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# An Evaluation of the Effectiveness of the Gauteng Provincial Legislature Performance Management System

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Abstract: Performance management is a process for organisations aimed at evaluating and developing performance of employees. Contrary to performance management being an on-going process, there is despondency amongst employees at the Gauteng Provincial Legislature (GPL) because of issues related to employees' performance arising during performance appraisals processes. This study was aimed at evaluating the effectiveness of the GPL Performance Management Process (PMP) with the intention of making contributions towards theoretical and practical innovative strategies in solving implementation challenges of performance management systems. which negatively affects organisational performance. In this case study, the research philosophy was qualitative (phenomenological). Non-probability sampling was adopted whereby ten employees at the GPL were purposively and conveniently sampled and interviewed following an interview schedule. The research design was descriptive in nature and the data was analysed through coding and categorising themes. The study found out that employees had the perception that an effective PMP leads to clarification of employees' responsibilities, employee motivation, identification of employees' training needs, better communication with management and is a good basis for an effective reward system. The study established that performance reviews at the GPL are regular and that the existing policy after-evaluation training programs was being adhered to. However, there are variations in linking the reward system to the Gauteng Provincial Legislature Integrated Performance Management System Policy (GPLIPMSP). Further, issues related to employees' performance were only raised during performance appraisals instead of performance management being a continuous process. In an endeavour to motivate the employees, the study recommends that the reward system at the GPL be in tandem with the GPLIPMPS. The practical performance managerial process of setting the organisation's goals has to be inclusive of all employees for them to understand what is expected of them. It is further recommended that the PMP be made a continuous process so as to ensure the organisation receives better quality of performance from employees.

**Keywords:** Provincial Legislature, Performance Management System, performance appraisal, employee motivation, training need, organisation, employee performance

#### 1. Introduction

Many studies have indicated that poor performance among employees in public sectors is a result of poor approaches to implementation of Performance Management systems (PMS), Appraisal systems (AS) and Reward systems (RS) that that do not yield positive influence on team building and good working relationships (Herman, A. 2009; McMahon, 2009; Taticchi; 2010). This is one of the key challenges that have affected operation of government institutions in many countries, including South African Legislature (Sehoa, 2015; Thomas, 2004:8; Van der Waldt, 2004:44). The aim of this study is to evaluate the effectiveness of the Gauteng Provincial Legislature (GPL) Performance Management Process (PMP) with the hope that the findings and recommendations will solve the current challenges associated with poor performance, and employment instability. The following section gives a brief background to the study.

## 2. Background of the Research

Sehoa (2015) states that "Service delivery and transformation are key elements in the transformation of performance management which is still a big issue in the South African public sectors especially in local government." Thomas (2004:8) and Van der Waldt (2004:44) argue that the management of performance is essentially concerned with enhancing the value-adding process and that the process aims to increase productivity and improve the quality of the relationship achieved between

organisational inputs. The challenge of local government in performance management relates to an effective way of measuring organisational excellence that is both understood and accepted by the employees. Amongst other issues, research indicates that lack of governance principles are the perpetuators of the lack of effectiveness in performance management in government departments (Kroukamp, 2007:27) in South Africa. A challenge with local government is management focus on poor performance and subsequent disciplinary action against employees.

Linked to the above views, are also issues according to research as to whether PMS and performance appraisals and rewards means the same or not, or whether they should be integrated during implementation or not (Bogt & Scapens, 2012; Biron, Farndale & Paauwe, 2011). While others insist on pursuing the performance management systems model (Bogt & Scapens, 2012), others are more inclined to the performance reward system model and others into integrating the two (Taticchi, 2010 Biron; Farndale & Paauwe, 2011).

Basing on the above views, there is despondency amongst employees at the Gauteng Provincial Legislature (GPL) that issues related to employees' performance mostly arise during performance appraisals. Although Armstrong (2009:2) states that performance management is supposed to be an on-going process, the Gauteng Provincial Legislature Integrated Performance Management System Policy (GPLIPMSP) (n.d:16) clearly discourages surprises at review times. In light of this, the study sought to evaluate

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the effectiveness of the PMS at the GPL in line with SABA (2017) and Taticchi (2010)'s model of performance management processes classified into four elements comprising of Performance Planning, Couching and Feedback, Reviewing and Appraising Performance as well as Recognizing and Rewarding Performance. The purpose of this study is to evaluate the effectiveness of the current PMS at the GPL in order to establish employee perceptions of the importance of the Performance Management Process (PMP) with special reference GPL so as to provide recommendations to management on how implementation of the PMP can be improved.

