MANAGING PERFORMANCE MANAGEMENT AND DEVELOPMENT SYSTEMS (PMDS) IN THE DISTRICTS OF THE GAUTENG DEPARTMENT OF EDUCATION

by

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DECLARATION

Student number: **06456898**

I declare that **"Managing Performance Management and Development Systems (PMDS) in the districts of the Gauteng Department of Education"** is my own work, that all sources used or quoted have been indicated and acknowledged by means of complete references.

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ABSTRACT

In 2003, Gauteng Department of Education (GDE) introduced policies on performance management in an endeavour to improve the quality of teaching and learning in schools. With these policies, schools are supposed to be constantly audited, monitored, and supported by district officials. Within district offices, there are unit supervisors who are responsible to manage PMDS to inculcate a performance culture. This performance culture is subsequently cascaded down to schools to yield quality matric results and yet this remains to be seen.

Furthermore, the study aimed to explore the experiences and perceptions of supervisors and officials on the PMDS management within districts. With an interpretive paradigm, the researcher was able to analyse data from interviews and questionnaires. The study revealed that PMDS is generally acknowledged and positively perceived albeit with significant challenges to its implementation in the GDE districts.

Key terms

Performance management; performance appraisals; performance management theories; PMDS processes; PMDS training programs.

ACKNOWLEDGEMENTS

TABLE OF CONTENTS

CHAPTER THREE **71**

RESEARCH METHODOLOGY

ACRONYMS USED IN THIS STUDY

AWP	Annual Work Plan
CDS	Curriculum Delivery and Support
CES	Chief Education Specialist
DCES	Deputy Chief Education Specialist
DPSA	Department of Public Service and Administration
ECSP	E-learning, Curriculum Support Programs
GDE	Gauteng Department of Education
HRM	Human Resource Management
IDS	Institutional Development Support
JD	Job Description
PMDS	Performance Management and Development Systems
PMDS-Ed	Performance Management and Development Scheme for office-based Educators
PMDS-PS	Performance Management and Development System for Public Staff
PMS	Performance Management Systems
PS	Public Staff
SES	Senior Education Specialist

CHAPTER ONE

1.1 Introduction

Districts offices monitor schools on quality teaching and learning. However, the outcomes against the yardstick of matric results seem to emit a very negative and gloomy picture to the South African society at large (Clercq, 2008: 1). The less than pleasing matric results would seem to suggest poor monitoring and perhaps, wrong diagnostic evaluation of schools by district officials in general. Monitoring and evaluation of performance in schools is part and parcel of the process of performance management and development systems (PMDS) introduced by the Gauteng Department of Education (GDE) in 2003. In the endeavour to enhance quality teaching and learning in schools, district offices are categorized into units to provide specialized monitoring, support and development to all stakeholders. These include curriculum delivery, leadership and management, governance and educational support services, to mention but a few. Nevertheless, the level of expertise of district officials to support schools leaves much to be desired as the drop in matric results over the last three years testifies. In 2007, 2008 and 2009, Gauteng Province produced a matric pass rate of 74.6%, 76.3% and 71.8% respectively (Department of Education, 2010: 28). Thus, one research question this inquiry seeks to answer is: 'How do supervisors manage performance in their Units to enhance quality teaching and learning in schools?' In this research, one of the arguments advanced is that poor school performance may be as the result of lack of proper supervision at district office level.

According to the PMDS policy, the success and quality in performance of employees at district level, is squarely dependent on the proactive participation of supervisors (Gauteng Provincial Government 2002: 4-5). Supervisors are charged with the responsibility of translating the strategic objectives of GDE into operational key functions of their respective units. Hence supervisors are in the limelight of ensuring, inter alia, quality on performance, mentoring and development as well as recognition of best practices in the form of rewards for employees. It is in this light that the researcher argues that, supervisors as pivotal agents of performance management either make or break the processes of PMDS in districts.

Therefore, the researcher in this study aims to gain an in-depth knowledge of how supervisors impact on the performance of their subordinates (the managed District Officials). The question of their attitudes and perceptions on PMDS will also come under scrutiny in this study. The role played by supervisors in PMDS will be investigated based on the implementation of PMDS policies, namely, the Performance Management and Development System for Public Service staff (PMDS-PS) and the Performance Management and Development Scheme for Educators (PMDS-Ed).

1.2. Problem formulation

Gauteng Department of Education (GDE) has failed to obtain a 100% matric pass rate in years. In 2003, the Gauteng Provincial Government established a performance culture strategy in schools and district offices by introducing policies on performance management in an endeavour to improve on the quality of teaching and learning. Schools are structurally organised such that performance management is constantly audited, monitored, and supported by district offices. Despite the performance management policies in place, the output in the form of the matric results seems to continue declining. At district office level, supervisors of units play a role in managing performance to inculcate a performance culture. This performance culture is subsequently cascaded down to schools to improve on the quality of teaching and learning and ultimately yield pleasing matric results. Yet this remains to be seen.

Based on the notion that district offices and district managers are assessed in terms of the performance of their schools (Department of Education, 2008:18), it is important to investigate the ways in which problems related to performance management are being manifested and addressed in the real world of district operations. In this investigation, it is also imperative to establish the extent to which the problems of performance management experienced by supervisors appear amenable to resolution. As an official in the Performance Management System (PMS) unit in a district of GDE, I have personal experience of situations where PMDS supervisors and district officials are faced with frustrations, dilemmas and problems in grappling with the process of performance management within their respective units. The major challenge is that

supervisors have great difficulty in finding suitable, tangible and workable strategies of consistently managing the performance of their subordinates throughout the PMDS cycle.

In the light of the above, the central question that will be answered by the research is: "How do supervisors (managers) manage PMDS in the districts of the GDE?" There are indications that more often than not, managers or supervisors have no idea how to effectively carry out a performance appraisal process [PMDS] or lack the required interpersonal skills to do so (Squire, 2010: 20). The researcher therefore argues that a need exists to explore the role of supervisors in the districts of the GDE in maintaining, improving and inculcating the culture of performance management. The following sub-questions help to demarcate the problem more clearly:

- What are the theories that inform or guide the current management of performance in districts?

- What role do supervisors play in the management of performance in the districts of GDE?

- How do supervisors and district officials perceive the management of PMDS in the GDE districts?

- What are the challenges experienced by supervisors in managing PMDS within the districts of GDE?

1.3. Aims of the research

The aforementioned sub-questions at once identify the objectives of this research which are to:

- explore theories that inform or guide the current management of performance in districts;

- examine the role of supervisors in the management of performance in the districts of GDE;

3

- determine the perceptions of supervisors and district officials in the management of PMDS in GDE districts; and to

- suggest training programmes that should be provided to improve the role of supervisors in managing PMDS at district level.

1.4. Literature review

The literature review provides a clearer understanding of the nature, dimensions and complexities of the role of supervisors in managing PMDS. Although the detailed analysis of the literature review will be provided in chapter two, salient aspects are referred to in this section. The following sub-headings highlight the researcher's literature review.

1.4.1 Performance Management and Development as policy

The policy on PMDS in South Africa came into effect in April 2003 with the specific aim of improving performance of employees in educational institutions – such as schools and district offices. The policy stipulates that performance management is an ongoing cycle involving planning, monitoring and review (Minnaar, 2010: 157-158). As per policy, the supervisors shoulder the responsibility of planning, monitoring and review of performance of employees (Gauteng Provincial Government, 2002: 6). However, the extent to which supervisors play their role in planning, monitoring and reviewing performance of employees stands to be investigated in this study.

1.4.2 Performance management and appraisals

Cokins (2009: 9) notes that performance management is the translation of plans into results – execution. Thus, performance is managed by being measured against specific standards or criteria to verify accomplishment of performance objectives. This implies that supervisors in managing performance have to acquaint themselves with the required appraisal standards. In measuring employees' performance, supervisors make use of numerous forms with numerical or descriptive ratings (Arthur, 2008: 57). In the South African context, these ratings are actually appraisal ratings ranging from a not-

yet-effective performance rating 1 to a clearly outstanding performance rating 5. As a yardstick, rating 3 refers to an effective performance and thus qualifies for a 1% pay progression whiles ratings 4 and 5 qualify for performance bonus rewards between 3% - 9% depending on the salary level (Gauteng Provincial Government, 2002: 15). In essence, the crucial role of appraisal, as argued by Akpotu and Oghuvbu (2004: 45), is to ensure control, accountability, quality, professional development and competence. The level of the attainment of performance objectives is therefore benchmarked by the employees' appraisal process. A subsequent critical question would then be how effective do supervisors appraise the district officials in order to deliver quality service to the schools they monitor?

1.4.3 Monitoring, support and development of employees

Literature review reveals that there is still a need for effective advocacy of performance management system to ensure a measure of success in South African educators (Bisschoff & Mathye, 2009: 393; De Clercq, 2008: 14). Thus, the advocacy of performance management in schools is still in its narrow sense to this end. Practically, Bisschoff and Mathye's (2009: 393) argument implies that district officials still have a challenge with regard to their responsibility of monitoring, supporting and developing educators at school level. Literature review further reveals that in monitoring schools, there is a serious need to have an understanding of how to uphold and raise evaluation standards, criteria, work with technique of observations and develop effective diagnosis and reports (De Clercq, 2008: 14). In an attempt to improve employees' performance in an organization, a correct diagnosed and relevant development plan is key to performance management system (Cokins, 2009: 9; Dessler, 2006: 185; Arthur, 2008:138).

In line with the aforementioned literature review, it is evident that district officials are duly responsible to provide monitoring, support and development to school-based educators. However it has been alleged that more often than not, managers or supervisors have no idea how to effectively carry out a performance appraisal process [PMDS] or lack the required interpersonal skills to do so (Squire, 2010: 20). The quest

is then, to what extent are the district officials developed through PMDS process by their supervisors to enhance quality performance to school-based educators. This quest could not be answered by the literature review and hence a gap in literature exists in as far as 'how do supervisors manage the PMDS process in district offices'.

1.5. Definition of terms/concepts

Neuman (1997:40) notes everyday culture is filled with concepts, but many of them are vague and full of definitions. In addition, values and experience of people in a culture may limit everyday concepts. For this reason, the concepts clarified below are critical to an understanding of the discourse in this study.

1.5.1 Performance Management

Performance management is a continuous process of identifying, measuring, and developing the performance of individuals and teams aligning their performance with the strategic goals of the organization (Aguinis, 2009: 2; Cokins, 2009: 9). Performance management process in this study is viewed in line with the PMDS policy which categorically stipulates that management of performance in districts and schools shall be the responsibility of every supervisor and shall be done in a consultative, supportive and non-discriminatory manner (Gauteng Provincial Government, 2002: 6). Performance is thus managed by supervisors to ensure that the activities of all officials are directed towards the achievement of one of the Gauteng Provincial Government's strategic objectives – that is, quality teaching and learning in schools.

1.5.2 Performance Management and Development Systems

PMDS refer to two systems for managing performance of public servants (administrative staff), that is, PS staff and educators (office-based), that is, the Ed staff in educational institutions. The legal framework of performance in districts is therefore informed by the PMDS-PS and PMDS-Ed policy documents, dealing with the performance of the administrative staff and office-based educators respectively (GDE circular 61, 2006; GDE circular 64, 2007). According to the PMDS policy, all officials on salary levels 1 to 12 employed by GDE in terms of the Public Service Act (Act 103 of 1994), must be

evaluated during a twelve months performance cycle, that is, from 1st April till 31st March of the following year. Supervisors are hence mandated by GDE to manage performance and development processes of officials in their districts.

1.5.3 Supervisors

A supervisor as documented in the PMDS policy, means a member of staff with staff members within his or her span of control, for whom s/he is directly responsible and to whom such staff members are directly accountable (Gauteng Provincial Government, 2002: 20). Aguinis (2009: 40) notes that supervisors have a primary responsibility of monitoring the performance of employees [the managed officials] by observing and documenting their performance daily, and providing them with updates, feedback, resources and reinforcement when necessary.

1.5.4 Performance appraisal

Performance appraisal means evaluating an employee's current and/or past performance relative to his or her performance standards (Dessler, 2006: 183). In addition, De Clercq (2008: 11) attests that performance appraisal has become an essential ingredient of development which provides a framework to identify employees' [officials'] strengths and weaknesses, and facilitates the identification of personal and professional development plans within a broader aim of institutional development. The unique practices and experiences of supervisors in appraising the performance of district officials in this study will therefore reveal to what extent performance is managed based on the set standards or criteria and thus, reveal the level of performance culture in each of the three Tshwane districts in GDE.

1.6. Research methodology

1.6.1 Research design

The purpose of this study is exploration, description and explanation of the in-depth knowledge of how supervisors manage PMDS in the districts of GDE. This study is a social scientific research in which as Babbie (2008: 97) contends, the researcher

conducts research to explore the persistent phenomena, describe and explain the perceptions and attitudes of the participants in their natural settings.

1.6.2 Research approach

The mixed methods approach was the research methodology used to explore and determine how districts are currently managing PMDS, the role the supervisors play in PMDS and the meaning they attach to PMDS practices as well as their attitudes towards the culture of performance management in the GDE districts. This approach was employed because, as attested by Creswell (2009:203), mixed methods research employs the combination of qualitative and quantitative approaches. Andrew and Halcomb (2009: xvi) also state that mixed methods enquiry involves collecting, analysing and mixing both quantitative and qualitative data in a single study. The advantage of using the mixed methods approach as Creswell (2009: 203) contends is that, there is more insight to be gained from the combination of both qualitative and quantitative research than either form by itself. Their combined use in this study will therefore provide an expanded understanding of how PMDS is managed in the district offices of the GDE.

This study qualitatively as Subbiah (2004: 11) argues, will therefore take into consideration the understanding of the problem from the participants' perspective as they (the participants) experience the problem as it is related to their reality (the districts and education). Qualitative research thus refers to the meanings, concepts, definitions, characteristics, symbols and descriptions people (supervisors and district officials) attach to something, for example, PMDS (Berg, 2004: 3). With the use of qualitative research methods, an in-depth knowledge of the role played by supervisors in the management of performance in the Districts was attained.

Quantitatively, this study will also place importance on measurement when collecting and analysing data. According to Spratt, Walker and Robinson (2004: 9), quantitative research is defined, not just by its use of numerical measures but also that it generally follows a natural science model of the research process measurement to establish

objective knowledge. Thus, the deduction process of deriving logical conclusions about particular instances from general statements with regard to PMDS will as well be considered in this study.

1.6.3 Sampling

In an attempt to explore as much insight as possible regarding the role of supervisors in managing PMDS, a purposive sampling of supervisors and the managed officials in the following sub-directorate units of each district was used: Curriculum Delivery and Support (CDS), Institutional Development and Support (IDS), E-learning, Curriculum and Support Programs (ECSP) and Human Resource Management (HRM).

Purposive sampling enables the researcher to handpick participants on the basis of knowledge of a population and the purpose of the research (McBurney and White 2007: 247; Kayrooz and Trevitt 2005: 159). For this research, the sample was chosen for a specific purpose, that is, the sample (participants) with enough and specific information about the current practices related to the roles and responsibilities of supervisors in PMDS within the context of a District.

The choice of the above-mentioned sampling is further informed by the following reasons: supervisors and officials in CDS sub-directorate units specialise in monitoring the curriculum and support schools with co-curricular activities, the IDS sub-directorate units specialisation is in managerial governance support to schools, the ECSP provides support on psychological and special needs for schools and lastly, HRM sub-directorate unit supervisors and officials monitor staffing and personnel development needs within the district and schools. Within the HRM sub-directorate are PMS unit district officials specifically responsible for the implementation of PMDS-PS and PMDS-Ed policies (Gauteng Provincial Government, 2002: 8). The collective performance of the above selected district units, directly impacts on the general performance of schools, the output of which is the annual 'not so pleasing' matric results.

1.6.4 Research tools

The research tools the researcher used are semi-structured interviews, structured Likert five-point scale questionnaires and documentary analysis. Interviews were conducted face-to-face with either one supervisor or one managed official from each of the four Sub-Directorate units namely; CDS, IDS, ECSP and HRM in the three selected Tshwane districts as they (supervisors and the managed officials) are considered to be particularly information-rich, and as attested by Subbiah (2004: 12), may have unique problems and experiences that they would not be able to share with others present. Qualitative researchers as stated by Robinson and Lai (2006: 91), use interviews to reveal in-depth information about the actions the participants always take in real life situations. Hence, supervisors and the managed officials in the three districts are expected to feel free to express themselves fully and truthfully through the interview process. For this study, semi-structured interviews were used. According to Barbour (2008: 17), semi-structured interviews allow for the ordering of questions to be employed flexibly to take account of the priority accorded each topic by the interviewee.

Questionnaires with structured questions were used concurrently with the interviews as another research method to collect data in this study. As argued by McMillan and Schumacher (2001: 261) as well as Cohen, Manion and Morrison (2001: 248), structured questionnaires are best for obtaining demographic information and data that can be categorised easily. With structured questionnaires, a large number of respondents are used within a short space of time and enough data on PMDS were collected in the three Tshwane districts within a manageable period. The use of these questionnaires expanded the scope of data collection and thus enhanced validity and trustworthiness of data collected through face-to-face interviews in this study. The researcher distributed hundred questionnaires to the three Tshwane Districts in an endeavour to award supervisors and subordinates an opportunity to shed more light on how PMDS is managed in their respective districts.

Thus, in all the three selected districts for this study, six supervisors from HRM – specifically in the PMS units, CDS, ECSP and IDS were interviewed individually.

Furthermore a total of six managed district officials (subordinates), from the following: HRM, CDS, ECSP and IDS were also interviewed individually in this study – hence, a grand total of twelve participants were interviewed face-to-face.

Furthermore, documentary analyses, that is, information from relevant books, articles and official documents on PMDS were used to have a better understanding of the study.

1.6.5 Data collection

In this study, data were collected using in-depth face-to-face- semi-structured interviews. Data were collected from supervisors and district officials in the HRM, CDS, ECSP and IDS sub-directorates in the three Tshwane district offices. In addition, audiotapes were also used to record interviews to reduce the researcher's bias during data analysis process. Each participant was allocated a ten to twenty minutes interview session. Through the use of interviews, the researcher as attested by McBurney and White (2007: 254) was able to probe questions in an attempt to gain in-depth knowledge of how supervisors manage the PMDS policy within the district offices.

Structured Likert five-point-scale questionnaire was used to collect data from hundred respondents in the three Tshwane district offices. The data collected through questionnaire were used as the concurrent triangulation strategy mentioned by Creswell (2009: 213) with the in-depth interview data collected from the twelve participants in the three district offices.

A documentary analysis was also of great value in this study as Ravhura (2006:34) attests, to obtain a broad view of the study from relevant books and articles on PMDS as well as official documents containing primary data on specific actions related to PMDS in GDE. The data collected by documentary analysis among others revealed reasons for the introduction of PMDS policy, approaches and models of PMDS, trends and challenges in PMDS in general.

1.6.6 Data analysis

All interviews were recorded on audiotape and the tapes were transcribed for thorough examination. The data collected were finally analysed by a process of identifying, classifying, coding and categorising the themes in the data (Anderson & Poole, 2009:27; Babbie, 2008: 422).

According to Creswell (2009: 145), survey questionnaires provide a quantitative or numerical description of trends, attitudes, or opinions of a population, and from the results, the researcher generalises or makes claims about the population. The structured Likert five-point-scale questionnaire provided a range of responses to given statements whereby the numerical scale ranges represent the following: range 1 (strongly agree); range 2 (agree); range 3 (neutral); range 4 (disagree) and range 5 (strongly disagree). To have accurate analysis of the respondents' knowledge, experiences and perceptions on the management of PMDS in the district offices, the Special Packages for Social Sciences (SPSS) programme was instituted by the researcher. The coded data in the questionnaires were analysed using the mode that is, the most observed attributes presented by the district officials regarding the management of the PMDS policy.

The data results from questionnaires were then compared with the interview results to concurrently triangulate the quantitative and qualitative data. According to the researcher, this has enhanced the reliability and validity of the data collected.

This research was basically designed to be exploratory and descriptive. The researcher primarily aimed to understand and describe how supervisors and district officials participating in the study are managing the process of PMDS in their respective districts, from their own frame of reference.

1.6.7 Credibility and authenticity

The research site for this study focused on three specific Tshwane Districts in the Gauteng Department of Education. The choice of three Tshwane Districts has enabled the researcher to apply triangulation of data collected. Triangulation, as argued by Creswell (2008: 266), is a process of corroborating evidence of data collected from different individuals. Hence, the experiences, perceptions and practices of supervisors and district officials regarding PMDS processes in various districts, have provided a state of trustworthiness.

Furthermore, the credibility of a qualitative researcher is confirmed to the extent that data are collected ethically, that any personal biases are kept in check, and that interpretations are sound (Anderson & Poole, 2009: 26). In this study, 'member checking' strategy, explained by Creswell (2008:267) as being 'a process in which the researcher asks one or more participants in the study to check the accuracy of the account', had been used.

1.6.8 Validity and reliability

Since in this study individual interviews are concurrently conducted with structured questionnaires, it is the researcher's responsibility to ensure that the validity and reliability of the study is maintained. Taking a large sample [hundred participants responding to questionnaires] has enhanced reliability and validity of the research (Mguqulwa, 2008:16). All employees, that is, both supervisors and the managed district officials in the HRM, CDS and IDS sub-directorates in which the research was conducted, were invited to take part in the study. All participants were also given the same instructions and questionnaires to complete in enhancing the reliability of the study. As argued by Christensen (1997 quoted in Mguqulwa 2008:16), reliability refers to consistency or stability.

1.6.9 Ethical considerations

It is ethically important for the researcher to ask for an official permission from GDE to conduct the investigation at the three Tshwane District Offices. It is also necessary that permission be granted by the District Directors of the selected district offices before data are collected from the participants.

It is also vital that voluntary participation and informed consent of participants in this study be emphasised by the researcher (McBurney & White, 2007: 55; Holt & Walker, 2009: 132; Anderson & Poole, 2009: 30). Participants (that is supervisors and district officials) in this study, were not at any point, coerced into participating. Before conducting the data collection, the researcher is expected to fully inform participants about the research – purpose, procedures and pertinent factors that affect them. The two other important ethical standards to consider in this research as stated by McBurney and White (2007: 56) are participant confidentiality and anonymity. Participants are therefore assured that identifying information will not be made available to anyone who is not directly involved in the study and their identity will be kept a secret. These ethical principles the researcher were adhered to throughout the study, even to the researcher him/herself, hence supervisors and district officials participating in this study will be labelled or marked with pseudonyms.

1.7. Motivation for the research

This study is motivated by the need to improve the performance culture for supervisors and the managed officials in the districts of GDE. At the heart of this study is the assumption that if supervisors clearly understand and effectively implement the PMDS policy at district level, the quality of teaching and learning at school level will improve – since schools as beneficiaries, will be effectively monitored and supported by the expertise of the district officials. In addition, the research has revealed practical and workable strategies of managing PMDS effectively and efficiently. As management of PMDS improves on performance and development of district officials, beneficiaries in the education system, namely; learners may also earn more improved matric results.

This study has a potential of informing and guiding policy makers in South Africa on the need to embrace effective development programmes for district unit supervisors as key to the PMDS process. It may as well encourage the establishment of effective district transversal teams composed of CDS, IDS, ECSP and HRM sub-directorate units in the endeavour to improve on quality teaching and learning in schools. Finally, this study was designed to address the knowledge gap of research on the role of supervisors in managing the performance and development systems in districts.

1.8. Limitations of the study

This study was limited to the management of PMDS by supervisors in district offices of GDE. Other limitations in this study were the sample size since few participants were interviewed and only hundred questionnaires were distributed among the three districts. This study is therefore open to the same validity shortcomings most qualitative case studies suffer from. However, the use of triangulation in data collection and analysis has added more value to the rigour of my reporting in this study to efficiently address these shortcomings.

Furthermore, this study is not statistically generalizable since it only focused on three Tshwane districts in the GDE, even though the picture painted here would probably be found to be true in many areas in South Africa.

1.9. Chapter division

The following section provides a description of the structure and content of this thesis.
Chapter 1

This chapter presents an orientation of the research thesis, that is, the synopsis of the entire study.

Chapter 2

The prevailing theories and studies on the management of performance in educational institutions were examined in this chapter. Special attention was given to the role of

supervisors in performance management systems in educational institutions such as districts and schools.

Chapter 3

This chapter contains the research methodology and the procedures followed in the study. The chapter explains how the study is designed and conducted. It gives a succinct explanation of how participants were selected and includes data collection as well as data analysis procedures used in this study.

Chapter 4

In this chapter, the findings of the investigation are presented. The main themes and categories emerging from the data analysis process were discussed in this chapter. Related literature will be cited as a control mechanism to mirror or refute the perceptions that supervisors and the managed officials have on the management of PMDS in the districts.

Chapter 5

The summary or synopsis of the findings is presented in this chapter. The synopsis are followed by conclusions that are drawn from the findings and recommendations on ways in which the very findings can be used to improve the role supervisors can play in managing PMDS within districts. The limitations of the study were put into perspective and in conclusion, a proposal for further research was made.

1.10 Chapter summary

In this chapter, an introductory overview, problem formulation, aims of the study and research questions were presented. In addition, the brief literature background, the research methodology and research tools were outlined and the key concepts used in this study were briefly clarified. The chapter divisions were also briefly outlined. Chapter two follows with a detailed discussion of the literature review underpinning this study.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

The literature review provides a clearer understanding of the nature, dimensions and complexities of the management of PMDS. A detailed analysis of the literature review will be provided in this chapter. The following sub-headings highlight the researcher's literature review:

2.2 What is Performance Management and Development Systems?

Varma, Budhwar and DeNisi (2008: 3) assert that performance management systems is a process by which organisations set goals, determine standards, assign and evaluate work, and distribute rewards. Performance Management and Development Systems (PMDS) is a broad term used to describe the method by which a jobholder's work performance, career and development needs are managed (Section 3 – Employee Development). In this study, the jobholder refers to the managed district official whose performance is continuously managed by his or her supervisor.

PMDS must be seen as a process for establishing a shared understanding about what is to be achieved, how it is to be achieved and an approach to managing and developing people that increases the probability of achieving success. It links the management of individual or team performance to the objectives of the unit as set out in a strategy statement for the scheme, by focusing jobholder or team activity around these objectives and by better monitoring of progress towards achieving objectives (Section 3 – Employee Development).

PMDS aims to strike an acceptable balance between the needs of the organisation and the development needs of each relevant member of staff. It recognizes the need for continual change and improvement and for the involvement of staff in bringing this about (Section 3 – Employee Development).

The primary reasons for introducing PMDS in the education sector are to:

- ensure that people feel they are valued for their contribution to the organisation;

- improve the effectiveness of individual performance;

- discuss and agree on personal development plans for individuals;

- enhance team-working within the organisation; and

- improve relationships at all levels (Section 3- Employee Development).

The organisational and individual benefits of introducing PMDS are to ensure that:

- individuals have role and goal clarity;

- the key result areas for individual jobs are identified;

- better communication between individuals at all levels is achieved;

- planned programmes for individual development are in place;

- individuals receive feedback on their performance;

- there is an improved culture of openness and trust;

- people feel valued at all times;

- there is a planned review of performance; and

- individual and organisational performance is improved (Section 3 – Employee Development).

PMDS supports and promotes the up-skilling and development of staff as a key contributing factor in the overall development of the organisation (Section 3 – Employee Development).

2.2.1 Performance agreement

PMDS as an annual process begins with a performance agreement developed for each official on salary ranges 1 to 12, before 1st April, but not later than one calendar month

after 1st April each year (GPG, 2002:8). The performance agreement is developed by the immediate supervisor of an official, agreed upon between the supervisor and official, signed and dated by both supervisor and official and finally come into full operation with effect from 1st April each year (GPG, 2002: 8).

2.2.2 Goal setting

Goal setting in PMDS plays a vital role as well. Goal setting is the interaction between the manager or supervisor and the official which serves to identify the official's major responsibilities for the year. The official must understand the relevance of his or her position in the institution and how his or her performance impacts on the holistic performance of the institution (GPG, 2002: 8). According to Newstrom (2007: 58), goal setting should be characterised by the acronym SMART, meaning that goals set in PMDS need to be specific, measurable, attainable, relevant and time-oriented. The supervisor and his or her official at the stage of a performance agreement should therefore focus on clearly measurable and quantifiable outcomes which can be assessed. The results or outcomes become the value drivers of the institution such as the District office in this research project (Minnaar, 2010: 54).

2.2.3 Supervision

Within PMDS context, supervision, as defined by Görgens and Kusek (2009: 346), is directing and overseeing the performance of others while transmitting skills, knowledge and attitudes. Supervision thus offers the opportunities to receive an account or record of work done; reflect on it; provide feedback and, where appropriate, provide guidance to improve implementation. Supervisors in PMDS should provide supportive supervision to their supervisees or officials. According to Görgens and Kusek (2009: 347), supportive supervision is a specific approach of supervision where (a) the focus is on learning and support, and not on policing; (b) the person or organisation being supervised is part of the learning process; and (c) the person doing supervision is part of the learning process. Therefore, supervision has the dual purpose of supporting the continued learning and development of the supervisors as well as the officials.

According to the PMDS policy, a supervisor shall within one calendar month after the commencement of an official's performance period (a) explain the PMDS to the official; (b) inform the official of the criteria used for his or her evaluation; and (c) develop a performance agreement (GPG, 2002: 9). Signing for performance agreement by supervisor and official takes into account the process of performance reviews on quarterly basis for the period of twelve months. The establishment of a performance agreement, coupled with the quarterly reviews or evaluations, is compulsory for employees on salary levels 1 to 12 (Informus, 2010: 1).

