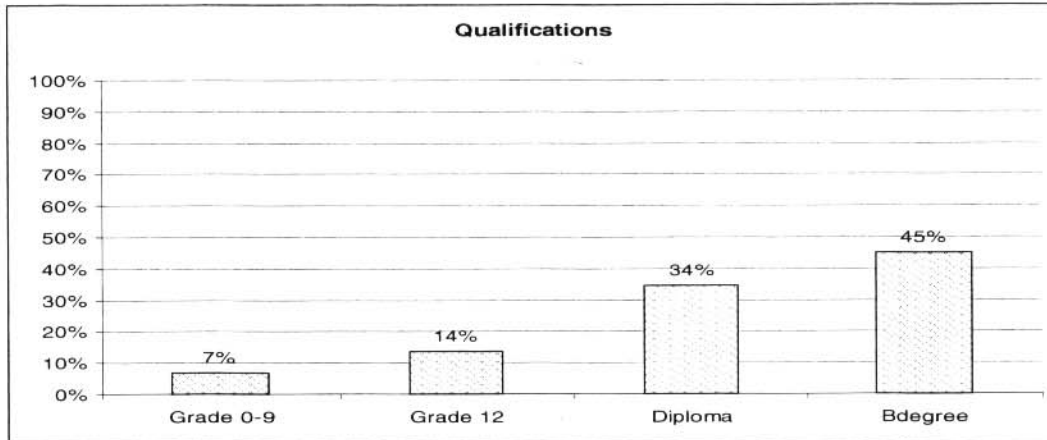


FIGURE 2: Educational qualification of the sample

Figure 2 indicates the different school/academic qualifications of the respondents. The sample included staff members who were illiterate, up to those who had post graduate degrees. Figure 2 further illustrates that the majority of the staff members within the Legislature is highly qualified, with forty-five percent being in possession of University Degrees and thirty-four percent having technikon diplomas.

#### 4.2.3. Years of service with the Legislature

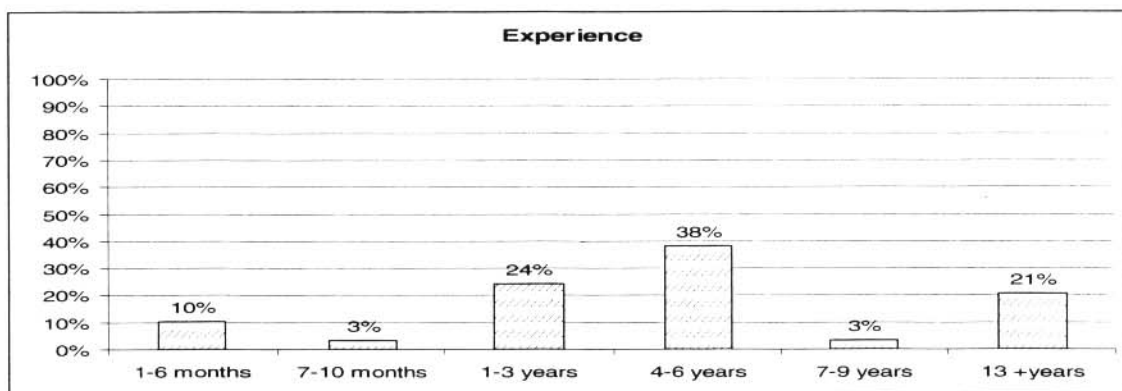


FIGURE 3: Years of service to the Legislature

Figure 3 shows the number of years that the staff members have been in the employ of the Limpopo Legislature. A deduction is hereby made that the majority of the staff has been with the Legislature for four to six years, and the figure indicates that 38 percent of the staff has stayed with the Legislature, while there is a decline between seven to nine

years. According to Figure 3, the researcher's observation is that there is a high staff turnover between seven and nine years. It is also observed that only twenty-one percent of the staff who started with the Legislature is still remaining loyal to the Legislature.

#### 4.2.4. Promotion in the Limpopo Legislature

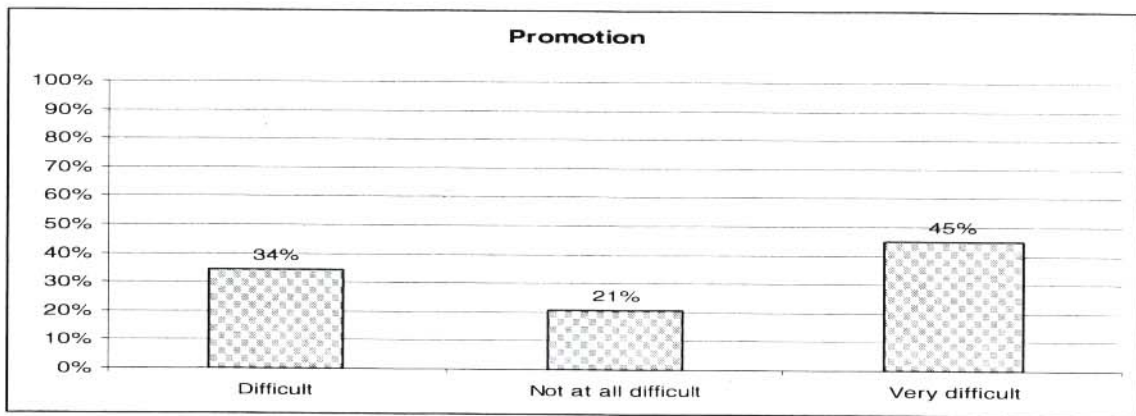


FIGURE 4: Promotion in the Legislature

Figure 4 illustrates the trends in which the respondents perceived their chances of promotion within the Limpopo Legislature. Thirty-four percent of the respondents indicated that it was difficult to get promotion, while forty-five percent was in agreement that it was very difficult to get promotion within the Limpopo Legislature. The researcher observed that indeed it was difficult to be promoted within the Legislature and that the difficulty was contributing to the high staff turnover. The lack of promotion does not give the current serving staff members any hope that they would ever be promoted, thus resulting in the staff seeking greener pastures outside the Legislature.

#### 4.2.5. Career Choice

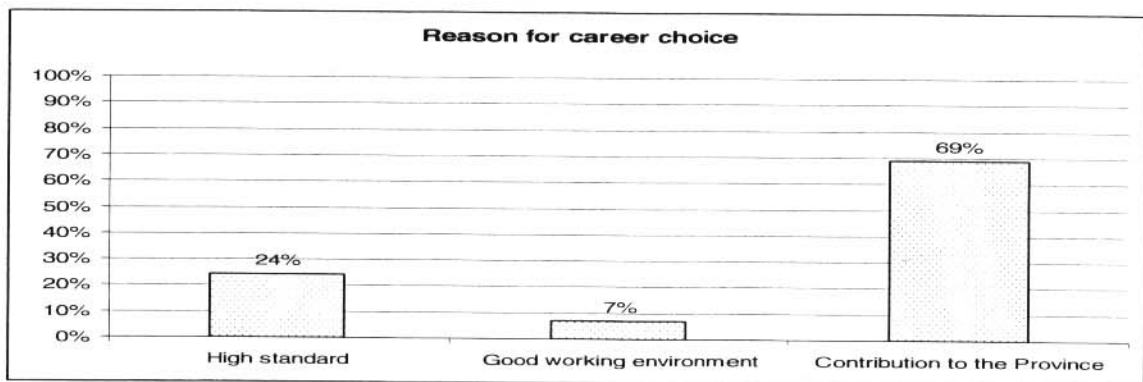


FIGURE 5: Reasons for choosing Limpopo Legislature

People make choices in life and prospective employees also make choices regarding their life-time careers. The study also wanted to check the reasons for choosing Limpopo Legislature as an employer. According to Figure 5, sixty-nine percent of the respondents indicated that it chose the Limpopo Legislature to make a contribution to the people of Limpopo Province, while twenty-four percent indicated that it joined the Limpopo Legislature because of the high standards.