#### 3. Literature Review

#### 3.1 Definitional overview of Performance Management

The Chartered Institute of Personnel Development (CIPD) (2017) states that performance management is the activity and set of processes that aim to maintain and improve employee performance in line with an organisation's objectives. It's strategic as well as operational, as its aim is to ensure that employees contribute positively to business objectives. Ideally, performance should be managed holistically, throughout the range of human resource activities and processes. According to SABA (2017), performance management is a mutual understanding about how employees contribute to the achievement of an organisation's goals. An effective performance management and appraisals process focuses on aligning the workforce, building competencies, improving employee performance and development, and driving better business results.

Armstrong (2009:1) defined performance management as a "systematic process" to improve the performance of a company by developing the individual's and team's performance. For these outcomes to be reached performance management should be understood and applied utilising an 'agreed framework of planned goals, standards and competency requirements'. Armstrong (2009:2) further assert that the overall technique of performance management is employed by line managers on a daily basis rather than as a yearly human resource exercise, hence becoming a "natural process of management". Performance management need to be an on-going process in organisations having a systematic set of agreed targets and goals that will advance the organisation.

In relation to CIPD (2010:1) Performance management is described as a "holistic process" which integrates all the various needs that are required in order to reach an advantageous system of people management that concentrates on "learning and development". Performance management give teams and individuals the responsibility to take liability for their own "continuous improvement of business processes and of their own skills, behaviour and contributions". Managers can then converse their viewpoint for the teams and individuals and in return they communicate how they consider them to be managed. Performance management entails development in the setting of objectives and through the measurement of this.

It is apparent that a common cord can be visualised throughout the various definitions of performance management in relation to it being carried out through the setting of goals and targets for the teams and individuals to meet the overall objectives of the organisation. Although the common performance appraisal systems are still apparent in organisations there has been a move to a more integrated management system to comprise all requirements needed to manage the performance of teams and individuals on an ongoing basis.

# 3.2 Benefits of an Effective Performance Management System (PMS)

Performance appraisals and assessments are just one piece of the talent management puzzle. In order to build an empowered and skilled workforce, companies need do more than audit employee achievements. An organisation need to work towards a management cycle where judgement isn't the sole focus, thus ongoing support and improvement should be just as important, if not more (Puckett, 2015). According to SABA (2017), when employees see how their work contributes to organisational achievements, they're more engaged and inspired in their work. Effective performance management also helps cultivate the organisational and job-specific competencies each employee and the organisation need for high performance and success.

The Mid Atlantic Employers' Association (MAEA) (2015) assert that there is no law that requires employers to conduct performance reviews. However, there are very solid business reasons for conducting them, including:

- Performance reviews help document salary actions.
- They provide feedback to employees on their performance.
- Performance reviews help identify "good" and "bad" performers.
- They help document personnel decisions, such as promotions and discipline.
- They assist management in making a decision to retain or terminate.
- Performance reviews help identify training needs.
- They assist with personnel planning including staffing (MAEA, 2015).

The benefits of an effective PMS as indicated by the MAEA (2015) and Cornerstone (2017) will include:

Consistency- The selection of employees for promotion, transfer, or other action would become more consistent. Thus, the right person would be matched with the right job more often (MAEA, 2015). Further, employees who are sufficiently weak that they should be dismissed can be spotted with more certainty under an effective evaluation system.

Motivated Workforce - When employees understand without question what is expected of them, they can easily determine if that role fits within their overall career aspirations. Unhappy employees can move on and be replaced with ones who better fit within the overall performance management plan. In addition, employees willing to stay yet concerned about their ability to succeed within their individual game plan, can easily determine what

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assistance they need to achieve their goals and communicate those needs to their managers. This form of transparency gives both employees and managers the ability to determine who is struggling with what and what needs to be done to fix it so the overall mission is met (Cornerstone, 2017).

The Cornerstone (2017), further state that employers are also able to encourage employee performance by providing incentive bonuses to all employees who meet or exceed their detailed goals. As projects are planned out, bonuses can be set at certain levels of task fulfilment, giving employees additional motivation to exceed what is expected of them throughout the project, not just at the end. This also lets all employees know who is getting what, which creates a sense of fairness, as there is no secrecy to the bonus incentive schedule. Employees who feel they are a part of the management's overall picture and make a difference, and who are given specific goals and the tools to achieve them, tend to be far more motivated than employees left to their own devices (Cornerstone, 2017).