Should an employee not be satisfied with the scores being awarded to him or her, he or she should not sign the evaluation or review report and must then register a formal grievance, indicating the reason for not signing the report (Informus, 2010: 1).

2.2.4 Rewards

The PMDS-PS comprises two processes of rewards, namely: pay progression and performance bonus. After performance agreement has been entered into by employee and his or her supervisor, evaluation reports on quarterly basis should be monitored by supervisor between the period of 1 April and 31 March of the following year, that is, within twelve calendar months (Informus, 2010: 1). Quarterly reviews or evaluations are also referred to as performance appraisals (Varma et al., 2008: 82; Allen, 2007: 43; Mguqulwa, 2008: 43; Squire, 2010: 10).

The awarding of pay progression implies the awarding of one additional salary notch [1% of salary] with effect from 1 July of the year, provided the employee has been rated as satisfactory (rating average score of 3) and is not already on the top notch of his or her salary level. For example, employees in GDE who hold the rank of Senior Admin Clerk Grade III (salary level 6) do not qualify for pay progression anymore, as they are on personal salary notch (Informus, 2010: 2). To qualify for pay progression, an employee should have completed twelve months service on his or her current salary level as at 31st March of the year (Informus, 2010: 1).

2.2.5 Performance appraisal process

Newstrom (2007: 277) explains performance appraisal as a formal and systematic evaluation of how well a person performs his or her work and fills the appropriate role in the organisation. Thus in PMDS, the supervisor should observe the official's performance routinely and compliment or criticise it [official's performance] on a timely basis. However, performance appraisals should not be used by supervisors to find fault with their managed officials. Often managers or supervisors have no idea how to effectively carry out a performance appraisal meeting or lack the required interpersonal skills to do so and use these sessions to point out problems with performance that have been going on over a period of time (Squire, 2010: 20). Instead, performance appraisal is supposed to be a discussion between the manager or supervisor and employee or managed official to review how the employee is performing in terms of key performance areas (KPAs) (Squire, 2010: 20).

Cokins (2009: 9) contends that performance management is the translation of plans into results – execution. Thus, performance is managed by being measured against specific standards or criteria to verify accomplishment of performance objectives. This implies that supervisors in managing performance have to acquaint themselves with the required appraisal standards. In measuring employees' performance, supervisors make use of numerous forms with numerical or descriptive ratings (Arthur, 2008: 57).

2.2.5.1 Appraisal ratings

In the South African context, the ratings are actually appraisal ratings ranging from a not-yet-effective performance rating 1 to a clearly outstanding performance rating 5. As a yardstick, rating 3 refers to an effective performance and thus qualifies for a 1% pay progression whiles ratings 4 and 5 qualify for performance bonus rewards between 3% - 9% depending on the salary level (GPG, 2002: 15). In essence, the crucial role of appraisal, as argued by Akpotu and Oghuvbu (2004: 45), is ensuring control, accountability, quality, professional development and competence. The level of the attainment of performance objectives is therefore benchmarked by the employees'

appraisal process. A subsequent critical question would then be how effective do supervisors appraise the district officials in order to deliver quality service to the schools they monitor?

2.2.5.2 The rater-ratee relationship

During the performance appraisal process, a peculiar kind of relationship is established between the manager or supervisor and employee or subordinate. This is what Varma et al. (2008: 55) refers to as "rater-ratee relationship". Varma et al. (2008: 55) further argue that the purpose of performance appraisal is to accurately diagnose individual and group performance so as to be able to reward good performance and remedy poor performance such that, in the aggregate, organisational performance will be enhanced. In addition, Varma et al. (2008: 55) contend that if characteristics of interpersonal relationships between raters and ratees systematically distort performance ratings, this would suggest that performance problems will be under-identified and, perhaps, exacerbated; conversely, good performance may go unrewarded. Furthermore, Minnaar (2010: 129) states that performance appraisal process takes into account job evaluation of every employee in the organisation.

2.2.5.3 Job evaluation:

In Minnaar's (2010: 129) observation, once the organisational structure has been designed, different jobs and positions that have been created must be filled. Job evaluation is the management application used to distinguish between posts and positions in terms of their worth to the institution. Furthermore, Minnaar (2010: 129) mentions that accurate and reliable job evaluation is dependent on job analysis, which is made up of two elements, namely: job description and job specification. The three concepts are defined by Minnaar (2010: 130) as follows: *job analysis* is a systematised procedure for collecting and recording information about jobs, *job description* means the duties or tasks associated with a job, the working conditions, the tools and equipment required to perform the job and while *job specification* refers to the abilities and competencies required to perform the job.

2.2.5.4 Job Description:

Minnaar (2010: 130) provides the following guidelines for the contents of job descriptions:

- *Title.* The title must describe the individual's position in the organisation's hierarchy, as well as his or her functions;

- *Reporting relationships.* Identify the person who handles the personnel-related needs of the employee, including salary reviews, overtime approvals, performance reviews and discipline;

- *Responsibility.* This states the results for which the employee is responsible;

- Tasks or duties. This lists actual tasks or duties and the standard of performance expected for each;

- *Requirements.* Clearly stipulate (1) the technical abilities; (2) interpersonal skills; and (3) education that the incumbent must possess;

- *Authority.* Stipulates the decisions that the incumbent can and cannot make individually; and

- *Work relationships.* This should mention the people who contribute to the accomplishment of the tasks and duties described.

Job evaluation or "job-fit analysis" as Davenport (2006: 42) denotes, helps employees [district officials] assess where they are today and compare themselves with the positions they would like to attain in future. On the other hand, Minnaar (2010: 129) argues that accurate and reliable job evaluation is dependent on job analysis. Therefore, job evaluation in PMDS is key since it helps district officials to identify deficiencies, and together with their supervisors, work to design their own development programmes.

2.2.6 Rating errors

Based on the "rater-ratee" relationship as attested by Varma et al. (2008: 55) in 2.2.5.2 above, Teubes (2002: 48) contents that the validity of a performance appraisal is often influenced by rating errors committed during the interaction between the supervisor and the subordinate. Rating errors refer to the difference between subjective human judgement and an objective, accurate assessment uncoloured by bias, prejudice, or other subjective, extraneous influences. Examples of rater error are halo, leniency, single criterion measurement, similarity and contrast errors and low differentiation. Whenever these factors are present in job evaluation, the evaluation is likely to be distorted (Teubes, 2002: 48).

2.2.6.1 Halo effect

Teubes (2002: 48) suggests that the halo effect is the main psychometric error affecting multifactor ratings. Halo effect is defined as a tendency to be positively or negatively influenced by a particular trait or an overall impression of a person when assessing that person. It is a tendency to think of a person as being generally good or generally inferior (Teubes, 2002: 48). Teubes (2002: 48) further suggests the following solutions to control the halo effect:

- training raters prior to the rating exercise;

- supervising the supervisors during the rating;

- practising simulations before doing the ratings;

- keeping a diary of information relevant to appraisal and

- providing supervisors with a short lecture on halo.

2.2.6.2 Leniency error (severity)

It is the researcher's view that raters or evaluators as unique individuals have their own value systems that act as benchmark or standard against which job evaluations are

made. Therefore, individual evaluation may be lenient depending on the rater's value system. Leniency is the tendency to give overly favourable rating on all performance dimensions regardless of actual performance (London, 1997: 91 cited by Teubes, 2002: 48). Tracey as quoted by Teubes (2002: 49) states that "*when evaluators are positively lenient in their appraisal, an employee's performance is rated higher than it actually is. Similarly, a negative leniency error underrates performance, giving the individual a lower appraisal*".

Teubes (2002: 49) further argues that if all employees in an organisation were appraised by the same person, there would be no problem. Although there might be an error factor, the error would be equally applicable to everyone. The difficulty arises when different raters with different leniency errors make judgement.

2.2.6.3 Single criterion measurement

It has been contested by Minnaar (2010: 130) in 2.2.5.4 above that an employee's job description consists of a number of tasks or duties. Citing an example, in the researcher's opinion, a Senior Education Specialist (SES) in Performance Management System (PMS) unit is charged with the following duties among others: monitor the implementation of PMDS policy, conduct workshops, collate data on PMDS scores, report writing, capturing of the final PMDS scores, writing of memoranda, etcetera. If performance in the SES's job were assessed by a single criterion measure, such as the quantity of workshops conducted and disregarding the other duties, the results would be a limited evaluation of the SES's job. This single criterion measurement or evaluation as argued by Teubes (2002: 49) may motivate the employees to ignore other tasks in their job. Therefore, in the aforementioned example, the SES may only focus on increasing the number of workshops in order to be rated higher in future.

2.2.6.4 Similarity and contrast error

According to Teubes (2002: 50), managers as raters, tend to evaluate those subordinates more positively whom they perceive to be similar to themselves. By evaluating other people and considering those qualities that they perceive in themselves

[such as race, class, gender or age], they are making a similarity error, which is highly related to interpersonal attraction (London, 1997: 91 cited by Teubes, 2002: 50).

2.2.6.5 Low differentiation

Robbins as quoted by Teubes (2002: 50) maintains that evaluators may be classified as (1) high differentiators, who use all or most of the scale, and (2) low differentiators, who use a limited range of scale. Low differentiators tend to perceive different employees' performance more uniformly than it actually is and to rate different traits in the same way while high differentiators normally use all available information to evaluate and are better able to define contradictions than low differentiators (Teubes, 2002: 50). Therefore, low differentiators' style of rating behaviour is such that, regardless of who they evaluate and on what traits they evaluate, the evaluation pattern remains the same.

2.2.7 A brief comparative study of PMDS internationally

In this research inquest, a comparative study on performance management was done in the following countries, namely: the United States, the United Kingdom, Germany and India. The main focus was to compare the historical, socioeconomic, cultural, legal and political factors that impact on performance management and development in the aforementioned countries. Performance management and development internationally equates the process of PMDS in the South African context, hence the importance of this comparative study.

2.2.7.1 Performance management in the U.S

There is no "American style" of performance management since there is enormous variety in the performance management systems used in the U.S (Varma et al., 2008: 97). The following factors had a tremendous impact on the establishment of various approaches to performance management systems in the U.S.

(a) *Historical factors on the U.S performance management*

The U.S society adopted the principles of independence and self-determination. These principles were influenced by the fact that the country was born out of a desire for freedom from the foreign rule and a belief that all individuals "are created equal". The U.S has retained a robust national culture built upon the ideas of individualism, capitalism and democracy. These ideas translate into several commonly held beliefs, including the importance of 'personal responsibility' for one's actions, the expectation that wealth and status can be achieved through intelligence and hard work, and the right of individuals to determine their own future and to elect their own leaders.

The strong individualistic nature of the U.S culture is manifested in performance management systems as a conviction that employees ought to be evaluated on their individual performance and contribution. As such, performance evaluation in the U.S is largely focused on the performance of individual employee rather than the performance of teams or work units. As a capitalist country, workers in the U.S largely expect that their rewards will be a direct result of their individual contribution. As a result, there are competitive aspects to many performance management systems in which only the top performing employees receive the greatest rewards. In researcher's view, the harder one works, the more one earns. Capitalism has also created fierce competition for organisations and the people in them to be industry leaders. Pressure from stakeholders, leaders and board of directors generate organisational climates that are result-driven to be highly successful and profitable.

As a democratic country, everyone has a voice in government and citizens expect fair and transparent systems and processes. For employees, this translates into the expectation that performance management systems will be administered in a fair and transparent manner and that employees will have input into how performance is evaluated.

The following challenges are intractable problems that plagued performance management systems in the U.S from their inception, namely: viewing performance management as an administration burden rather than a strategic tool, the reluctance of managers and employees to engage in candid performance discussions, and judgement as well as time factors that impede effective appraisal. The three key factors that impact on the vast majority of performance management systems in the U.S according to Varma et al. (2008:102) are: a focus on results, automation and the legal environment.

- **Results focus**

The U.S has long been driven by bottom-line results. This result focus has not only affected the private sector organisations but also the public sector and non-profit organisations. There has been "pay-for-performance" introduced in organisations such as Federal Aviation Administration and Government Accountability Office, each of which focused on achieving results. The value of results and their use to drive performance has been a cornerstone of many performance management trends. A current U.S trend in performance management is the use of cascading goals and objectives, where the organisation's strategic goals are cascaded down to every level in the organisation. Thus, each employee is accountable for accomplishing specific objectives that are aligned with the organisation's mission. Employee performance is evaluated on the extent to which these objectives are met.

Although this approach seems imminently logical in theory, there are a number of potential problems in using objectives as the basis of performance management (Varma et al., 2008: 102). These problems among others are that: a) inconsistency among managers can result in objectives which are too easy, unattainable, or unsystematic across individuals who occupy the same job, b) setting objectives in advance may be extremely difficult for some jobs, c) jobs that lend themselves best to setting objectives have static performance requirements and hard productivity measures (for example,

sales, profitability, etcetera) rather than subjective indicators (for example, manager ratings) and finally d) focus on results can yield a deficient performance assessment because no consideration is given to how employees achieve their results (Varma et al., 2008: 103).

- **Automated human resource information systems**

The U.S has a long history on efficiency of operations in organisations in achieving maximum results. From the advent of repetitive flow production in the early 1900s, to the use of Total Quality Management in the 1980s, to the recent trend to outsource non-mission critical functions (for example, alternative service delivery), organisations are continually striving to increase efficiency.

The U.S has a widespread implementation of automated human resource information systems to more efficiently deliver vast majority of human resource-related business functions. For example, vendors as automated systems, typically automate human resources functions such as time and attendance, leave, benefits, pay, recruiting, and staffing (Varma et al., 2008: 104).

Performance management also increasingly has become integrated into the automated systems whereby more and more tools have been made available to automate all aspects of the appraisal process. However, the automated performance management systems have both positive and negative potential consequences. On the positive side, automation greatly facilitates the performance management workflow and substantially reduces the paperwork associated with the process, which should provide extra time for managers and employees to focus on activities that drive results (for example, performance discussions, developmental activities). On the negative side, automation may also result in a propensity for managers to get their performance management responsibilities done as quickly as possible and perhaps not spend the extra time on performance-related interaction with employees.

Automated performance management systems have proved invaluable for the administration of multisource or 360-degree feedback systems, which are inherently

more complex from an administrative standpoint than traditional supervisory evaluations.

Finally, automated systems are useful because they efficiently capture data, creating a repository of easily accessible information that heretofore was difficult and time consuming to collect.

(b) The legal environment of the U.S performance management

The U.S is a particularly litigious society, where equal employment opportunity and fair employment practice laws (for example, Title VII of the Civil Rights Act, Equal Pay Act) make it possible to challenge employment decisions.

Performance management systems are frequently relied upon as a basis for making employment decisions and, as such, they are often the subject of employment litigation. It simply implies that the procedural aspects of performance management such as specificity, subjectivity of performance criteria and procedural standardisation of performance management are prone to be legally challenged in a court of law.

The propensity for performance management systems to be the focus of employment litigation makes it important for practitioners to be familiar with the laws and professional guidelines pertinent to the design and implementation of these systems (Varma et al., 2008: 105).

2.2.7.2 Performance management in the U.K

The U.K society adopted the spirit of "voluntarism" in its endeavour to perform activities in general. On the other hand, the state adopted the principle of abstention from the employment relationship when coming to performance management process. The employment relationship is however governed by the following three imperatives: (i) a complex mix of individual and collective agreements; (ii) implicit and explicit understandings; and (iii) rights and obligations enshrined in legal statutes (Varma et al., 2008: 131). The following are some of the factors contributed to the development of the performance management in the U.K.

<u>Cultural factors impacting on the U.K performance management</u>

The national culture has an impact on the nature of dialogue. The dialogue in the rater-ratee relationship has created a "joint problem solving" environment. Thus, an activity that decentralised responsibility over how individual objectives may be met (Randall, Packard, Shaw & Slater, as cited by Varma et al., 2008: 133). Furthermore, Sparrow and Hiltrop quoted by Varma et al. (2008: 134) identified three comparative HR features that could be linked to the nature of performance systems, that is:

- the role of specific cultural values;

- the efficiency of the manager-subordinate relationship; and

- the level of strategic integration and devolvement of HRM.

In both the U.K and U.S, the national culture combines low-power distance with low-uncertainty avoidance. Power-distance touches upon the extent to which superior influence the behaviour of the subordinates and vice versa. Thus, low-power distance is associated with a greater acceptance of equity, participation and co-operation between higher and lower organisational positions (Fletcher, 2001 quoted in Varma et al., 2008: 139). It further implies that the boss or manager can be by-passed and rules bent so that the employee is satisfied. The emphasis is therefore more on the employee independence and self-realisation.

In the U.K context, the manager is to manage and be an effective manager without having to know the technical details of the subordinates. On the contrary, in France, managers are expected to know the subordinates' jobs in details in order to answer all questions related to their work. At an institutional level, the efficiency of the manager-subordinate relationship has a powerful impact on the nature of performance management systems.

According to Fletcher and Williams (1992), the U.K compared to Spain, Greece and Portugal underperformed on two dimensions, namely: the estimated level of management talent and levels of worker motivation. The underperformance was due to

the fact that the performance management systems failed on the following grounds that: the system was not used, modelled or supported at the top of the organisation; line managers viewed the system as an administrative burden; performance objectives were subjective and subject to change; or managers were incapable of giving effective and constructive feedback or dealing with conflict.

However a decade later, the U.K organisations strived to improve on the efficiency of the employment relationship and historically high levels of performance management systems failure. The improvement on performance was boosted by the fact that the U.K managers were fair and honest about the failings of performance management systems in their respective organisations (Varma et al., 2008: 139).

In conclusion, the field of performance management system in the U.K is a mature one. Organisational practice has evolved through successive concerns for cost effectiveness, competence, commitment and coherence (Varma et al., 2008: 143).

2.2.7.3 Performance management in Germany

The main elements of the institutional framework in Germany are the German labour market institutions of collective bargaining, co-determination and vocational training. German work life is characterised by powerful labour representative bodies and strong legislation and the personnel function has to deal with detailed and comprehensive regulations – and is therefore highly operative orientated (Gooderham et al., 1999: 513).

(a) Impact of the legal environment on performance management in Germany

The HRM in Germany is characterised by a rigid legal environment and like in France, the German performance situation emphasises non-discrimination. However, complex labour laws, contractual agreements with unions, a system of co-determination including participation, consultation and information rights on the level of work councils limit managerial discretion to a high extent (Varma et al., 2008: 156).

In Germany, five levels of regulation concerning the industrial relations system can be identified: the state level, the collective bargaining level, the company level, the plant

level and the individual workplace, and work contracts. The German state guarantees unions' and employers' associations freedom in concluding collective labour contracts and does not interfere actively in day-to-day activities (Conrad & Pieper, 1990: 124).

Varma et al. (2008: 156) summarise that a cooperative orientation and long-term developmental HR strategies are central features of the German HR system, indicating the strategic importance of performance management systems. This is underlined by an extensive vocational system, which provides employees with broad basic qualifications enhancing a long-term perspective in the employment relation.

(b) Impact of cultural environment on performance management in Germany

In terms of the four dimensions identified by Hofstede as mentioned by Varma et al. (2008: 152), the German culture can be described as relatively low on power distance, high on uncertainty avoidance, high on masculinity index and high on individualism. Power distance seems to have an impact on the process of how an agreement on job objectives is reached. In German companies, setting objectives in the performance appraisal process is the result of a negotiation between superior and employee. The low power distance is associated with a high degree of openness between both parties in the rater-ratee relationship, not only during the objective setting process but also where performance feedback is concerned. In Germany, performance feedback seems to be an ongoing process of a dialogue between supervisor and subordinate. In contrast, in many Asian countries, a high level of power distance leads to a clear assignment of job objectives by the manager and often to a more formal relationship between superior and employee (Lindholm, as in Varma et al., 2008: 157).

Germans expect performance management system to be highly integrated in a set of precise rules: performance evaluations should be formalised in terms of defining goals or criteria, time frames, measurement methods and consequences, for example, for training or pay decisions (Varma et al., 2008: 157). However, feedback is provided in such a way that includes open confrontations. Performance management in Germany is mainly based on individual achievements that can often be clearly measured. Thus, the

strategic goals of the organisation are transferred into goals relevant for the individual. This reflects a high level of individualism in the German culture.

In contrast, the link to performance-based pay has to be seen critically while in the last few decades performance-based pay has also been of increasing importance to German firms (Child, Faulkner & Pitkethly as cited by Varma et al., 2008: 159), it does not have the same meanings as in other countries. This may be due to the fact that German companies have introduced performance-related pay practices much later than U.K and U.S companies. Performance-based pay is also an expression of a rather short-term orientation which contradicts the assumption that Germans are rather long-term orientated (Varma et al., 2008: 158). This implies that in German companies performance appraisal is of high importance in the context of long-term employment relationships. In performance management systems, appraisal is usually linked to the fields of management development and managerial pay. The investment in training based on performance appraisal results seems to differentiate Germany from other countries such as the U.S.

2.2.7.4 Performance management in India

At present, India is acknowledged as one of the fastest growing economies in the world, second only to China (Varma et al., 2008: 180). A large variety of both forms and designs of performance management systems are in use in Indian organisations. A review of the existing literature reveals that performance management system practices in India range from "no appraisal" to "sophisticated multipurpose, multi component web-based performance management systems. The following are some of the key factors influencing performance appraisal management in India: change in the economic environment resulting from the integration of Indian economy into global economy; cultural diversity; and the on-going technology revolution (Varma et al., 2008: 181).

(a) History of performance management systems in India

In India, the leading private sector organisations such as Union Carbide started using performance appraisal for managerial personnel as far as 1940, followed by other well known organisations, namely: Tata Iron and Steel Company, Voltas and Bata India, which introduced such systems in 1950s. Public sector enterprises on the other hand, adopted a confidential reporting system of which has been the government trend of evaluating its bureaucrats India independence in 1947 (Varma et al., 2008: 181). In 1970s, Rao and Preek developed an open-ended performance appraisal system that included performance planning and analysis, identification to development needs, participatory planning, culture building, competence building, and upward appraisal and review (Varma et al., 2008: 181). Most organisations in 1970s were using performance appraisals to regulate employee behaviour and help develop employee capabilities.

In 1980s some clear trends in performance management systems began to emerge – such as a shift away from closed and confidential evaluation, to open dialogue and discussion-based systems. In addition, there was a discernable move from a purely numeric evaluation format to qualitative, interactive, and improvement-oriented system (Varma et al., 2008: 181).

Overall, performance management had been an under-emphasised function in Indian organisations until very recently. It was only in the early twenty-first century that most Indian organisations started emphasising the development of effective performance management systems. This is the time the performance management processes started incorporating development-oriented tools, as well as feedback and counselling systems. Furthermore, in 2004, some companies such as Voltas, recognised communication and counselling as important aspects of development through self-improvement and encourages raters to be objective during the evaluation process (Varma et al., 2008: 182).

Ironically, in spite of the major changes sweeping the Indian economy, and the consequent professionalism introduced by these changes, informal and confidential appraisals by the immediate supervisor continue to be part of the evaluation process, especially in public sector organisations. However, there are some notable exceptions, such as Life Insurance Corporation. These public sector organisations are well known for their use of progressive, open-ended performance appraisal for almost three decades (Varma et al., 2008: 182).

(b) Cultural factors impacting on performance management in India

According to Varma et al., (2008: 187), it has been observed that as far as the GLOBE [cross-cultural study covering 63 countries] is concerned, in India "it is not easy to find manifestations of Indian culture" which are: a) common to the entire country without exception, and b) unique to the country insofar as these are not found in other countries. Based on continuing traditional rituals and ceremonies, the concept of time, respect for age, and the prevalence of family-owned business, India is often categorised as a traditional and collectivist society. The GLOBE results placed India high on collectivism and humane orientation and in the top one-third among all nations in terms of performance orientation. India is hence classified by Trompenaars (Varma et al., 2008: 187) as a "family culture", marked by a person-oriented and hierarchical culture which tends to be power-oriented. Thus, a leader or manager is seen as a caring parent, power tends to be moral and social in nature. Finally, the focus is on effectiveness but not efficiency (Pattanayak et al., 2002: 474-5).

Varma et al. (2008: 188) further note that Indians are very proud of their "secular", multi-religious, multicultural and multilingual country. The multiplicity of languages (15 official languages) adds to the complexity of the nation and its workplace. Also, in the absence of a strong legal system and its clear implementation which can define the scope of various HR policies and practices, it is rather difficult to develop a common and comprehensive performance management system for such diverse nation. In summary, performance management in India, particularly in local and national public and private sector firms, is deeply affected by the high context, power-oriented, hierarchy-driven

mindset of Indian managers (ibid: 188). In addition, Indian managers' style of leadership and management is paternalistic in nature, and often causes employees to look for detailed and continuous guidance, in order to achieve the defined goals (Sparrow & Budhwar, 1997 cited in Varma et al., 2008: 188). Thus, adherence to norms and managerial directives is emphasised. Human Resource systems in the public sector units are often maintenance-oriented rather than progressive. For example, performance management systems in public sector units are typically used for promotion purposes, and rewards are not clearly linked to performance and productivity (Varma et al., 2008: 188-189). As a result, the acceptance of performance management systems is extremely low, further confounded by the fact that performance management systems are typically operated under a "closed system". Many researchers have reported distortions in rating and promotion decisions (Amba-Rao et al., 2000; Sharma, 2006 as quoted in Varma et al., 2008: 189).

In conclusion, performance management as a key concept cutting across all systems of performance assessment and development of employees in organisations, in both private and public sectors has become an international phenomenon. Performance management is a system composed of several activities, including goal setting, tracking changes, coaching, motivation, appraisal (or review), employee development, rewards and a successful organisation (Luecke, 2006: xi). However, in this study, performance management systems will be presented as Performance Management and Development Systems (PMDS). Providing a clearer understanding of PMDS, the following historical and philosophical background is presented.

2.3 Historical and philosophical background of Performance Management and Development Systems in education

South Africa seems to have made a historic transition from authoritarian rule with the universal democratic elections of 1994. The public service of South Africa was known for poor performance management practices. The majority of citizens experienced the public sector as being oppressive, unjust, imposing, non-existent, unproductive and inefficient (Ravhura, 2006: 8).

2.3.1 The White Paper for HRM

The history behind performance management had started with the White Paper for Human Resource Management. The White Paper showed the need for increased delegation of managerial responsibility and authority to the departments and within departments, for decentralisation of Human Resource (HR) and a decentralisation implementation of policy that was made at a central level (The Public Service Commission Report, 2008: 7). As put by Clark in the Public Service Commission Report (2008: 7), macro organisation and certain aspects of job evaluation should be centralised, but departments could develop certain defined policies and this came into effect in 1999.

In terms of the Public Service Regulations of 1999, departments were required to determine their human resource management policies and practices, and ensure that there were adequate institutional and mechanisms in place. Performance management was devolved to each executive authority, which was required to determine a system for performance management and development of employees.

The Baskin report of 2000 identified some problems, including high turnover rates and problems in recruiting and retaining skilled senior personnel, poor levels of performance and skills among some senior staff, poorly developed performance management systems, and insufficient attention to training and development. The Senior Management System (SMS) was then developed in 2001. SMS required the signing of performance agreements and the development of a PMDS, which was implemented from 2002 (Sangweni, 2008: 8).

The Public Service Commission administered an Evaluation Framework for all provincial heads of departments. Gauteng as one of the provinces was no exception. Hence, the GDE embarked on a series of circulars as communiqué of performance management based on Education Labour Relations Council (ELRC) Collective Agreement No. 3 of 2002 as endeavour to implement PMDS for office-based and school-based employees (Gauteng Provincial Government circulars, 61of 2006; 18 of 2007; 64 of 2007; 73 of

2008). Subsequent to the ELRC Collective Agreement No. 3 of 2002, the Gauteng Provincial Bargaining Council endorsed a policy on PMDS on 6 December 2002 that was to be effective from the 1st of April 2003 (Gauteng Provincial Government, 2002: 19).

The policy on Performance Management and Development in South Africa came into effect in April 2003 with the specific aim of improving performance of employees in educational institutions – such as schools and district offices. The policy stipulates that performance management is an ongoing cycle involving planning, monitoring and review (Burton & Bartlett, 2009: 52). As per policy, the supervisors shoulder the responsibility of planning, monitoring and review of performance of employees (Gauteng Provincial Government, 2002: 6). However, the extent to which supervisors play their role in planning, monitoring and reviewing performance of employees stands to be investigated in this study.

2.3.2 The legal framework of PMDS

The legislative framework of PMDS policy is informed by the following statutory documentation, namely:

- Public Service Act (proclamation 104 of 1994);

- Public Service Regulations, 2001;

- Resolutions of the Public Service Co-ordinating Bargaining Council;

- Skills Development Act 9 of 1999 (UPDATED 2009);

- Basic Conditions of Employment Act 75 of 1997 (UPDATED 2009);

- Labour Relations Act 66 of 1995;

- Public Finance Management Act 1 of 1999;

- Treasury Regulations, 2001; and

- Other Acts and policies supportive of Employer/Employees relations.

In summary, the policy of PMDS as informed and guided by the Public Service Act 104 of 1994, dictates that the Department of Public Service and Administration's (DPSA's) vision is that of a responsive public service that delivers on the government's commitment to a better life for all the people of South Africa. Therefore, the PMDS through managing performance of individuals in a workplace identifies needs for individuals' development to acquire relevant skills (as contemplated in Skills Development Act 97 of 1998). The researcher in this study argues that developing and improving district officials skills through the implementation of PMDS will enhance better service delivery and ultimately yield quality public education in schools.