Seven percent of the respondents indicated that it chose Limpopo Legislature because of the good working environment. The Legislature, as a political institution, requires employees who want to make a contribution to the development of the new democratic dispensation, as well as contributing towards the transformation of society. The researcher's observation is that joining the Legislative sector with its dynamic political environment should be regarded as a calling rather than earning a living through high salaries. Therefore, the primary reason for joining the Legislature should be to make a contribution to the people of the province and the salary should be a secondary reason. In this manner, employees would put more effort in ensuring that the Members of the Legislature are given the support services in order to improve their performance and the performance of the Legislature in general, and thus ensuring that service delivery is enhanced.

#### 4.2.6. Negative aspects about the Legislature

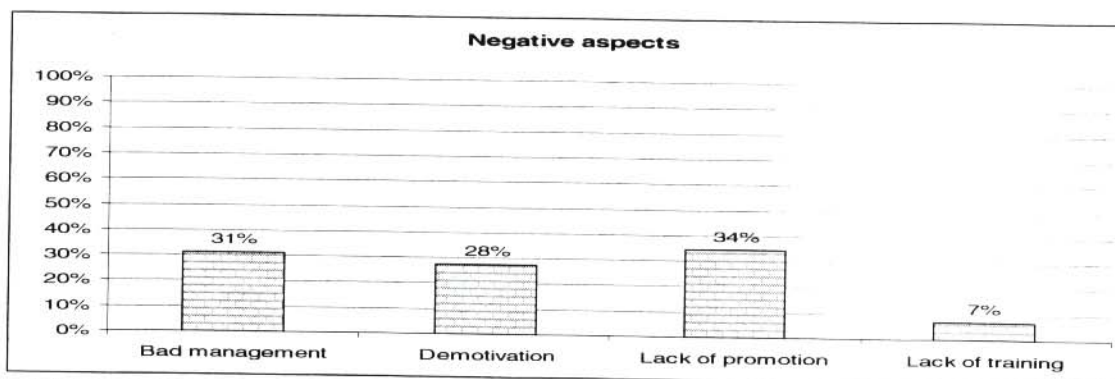


FIGURE 6: Negative aspects about the Legislature

Figure 6 indicates the negative aspects about the Limpopo Legislature. Thirty-four percent of the respondents indicated that there is lack of promotion in the Legislature,

thirty-one percent regarded bad management as another key negative aspect that affects Performance Management in the Limpopo Legislature, while seven percent regarded demotivation and low morale as aspects that are taken as negative and that negatively affect their performance in the workplace

#### 4.2.7. Positive aspects about the Legislature

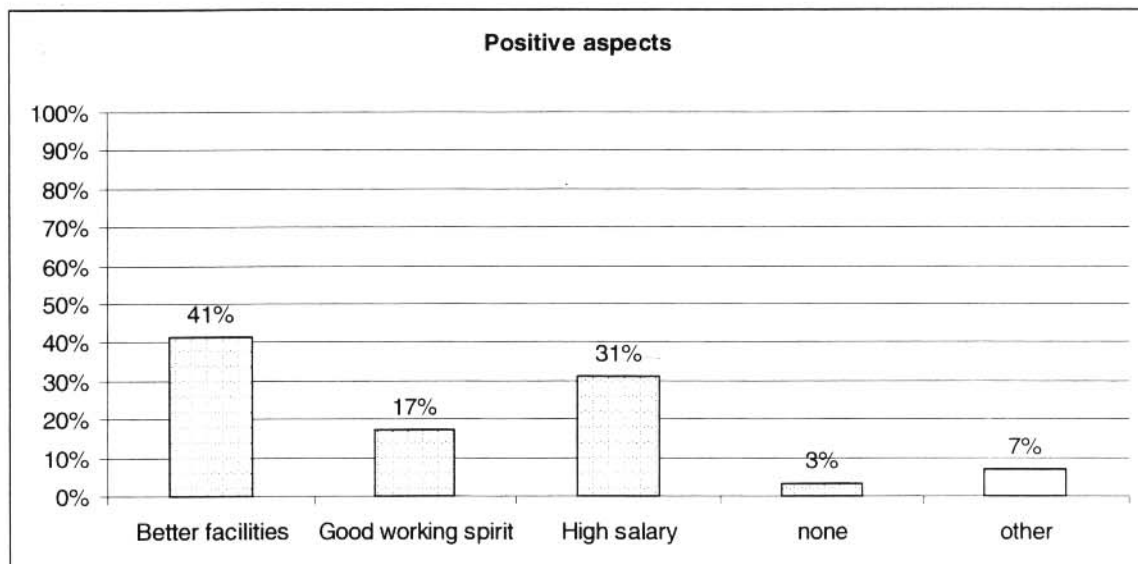


FIGURE 7: Positive aspects about the Legislature.

The Limpopo Legislature is a constitutional institution with the sole mandate of making laws for the province, performing the oversight function over the executive, ensuring public participation in its processes, as well as ensuring executive accountability. Apart from the positive aspects emanating from the constitution, there are aspects that the Legislature should be proud of, and such were identified by the respondents during the research process. Figure 7 is an illustration of all the positive aspects about the Limpopo Legislature.

The positive aspects are, namely, the prevailing good working spirit; better training and development; high salaries; and better facilities and working conditions. Drawing from the aspects identified by the respondents, the researcher's observation is that the Limpopo Legislature is the employer of choice and should strive to better its performance by jerking up the morale and motivation of its employees.

#### 4.2.8. Employee Selection Criteria

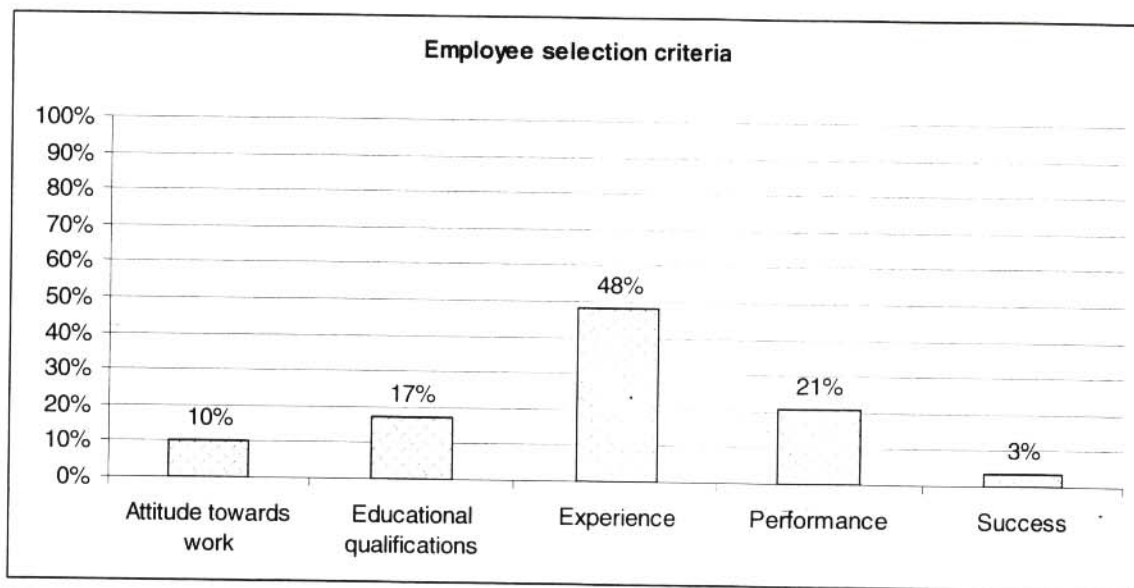


FIGURE 8: Criteria for the selection of employees

Every institution is supposed to have policies on the appointment of staff and should have clear recruitment processes. A mistake committed during the selection of an employee for appointment would be difficult to correct in the future. The investigation attempted to look at the criteria the Limpopo Legislature was using to select employees. Forty-eight percent of the participants indicated that the selection criteria that the Legislature uses should comprise experience, while twenty-one percent of the participants indicated that the selection criteria should be based on performance of the employee. Seventeen percent of the respondents indicated that the selection criteria should include the educational qualifications of the prospective employees. According to the Legislature's Policy on Recruitment, the selection criteria for staff should include a combination of educational qualification, experience; the performance of the candidate; and the attitude of the candidates towards work. The selection criteria of the Legislature are illustrated in Figure 8.

