

A PERCEPTION OF THE IMPLEMENTATION OF THE PERFORMANCE MANAGEMENT  
SYSTEM IN NAMIBIA: A CASE STUDY OF THE MINISTRY OF HOME AFFAIRS AND  
IMMIGRATION

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## **ABSTRACT**

The aim of this study was to evaluate the implementation of the performance management system in order to find out whether the PMS is the right tool within the Ministry of Home Affairs and Immigration that will improve the performance of the employees and to seek and identify the challenges that are encountered during the implementation of the PMS, and whether the system will make public services more efficient and effective. The Office of the Prime Minister as the custodian of the civil administration has on numerous occasions received criticism that the performance management system that is in place is ineffective, not much was achieved through the system as there is no improvement in the performance of the employees and that the public services rendered by government institutions are of poor standard. These assumptions prompted the researcher to analyze the implementation of the performance management system within the Ministry of Home Affairs and Immigration and to find out whether the system in place is the right tool to improve the performance of the employees and make the public services more efficient and effective.

The study adopted both the qualitative and quantitative research methods in order to gain more understanding on the research participant's perspective on the PMS in terms of their skills and knowledge. The population of the study was 20 employees within the Ministry of Home Affairs and Immigration which consisted of directors, deputy directors, human resource practitioners, training officers and chief control officers of various departments. The data collected were analyzed using tables, graphs, and charts as well as interpreted in a summary form.

The study revealed that the PMS is the right tool to improve the performances of the employees. One of the objectives of the PMS is to create a performance-orientated culture and to sustain

motivation among employees. This thesis suggests that Organizational culture is an important source of stability and continuity to the knowledge of the organization which provides a sense of security to the employees, moreover it was also argued that if there is a good and strong organizational culture, employees will be motivated. Employees are also motivated when there are goals that should be achieved, therefore employees will strive to achieve these goals. The PMS is aligned to goals of Vision 2030 and the National Development Plans (NDPs).

The study also found that there are some challenges in the implementation of the performance management system. One of the challenges found is the absence of a of the PMS guideline that is to assist the managers/supervisors on aspects of performance that needs to be assessed.

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To my family for their understanding and patience.

## **DEDICATION**

I humbly dedicate this work to my grandmother Elfriede Tjivikua and my late grandfather Festus Tjivikua for which I surely know that he is looking down at me with pride. May his soul rest in eternal peace. Amen.

## **DECLARATION**

I, Judika Tjivikua declare hereby that this study is a true reflection of my own research, and that this work, or part thereof has not been submitted for a degree in any other institution of higher education.

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**Judika Tjivikua**



# CHAPTER 1

## INTRODUCTION

### **1 Orientation of the proposed study**

This study examines the evaluation and implementation of the performance management system by the Ministry of Home Affairs and Immigration in Namibia. In the aftermath of independence in 1990 performance management in Namibia was measured using the Merit Assessment and Efficiency rating system. This rating system verified whether an employee qualifies for promotion, by identifying an employee's leadership qualities and training needs. As such, performance was measured on the basis of incidents that occurred during the reporting period. Despite its good intentions, the system put more emphasis on attributes of employees instead of assessing the impact of those attributes on the attainment of the organizational objectives. In 1996 the Wages and Salaries Commission (WASCOM), was implemented. WASCOM was seen as a tool to motivate employees by means of monetary rewards for improved performance based on the recommendations by respective immediate supervisors during performance assessment and appraisal over a period of twelve months.

One of the changes recommended by WASCOM was to introduce a system that could appraise or evaluate each public servant's performances in his or her job. This recommendation was implemented through the introduction of the performance appraisal system in April 1998. However, because of the inherent bias in the system which saw supervisors starting to recommend promotions for undeserving employees based on personal relationships, rather than on merit or performance, WASCOM was suspended.

In order to meet the objectives of efficiency, effectiveness and accountability in the promotion of the welfare of the people and the need to evaluate individual performances of all public servants, the performance management system in 2001. This system aims to develop new principles that would show how to manage and evaluate the performance of every single public servant as well as create a framework with which each ministry can evaluate its own staff performance in order to achieve ministerial goals and ultimately national goals. At developmental level the implementation of performance management will help to provide feedback and coaching, identify individual's strengths and weaknesses per specific tasks, as well as identifying the causes of performance deficiencies. This will be achieved through the mobilization of resources necessary to create capabilities for the public service. The performance management system policy is a coherent regulatory mechanism to standardize and enforce a uniform and evidence-based performance systems across the public service. Its implementation will ensure accountability by all who occupy public offices. It will also strengthen professionalism in the public service through appropriate personal development interventions (Office Of the Prime Minister [OPM], 2009).

The Performance Management System (PMS) is a major transformation project for the public sector as the PMS will change attitudes and behaviors towards improved service delivery. Moreover the PMS will also serve, as a system to guide and align corporate units and individual performance based on strategic plans. Armstrong (2006) defines performance management as a systematic process aimed at improving organization performance by developing the performance of individuals and teams. It is a means of getting better results by understanding and managing performance within an agreed framework of planned goals, standards and competency requirement processes which exist for establishing shared understandings of what is to be

achieved and for managing and developing people in a way that increases the probability that it will be achieved in the short and longer terms. It focuses people on doing right by clarifying their goals. It is owned and driven by line management. Nel, Werner, Haasbroek, Poisat, Sono, and Schultz (2009) describe performance management as a process by which the organization evaluates and takes stock of its human resources. It provides information for important decision-making and gives feedback for staff development. It creates a forum for management to clarify expectations and discuss employee career options. The result of performance management is sensitive because it affects employee motivation, self- image and status. It is important for any organization to identify top employees who are top performers and distinguish them from under-performers. Individual performance in some organizations has traditionally centered on the evaluation of performance and the allocation of rewards. Performance management is an important aspect as it enhances the performance of both the organization and individual, therefore if organizations are without it, there is little accountability for performing at acceptable levels, thus there will be no documented proof of employee's performance, and thus employees will not get feedback about their performances.

The Office of the Prime Minister as the custodian of civil service administration should, therefore, make it its priority to develop and implement a performance management system. The latter could potentially create a shared vision of the purpose and aims of the organization helping each employee understand and recognize their part in contributing to it and in so doing manage and enhance the performance of both individuals and the organization. Therefore, it means that the performance management system should be developed and implemented in order to attain the vision and goals of the organization. A good performance management system is that in which

each employee will have goals and measures that are linked directly to the strategy of the organization.

## **1.2 Statement of the problem**

A number of studies have been conducted on the performance management system in Namibia (Shafudah, 2010, Tjihambuma, 2009, Haikali, 2011). These studies have focused primarily on the implementation of the performance management system. However, with regards to the performance management system, no study has been done to assess whether the performance management system has contributed to making public service delivery more efficient and effective. Thus, there is a need to examine the system to determine whether the development and implementation of the performance management system has remained consistent with the objectives as well as whether it has improved the performance of the employees which will potentially make public services more efficient and effective.

## **1.3 Research question**

Has the implementation of the performance management system contributed in any significant way towards improving the performance of employees which will enhance in making public services more efficient and effective?

## **1.4 Objectives of the study**

The aim of this study was to evaluate the implementation of the performance management system, in order to achieve the, the following objectives:

- To examine whether the logic for developing the performance management system in Namibia is being implemented in a manner that is consistent with its intended objectives;

- To examine whether the system have contributed in any significant way to the improvement of service delivery in the Namibian civil service; and
- To identify possible challenges in implementing the performance management system in Namibia.

### **1.5 Significance of the study**

The importance of this study is to evaluate the implementation of the performance management system and how it affects the performance of the employees and to seek and identify ways on how the PMS will make public services more efficient and effective in Namibia.

### **1.6 Limitation of the study**

Ideally this study could have been conducted to cover all ministries in the public sector, but due to limited time prescribed to complete the research, it was only confined within the Ministry of Home Affairs and Immigration Windhoek.

There might be difficulties in accessing useful information from the participants, as they might be reluctant to participate or provide useful information and documents required in this study.

Personnel attitudes or reactions from the respondents can also be another possible limitation during the data collection process.

**1.7 ORGANISATION OF THE STUDY:** The research paper is divided into six main chapters.

**Chapter 1.**

Provides a brief introduction of the study, the statement of the problem, research question, research objectives and limitations of the study are some of the concepts that are outlined in this chapter.

**Chapter2**

Contains the theoretical framework. Various authors work relating to the performance management system has been outlined in this chapter.

**Chapter 3**

Provides the methodology that the researcher used to conduct the study in terms of the research design, population, sample as well as the instruments that were used in collecting the data. Ethical consideration is also outlined in this chapter.

**Chapter 4**

Presents and analysis the data that was collected from the questionnaires. This chapter reveals the findings from the data.

**Chapter5**

Discusses the findings of the research in various core issues in contrast with the literature review

**Chapter 6**

Contains the conclusion and recommendations on the study.