2.4 Models and approaches in PMDS in education

Varma et al. (2008: 107) state that it is not possible to present a Performance Management (PM) model that is applicable to the myriad of organisations. However, there is a general process many PM models follow in various organisations.

2.4.1 Performance management (PM) cycle model

Varma et al. (2008: 108) present the common process and approach of a PM model used by a variety of organisations including the education sector, as follows:

Figure 2.1: Characteristic performance management process in U.S organisations
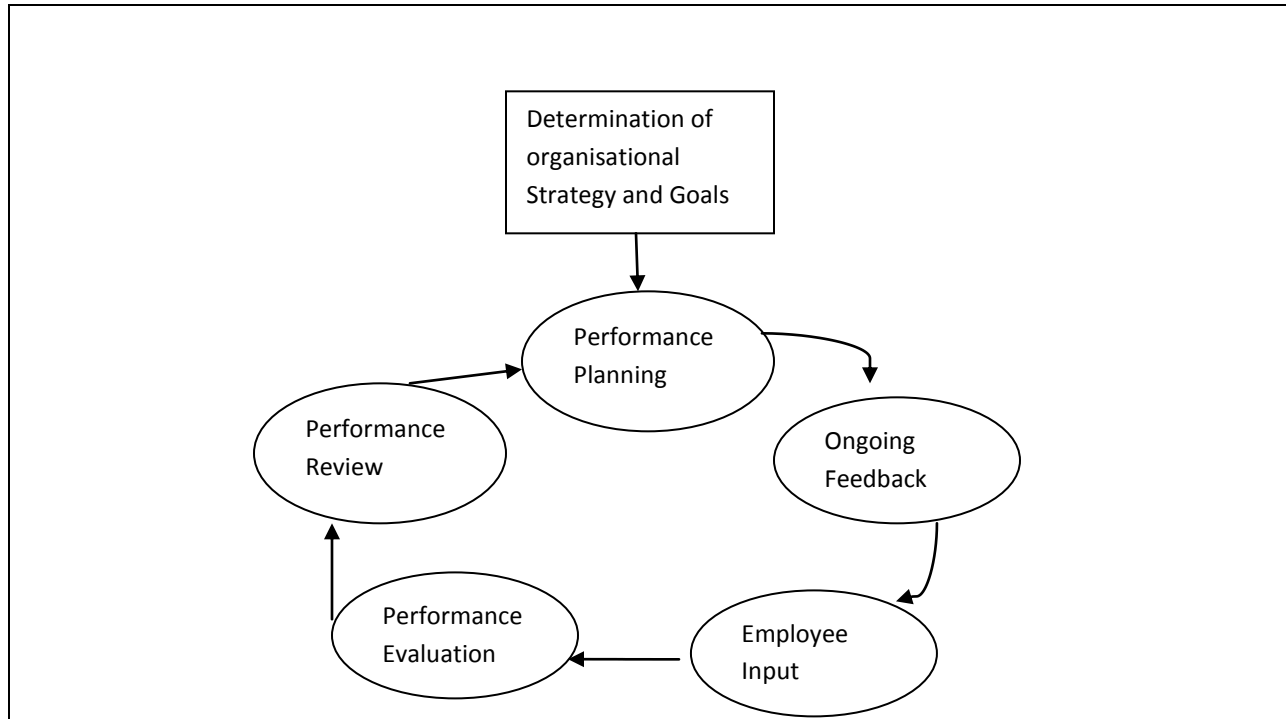
(Adapted from Varma, Budhwar and DeNisi, 2008:108)

1. *Performance Planning*

The Performance Management cycle begins with a discussion of what is expected of employees in terms of the results and behaviours. This step of the model helps employees understand their expectations, evaluation standards and hence increase transparency and fairness (Varma et al., 2008: 108).

2. *Ongoing feedback*

During the rating cycle, performance needs to be discussed and feedback provided on an ongoing basis. For feedback to be effective, it must be a two-way communication process and the joint responsibility of the managers [supervisors] and employees [the managed officials]. The manager's role is to provide feedback in a constructive, candid

and timely manner. Therefore, having effective, ongoing communication between supervisors and employees [the managed officials] is a key determinant of whether PMDS will achieve its potential benefits (Varma et al., 2008: 109). Furthermore, Varma et al., (2008: 109) emphasise that the manager-employee relationship should be characterised by a basic level of trust and motivation to engage in effective performance conversations, in order to yield positive results through ongoing feedback processes.

3. *Employee input*

Employee input can be invaluable for enhancing ownership and acceptance of the PM process. Gathering employee input also increases understanding, resulting in fewer disconnects between managers' and employees' views of employees' contributions (Varma et al., 2008: 109).

4. *Performance evaluation*

In this performance management model, evaluation is two folded, namely: evaluating behaviours and results. Evaluating behaviours refer to organisations' use of the competency models articulating the knowledge, skills, abilities and other personal characteristics that are most instrumental for achieving positive organisational outcomes. On the other hand, evaluating results using scaled criteria that describe different levels of complexity, difficulty, contribution and impact enhance performance management systems in organisations. Scaled criteria develop into specific standard which help managers compare different accomplishments by putting them on a common scale that facilitates evaluation of performance.

5. *Performance review*

Assuming that ongoing feedback has been provided during the rating period, the formal performance review session is nothing more than a recap of performance during the rating period and developmental planning. While identifying developmental needs can be easy with the right performance management tools, knowing how to address these needs effectively is not always obvious (Varma et al., 2008: 111).

2.4.2 "A 3 phases divided into 10 steps model"

The second performance management model and its approach are presented by Axson (2007: 223) as "3 phases divided into 10 steps model." Axson (2007: 223) explains the model as follows:

Table 2.1: A 3 phases divided into 10 steps model

Phase 1: Design	Phase 2: Build	Phase 3: Execute
1. Understand the overall strategic goals and objectives 2. Define the critical success factors and drivers 3. Define the appropriate performance measures 4. Link measures to the overall strategy.	5. Define the reporting dimensions 6. Detail and source the performance measures 7. Design the user interface 8. Design and build the management reporting process.	9. Integrate the reporting and planning processes – align incentives 10. Develop the required skills.

2.4.3 The CLICK model

Barrow (2010: 66) presents the Challenge-Learn-Innovate-Change-Know [CLICK] model in managing performance in organisations. Currently, according to the CLICK model, the employee innovation is a very pertinent challenge in a workplace. Barrow (2010:68) also mentions that "*in all aspects of our work life we are called to lead and support many changes. Your ability to analyse the challenge, learn, and innovate allows you to champion and deliver the change required"*. Explaining the aforementioned quotation, Barrow (2010: 68) argues CLICK model as follows:

The knowledge worker is fundamentally characterised by his or her commitment to personal development. Rather than wait to attend a formal training or seminar, knowledge worker independently discover the learning that must take place to successfully handle the performance issues. The CLICK model creates a simple road map for personal development that managers and employees can use to make a real difference.

The CLICK model is a five-step process that transitions from analysing a performance challenge to learning about how to deal with the challenge, to developing an innovative solution based on the learning and making the necessary change to address the challenge, and finally arrive at a unique body of knowledge about the challenge and its solution. The model is focused on the journey of personal development required to truly learn, add value to an organisation, and build knowledge.

According to Barrow (2010: 66), the CLICK model is "a model for Self-motivated Innovation and Learning". This simply implies that the worker or performer has to be self-motivated to be innovative through learning to become a high quality performer. Thus, self-motivation initiates quality performance.

In researcher's view, the following illustration is used to further clarify the CLICK model:

Figure 2.2
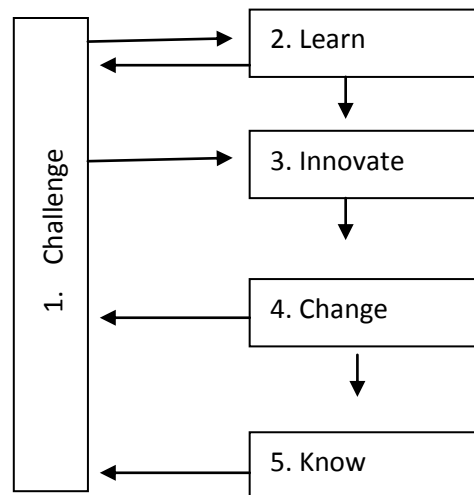
The CLICK model dictates that the knowledge worker should follow the following five steps in order to ultimately perform to the required standard:

- analysis of a performance *challenge;*

- *learn* how to deal with the challenge;

- develop an *innovative* solution towards overcoming the challenge;

- implement the necessary *change* to the challenge and its solution;

- based on the learning that took place due the initial challenge, the worker *knows* specific strategies of dealing with the challenge and the challenge has become part of the worker's knowledge system.

2.4.4 Balanced Scorecard model

Balanced Scorecard (BSC) model, as explained by Minnaar (2010: 158), is more advanced compared to simple scorecards. In simple terms, scorecards suggest cards that reflect scores – and these scores are the results of the performance evaluated in the institution. However, Minnaar (2010: 158) argues that it is beneficial for organisations to rely not only on scorecards but Balanced Scorecards for performance evaluation. According to Minnaar (2010: 158), the BSC provides managers with the instrumentation they need to navigate to future competitive success. In addition, Roos (2009: 38) maintains that BSC is a model that is extremely used in South Africa. She further argues that Balanced Scorecard is a tool that uses indicators to communicate strategy and measure its successes by operationalising strategic discussions, and by assigning accountability for well-defined results (Gering & Rosmarin as quoted by Roos, 2009: 38).

Sarrico (2010: 149) contends that the most known and rooted model in the practice of organisations is the BSC, developed by Kaplan and Norton in 1992. The intention of the model was to measure both short and long term objectives of organisations and provide a holistic view of how the organisations are performing (Maila, 2006: 45). This model points to a balance of measures: operational (speed, productivity, resource utilisation), financial (costs, revenues, return on capital), external (market share, client satisfaction), and development (need for the organisation to learn, change, and develop terms of training, research, communication, identification of problem, and problem solving).

Sarrico (2010: 149) further argues that managers [supervisors] tend to use, above all, operational and financial measures, using less client-based measures and even less developmental and learning measures.

Maila (2006: 45) attests that the BSC allows organisations to determine what the value drivers or right things are towards achieving its mandate. Key performance indicators (KPI) should be used as a basis for establishing how the organisation is doing at any specific time. It is further argued by Maila (2006: 45) that the BSC translates the organisation mission and strategy into a comprehensive set of performance measures against which performance progress can be monitored. It can be used to identify processes that must be performed exceptionally well for an organisational strategy to succeed (Kaplan & Norton, 1996: viii as quoted by Maila, 2006: 45). The BSC is therefore a model for clarifying, communicating and managing an organisation's strategy (Maila, 2006: 45; Sarrico, 2010: 149).

2.4.5 The selectionist and adaptationist model

In contrast, Andrews, Boyne and Enticott (2006: 274) contend that theories of organisational failure are typically influenced by both the selectionist and adaptationist models of organisational change. The selectionist model propounded by organisational ecologists suggests that the strategic choices available to organisations are largely determined by the environment in which they operate. As a result, organisational performance and failure are the outcome of a process of 'natural selection', whereby those organisations that do not fit their environment are 'selected out' and 'die'. Andrews et al. (2006: 274) further mention that by contrast, the adoption model suggests that organisations can adjust to environmental conditions, provided that they adopt the correct strategies for maximising their resource capacity. Thus, in public service performance, high performing organisations meet or manage the expectations of critical interest groups, minimising their dependence on external contingencies. However, poor performing organisations consistently fail to manage the supply of essential resources, leading to the departure of key interest groups and increasing vulnerability to external pressures (Andrews et al., 2006: 275).

The researcher's summary of the aforementioned performance management models, draws to a conclusion that most models are result-driven. The PMDS policy also drives performance of officials or employees in the Department of Education towards specific outcomes (that is, quality service delivery in the form of quality public education to all). Hence, the PMDS processes are result-oriented. It is therefore imperative in this study to highlight the following graphic illustration of a result-oriented framework:

Figure 2.3
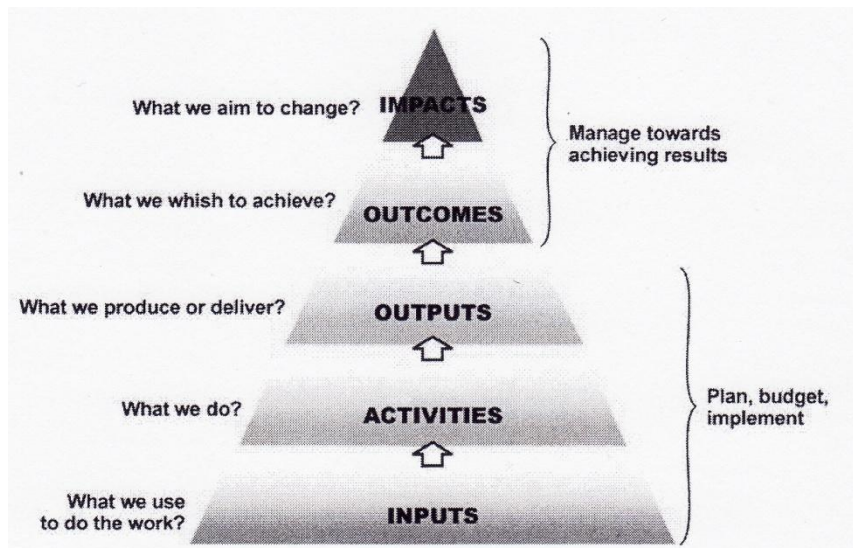
Source: National Treasury of South Africa, Framework for Managing Performance programme (Pretoria, Government Printers, 2007: 6) cited in (Roos, 2009:22)

In evaluating officials' performance in the districts for example, performance indicators should be used to measure the extent to which outcomes were achieved. Performance indicators as stated by Roos (2009: 20) define the relationship between outputs and outcomes. Thus, performance outcome indicators measure the impact on broader society of the outputs of a particular programme. Furthermore, Roos (2009: 20) explains output indicators as indicators that measure whether a set of activities and processes yield the desired products. They are essentially effectiveness indicators. They are usually expressed in quantitative terms (for example, number of or percentage of). As

the performance [output] of officials is measured using performance indicators, some emerging trends in the PMDS process are identified in 2.5 below.

The aforementioned performance management models and approaches are embedded in certain theories. For this study, it is therefore imperative to briefly discuss the following performance management theories that to a large extent relate to the above said models and approaches.

2.4.6 Reinforcement theory

As Shields (2007: 76) notes, the reinforcement theory is the oldest process theory which derives from E.L Thorndike's 'law of effect', which posits that behaviour that results in a pleasurable outcome is likely to be repeated whereas behaviour that results in an unpleasant outcome is unlikely to be repeated. Through a process of learning and reinforcement, people tend to perceive a link between behaviour and consequence. Thus, positive reinforcement of desired behaviour elicits more of the same; punishment of undesired behaviour (negative reinforcement) elicits less of the same (Skinner 1969; Steers & Porter, 1991: 10-12).

Shields (2007: 76) further argues that reinforcement theory makes the following four points about the association between motivation, effort and rewards:

1. Rewards do reinforce performance.
2. To reinforce desired behaviour, rewards must follow immediately after the behaviour.
3. Behaviour that is not rewarded will be discontinued (extinguished).
4. Withholding rewards (or reward increase) is a powerful means of discouraging unwanted behaviour or misbehaviour.

In view of the above, it is clear that performance incentives have a positive and powerful role to play in reinforcing desired behaviour in situations where financial incentives are highly valued. Extrinsic motivation in the form of financial rewards therefore encourages employees to improve their performance at workplace – especially when rewards follow immediately after the expected outcome has been achieved.

2.4.7 Expectancy theory

Expectancy theory as pioneered by Lawler in 1970s is based on the assumption that work behaviour is determined by individual expectations of the likely consequences of such behaviour (Shields, 2007: 77). This theory further seeks to explain and predict worker motivation regarding anticipated actions as well as the rewards. Employees' behavioural choices depend on the likelihood that their actions will produce specific results or outcomes that are attractive to themselves. Expectancy theory also emphasises individual perception, judgement and choice in particular contexts and assumes that people make rational decisions on the basis of accurately perceived economic realities.

Shields (2007: 78) further presents Vroom's model as a typical expectancy theory which depends on the following three cognitions or motivational elements: a) valence [reward attractiveness] – motivated by the question "*how much do I really want this potential reward?*" b) instrumentality [perceived performance – reward linkage] motivation question being "*if I achieve the required level of performance, how likely am I to be rewarded positively for it?*" and c) expectancy [effort – performance linkage] with the motivation question *"can I achieve the required performance with the skills and resources at my disposal?".*

The Vroom's model virtually depicts the maximisation of the three motivational elements for improved productivity in an organisation. In view of the expectancy theory, a performance-contingent reward will be effective only if the link between effort and reward is clear and the value of the promised reward is seen to be worth the extra effort. The implication is that employees will do what they think they are capable of doing in the way of task performance (effort) provided that they feel that the promised reward is genuine (instrumentality) and that the rewards themselves are worthwhile (valence).

However, limitations of expectancy theory as argued by Shields (2007: 80) inter alia, are that the theory assumes rather than explains the differing valences that employees place on anticipated rewards; the value placed on the reward will depend on the

salience of individual needs; the assumption that behaviour is rational and premeditated when we know that much workplace behaviour is impulsive and emotional; and that the expectancy theory fails to distinguish adequately between extrinsic and intrinsic valences.

2.4.8 McClelland's achievement motivation theory

Achievement motivation theory posits more emphasis on the following three acquired needs by managerial employees: 1) need for "affiliation" referring to the desire for friendly and close interpersonal relationships; 2) need for "achievement" referring to the desire to excel and succeed; and 3) need for "power" which refers to the need to influence, control and direct (Buber, 2007: 26; Shields, 2007: 69). McClelland's hypothesis is that these needs emerge over time through experience. Furthermore, he contends that all the three needs can be drawn out via appropriate human resource development initiatives, and that the salience of each need will vary according to the individual's position in the organisational hierarchy (Shields, 2007: 70).

In line with McClelland's theory, ordinary employees are motivated principally by the need for affiliation, junior and middle managers primarily by the need for achievement, and senior and executive managers by the need for power. He further proposes that employees with high achievement need will prefer jobs which offer personal responsibility, feedback and moderate rather than high risk.

The general implication in this theory is that human resource practices should be tailored to suit the different employees' needs. As such, there is differentiation regarding where emphasis is laid on employee need according to employee's position in an organisation. For ordinary employees, emphasis is on teamwork and collective incentives; for junior and middle managers, emphasis is on providing promotional opportunities and rewards that are contingent on individual high performance, while for senior executive managers, the accent is on recognising leadership impact, influence, authority and risk-taking (Shields, 2007: 69-70).

2.4.9 Herzberg's two-factor theory

Thomas (2008: 58) describes Herzberg's two-factor theory as a motivation-hygiene theory or a dual-factor theory which is based on the assumption that two distinct sets of factors influenced work behaviour: 1) 'hygiene factors' and 2) 'motivators'. These two sets of factors emanated from Frederick Herzberg's research project that sought to explore work experiences that made employees to feel 'exceptionally good' about their jobs and those that made them feel 'exceptionally bad' about their jobs.

Factors that made the respondents dissatisfied had to do with pay, poor relations with supervisors and co-workers, status, security, employer policy, administration and poor work conditions – thus things to do with job context [hygiene factors]. The factors that elicited positive feelings about their jobs were those to do with job content [motivators], such as mastering a new task, learning a new skill or completing a challenging assignment (Shields, 2007: 71).

2.4.10 Goal-setting theory

Goal-setting theory since mid-1980s has come to occupy a central position in both academic and practitioner thinking about motivation and performance, and is also regarded as the dominant theory in the academic literature on motivation (Latham & Locke, 2006: 296).

As defined by Latham and Locke (2006: 332), a goal is a level of performance proficiency that we wish to attain within a specific time period. Goal-setting theory contends that individuals are most motivated when 1) they are set specific but challenging goals, 2) they have strong commitment to those goals and 3) they have a high sense of self-efficacy regarding goal achievement. Goal-setting theory is based on the premises that a) the more employees know about what is required of them performance-wise, the stronger their identification with the goals set and b) the more precise and frequent the feedback on how well they are going in meeting these requirements, the greater motivational effect will be (Shields, 2007: 80-81).

Goal-setting theory has the following practical implications for effective performance management:

- Clear and specific goals are more motivating than generalised and imprecise statements to do with performance requirements that simply exhort the employee to "do a good job".

- Difficult but attainable goals (that is, stretch goals) motivate more than those which are easily attained.

- Feedback on task performance enhances motivational effect.

- For goals to produce higher performance, employees must have knowledge, skills, abilities, materials and equipment (that is, instrumentality) to accomplish them and must believe that they can accomplish the goals set (that is, they must feel self-efficacy).

- Goals must be accepted or "owned" by the employee. One way to achieve this goal commitment is to have employees participate in goal selection, measurement and interpretation.

- Self-regulation of performance (via participative goal-setting and reflection on feedback) is a more effective motivational approach than is the formula for reward and punishment characteristic of reinforcement theory behaviourism (Shields, 2007: 82).

In summarising the above implications, it is clear that the effectiveness of goal-setting is therefore mediated by goal commitment, feedback acceptance and self-efficacy.

2.4.11 Social cognitive theory

Bandura's social cognition theory (1986) emphasises the positive role of self-regulation. This theory further emphasises the importance of 1) employees' belief that they can accomplish the task, 2) high-order needs for - achievement, esteem and self-actualisation and 3) task autonomy (Shields, 2007: 82).

Social cognition theory suggests that employees should be given considerable task autonomy and regular positive feedback on performance strengths and deficits. It further posits that it is vital for employees not just accept the set goals but also be confident that they have the capacity to achieve the goals and have personal control over outcomes (Shields, 2007: 83).

If goals are not achieved, goal acceptance, self-efficacy and confidence in feedback accuracy predict whether employees will either redouble their efforts to achieve or lose motivation. This process can be assisted as Shields (2007: 83) attests, by means of performance development practices such as employee counselling, mentoring, role modelling, individual and group coaching, competency assessment programmes, etcetera. Social cognition theory thus emphasises the importance of personal development as well as social and developmental rewards.

2.4.12 Cognitive evaluation theory

Cognitive evaluation theory was developed by Deci and Ryan in 1985 and is also known as intrinsic motivation theory. It contends that the use of extrinsic rewards (and punishment) may destroy the intrinsic motivation that flows from inherent job interest. This theory mainly focuses on the direction of motivational strength rather than on its intensity and duration (Shields, 2007: 83).

Unlike expectancy theory which posits that task motivation and behaviour involve rational premeditation [whereby employees think of the possibilities before deciding on a course of action], cognitive evaluation theory assumes that employees are more likely to act first and evaluate, rationalise and ascribe meaning and then motivate to what they have done only after the event. The likely asked question in this theory is: *Why have I done this?* rather than *Why should I do this?* (Shields, 2007: 84)*.*

Shields (2007: 84) also attests that in this theory, individuals who have been deriving high intrinsic rewards for their work may radically revise their self-attributed motives for doing the work once a financial incentive is offered.

In conclusion, the aforementioned theories somehow touch-base the realisation of the models and approaches discussed earlier in 2.4.1 to 2.4.5. The PMDS policy, processes and implementation in district offices are to a large extent guided and informed by these theories. The models, approaches and performance management theories have collectively led to the following emerging trends and issues in PMDS.

2.5 Emerging trends and issues in Performance Management and Development Systems in education

The PMDS as an evaluation tool of performance management in education institutions has emerged certain trends with time since its inception. According to Moynihan (2008: 3), public managers are requested by government to justify their actions not just in terms of efficiency but also by the outcomes [service delivery] they produce. The public sector [such as education department] is expected to be able to demonstrate its value and to constantly seek new ways that foster performance (Moynihan, 2008: 3). As managers evaluated performance in education, the following emerging trends and issues regarding PMDS were identified.

2.5.1. Bias and favouritism in ratings

Numerous issues related to problems with ratings – for example, ratings are subject to bias [including favouritism] and often coloured by the nature of the relationship between supervisors and subordinates. Supervisors are often willing to inflate ratings to avoid having to give negative feedback (Varma et al., 2008: 189). Ratings used for decision-making tend to be lenient, with most employees receiving ratings on the high end of the scale. Ratings for development tend to be more variable reflecting both employee strengths and development needs (Varma et al., 2008: 100).

In his findings, Mguqulwa (2008: 91-93) reveals a general tendency in performance management of women being more committed to organisations than men. However, most women are likely to receive a moderate performance rating than men. Thus males' ratings on PMDS are usually higher than those of females irrespective of the level of hard work demonstrated by women in their workplace. The researcher's argument in

terms of Labour Relations (Act 66 of 1995) principles is that the manner in which women are inconsiderately rated in PMDS constitutes an unfair labour practice.

The bad news is: "Most people continue to feel that appraisals are really a waste of time and should be eliminated from the face of the earth" (Varma et al., 2008: 186). If PMDS is used for decision-making, numerical ratings are important. However, if the system is for development, there is less need for numerical ratings and, in fact these may detract from development (Varma et al., 2008: 100).

2.5.2 Service delivery

PMDS brought about a new dimension from the old system of notch profiles, merit and promotability assessments as prescribed by the Public Service Code (hereafter referred as PSSC), to a more systematic approach. In this emerging systematic approach, individual and organisational performances have to be aligned and measured in terms of service delivery (Maila, 2006: 5). However, Maila (2006: 70) further attests that the introduction of PMDS had not as yet brought the desired impact on service delivery. According to Maila (2006: 71), the biggest impediment for service delivery in public sector organisations, starts with bad strategy formulation, which is lack of clearly defined strategic goals, outputs and measures (targets and indicators).

Another emerging trend in PMDS is the utilisation of the Balance Scorecard (BSC) (Maila, 2006: 8). The BSC, being the operational excellence strategy used by the public sector, in particular, has a great value in the way it forces public sector managers to make choices and carefully define their mission and targeted constituents. The use of the BSC is aimed at assisting public organisations to accomplish their mission objectives at lower cost, with fewer defects and less time (Kaplan, 2000: 3-4 quoted in Maila, 2006: 8).

As Mkhize and Ajam (2006: 769) observe, service delivery and performance measurement are crucial in facilitating the assessment of the impact of departmental output on government's key policy priority. However, the emerging trend is that the

departments [including education] need to develop performance measurement encompassing one or more of the following dimensions or elements of performance:

- *Quantity*, volume or level of output to be delivered.

- *Quality* at which outputs are to be delivered.

- *Cost* of supplying the output.

- *Timelines* or timing required for delivery of outputs (Mkhize & Ajam, 2006: 769).

2.5.3 The goals versus feedback

According to Mguqulwa (2008: 48), goals and feedback work together to effect goal accomplishment. Employees need feedback to help calibrate their progress toward a goal, as well as to suggest ways to adjust the level or direction of their efforts or to shift performance strategies. Therefore, the trend is that the combination of goals plus feedback is more effective than goals alone (Mguqulwa, 2008: 48). Recent work in this area suggests that feedback interventions do not always work according to the plan. A critical part of any PMDS must be the provision of feedback to employees. One of the most important findings of Kluger and DeNisi (1996 in Varma et al., 2008: 259), is that overall feedback interventions are less effective than had been previously believed.

Kanyane and Mabalane (2009: 60) contend that in PMDS performance review is one way of giving feedback to employees on whether they are doing good or mediocre job. However, they further argue that many managers avoid evaluating employees just as their underlings tend to cower when they [managers] hear the word "Performance Review". Thus, feedback on performance is important as it can result in insecure people creating a ruthless, gossip choked atmosphere within the organisation.

2.5.4 Coaching and motivation

Bratton and Gold (as cited by Kanyane & Mabalane, 2009: 61) confirm that the recent trend towards PMDS has gone some way to reconcile the competing uses of assessment and appraisal in organisations. A great deal of faith in PMDS is however

put in management support as appraisers and facilitators of other people's development. Kanyane and Mabalane (2009: 63) concur with the latter statement by mentioning that leadership plays an important part in classical and behavioural management which may be defined as a way of stimulating and motivating subordinates to accomplish assigned tasks.

Another emerging trend according to Kanyane and Mabalane (2009: 66) is that a person's training and development are geared to his or her needs, as indicated by the PMDS process. Hence, training is linked to job performance and each organisation should have a training policy that provides advice, opportunities, facilities and financial support for employees.

The effective implementation of PMDS, like any other policies and processes, depends on how well managers perform their human resource functions. Marais (2011: 6) argues that "many managers don't have the skills to effectively manage employees". Furthermore, PMDS is regarded by many managers as a time-consuming process and thus, this perception, is the root of many problems in education (Marais, 2011: 6).

In conclusion, with the emerging trends revealed by the literature, the extent to which these trends impact on the progress of the PMDS and its challenges will be explored in the following sub-heading.

2.6 Performance Management and Development Systems in South African context: progress and challenges

PMDS in South African context has been presented in a threefold framework, namely; as performance management systems for (a) school-based educators, (b) office-based educators and (c) public service staff (institutional and office based). The performance of school-based educators is officially managed through the implementation of the Integrated Quality Management System (IQMS) (Bisschoff & Mathye, 2009: 394). The office-based educators' performance is managed using Performance Management and Development Scheme for educators (PMDS-Ed) (Mathula, 2004: 10). The performance of both institutional public service and office-based public service staff is managed

through the Performance Management and Development System for public service (PMDS-PS) (Informus, 2010: 1).

It is the intention of the researcher therefore, to approach PMDS in South African context, using the above-mentioned performance management framework.