If the selection criteria are taken into consideration whenever appointments to positions are made, the employees would, from the first day, be geared towards performing to the best of their abilities, and the Legislature would benefit from their knowledge, skill,

experience and attitude, rather than appointing poorly qualified employees with neither skills nor experience.

#### 4.2.9. Performance Evaluation Criteria

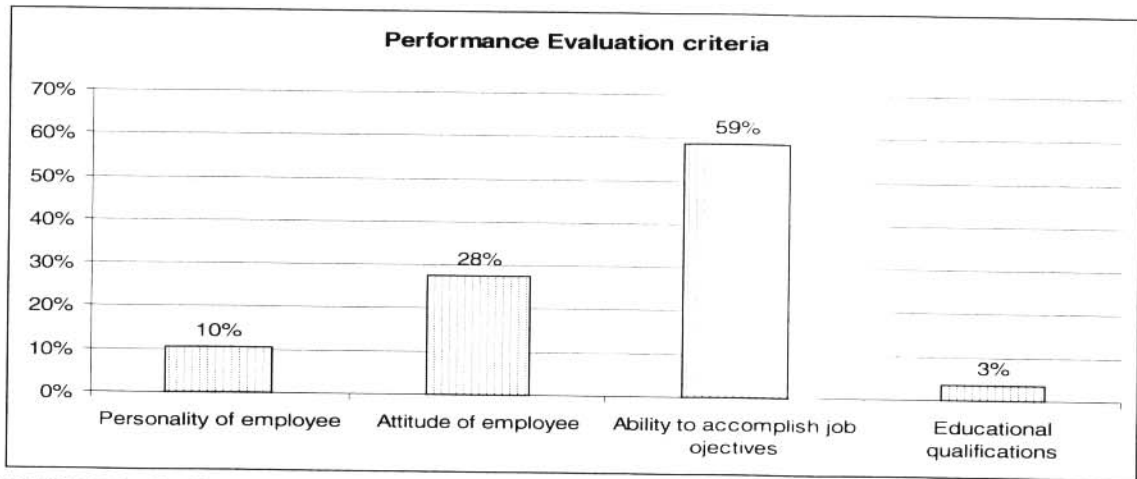


FIGURE 9: Performance evaluation criteria

The evaluation of staff's performance should be done regularly. The Performance Management Policy of the Limpopo Legislature puts it succinctly that performance evaluation should be done on a quarterly basis. Performance evaluation involves the measurement of performance to check whether objectives and targets were being met, with the aim of correcting poor performance and rewarding good performance. According to Figure 9, fifty-nine percent of the respondents indicated that the Limpopo Legislature should measure the extent to which an employee accomplishes his/her job objectives when evaluating performance, while twenty-eight percent felt that general evaluation of the employee's attitude towards work should be used as a criteria for performance evaluation. Ten percent of the participant indicated that the personality of the employee should also be taken into consideration during the performance evaluation process, and three percent of the participants were of the opinion that educational qualification of the staff should also be considered.

In pursuit of best practices, the researcher observed that the Limpopo Legislature was not using a combination of measuring the extent to which an employee accomplishes his/her job objectives and attitude towards work, but looked at how politically connected the

employees are at the expense of their performance and that supervisors were suffering from a fear of the unknown when assessing subordinates. Objective assessment of performance is, therefore, lost in the process and high performers are de-motivated and demoralized when realizing that their performance was not being recognized.

#### 4.2.10. Management motivation

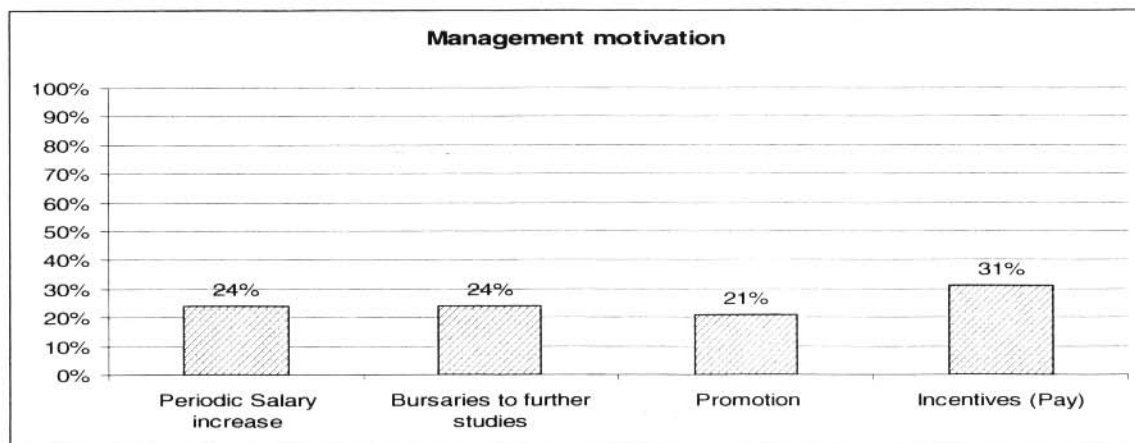


FIGURE 10: How management motivate staff in the Legislature

Motivation is important for good performance. Motivation is an internal drive to satisfy unsatisfied needs. Management should attempt to influence their subordinate's motivations in order to fulfill the objectives of the organization. Management should do so by providing an environment in which employees can satisfy their needs. The manager's motivation dilemma may involve an attempt to build satisfaction into a particular job and to provide reward when no organizational opportunities exist. When the organization provides no merit compensation, for instance, the manager may have to be enterprising in devising some mechanisms of recognizing superior performance. In the study, an investigation was also carried out to find how the management of the Limpopo Legislature was doing to motivate staff members to perform to the best of their abilities

Thirty-one percent of the respondents indicated that the Limpopo Legislature was using the incentive system, while twenty-four percent indicated that the Legislature was giving bursaries to further studies and a periodic salary increase to motivate staff. Twenty-one percent of the respondents indicated that promotion to higher positions was also being

used to motivate staff. Figure 10 illustrates the scenario very succinctly. However, respondents felt that the Legislature was not doing enough to motivate and jerk up the morale of staff.

According to the researcher, the motivational system that the management of the Legislature is using is not effective as it is applied in an unbiased manner and that the Performance Management System is only used for annual salary notch increments. The management of the Legislature must create a highly motivated workforce by developing willing workers with high morale and strong employee loyalty.