## CHAPTER 2

### 2. LITERATURE REVIEW

#### 2.1 Introduction

This chapter deals with literature review pertaining to the evaluation and implementation of the performance management system, and to critically review the existing and accessible literature on the performance management system. A fruitful entry point is to conceptualize performance management. Nel et al (2009) defines performance management as a holistic approach and process towards the effective management of individuals and groups to ensure that they share goals as well as the organizational strategic objectives are achieved. According to this view, the PMS entails the following: clarification and communication of organizational strategic objectives, the alignment of individual and group goals with the organizational objectives, the monitoring and measurement of individual group performance, the early identification and reporting of deviations, the development of action plans to correct the deviations, the coaching and mentoring of individuals and groups and the review of individual and group performance and the re-evaluation of organizational processes

In addition of the above, there are certain conditions that have to be met for the successful implementation of performance management. Nel et al. (2009) assert the following conditions for promoting the effective implementation of performance management systems, a clear vision of organizational strategic objectives is communicated to employees, departmental and individual performance targets are set within wider objectives, a formal review of progress is conducted and the whole process is evaluated for improved effectiveness.

## **2.2 Performance management**

Before we engage in a comprehensive discussion of performance management, it is imperative to gain an understanding on performance management Nel, Sono, Du plessis, and Botha (2011, p.181) conceptualize performance management as a process of creating a work environment or setting in which people are enabled to perform the best of their abilities for the achievement of shared goals. Performance is a whole work system that begins when a job is defined as needed and ends when an employee leaves the organization. This process entails the following:

- Clarification and communication of organizational strategic objectives
- The alignment of individual and group goals with the organizational objectives
- The monitoring and measurement of individual and group performance
- The early identification and reporting of deviations
- The development of action plans to correct the deviations
- The coaching and mentoring of individuals and groups
- The continuous review of individual and group performance and the re-evaluation of organizational process and resources.

Du Toit, Knipe, Van Niekerk, Vaan der Walt and Doyle (2002) states that Performance management is as systematic process by which a public institution involves its public employees in improving efficiency and effectiveness in the accomplishment of

institutional goals such as service delivery. Performance management focuses on the future, it places a great emphasis on the following:

- Setting key accountabilities
- Agreeing to measures and standards to be attained and assigning time scales and priorities and
- Agreeing to future objectives in each of these key accountability areas

### **2.3 Evolution of Performance Management**

Rees and Mcbain (2004) posit that it is possible to trace the development of performance management from its initial origins as management by objectives a personnel driven appraisal process, through to the performance management of performance improvement process of the 21<sup>st</sup> century. In rhetoric at least, these are very different. During the 1980's many organizations became more performance-oriented. There was an increased focus on delivering the output of jobs and on linking job performance to the objectives of the organization. During 1990's performance management began to be seen as more as a core management process capable of delivering the business vision by developing and reinforcing the key behaviors or values.

The whole integrated process is called performance management. This is the process through which companies ensure that employees are working towards organizational goals and includes practices through which the manager defines the employee's skills and capabilities continuously appraises the person's goal-directed behavior and then rewards him or her in a fashion that hopefully makes sense in the terms of both the company's need and the persons career and aspirations.

The idea is to ensure that these elements are internally consistent and that they all make sense in terms of what the company wants to achieve. Today's performance management approach reflects managerial attempts to more explicitly recognize the interrelated nature of factors that influence employee performance and it reflects the emphasis managers place today on fostering high performance goals.

Decenzo and Robbins (2007) noted that approximately three decades ago, performance evaluations were designed primarily to tell employees how they had done over a period of time and to let them know what pay raise they would receive. This feedback mechanism may have served its purpose then, but today additional factors must be addressed. Specifically, performance evaluations should also address development and documentation concerns. Performance management systems must convey to employees how well they have performed on established goals. It is desirable to have these goals and performance measures mutually set between the employee and the supervisor without proper two-way feedback about an employee's effort and its effect on performance, we run the risk of decreasing his/her motivation. However, it is equally important to provide feedback on the issue of development. By development we are referring to those areas in which an employee has a deficiency or weakness or an area that could enhance performance.

#### **2.4 What does performance management entail**

Nel et al. (2011) further suggest that performance management involves having in place systems and methods which translate the goals of strategic management into individual performance terms through human resource management, if the selection functions contribution to strategic

management involves getting people right, these includes appraisal of individuals, as well as planning and influencing their future performance through targets and development.

The various elements of a performance management system are independent. Adjustments should be based on your regular feedback and review, since the aim of any performance management system should be a continuous performance improvement. While changes are likely to be incremental and evolutionary rather than revolutionary, performance management is likely to become increasingly important in terms of helping public institutions to achieve their strategic goal. Performance management should be regarded as an ongoing communication process that involves both the performance manager and employee for getting better organizational results it involves:

- Identifying and describing essential job functions and relating them to the mission and goals of the institution
- Developing realistic and appropriate performance standards
- Giving and receiving feedback about performance
- Writing and communicating constructive performance appraisals
- Planning, educating and development opportunities to sustain improve or build on employee work performance (Shield, 2007).

## **2.5 Legal guidelines for the performance management systems**

Bohlander and Snell (2010, p.332) stated that when developing a performance management system it should meet the following legal guidelines:

- Performance ratings must be job-related, based on performance standards that are developed through a job analysis. Only evaluate those areas that are necessary for effective job performance.
- Employees must be provided with clear, written job standards in advance of their appraisals so they understand what they need to do to get top ratings.
- Managers who conduct the appraisals must be able to observe the behavior they are rating. This implies having measurable standards with which to compare employee behavior.
- Do not allow performance problems to continue unchecked. Document problems when they occur and refer to them in employees appraisals.
- Supervisors should be trained to use the appraisal form correctly. They should be instructed as to how to apply the appraisal standards when making judgments.
- The appraisal should be discussed openly with employees and counseling or corrective guidance offered to help poor performers improve their performance.
- Be open to possibility that employees could be transferred to other positions that may better suit their abilities.

- An appeals procedure should be established to enable employees to express their disagreement with the appraisal

To comply with the legal requirements of performance appraisals, employers must ensure that managers and supervisors document appraisals and reasons for subsequent human resource management actions. This information may prove decisive should an employee take legal action. An employer's credibility is strengthened when it can support performance appraisal ratings by documenting instances of poor performance.

It is of utmost important to have a clear definition of what performance management is as it makes it easier to understand it better through the definition, meaning the reader will get a clear understanding of the topic being investigated. It is also of great importance to understand the evolution of the performance management system as it is also beneficial to understand how performance management evolved. When implementing a PMS it is important to have a clear legal guideline on the way it should be done. Without a clear legal guideline the loopholes in the performance management system might be limited.

## **2.6 Performance appraisal and performance management**

It is sometimes assumed that performance appraisal is the same thing as performance management. But there are significant differences. Performance appraisal can be defined as the formal assessment and rating of individuals by their managers at, usually, an annual review meeting. In contrast, performance management is a continuous and much wider, more comprehensive and more natural process of management that clarifies mutual expectations, emphasize the support role of managers who are expected to act as coaches

rather than judges, and focuses on the future (Nel et al. 2011). Performance appraisal has been discredited because too often it has been viewed as a top-down and largely bureaucratic system owned by human resources department rather than by line managers. It has been perceived by many as solely a means of exercising managerial control. From this reading, performance appraisal tended to be backward-looking, concentrating on what had gone wrong, rather than looking forward to future development needs. Moreover, performance appraisal schemes existed in isolation. There was little or no link between them and the needs of the business. Line managers have frequently rejected performance appraisal schemes as being time-consuming and irrelevant. Employees have resented the superficial nature with which appraisals have been conducted by managers who lack the skills required, tend to be biased and are simply going through the motions. Performance appraisal too often degenerated into a dishonest annual ritual (Swanepoel, Erasmus, & Schenk, 2008, pp.369-370).

**Table 1. The following table compares Performance appraisal with performance management**

<b>PERFORMANCE APPRAISAL</b>	<b>PERFORMANCE MANAGEMENT</b>
Top-down assessment	Joint process through dialogue
Annual appraising meeting	Continuous review with one or more formal reviews
Use of ratings	Rating less common
Monolithic system	Flexible process

Focus on quantified objectives	Focus on values and behaviours as well as objectives
Often linked to pay	Less likely to be a direct link to pay
Bureaucratic-complex paper work	Documentation kept to a minimum
Owned by HR department	Owned by line managers

Source: ( Swanepoel et al., 2008)

- We expect line managers to recognize performance management as a useful contribution to the management of their teams rather than a chore.
- Managing performance is about coaching, guiding, motivating and rewarding colleagues to help unleash potential and improve organizational performance. Where it works well it is built on excellent leadership and high quality coaching relationships between managers and teams.
- Performance management is designed to ensure that what we do is guided by our values and is relevant to the purpose of the organization (Swanepoel., 2008,p.370).

## **2.7 Reviewing performance management**

A formal, often annual review is still an important part of a performance management framework. According to George, Scott and Snell (2013,p.322) although performance management is a continuous process it is still necessary to have a formal review once or twice

annually. This provides a focal point for the consideration of key performance and development issues. This performance review meeting is the means through which the five primary performance management elements of agreement, measurement, feedback, positive reinforcement and dialogue can be put to good use. The review should be rooted in the reality of the employee's performance. It is concrete, not abstract and it allows managers and individuals to take a positive look together at how performance can become better in the future and how any problems in meeting performance standards and achieving objectives can be resolved. Individuals should be encouraged to assess their own performance and become active agents for change in improving their results. Managers should be encouraged to adopt their proper enabling role: coaching and providing support and guidance.