2.6.1 IQMS progress and challenges

On the 27th August 2003, a Collective Agreement 8 (IQMS) was signed by Education Labour Relations Council (ELRC) members as an effort to align performance of school-based educators with the strategic objectives of the Department of Education. IQMS as a tool to manage performance has two benefits for educators, that is, educator development and salary or grade pay progression (ELRC Collective Agreement 8, 2003). However, the implementation of IQMS still faces serious challenges as highlighted by Bisschoff and Mathye (2009: 398). The challenges are indicative of the fact that managing and improving educators' performance is still far-fetched. The following are Bisschoff and Mathye's (2009: 397) findings and conclusions that led to failure of the implementation of IQMS as policy.

2.6.1.1 Insufficient funds for IQMS advocacy

From the four interviews conducted, it is evident that there were no sufficient funds allocated to the IQMS advocacy (Bisschoff & Mathye, 2009: 396). Hence training workshops for educators were switched from three day to one day or even half a day. The quality of cascading the process of educators' performance has been compromised from the beginning.

2.6.1.2 Training provided to educators during advocacy

Due to the shortened period of educators training on IQMS, the quality of workshops was highly compromised. The haphazard way of conducting IQMS training by the district and provincial officials was also perceived by educators as lack of commitment and confidence from the side of the department (Bisschoff & Mathye, 2009: 398).

2.6.1.3 Need for more official and secure sources of information for educators

From the remarks made by the participants, there was total confusion on the sources of information with regard to IQMS. A remark such as: "*Some government officials told us verbally that we are going to start with IQMS",* expresses the notion that the district officials did not have a formal and well established management plan of cascading down IQMS to school based educators. The very remark also confirms the unplanned and haphazard way of implementing PMDS in the districts (Bisschoff & Mathye, 2009: 398).

*2.6.1.4 Monitoring of the implementation process of IQMS**

Some schools were notified that the departmental facilitators will do school visits to help educators implement IQMS accordingly. However, some of the schools were seemingly never visited and thus left unmonitored. The following participant's remark is self-evident: "*I only received a circular indicating that from such a date up to such a date they[departmental facilitators] will be moving around, but none of them ever came to our school"* (Bisschoff & Mathye, 2009: 400).

In concluding their study, Biscchoff and Mathye (2009: 400-402), argue that IQMS as a tool for managing performance in schools has not yet yielded the expected outcomes due to failure of the cascading model on the advocacy of IQMS. Some other contributing factors to the ineffective implementation of IQMS are: a) lack of clarity of the IQMS content, b) contextual factors, for example, overcrowding in classrooms, abnormal learner-educator ratios, etcetera and c) confusion on the conceptual framework of IQMS.

2.6.2 Performance Management and Development Scheme for educators (PMDS-Ed)

The performance of the office-based educators is managed by their supervisors (managers) from 1st April to 31st March – thus a twelve month performance cycle. Office-based educators in this study refer to College and School (CS) educators. As Mathula (2004: 10) writes, PMDS-Ed policy emphasises the importance of integrating

the various processes in the scheme into the normal work of supervisors and officials and not view them as some additional administrative requirement.

Mapesela and Strydom (2006: 1) contend that despite the already introduced PMDS, South African higher education is still facing an unprecedented number of demands for increasing public accountability, responsiveness, capacity-building, efficiency and effectiveness. The status quo directly impacts on public service delivery to a larger extent. The researcher's theory is that the level and quality of education acquired by the incumbent [in higher education institution], to a larger extent, determine the quality of service the incumbent will provide. It is therefore clear that service delivery and PMDS are complementary factors. Like any other system, the introduction of PMDS in the Department of Education has been faced with various challenges, including to:

- ensure that all the employees are informed, namely salary level 1 to 12;

- develop a performance instrument; and

- ensure that officials are supported to evaluate themselves in terms of performance development in a short space of time (Ravhura, 2006: 23).

Other two challenges expressed by Ravhura (2006: 79-84) in concluding his study, relate to lack of knowledge of the PMDS policy and insufficient training on PMDS process.

2.6.2.1 Not-so-known PMDS policy

Policy is a guideline to the implementation of any process. However, 82.5% of the operational workers [officials], 75% of the junior management [supervisors] and 35% of senior management then, did not know of any policy document on performance management in the Department of Education. That is why PMDS policy is still not effectively implemented.

2.6.2.2 Ineffective training on PMDS process

Most operational workers (officials) and junior management did not know about the training sessions organised by the department, except just a few of the senior management [supervisors] who attended. The responses probably suggest that the training was offered to few supervisors and their subordinates [managed officials] (Ravhura, 2006: 60). It is evident from the analysis that there had not been proper training on the PMDS. It also came up clearly in the analysis that the respondents were unable to judge job performance in term of competence, effectiveness, relationship, work completeness, and dedication. It is needless to indicate that insufficient training in PMDS could have contributed to employees not being properly informed on the objectives of PMDS.

2.6.2.3 Non-compliance to the PMDS

According to the Public Service Commission Report (2008: 1), compliance of the Senior Management System (SMS) employees in the implementation of PMDS in the Eastern Cape Province was unsatisfactory. Although North West Province was found to be better compliant, non-adherence to the performance agreements was a serious issue.

The factors which led to non-compliance by the SMS staff were among others:

- lack of signatures on the performance agreements/performance evaluation documents;

- lack of training on the PMDS;

- performance agreements did not distinguish between Key Result Areas (KRAs) and the Core Management Criteria (CMC); and

- lack of Personal Development Plans (Public Service Commission   Report, 2008:vi).

In this Public Service Commission Report (2008) presented to the Parliamentary Monitoring Group (PMG), it was noted that the PMG committee members commented

that the presentations painted a very gloomy picture of the PMDS. The report further highlighted that the Department of Education (DOE) was found to be 100% non-compliant on the inclusion of personal development plans in the performance agreements of senior managers. Based on the report analysis, it could also be concluded that the non-compliance of the Department of Education with regard to no signatures on performance agreements, might have led to the lack of improvement in the performance of the department in general. In the researcher's view, signing a performance agreement is a contractual obligation against which employee's performance can be measured, monitored and evaluated.

In conclusion, the literature review has presented the extent to which the PMDS progressed and identified some of the challenges in South African performance management systems. With the challenges and the level at which the PMDS policy has been implemented in the Department of Education, the researcher presents the following critical analysis.

2.7 Critical analysis of Performance Management and Development Systems in South African education policy

PMDS as an ELRC collective agreement was formulated in line with the National Education Policy Act (NEPA) 27 of 1996. As articulated in the NEPA 27 of 1996 clause 8(1), the Minister of Education directs that the standards of education provision, delivery and performance be monitored and evaluated by the Department annually. The PMDS processes therefore inform performance management of employees in the Department of Education with reference to the following:

2.7.1 Aim and objectives of the PMDS

The aim of the PMDS policy is primarily to provide a uniform performance management system for the Gauteng Provincial Government. This aim is anchored in the following objectives:

a) Performance will be managed on a continuous and consistent basis in order to ensure that strategic objectives are met by

- reviewing past performance;

- assessing current performance;

- setting performance objectives;

- improving current performance;

- assisting in career planning; and

- determining recognition and rewards.

b) Staff can be encouraged to align their individual aspirations with developmental objectives in order to enhance a sense of ownership of the objectives;

c) Staff rendering exceptional performance can be identified and rewarded;

d) Staff rendering unsatisfactory performance can be identified and remedial action taken in as short a time frame as possible;

e) Training needs can be identified; and

f) Service Excellence is pursued (PMDS Policy, 2002: 4-5).

The aforementioned objectives unite a number of related tasks and processes involved in managing performance of employees. The tasks such as goal setting, monitoring; coaching; giving feedback; gathering information; and rating an employee's work are supported by Ravhura (2006:10), Mguqulwa (2008: 45-46), Minnaar (2010: 35-36) as being integral components in processes of performance appraisal and reward system in the PMDS policy. However, with these tasks and processes, the PMDS policy mainly aims to achieve two outcomes namely; employee personal development and rewards for good performance.

The researcher's critical analysis of the PMDS policy will therefore be primarily based on its implementation with special reference to performance agreements, performance monitoring and evaluation, personal development and the rewards on good performance of employees.

2.7.2 A need for performance agreements

Performance agreement involves supervisors and employees agreeing on objectives and standards of performance to guide performance and performance assessment. It is the outcome of a process that links individual performance plans to organisational goals and defines what is required to achieve effective performance (Performance Management System Handbook, 2010: 6). In addition, Minnaar (2010: 131) defines performance agreement as an explanation of the nature of the system, the procedures and methodologies that will be applied when performance is measured, a schedule with period according to which performance will be evaluated.

In line with the PMDS policy (GPG, 2002: 8), a performance agreement shall be:

(a)   developed for each official on salary ranges 1 to 12 on an annual basis, before 1   April, but not later than 1 calendar month after 1 April each year;

(b)   developed by immediate supervisor of an official, in consultation with such official for input and approval by Directors/Chief Directors;

(c)   agreed upon between the relevant supervisor and official;

(d)   signed and dated by the relevant supervisor and official, once agreement has been reached; and

(e)   come into full operation with effect from 1 April each year.

The researcher's viewpoint is that performance agreement is a legal and contractual process providing a specified operational framework for employees in an organisation. For starters, before any work-related activities commence, a performance agreement must have been settled. However, the literature reveals this first and most important step in the PMDS as a non-starter for many employees. The Public Service Commission Report (2008) concurs with the latter statement indicating that performance agreements were not signed for, even though performance bonuses were paid out to employees in the 2007/2008 financial year. For this reason, in the researcher's analysis, the PMDS policy regarding performance agreement has not been effectively implemented; hence performance standards are neglected and or compromised.

In the event performance agreements are not signed by managers and employees, the implication is that the goal setting in the PMDS process is devoid. The PMDS policy (2002: 8) stipulates that goal setting is the interaction between the manager and official which serves to identify the official's major responsibilities for the year. Furthermore, the policy indicates that the official must understand the relevance of his or her position in the institution and how his or her performance impacts on the holistic performance of the institution. Goal setting is therefore part and parcel of the performance agreements which as mentioned by Minnaar (2010: 59), is the strategic formulation process to facilitate performance management of employees in a SMART way.

2.7.3 Performance monitoring and evaluation

According to the PMDS policy (2002: 10-13), monitoring is done through performance reviews on quarterly basis while evaluation is done in the form of the annual formal performance evaluation at the end of the performance cycle. In the PMDS policy, monitoring and evaluation are dealt with separately. However, the researcher concurs with Minnaar's (2010: 157) argument that while continuously monitoring employee's actual performance, performance evaluation must be done at regular intervals as well. Minnaar (2010: 157) further identifies two forms of evaluation that managers could use namely; formative evaluation (taking place on regular intervals, for example, quarterly) and summative evaluation (taking place only once at the end of the performance cycle).

(a) Monitoring performance

Luecke (2006: 36) explains monitoring performance as essential periodic progress checks. In addition, he provides the following three important reasons for periodic progress checks: first they provide opportunities to remind employees about goals and the importance of these goals; second, periodic checks give one a chance to offer positive feedback on employee's performance; and third, these checks can help one to spot small problems before they worsen.

In terms of the PMDS policy (2002: 10-11), the supervisor or manager of the official shall be responsible to facilitate the review session of the official's progress according to his or her performance agreements, provide feedback and allocate the ratings accordingly. However, the literature reveals that many managers do not have the skills to effectively manage subordinates -they visibly tend to manage their subordinates on PMDS once a year instead on a daily basis (Marais, 2011: 6).

(b) Performance evaluation

Smither and London (2009: 22) define performance evaluation as the extent to which the desired behaviour have been displayed, and whether the desired results have been achieved. They further indicate that this also includes an evaluation of the extent to which the goals stated in the development plan have been achieved. Minnaar (2010:

157) is also in support of Smither and London (2009: 22) and adds that performance evaluation requires official institutional and individual scorecards which compare planned performance, as captured in organisational or individual performance plans [performance agreements] against the actual performance of the employee. The literature reveals balanced scorecards as the most relevant instrumentation to assist managers to navigate to future success. The balanced scorecards translate an organisation's mission and strategy into a comprehensive set of performance measures (Minnaar, 2010: 158; Maila, 2006: 49; Ravhura, 2006: 27).

The PMDS policy (2002: 14) provides supervisors and officials with a five-point rating scale which is not objectively distinguishing the ratings 1 to 5. The five-point scale uses relative terms that create more subjective measurement for individual's performance evaluation. The researcher's opinion is that there is no clear line of demarcation between "very effective" (rating 4) and "clearly outstanding" (rating 5) performance. What depicts clearly outstanding performance to an official may even be regarded as being "effective performance" (rating 3) or even lesser by the supervisor.

The policy further stipulates that where a rating of "not yet effective" (rating 1) is allocated to an employee, concrete and conclusive evidence in substantiation thereof as well as proof of remedial steps taken to address underperformance shall be provided by the supervisor of the official being evaluated. Where the supervisor cannot provide such, a rating of "effective performance" shall be allocated (PMDS policy, 2002: 15). The stipulated PMDS policy clause, practically calls for an effective ongoing performance monitoring and evaluation as indicated by Minnaar (2010: 157-158), whereby employee's performance would be easily tracked, assessed, pitfalls identified, and coaching and mentoring done by supervisor daily or regularly.

The challenge is however, as revealed by literature, that often many managers have no idea how to effectively carry out a performance evaluation/appraisal meeting or lack the interpersonal skills to do so and use these sessions to point out problems with performance (Squire, 2010: 20; Marais, 2011: 6). Additional to this challenge as argued by the DPSA (2009: 4), is that evidence from departments indicates that the

commitment from line managers to PMDS needs to be strengthened to ensure improvement in the system. The researcher therefore maintains that the ineffective implementation of performance evaluation of officials by their supervisors, have adverse effect on the personal development and the performance rewards system of officials.

2.7.4 The personal development of officials

One of the strategic objectives of the PMDS policy (2002: 4) is to improve the current performance of employees. Improving performance of employees therefore calls for the identification of individual employees' needs in an endeavour to establish comprehensive personal development plans for each employee [official]. Minnaar (2010: 131) asserts that personal development process is implemented through a specified personal development plan which basically contains details of the development and training which an official must undergo to improve his or her competencies, skills and knowledge in specific targeted areas of responsibility.

It is in the researcher's opinion that personal development of employees in an organisation in a long run results in a comprehensive performance improvement of the entire organisation, and thus the broader strategic aim of the PMDS in education – "*to provide quality public education to all - enhanced by government which must work harder, faster and smarter*" (State of the Nation address by President JG Zuma, 2010: 7). However, the mere fact that literature reveals that an extensive number of officials in the Department of Education did not receive training on the PMDS (Ravhura, 2006: 61), implies less performance reviews took place and hence, few officials have undergone personal development.

2.7.5 Rewards and recognition on performance of officials

The researcher's argument is that too much injustice has overcastted the rewards and recognition system in education institutions. Citing examples: performance agreements were not signed nevertheless performance bonuses were paid to officials (Sangweni, 2008: 12), and some supervisors or managers lack knowledge and interpersonal skills to monitor and evaluate officials performance (Marais, 2011: 6; Squire, 2010: 20). If

there are no proper performance agreements signed by supervisors and officials, the status quo may lead to lack of monitoring and evaluation of officials' performance and ultimately result in fraudulent performance ratings and undeserved rewards recognition.

The incapacity of managers in the implementation of the PMDS has also put the Department of Education in disrepute. For example, the Free State Department of Education selectively paid bonuses to employees in terms of the 2007/2008 PMDS cycle (Zodala, 2010: 8). This education department's action led to the litigation by the Public Servants Association of South Africa (PSA) and the court found the education department guilty, hence instructed the department to pay all legal costs and performance bonuses to all liable employees from 2006 till 2008 (Zodala, 2010: 8). In the researcher's view, the costing service standard in the operationalisation of the PMDS process was highly compromised by the lack of knowledge from the side of managers or supervisors in the Department of Education.

In accordance to circulars 61 of 2006, clause 9.2 and ELRC Collective Agreement No. 3 of 2002 clause 13, there is no differentiated performance payment for educators who have been rated 3, 4 and 5. The researcher's opinion is that seemingly performance measurement is therefore "one size fits all" irrespective of whether the official performed clearly outstanding or just good – they are all paid 1% for their varied efforts. The status quo may reduce the outstanding performance of some dedicated officials into mediocrity which can lead to the aims and objectives of the PMDS policy to be compromised.

2.8 Chapter summary

In conclusion, the researcher's analysis in this study focused on the implementation of the PMDS policy as driven by its aim and objectives. It became clear that the intended aim and objectives of the policy have been compromised due to the incapacity of supervisors with regard to performance monitoring and evaluation. Secondly, the researcher identified the policy gaps which to a certain extent have led to the non-implementation of the policy itself. There has been an indication of ambiguity in the conceptualisation of ratings, rewards and recognition of good to excellent performance

of officials. The high level of accountability of supervisors in the implementation of the PMDS in district offices cannot be overemphasised. However, even though the policy does not clearly spell it out, the failure of the PMDS in education rests on the shoulders of managers. Andrews, Boyne and Enticott (2006: 276) are in support of the notion that policy makers often assert that mismanagement is at the heart of performance failure. In the following chapter, the researcher explains the research design and methodology as well as different data collection instruments used to collect data to establish the extent to which PMDS is managed in the districts of the GDE.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

In this chapter, the research methodology and the procedures followed in this study are presented. As mentioned in chapter one, the study focuses on the management of performance and development systems in the districts of the GDE. This study is a social scientific research. As Babbie (2008: 97) argues, the researcher conducts this type of research to explore the persistent phenomena, describe and explain the perceptions and attitudes of the participants in their natural settings. The chapter explains how the study is designed and conducted. In addition, this chapter gives a succinct explanation of how participants were selected and includes data collection as well as data analysis used in the study. A mixed methods approach was the main research methodology used to explore and determine how districts are currently managing PMDS.

3.2 Research Design

Creswell (2009: 5) defines research design as the plan or proposal to conduct research involving strategies of inquiry and specific methods. As highlighted in chapter one, the mixed methods research approach has been used in this study. Both qualitative and quantitative strategies were combined in data collection and data analysis to explore the management of PMDS as a social phenomenon. Concurrent mixed methods procedures were used in this study. In Creswell's (2009: 14) view, concurrent mixed methods procedures enable the researcher to collect both qualitative and quantitative forms of data at the same time and then integrate the information in the interpretation of the overall results. The concurrent mixed methods will therefore be used in data collection and data analysis in an endeavour to understand the attitudes, perceptions and lived experiences of participants regarding the management of PMDS in the district offices of the GDE.

It is the researcher's view that the use of concurrent mixed methods in this study may benefit the inquiry in saving time during the data collection process since both semi-structured interviews and structured questionnaires were conducted simultaneously.

The following research strategy and visual model as demonstrated by Creswell (2009: 209) was adapted to inform the research design when collecting and analysing data in this study:

3.2.1   Concurrent Triangulation Design

Procedure
Semi-structured interviews → QUALITATIVE data collection → Product Text data

+ Procedure Questionnaire → quantitative data collection → Product Numerical data

Thematic analysis → QUALITATIVE data analysis → Themes   Statistical analysis → quantitative data analysis → Test Statistic

Themes verbatim → QUALITATIVE Results presentation → Words   Frequencies Percentages Pie charts → quantitative Results presentation → Graphs Tables

Data Results Compared

The aforementioned design places more emphasis on triangulation of data collected through qualitative and quantitative procedures. Triangulation in social science is defined by Creswell (2009: 204) as a research design that enables the researcher to describe, measure, manipulate and understand a phenomenon studied from two or more different perspectives. For Stake (2010: 123), triangulation is a form of confirmation and validation of evidence acquired in a study which makes a researcher more confident that the meaning perceived is right – since this meaning was

constructed from more than one vintage point. Any single research strategy has its limitations. As a researcher in this study, to overcome the limitations of single research strategy, I have triangulated the qualitative data from semi-structured interviews with the quantitative data from the structured questionnaires to construct meaning from more than one vintage point.

For this study, concurrent triangulation design model was used. Creswell (2009: 213) contends that in a concurrent triangulation design model, the researcher collects both qualitative and quantitative data concurrently and then compares the two databases to determine if there is convergence, differences, or some combinations. According to Andrew and Halcomb (2009: 43), the purpose of concurrent triangulation in an investigation is to validate the findings generated by each method through evidence produced by the other.

In this concurrent triangulation design model, *Qualitative* data, analysis and interpretation are written in capital letters while *quantitative* data, analysis and interpretation are written in lower case. Capitalisation, as Creswell (2009: 210) attests, indicates a weight or priority on the qualitative data, analysis and interpretation in the study. Even though both qualitative and quantitative data are concurrently used, the data collected qualitatively are emphasised and validated quantitatively. In this way, as Andrew and Halcomb (2009: 44) argue, the concurrent use of qualitative and quantitative measures will add to the depth and scope of findings.

As a researcher, if I reach the same conclusion from my interviews and questionnaires, I would likely be convinced with my conclusion as if I have validated the first conclusion by checking the same result again using another approach or strategy. I chose triangulation as a research strategy to ensure completeness of my findings and conclusions. My findings and conclusions in this study will be presented based on the interpretive paradigm as explained below.

3.3 Interpretive paradigm

The interpretive paradigm, as Stake (2010: 36) asserts, relies heavily on observers defining and redefining the meaning of what they (investigators) see and hear about the phenomenon. Interpretative paradigm is closely connected to qualitative research since qualitative research is sometimes defined as interpretative research (Stake, 2010: 36). However, interpretations by people can be faulty, it is the qualitative researcher's duty to minimise as far as possible the flaws in people's observations and assertions (Stake, 2010: 37). Hence for this study, triangulation strategy was used to minimise flaws in data collected to validate data interpretations and findings.

The focus of interpretive paradigm is on those life-experiences that radically alter and shape the meanings people give to themselves and their experiences. The meanings attached by the supervisors and district officials to PMDS as a phenomenon were interpreted based on their lived experiences. As argued by Stake (2010: 55), findings that were revealed in the management of the PMDS in districts, were not just findings but assertions of the supervisors and their officials in the GDE district offices. These assertions were therefore the best-developed meanings given to PMDS by the participants in this study.

As an interpretive researcher in this study, an interactive environment had been created by asking questions and observing the participants – thus this may change the situation the researcher is studying (Bassey, 2007: 43). I had been interacting with a number of district officials from various sub-directorates since I am a district official or employee too. My findings were analysed relative to the behaviour of my participants in this study. For this reason, Bassey (2007: 45) further attests that to the interpretive researcher the descriptions of human actions are based on social meanings; people living together interpret the meanings of each other and these meanings change through social intercourse. It is evident that social interaction of people is a cornerstone of individuals in constructing meaning and reality of their surroundings. Through the social interaction, people (district supervisors and officials) were in a better position to express their lived experiences with regard to the management of PMDS at district level.

3.4 Data collection

In this study, data were collected using individual in-depth semi-structured interviews. Data were collected from supervisors and district officials in the HRM, CDS, ECSP and IDS sub-directorates in the three Tshwane district offices. In addition, an audiotape was also used to record interviews to reduce the researcher's bias during data analysis process. Each participant was allocated between ten to thirty minutes interview session. Through the use of interviews, the researcher, as attested by McBurney and White (2007: 254), was able to probe questions in an attempt to gain in-depth knowledge of how supervisors manage the PMDS policy within the district offices.

During the process of interviews, the researcher also used the reflexive journal to explain some of the non-verbal aspects such as observed emotions, facial expressions, the district environment, etc. The reflexivity strategy will then add value to the thick description of data analysis about the district personnel's perceptions with regard to the management of PMDS.

Structured questionnaires were used to collect data from hundred respondents in the three Tshwane district offices. The data collected through questionnaires were used concurrently with the semi-structured interviews to construct meaning on how PMDS is managed within district office natural settings.

A documentary analysis was also of great value in this study. As Ravhura (2006: 34) attests, document analysis obtain a broad view of the study from relevant books and articles on PMDS as well as official documents containing primary data on specific actions related to PMDS in GDE. The data collected by documentary analysis among others revealed reasons for the introduction of PMDS policy, approaches and models of PMDS, trends and challenges in PMDS in general.

3.4.1 Methods of investigation

Three instruments that were used are face-to-face semi-structured interviews, structured Likert five-point-scale questionnaire and documentary analysis – that is, information from relevant books and articles on PMDS.

3.4.1.1 Face-to-face individual interviews

The individual interviews are in essence in-depth interviews. As Mack, Woodsong, MacQueen, Guest and Namey (2005: 29) mention, in-depth interviews are usually conducted face-to-face and involve one interviewer and one participant at a time. Furthermore, Hennink, Hutter and Bailey (2011: 109) describe in-depth interview as one-to-one method of data collection enhancing *"a meaning-making partnership"* between interviewer and interviewee. The in-depth interviews are an effective qualitative method for getting people to talk about their personal feelings, opinions and experiences. For this study, individual semi-structured interviews were used. Semi-structured interviews allowed for the ordering of questions to be employed flexibly to take account of the priority accorded each topic by the interviewer (Barbour, 2008: 17).

The researcher's contestation is that the semi-structured questions were constructed to interview participants on their perceptions, feelings, opinions and experiences regarding how PMDS is managed in their respective GDE district offices. The researcher has therefore engaged with participants by posing questions in a neutral manner, listened attentively to participants' responses, and asked follow-up questions and probed based on those responses.

The first section of the interview collected written information about the category of district unit, gender, designation (position), work experience and educational qualification of the participants. This section was used as part of the introduction to create a relaxed atmosphere prior the actual voice recording session. The second section focused on the general assessment of the management of the PMDS in the GDE. The questions were constructed to determine the awareness, existence and perceptions of the PMDS in the GDE as well as the alignment of policy to performance

management systems provincially and nationally. The third section contained questions on the implementation and maintenance of the PMDS. The final section gave the participants an opportunity to rate the general job performance of personnel (staff members) since the implementation of the PMDS. In addition, participants were also given the opportunity to assess and suggest any form of training and development needed for district personnel.

3.4.1.2 Questionnaire

A questionnaire is a set of written questions and or statements to which the research participants are to respond in order to provide data relevant to the research topic (Ravhura, 2006: 32). For this study, the main aim of the use of structured questionnaire is to find out views, perceptions and experiences of the personnel (staff members) about the PMDS in the districts of the GDE.

Structured Likert five-point-scale questionnaire were therefore used as the second research method to collect data in this study. The questionnaire was chosen for the purpose of evaluating how PMDS is managed by both supervisors and officials in the Tshwane district offices in the GDE. This is one of the most efficient ways to collect data because the researcher can administer a large number of participants simultaneously. The researcher has ensured that the questions were formulated to be simple enough and understood by all participants in this research project. For this study, hundred structured Likert five-point-scale questionnaires were therefore distributed to be completed by the PMDS supervisors and their managed officials in the three Tshwane district offices.

In this study, the questions in the questionnaire resemble the same format and pattern of themes as that of the in-depth interviews. The questionnaire consisted of close-ended and open-ended questions. It consisted of section A, which is biographical data; section B, which is knowledge and attitudes on PMDS; section C, which addresses the PMDS skills and section D which addresses general questions on the management of the PMDS. The questionnaire consisted of seventy-two items distributed among themes

related to the management of PMDS in the districts of GDE. The respondents were required to complete the questionnaire by making an 'X' mark on the appropriate number of their choice for each item on the Likert five-point scale. The Likert five-point scale of satisfaction legend consisting of: strongly agree, agree, neutral, disagree, and strongly disagree was used in section B. Another Likert five-point scale of competency legend consisting of: very competent, competent, undecided, not really competent and not competent was used in section C.

The questionnaire in this regard was basically an extended research tool for data collection, from which some interview questions might have been extrapolated as highlighted by Burton and Bartlett (2009: 97). The advantage of using a questionnaire as indicated by Ravhura (2006: 33-34) is a time saving instrument, relatively inexpensive and a large volume of data can be obtained. The researcher distributed hundred questionnaires to the three Tshwane district offices and only eighty were returned (see attached questionnaire in Annexure 2).

3.4.1.3 Documentary analysis

For the researcher to obtain a broad view of the study, relevant books, departmental circulars, policy documents and articles on the PMDS containing primary data on specific actions relating to performance management were reviewed to set the framework for the empirical analysis of the PMDS in the GDE.

3.5 Purposive sampling

Sampling is the strategy of selecting a smaller section of the population that will accurately represent the patterns of the target population at large (Cohen et al., 2001: 92). In an attempt to explore as much insight as possible regarding the role of supervisors in managing PMDS, a purposive sampling of supervisors and the managed officials in the following sub-directorate units of each district was used, namely: Curriculum Delivery and Support (CDS), E-learning Curriculum and Support Programs (ECSP), Institutional Development and Support (IDS) and Human Resource Management (HRM).

Purposive sampling enables the researcher to handpick participants on the basis of knowledge of a population and the purpose of the research (McBurney & White, 2007: 247, Kayrooz & Trevitt, 2005: 159). For this research, the sample was chosen for a specific purpose, that is, the sample (participants) with enough and specific information about the current practices related to the roles and responsibilities of supervisors in managing PMDS within the context of a District.

The choice of the above-mentioned sampling is informed by the following reasons: supervisors and officials in CDS sub-directorate units specialise in monitoring the curriculum and support schools with co-curricular activities; the IDS sub-directorate units specialisation is in the managerial and governance support to schools; the ECSP provides support on psychological and special needs for schools and lastly HRM sub-directorate unit supervisors and officials monitor staffing and personnel development needs within the district and schools. Within the HRM sub-directorate are PMS (Performance Management Systems) unit district officials specifically responsible for the implementation of IQMS (Integrated Quality Management Systems) and PMDS policies (Gauteng Provincial Government, 2002: 8). The collective performance of the above selected district units directly impacts on the general performance of schools, the output of which is the annual 'not so pleasing' matric results.