#### 4.2.11 Determination of pay system

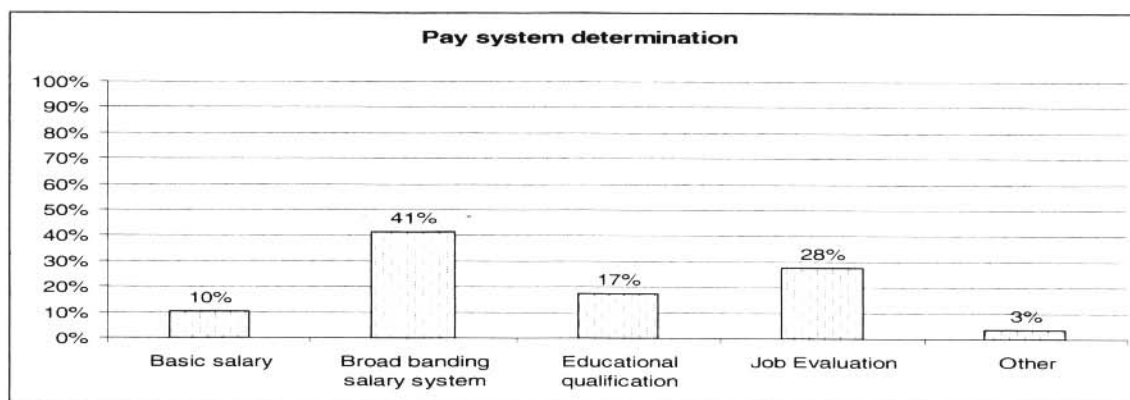


FIGURE 11- Determination of pay system

Employees join organizations to earn a living and to support families. Salaries paid by the organizations should be commensurate with the type of work that the employees are doing. When the Limpopo Legislature was established in 1994, positions were created without going through a thorough work study process. The process resulted in disparities when the remuneration was finally arrived at. The study attempted to unravel how the pay system of the Limpopo Legislature should be determined in accordance with best practices.

Forty-eight percent of the participants indicated that the Limpopo Legislature should use a broad-banding salary system related to the performance of the employee. The broad banding salary system means that an employee receives a basic salary and the employee



would progress within the salary band depending on performance. Ten percent of the participants remarked that that the salaries should be determined through a basic salary. Seventeen percent of the participants indicated that the salary should be determined by educational qualifications of the employee, while twenty-eight percent of the participants said that the salaries should be determined by a thorough job evaluation. Three percent of the participants remarked that the salary should be determined through a combination of job evaluation and educational qualifications.

According to best practices, salaries of organizations should be done through a work study method, which means that a thorough job analysis and job evaluation should be done to arrive at job specification and classification. Upon having done this, the jobs would then be graded in terms of salaries. The job evaluation and analysis would result in a scientific determination of the pay system. Figure 11 therefore, indicates the percentages of how the respondents want the pay system of the Legislature to be determined.

#### 4.2.12. Improvements required for Performance Management in the Legislature

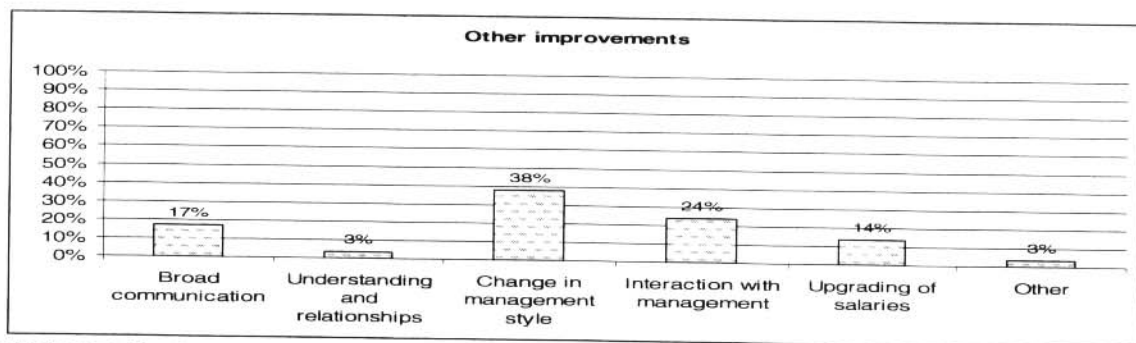


FIGURE 12: Other improvements

Figure 12 illustrates the improvements that the participants wish to see taking place within the Limpopo Legislature. Thirty-eight percent of the participants felt that there is a need for a change in management style, while twenty-four percent indicated that interaction between staff and management is necessary for good performance and the promotion of team spirit and team work, which would result in good performance. Seventeen percent of the participants felt that broad communication within the institution

would enhance performance, while fourteen percent felt the upgrading of salaries should take center stage to improve the performance of staff. Three percent of the participants felt that there was a need for understanding and improvements of relationships.

The observation of the researcher is that a pragmatic change in the management and leadership style within the administration of the Legislature is required to instill a sense of discipline in order to improve the performance of each staff member and the institution in general. The change in management style would not only improve the relationship and *esprit de corps*, but would also enhance performance of the staff.

### **4.3. QUALITATIVE ANALYSIS**

#### **4.3.1 Organizational structure of the Limpopo Provincial Legislature**

For any institution or organization to function effectively, efficiently and economically, it should be properly organized – structurally and otherwise, to reach its objectives. A poorly organized institution will not be able to perform its functions and realize its objectives. The first thing that the study had to look at was whether or not the administrative arrangements allowed the Limpopo Provincial Legislature to conduct its functions efficiently and effectively in line with the Performance Management Systems.

In this regard, the senior management indicated that the Limpopo Legislature was properly organized in the sense that it has a clear vision and mission, and that the Legislature was organized in such a manner that it was able to focus more on its core business of law-making, oversight and public participation. However, some of the managers interviewed felt that the institution was not properly organized as it promoted divisions to work in silos, without clear co-ordination of activities. According the Secretary of the Legislature, the Limpopo Provincial Legislature was properly organized to can effectively and efficiently carry out its constitutional mandate.

On the other hand, the interviewed Chairpersons of Committees were in agreement that the Legislature was structurally well organized and indicated that there was a dire need to

beef up the Committee Services Division. Although the Speaker of the Legislature, the Limpopo Legislature was well organized, a feeling was expressed that the structure should be reviewed and redesigned from time to time in order to focus more on its core business, for performance improvement purposes, and to ensure that the structure would always speak to the changing political dynamics and mandates.

One respondent put it succinctly that in the design of the Limpopo Provincial Legislature structure, no job analysis, job specification and role classification were made, and these should have preceded the creation of posts. This has, in a way, affected the effectiveness and efficiency of the institution. Looking at the macro structure of the Legislature, the researcher observed that the Limpopo Legislature has recently undergone an organizational realignment to improve its performance. The positive response from the respondents is attributed to the fact that the organizational structure of the Legislature was reviewed and properly aligned to improve performance.

While there is agreement that the Limpopo Provincial Legislature is properly organized and that it can effectively and efficiently perform to its maximum, the researcher observed that there was too much political interference in administrative matters and that the other problem may lie in the human factor. The political interference in administrative matters results in the creation of grey areas and the formation of cliques within the Legislature, which impacts heavily on its performance and also results in low morale among the staff.

The Legislature's organogram is designed in a manner that enables the Legislature to deliver on its mandate and that the divisions are organized in such a way that the focus is on the attainment of the vision and mission of the Legislature. The management of the Legislature and the staff should interact and communicate with one another to avoid operating in silos.

#### **4.3.2. The relationship between the Elected Public Representatives (Members of the Legislature) and staff**

The promotion of *esprit de corps* is very important in any institution as contented staff is productive, efficient and effective, and have a sense of responsibility and loyalty to the institution. The Limpopo Provincial Legislature is a political institution in the sense that one finds both the political and administrative components. The political component is there to give political direction to the institution in a quest to transform society by passing progressive legislation and ensuring accountability to the Legislature by the executive arm of government, whereas the administrative component is there to support the political component in order to realize its vision and mission.

The question here is how should the relationship be between these two components – should the relationship be a master and servant relationship or should it be a complementary relationship where each component complement one another to realize the objectives and goals of the Limpopo Provincial Legislature as enshrined in the *Constitution of the Republic of South Africa Act, 1996*.