In addition to reviewing performance Armstrong (2006) illustrates that there should be no surprises in the in a formal review if performance issues have been dealt with as they should have been as they arise during the year.

## **2.8 Responsibilities of the human resource department in performance management**

Performance management systems require a good coordinated effort between the human resource department and the managers of the organization who are responsible for conducting performance management. Byars and Rue (2008, pp.214-215) points out that the responsibility of the human resource department is to:

- Design the performance management and select the methods and forms to be used for appraising the employees
- Train managers in conducting performance appraisals

- Maintain a reporting system to ensure that appraisals are conducted on a timely basis;  
and
- Maintain performance appraisals records for individuals

The responsibility of managers in performance appraisals is to:

- Complete the forms used in appraising employees and return them to the human resource department
- Review appraisals with employees; and
- Establish a plan for improvement with the employees (Armstrong 2006).

Performance management is not a function of the human resources department alone but in fact line managers are also involved in administering the system.

## **2.9 Ethics and performance management**

While performance management is typically viewed as a strategic management process aimed at increasing organizational effectiveness it should not be forgotten that performance management involves the evaluation and assessment of people. Performance management should thus be a humanizing process, not a process steeped in mechanical identification of predictors or the measurement quantifiable outputs. Performance management should be carried out with certain ethical principals in mind. First at all times of the process there should be respect for the individual, employees should be treated as people who are ends in themselves and not as means

to end. Similarly, all parties involved in the performance management process should respect each other's needs and mutual respect should underpin the process. Procedural fairness is another important aspect of an ethical approval to performance management. The procedures involved in the performance management system should be carried out fairly, finally there should be a level of transparency in the performance management process. Employees should be given the opportunity to scrutinize and appeal any performance based decisions (Shah, 2007,p.30).

## **2.10 The purpose of performance management system**

Noe, Hollenbeck, Gerhardt and Wright (2010, pp.355-356) states that the purposes of performance management systems are of three kind: strategic, administrative and developmental.

### **2.10.1 Strategic purpose**

First and foremost a performance management system should link employee activities with the organizations goals one of the primary ways strategies are implemented is through defining the results, behaviors and to some extent, employee characteristics that are necessary for carrying out those strategies, and then developing measurement and feedback systems that will maximize the extent to which employees exhibit the characteristics engage in the behavior and produce the results performance management is critical for companies to execute their talent management strategy that is to identify employees strength and weakness is to identify employees strength and weakness link employees to appropriate training and development activity and reward good performance with pay and other incentives.

### **2.10.2 Administrative purpose**

Organizations use performance management information in many administrative decisions, salary administration (pay rise), promotions, retention termination, layoffs and recognition of individual performance. Despite the importance of the decisions, however many managers who are the source of information see the performance management process only as a necessary evil they must go through to fulfill their job requirements.

### **2.10.3 Developmental purpose**

A third purpose of performance management is to develop employees who are effective at their jobs. When employees are not performing as well as they should, performance management seeks to improve their performance, the feedback is given during a performance evaluation process often pinpoints the employees weaknesses. Ideally however the performance system identifies not only any deficient aspects of the employees performance but also the cause of these deficiencies for example, skill deficiency, a motivational problem or some obstacle holding the employee back.

## **2.11 Overview of the performance management system (PMS)**

The performance management system is a comprehensive tool for the management and assessment of the effectiveness and efficiency of the delivery of customer focused services across the public service of Namibia. The PMS outlines the methodology by means of which performance in the public service is managed. All supervisors are responsible for identifying, developing, maintaining and appraising the performance for their units and their staff through the participatory and systematic setting of performance objectives, standards and targets.

The PMS is designed to ensure performance continually improves and has intrinsic and extrinsic links to non-monetary rewards for performance achievements which are designed to encourage staff members to progress through career development. The PMS may cater for promotion, where appropriate. The PMS enables management to provide continuous feedback on the performance of the organization as a whole and of individual staff members through quarterly reviews and annual assessments. The performance management policy provides regulations, codes of good practice and procedures to be developed in order to guide implementation by the management of the public service. (OPM, 2011, p. 99)

## **2.12 Critical success factors for the performance management System**

Critical success factors are the underlying driving forces in the successful implementation of the PMS. They underpin the PMS principles and framework and provides the necessary supporting environment in effectively managing performance in the public sector.

### ***2.12.1 Aligning to national development goals***

The core of the PMS is aligning the Office/Ministries/Agencies (O/M/A) planning process to Vision 2030 and national development goals and objectives and cascading the goals and objectives down through unit plans to the lowest level in the organisation.

### ***2.12.2 An integrated approach***

As a complimentary and supportive process that provides the backbone for a performing organisation (O/M/A), the PMS should be approached as an integrated and informative process to organisational direction i.e. through strategic planning, other processes e.g. human resource management and development and public service reform initiatives.

### ***2.12.3 Performance based***

Human resource management within the public service of Namibia is based on performance and demonstrated ability as defined in the performance agreements which contain performance areas related to performance criteria.

### ***2.12.4 Performance feedback and development***

The public service recognizes that staff members are its key resource. The PMS therefore provides a framework for a participatory process determining results, continuous performance dialogue and feedback and the growth of its human resources. In this regard it ensures that that the staff members receive ongoing development and coaching resulting in the enhancement of capacity and the long term benefit of both staff and the organisation.

## **2.13 Recognition of performance**

### **Managing of poor performance**

Poor performance should be managed, using a range of techniques, so that such occurrences are not only treated as a disciplinary matter and sanctions are considered as a resort.

### ***2.13.1 Recognition of above solid performance***

Performance that exceeds expectations as per the performance agreement should be recognized. The recognition of such performance is based on the staff member's contribution to the overall achievement of the O/M/A and should motivate towards improved performance.

### ***2.13.2 Iterative***

The PMS should be progressive and dynamic in order to incorporate learning, reviews and developmental issues, given the Namibian public service continuity and equity. (OPM,2005).

### **2.14 Measuring Performance**

The question how to measure performance effectively in ways that improve service delivery is one big issue in public management. Armstrong (2007, p 506) states that measuring is an important concept in performance management. It is the basis for providing and generating feedback, it defines where things are going well to provide the foundations for building further success, and it indicates where things are not going so well, so that corrective action can be taken.

### **2.15 Performance Evaluation**

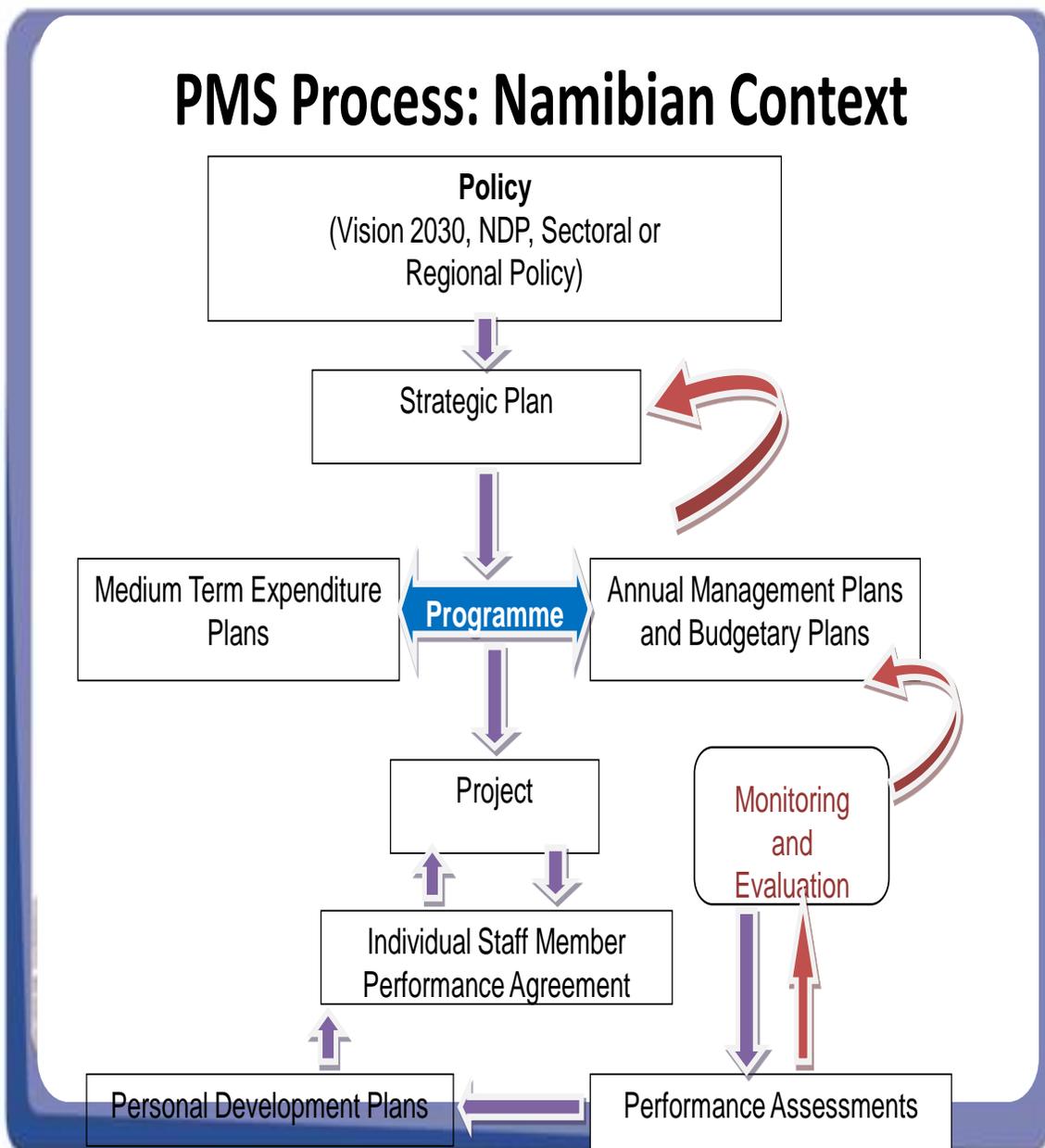
It is imperative to evaluate the performance of employees within an organization as this process involves judging the performance of employees whether they are performing in relation to the standards of the organization, thus the managers will observe how good or bad the employee performed. Nel et al. (2009,2004,pp.477-478) illustrates that employee performance can be measured on the basis of whether the type of judgment called for is relative or absolute. Relative judgments require supervisors to compare an employee's performance to the performance of other employees doing the same job. Relative judgments force supervisors to differentiate among their workers. However, relative judgments do not make it clear how great or small the differences between employees are. Relative systems do not provide any absolute information so managers cannot determine how good or bad the performance of workers is. Absolute judgments ask supervisors to make judgments about an employee's performance based solely on