3.5.1 Interview sample

The participants were purposively sampled from the three Tshwane district offices. There were two managers or supervisors of the PMDS selected from any one of the following sub-directorate units: CDS, ECSP, IDS and HRM who were interviewed individually in each of the three Tshwane districts in the GDE. The total of managers or supervisors interviewed were therefore six in all the three Tshwane district offices.

Additional to the six PMDS supervisors interviewed, two managed officials from any one of the following sub-directorate units: CDS, ECSP, IDS and HRM were interviewed individually in each of the three Tshwane district offices. The grand total of twelve

participants, (supervisors and the managed officials) were therefore interviewed individually in this study.

3.5.2 Questionnaire sample

The researcher distributed thirty-three to thirty-four Likert five-point scale structured questionnaires to each Tshwane district office. These questionnaires were distributed as follows amongst the four selected sub-directorates: CDS, ECSP and HRM were each given ten questionnaires and IDS had either three or four questionnaires to answer per district. The questionnaires were specifically distributed to managers and officials in the CDS, IDS and HRM sub-directorate units, since these participants are directly involved in the training and development of school-based educators within their respective districts in the GDE. Hence purposive sampling was also used in the distribution of the questionnaires.

In total, hundred questionnaires were distributed to all the three Tshwane districts personnel, that is, the PMDS supervisors and their managed officials.

3.6 Data analysis

All interviews were recorded on audiotape and the tapes were then transcribed for thorough examination. The data collected was finally analysed by a process of identifying, classifying, coding and categorizing the themes in the data (Anderson & Poole, 2009: 27; Babbie, 2008: 422). The researcher used computer software to colour code and classify themes of the same category for the purpose of simple data analysis.

McBurney and White (2007: 239) note that coding a small number of survey questionnaires enable the researcher to easily determine the range of likely answers. The coded data in the questionnaires was analysed using the mode, that is, the most observed attributes presented by the district officials regarding the management of the PMDS policy.

To reiterate, this research was basically designed to be exploratory and descriptive. The researcher primarily aimed to understand and describe how supervisors and district

officials participating in the study are managing the process of PMDS in their respective districts from their own frame of reference.

The choice of the three Tshwane districts enabled the researcher to apply triangulation of data collected. Triangulation, as argued by Creswell (2008: 266), is a process of corroborating evidence of data collected from different individuals. The experiences, perceptions and practices of supervisors and district officials regarding PMDS processes in various districts, provided a state of trustworthiness in the data collected in this study.

The credibility of qualitative researcher is confirmed to the extent that data are collected ethically, that any personal biases are kept in check, and that interpretations are sound (Anderson & Poole, 2009: 26). In this study, 'member checking' strategy, explained by Creswell (2008: 267) as being "a process in which the researcher asks one or more participants in the study to check the accuracy of the account", has been used.

With regard to the questionnaire, ensuring that the validity and reliability of the study is maintained, taking a large sample [hundred participants responding to the same questions in a questionnaire] had enhanced reliability and validity of the research (Mguqulwa, 2008: 16; Stake, 2010: 99). The data presented by participants in the HRM, CDS, ECSP and IDS sub-directorates on PMDS were processed and analysed using a thematic analysis strategy. The researcher has triangulated the data collected through the questionnaires and interviews and draw empirical conclusions on the extent to which the PMDS is managed in districts of the GDE.

3.7 Ethical considerations

For ethical consideration, the researcher has ensured that participant confidentiality and anonymity are maintained in this research project. Participants are therefore assured that identifying information will not be made available to anyone who is not directly involved in the study and their identity was kept a secret. The researcher has ensured and guaranteed that these ethical principles are adhered to throughout the study, even to the researcher himself. Hence, supervisors and district officials participating in this

study were labelled or marked with pseudonyms. In addition, the following are some other ethical issues to be considered in this study.

3.7.1 Gaining access to research sites

The first and foremost important ethical procedure during data collection involves gaining the agreement of individuals in authority to provide access to study participants at research sites (Creswell, 2009: 90). The researcher in this study has therefore sought permission from the Gauteng Department of Education head office to conduct the research project in the three Tshwane districts and permission was granted in writing. With the permission letter from head office, the researcher further sought permission from the district directors of the three Tshwane districts to gain access to their respective district personnel to conduct research. Permission was then granted by the district directors with a common condition of conducting research without disturbing the smooth running of the district activities. As argued by Creswell (2009: 90), it is the researcher's responsibility to respect research sites so that they are left undisturbed after a research study. Accordingly, the researcher then made appointments with the PMDS supervisors and the managed district officials during tea breaks and lunch times in preparation to collect data from interviews and questionnaires.

3.7.2 Informed consent

Informed consent, as described by Johnson and Christensen (2004: 102), is agreeing to participate in a study after being informed of its purpose, procedures, risks, benefits, alternative procedures and limits of confidentially. Individual participants [PMDS supervisors and district officials] should therefore be provided with sufficient information about the research, in a format that is comprehensible to them and make a voluntary decision to participate in the research study (Hennink et al., 2011: 63). For this reason, all purposefully sampled participants in this study were therefore provided with a written consent letter explaining the purpose and value of the research project over-above the researcher's verbal explanation of the intention of the study. As Creswell (2009: 89) contends, it is the participants' right to sign the informed consent letter or form before

they engage in the research. The informed consent letter or form also harnessed the rapport development between the researcher and the participants at the early stages of fieldwork in this study (Hennink et al., 2011: 192).

3.8 Validity and Reliability

The terms validity and reliability have been synonymous with rigour within positivist scientific research and underpin a study's claim to generalisability. The application of these terms to mixed methods research are quite logical, particularly as the use of both qualitative and quantitative methods of data collection in a single study has been viewed as a way to ensure rigour (Andrew & Halcomb, 2009: 121).

Anderson and Halcomb (2009: 123) further contend that research validation assumes the scientific standards of rigour. Research validation, as defined by Creswell and Plano Clark (2007: 146), is the ability of the researcher to draw meaningful and accurate conclusions from all of the data in the study. McMillan and Schumacher (2010: 104) further assert that validity means the degree to which scientific explanations of a phenomenon match reality – thus the truthfulness of findings and conclusions.

In ensuring the validity of this research project, the researcher conducted pilot interviews with two supervisors and two managed officials who were not part of the sampled district sub-directorates. The researcher also piloted ten questionnaires to supervisors and district officials who were also not part of the sampled district sub-directorate units to test whether the interview and questionnaire questions were to test what they were intended to test based on the research purpose. The outcomes of the pilot interviews and questionnaires were discussed with the researcher's promoter/supervisor and the necessary changes were effected to enhance the data collection process.

Validity of the data collection was also enhanced by member checking technique. Member checking is described as presenting a recording of an interview to the persons providing the information and asking for correction and comment (Stake, 2010: 126). Interviewees in this study, that is, supervisors and the managed district officials were

presented with the transcripts to check the correctness of the data they provided the researcher regarding the management of the PMDS in their respective district offices. Fortunately, the data collected were confirmed as true reflection of what the informants provided and concurred with the transcripts. As the researcher, I therefore became content and confident with the data collected and analysed in this study.

 McMillan and Schumacher (2010: 179) define reliability as the consistency of measurement – the extent to which the results are similar over different forms of the same instrument or occasions of data collection. In conceptualising reliability, McMillan and Schumacher (2010: 179) further argue that reliability is the extent to which measures are free from error. If an instrument has little error, then it is reliable, and if it has a great deal of error, then it is unreliable.

To determine that reliability is maintained in this study, the researcher has followed the following reliability procedures as explained by Creswell (2010: 190) that is:

- checked transcripts to make sure that they do not contain obvious mistakes made during transcription;

- made sure that there is no drift in the definition of codes, a shift in the meaning of the codes during the process of coding and

- cross-checked codes developed by different researchers by comparing results that are independently derived.

In enhancing reliability in this study, a standardised questioning was used during interviews with the aim of minimising the effect of research bias. Structured questionnaires were also used to collect the data from participants regarding the same interview themes and the data collected were coded systematically. The researcher also used the verbatim account strategy in order to reduce threads to reliability. Moreover, the researcher, in enhancing reliability in this study, further established the following strategies: presented direct quotations and transcripts of the participants' responses during interviews; low-inference descriptors; used simple, clear and understandable

language in both interviews and questionnaires; and recorded all interviews in a voice recorder.

3.9 Research realities

Data collection process has dawned to me as a serious challenge and at times became a daunting process in as much as interesting at the same time. To a large extent, the researcher is at the mercy of his or her research participants. Most importantly, the researcher should tirelessly nature the harmonious relationship and tenderly develops the rapport with all the participants. It is interesting that some of the participants who had a serious negative attitude towards the study ended up actively participating and encouraging others to seriously considering taking part in this research project.

One of the challenges during the data collection process was participants not honouring their own proposed appointments. As and when I arrive at the research site to either interview or collect questionnaire, participants may suddenly be on leave or engaged with some 'competing priorities' somewhere else.

Top management personnel as senior or 'next level managers' (Chief Education Specialists) hereafter referred as CESs in the PMDS management were hard to find to participate in this research as they claimed to be very busy attending numerous meetings daily – (no wonder they fail to implement the resolutions taken in those meetings).

Some senior district officials proved to have a very negative attitude in contributing to the study. One Deputy Chief Education Specialist (DCES) remarked "Meneer (Mr), do you want me to help you pass your degree ... and what is it that I get after you have passed?" As a researcher, my contestation is that the DCES is by virtue of her position a manager at district level and being engaged in educational processes is what matters most. This is just but one of those surprising comments from some educationists and their attitude toward educational research.

Another challenge was that some questionnaires were returned incomplete in some sections. In this case, some themes were not responded to in totality and hence compromised the intended meaning to be interpreted by the researcher.

In conclusion, it was never easy to conduct this research. In line with the research design, data from interviews and questionnaires had been collected concurrently, but the reality is that most of the questionnaires were returned by respondents a very long time after the interviews were conducted. What I learnt in this social interaction is that for researchers, patience pays – and patience is the important ingredient of rapport development between the researcher and participants.

3.10 Chapter summary

This study adopted a mixed method approach where both qualitative and quantitative research methodologies were employed. The investigation method for qualitative research was the face-to-face individual interviews while questionnaires were used for collecting the quantitative data. Concurrent triangulation was therefore employed to collect data qualitatively and quantitatively. This chapter therefore explained the research methodology and methods used in the study. The issue of ethical considerations was also explained in this chapter. The validity and reliability of the data collection were also discussed as to how they ensure the rigour in the study. Finally, the research realities were also explained.

CHAPTER FOUR

DATA ANALYSIS AND DISCUSSION

4.1 Introduction

In this chapter, the central research question: "How do supervisors (managers) manage PMDS in the districts of the GDE?" will be explored and analysed based on the data collected in chapter three. As mentioned in chapter one, in an endeavour to the exploration of the central research question, the study zoomed in theories that guide the management of the PMDS, the role played by supervisors in managing PMDS in the districts, the perceptions of both supervisors and district officials on PMDS, and training programmes that might be of assistance to enhance effective and efficient management of PMDS in the GDE district offices. This research also set out to explore the extent to which the management of PMDS impacts on the support provided by the district officials to schools – in improving matric results. The analysis of data is based on the South African PMDS context as and when PMDS was introduced in the GDE district offices in the year 2003.

This chapter clearly presents data gathered through interviews and questionnaires. Qualitatively, the semi-structured interviews provide the main data. Quantitatively, the structured Likert five-point scale questionnaires provide the supplementary data to the main research question to corroborate, confirm or disconfirm interviewees' responses. The data from both interviews and questionnaires are concurrently triangulated and analysed to draw valid as well as reliable conclusions in this study. A computer spreadsheet was used to analyse 80 questionnaires collected out of 100 that were initially distributed to PMDS supervisors and officials of the three Tshwane district offices within the GDE. The results of 12 interviewees and 80 questionnaires are therefore presented in this chapter.

The general picture presented by the data analysed is that the district officials and their PMDS supervisors are all aware of the PMDS policy and its processes. However, the

extent to which the implementation of PMDS policy is concerned, greatly vary and revealed challenges within the GDE district offices.

The interview data are presented in themes identified through careful reading, coding and categorising the interview transcripts. Respondents are distinguished from each other by use of pseudonyms to ensure their anonymity. Over and above the use of pseudonyms the respondents and their district offices were further distinguished from one another by means of the following keys:

- [O] = Official
- [S] = Supervisor
- D1 = First District
- D2 = Second District
- D3 = Third District

4.2 Interviews analysis

The following are the themes that emerged from the data obtained from the interviews:

- PMDS as a concept
- Supervisor's management role in PMDS
- Benefits of PMDS
- Management of PMDS
- Perceptions on PMDS
- PMDS training programmes

4.2.1 PMDS as a concept

Supervisors' responses:

It became very clear through interviews that the managers as supervisors of the process of PMDS within the district milieu were never novices to the phenomenon. In conceptualising PMDS, most supervisors revealed four common factors across the three districts namely: (i) performance management, (ii) monitoring, (iii) evaluation and

(vi) development. Furthermore, most supervisors emphasised that PMDS is a system which manages performance of officials according to the set standards in an endeavour to identify needs for personal development, improve their performance and ultimately gain monetary incentives. The supervisors regard PMDS as a means of holistically adding value to the general performance of employees in attempt to plan and standardise work activities. In support of the above, the following supervisors presented their conception of PMDS as follows:

Dimamso in D1:

> "PMDS is a very good system that ensures...planning for performance, monitoring..., evaluation..., development and... validation of scores..."

Simon in D3:

> "PMDS ... has to do with managing performance of officials ... developing them... in terms of their skills... that they can perform better. It has got incentives in terms of finance, although... finance is not as important as development."

There is also another dimension of Simon's understanding that PMDS primarily focuses on the personal development or growth plan of the employees rather than the monetary rewards. In his and other supervisors' understanding, financial reward or recognition is a secondary benefit in the PMDS process.

It was also highlighted in Dimamso's response that as performance of officials is managed, its success indicators are reflected through a rating of scores. Hence, it is imperative to validate the officials' scores when evaluating their performance.

In addition, some supervisors made mention of the fact that PMDS is managed in accordance to the departmental or organisational objectives and plans such as the Operational Plans (OPS plans) in GDE. As Pele in D2 responded: *"... we also work with what was planned from Head Office ... the OPS plan against how a person performs",* it is indicative of the fact that the processes of PMDS in the district are somehow linked to GDE plans. Pele's response therefore confirms what Shields (2007: 125) refers to as

"management by objectives" (MBO) method of result-based performance management, with MBO targets are typically imposed from above. Pele's response implies that the activities or performances of the district are planned from the GDE Head Office.

Officials' responses:

Most of the officials demonstrated various levels of understanding PMDS as a phenomenon. However, their common conceptualisation of PMDS is that it is a system for managing performance of employees in the district. Although conceptualisation as defined by Maree (2007: 30) is "*a less well-developed explanation for events",* findings revealed that not all officials in their explanation of PMDS specified the aspects of development and evaluation. Perhaps the two aspects of development and evaluation do not always ring a bell to them in relation to their workplace.

The understanding of PMDS may be of a superficial level in some of the officials as attested by the following responses:

Easymag in D2*:*

> *"My understanding of PMDS ... is a system which actually tries to monitor and manage performance by officials in the district."*

Jacob in D3:

> *"PMDS aims at improving one's capabilities especially to the work that they do, how can they improve on what they are doing in relation to their job description?"*

According to Easymag's understanding, PMDS is managed by officials in the district instead of supervisors. On the other hand, Jacob's understanding of PMDS is primarily based on improvement of capabilities – that is solely the aspect of development. Therefore, both responses of Easymag and Jacob represent partial knowledge of PMDS as a phenomenon.

However, some officials have displayed a comprehensive knowledge of PMDS as presented by Mpho's response in D1:

"PMDS is all about performance management and development scheme for the office-based educators ... aimed at identifying, evaluating and developing staff performance so that the mission and objective of the department is achieved."

Sugar in D1 also presented her general understanding of PMDS as follows:

"PMDS is the measurement of performance and also providing the necessary development and support ... identified weaknesses and also...the strengths ... the person has."

Some of the interviewees indicated that PMDS is managed through specified set standards of service delivery. For Horne (2008: 65), standards provide objective and independent measures of competence. Standards codify competencies into framework that can be used to assess how well an individual performs against them.

The following were the responses of some of the interviewees:

Mr B [O] in D1explained:

"PMDS is a way of assessing performance in the government in a way that is specified by the standards in the system."

Kedibone [S] in D2 conceded:

"PMDS...performance management system.....managing performance of our employees to ensure that they perform according to the standards."

Theoretically, PMDS is a performance management and development system and its central aim is to develop the potential of staff, improve their performance and through linking an employee's objectives to business strategy, improves the company's performance (Maila, 2006:24).

4.2.2 Supervisor's management role in PMDS

Most of the respondents in this study indicated that they were informed of PMDS processes through the PMDS policy. However, the PMDS policy seems to be superficially known to some of the respondents. The implication therefore is that even if the respondents are aware of PMDS in the districts, the implementation thereof might be of less effect due to lack of policy details.

A significant number of responses attested that even though policy was used as one of the informing strategies on PMDS matters, there may be gaps that might have handicapped the effective implementation of PMDS at district level. The probing question of whether respondents knew of any PMDS policy was generally positively responded to albeit with lack of confidence and enthusiasm from most respondents.

A dubious answer could be detected from the voices of the following respondents as they were responding to the aforementioned probing question:

Jake [O] in D2:

> (Researcher's probe) "*Are you aware of the PMDS policy?*"

> "*(Pause) Yes but not in depth... but I don't know it in depth as to what it entails.*"

Mere [S] in D3:

> (Researcher's probe) "*Are you aware of the policy that speaks to PMDS?*"

> "*Hah! Well maybe. I'm not very sure but my understanding is that this is or stems from a Public Service Act and Public Regulations.*"

Mpho [O] in D1:

> (Researcher's probe) "*Are you aware of PMDS [policy] documents?*"

> "*I haven't read all of it. I have read the circulars that relate to PMDS, what it is, what the standards mean, what the different stages of it represent and when are they done [and] how to do it.*"

Furthermore, it became very clear that some respondents were vocal in indicating that the PMDS policy was news to their ears. As Easymag [O] in D2 responded to the probing question whether she knew of the PMDS policy, she replied:

> *"No, I only got to see it when we were told that it was now time for PMDS... there was never orientation on documents issued out."*

Interestingly, the aforementioned respondents have been dealing with PMDS processes for a period of between two to eight years or cycles. Yet there are still no champions of the PMDS policy and the worst is that some claimed to have not even seen the document.

The most popular information strategy used on PMDS was training respondents through workshops. These workshops were conducted by the PMS unit within the districts and the PMS Directorate at head office. The following responses attest to the aforementioned analysis:

Mpho [O] in D1 explained:

> *"We were invited to a workshop when it (PMDS) was introduced and in that workshop, we were told about what PMDS is all about and how the process will be unfolding."*

Mr B [O] in D1 conceded:

> *"We get trained by the performance management unit and then there are also training support from head office on issues of PMDS, and that happens every year."*

Pele [S] in D2 added*:*

> *"Firstly we were called to a meeting. The whole process was unfolded to us and we were workshoped."*

Simon [S] in D3 remarked:

"Head office came and workshoped us with regard to PMDS."

Mere [S] in D3 also acknowledged:

"*We have this PMS unit in the district that actually manages performance. Normally at the beginning of the year a memo will go out to inform us when we are supposed to submit PMDS."*

The critical question is to what extent did these workshops impact on the implementation of PMDS processes since there is still lack of knowledge on the PMDS policy demonstrated by a significant number of respondents in this study.

According to respondents, some other strategies used to manage the PMDS process were written memoranda, circulars and filling of PMDS forms. These written prescripts seemed to be issued out to the respondents mostly when it was the time for the submissions of performance quarterly reviews and or PMDS scores. As such, a quick response to the submissions pressured respondents and just complied with the call at the spare of the moment. Hence little or no time was provided for the respondents to thoroughly peruse through the PMDS circulars and acquire insight knowledge on the PMDS process. No wonder why Easymag [O] in D2 responded in dismay in her statement:

"*To be honest here I was never informed about it [PMDS]. When the time for us to be given our scores we were just given the forms to fill in, I did not know what I was doing because I was never orientated."*

Out of the twelve respondents only one supervisor clearly demonstrated his understanding of the legal background that informs the PMDS process and procedures. The respondent categorically made mention of the following PMDS official and legal documentation namely:

- Collective Agreement 3 of 2002;

- GDE Circular 61 of 2006;

- Public Service Act (104 of 1994); and

- Public Service Regulations (2001).

These four prescripts and others inform the implementation process and procedures of PMDS – to enhance the supervisor's management role in PMDS within the district offices.

4.2.3 Benefits of PMDS

A variety of plausible benefits of PMDS were presented by both supervisors and officials. In some instances, both supervisors and officials spoke in one voice validating one another's responses. The data from the respondents therefore enhanced the triangulation of the data analysed. As Creswell (2009: 191) argues, if themes are established based on converging several sources of data or perspectives from respondents, then the process can be claimed to be adding to the validity of the study.

The following benefits are therefore presented based on the responses of the respondents:

a) *Track performance*

According to the PMDS policy, the performance of officials has to be managed by the supervisors from the beginning of the performance cycle [1st April] until the end of the cycle [31st March] annually (Department of Education, 2002: 3). Part and parcel of tracking performance of officials is to monitor and evaluate the level of performance of each official throughout the performance cycle. In Dimamso's response, she categorically articulated tracking performance being the major benefit of PMDS stating that:

> *"As a supervisor you are able to track performance – whether it's good or not good..."*

Mr B [O] in D1 also affirms what Dimamso [S] articulated as he responded by saying:

"... But the good thing about PMDS is that everyone can track himself to see if he is doing (working) up to standard, below standard or above standard."

One major purpose of tracking performance is to ensure the achievement of the performance management key objectives.

Jacob [O] in D3 as he responded:

"... Each and every unit in GDE has got job description that needs to be measured in terms of whether the employee is actually meeting the objectives".

JP [S] in D3 also stated that:

"Basically is to conscientise people of the key deliverables... they know exactly what they have to deliver... it (PMDS) gives us clearer outputs..."

It is imperative that employees know what is expected of them in order to be courageous to perform better. According to the goal-setting theory as argued by Shields (2007:80), the more employees know about what is required of them performance-wise, the stronger their identification with goal set ... the greater the motivational effect will be. However, what intrigues me in this study is that even though awareness of performance objectives is fundamental, only 2 respondents out of 12 made mention of the achievement of objectives as a benefit of PMDS. The likelihood may be that the GDE strategic goals and objectives have not yet been internalised in the other 10 respondents' daily performances.

As performance is tracked throughout the PMDS twelve months cycle, a platform is created to provide time to discuss performance of employees.

Mere [S] in D3 hinted that:

"It is not always possible to have time with individual officials. So this (PMDS) provides time to sit with the individual official so that are able to go through the performance of that particular individual."

Tracking performance of employees is also made possible through monitoring and evaluation of individuals' performance. Part and parcel of the performance discussion aforementioned by Mere [S] in D3 is a means to monitor and evaluate employees' performance in an organisation.

b) Coaching and support

The implementation of PMDS in the districts relies on the supervisors' skills of coaching and supporting their managed officials. Skills as defined by Horne (2008:43), reflect the application of knowledge, the ability to perform a set of tasks or activities and can be learnt or mastered by practice. For effective and efficient coaching, Horne (2008: 43) expects supervisors or managers to demonstrate the following four critical coaching skills in order to provide relevant support to the officials or employees:

- observation skills – observe the employees behaviour   and performance on a day-to-day basis;
- analytical skills – identify opportunities for coaching;
- interviewing skills – ability to ask open-ended, probing   and reflective questions, listen actively, use non-verbal   behaviour;
- feedback skills – give specific feedback that is well timed, direct feedback towards a behaviour that can be   changed.

Coaching and support by supervisors therefore involve helping officials improve their capabilities and performance on a day-to-day basis as well as the long term.

Mere [S] in D3 response is that: "*It (PMDS) enables one to coach the official as well as praising where the official has done very well."*

Easymag [O] in D2 emphasis is that through PMDS coaching enhance support to improve matric results. In her response *"... if we perform better in supporting the teachers, they will definitely perform better in their work as teachers to improve results"*, the implication is that effective support starts from top (supervisor) to bottom (learner output: better matric results).

c) Performance improvement

The central core business of the implementation of PMDS is to improve performance of district officials and ultimately increase effective curriculum delivery at school level. In an endeavour to effect performance improvement, the developmental needs of officials have to be identified and addressed in order to achieve the GDE corporate goals (Collective Agreement No.3 of 2002: 1).

In his response to the benefits of PMDS, Mpho [O] in D1 claims that:

> *"(PMDS) helps in improving the performance against the corporate goals by establishing a performance culture. There is a certain culture expected from the office-based educators. And this (system) is helping to come up with the culture of good performance. It also helps to bring about awareness and an understanding of what we are doing in a particular field of work."*

The majority of the respondents were acutely aware that performance was benchmarked by standards set in line with the departmental goals to be achieved. The standards set against the outputs would as well be used to mark any improvement or deterioration of employees' performance.

d) Rewarding of incentives

A significant number of respondents indicated the rewarding of incentives as one of the benefits of PMDS. As performance of officials is improved, supervisors are expected to acknowledge and recognise the improvement.

Kedibone's response presents another PMDS benefit that officials are rewarded for their good and effective performance. She added: *"... they (officials) make sure that they perform according to the standards or they increase their performance so that they at the end of the day are able to get some benefits in the form of money for the performance they have done."*

In his response, Jake [O] in D2 remarked "...*as I indicated it (PMDS) is related to salary in terms of the 1% that we get.*"

To some respondents, seemingly the 1% salary increase (pay progression) mentioned by Jake is not enough to encourage employees to constantly continue with the implementation of PMDS effectively and efficiently at their workplace.

Pele [S] in D2 claims the incentives between the public and private sectors are being vastly incomparable. She therefore concedes that the focus be zoomed in developmental needs of employees rather than monetary incentives which might be discouraging.

Pele's following response lay more emphasis on development than monetary incentive:

> *"The general benefits are (paused) I'm going to lie. Initially we thought the general benefits will be in monetary form as compared to the private sector. You know people network and talk of lots and lots of money. But at the end of the day you realise that it's not about the money per se. It's also about developing the person for in particular to be able to perform at his or her level best. It's not about the money but for me it's all about self-actualisation."*

Pele's remark regarding the realisation of self-actualisation tabs directly on Herzberg's two-factor theory. Herzberg believes that the factors which elicit employees' positive feelings about their jobs are those to do with content (motivators) such as mastering a new task, learning a new skill or completing a challenging assignment (Shields, 2007: 71). Latham and Locke (2006: 332) concur with Herzberg's two-factor theory in their goal-setting theory stating that for goals to produce higher performance, employees must have knowledge, skills, abilities, materials and equipment to accomplish the goals in order to feel self-efficacy.

4.2.4 Management of PMDS

(a) Contracting for a PMDS cycle

Of significance in this study, is the fact that most supervisors are well aware of their core duty of contracting officials under their custodian as unit heads. It also appeared that contracting for a PMDS cycle encompassed alignment of objectives in job descriptions (JDs), operational (OPS) plans and annual work plans (AWPs).

Dimamso [S] in D1 concedes:

> *"In the sub-directorate every unit head has an obligation to do contracting with members. As a unit, contracting is done as a very transparent process where we look at the existing objectives, the action strategies and the activities, the measures – how are we going to measure that, the performance indicators – how are we going to arrive at what objectives are all about.. We... look at Ops plans, the job descriptions and how they are aligned to the objectives."*

Even though the contracting process is the sole responsibility of a supervisor, it is as well a collective effort between the supervisor and the official. Hence Dimamso further commented that *"...it is done collectively as a unit, we join heads and agree on how the contracting is going to be done."*

JP [S] in D3 added how to ultimately enter into a contract as follows:

> *"Firstly you have to look at the person's job description, what is it that this person has got to deliver in a work station - so that in itself it should be translated into a contract whereby a person must deliver according to certain time frames."*

The findings further revealed that supervisors are quite aware of the legislated time to enter into a contract with officials as Kedibone [S] in D2 attested:

> *"At the beginning of every financial year, as managers we are expected to contract our employees – where we sit down, we come with our OPS plan and our job descriptions so that from the beginning of the financial year, at least they are contracted to know as what is expected of them for the financial year."*

Most supervisors demonstrated a legal understanding that contracts as official documents have to be agreed upon and signed by both supervisor and official.

Pele [S] in D2 concurs and maintains that after everything has been deliberated on contracting

"...later we come back and go through and sign as we agree on the capabilities, personal development plans and all those things."

(b) PMDS monitoring and evaluation processes

As Minnaar (2010: 166) observes, continuous monitoring of performance is the key function of the supervisor. Should an official experience any problems, the supervisor must be informed and must assist where possible. Supervisor through continuous monitoring will therefore be kept up to date in terms of the progress made by officials on a daily basis – (thus managing performance daily). In line with Minnaar's argument, the following responses were analysed regarding the monitoring and evaluation of PMDS within district operations:

Dimamso [S] in D1 had this to say about her role:

> *"As a supervisor ... you have the opportunity to monitor and to evaluate. But what is more interesting is at the end of the day you have the mechanism to do moderation of scores."*

The implication is that supervisors were able to monitor and evaluate officials' performance and verify their rated scores.

Mpho [O] in D1 brought about another dimension of monitoring and evaluation of performance with his comment:

> *"It's not about policing and chopping and cutting the office-based educators down but to help them improve."*

The findings in this study revealed that the respondents experienced PMDS monitoring process as a management activity of supervisors. The objectives of monitoring PMDS

among others are: (1) to establish mechanisms of moderating performance ratings; and (2) to assist officials improve on their current performance. It has also been indicated that monitoring and evaluation process should not be equated to policing and human dignity demeaning.