Members of the Management Corps, who were interviewed, were in agreement that there should be a relationship between the staff and elected public representatives (politicians) and that the relationship should only be on professional basis. Both components should clearly understand the roles and expectations of each other. The understanding of the roles and expectations of each other would ensure and enhance the performance of each component for the good of the Legislature, the province, and South Africa in general, in a quest to speed up service delivery.

It is, therefore, imperative that there should be a good working relationship between the two components and that the relationship should be properly managed so that it does not overshadow work. Elected Public Representatives need professional support from staff in order to fulfill the promises made during electioneering. Furthermore, the relationship

between politicians and administrative staff is a prerequisite for the institution to execute its constitutional mandate to the satisfaction of the electorate.

According to the Chairpersons of Committees and the Presiding Officers (Speaker and Deputy Speaker), there must be a clear line of demarcation between the two components, and the relationship should be shop-floor based in order to enhance communication with the spin-offs being enhanced performance of each component.

The relationship between Elected Public Representatives and administrative staff would not only improve organizational culture of the Legislature but also ensure that Members of the Legislature carry out their core functions effectively, efficiently and responsively in the interest of the people they serve, i.e., the people of Limpopo Province.

Team work is very important in these areas of life. The core work of the administrative staff is to support the public representatives to do their work efficiently, and a relationship between the two components is crucial to improve the performance of each component.

#### **4.3.3. Performance Management in the Legislative Sector**

The advent of the legislative sector in 1994 posed serious challenges in as far as Performance Management is concerned. The challenges may be attributed to the fact that the legislatures are learning institutions. Although mixed responses were received from participants, some of the participants indicated that it was not at all difficult to measure performance in the legislative sector.

Performance Management Systems that are being applied in the private sector are quantitative in nature and are not suitable for the legislative sector. The Performance Management System that looks more on qualitative measure would be suitable for the legislative sector. For the legislative sector to be in line with best practices in as far as Performance Management is concerned, it should determine its goals and targets

properly; set performance standards and measures; and put in place correct structures to assess the performance. According to one respondent, management by objectives linked to the Strategic and Annual Performance Plans, on which individual work plans should be based, would also assist in the management of performance by individuals. Performance should be linked to the achievement of targets of the institution (Performance Management Policy of the Legislature).

One other criterion for an institution to perform effectively and efficiently is to ensure that all staff understands the value chain management of the Legislature – people should understand that if one unit of the chain breaks off, it fails other units, which makes it difficult for those units to be a full chain. It, therefore, means that if one division in the Legislature is not performing up to standard, it will then affect other divisions, and the whole Legislature will not perform effectively and efficiently. It behoves upon all the staff and public representatives of the Legislature to be conscious of the fact that non-performance results in the Legislature not realizing its objectives.

According to the Secretary of the Legislature, the compounding factor in Performance Management in the legislative sector is the environment that is volatile and political in nature. The Presiding Officers indicated that managers who are implementing the Performance Management System are fearful to expose the performance of those under their supervision – the fear of reprisals impedes the objectives to be achieved through the Performance Management process, to an extent that all are given what they do not deserve, resulting in satisfactory performance.

According to the researcher, it is not difficult to measure performance in the legislative sector, and what is important is that clear qualitative measuring tools be developed and that managers should be seen to manage the performance of their subordinates accordingly for the good of the legislative sector. The Legislature should lead by example through championing workable qualitative methods that can be emulated by the executive arm of government, which is also struggling to come up with good Performance Management Systems.

#### **4.3.4. Reasons for high staff turnover in the Limpopo Legislature**

The human capital is a very important resource for organizations to achieve predetermined objectives. The Limpopo Legislature had experienced a high staff turnover since its establishment. The study looked at the reasons that may have contributed to the high staff turnover. All the participants interviewed indicated various reasons which may be attributed to the high staff turnover..

The compounding factor also lies on the staff's low morale, a search for the proverbial greener pastures and individual conflicts. The Legislature has appointed young, highly qualified and energetic personnel who still want to venture into the unknown and gain more exposure and experience. According to the researcher, the lack of career pathing and promotion also contributes to the high staff turn-over.

The lack of a clear and comprehensive succession plan, job dissatisfaction and the volatile political environment that creates conditions not conducive to a sustained employment of staff, are factors that contribute to the high staff turnover. According to the respondents, the high level of nepotism in the employment of staff; unequal incentives, such as salary, allowances and other benefits; non-consideration of seniority in terms of one's service in the Legislature; and the quest for better packages resulted in the staff leaving the Legislature for other institutions.

Lastly, the researcher observed that the lack of a coherent staff retention strategy, lack of a plan for upward mobility and growth, lack of strategy to recognize good performance and lack of succession strategy, all contribute to the high staff turnover.

#### **4.3.5 Staff retention in the Limpopo Legislature**

For an institution to lose its staff after investing in their skills development, is a cause for concern and should be seriously looked at. No institution can afford to train its human

resources for others. The staff's skills should be developed and retained for the improvement of the institution's performance. In the investigation, the participants indicated that there was a need for the Limpopo Legislature to retain its experienced and capable staff, and that this can be done through various mechanisms, such as retraining and motivation; the development of a staff retention strategy and plan; succession planning; policy on counter offers for those experienced staff who want to leave the Legislature; promotion and career pathing; equal opportunities and appointment criteria; incentives and benefits; recognition and compensation of good performance; employee empowerment and giving more responsibilities; and to pay market related salaries, as well as recognition of skilled and highly qualified personnel.

The researcher's observation from the interviews conducted during the study is that the Legislature should seriously look at its human resource policies with a view of revising old policies and formulating new policies that addresses the issues relating to staff retention.

#### **4.3.6. Involvement of Elected Public Representatives in the performance assessment of employees**

Performance assessment is very important as it helps to review and check whether or not employees were meeting the targets as set out in the workplans towards the realization of organizational objectives. The performance of an institution is measured in terms of a holistic approach on the performance of both the staff and directors. In the case of the Limpopo Legislature, Performance Management should be approached in a manner that it would be able to measure the performance of the institution, elected public representatives and the support service.

As the Limpopo Legislature has both the political and administrative components, it becomes very crucial when performance assessments are to be done. The big question is whether the elected public representatives should be involved in the assessment of the administrative component. The study also focused on the politico-administration



dichotomy with the sole aim of demystifying some of the concerns of the administrative and political components with regard to Performance Management.

All members of the management team who were interviewed were against the involvement of elected public representatives in the Performance Management of employees, while the Chairpersons of Committees and the presiding officers felt that elected public representatives should be involved in the assessment of employee performance.

The participants, who were against the involvement of elected public representatives in managing the performance of the support service, indicated that elected public representatives should focus more on political issues and less on administrative matters. The politico-administration dichotomy draws a line between administrative and political matters. According to the Secretary to the Legislature and Divisional Managers, Elected Public Representatives are not trained on administrative matters and therefore should not be involved in administrative matters.

The involvement of politicians in purely administrative matters would render the administration ineffective and the assessment of staff performance would border on political patronage and subjectivity. The involvement of politicians in the review of individual performance is compounded by the fact that politicians do not possess the necessary skills and knowledge to do performance assessments and would, therefore, politicize the Performance Management processes. Politicians can only be involved in the assessment of politically appointed staff.

The participants who were in favour of elected public representatives being involved in the Performance Management and assessment of staff indicated that it was crucial for politicians as the recipients of the support services to be able to measure whether or not the support services received from the staff is of high standard. The observation of the researcher is that politicians can only be involved in the assessment of staff performance who works directly with them (politicians).

It is, therefore, important to bring the two schools of thought together in line with what is obtaining in the private sector. According to the researcher, the performance of organizations is measured by the satisfaction of its clients/customers.