performance standards. Absolute rating systems also have their own disadvantages. All workers in a group can receive the same evaluation if the supervisor is reluctant to differentiate among workers.

## **2.16 The Performance Management Process**

The PMS process starts with strategic plans at offices, ministries and agencies, O/M/A level, which are aligned to Vision 2030, the National Development Plan(s) (NDPs) and the Medium Term Plan(s) (MTPs). The strategic plans should be cascaded down through departmental, directorate, divisional and/or sectional plans (unit plans) to the individual level where each staff member and his/her supervisor/manager enter into an annual performance agreement. Apart from the strategic plans, organizational systems and processes play a key supporting role and should be in place in O/M/As for the optimal implementation of the PMS. These systems and processes include human resource policies, the competency framework, the organizational structure and establishment, job evaluation and grading. Human resource plans, human resource development plans, job descriptions for all positions in the O/M/A and management information systems. Performance agreements form the basis for performance assessments of individual staff members. The outcome of the performance assessments serves as feedback loop into the strategic planning, organizational and human resource processes (OPM, 2005,2011). The PMS process is illustrated in the diagram on the next page.

Figure 1. PMS Process



Source: OPM (2011)

## **2.17 Performance agreements**

Performance agreements form the basis for development, assessment and feedback in the performance management process. They define expectations in the form of a role profile that sets out role requirements in terms of key result areas and the competencies required for an effective performance. The role profile provides the basis for agreeing on objectives and methods of measuring performance and assessing the level of competency reached. The performance agreement incorporates any performance improvement plans that may be necessary, and a personal development plan. It describes what individuals are expected to do but also indicates what support they will receive from the manager. Performance agreement emerge from the analysis of role requirements and the performance review. An assessment of past performance leads to analysis of future requirements. The processes can take place at the same meeting ( Armstrong,2006,2009).

The performance agreement is a description of an agreed understanding of the expected levels of performance of an individual staff member by his/her manager/supervisor. At the beginning of a fiscal year, a staff member together with his/her manager/supervisor meet to discuss and agree on the results and performance criteria for the ensuring year, i.e. the performance cycle. After such a discussion they both sign the performance agreement which forms the basis for the assessment of the staff members performance for the performance cycle. The objective of the performance agreement is to:

- Inculcate the culture and management of performance;

- Focus on results (outputs and/or outcomes) by linking ministerial, departmental, directorate, divisional and or sectional performance objectives to results expected of individual staff members at different levels;
- Determine the results and performance criteria that each staff member should meet during the performance cycle;
- Provide the basis for the assessment of the overall performance of the staff member.
- The performance agreement should reflect the unit objective key results, performance indicators and targets, assumptions, resource requirements values and organisation contribution that are related to the O/M/A's strategic plan cascaded through individual levels (OPM, 2005, P43)

## **2.18 New public management and performance management**

Performance management has been one of the most common instruments associated with the new public management. Osborne (2010, pp.44-45) illustrates that the basic logic on performance management is to develop suitable measures of the outputs and outcomes of public action and by using those measures to drive improved service delivery by the public sector. Making this method effective in turn requires the identification of the goals of GRN and making the linkage between those goals and the indicators of public sector activity. Although there are numerous problems in the identification of appropriate measure, the basic idea can be helpful in both managing organizations and in holding those organizations accountable.

Osborne (2010, pp44-45) further states that performance management can also be seen in the context of meta governance. Setting goals enables senior managers and/ or political leaders to determine what the organisation should be doing, while allowing the organizations to shape the actual means through which those goals would be reached. The latitude that the organizations may actually have in that implementation may actually be constrained to some extent by the goals, but even then there is some ability for a public organisation or a network of actors if performance is indeed what matters then the organisation and networks should be able to make many of their own decision about actual provision of the service.

## **2.19 Managing to improve poor performers**

Performance management is an important aspect in any organization as it is a positive process that aims at improving the performance of any organisation to attain high levels of customer satisfaction and productivity. According to Armstrong (2009, 2006, pp90-91) managing under performers should be a positive process that is based on feedback throughout the year and looks forward to what can be done by individuals to overcome performance problems and importantly how managers can provide support and help. There are five basic steps required to manage underperformers.

1. **Identify and agree the problem:** analyze the feedback and as far as possible, obtain agreement from the individual on what the shortfall \has been. Feedback may be provided by managers but it can in a sense be built into the job. This takes place when individuals are aware of their targets and standards, know what performance measure will be used and either receive feedback/ control information automatically or have access to

it. They will then be in a position to measure and assess their own performance and, if they are well motivated and well trained take their own corrective actions. In other words a self regulating feedback mechanism exists. This is a situation that managers should endeavor to create on the grounds that prevention is better than cure.

2. **Establish the reason for the shortfall:** when seeking the reasons for any shortfall the manager should not crudely be trying to attach blame. The aim should be for the manager and the individual jointly to identify the facts that have contributed to the problem. It is on the basis of this factual analysis that decisions can be made on what to do about it by the individual, the manager or the two of them working together.
3. **Decide and agree on the action required:** Action may be taken by the individual the manager or both parties, this could include:
  - Taking steps to improve skills or change behavior – the individual
  - Changing attitudes – this is up to the individuals as long as they accept that their attitudes can be changed. The challenge for managers is that people will not change their attitudes simply because they are told to do so, they can only be helped to understand that certain changes to their behavior could be beneficial not only to the organisation but also to themselves.
  - Providing more support or guidance – the manager
  - Clarifying expectations – developing abilities and skills – joint in the sense that individuals may be expected to take steps to develop themselves.

4. **Resource action** – provide the coaching, training, guidance, experience or facilities required to enable agreed actions to happen.
5. **Monitor and provide feedback** – both managers and individuals monitor performance. Ensure that feedback is provided or obtained and analysed and agree on any further actions that may be necessary.

## **2.20 The performance management system in the public sector.**

The PMS is the major public sector vehicle towards the accomplishment of a country's vision, thus the system is aimed at improving the performance of the public sector in order to attain high levels of productivity, which will result in achieving efficient and effectiveness in the public sector. One of the potential benefits of performance management is that it demonstrates that performance in the public sector is good, or at least adequate. There is so much negative rhetoric about government that it is easy for citizens to assume that performance is weak. In fact, many public programs perform as well as or better than private programmes. Even if the public may be reluctant to accept this reality, performance management can provide a basis for improving the image of government. The commitment to performance management can be considered a commitment to improvement, as the goal of performance management is to identify both successes and failures and to address the failures. There can and should be some commitment to continuous improvement in the course of evaluating programs, although the initial standards of performance can be minimal, the ability to drive performance with standards that are regularly raised is crucial to the success of the program (Shah, 2007,p.27).

## **2.21 The role of organizational culture in performance management**

Newstrom and Davis (2002,p.91) defines organizational culture as a set of assumptions, beliefs, values, and norms that are shared by an organisation's members. This culture may have been consciously created by its key members, or may it may have simply evolved across time. It represents a key element of the work environment in which employees perform their jobs.

Organizational cultures are important to a firms success for several reasons:

- They give an organizational identity to employees
- A defining vision of what the organization represents
- They are also an important source of stability and continuity to the knowledge of the organization, which provides a sense of security to its members (Newstrom et al., 2002,p.91).