A significant number of respondents revealed that there is still lack of objective PMDS evaluation in many districts. It has become palpable that most of the rated scores are presented for pay rewards without tangible evidence on officials' performance. The interview data revealed by the respondents concurrently and squarely confirm the questionnaire data presented in figure 4.6.

The following responses speak for themselves:

JP [S] in D3 commented:

> *"Through our constant intervention we made a point that every little thing that we do, it must be documented to serve as motivation to the ratings. So I would say yes with regard to my unit we are practicing that – we have lots and lots of files for evidence. Yes letters, everything – we have got lots and lots of evidence. But we still have a challenge, we picking up a challenge with other sub-directorates that are not doing it (not providing evidence for the rating of scores)."*

Mere [S] in D3 also indicated that not all scores are presented based on evidence. His view point is that:

> *"Evidence should be provided in all cases but it still a problem to provide evidence. Some of the things are not easy to provide evidence..."*

Sugar [O] in D1 expressed herself in this fashion:

> *"People have lost hope in PMDS. So you just score for the sake of scoring. Even if you do self-evaluation, I'm not speaking for myself, I'm also speaking as PMDS coordinator, even if the supervisor will say 'Ok, for this one I am scoring you a 2' they say ok, if it suits you then it's fine...we don't even take it to the level of providing evidence you know, as supposed to."*

Lack of evidence on performance reduces the authenticity of the rated score hence compromises quality service delivery in pursue to earn incentives unfairly. Therefore, to a certain extent, scores seemed to be thump-sucked and supervisors just let go to avoid sour relations and lodging of grievances.

The other fact revealed by interviewees is that the authenticity of PMDS evaluation process is compromised by the rating errors, central tendency and leniency.

Dimamso [S] in D1 remarked:

> *"Even the person who has contributed less than others expects an overall performance rate of the unit because s/he is the member of the unit. Discriminating against the person causes sort of tension to say but collectively as a unit we have achieved therefore I'm also entitled. But I think in future it will be streamlined in such a way that self-evaluation and final evaluation of scores is a mirror of what happened in all quarterly reviews".*

On the other hand, Mr B [O] in D1 claimed that providing evidence calls for more paper work and his claim corroborates data in figures 4.6 and 4.7. The avoidance of too much paper work therefore encouraged the act of leniency during the evaluation process. In his response, he remarked on the errors of central tendency and leniency as follows:

> *"... the leniency of scoring PMDS means that a lot of people can score themselves at 5 (highest score). To emphasise another thing, because there is evidence needed, sometimes the fact that you get 3 and get increment, a lot of people decide on not to worry themselves in supplying evidence – and they stick to 3 and leave out the evidence. It's not that they are not doing better than 3, it's because they feel that the paper work it's just too much for them."*

The interviews have also revealed that in some units supervisors failed to conduct on-going PMDS monitoring and evaluation, instead was done once-off at the end of the cycle.

In responding to the question how often they (as CDS sub-directorate) discuss job evaluation related matters, this is what Easymag [O] in D2 had to say:

"I never, we never done that, ever since I came I don't remember unless it's a PMDS [time] with my supervisor [and] that's all."

Mpho [O] in D1 concedes:

"I would say you know it's very seldom. We only discuss issues on performance when it time for PMDS. Normally in our meetings we just discuss planning and evaluating the progress that we made in the department or unit. But it's very seldom that we come together as a unit and discuss to check if we are really on par with the expectations as far as the job description is concerned."

Interviews further revealed that there is often conflict arising around ratings during the evaluation process.

Easymag [O] in D2 mentioned that:

"There is often conflict you know, that's what I hear, I'm not sure. But rumour is that people are not always satisfied with the scores that they are given by the supervisors. They think they are doing much better than the scores they are getting. There is always conflict around the scores – why did you give me 2 instead of 5? You know such things."

It has been apparent that supervisors conducted quarterly reviews on performance of officials differently within the GDE districts. Some supervisors rated performance of officials on quarterly basis whereas others only once at the end of the performance cycle.

Response from Mere [S] in D3:

"Generally in terms of PMDS, it is done three times that is the reviews - and appraisal is done once. But generally I do it four times a year. However, when there are issues that need to be raised with the individual officials then we don't

wait for the quarterly review. It has to be done immediately. So basically it's four times a year.... We rate every time 1 to 5 and there are instances where a rating of 1 is given."

Easymag [O] in D2 pointed out that her performance was never discussed on quarterly basis and was only done at the end of the year. In her words she clearly stated that *"we never done that, ever since I came I don't remember unless it's a PMDS [final evaluation] with my supervisor [and] that's all."*

Sugar [O] in D1differentiated what happens on quarterly basis and at the end of the year as follows:

"No, on quarterly (basis) it's just the reviews. It's supposed to be reviews preparing for summative evaluation so that at the end of the day when coming to summative evaluation a person shouldn't be surprised to see a score of 2 or 1 – when he was not even developed or supported throughout the year. That is how it's supposed to be done. Scoring is only done at the end (of the cycle)."

However, according to the PMDS policy which informs both Circulars 61 of 2006 and 64 of 2007 on the processes of performance evaluation, an inconsistent practice occurs. In Circular 61 of 2006 paragraph 2.1, quarterly reviews have to be done by merely checking the relevance of AWP in line with the employee's capabilities. Circular 64 of 2007 paragraph 5.2 on the other hand emphasises ratings to be assigned and calculated during quarterly review meetings. These two circulars therefore create a policy gap regarding the monitoring and evaluation performance process among districts.

(c) Reviewing officials' performance

According to the PMDS policy, after contracting has taken place, reviewing of official's performance should kick in periodically every three months, that is, end June, September, December and March (Department of Education, 2002: 5). That which has been stipulated in the PMDS policy is herein confirmed by the following respondents:

Jake [O] in D2:

> *"We contract with supervisor and on quarterly basis there will be review to see how we meet the requirements of our contract. At the end of the financial year then we have a reflection of our achievements of the year."*

In her response, JP [S] in D3 explained the manner in which she reviews performance:

> *"With regard to the job performance for my unit, look, I have regular meetings with them. I don't wait for the time of review – immediately when my colleagues submit reports or whatever report they are coming with, if I foresee that there is a challenge or something that is going to pull down performance then I intervene immediately so that the process of mentoring a subordinate is key."*

It became evident in this study that reviewing performance goes hand in glove with regular communication, feedback in the form of reports as well as mentoring the subordinates to improve for the better. Hence, Mguqulwa (2008: 66) claims that reviewing process is an opportunity to re-evaluate goals, monitor progress and address any challenge. In addition, managers are encouraged to have critical conversations with employees throughout the year, and not to wait for the review period to give feedback to employees.

Another factor that emerged as of importance in reviewing performance was a supporting evidence for the achieved level of the actual performance. Some supervisors emphasised the importance of evidence especially in validating ratings above 3 (rating 3 in a five-point scale emerged as the agreed rating for contracting, that is, effective performance). Minnaar (2010:166) attests that if for example, the reports were compiled

as expected, in line with the prescriptions and on time, the official would score a 3, because he or she did what was required.

Simon [S] in D3 explained that:

"...at the end of the term latest beginning of the following term, we sit down and look into the PMDS evaluation of that term. We also agree in terms of the scores because what we are supposed to do, initially when they contract even in our unit meetings – I will always reiterate that guys make sure that you file evidence of your activities."

Minnaar (2010: 166) concurs with Simon's explanation and adds that a portfolio of evidence should be compiled and frequently updated to ensure objectivity in terms of evaluation of performance. This portfolio should consist of minutes of meetings, agendas, attendance registers, photos, memorandums, thank you notes, letters of complements/complaints from customers/clients, etc.

The interview findings have also exposed that some supervisors took individual attention very seriously when reviewing official's performance. Thus, encouraging officials to open up and even discuss personal challenges that might be barriers to effective performance. In so doing, the supervisor established a rapport between the official and him/herself.

Pele [S] in D2 conceded:

"It depends on individuals. There are those individuals that are just flowing and those that are always having hiccups. So I am a person who believes in one-on-one meetings. Every Monday we have one-on-one meeting."

(d) Developing officials' needs

Interestingly, the findings in this study revealed that very little was done by supervisors regarding officials' developmental needs. The data analysis in questionnaires, figure 4.7 corroborates and confirms the interview findings in illustrating the serious quest (41% of the sample) for developmental needs in the districts. In essence, the purpose of

reviewing performance is to identify gaps for the development to kick in; nonetheless, the interview exposed the opposite as Sugar [O] in D1remarked:

> *"Specifically I don't remember us sitting down talking about performance, evaluation, preparing people to saying for this quarter this is how you have scored and the expectation is that the next quarter, this is how you have to perform. It doesn't talk to issues of development. It's just scoring and submission."*

In accordance to Circular 61 (2006: 10), development is at the heart of PMDS in supporting staff to improve their performance. This development focuses on personal development (skill gaps) and hence referred to as the Personal Development Plan (PDP), that is, (Form 9) discussed between the supervisor and the official.

(e) Discussing job performance of officials

Response from the interviews revealed that discussions on job-related activities take place among supervisors and their officials on a frequent basis. Amusingly, although reporting on job activities was ongoing and frequent, this did not necessarily ascertain that PMDS-related processes were automatically ongoing as well.

Jacob [O] in D3 had this to respond:

> *"As a unit we plan weekly and we report on the basis of our planning. What we normally do every Friday is set aside for focus meetings wherein we review the previous week and plan for the week to come... if there are weaknesses or areas that need support amongst the principals that we give support, we can as a unit plan both weekly and report weekly on what it is we need to do. So as to empower, develop and support our principals."*

Additionally, Jake [O] in D2 stressed that "...*it is on ongoing basis as we continue with our day to day activities, issues of performance usually crop up, issues of coaching, mentoring by supervisor, by peers during our unit meetings – during our interventions*

with our colleagues. I cannot say that there is a specific time when we say now we are going to talk about issues of performance."

(f) Recognising PMDS incentives

Generally, the respondents were explicitly aware of the monetary benefit of 1% salary increase for those who performed according to the set standards within the districts. Over and above salary increment, they were also able to attest to some other non-financial incentives of PMDS.

According to Jake [O] in D2, *"the benefits of PMDS are manifold. Firstly, as I indicated it is related to salary in terms of the 1% that we get. Secondly, it also relates to the developmental needs of the employee that are going to be articulated when you fill in the forms. And later, you will be developed in terms of your needs."*

However, for some of the respondents 1% increment tends to be very little to motivate officials. As a result, this discouragement led to a notion of reluctance regarding the implementation of PMDS in the districts.

Sugar [O] in D1argues

> *"...I'm being honest ... people are very reluctant even if you talk of PMDS because it's only the 1%, actually they equate PMDS to 1%. They don't see the development side that is attached to PMDS. So people don't see the benefit of PMDS hence the reluctance."*

Shields (2007: 348) refers to this type of an incentive as a *performance-related award plan* which is awarded in consideration of the following: measures performance against behaviour and results of an individual, over a short term (12 months or less) and rewarded in cash. PMDS supervisors are therefore charged with the responsibility to follow the plan and recognise good performance of officials on behalf of the employer.

4.2.5 Perceptions on PMDS

The following are perceptions presented by participants on the implementation of PMDS within the district offices.

(a) No time to do PMDS

The research findings revealed that limited or lack of time has been the major barrier to the implementation of PMDS in the district offices to this end. In her response, Easymag [O] in D2 categorically mentioned that:

> *"...my supervisor does not have time on her hands to actually do it (PMDS) properly. That is why I think I never got any orientation because Curriculum Delivery (CDS sub-directorate) is very busy. There isn't much time sitting and training people and orientate people and so forth."*

Kedibone [S] in D2 also reiterated the element of time as a serious barrier to the implementation of PMDS in her following response:

> *"The challenge that I'm facing in my unit is that of the time frames. Most of the time we are lagging behind in ensuring that we perform according to the management plan regarding the different review periods that are in that management plan regarding the implementation of PMDS – like reviewing our employees."*

The perception that there is no time to implement PMDS in the tight schedule of the sub-directorates has surfaced by the notion of non-compliance to the adherence of the PMDS management plan.

In view of the perception on time factor, it goes without saying that some officials tend to operate from the beginning of the performance cycle without an official contract. District units such as CDS (FET/AET unit) with many officials tend to pull hard regarding adherence to PMDS management plan and its time-lines.

Mr B [O] in D1 claims that *"...another problem is that because we are a very busy unit, sticking to the programmes of PMDS becomes a problem. We do our contracting late..."*

The general outcry of lack of time to implement PMDS in the districts by the interviewees has been confirmed and thus validated by data presented in questionnaire analysis table 4.3 and figure 4.6. It is alarming and paradoxical that supervisors and officials treat PMDS as a separate entity from their daily operations. In essence, whatever job performance done by district personnel is directly linked to the GDE operational objectives and hence streamlined to PMDS processes.

(b) Managers do not understand PMDS

The researcher's view is that the quest in the implementation of PMDS lies solely on the managerial knowledge, expertise and skills of the supervisors. In Peter Drucker's words, the suggestion is "*You can't manage what you can't measure".* In the same vein: "*If you don't measure results, you can't tell success from failure"* (Shields, 2007: 126).

Dimamso [S] in D1 presented the following concern as to how she perceives the implementation of PMDS:

"The first challenge is at the management level. We have unfortunately various levels of understanding by supervisors... Unfortunately when it comes to actual monitoring, you realise that there are managers who are not able to manage PMDS because they do not understand all the ramifications of PMDS.

Mpho [O] in D1 confirms Dimamso's perception in responding as follows:

"The challenge I have observed in PMDS is that supervisors or people who have to conduct PMDS – sometimes you find out that they themselves do not know how the process unfolds."

JP [S] in D3 also expressed concern regarding the lack of PMDS understanding by senior managers in her response: "*With the seniors, they are still not clued up (with the PMDS process) and it is because if I check the records, their kind of reporting is not qualitative.*"

Mr B [O] in D1 indicated that "*not everybody knows what should be happening in the unit and as a result, the people in the unit usually have to discover what they should do to move on.*" Mr B's response is indicative of the fact that the manager/supervisor does not give proper direction regarding PMDS to the unit employees. Therefore, everyone fends for him/herself in dealing with PMDS.

Pele [S] in D2 response corroborates the aforementioned perception of lack of understanding of the phenomenon in mentioning that: *"Another challenge with PMDS is the capabilities. I don't think that we really understand how the capabilities must be related to what we are doing."*

It has been conceded by most respondents that to a larger extent, senior managers/supervisors do not understand PMDS policy and hence have various interpretations of the policy. The possibility may be that due to low self-esteem regarding the policy interpretation, supervisors have ended up not implementing the policy accordingly.

(c) Establishing job descriptions is still a challenge

The interviews exposed that officials performing similar duties operate with different job descriptions. Furthermore, in many instances employees work without revised job descriptions, least to mention proper performance agreements or contracts. The following responses emerged based on the abovementioned analysis:

Mpho [O] in D1lammented:

> *"...so far we don't have a fixed job description for all the facilitators. Because you find that in Kwazulu-Natal the job description is not the same as of somebody in Gauteng – so and we are in the same unit not having the same job description."*

Sugar [O] in D1 response:

> "*Another challenge that... people know, is the issue of the job description – because that has always been a question of how do we link it into the annual*

work plan. And as IDSOs we have circular 51 of 2006 which people still question."

Pele [S] in D2 demonstrated a missing link between capabilities in annual work plan and job description. She added

"Another challenge with PMDS is the capabilities. I don't think that we really understand how the capabilities must be related to (job description) what we are doing. It's like sometimes it's isolated. When you want to say to the people let us relate (capabilities) to what we are doing – then people start saying it is not how we understand the capabilities. It is like isolated there..."

In accordance to the ELRC Collective Agreement 3 of 2002, the supervisor and official are expected to engage in a job performance discussion based on the official's job description and annual work plan prior the upcoming performance cycle (Department of Education, 2002: 6). Therefore, it is imperative that by the time a contract for the new cycle is signed by supervisor and official, a proper and official job description be in place, revised and signed for by both parties. Based on their responses, Mpho and Sugar performed their duties without fixed and common officially signed job descriptions of which is improper in line with the Departmental contracting process.

(d) Non compliance regarding performance agreements

The interview findings concur with the report by Sangweni (2008: 7) on the implementation of PMDS for senior managers stating that "*in some departments, non-compliance was found in as many as 92% of the performance agreements (PAs). For example, the Department of Education and Finance the number of PAs signed after the due date of 30 April was found to be as high as 100%."*

Mr B [O] in D1 shares the same sentiment with Sangweni's report in saying:

"Normally our contracting is never done in April or before, it is done late during the year. So far we have never been able to stick to time lines. Even the reviews we find difficult to do them within a specified time."

Dimamso [S] in D1contention was:

"...for instance, contracting is still a challenge. When you go to PS staff, you still experience problems with the formulation of outputs and measures – which things are management issues. The supervisor must be in the position to guide the employee on how to craft outputs and measures."

The interview findings also revealed that some supervisors do not come to play regarding entering into performance agreement with their officials. In some instances, officials are just piled with PMDS forms to complete on their own.

Easymag [O] in D2 concedes:

"... like I said initially, I was just given the forms and you struggle through them. You ask your colleagues – what is expected here? What am I supposed to do? How do I do it? And especially that we use computer, when I came here (district) I was not computer literate at all. So I had to ask some of my colleagues to help me."

Interestingly, it has become palpable that failure to establish job descriptions for job-holders might result in workers performing duties without an official's signed performance agreement.

(e) No proper Quarterly Reviews on performance

Generally, the respondents feel that quarterly reviews are not given the honour they deserve. These quarterly reviews are not conducted according to the prescribed timelines. The most crucial fact is that development through mentoring and coaching is not properly done and candid discussions on performance evaluation are still a problem.

In response to how often do they discuss PMDS issues; Mpho [O] in D1 giggled and remarked:

"I would say you know it's very seldom. We only discuss issues on performance when it is time for PMDS. Normally in our meetings we just discuss planning and evaluating the progress that we made in the department or unit. But it's very seldom that we come together as a unit and discuss to check if we are really on par with the expectations as far as the job description is concerned."

In addition, Mr B [O] also from D1 contemplated that:

"... Unfortunately the review process for admin (PMDS-PS) people is still a very shady issue."

This research also confirms that performance reviews are not always given a fair treatment and they are hence done for formalities. Sugar [O] in D1 lamented:

"I think it goes back to what I was saying earlier. Basically PMDS is done for the sake of adherence to submission. Specifically I don't remember us sitting down talking about performance, evaluation, preparing people to saying for this quarter this is how you have scored and the expectation is that the next quarter, this is how you have to perform. It doesn't talk to issues of development. It's just scoring and submission."

It is a serious concern that the picture painted on quarterly reviews is gloomy, hence little or no development of employees is taking off the ground.

(f) Ratings, an element of dishonesty in PMDS

Although some respondents claimed that their performance was reviewed seldom during the course of the cycle save to say once at the end of the cycle, ratings of performance still posed some serious problems. The following rating challenges were revealed:

Kedibone [S] in D2 conceded:

"Many times you will find out that we are differing with our employees because maybe they want to give themselves scores above their performance of which it

is not correct.... You will find out that a person would want to get let's say a 5 which is an excellent score or maximum score only to find that a person is a 3..."

Mere [S] in D3 perceives that

"... generally people overestimate their performance. Besides, the other problem is people do not really read the document particularly in terms of performance ratings. Such that if a person has done very well in terms of having achieved all the agreed standards and a person feels that s/he deserves a 4 or 5. Whereas according to my understanding is that if you have met the agreed standards, the rating should at least be 3."

JP [S] in D3 maintains that the whole problem of ratings emanates from improper contracting process. She argued that:

"With the issue of rating, this one is a very big challenge because people could not be taken on board especially when the process starts with contracting. That is the time when you should explain to a person saying look, these are our expectations if you perform according to the standards set here therefore you will be rated a 3. Should you go over and above this, then you will require a higher rating. And there has to be some specifications – what do you mean when you say this is over and above (standards set)."

It also emerged from the responses of Mere and JP that if an employee performs good in terms of the standards set in the contract or performance agreement, the rating for that performance is a 3 out of 5 ratings.

The interviewees further revealed that lack of evidence for ratings exacerbated dishonesty in the evaluation of scores in PMDS and overwrought relationships between supervisors and officials. This is the reason why Easymag [O] in D2 mentioned that: *"There is often conflict, that's what I hear... But rumour is that people are not always*

satisfied with the scores that they are given by the supervisors.... why did you give me 2 instead of 5? You know such things."

(g) PMDS is regarded as a monster

To some respondents, PMDS has lost its original intent and hence is no longer regarded as an instrument to manage and improve the performance of the district employees. Mpho [O] in D1 remarked that: *"Another challenge is that people still see it (PMDS) as a monster ... some of the office-based educators."*

(h) PMDS is non-related to daily operations

JP [S] in D3 perceives the operations of the district personnel to be disjointed from what supervisors present to her PMS office in line with PMDS processes.

JP therefore maintains that: *"... the seniors are still not clued up and it is because if I check the records, their kind of reporting is not qualitative. They sort of alienate PMDS as a process from daily workings. They sort of alienate it from the objectives which emanate from the OPS plan. Their operations are separate from PMDS. For them it's like PMDS is something on its own a separate entity – of which is not, PMDS is whatever when you open your office, you sit here, you start working or start chatting with your friend. You don't do your work as was supposed to do. Therefore it's PMDS".*

(i) Competing priorities hinder PMDS activities

A significant number of the respondents perceived that the smooth running of their unit operations is sporadically interrupted by the head office impromptu directives. By virtue of the districts being under the direct control of the GDE head office, these impromptu directives supersede district work plans and manifest themselves into competing priorities for district personnel. Such interruptions by the head office, automatically affect the implementation of PMDS within the districts.

Pele [S] in D2 concedes:

> *"The challenge in my unit is (paused) sometimes we plan according to the operational plan but then activities that come from head office are always a hindrance. You find out that people did not perform when they complete their form1 you find out it's a challenge when it comes to progress."*

Simon [S] in D3 shared the same sentiment:

> *"...because the head office sometimes and also partners from other sectors will invite officials for other activities. You have to prioritise, shift dates, shift time."*

(j) Reluctance in implementing PMDS

A general concern from respondents was that a '*one-size-fit-all*' kind of incentive of 1% increment across all performers might have exacerbated the level of non-implementation of the PMDS policy in the GDE districts. In line with public sector rewarding system, Simon [S] in D3 presented his concern as follows:

> *"Well I think there should be research conducted in terms of how private companies conduct their PMDS. Because when you look at what private companies do, and what the GDE do, it is a totally different activity. In terms of the private sector, it becomes more effective because it has got to do a lot with money and ...when I have performed up to this particular level, I will receive a bonus of this much which will push me to a certain achievement in life and also promotion. So within the public sector, it is a vacuum because there will be a normal increment which will be given to everybody, no matter whether you performed or you didn't perform. So people don't see PMDS as something that could be very much committed to because of the incentives which are not put in place."*

(k) PMDS policy needs a review

PMDS policy has been in force since 1st April 2004 and is now nine years old. It is imperative to revise policy from time to time to check on its impact to the society. Reviewing policy would also enable identify gabs in the implementation of such a policy.

Mere [S] in D3 presented his concern as follows:

> *"The only thing I believe should be done is (that) ...the policy should be reviewed. It has been implemented...over five years now. If you don't review policy over five years, I mean sometimes you find there are things that are absolute."*

4.2.6 PMDS training programmes

The findings in this research project revealed that there is a significant quest for effective and efficient empowerment on the PMDS-related issues for district personnel. A significant number of respondents claimed that training on PMDS has been minimal and hence created gaps of misunderstanding and led to reluctance in the implementation of the policy per se. Some of their responses were as follows:

Easymag [O] in D2 responded:

> *"Training in PMDS (amazed)? No, I haven't had training on PMDS."*

Jake [O] in D2 on his 6th year service remarked:

> *"I think I received training on the PMDS per se from an outside person – can be provider or the sub-directorate that deals with the PMDS process (paused) It's long ago, I don't remember when. But it's not done on regular basis... It was just once-off and got to do it on our own."*

Mere [S] in D3 on his 3rd year service concurred:

> *"I have received training once as a supervisor - not that training is not provided almost yearly it's provided. But because the management plan of the PMS unit is not done in consultation. So you find that at times when you are supposed to go*

for training, you are actually not even at the office. At the end of the day, one has to prioritise core duties. But it's given almost every year."

Mpho [O] in D1 on his 8th year service replied:

"Ever since I know of this scheme, I went for training two times. When it started and this year 2011, we were called to a workshop by the DCES for PMS.... That's means twice (in the eight years)."

Furthermore the interviewees revealed that let alone the fewer number of PMDS trainings they received, some workshops were not that effective due to time constraints. The respondents experienced limited time for training and lack of individual attention due to the large number of attendees, notwithstanding that most workshops were conducted in the afternoons when exhaustion took tall on them.

Pele [S] in D2 on her 6th year service had this to say:

"You know with training it's never enough. Training for me doesn't work maybe monitoring. When you do your monitoring and you do one-on-one (discussion) like the way you were sitting with us. Then you start to internalise to see things in a bigger picture and things start to unfold. And you understand because if it's a big group you know, it's in the afternoon, you are tired – you are just sitting there because you are supposed to. Generally, a workshop doesn't work for me but one-to-one."

In addition, Pele [S] in D2 claims that the monitoring process of PMDS by the PMS unit officials works much better than training workshops. In her view, monitoring offers a platform for individual attention to enhance understanding of PMDS processes.

A number of training programmes and strategies were also suggested by some of the respondents in this study, for example:

In her response, Dimamso [S] in D1 motivated:

"I think we need partnerships. As PMS unit alone, the human resource limits us to really make in-roads into strengthening monitoring, development and support. If we can partner with ECSP, because they are dealing with sports, they are dealing with libraries which in some schools – there are GAs (General Administrators) who are in charge of the libraries. When we craft those outputs and the measures, we can talk to these people on what their expectations are."

To Dimamso, a partnership consisting of members from various sub-directorates mainly focusing on PMDS would be a very effective training team. This or partnership would be nipping developmental needs right in the bud using contextual factors of the sub-directorate.

Easymag [O] in D2 tapped on a different dimension regarding the approach to be used in relooking at training in a broader perspective. She argued that there should be *"...training on a change of mindset regarding PMDS itself. ... Why people are rated the way they are rated, what is PMDS and what is really expected?* She added that "...*It's like we are doing it superficially, we don't go deep into it. We just want to give out the scores so that the people can get 1%."*

For Easymag and many other respondents, an in-depth understanding of PMDS policy would promote and encourage implementation of PMDS within the GDE districts, rather than focusing on a meagre 1% pay progression.

Jake [O] in D2 appealed for two more other training aspects to be considered, that:

"...*it (training) needs to be done on regular basis ... And also the processes, how these processes relate to the policy, the job description, the AWP so that it should not be done in a robotic manner."*

JP [S] in D3 believes that training needed in the districts should be "*a streamlined type of training... given in totality... able to incorporate the PMFA issues. If you utilise so much of the budget, does that amount translate to the amount of work which is the quantity of the work or quality of the services that you have delivered to the client*."

JP acutely recommended that training should be done by the government auditors who are capable to encompass public finances and related departmental performance outputs.

Mpho [O] in D1 indicated that training should be tailor-made in line with the capabilities of incumbents. In his response:

> *"We also need training on content because we are more on curriculum and have the new curriculum system where the changes are taking place from time to time. We have CAPS and if we are not trained on this, new things coming in... So as curriculum we need to be provided with even facilitation skills because we workshop educators, we talk to learners. If you don't have facilitation skills then it's going to be difficult,   we need such trainings."*

Mr B [O] in D1 proposed that:

> *"For PMDS to work, assign it to an outside company that is accredited with demeriting and meriting people...But then when it is managed from within, and audited from within as well, to me doesn't seem to be working. It's a way of pushing papers and getting money..."*

Interestingly, it surfaced from the interviews that most supervisors other than those managing PMS units, have never taken the responsibility of training officials on PMDS policy and its implementation within their sub-directorates.

4.3 Questionnaire analysis

Herein follows a descriptive statistical data analysis as presented in the data collected from the 80 questionnaires returned out of 100 distributed. Stata V10 statistical programme was used to analyse the returned data. Frequency tables, pie charts and bar graphs were used to provide a visual presentation of the data analysis. The questionnaire consisted of four sections, namely: Section A: the biographical information of the respondents, Section B: the knowledge and attitudes on PMDS, Section C: PMDS skills and Section D: the general open-ended questions.

4.3.1 Biographical information

Table 4.1 Gender

Gender	Frequency	Percent (%)
Female	45	56
Male	35	44
Total	**80**	**100**

The above table 4.1 represents gender distribution and indicates that the sample had more females (56%) in the districts than males. This could mean that more females are employed in the district offices which might be the influence of the implementation of the employment equity act. The other factor might be that more females than males are eager and prepared to share their learned experiences with the society at large.

Table 4.2 Age of the respondents

Age in years	Frequency	Percent (%)
20 - 25	1	1
26 - 35	12	15
36 - 45	16	20
46 - 55	32	40
56 +	19	24
Total	**80**	**100**

Table 4.2 illustrates age distribution. The findings reveal that most of the respondents who disclosed their age were in the age range 46 to 55 years, followed by those who were aged 56 years and older. Loosely speaking, of the sampled respondents – the more one becomes older is the more one is willing to disclose his or her age. This might be due to the common practice that older people are keen to give advice as mentors to the upcoming generations. In this context, people aged 46 years and older have been more exposed to the practice of PMDS as a phenomenon at district level. The other dimension might be that most were former teachers for some time prior to their appointment as district officials.