The MAEA (2015) also states that more highly motivated employees are likely to be more loyal, as well, so that management will have better success retaining valuable employees. In addition, morale would improve, making the workplace more pleasant, and output per hour worked should increase, cutting labour costs.

**Training Needs -** While accurate evaluation is most often recommended for its role in making "good employees better," it has a valuable remedial use as well. Evaluation can spot employees who need training. It is assumed that when an employee has completed the normal training sequence, he or she is trained (MAEA, 2015).

Improved Management Control -Just as employees can easily understand what's expected of them, managers, too, need to have a clear picture of what, not just who, they are expected to manage. When a manager is assigned specific departmental goals, he or she is more readily capable of allocating defined responsibilities to each of the employees within the department. The manager then goes over the overall department goals, and the employee's goals within the department, with each subordinate. At that time, the two of them can come up with a detailed game plan of exactly how the employee will see his or her responsibilities in achieving its overall goals. This saves the manager a tremendous amount of time and grief when it comes to employee reviews (Cornerstone, 2017). The manager knows exactly what the employee was directed to do and can easily see if the tasks were accomplished according to instruction and schedule. If not, the manager is able to quickly identify where the employee diverted from the game plan and take the necessary steps to get the employee back on track (Cornerstone, 2017).

**Organisational Impacts**—The MAEA (2015) states that an organisation would be able to see daily benefits, including financial, from having more responsible people throughout. According to the Cornerstone (2017), when goals are outlined clearly, it is easier to determine the workforce and

related costs required to achieve the overall mission which in turn, saves money.

#### 3.3 The Performance Management Process (PMP)

Torrington, Hall and Taylor (2008:11) assert that in order for an organisation to manage the performance of their employees, they will firstly need to identify the performance needed to manage the overall organisation. For the vast amount of organisations this will primarily involve a mission statement to highlight the performance that is required and the all-inclusive goals of the organisation. Organisations will need to set out the strategic aims within the organisations structure that will achieve competitive advantage and will fall within that of the mission statement. The mandatory abilities and core values will need to be identified by most organisations as they will carry out a duty in the managing of individual performance (Torrington et al., 2008:11). According to Puckett (2015) the performance management process is a series of continuous events that include the following processes:

Goal Setting and Revising: Every employee needs a clear understanding of expectations for their work. They also need context, which includes an understanding of where they fit into the company and how they contribute to the overall success of the organization. This starts with company and executive goal setting, which cascades into manager, team, and individual goal setting. Aligning the entire workforce with business goals sets clear priorities and direction, which ensures individuals can feel ownership in the business through individual objectives (Puckett, 2015).

Management and Coaching: According to Puckett (2015), though some goals may need adjusting, other times employees just may not have the skills to reach them, yet. Performance appraisals were intended to identify gaps in employee skill sets. But it's self-defeating to identify the gaps without offering any type of solution. Improved employee performance and engagement is a result of consistent feedback and coaching.

**Development Planning:** Employees need regular, quality feedback on their performance and specific details on how they can improve. Once skill gaps are identified, employees have clear insight into the skills they need to develop if they wish to progress in their career. It is necessary that the employees know that the purpose of performance management is to aid in their development and give them control over their career progression (Puckett, 2015).

Rewards and Recognition: Recognition helps employees receive a balance of positive to negative feedback. A little unexpected appreciation can go a long way to reinforce the right behaviours and culture, and leverages social engagement. Rewards and recognition can improve employee retention and engagement, which creates ambassadors of the organisation and its culture (Puckett, 2015). The PMP and best practices are summarized in Figure 2.1.

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Figure 2.1: Performance Management Processes and Best Practices Source: SABA (2017)

According to Puckett (2015), performance management doesn't end once a performance appraisal is delivered. Managers should take an integrated approach to employee learning. This means creating development plans that support an employee's goals, career interests, and potential, as well as the organisation's business and talent needs. Evaluation is only effective when used as a tool for growth and success.