Performance management can be useful in focusing employees on the specific strategic objectives that might constitute a central tenet of corporate culture such as quality, innovation or service delivery or to instill core values such as openness, co-operation or trust. However, performance management can also undermine efforts to instill corporate values and attitudes in staff by prioritizing short-term objectives over long-term association with the behavioral dimensions of organizational culture. Implicit, therefore, in discussing how organizational culture can shape individual and organizational performance is an assumption of unitarism, that is possible to engender a collaborative spirit in working towards organizational goals. However the strength of corporate culture in managing performance is not achieved simply through achieving greater commitment and consistency of outlook amongst employees. The objective of

culture management is to encourage employees to internalize corporate values and attitudes and strengthen their association with the organization (Wilton,2011,pp.206-207).

## **2.22 Basic requirements for a good performance management system.**

There are certain aspects that need to be taken into consideration when organizations want their performance management to be good. Banfield and kay(2008,pp.271-272) recommends the following aspects:

### ***2.22.1 Everyone should know what to do, and not what to do***

Performance management is not something that will be successful if it is done once a year it is more of a process than an event. These ongoing processes need to be connected not only to each other but to every aspect of the organization's activities. Moreover, it is important to establish what not to do as well as what is to be done, doing more is not particularly helpful or sensible if this involves doing more of the wrong. Simply asking the individual to undertake more activities without first establishing if there are any that no longer required or which should be replaced with a more efficient activity, can be both detrimental to the organization and demoting employees, who may struggle with a seemingly ever-increasing workload.

### ***2.22.2 Everyone contributes***

It is important for employees as well as managers to contribute to the effective management of performance. Line managers do not know everything, nor should they be seen as the only stakeholder capable of contributing to improving performance. The position adopted here is that employees are fundamentally responsible for their own performance, in the same way that they

are responsible their own learning and development, and excluding them from any initiative to improve performance makes no sense and will most certainly result in failure.

### ***2.22.3 Everyone develops the necessary skills***

For an organization to maximize its performance, every employee should be encouraged to grow by acquiring new skills and competences that will enhance their effectiveness. Development need to be restricted to HR organized training courses, but can include a range of formal and informal learning experiences, including secondments, coaching and project work.

### ***2.22.4 Managers must have the necessary skills***

Ask a group of managers if they are effective in managing the performance of their teams and most, if not all will probably say they are. But if you were to ask those that they manage the same question, a different picture might emerge. The existence of this perception gap suggests that there are important issues around what is known by managers, and how it is interpreted and valued.

### ***2.22.5 Managers measure and monitor***

It has already been mentioned that effective performance management cannot be done once a year. The process is ongoing and, to be effective, managers need to measure performance on an ongoing basis, to ensure that it remains on track and that employee's continuously develop their skills. Distinguish performance management engagement process and avoids situations developing in which it is the time to do something such as the time to carry out annual staff appraisals.

### **2.23 How performance management is expected to improve the performance of employees**

Performance management seeks to improve the performance of employees within an organization. It is therefore essential that those who are responsible for developing the performance management system should develop a good system that will enhance performance that will enable the organization to reach its objective. Beardwell, Holden and Claydon(2004,p.211) affirms that performance management is expected to improve organizational performance generally by creating a performance culture in which the achievement of high performance is a way of life. Specifically, the impact is supposed to be made by improving individual and, in the rare situations where this is catered for team performance. individual performance development happens by defining what good performance looks like, agreeing performance goals, identifying where performance needs to be improved and deciding on the steps required to achieve that improvement through performance improvement plans, personal development plans and coaching. Performance management should contribute to the following:

- Communicate a shared vision through the organization to help establish and support appropriate leadership and management styles.
- Define individual requirements and expectations of all employees in terms of the inputs and outputs expected from them, thus reducing confusion and ambiguity.
- Provide a framework and environment for teams to develop and succeed.
- Provide the climate and systems that support reward and communicate how people and the organization can achieve improve performance.
- Achieve improved performance

- Help people manage ambiguity

It is assumed that managers and their team members, working together on a continuing basis throughout the year to use performance management processes such as goal setting, feedback, performance analysis and coaching, will create a situation in which continuous improvement in results will be guaranteed.

## **CHAPTER3**

### **3. METHODOLOGY**

#### **3.1 Research Design**

The study employed both qualitative and quantitative research methods in order to gain more understanding on the research participant's perspective on the PMS in terms of their skills and knowledge. The mixed method allowed the researcher to interact with the participants through the general responses in the questionnaire. It also gave the researcher an opportunity to interact with individuals in order to gain more knowledge and their experience on the PMS. According to Welman, Kruger, & Mitchell (2005) quantitative researcher try to understand the facts of a research investigation from an outsiders perspective while a qualitative researchers try to achieve an insiders view by talking to subjects or observing their behavior. The mixed method techniques applied to this study assisted the researcher to collect relevant information on the PMS.

#### **3.2 Population**

The targeted population of this study was staff members within the Ministry of Home Affairs and Immigration, which consisted of middle and senior management as they are the ones administering the PMS in their respective departments, which consists of the human resources, finance, procurement civil registration and administration.

### **3.3 Sample**

The sampling method that was used for this study was the non probability sampling method, and thus convenience sampling method was selected, as it involves the selection of the most accessible subjects. Senior and middle management employees within the MH&I were targeted by this study, as they play a critical role in coordinating, planning and implementing programmes that are crucial in improving service delivery. Thus the researcher approached few individuals from the relevant population and selected those elements that the researcher accessed easily until the sample reached the desired size of 20.

### **3.4 Research Instrument**

The research instruments that were employed in this study to collect data was a questionnaire. The questionnaire, was designed to collect both qualitative and quantitative data. Questionnaires with structured, semi-structured and open-ended were used. Generally questionnaires are useful to obtain responses from the respondents for the purpose of collecting data. Using questionnaires have some definite advantages over the other data collecting tools. Questionnaires are much more efficient because they require less time, are less expensive and permit collection of data from a much larger sample.

### **3.5 Procedure**

During this study, the researcher formulated a questionnaire and circulated it amongst the targeted employees which consisted of human resource practitioners and training officers within the MH&I in order to collect the primary data. The sources of the secondary data included a review of the relevant literature on performance management. Some questionnaires were distributed electronically to the respondents, whilst others were delivered personally or per hand

to the remaining respondents. The participants were informed that the questionnaire will only take 10 minutes to complete and the questions were clear and understandable. The questionnaire consisted of two sections namely section A and B. Section A consisted of personnel information, while section B consisted of the main part of the questionnaire which consisted of 18 questions.

Questionnaires with structured, semi-structured and open-ended questions were constructed and given to the respondent to complete. According to Welman et al (2005, p.45) collecting data from groups of people have many advantages which can be set out as follows:

“Since the researcher is present, queries about the completion of survey questionnaires may be answered immediately. The researcher is in full control of the completion of the questionnaires. During this study, questionnaires were the main methods of collecting data and to give accurate and reliable information.”

### **3.6 Data Analysis**

In this study both qualitative and quantitative methods were used to analyze the data derived from the questionnaire. About 30 questionnaires were distributed to the sampled respondents and a total of 20 questionnaires were recovered. Each questionnaire was analysed and compared. The qualitative data were analysed in a written or verbal formant whilst the quantitative was analysed using charts and graphs.

### 3.7 Research Ethics

Throughout this study, the researcher conducted the study in an ethical manner. The researcher ensured anonymity of the respondents that participated in the study and the information provided during this study was kept confidential. The researcher also acknowledged authors whose work was used in the study. Trochim (2006) affirms that there are a number of key phrases that describe the system of ethical protections that the contemporary social and medical research establishment have created to try to protect better the rights of their participants.

The principal of **voluntary participation** requires that people not be coerced into participating research. This is especially relevant where researchers had previously relied on ‘captive audiences’ for their subjects, prisons, universities and places like that.

Closely related to the notion of voluntary participation is the requirement on **informed consent**. Essentially, this means that prospective research participants must be fully informed about the procedures and risks involved in research and must give their consent to participate.

Almost all research guarantees the participants **confidentiality** they are assured that identifying information will not be made available to anyone who is not directly involved in the study.

The stricter standard is the principle of **anonymity** which essentially means that the participants will remain anonymous throughout the study even to the researcher themselves. Clearly, the anonymity standard is a stronger guarantee.