Table 4.3 Post held

Post	Frequency	Percent (%)
PS	29	36
SES	29	36
DCES	20	25
CES	2	3
Total	**80**	**100**

Table 4.3 shows the distribution of posts held by the respondents at the district offices. The statistics reveal that an equal number of PS and SES respondents (36% each) participated in this study. DCES respondents (20%) who are regarded as middle managers with reference to the implementation of PMDS within the district context have shown more interest in the study than the CES respondents (3%) who are the senior managers. Within the context of PMDS implementation, CES personnel are the next level managers to sign the performance agreements of their respective sub-directorates. Least responses from CES might be an indication of fewer posts held at district offices if not lack of interest in PMDS processes.

Table 4.4 Professional Qualifications

Qualification	Frequency	Percent (%)
3yrs Diploma	11	15
4yrs/NHD/HED	24	32
Honours	26	35
Masters	11	15
Doctorate	2	3
Total	**80**	**100**

Table 4.4 illustrates professional qualifications distribution. The data presented in this table reveal that very few participants (3%) hold a Doctoral Degree and only 15% of them have Masters Degree. Most of the district personnel (35%) hold an Honours Degree followed by those having a 4-year or either National Higher Diploma or Higher Education Diploma (32%). The majority of posts occupied at the district offices are of managerial positions whose incumbents must manage, monitor, support and advice educators and school management teams (SMT) members. For their operational positions (district personnel) as representatives of the Department of Education, they are to be specialists in education management, hence registering for Master's and Doctoral degrees would enhance their professional and management expertise.

Table 4.5 Participants in this research (as PMDS Managed officials/supervisors)

PMDS	Frequency	Percent (%)
Officials	49	61
Supervisors	31	39
Total	**80**	**100**

Table 4.5 presents the frequency of participants as the PMDS custodians (PMDS supervisors and officials) who collectively engage in the performance agreement for every PMDS cycle. The statistics in table 4.5 reveal that more managed officials (61%) in districts responded than supervisors (39%). This might be due to the fact that management posts are generally few at district level. Therefore, more of the district personnel are managed via the implementation of PMDS policy within district units. PMDS supervisors are hence managers of units in the district context.

Table 4.6 Work experience in current post

Experience	Frequency	Percent (%)
0 – 3 yrs	21	26
4 – 6 yrs	33	41
7 – 10 yrs	12	15
11 – 13 yrs	2	3
14 – 16 yrs	12	15
Total	**80**	**100**

Table 4.6 reflects on the work experience of the respondents in the current post distribution. Most participants (41%) in this study had a work experience ranging from 4-6 years in district offices while 26% of the population had a work experience ranging from 0-3 years within the districts. The experience of the district staff correlates with the age distribution in table 4.2 whereby young staff members are fewer than older ones. The reason might be that most district personnel are appointed at districts after having served for some number of years at schools. 15% of the sample had work experience ranging from 7-10 years and 14-16 years respectively. The least (3%) of the participants had work experience ranging from 11-13 years.

Table 4.7 Number of workshops/training attended in PMDS

Workshops	Frequency	Percent (%)
0	6	8
1	12	15
2	24	30
3	18	21
4	10	13
5	10	13
Total	**80**	**100**

Table 4.7 illustrates number of workshops or training sessions attended with reference to PMDS-related processes. The findings reveal that most respondents (30%) attended a maximum of two workshops on PMDS and 8% of the population never attended a single training on PMDS. In the duration of sixteen years of service, about 13% of the respondents managed to attend 4 to 5 training sessions on PMDS as a whole. These statistics therefore tell a story why there are still gaps identified in the implementation of

PMDS in the districts of the GDE. The data further corroborate interview findings where some supervisors and senior managers had been lacking understanding on the implementation of PMDS policy.

Table 4.8 Language used in PMDS meeting sessions

Language	Frequency	Percent (%)
English	77	97
S/Sotho	1	1
Setswana	1	1
SiSwati	0	0
Tshivenda	1	1
Afrikaans	0	0
Total	**80**	**100**

Table 4.8 demonstrates distribution of languages used in PMDS meeting sessions. An overwhelming majority (97%) of district staff members used English as a medium of communication during PMDS meetings. Of the sample, 1% claimed the usage of S/Sotho in PMDS meetings. Setswana was also used by 1% of the participants and so was Tshivenda language.

Table 4.9 Locality of schools monitored and supported

Locality	Frequency	Percent (%)
Township	67	84
City	11	13
Village	2	3
Total	**80**	**100**

Table 4.9 displays school locality distribution supported and monitored by the district staff. The statistics reveal that the majority of schools (84%) in townships are monitored and supported by the respondents from the district offices. 13% of schools monitored and supported are located in the city. Of the population, only 3% were from villages. This implies that mostly township schools are provided support by PMDS officials and supervisors from districts.

4.3.2 SECTION B: Knowledge and attitudes on PMDS

Figure 4.1 Benefits of PMDS
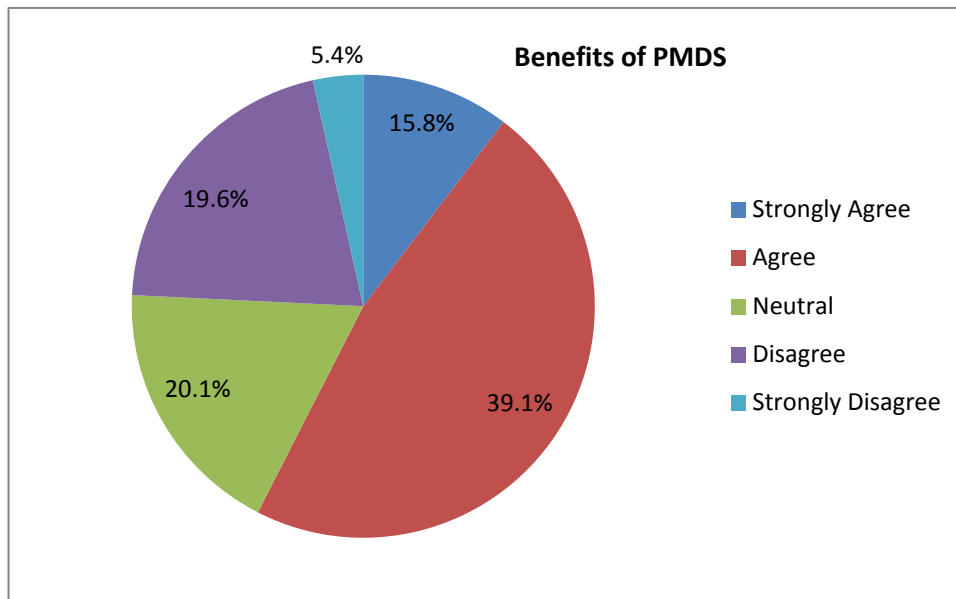
Figure 4.1 demonstrates the benefits of PMDS in districts. The majority (54.9%) of respondents agreed that PMDS has benefited them in the districts. However, the minority (25%) disagreed that PMDS has significant benefits in the districts. Of the sample, 20.1% were indecisive.

Figure 4.2 Processes of PMDS

Processes of PMDS

- Strongly Agree: 16.9%
- Agree: 41.8%
- Neutral: 17.1%
- Disagree: 21.8%
- Strongly Disagree: 2.5%
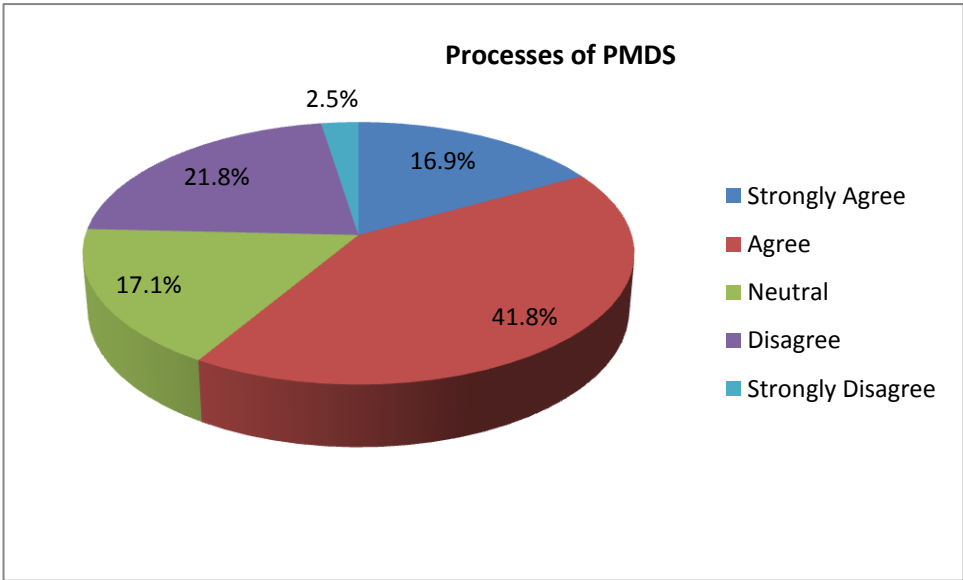
Figure 4.2 illustrates the management of PMDS processes in districts. The majority of respondents (58.7%) agreed that processes of PMDS were taking place in the GDE districts. These PMDS processes among others refer to performance agreements, goal setting, performance reviews and performance appraisals. Minority of the respondents (24.3%) disagreed that processes of PMDS were really taking place in the GDE districts. Of the population, 17.1% were indecisive regarding the processes of PMDS.

Figure 4.3 Perceptions towards PMDS
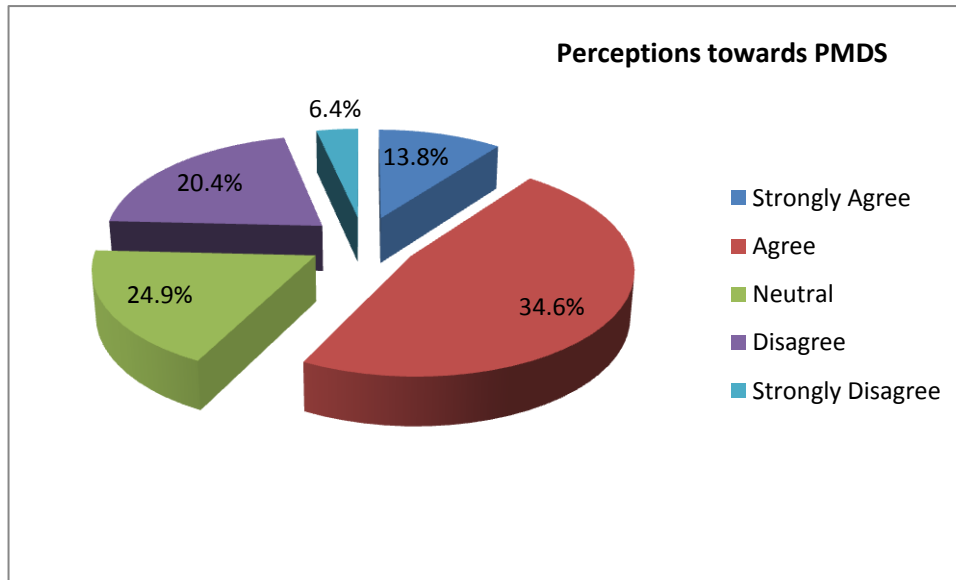
Figure 4.3 show perceptions respondents have towards PMDS in districts. The majority of respondents (48.4%) generally agreed on the following perceptions on PMDS: that PMDS supports and promotes the development of staff, performance appraisal is influenced by rating errors, top performers should be rewarded more, time impedes effective appraisal, and there are no candid performance discussions or evaluations and payment rewards to motivate staff to achieve results or objectives. However, 26.8% of the sample disagreed on the above-mentioned perceptions and 24.9% were still indecisive of these perceptions regarding PMDS.

Figure 4.4 PMDS training: expectations and attitudes
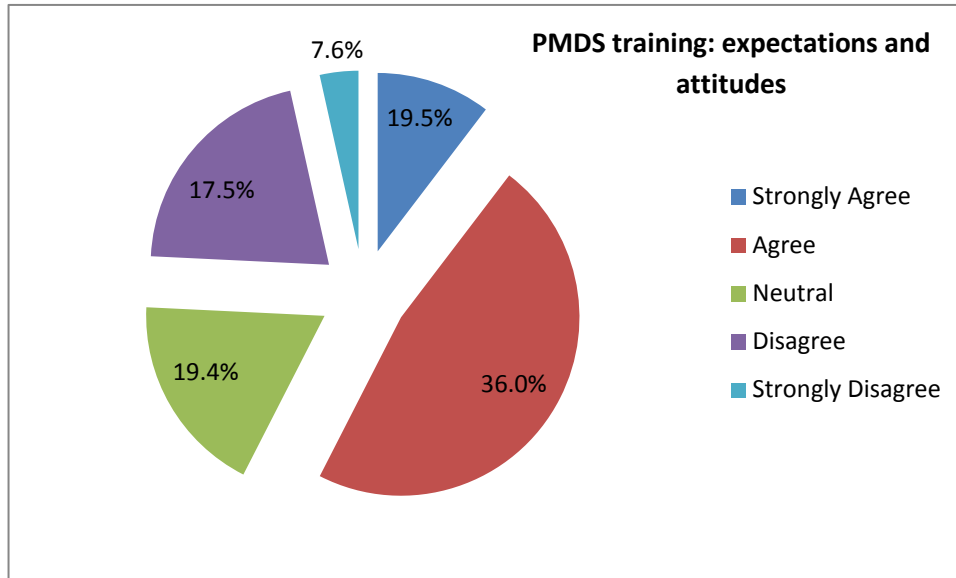
Figure 4.4 illustrates expectations and attitudes of respondents regarding PMDS training sessions. Most respondents (55.5%) agreed that supervisors need training on the monitoring of PMDS and the rating of PMDS scores. The very respondents further agreed that they need training on aligning Operational Plans with Annual Work Plans and Job Descriptions. They also demonstrated a positive attitude towards PMDS that staff is developed in line with their personal needs. A minority (25.1%) of the respondents disagreed on the aforementioned expectations and attitudes towards PMDS training. 19.4% of the respondents remained indecisive on PMDS training sessions taking place in the GDE districts.

4.3.3 SECTION C: PMDS skills

Figure 4.5 PMDS skills
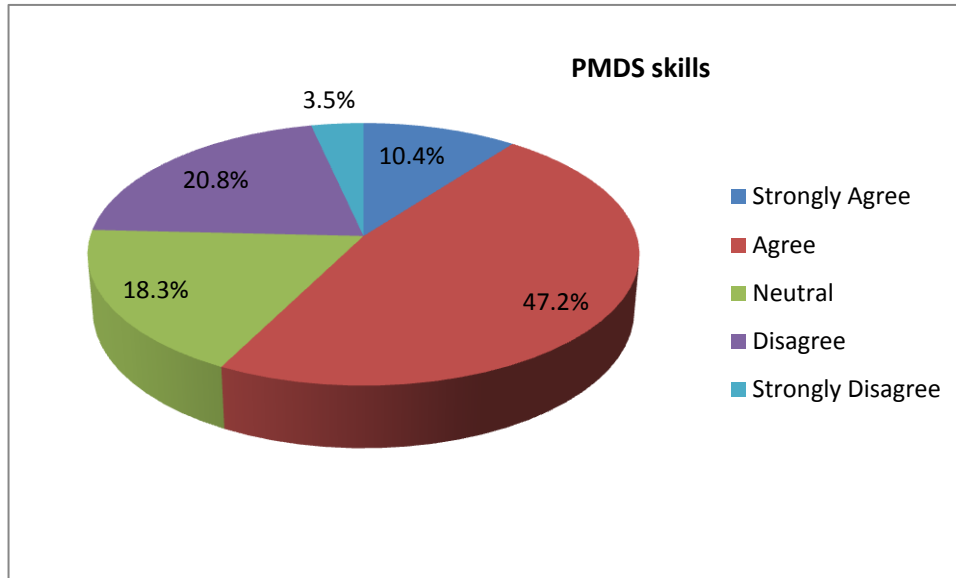
Figure 4.5 shows PMDS skills that the district personnel possess for the implementation of the PMDS policy and processes. The majority of the sample (57.6%) claimed that they are competent with the PMDS skills so far. However, 24.3% of the sample maintains that they are still not competent with the PMDS skills. Of the sample, 18.3% was indecisive regarding their PMDS skills. This is a course for concern as it implies that in those district sub-directorates and units, no effective implementation of PMDS prevails.

4.3.4 Open-ended questions

The last part (section D) of the questionnaires consisted of open-ended questions which were quantitatively transformed into bar graphs for data analysis purposes. The open-ended responses were coded and categorised into numerical data descriptions and subsequently analysed using qualitative data quantitatively (Andrew & Halcomb, 2009:105). Even though, according to Johnson and Christensen (2004:169), open-ended questions enabled the participants to respond in any way that they please, as a researcher I developed a coding system to replace verbal data with numbers. However,

as argued by Wetcher-Hendricks (2011:15), a coding system replacing verbal data with numbers does not in any way make the open-ended data quantitative.

Figure 4.6 Challenges experienced in PMDS
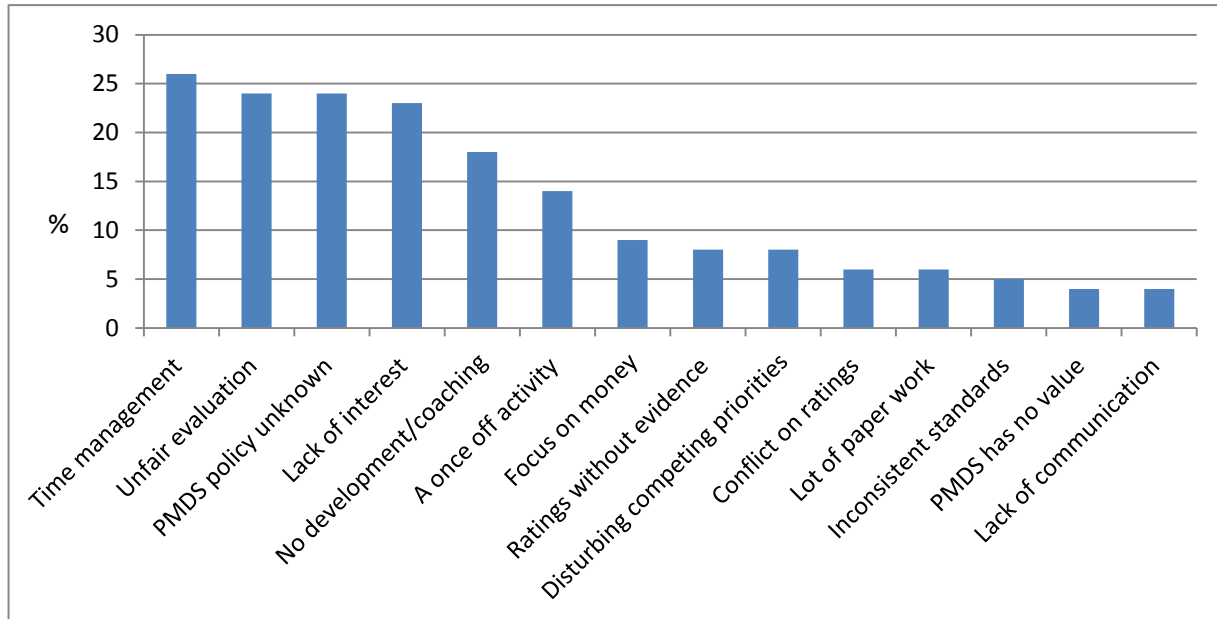
Figure 4.6 illustrates the variety of challenges experienced by supervisors and officials in the implementation of PMDS in the districts. The majority (26%) of the respondents claim that time management has posed a serious challenge in the implementation of PMDS in the districts. The least time spent on PMDS processes subsequently led to unfair evaluation of performance as indicated by 24% of the sample. One of the factors that surfaced was that the PMDS policy is still unknown to many managers as presented by 24% of the respondents. Hence, 23% of the population has lost interest in PMDS as a phenomenon. The reluctance of implementing PMDS might be due to lack of development and coaching by supervisors as revealed by 18% of the sample. That is why 14% of the respondents perceive PMDS as a once off activity mainly focusing on the monetary value highlighted by 9% of the population. The findings also revealed that 8% of the sample collectively was concerned that performance ratings were presented without evidence and that led to conflicts (6%). Other challenges mentioned were

competing priorities (8% of the sample) disturbing PMDS, too much paper work (6% of the sample), that PMDS has lost value (4%) and lack of communication (4%).

Figure 4.7 Opinions for better PMDS implementation
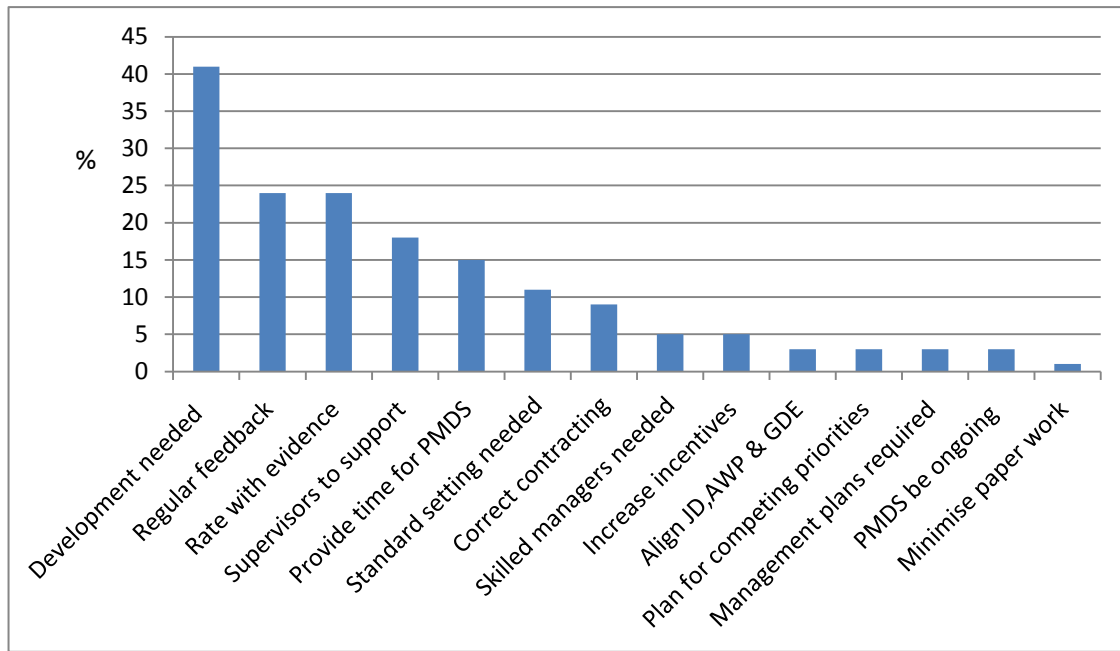
Figure 4.7 represents the opinions of the respondents on how to improve the implementation of PMDS in districts. The majority (41%) of the respondents suggested that development in line with the individuals' needs may improve the implementation of PMDS in the districts. On the other hand, 24% of the sample proposed that regular feedback on individuals' performance and evidence-based rating would enhance effective PMDS. Of the population, 18% appealed that supervisors must take charge of their role of supporting officials in PMDS processes and 15% of the respondents requested that time should be specifically allocated to entertain PMDS activities. 11% of the respondents emphasised standard setting as a need to improve performance in the districts. Standard setting would enhance and promote the correct contracting of staff as it was a concern from 9% of the sample. Knowledgeable or skilled managers and increased incentives were proposed by 5% of the respondents as solutions to promote effective PMDS in GDE districts. The alignment of job descriptions to annual work plans and GDE objectives, plan for competing priorities, need for management plans and that

PMDS be an ongoing process were suggested by 3% of the population. The minority (1%) of the sample suggested that paper work regarding PMDS processes be minimised.

Figure 4.8 PMDS training programmes required
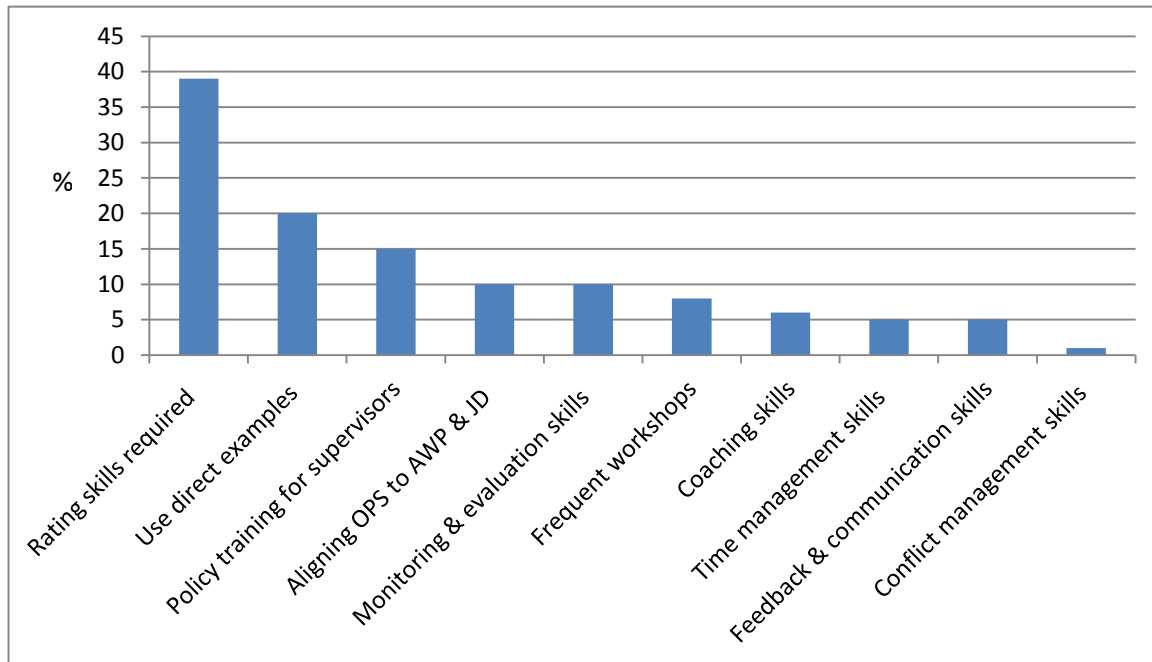
Figure 4.8 demonstrates the respondents' proposed training sessions or programmes to be considered in enhancing the effective implementation of PMDS in the districts. Most (39%) of the respondents appealed that training on rating skills is highly in demand. Of the sample, 20% suggested that training should be customised to the trainees using direct and suitable examples to their needs, 15% requested PMDS policy training for supervisors, and 10% called for training on how to align operational plans to annual plans and job descriptions as well as training on evaluation and monitoring processes. 8% of the respondents indicated a need for frequent workshops on PMDS-related issues. Training on coaching skills for supervisors was also proposed by 6% of the sample. Of the population, 5% proposed training on time management, feedback and communication skills. The minority (1%) of the respondents suggested training on conflict management skills.

4.4 Chapter summary

In this chapter, four datasets were analysed and presented. Interviews conducted were transcribed in verbatim and further categorised into themes. Then stata V10 statistical program and computer spreadsheet were used to analyse the returned questionnaires. The presentation of the findings consisted of detailed discussion from the analysed data. Finally, conclusion and recommendations based on the findings in chapter four will be presented in the following chapter five.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

The main purpose of this research project was to explore how PMDS is managed in the districts of the GDE. In chapter one, the researcher identified the following research objectives:

- to explore theories that inform or guide the current management of performance in districts;

- to examine the role of supervisors in the management of performance in the districts of GDE;

- to determine the perceptions of supervisors and district officials in the management of PMDS in GDE districts; and

- to suggest training programs that should be provided to improve the role of supervisors in managing PMDS at district level.

By the end of this chapter, the researcher will be able to consider to what extent these objectives have been met.

5.2 Summary of findings

5.2.1 Research question one: *What are the theories that inform or guide the current management of performance in districts?*

It emerged from the study that generally supervisors and officials conceptualised PMDS phenomenon within the parameters of performance management models, one of which is a *Characteristic Performance Management Process*. The six elements of this model as stated in chapter two are: determining the organisational strategy or goals, performance planning, ongoing feedback, employee input, evaluation, and performance review. These six elements of the model were successfully associated with most

respondents' conceptualisation of PMDS even though in many cases not all six were expressed simultaneously by the respondents per se. Of the six elements of the model, four were constantly associated with PMDS, namely: contracting (performance management/planning), monitoring (feedback), evaluation and development (performance review).

In relation to the aforementioned model, a number of theories surfaced that had a serious impact on PMDS in the districts. For example, the data analysed reflected greatly on Goal-setting theory with regard to failure to manage time for the attainment of PMDS goals or objectives. Notably, goal-setting theory posits that goals as performance proficiency should be attained within a specific time period. Findings have revealed that time management is a serious challenge for the achievement of PMDS goals. The general implication and conclusion is that failure to plan the PMDS process from the beginning of the performance cycle, that is, 1st April - contracting time, had adversely affected the subsequent processes of quarterly reviews, ongoing feedback, development and authentic final appraisals of the district personnel.