In the case of the Limpopo Legislature, the politicians are the key clients and should, to an extent, be able to assess the performance of staff who are providing a service to them, and that the Limpopo Legislature should have an integrated approach to Performance Management that involves the two components within the Legislature. The technical part of the Performance Management System should be left in the capable hands of the administrative component.

#### **4.3.7. Limpopo Legislature's policy on Performance Management**

The Limpopo Legislature Service Board has adopted a policy on Performance Management System and the study wanted to ascertain whether the policy was meeting its objectives or not. All the respondents, i.e., the Secretary to the Legislature, Senior Management, Chairpersons of Committees and Presiding Officers, were in agreement that the Performance Management Policy of the Legislature was very progressive and save for the human factor in the implementation of the policy. The Chairpersons of Committees and Presiding Officers' view was that the management was applying the policy in a biased manner and not objectively. Management is using the policy to advance the course of those who are their favourites. If the management was using the Performance Management Policy effectively to improve the performance of employees and also to uplift those who are performing badly, then the Legislature would be the best institution and the employer of choice in the province.

It is, therefore, incumbent upon the Legislature to capacitate its management corps on the Performance Management Policy to avoid the pitfalls and weaknesses raised by the political component. The training would ensure that all supervisors within the Legislature are able to implement the policy objectively without any fear of reprisals or

favouritism, to improve the performance of poorly performing employees and to recognize and reward high performers.

The Legislature should, in addressing the concerns raised by the political component, consider establishing Performance Review Committees that would look at the assessments made by the supervisors. The Performance Review Committees would ensure that the Performance Management process is objective, and would also detect cases of abuse of the system and subjectivity in the performance assessments and appraisals.

#### **4.3.8. Ideal system to measure performance in the Limpopo Legislature**

The Limpopo Legislature's Policy on Performance Management is very clear on how individual performance should be measured. It indicates that every staff member should have a work plan that is agreed upon with the supervisor. The work plan should clearly have a strategic objective that is measurable, a performance measure or indicator, targets and timelines.

The performance indicator indicates tangibly the deliverables that would be used during the assessments. The performance indicators assist in checking whether or not a staff member is meeting the required targets as per work plan. In terms of the Legislature's Policy on Performance Management, performance reviews or assessments should be done on quarterly basis with an annual appraisal. It further indicates that evidence of performance should be produced during the quarterly assessments.

The participants in the study indicated that the *status quo* should remain, while on the other hand the political component was of the view that the Legislature should adopt a management by objective system.

From the various arguments made during the study, it is ideal that the system for measuring individual performance be through the output that an individual staff member

has produced during a particular period in the quest of achieving institutional objectives. Performance standards should also be set and monitored by supervisors. For instance, minutes of a meeting should be produced in twenty four hours after the meeting. It means that if the minutes are produced on the day of the meeting, then the staff member's performance is good. However, if a staff member produces the minutes after three days, then it is poor performance.

#### **4.3.9. Implementation and management of Performance Management in the Limpopo Legislature**

While the a Performance Management System is being implemented in the Limpopo Legislature through trial and error, the Limpopo Legislature's Performance Management System is adequate according to the management of the Legislature. As indicated earlier on, the biggest challenge is the human factor in the implementation of the Performance Management policy.

The participants from the administration and political components were in agreement that the Performance Management System and the Performance Management Policy were adequate to address the challenges of Performance Management, and that the management was not yet ready to implement the policy to the full and to ensure that corrective measures were taken against the staff whose performance is poor. The researcher's observation is that the practice of Performance Management in the Limpopo Legislature leaves much to be desired. It is practised in a subjective and biased manner. Supervisors are just doing it for the sake of ensuring that their subordinates are awarded salary increases at the expense of actual performance.

The researcher further observed that the Administration of the Limpopo Legislature is not yet ready to flex its muscles and properly implement and manage the Performance Management System of the Limpopo Legislature. Capacity building programmes on the Performance Management System should be conducted for both management and staff,

to ensure that the aims and objectives of the Performance Management System are realized for the good of the Legislature.

#### **4.3.9. Promotion within the administration of the Limpopo Legislature**

Promotion in a workplace environment means the movement from a lower position to a higher position. Both the administration and the political components were in agreement that, despite the fact that the Legislature is structurally well organized; the organizational structure does not provide opportunities for upward mobility. The Legislature's organizational structure is flat, rather than hierarchical. The organogram is designed in a manner that it does not create a clear career path for staff, which then results in the staff losing any hope of ever being promoted to a higher position, except to look outside the Legislature in terms of career growth.

The researcher's observation is that the lack of promotion and career-pathing has impacted seriously on the morale and enthusiasm of the staff members, to the extent that their performance is affected, which has also effectively affected the performance of the institution in general.

Although some of the staff members were appointed into senior positions in the Legislature, it does not mean that they were promoted as they had to compete for such positions with candidates from outside the Legislature. The researcher found that the Legislature does not give its employees opportunities for growth in terms of promotion to a higher position or a clear career path.

#### **4.4. CONCLUSION**

Performance Management is a challenge both in the legislative and public sector as it cannot be measured in terms of what is being produced. Qualitative measurements should be used to measure performance in the public sector. The data were analyzed

qualitatively and quantitatively. The Chapter focused more on the analyses of the information gathered during the study as well as articulating the findings.

The organizational structure of the Limpopo Legislature, the relationship between elected public representatives and staff; Performance Management within the administration of the Limpopo Legislature; staff turnover; and retention and the ideal system for Performance Management were dealt with and analyzed. Challenges facing the administration of the Limpopo Legislature in the implementation of the Performance Management Policy and the promotion of staff were dealt with.

## **CHAPTER FIVE**

### **CONCLUSION AND RECOMMENDATIONS**

#### **5.1. INTRODUCTION**

The study sought to discover the practice of Performance Management in the Limpopo Provincial Legislature. Information gathered during the field study indicated that Performance Management in the Limpopo Legislature was being practised in a manner concomitant to biasness and favouritism. The implementation of the Performance Management Policy of the Legislature does not only address the actual performance of employees, but is also used as a tool to give employees their personal annual notch increment. As such, every employee's performance is found to be satisfactory whenever performance assessments and appraisals are made, without really measuring whether or not the employees had indeed achieved the targets set out in the workplans to realize institutional goals and objectives.

The study explored the practice of Performance Management, investigated the challenges that confront Performance Management in the Limpopo Legislature and possible mechanisms are provided in this chapter to resolve the problems identified.

Chapter one of the study covered the introduction and background to the study, the statement of the problem and objectives, the research questions, the methodology used in data collection, data analysis and ethical considerations

Chapter two dealt with the literature review, which covered the conceptualization and contextualization of Performance Management, as well as broad theoretical principles pertaining to Performance Management.

Chapter three addressed the research design and methodology during the field work. The chapter also looked at research techniques and sampling.

The analysis of data collected during the field work is articulated in Chapter four, which also covers the findings of the study.