## Chapter 4

### Presentation of Data

#### 4.1 Introduction

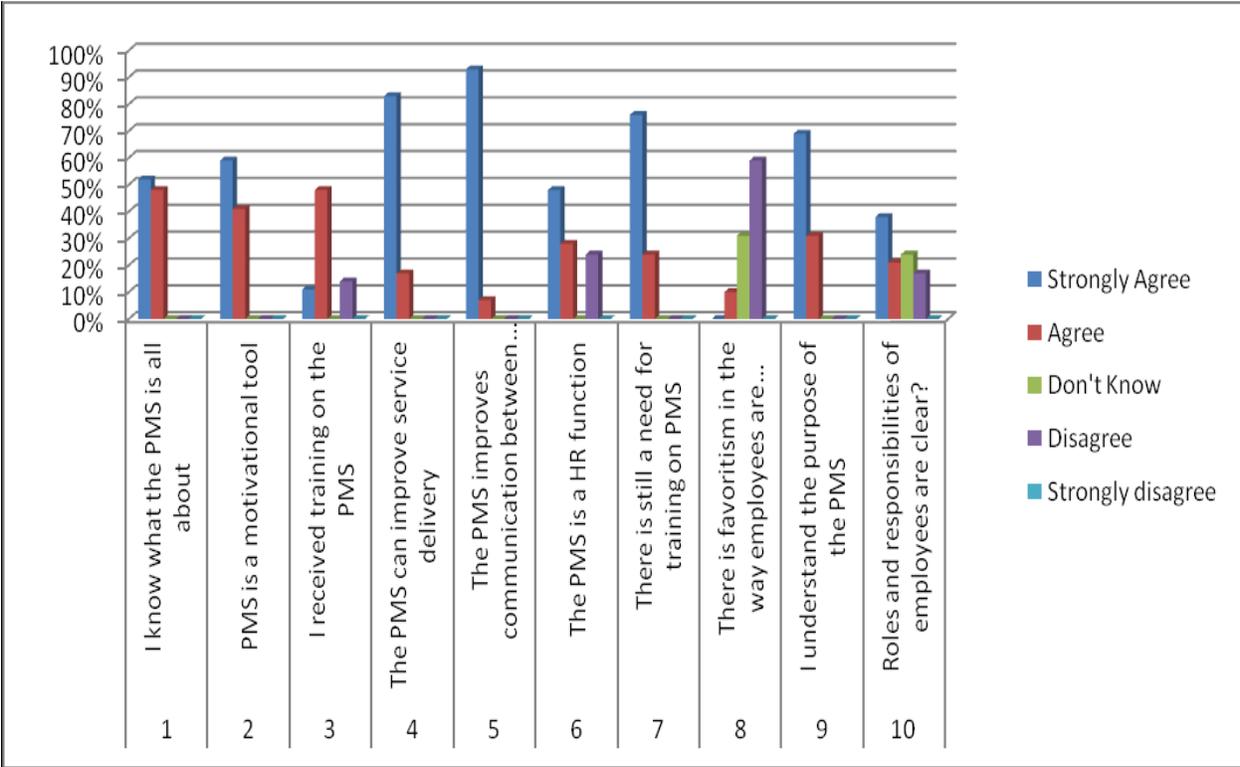
The previous chapter dealt with the methodology that was used in this study. This chapter presents the data as obtained from the respondents regarding the evaluation and implementation of the performance management system (PMS). The views from the respondents are expressed in the qualitative and quantitative format as per questions on the questionnaire. Qualitative responses are presented in explanations and quantitative responses are presented in graphs, tables and charts. The primary objective of this study is to evaluate the implementation of the PMS, and whether it was created in a way that would to strengthen accountability, which in turn will hopefully empower staff members to improve their performances.

**Table 2 Questions on performance management**

No.	Questions	Strongly agree	Agree	Don't know	Disagree	Strongly disagree	Total
1.	I know what the PMS is all about	52%	48%				100%
2.	PMS is a motivational tool	59%	41%				100%
3.	I received training on the PMS	24%	62%		14%		100%
4.	The PMS can improve service delivery	83%	17%				100%
5.	The PMS improves communication between supervisor and subordinate	93%	7%				100%
6.	The PMS is a HR function	48%	28%		24%		100%
7.	There is still a need for training	76%	24%				100%

	on PMS						
8.	There is favoritism in the way employees are evaluated		10%	31%	59%		100%
9.	I understand the purpose of the PMS	69%	31%				100%
10	Roles and responsibilities of employees are clear?	38%	21%	24%	17%		100%

**Figure 2: Questions on performance management**



#### 4.2.1 I know what the PMS is all about?

**Table 3 Knowledge about the PMS**

	<b>No of Respondents</b>	<b>Percentage %</b>
Strongly Agree	13	52
Agree	12	48
<b>TOTAL</b>	25	100

The above table illustrates that 52% of the respondents strongly agreed that they know what the PMS is all about whilst 48% agreed that they know what the PMS is all about. The results shows that the respondents have a vast knowledge on performance management, as the majority which is 52% strongly agreed that they have knowledge about the PMS. The aforementioned suggests that staff members are aware of both the requirements of individual and group goals. Moreover, the level of awareness also implies that the conditions for the effective implementation of the PMS are in place

#### 4.2.2 The PMS is a motivational tool?

**Table 4: The PMS as a motivational tool**

	<b>No of Respondents</b>	<b>Percentage %</b>
Strongly Agree	19	76

Agree	6	24
<b>TOTAL</b>	25	100

The majority of the respondents which is 76% strongly agreed that the PMS is a motivational tool, while 24% agreed. The results stipulate that performance management is perceived by the majority of the respondents as a motivational tool.

#### 4.2.3 I received training on the PMS?

**Table 5: Training received on the PMS**

	<b>No of Respondents</b>	<b>Percentage</b>
Strongly Agree	5	20
Agree	6	24
Disagree	14	56
<b>TOTAL</b>	25	100%

The table shows that the majority of the respondents which is 56% have not received training on the performance management system. The lack of training on the PMS suggests that employees are not aware about the organizational strategic objectives, which is an integral part of the PMS process. On the other hand, 24% strongly agreed and 20% agreed that they received training on

the PMS. The above result shows that the majority of the respondents have not received any training regarding the PMS.

#### **4.2.4 The PMS can improve service delivery?**

**Table 6: The PMS and Improved Service Delivery**

	<b>No of Respondents</b>	<b>Percentage</b>
Strongly Agree	22	88%
Agree	3	12%
<b>TOTAL</b>	25	100%

About 88% of the respondents strongly agreed and 12% agreed that the PMS can improve service delivery. All respondents agreed that the PMS will improve service delivery. As stated earlier, the PMS is a vehicle for change if it is implemented correctly it may improve service delivery. This, however, can only happen if managers adopt their proper enabling role, which is coaching and providing support and guidance. Moreover, the positive correlation between the PMS and improved service delivery suggest that the impetus for the PMS as a developmental tool already exists.

#### **4.2.5 The PMS as a tool to improve communication between the supervisor and their subordinates.**

**Table 7: The PMS as a facilitator of better communication between supervisors and subordinates**

	<b>No of Respondents</b>	<b>Percentage</b>
Strongly Agree	27	93%
Agree	2	7%
<b>TOTAL</b>	29	100%

The study found that 93% of respondents- strongly agreed that the institution of the PMS can improve communication between supervisors and subordinates, whereas 7% of the respondents only agree. The afore-mentioned implies that all respondents agree that the PMS can increase communication between the supervisor and subordinates. What the results illustrate is that one of the aims of the PMS, which is to create a platform for constructive dialogue between supervisors and their subordinates, is already in place.

#### **4.2.6 The PMS is a HR Function**

**Table 8: The PMS and Human Resources**

	<b>No of Respondents</b>	<b>Percentage</b>
Strongly Agree	14	48%
Agree	8	28%

Disagree	7	24%
<b>TOTAL</b>	29	100%

The above table illustrates that 24% of respondents do not agree that the PMS is a HR function, 28% agreed and 48% strongly agreed that the PMS is a HR function. While the percentage of respondents who argued that there is no fundamental relationship between the PMS and human resources are negligible, there is a poignant caveat. The latter is a result of a lack of understanding of the difference between performance appraisal and performance management. While the former is often viewed as a function of human resource departments, the latter is a joint process. This should be made clear at the outset that the PMS is a much more comprehensive process aimed at the improvement of both the individual and improved service delivery.

#### 4.2.7 There is still a need for training on the PMS

**Table 9: Need for training on the PMS**

	No of Respondents	Percentage
Strongly Agree	22	76%
Agree	7	24%
<b>TOTAL</b>	29	100%

The study found that the majority of the respondents which is 76% strongly agreed and 24% agreed that there is a need for training on the PM. All respondents agreed that there is a need for more training on performance management. The task to do this, in line with the responsibilities of human resource departments, rests with managers, who are also responsible for enhancing performance management in an organisation.

#### **4.2.8 There is favoritism in the way employees are evaluated?**

**Table 10: Responses to favouritism in evaluating employees**

	<b>No of Respondents</b>	<b>Percentage</b>
Agree	3	12%
Disagree	5	20%
Don't know	17	68%
<b>TOTAL</b>	25	100%

The majority of the respondents which consist of 68% don't know of any favoritism, 20 % disagreed that there is favoritism in the evaluation of the employees, while 12% agreed.

#### **4.2.9 I understand the purpose of the PMS?**

**Table 11: The purpose of the PMS**

	<b>No of Respondents</b>	<b>Percentage</b>
Strongly Agree	22	88%
Agree	3	12%
<b>TOTAL</b>	25	100%

The study found that 80% strongly agreed and 12% of the respondents agreed that they do understand the purpose of the PMS. The result indicates that the respondents have a vast knowledge on the PMS. What is expected of those responsible for PMS is to point out the administrative, developmental and strategic importance of the entire process.

#### **4.2.10 Roles and responsibilities of the employees are clear**

The study found that 38% of the respondents strongly agreed, 21% agreed, 24% does not know and 17% disagree that the roles and responsibilities of the employees are clear.