Another general picture elicited by data analysed is that the respondents acknowledged benefits of PMDS. Nevertheless, a sign of lack of interest or enthusiasm to implement PMDS in districts has been registered. The causal factors for this lack of enthusiasm among others were supervisors' lack of skills, unfair evaluation/ratings, discouraging incentives and lack of candid feedback on PMDS. The findings in this respect corroborate with the Reinforcement theory derived from E.L Thorndike's 'law of effect' whereby district personnel tend to perceive a link between behaviour and consequences of PMDS as a phenomenon. Due to the undesirable behaviour (negative reinforcement) of lack of skills and incentives, unfair ratings and dishonest feedback, staff tends to be discouraged in PMDS-related affairs.

Interestingly, Herzberg's two-factor theory also came into play in relation to factors that made some respondents dissatisfied about PMDS process. Hygiene factors (job context factors) such as 1% "one-size-fits-all" pay progression, too much administration paper

work and no PMDS policy review for years elicited negative feelings about PMDS in the districts.

Furthermore, this study has revealed a general yearning for development and personal growth to enhance self-actualisation, self-efficacy and confidence of district personnel. The development of supervisors and officials performance-wise is informed by a numerous theories including Bandura's social cognitive theory (1986). Social cognitive theory suggests that if goals are not achieved, goal acceptance, self-efficacy and confidence in feedback accuracy predict whether the employees will either redouble efforts or lose motivation. In order to redouble efforts, performance development practices such as employee counselling, mentoring, role modelling, coaching and competency assessment must be in place in the GDE districts.

5.2.2 Research question two: *What role do supervisors play in the management of performance in the districts of GDE?*

It emerged from the study that most supervisors were acutely aware of their obligation to contract their officials in their units. It also appeared that supervisors acknowledged that contracting is a signed collective performance agreement between the employer and employee at the beginning of the performance cycle. The contracting process as exposed by many respondents, took cognisance of the alignment of JD, AWP and the OPS plans of the incumbents. However, a significant number of supervisors could not contract officials timely at the beginning of the performance cycle (that is, within April month). The status quo led to officials working for some time (weeks and months) without contractual obligations whereby their job descriptions and annual work plans were not discussed and agreed upon.

This empirical study further revealed that respondents highly conceded that monitoring and evaluation succeeds the contracting process in endeavouring to enhance achievement of performance agreement objectives. Conversely, the picture elicited by figure 4.6 suggests that unfair evaluation is still a serious challenge in most districts. With this picture, it is therefore deduced that more of subjective evaluation in PMDS still

prevails in most GDE districts. Coupled with this, lack of supportive supervision on officials' actual performance seemingly has a negative impact on the confidence and self-esteem of many supervisors in taking full control of the monitoring and evaluation process.

Intriguingly and of significant importance, the study revealed that even if PMDS is informed by the same policy and documentation, districts still implement PMDS differently in the GDE. This is a course for concern to the implementers of PMDS policy in the GDE which consists of all supervisors and PMS unit officials.

On a whole, developmental needs and recognition of incentives for employees projected the flip side of monitoring and evaluation process. In the event one side of monitoring and evaluation is gloomy, reciprocally there is no chance for development and rewarding of incentives to glow brighter. In addition, findings in this study have overtly revealed an impact of one process on another namely; unfair quarterly reviews on performance which reflected on a wrong diagnosis of developmental needs of employees. The status quo then manifested itself into a serious negligence of mentoring and coaching by supervisors as insinuated by data analysed in figures 4.7 and 4.8.

In conclusion, it has emerged from the study that the primary supervisory role of a number of managers is still clouded with a plethora of challenges centred on their superficial knowledge of the PMDS policy. The managers or supervisors' superficial knowledge of PMDS policy culminated into their lack of confidence which manifested itself into their non-compliance regarding the PMDS processes like adherence to PMDS timelines. The aforementioned challenges with time reduced PMDS to a once off activity rather than a twelve months process.

5.2.3 Research question three: *How do supervisors and district officials perceive the management of PMDS in the GDE districts?*

Generally, PMDS is perceived positively and acknowledged by a significant number of respondents as a phenomenon albeit with exceptional and serious challenges regarding its implementation in the GDE districts.

Basically, challenges facing the implementation of PMDS in the districts surfaced to be centred on incapacity in managing time to honour the PMDS processes such as contracting timely, reviewing performance quarterly, monitoring, providing continuous constructive feedback, conducting personal development and objective annual appraisal. It has come to the fore in this study that the lion-share of these challenges was acutely pointing at the lack of knowledge, skills and expertise of many senior managers and line managers/supervisors regarding the PMDS policy and its ramifications.

Interestingly, the study in general revealed a common perception from officials that some supervisors lack understanding of PMDS and so the same goes with supervisors also claiming that their senior managers are not really clued up with the PMDS processes. This state of affairs denotes a serious skills gap pertaining to PMDS from top management level (sub-directorate heads) down to officials within their smaller operational units.

What also surfaced at the pinnacle of performance evaluation in this study is the perception that the limitation of rating skills prevailed among raters and ratees of performance in the districts. For performance evaluation process, the idea of providing supporting evidence for the ratings still remains a huge mountain to climb in most sub-directorates hence in a way compromised the authenticity of scores rated in the final evaluation or annual appraisals. However, with the proper performance agreement wherein goals, objectives and service standards are clarified and agreed upon by both supervisor and official, this would minimise overestimation of scores and negative attitude towards PMDS.

5.2.4 Research question four: *What are the challenges experienced by supervisors in managing PMDS within the districts of GDE?*

The vast majority of the respondents indicated that a lot more has to be done pertaining to the PMDS training sessions and programmes. Most respondents felt that training sessions on PMDS be frequently conducted in order to address profound challenges regarding new and current developments related to performance management in the districts.

The study revealed that most supervisors required special training on rating skills. Once they are well equipped with what informs the various ranges of the rating scale, which evidence equates which specific ratings and how ratings are related in line with the service standards, that is, quality, quantity, time and cost, then queries and conflicts related to performance evaluation will die a silent death with time. Such training as explained by Horne (2008: 21) will focus on the technical job skills and leadership development which will ultimately boost the self-esteem of supervisors.

Additional to this, quite a number of participants felt that there was a need for the district personnel to undergo training on monitoring and evaluation programmes. The monitoring and evaluation would be of great assistance to the district staff in managing their programmes or daily activity chores as well as assessing the impact these activities have on their service delivery. It is without doubt that PMDS as an ongoing process requires objective and systematised monitoring skills from supervisors.

The majority of respondents further appealed for training sessions on policy knowledge and application in order to be kept abreast with the current developments on PMDS.

It emerged from this study that respondents had a serious quest for a special and customised training programme demonstrating how to align the key objectives of OPS plan, AWP and JD within their respective sub-directorates and units. Therefore, the PMDS training programmes should be specifically customised in line with the sub-directorate or unit workplace context and be amenable to employees' needs analysis.

Since time management topped the list of challenges inhibiting the implementation of PMDS in the districts, it has become palpable that training on time management be conducted as one of the developmental needs for the staff.

5.3 RECOMMENDATIONS

5.3.1 Recommendation for future research

Consciously going through the path of this research study made me notice bits of the following missing links to be researched on in the future:

- The issue of gender was not looked at in this study. It will be intriguing to investigate the attitude or perception of a specific gender towards the implementation of PMDS in the district offices. In addition, it will be interesting to find out to what extent does gender influence the impact of the implementation of PMDS at district level.

- This study did not dwell much in the issue of age. It would be a scholarly exploration to investigate how age difference of supervisors impacts on the effectiveness of PMDS processes in the districts.

- Even if the study revealed that there was support provided to schools by the district officials, it would be interesting to find out the nature of support given to schools as informed from the PMDS process in the districts.

- The issue of the psychological effect supervisors are exposed to on rating performance of officials from time to time will be another interesting research project to embark on in future.

- It would be also intriguing to find out to what extent do CESs and DCESs engage one another on feedback mechanism regarding PMDS in the districts, since very few (if not non in some districts) CESs participated in this research.

- It would be interesting to investigate the relationship between the competing priorities of the GDE with the objectives of the OPS plans in the districts.

5.3.2 Recommendation for the GDE districts

- The District Directors as accounting officers for the entire district performance need to take charge of the implementation of PMDS by providing ongoing monitoring and support to their CESs.

- A model of a cadence (rhythmic) accountability by the district personnel on PMDS-related matters would assist in achieving long term sub-directorate objectives and improved service delivery. For example, sub-directorate heads may create a culture of accountability that is frequent and constructive, reporting on the successes and challenges of PMDS set goals on a weekly basis.

- All sub-directorates are hereby recommended to infuse the PMDS processes into daily operations of all district staff. In essence, all daily performances should be directly linked to the AWP and OPS plan objectives.

- All newly appointed supervisors and officials should undergo PMDS induction programmes within 30 days after their appointment dates.

- An objective "Portfolio of Evidence" (PoE) model needs to be established by sub-directorates to validate rating of scores on individual performance.

- PMS units as specialising units on performance management within the districts have to provide ongoing auditing, monitoring and support to all unit heads. Support and development including training should be customised to the needs of the incumbents.

- Developmental workshops should include pre and post assessment instruments/tools (for example, questionnaires) to provide an opportunity for 'impact assessment' for all the trainings that are conducted.

- District Transversal Training Team (DTTT) consisting of skilful members from various sub-directorates mainly focusing on PMDS would be a very effective training team to address the developmental needs of the staff.

5.3.3 Recommendation for GDE (Head Office)

- With reference to numerous challenges on the implementation of PMDS policy which has been in operation for the past nine years, it could be of paramount importance to review the policy in endeavouring to address some of the revealed challenges.

- Some of the original monitoring tools including the PMDS-PS Annexures E, F and G have to be readjusted in accordance to the latest developments from the national bargaining chamber. Thus, the original Annexures cater for three quarterly reviews as in the policy whereas the recent directive from the DoE requires ratings for four quarterly reviews (without scores – only ratings 1-5). Therefore, there is a serious need to review the PMDS policy document.

- In view of the PMDS incentives so far, a 'one-size-fit-all' 1% pay progression rewarded in the PMDS-Ed system could be reinforced by a 'pay-for-performance' model in order to improve the achievement of the Departmental Strategic Plan objectives (according to the differentiated levels of performance – that is, the more performance increases, the more incentives are rewarded).

5.4 Conclusion

In the light of what this study has revealed, the concept of PMDS in the districts of the GDE is generally positively acknowledged and to a certain extent conditionally embraced. This status quo therefore provides a workable platform to build on an improved PMDS phenomenon within the district milieu. However, there is still a serious need for the districts to work entireness on the challenges that manifested themselves

into barriers to the implementation of PMDS. Nevertheless, the root cause of these numerous barriers to the PMDS implementation revolve around insufficient knowledge, skills and expertise of most PMDS supervisors.   Until such time supervisors are all glued up with the PMDS policy and its ramifications, then officials will start demonstrating trust and confidence to their supervision, mentoring and coaching as well as final appraisals. Arriving at this stage would then pave ways towards improved quality public service from the districts cascaded down to school-based educators and ultimately enhance quality matric results in the GDE.

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Appendix A

INTERVEIW SCHEDULE FOR PMDS SUPERVISORS AND OFFICIALS

The researcher used the following interview schedule to collect relevant data during the interview sessions. The schedule was used and followed as a guiding tool during the interview sessions. The researcher provided the participants the opportunity to freely share and discuss their experiences on the management of PMDS in their respective districts.

Prior the interview process the researcher

- formerly introduced himself to the participants,

- briefly explained the purpose of the research project and

- presented a letter of informed consent which assured anonymity, confidentiality and voluntary participation in the study and

- sought permission from participants to record the interview using a voice recorder.

Face-to-face individual interview

Questions:

1. The concept PMDS

1.1 What do you understand about PMDS?

Follow on questions (probes)

1.1.1 How were you informed about PMDS and its processes in the district?

1.1.2 What do you think are the general benefits of PMDS in your workplace?

2. PMDS process

2.1 How is contracting usually done in your unit or sub-directorate?

2.2 How often do you discuss issues related to job performance and job evaluation in your unit or sub-directorate?

3. PMDS perceptions

3.1 In your view, what do you think are the challenges in the implementation of PMDS in your unit?

3.2 What is your take on the manner in which the PMDS scores are rated in your unit?

3.3 How often have you received training on PMDS and in your opinion, how was the training on PMDS?

4. PMDS training programs

4.1 In your opinion, which training programs do you think may improve the management of PMDS in your unit or sub-directorate?

5. Is there anything else you would like to tell me about PMDS that we might not have covered in this interview?

Pre-arranged Interview Schedule

INTERVIEWEE NO.	DATE	TIME	VENUE
1	04/11/2011	12h00	Interviewee's office
2	07/11/2011	13h00	Interviewee's office
3	08/11/2011	12h00	Interviewee's office
4	10/11/2011	12h30	Interviewee's office
5	15/11/2011	13h30	Interviewee's office
6	17/11/2011	13h00	Interviewee's office
7	07/12/2011	12h00	Interviewee's office
8	08/12/2011	12h00	Interviewee's office
9	13/12/2011	12h30	Interviewee's office
10	21/12/2011	13h00	Interviewee's office
11	23/01/2012	16h00	Interviewee's office
12	27/01/2012	16hoo	Interviewee's office

Appendix B

QUESTIONNAIRE FOR PMDS SUPERVISORS AND OFFICIALS

PMDS questionnaire

Dear Sir/Madam,

The aim of the study is to evaluate competencies and perceptions regarding the management of PMDS in the district environment in GDE. The results of the study will be used to improve on the management of PMDS and the training provided to supervisors and managed officials regarding the PMDS processes. The findings in this study will also be communicated to the Department of Higher Education and Training (DHET) Research Report website (www.dhet.gov.za).

Your participation in the study will be greatly appreciated. Participation in the survey is voluntarily. If you do not feel like participating, please feel free not to complete the questionnaire.
The information collected will be treated with confidentiality and anonymity is guaranteed.

INSTRUCTIONS

1. Kindly respond to all questions.
2. The questionnaire consists of four sections (A, B, C and D). Please answer all the sections.
3. Please indicate your response with an "X" in the appropriate box.
4. Please select one option unless otherwise indicated.

Thank you for participating.

A **SECTION A: BIOGRAPHICAL DATA**

1	Gender	Female	1	male	2		4	V1

2	Age (years)	20 - 25	26 - 35	36 - 45	46 - 55	55 +	5	V2
		1	2	3	4	5		

3	Post held (PS =1; SES =2; DCES = 3; CES = 4)	1	2	3	4	6	V3

4	Highest professional qualification Others: (specify) ---	3 yr Diploma	4yrDegree /NHD/HED	BEd Hons.	Master' Degree	Doctoral Degree	7	V4
		1	2	3	4	5		

5	Participating in this research as PMDS	Managed Official	1	Supervisor	2	8	V5

6	Work experience in current post	0 – 3 yrs	4 – 6 yrs	7 -10 yrs	11 -13 yrs	14 - 16 yrs	9	V6
		1	2	3	4	5		

7	Number of workshops/training attended in PMDS	0	1	2	3	4	5 +	10	V7

8	Language used in PMDS meeting sessions	English	1	IsiZulu	7	11	V8
		S/Sotho	2	IsiXhosa	8		
		Setswana	3	N/Sotho	9		
		SiSwati	4	Xitsonga	10		
		Tshivenda	5	IsiNdebele	11		
		Afrikaans	6	other	12		

9	Majority of schools you monitor and support	Township	City	Village	13	V9
		1	2	3		

SECTION B: KNOWLEDGE AND ATTITUDES ON PMDS

Please evaluate your agreement on each of the following statements against the satisfaction level provided below

Satisfaction level scale:

1 – SA – strongly agree

2 - A - agree

3 - N - neutral

4 - D - disagree

5 - SD- strongly disagree

A   **Benefits of PMDS**

		1	2	3	4	5			
1	PMDS sets goals, determine standards and evaluate work.							14	V10
2	PMDS is a shared understanding of what is to be achieved.							15	V11
3	PMDS links the management of individual/team performance to the objectives of the unit as set out in the Operational Plan.							16	V12
4	PMDS strikes a balance between the needs of GDE and the development needs of each staff.							17	V13
5	PMDS improves the effectiveness of individual performance.							18	V14
6	Supervisor and official discuss and agree on the official's personal development plans.							19	V15
7	Individuals receive frequent feedback on their performance.							20	V16
8	PMDS ensures an improved culture of openness and trust.							21	V17
9	Supervisors always have a planned review of performance for their officials.							22	V18
10	PMDS improves relationships at all levels within the district.							23	V19

B   **Processes of PMDS**

		1	2	3	4	5			
1	The performance agreement is always developed by supervisor for each official in April month every year.							24	V20
2	The signed performance agreement (by supervisor and official) comes into full operation with effect from 1st April each year.							25	V21
3	The performance agreement focuses on clearly measurable and quantifiable outcomes which are easily assessed.							26	V22
4	Goal setting serves to identify the official's major responsibilities for the year.							27	V23
5	Goal setting in my unit is characterized by the SMART principle.							28	V24
6	Supervisor provides an ongoing supportive supervision to the officials.							29	V25
7	Performance of officials is reviewed or evaluated against service standards set [in AWP] quarterly as planned by supervisor.							30	V26
8	Appraisal ratings ensure quality, development and competence of officials in their workplace.							31	V27
9	Through performance appraisal [evaluation] individual performance is accurately diagnosed.							32	V28

10	Performance appraisal remedy poor performance of individuals						33	V29

C   **Perceptions towards PMDS**

		1	2	3	4	5		
1	PMDS supports and promotes the up-skilling and development of staff.						34	V30
2	Performance appraisal is often influenced by rating errors.						35	V31
3	Halo effect is the main error affecting the PMDS ratings.						36	V32
4	Supervisors tend to evaluate officials more positively when they perceive to be similar to themselves.						37	V33
5	Different officials' performance levels are uniformly rated.						38	V34
6	Top performers in PMDS evaluation should receive the greatest rewards.						39	V35
7	I see PMDS as an administrative burden (adding more work) to supervisors.						40	V36
8	Time factors impede effective appraisal in PMDS.						41	V37
9	Supervisors and officials are usually reluctant to engage in candid (true/frank) performance discussions/evaluations.						42	V38
10	"Pay-for-performance" theory motivates staff to focus on achieving results.						43	V39

D   **PMDS training: expectations and attitudes**

		1	2	3	4	5		
1	Supervisors need training on monitoring PMDS.						44	V40
2	Supervisors and officials need training prior the rating exercise.						45	V41
3	My supervisor has skills to train me on the PMDS process.						46	V42
4	Training on PMDS is done in the unit at least once a year.						47	V43
5	Training programs on PMDS are effective and successful.						48	V44
6	Staff development is done in line with my identified personal development needs.						49	V45
7	I need training on how to align Operational Plan with my Annual Work Plan and Job Description.						50	V46
8	I am motivated to implement PMDS effectively in my unit.						51	V47
9	Supervisors have skills to moderate performance scores.						52	V48
10	I have the skill to align my performance indicators with the four service standards (quality, quantity, time and cost).						53	V49

SECTION C: PMDS SKILLS

Please rate your competencies regarding PMDS by evaluating each of the skills against the following competency scale

Competency scale:
1 – Very competent
2 - Competent
3 - Undecided
4 - Not really competent
5 - Not competent

		1	2	3	4	5		
1	Realising the benefits of PMDS in your unit/sub-directorate.						54	V50
2	Interpreting and implementing PMDS policy effectively.						55	V51
3	Aligning Operational plan to Annual Work Plan objectives.						56	V52
4	Attaining goals set out in Annual Work Plan [AWP].						57	V53
5	Assisting officials to display the practices of effective PMDS.						58	V54
6	Monitoring performance on ongoing basis.						59	V55
7	Evaluating PMDS effectively on quarterly basis.						60	V56
8	Avoiding rating errors (e.g. halo effect, leniency error, etc) during performance appraisals.						61	V57
9	Keeping to regular and appropriate communication.						62	V58
10	Keeping officials focused on their core functions.						63	V59
11	Keeping to the agreed deadlines.						64	V60
12	Team building.						65	V61
13	Motivating and coaching unit members on PMDS.						66	V62
14	Improving teaching and learning through PMDS.						67	V63
15	Promoting educator professionalism through PMDS.						68	V64
16	Giving regular constructive feedback.						69	V65
17	Giving recognition where it is due.						70	V66
18	Managing conflict.						71	V67
19	Anticipating conflict within the unit/sub-directorate.						72	V68
20	Managing my own feelings productively in team settings.						73	V69

SECTION D: GENERAL

1. What challenges/problems have you experienced in PMDS in your unit /sub-directorate?

2. In your opinion, how would you address challenges and problems experienced in the implementation of PMDS in your unit/sub-directorate?

3. For future training purposes, what aspects of effective PMDS implementation would you like to see included in the training programmes?

Appendix C

P.O.B0X 42944
Boordfontein
0201
05 September 2011

The District Director
Tshwane North District
Corn Lavender Road & Lavender West Road
Wonderboom Junction Mall

Dear Madam

SUBJECT: PERMISSION TO CONDUCT A RESEARCH PROJECT IN THE DISTRICT

I hereby request permission to conduct research on "**Managing Performance and Development Systems (PMDS) in the Districts of the Gauteng Department of education**".

I am a registered student for the MEd: Education Management at the University of South Africa and this study is done as part of my Masters degree.

I therefore request permission to conduct the aforementioned study in the following Sub-Directorates: CDS, ECSP, IDSO and HRM. In each Sub-Directorate the PMDS supervisors and officials will be requested to be interviewed and complete questionnaires based on their knowledge, experiences and perceptions on the management of PMDS. Names of participants will be kept confidential. All research procedure will be conducted without interfering with the daily programmes of the sub-directorates.

Attached kindly find the approval letter from the Gauteng Department of Education

Yours truly
Mr. JT Sefora (Student No: 0645-689-8)

Signature: ……………………………..   Cell No. 082 429 0636   E-mail: justo@absamail.co.za

Appendix D

education

Department: Education
GAUTENG PROVINCE

GDE RESEARCH APPROVAL LETTER

Date:	**29-Aug- 2011**
Name of Researcher:	**Sefora J.T.**
Address of Researcher:	**P.O. Box 42944**
	Boordfontein
	0201
Telephone Number:	**012 543 1044 / 082 429 0636**
Fax Number:	**012 543 1044**
Email address:	**justo@absamail.co.za** **Justice.Sefora@gauteng.gov.za**
Research Topic:	**Managing Performance management and development Systems (PMDS) in the districts of the Gauteng Department of Education**
Number and type of schools:	**NONE - THREE District Offices**
District/s/HO	**Tshwane North; Tshwane South and Tshwane West**

Re: Approval in Respect of Request to Conduct Research

This letter serves to indicate that approval is hereby granted to the above-mentioned researcher to proceed with research in respect of the study indicated above. The onus rests with the researcher to negotiate appropriate and relevant time schedules with the school/s and/or offices involved to conduct the research. A separate copy of this letter must be presented to both the School (both Principal and SGB) and the District/Head Office Senior Manager confirming that permission has been granted for the research to be conducted.

The following conditions apply to GDE research. The researcher may proceed with the above study subject to the conditions listed below being met. Approval may be withdrawn should any of the conditions listed below be flouted:

1. *The District/Head Office Senior Manager/s concerned must be presented with a copy of this letter that would indicate that the said researcher/s has/have been granted permission from the Gauteng Department of Education to conduct the research study.*
2. *The District/Head Office Senior Manager/s must be approached separately, and in writing, for permission to involve District/Head Office Officials in the project.*

1

3. A copy of this letter must be forwarded to the school principal and the chairperson of the School Governing Body (SGB) that would indicate that the researcher/s have been granted permission from the Gauteng Department of Education to conduct the research study.

4. A letter / document that outlines the purpose of the research and the anticipated outcomes of such research must be made available to the principals, SGBs and District/Head Office Senior Managers of the schools and districts/offices concerned, respectively.

5. The Researcher will make every effort obtain the goodwill and co-operation of all the GDE officials, principals, and chairpersons of the SGBs, teachers and learners involved. Persons who offer their co-operation will not receive additional remuneration from the Department while those that opt not to participate will not be penalised in any way.

6. Research may only be conducted after school hours so that the normal school programme is not interrupted. The Principal (if at a school) and/or Director (if at a district/head office) must be consulted about an appropriate time when the researcher/s may carry out their research at the sites that they manage.

7. Research may only commence from the second week of February and must be concluded before the beginning of the last quarter of the academic year.

8. Items 6 and 7 will not apply to any research effort being undertaken on behalf of the GDE. Such research will have been commissioned and be paid for by the Gauteng Department of Education.

9. It is the researcher's responsibility to obtain written parental consent of all learners that are expected to participate in the study.

10. The researcher is responsible for supplying and utilising his/her own research resources, such as stationery, photocopies, transport, faxes and telephones and should not depend on the goodwill of the institutions and/or the offices visited for supplying such resources.

11. The names of the GDE officials, schools, principals, parents, teachers and learners that participate in the study may not appear in the research report without the written consent of each of these individuals and/or organisations.

12. On completion of the study the researcher must supply the Director: Knowledge Management & Research with one Hard Cover bound and an electronic copy of the research.

13. The researcher may be expected to provide short presentations on the purpose, findings and recommendations of his/her research to both GDE officials and the schools concerned.

14. Should the researcher have been involved with research at a school and/or a district/head office level, the Director concerned must also be supplied with a brief summary of the purpose, findings and recommendations of the research study.

The Gauteng Department of Education wishes you well in this important undertaking and looks forward to examining the findings of your research study.

Kind regards

Makhado

Dr David Makhado   2011 / 08 / 29

Director: Knowledge Management and Research

2

Making education a societal priority

Office of the Director: Knowledge Management and Research
9th Floor, 111 Commissioner Street, Johannesburg, 2001
P.O. Box 7710, Johannesburg, 2000 Tel: (011) 355 0506
Email: David.Makhado@gauteng.gov.za
Website: www.education.gpg.gov.za

APPENDIX E

LETTER OF INFORMED CONSENT   14 October 2011

TITTLE OF THE RESEARCH PROJECT: MANAGING PERFORMANCE MANAGEMENT AND DEVELOPMENT SYSTEMS (PMDS) IN THE DISTRICTS OF THE GAUTENG DEPARTMENT OF EDUCATION

Dear Participant

You are invited to participate in a research project aimed at exploring your understanding (knowledge, skills, attitudes and values) and implementation of PMDS in the district offices within GDE. This invitation is open to all Office-based Officials (both Supervisors and the Managed Officials).

I am a registered student for the MEd: Education Management Studies at the University of South Africa and this study is done as part of my Masters degree.

Your participation in this research project is voluntary. Should you declare yourself willing to participate in an interview, confidentiality is guaranteed and you are free to withdraw your participation at any time should you wish not to continue with an interview and or questionnaire.

The duration for each interview will be 10 – 20 minutes per session per each selected district official. All interviews will be taped/recorded. Audio taped interviews will be recorded with pseudonym (false name) corresponding to your name. Your name will not be on the transcription associated with the study. Your name will also not appear in any publication resulting from this research. A summary of the research will be made available to you.

The results from this study will be used to equip Office-Based Officials to improve their PMDS strategies by enabling them to find more constructive ways of building a culture of performance within their Sub-Directorates/Units at District level.

If you are willing to participate in this study, please sign this letter as a declaration of your consent, i.e that you participate in this project willingly and that you understand that you may withdraw from the research project at any time. Once again, under no circumstances will the identity of interviewed participants be made available to your district, the University of South Africa or the Gauteng Department of Education.

Participant's signature: …………………………………………………..   Date: ……………………………….

Researcher's signature: …………………………………………………   Date: ………………………………

 Researcher's contact details: Supervisor' contact details
Name: Justice Sefora   Name: Dr VJ Pitsoe
Tel. 082 429 0636   Tel. 012 429 4436
E-mail: justo@absamail.co.za   E-mail: Pitsoevj@unisa.ac.za

APPENDIX F

<div align="right">

404 DSL Flat

84 Greef Street

Sunnyside

0002

29 November 2012

</div>

<u>**TO WHOM IT MAY CONCERN**</u>

This letter serves to confirm that I have done the language editing and proof-reading of Mr TJ Sefora dissertation entitled: **"Managing Performance Management and Development Systems (PMDS) in the districts of the Gauteng Department of Education".**

I found his work easy and enjoyable to read. Much of my editing basically dealt with obstructionist technical aspects of language which could have otherwise compromised smooth reading as well as the sense of the information being conveyed. I also formatted the dissertation. I hope that the work will be found to be of an acceptable standard. I am a member of Professional Editors Group and also a lecturer in the Department of English at the University of South Africa.

Thank you.

Hereunder are my particulars:

Jack Chokwe (Mr)

Cell 073 244 6012 / 072 214 5489

Phone (012) 429 6232

jmb@executivemail.co.za

APPENDIX G

Stud no./nr.   06456898
Navrae/Enq: Postgraduate Qualifications
Tel: (012)441-5702
Faks/Fax: (012)429-4150

Mr JT Sefora
P O Box 42944
BOORDFONTEIN
0201   2011-05-25

Dear Mr Sefora

I have pleasure in informing you that the following title was approved for your projected dissertation the degree of MEd in Education Management, with Dr VJ Pitsoe as your supervisor: **MANAGING PERFORMANCE MANAGEMENT AND DEVELOPMENT SYSTEMS (PMDS) IN THE DISTRICTS OF THE GAUTENG DEPARTMENT OF EDUCATION**.

Dr Pitsoe can be contacted at the following address: Department of Educational Studies, AJH Van der Walt building: 06-104, UNISA, Tel: +27 12 429-4436 email: pitsovj@unisa.ac.za

Yours Faithfully

Mrs C Kokt
Postgraduate Qualifications
Master's and Doctoral Degrees
Directorate Student Admissions and Registrations

COPIES EMAILED TO:

DR MT GUMBO
DR VJ PITSOE