Based on the critical issues raised, the following recommendations are made:

- It is recommended that managers and supervisors within the administration of the Limpopo Legislature should be vigilant in the application of the provisions of the Performance Management Policy, and should ensure that corrective measures are taken against poor performers, and that high performers are rewarded accordingly. It is also recommended that a peer performance assessment be introduced in the Legislature. A peer performance assessment means that an employee's performance would first be assessed by colleagues before the supervisor. The peer group assessment results would be given to the supervisor who should do an individual assessment. The peer group and the supervisor's performance assessment would be compared to ensure that the Performance Management is objective;
- To avoid the subjectivity of managers and supervisors, it is recommended that the Legislature establishes Performance Evaluation Committees whose purpose is to review and assess the work done by the managers and supervisors in the process of evaluating the performance of employees. The Performance Evaluation Committees should be comprised by neutral persons at senior level (Divisional Managers) who have an understanding of the work assessed;
- Notwithstanding the politico-administrative dichotomy that draws a line between politics and administration, it is recommended that the Limpopo Legislature should have an integrated approach to Performance Management of its employees, more especially those who provide a direct service to Members of the Legislature. The approach means that Members of the Legislature who are key clients should also play a part in evaluating both the service rendered to themselves and the performance of the employees supporting them, so as to



ensure that there is a balance in the performance evaluation. A questionnaire on the services rendered should be circulated to, and interviews be conducted with, the Members of the Legislature, in order to assess the kind of service being rendered to them by individual staff members, before the actual performance assessment of that staff member is done. The technical part of the evaluation should be left to the administration. The success of the Performance Management System of the Limpopo Legislature should be seen as a partnership between the administration and the political components;

- Although employees would always venture into the unknown in search for greener pastures and career growth, it is incumbent upon every institution to train and retain its high performing employees. It is recommended that the Limpopo Legislature must develop a comprehensive policy on staff retention and come up with a retention strategy that motivates and conditions employees to stay long with it. It is further recommended that the Legislature should pay market related and competitive salaries that are topped with best benefits such as car, telephone, holiday, medical and other allowances;
- While acknowledging that money is intrinsic, there are many ways in which management can motivate staff, such as rewarding good performance, providing Day Care centers for employees' children, and providing facilities such as employee assistance, team building and a gymnasium. It is recommended that the Limpopo Legislature should consider developing policies that ensure that employees are always motivated, receive incentives and conditioned to perform to the best of their abilities through a broad banding salary system that would allow employees to earn more while on the same position; and
- The negative aspects should not be regarded as negatives but as challenges to the management of the Legislature. The management should challenge these challenges for the good of the institution. It is recommended that management of the Limpopo Legislature should undergo retraining and be capacitated on

leadership and management styles that are commensurate with learning institutions and a democratic society. It is also recommended that the management should adopt a bottom-up approach to management rather than a top-down approach. This approach would ensure that there is an effective interaction between management and staff, and it enhances democratic decision-making processes

## REFERENCES

### BOOKS

- Alberts, N.F. 1994. *Opleiding en ontwikkeling van die bestuur van môre*. Pretoria: Universiteit van Pretoria.
- Armstrong, M. 1990. *How to be an even better manager*. Third Edition. London; Kogan Page Limited.
- Armstrong M, 2001. *Performance Management*: London. Kogan Page Limited
- Babbie, E. 1998. *The Practice of Social Research*. Belmont: Wadsworth
- Bless, C, Higson-Smith,C. 1995. *Fundamentals of Social Research: An African Perspective*. Juta and Company Limited. Kenwyn
- Bratton, J., & Gold, J. 1999. *Human resource management*. Theory and practice. Second Edition. London: Macmillan Press Ltd.
- Brown, G., & Brandy, C. 1993. *Women in management workbook: the successful manager*. London: Kogan Page Limited.
- Carrel, M.R. 1997. *Human Resource Management in South Africa*. Pretoria: Pearson Education South Africa.
- Cascio, W.F. 1993. *Managing human resources: productivity, quality of work life, profit*. Fourth Edition. New York: McGraw-Hill, Inc.
- Cayer, N.J. 1986. *Public personnel administration in the United State*. Second Edition. New York: St Martin's Press.
- Cloete, J.J.N. (ed). 1993. *Administration and management of health services*. Pretoria: J. L. van Schaik (Pty) Ltd.
- Edis, M. 1995. *Performance management and appraisal in health services*. London: Kogan Page Limited.
- Flagan, N., & Fuge, J. 2003. *The Management Bible*: Zebra Press, Australia
- Fouries, F.F. 1987. *Coaching for improved work performance*. Blue Ridge Summit: Liberty House.
- Geldenhuis, H., Fox, W., & Wissink, H. 1991. *Public Macro Organisation*. Juta and Company, Kenwyn
- Gerber, P.D. 1993. *Human resources management*. Second Edition. Halfway House:

Southern Book Publishers (Pty)

- Higgins, J., & Vineze, J.W. 1986. *Strategic management: text and cases*. Fourth Edition. Chicago: The Dryden Press.
- Hilliard, V.G. 1995. *Performance improvement in public sector*. Pretoria: J. L. van Schaik Publishers.
- Jones, L.F., and Olson, E.C. 1996. *Political Science Research: A Handbook of Scope and Methods*: Longman. New York
- Mackay, I. 1993. *35 Checklists for human resource management*. Hampshire: Gower Publishers.
- Milkovich, G.T., & Boudreaus, J.W. (EDS). 1991. *Human resource management*. Sixth Edition. Boston: Irwin.
- Moorby, E. 1991. *How to succeed in employee development: moving from vision to result*. New York: McGraw-Hill Book Company.
- Mouton, J. 2001. *How to succeed in your Master's and Doctoral Studies: A South African Guide and resource Book*: Van Schaik Publishers. Pretoria
- Murray, C., & Nijzink, L. 2002. *Building Representative Democracy: South Africa's Legislatures and the Constitution*: Creda Communications: Cape Town.
- Neuman, W.L. 2003. *Social Research Methods: Qualitative and Quantitative Approaches*: Allyn and Bacon. Boston
- Phillips, O.H. 1967. *Constitutional and Administrative principles*. London
- Pratt, L. 1995. *Human Resources Resource Management Strategy*: Juta & Company Limited, Kenwyn
- Seidman, I. 1993. *Interviewing as a Qualitative Research: A Guide for Researchers in Education and Social Sciences*. New York: Teachers College Press.
- Stredwick, J. 2000. *An introduction to human resource management*. Great Britain: Ball Press Ltd.
- Sullivan, L.K. 1991. *Identifying and managing creativity in your organization*. Bloemfontein: UOFS.
- Swanepoel, B. J. (ed). 1998. *Human resource management: theory and practice*. Kenwyn: Juda & Co, Ltd.

Thieranf, R.J. 1977. *Management principles and practices: a contingency and questionnaire approach*. New York: Hamilton Publication.

## **JOURNALS**

- Blanchard, K. 1991. Communication is the key to effective management. *Management Strategy*, 15 (3), 1–7.
- Blanchard, K. 1992. Managing employees: Beyond the performance review. *Management Strategy*, 16 (1), 1 – 4.
- Bannon, J.J. 1995. 20. 20. Management: Staff development. *Management Strategy*, 19 (4), 1–5.
- Fuller-Love, N., & Scapeus, R.W. 1997. Performance related pay: a case study of a small business. *Small Business Journal*, 15 (4), 48 – 59.
- Gallagher, D. 1990. Improving employee communication. *Management Strategy*, 14 (3), 1 – 5.
- Lankford, S. 1990. Leadership: a requirement for strategic management. *Management strategy*, 14 (1), 1 – 4.
- Loubser, M.P., & De Jager, L.C. 1995. The identification and perceived importance of dimensions of managerial success for different levels of management. *Journal of Industrial Psychology*, 21 (2), 1 – 16.
- Phelan, M., & Rogers, J.W. 1990. Employee evaluation: considerations in performance appraisal. *Management Strategy*, 14 (2), 1 – 7.
- Spangenberg, H.H. 1994. Performance Management: problems and possible solutions. *Journal of Industrial Psychology*, 20 (4), 1 – 16.
- Hinds, R.B. 1975. The quantification of managerial performance as a standard of measurement of the success of the implementation of management by objectives. Unpublished PhD thesis, PU for CHE: Potchefstroom.
- Moshabesha, M. 2000. A political alliance in governance in the Republic of South Africa. Unpublished Masters thesis, UOFS: Bloemfontein.
- Sikakane, B.H. 1998. Developing a model for successful implementation of affirmative action in the South African public service. Unpublished master's thesis, UOFS: Bloemfontein.