**Table 12: Responsibilities of Employees**

	<b>No of Respondents</b>	<b>Percentage</b>
Strongly Agree	7	28%
Agree	3	12%

Don't know	4	16%
Disagree	11	44%
<b>TOTAL</b>	25	100%

The study found that 28% of the respondents strongly agreed, 12% agreed, 16% does not know and 44% disagrees that the roles and responsibilities of the employees are clear.

**4.2.11 when was the PMS implemented?**

The respondents had variety of answers of when the PMS was implemented, some said the PMS was implemented in 2001 after the abolishment of WASCOM, while some of the respondents were not sure and gave an estimation of the implementation of the PMS to be more or less in the early 2000.

**4.2.12 what is the purpose of the PMS?**

Respondents gave different views on the purpose of the PMS: The following were the views of the respondents: The purpose of the PMS is to facilitate the achievement of vision 2030, in order to deliver efficient and effective services, to motivate the employees to work harder, to improve the capacity of all public servants in terms of their skills and competencies, to support administrative decisions in terms of promotions and to identify poor performers, to improve service delivery, to asses and ensure that the employees is carrying out their duties in a satisfactory manner, and to increase communication between supervisors and their subordinates.

#### **4.2.13 what factors led to the introduction of the PMS?**

Respondents had different views of the factors that led to the establishment of the PMS. Some respondents attributed to the fact that the first system that was in place WASCOM, was biased as supervisors did not rate employees fairly, thus the system was abolished. Some respondents attributed this to the fact that there was no base for the performance assessment in the public sector. The introduction therefore with the introduction of the PMS, it is hoped will assist in creating a proper performance assessment, thus employees will now be rated in terms of their performance. The respondents said that there is poor service delivery in the public sector as employees are not monitored and evaluated on their work. The introduction of the PMS which will, hopefully, address and improve service delivery in the public sector.

#### **4.2.14 How often is the PMS reviewed?**

The study found that the respondents said that the PMS is reviewed after 5 years or when it is deemed necessary, some were not so sure when exactly the PMS is reviewed and a few said that it is reviewed once a year. This suggest the need to improve knowledge on the intervals for review of the PMS.

#### **4.2.15 One of the objectives of the PMS is to ensure efficient and effective services in the public service. In your view do you think the PMS is the right tool to ensure efficiency and effectiveness?**

The respondents were positive that the PMS it the right tool when it is implemented and administered correctly as through the PMS, the performance assessment will be done, thus rewards will be given, meaning employees will put more effort to carry out their duties as they will receive awards and promotions at the end of each assessment year. The respondents also

said that the PMS is the right tool as it will assist the management to get the work done effectively and efficiently by the employees and this will improve efficiency and effectiveness in the public sector and it will also improve the performance of the employees.

#### **4.2.16 Are there any challenges encountered during the administering of the system?**

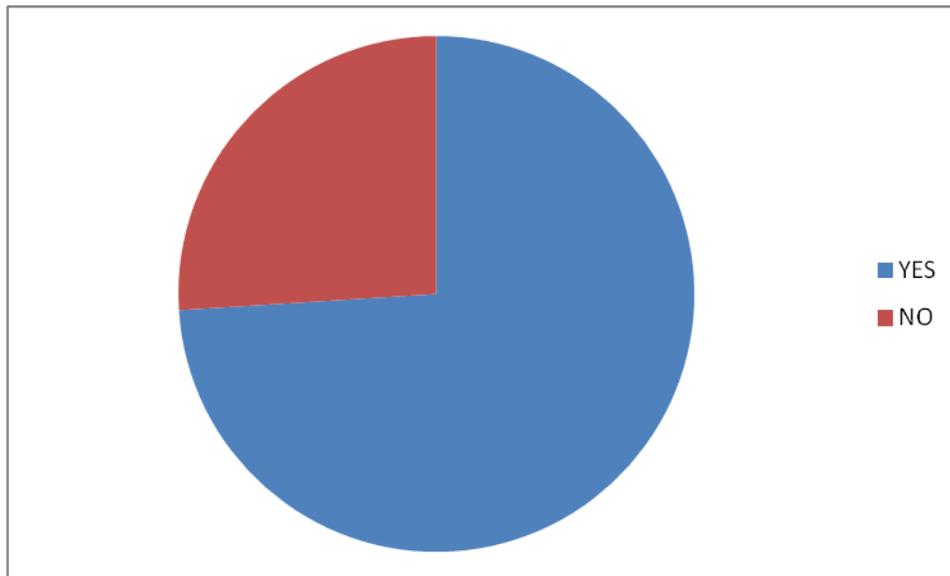
The study found that there is challenges in administering the system, as according to some of the respondents there are some difficulties in administering the PMS. These difficulties stem from the fact that the PMS guideline is not yet published. As such, the respondents also pointed out that the PMS policy was approved in 2001 and launched in 2013 but it is not fully operational, they are of the opinion that it will be operational in 2016.

#### **4.2.17 Who is responsible for the implementation of the PMS?**

The study found that the respondents were of the opinion that the accounting officers must be in charge to in ensure that everyone task to administer the PMS do so. Hence it is the responsibility of each line supervisor to ensure that all their subordinates signs the performance agreement. Some of the respondents said that it is the duty of the HR officials to make sure that the supervisors administer the system in their respective departments.

#### **4.2.18 Do you think that your fellow colleagues in the MH&I is aware of the PMS?**

**Figure 3 Awareness about the PMS**



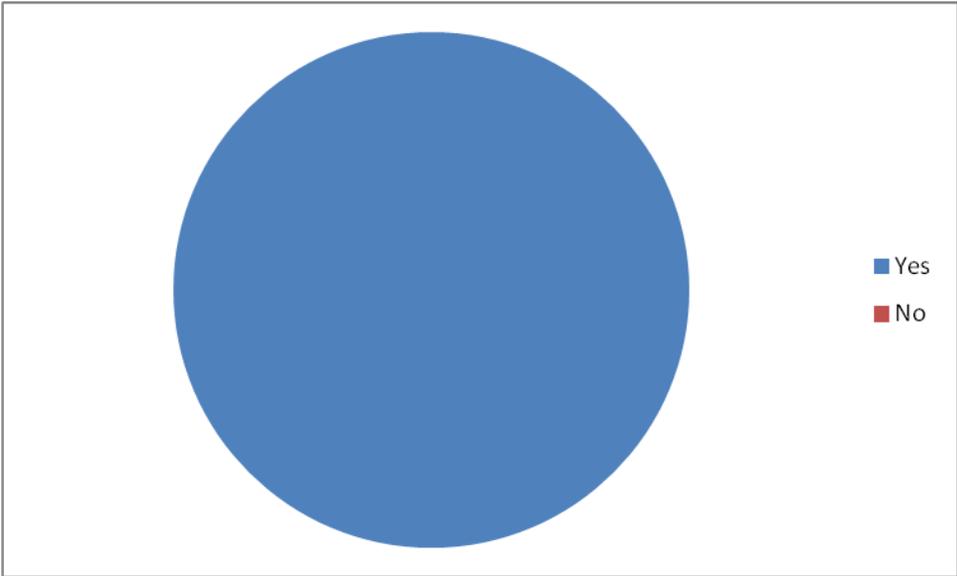
74% of the respondents said that their colleagues are aware of the PMS, and 26% responded that their colleagues are not aware.

#### **4.2.19 How is the performance of employees measured?**

According to the respondents, the PMS is not fully operational thus measurement of employee's performance is not yet assessed as they recently signed the performance agreement, while 20% said that performance targets are set at the beginning of the year in the PA, and reviews are done on a quarterly basis in order to assess the performance of the employee.

#### **4.2.20. Do you think that there is a need for improved service delivery in the MH&I?**

**Figure 4: The need to improve service delivery**



All respondents indicated that there is a need for improved services within MH&I.

## **CHAPTER 5**

### **DISCUSSIONS**

#### **5.1 Overview**

The study investigated the evaluation and the implementation of the performance management system in the Ministry of Home Affairs and Immigration. This chapter discusses the findings obtained through the collection of data on from the previous chapter. The respondents were eager to provide relevant information regarding the PMS.

#### **5.2 Knowledge of the PMS**

The study found that the majority of the respondents are aware of what the PMS is all about. This shows that the staff members have vast knowledge of the PMS. It is important that employees acquaint themselves and understand the performance management system as the PMS supports the overall business goals by linking the work of every individual employee and the manager to the overall mission of his or her work unit. Thus all employees play a key a role in the success of their organisation. As outlined in the literature review by Swanepoel et al. (2008,pp.374-375) the significance of performance management is to establish an organisation culture in which the individual employees and groups within the organisation take responsibility for the continuous improvement of their performance for the achievement of the organizational goals.