Analysis of the literature above indicates that the stages of the performance management processes integrates the performance management systems, performance appraisal systems and performance rewards systems. This also suggests an answer to whether PMS and performance appraisals and rewards means the same or not, or whether they should be integrated during implementation or not. The stages analysed above also seem to comply with the Taticchi (2010) who gives the illustration below:



Source: Paolo Taticchi (2010)

Just like SABA (2017), Taticchi (2010) advocates for collegiality, team work, total participation and democratic approaches between the managers and the other works during the implementation of performance management processes. Literature assumes that there is a correlation

between team work, improved performance and increase in quality and quantity of production.

In the South African context of the Gauteng Provincial Legislature there is need to assess the according to this study the current implementation of the performance management practices basing on the highlighted views.

## 4. Research Methodology

## 4.1 Research Design

An explanatory research design made it possible to obtain new insights by making use of a qualitative research involving face to face interviews.

## 4.2 Research Strategy

A case study approach was followed in this study. This is in line with Kothari (2004:113) who states that a case study is best suited for a qualitative research. Saunders *et al.* (2009:146) further recommend a case study if the objective of the study is to gain an in-depth knowledge of the problem context.

#### 4.3 Research Instrument

This study made use of standardised open-ended interviews comprising of open-ended questions which were sort to solicit information about Employee perceptions of the importance of a PMP and effectiveness of the current PMS at the GPL. Standardised open-ended interviews facilitates the use of open-ended questions to all participants and in so doing enabling comparability of the participants' responses.

Standardised open-ended interviews were used in this research as they made it possible for interviews to be done quickly. Further, as agreed by Valenzuela and Shrivastava (2009:5), standardised open-ended interviews enabled comparisons of the participants' responses to be made.

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#### 4.4 Sampling

Ten employees at the GPL were purposefully sampled for the purpose of this research study based on their experience, knowledge and understanding of the Gauteng Provincial Legislature Performance Management System.

#### 4.5 Data Analysis

Data was transcribed, categorised and themes derived deductively through using existing Performance theoretical perspective in this study.

# **5.** Results, Discussion and Interpretation of Findings

#### Introduction

This section started with a presentation of the demographic characteristics of participants at the GPL, followed by a presentation, analysis and interpretation of employee perceptions of the importance of a PMP. Thereafter, the effectiveness of the current PMS at the GPL was presented, interpreted and discussed.

#### **Demographic Characteristics of Participants**

In Table 4.1, 56% and 44% of those who to part in the study were female and male respectively. Of these employees, 22% were in the age range of 20-29 years, 44% were in the age range of 30-39 years and 34% were over the age of 40 years. The table also shows that 44% of the participants were matriculates, 34% had a certificate and 22% had an honours degree as their highest academic qualifications. Eleven percent (11%) of the participants had worked for the GPL for 1-5 years, 56% for 6-10 years and 34% for over 10 years.

The maturity (in terms of age), level of education and the relatively lengthy working experiences at the GPL indicates that the purposively and conveniently sampled employees had a sound understanding of performance management as well as the PMS at the GPL.

**Demographic Characteristic of Participants** 

<u> </u>			
Variable	Class	Number of	Relative
		Participants	Frequency (%)
Gender	Female	5	56
	Male	4	44
Age range	20 - 29 Years	2	22
	30 -39 Years	4	44
	Over 40 Years	3	34
Highest level of education	Matriculated	4	44
	Certificate	3	34
	Honours	2	22
Lengthy of	1 - 5 Years	1	11
Employment at	6 - 10 Years	5	56
the GPL	Over 10 Years	3	34

#### **Employee Perceptions of the Importance of a PMP**

The participants were asked the following question as to their perceptions of the importance of a PMP.

What is the importance of having a Performance Management System?

The following main themes were established from the participants' responses.

Clarifies employee responsibilities; Identification of employee training needs; Employee motivation; Basis for an effective reward system and Fosters communication with management.

The primary findings corroborate Patricia (2015), who stated that pay increases and/or bonuses that tie to an employee's performance appraisal enable the employee to direct correlation between performance and financial rewards and this will motivate and encourage the employee to perform much better. Bardot (2012) and the Cornerstone (2017) also agree that a PMP enables jobs to be clearly defined and make expectations clear which will provide the envisaged direction that aligns with an organisation's strategic goals. The MAEA (2015) also confirms that an effective PMP enables management to identify those employees who need training.

#### Effectiveness of the Current PMP at the GPL

To evaluate the effectiveness of the current PMP at the GPL, the participants were asked questions presented in the following sections. These were subsequently interpreted, analysed and discussed in their order of presentation.