## **LEGISLATION**

South Africa (Republic): *Constitution Act, 1993(Act 200 of 1993)*

South Africa (Republic): *Constitution Act, 1996(Act 108 of 1996)*

South Africa (Limpopo): Limpopo Legislature Service Act (Act 3 of 1997)

## **POLICIES**

Limpopo Policy on Performance Management System

Limpopo Human Resource Management Policy

White Paper on a New Employment Policy in the Public Service (2<sup>nd</sup> Draft)

RESEARCH QUESTIONNAIRE

STRICTLY CONFIDENTIAL

COMPLETE THE FOLLOWING QUESTIONNAIRE BY INDICATING YOUR ANSWER TO EACH QUESTION WITH A CROSS IN THE APPROPRIATE BLOCK

1. WHAT IS YOUR GENDER?

MALE	<input type="checkbox"/>
FEMALE	<input type="checkbox"/>

2. WHAT IS YOUR QUALIFICATION?

STANDARDS 0-7	<input type="checkbox"/>
STANDARD 8	<input type="checkbox"/>
GRADE 12	<input type="checkbox"/>
DIPLOMA	<input type="checkbox"/>
B DEGREE	<input type="checkbox"/>

3. HOW LONG HAVE YOU WORKED FOR THE LIMPOPO LEGISLATURE?

6 MONTHS	<input type="checkbox"/>
3 YEARS	<input type="checkbox"/>
5 YEARS	<input type="checkbox"/>
13 YEARS	<input type="checkbox"/>

4. HOW DIFFICULT IT WAS TO OBTAIN A PROMOTION?

VERY DIFFICULT	<input type="checkbox"/>
DIFFICULT	<input type="checkbox"/>
NOT VERY DIFFICULT	<input type="checkbox"/>
NOT AT ALL DIFFICULT	<input type="checkbox"/>

IF VERY DIFFICULT, WHY?

.....

.....

.....

5. WHAT WERE THE MAIN REASONS FOR CHOOSING THE LIMPOPO LEGISLATURE?

BETTER FACILITIES	<input type="checkbox"/>
HIGH SALARY	<input type="checkbox"/>
GOOD WORKING ENVIRONMENT	<input type="checkbox"/>
HIGH STANDARD	<input type="checkbox"/>
CONTRIBUTION TO THE PEOPLE OF LIMPOPO PROVINCE	<input type="checkbox"/>

**6. FROM THE FOLLOWING INDICATE THE TWO MOST NEGATIVE ASPECTS ABOUT THE LIMPOPO LEGISLATURE**

<b>BAD MANAGEMENT</b>	
<b>LACK OF PROMOTION</b>	
<b>DEMOTIVATED EMPLOYEES</b>	
<b>LACK OF TRAINING</b>	

**SUBSTANTIATE WHY YOU SAY SO:** .....

.....

.....

.....

.....

**7. LIST THE MOST POSITIVE ASPECTS ABOUT THE LIMPOPO LEGISLATURE**

<b>GOOD WORKING SPIRIT</b>	
<b>HIGH SALARY</b>	
<b>BETTER FACILITIES AND WORKING CONDITIONS</b>	
<b>EXCELLENT MANAGEMENT</b>	
<b>BETTER TRAINING AND DEVELOPMENT</b>	
<b>OTHER(SPECIFY)</b>	

**8. HOW IMPORTANT ARE THE FOLLOWING CRITERIA WHEN SELECTING EMPLOYEES?**

<b>EXPERIENCE OF THE EMPLOYEE</b>	
<b>EDUCATIONAL QUALIFICATION</b>	
<b>PERFORMANCE OF AN EMPLOYEE</b>	
<b>SUCCESS OF THE EMPLOYEE</b>	
<b>ATTITUDE OF AN EMPLOYEE TOWARDS WORK</b>	

**9. HOW IMPORTANT ARE THESE CRITERIA TO YOU WHEN THE LIMPOPO LEGISLATURE EVALUATES THE PERFORMANCE OF AN EMPLOYEE?**

<b>GENERAL EVALUATION OF THE ATTITUDE OF THE SUBORDINATE TOWARD HIS WORK</b>	
<b>MEASUREMENT OF THE EXTENT TO WHICH THE SUBORDINATE ACCOMPLISHES HIS/HER INDIVIDUAL JOB OBJECTIVE</b>	
<b>THE EDUCATIONAL BACKGROUND OF THE SUBORDINATE</b>	



EVALUATION OF THE PERSONALITY OF THE SUBORDINATE	
--	--

**10. HOW DOES THE MANAGEMENT MOTIVATE THE SUBORDINATES?**

USE OF AN INCENTIVE PAY SYSTEM – BONUS, PROFIT ETC.	
ESTABLISHING PERIODIC SALARY INCREASE FOR SUBORDINATE WHO PERFORMS WELL	
GIVE BASARIES TO FURTHER STUDIES	
PROMOTION TO A HIGHER POSITION	

**IS THIS EFFECTIVE? YOUR COMMENT:** .....

.....

.....

**11. HOW SHOULD THE PAY SYSTEM OF THE LEGISLATURE BE DETERMINED?**

THROUGH EDUCATIONAL QUALIFICATIONS	
BASIC SALARY	
BROAD-BANDING SALARY SYSTEM RELATED TO THE PERFORMANCE OF AN EMPLOYEE	
JOB EVALUATION	
OTHER(specify)	

**12. WHAT OTHER IMPROVEMENTS DO YOU LIKE TO SEE?**

CHANGES OF MANAGEMENT STYLE	
UPGRADING THE SALARIES OF EMPLOYEES	
BROAD COMMUNICATION AMONG THE EMPLOYEES	
INTERACTION BETWEEN THE SUBORDINATE AND MANAGEMENT	
OTHER(SPECIFY)	

**13. GENERALLY COMMENT ON THE PERFORMANCE MANAGEMENT OF THE LIMPOPO LEGISLATURE:**

.....

.....

.....

.....

.....

.....

## APPENDIX B

### INTERVIEW QUESTIONS

1. Is the Limpopo Legislature properly organized to enable it to perform its functions effectively and efficiently?
2. The Limpopo Legislature was established in 1994 with the sole mandate of transforming society through its elected public representatives. Should there be a close relationship amongst the Members of the Legislature and staff in order to improve their performance and the performance of the Legislature in general?
3. Do you think Performance Management in the legislative sector is very difficult to measure taking cognizance of the various stakeholders that are at play? If yes, what do you suggest should be the ideal criteria for performance measurement in the Limpopo Legislature?
4. Since the establishment of the Limpopo Legislature in 1994, the Legislature has experienced a high staff turnover. What will you attribute the high staff turnover to?
5. What should the Limpopo Legislature do to retain its experienced and capable staff?
6. Should Members of the Legislature or Chairpersons of Committees be involved in the performance assessment of employees of the Limpopo Legislature? If so, why?
7. The Legislature Service Board has adopted a Policy on Performance Management System. Is the policy adequate in the management of employee performance? If not, can you make recommendations?
8. What do you suggest and recommend should be the ideal system to measure performance in the Limpopo Legislature?
9. In your opinion, is the Administration of the Limpopo Legislature properly geared to implement and manage the Performance Management System of the Limpopo Legislature? If not, your comment please?
10. There is no career-pathing or promotion within the administration of the Limpopo Legislature, which has an impact on employee morale and performance. Can you make suggestions to resolve this?

**Mabelane, Mapoko Jaffreys.**  
**The practice of performance**  
**management in the Limpopo**  
**provincial legislature**