# During the course of the GPL's calendar year, how often are performance reviews done?

The results show that employees were fully aware of the performance review times during the year and one employee clearly stated:

"Performance reviews are done on a quarterly basis. So, it's done four times in a one-year cycle."

The Gauteng Provincial Legislature Integrated Performance Management System Policy (GLIPMSP) (n.d:11) highlights that progress reviews are done at the end of June and December, whilst interim reviews are done at the end of September and March of every year. The practice of frequent performance reviews is well supported by the State of Oklahoma Training and Development (2013:21), which states that it is ideal to have frequent evaluations and that an evaluation period of more than a year is not recommendable.

# Are there any training programs that are initiated after every performance review? Explain.

According to the State of Oklahoma Training and Development (2013:25), an effective PMP should provide support (through training and coaching) and enough time for improvement. All the participants agreed that there are training programs that are initiated where ever necessary. An employee with 1-5 years of working experience at the GPL said that:

"Depending on issues raised during the appraisal, there are trainings which fall under the Personal Development Plan." Another participant with vast working experience of over ten years at the GPL said:

"During each progress review a development conversation happens to see where the employee can be assisted through

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developmental initiatives in the form of training and whether previous training benefitted the employee."

This is in tandem with the GPLIPMSP (n.d:16), which stipulates that support, training and development, as well as coaching must be provided if required.

#### Is the reward system based on PMP results? Explain.

A concern was raised amongst the participants with regards to the reward system being not tied to performance. The participants were worried of a recent shift from the policy that linked rewards to performance and the shift led to some industrial action by the employees during the year.

The GPLIPMSP (n.d:21) states that: "Data from the Performance Management system can be utilised to inform decision-making in relation to reward and remuneration. Allocation of rewards will be governed by the Remuneration Policy and are dependent on the availability of funds."Puckett (2015) assert that an effective PMP should link the reward system to performance as it motivates employees.

#### Do you find the PMP at the GPL effective? Explain.

The general reaction from the participants was that they did not know what was expected of them of the PMP. One participant stated that:

"The system is not effective as we do not understand what is expected of us and the line managers who conduct the appraisals make it unbearable as they do not perform manage people, but wait for the appraisals to raise issues and give lower ratings."

The statement shows management departure from the GPLIPMSP (n.d:16) which states that "There should be no surprises at review times." It further highlights that: "Line Managers are required to continually monitor the performance of their employees... provide regular, written, participative feedback, to ensure that progress towards achievement of the agreed expectations is maintained."

#### 6. Conclusions and Recommendations

In this section, conclusions are drawn against findings from the primary and secondary study (Literature review). Thereafter, recommendations are made to management at the GPL on issues arising from the conclusions drawn.

#### **6.1 Conclusions**

In light of findings from the primary study and secondary the following conclusions were drawn.

- Generally, employees at the GPL are aware of the importance of the PMP.
- The performance reviews at GPL are very regular.
- There is an existing policy with regards to after-evaluation training programs at the GPL and there is adherence to the policy by management.
- There are disparities in linking the reward system to performance in line with the Gauteng Provincial Legislature Integrated Performance Management System

Policy and this has impacted on the morale of employees at GPL.

- Employees are not aware of what is expected of them in the PMP.
- Performance management is an on-going process (almost daily) in an organisation (Armstrong, 2009:2), however issues related to an employee' performance at the GPL are only raised during performance appraisals.

#### 6.2 Recommendations

Subsequent to primary study's findings, a review of literature and conclusions that were drawn, this study makes the following recommendations:

- The reward system at the GPL needs to be in line with the GPLIPMPS as this will go a long way in motivating the employees. It is asserted that employees' motivation is directly linked to productivity as agreed by Thomas (2004:8).
- The process of establishing the organisation's objectives, from departmental level, should be inclusive of all the employees as this will ensure that the employees know what is expected of them during the PMP.
- Management at GPL needs to be made aware that performance management is an on-going process that will ensure that the organisation receives better quality of performance from employees and that appraisal time is not the time to raise issues pertaining to employees' performance.

#### Conclusion

Performance management is an effective process for organisations that aspire to evaluate the performance of their employees and develop the employees' performance further. Developing an employee's performance is as good as enhancing an employee's productivity. As such, it is of importance that an organisation implements an effective PMP that will ensure the organisation's goals are achieved.

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