### 5.3 Factors that led to the introduction of the PMS

The respondents mentioned various factors that that led to the introduction of the performance management system and they are as follows:

- There was no base for performance assessment, meaning there was no proper system in place that could evaluate the performance of the employees and therefore this led to the introduction of the performance management system.
- Lack of fair and unbiased appraisal system, the performance appraisal system was viewed as weak and therefore it did not yield any positive results that is why it was suspended and the performance management system was introduced. As outlined elsewhere, performance appraisal system tend to be bias and it too often degenerated into a dishonest annual ritual.
- Poor public service delivery is also one of the main drives for the introduction of the performance management system.
- To assist employees to identify the knowledge and skills required for performing the job more efficiently, as this will drive their focus towards performing the right task in the right way.
- To boost the performance of employees
- For motivation and implementation of an effective reward mechanism.
- To promote personal growth in the career of employees
- Incompetence of some employees, because of the fact that the public sector had no proper mechanism in place to evaluate employees performance many were found to be incompetent as a result a need was identified to introduce a performance management system. As stated in the literature review by (CAMPS,2011) the PMS was introduced to

improve the capacity of the public servants in terms of skills, competency and adequacy, with the PMS in place it is believed that the system will improve the performance of the employees.

- Lack of a supporting organizational culture. Organizational culture is an important aspect in any given organization as it gives a feeling of belonging to employees which motivate them to strive more when they are executing their duties. Organizational culture is an important source of stability and continuity to the knowledge of the organization which provide a sense of security to its members and organizational culture gives an identity to the employee.

As a result of the above mentioned factors a need was identified to introduce the performance management system.

#### **5.4 Performance management as a motivational tool**

The study found that the respondents agreed that performance management is a motivational tool. With performance management there are a number of aspects that motivates employees in order to attain organizational goals. For instance, successes in achieving goals and rewards act as positive incentives and reinforce the successful behavior, which is repeated the next time a similar needs arises. Positive feedback therefore provides for positive reinforcement. Constructive feedback can also reinforce behaviors that seek alternative means of achieving goals. Employees will be motivated when goals are set as they will strive to work in order for them to attain the laid down goals. The motivation of employees is a key success factor in organizations, because when employees are well motivated they can be a major source of

improved productivity. When a performance management system is efficient it supports motivation through a clear goal settings process. The Namibian performance management system is linked to vision 2030 and national development goals, thus employees will be motivated if the goals are articulated, thus the employees will strive in order to attain the said goal.

### **5.5 Challenges encountered in administering the performance management System.**

There are some challenges encountered in administering the performance management system, the challenges that are being experienced are:

The absence of the performance management guideline, therefore supervisors find it difficult to evaluate the employees as there is no guideline that assists the supervisors on the aspects that needs to be evaluated.

Lack of leadership support and commitment towards the PMS

Supervisors do not want to take up the responsibility in administering the PMS as they see it as extra work which requires time and therefore it will be time consuming when they have to administer the PMS.

There is a lack of monitoring within the process of the implementation of the PMS, thus relevant information on the implementation process is lacking thus not much will happen as there is no room for decision making with limited information. The Balance Score Card that was introduced as a tool for strategic planning in some ministries could not integrate with the existing PMS as there were some challenges of a mixture of strategic plans that need to be addressed.

Lack of training and clear understanding of the PMS is one challenge that is being encountered as many employees did not receive training on the PMS

## **5.6 Review of the performance management system**

According to the respondents, the performance management system is reviewed after five years or when it is deemed necessary. It is necessary to review the PMS as it allows managers and individuals to take a positive look together at how performance can become better in the future and how problems in meeting performance standards and achieving objectives can be resolved. As outlined in the literature review by George et al. (2013,p.322) although performance management is a continuous process it is still necessary to have a formal review once or twice yearly. This provides a focal point for the consideration of key performance and development issues. This performance review meeting is the means through which the five primary performance management elements of agreement, measurement, feedback, positive reinforcement and dialogue can be put to good use. The review should be rooted in the reality of the employee's performance.

## **5.7 Will the performance management system improve service delivery in the public sector?**

As agreed by the majority of the respondents, performance management system is the right tool to improve service delivery as the PMS is the major public sector vehicle towards the accomplishment of a country's vision, thus the system is aimed at improving the performance of the public sector in order to attain high levels of productivity, which will result in achieving

efficient and effectiveness in the public sector. As it was mentioned in the literature review (CAPMS,2011) the PMS will:

- Enhance the capacity of the public service to deliver its service more efficiently and effectively pitch itself at the desired level of socio-economic governance and be able to compete at the global level
- Improve the capacity of the public servants in terms of skills, competence and adequacy
- Identify learning and development needs and appropriate interventions at organizational and individual levels;

The above mentioned factors will be enhanced by the PMS thus they are positive contributions to service delivery because if they are taken into perspective they can improve service delivery therefore the PMS is the right tool to enhance improved service delivery.

### **5.8 Will the performance management improve the performance of the employees?**

Performance management system seeks to improve the performance of employees within organizations. In the literature review Beardwell et al. (2004,p.211) supports that performance management will improve the performance of the employees. He affirms that performance management is expected to improve organizational performance generally by creating a performance culture in which the achievement of high performance is a way of life. Specifically, the impact is supposed to be made by improving individual and, in the rare situations where this is catered for team performance. individual performance development happens by defining what good performance looks like, agreeing performance goals, identifying where performance needs

to be improved and deciding on the steps required to achieve that improvement through performance improvement plans, personal development plans and coaching.

Performance management will improve the employee's performance as it will also assist organizations by identifying poor performers and deal with them by introducing measures that will enable the employees to put in more effort in their daily activities within the organization. In addition, managing under performers should be a positive process that is based on feedback throughout the year and looks forward to what can be done by individuals to overcome performance problems and importantly how managers can provide support and help by identifying the poor performers.

## CHAPTER 6

### CONCLUSIONS AND RECOMMENDATIONS

#### 6.1 Introduction

This chapter discusses the conclusion and recommendations of the study.

#### 6.2 Conclusion

Performance management system is viewed as a major public sector vehicle towards the accomplishment of a country's vision, thus the performance management system that is aimed at improving the performance of the public sector in order to attain high levels of productivity which will result in achieving efficient and effectiveness in the public sector. The literature review has provided an outline of the importance of performance management and the factors that are essential in order for the PMS to be a success in any given organisation.

It is therefore believed and acknowledged that when the PMS is implemented successfully, it will yield positive results. It is also imperative for managers/supervisors tasked with the implementation of the PMS to have skills and vast understanding on matters revolving the PMS. The PMS should not only be a function of human resources but should be intergrated with all activities within the MH&I as this will assist the managers/supervisors to improve the ability to lead, guide and develop the individuals and teams for whom they are responsible.

Ethical standards should be taken into consideration when carrying out the PMS as all parties involved in the performance management process should respect each others needs and mutual respect should underpin the process.

Human resources practitioners and senior managers are beginning to realize that the management of employee performance must take place within the pursuit of strategic business goals, as this will enhance the overall performance of employees as they will see how their efforts contribute to the goals and success of the organisation, this attitude will improve the performance of the employees and thus service delivery will improve in the MH&I. When the PMS is tied into the objective of the organisation together with the benefits of knowledge management, the resulting performance is more likely to meet organizational goals.

Organizational culture is viewed as an important aspect as it leads organizations to succeed to a higher level of performance. If the culture is managed accordingly it encourages employees to internalize corporate values and attitudes and strengthen their association with the organization.

### **6.3 Recommendations**

The study recommends the following:

- managers/supervisors that were given the responsibility in administering or institutionalizing of the performance management system should be encouraged and motivated by getting proper incentives as they are tasked with one of the big challenges to drive the PMS to a success.
- management must make it their priority to ensure that there is a supporting organizational structure, because one of the objectives of organizational culture is to encourage employees to internalize corporate values and attitudes and strengthen their association with the organization, this will enhance employees to have a feeling of belonging which gives them an organizational identity as this motivates employees.

- Reviews on the current performance management system should be carried out as there are a number of issues that needs to be addressed for the PMS to be functional as currently the system is moving at a slow pace.
- Supervisors should try and manage their staff in ways which will improve the effectiveness of their staff by developing good working cultures.
- The training of the PMS should not only be confined to the managers/supervisors task at performing the assessment of employees. It is necessary to institute a culture of knowledge this will enhance skills and assist managers/supervisors to manage the PMS and the employees to a success.
- It is imperative for managers/supervisors to give each employee a clear picture of the behavior required for excellent performance, this will assist the organisation to produce excellent performers for self improvement.
- Supervisors should encourage teamwork
- Employees should know what is expected of them
- Poor performers should be identified and improved and good performance should be recognized

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**APPENDIX**

**QUESTIONNAIRE**

My name is Judika Tjivikua, I am a Masters student at the University of Namibia. I am currently conducting a research on the evaluation of the performance management system in the Ministry of Home Affairs and Immigration. The purpose of the study is to examine whether the performance management system has contributed in anyway in making public services more efficient and effective.

This research is purely academic all responses will be treated confidential and individual anonymity will be safeguarded. I would be grateful if you could assist me by completing the following research questionnaire. Kindly answer all questions in this questionnaire, it will take 10 minutes of your time to answer this. Be assured that confidentiality is guaranteed.

**SECTION A**

**PERSONAL INFORMATION**

- 1. What is your job category?

.....

Please tick the appropriate

- 2. Which year did you join the MHA&I?

1990-1999	<input type="checkbox"/>
2000-2009	<input type="checkbox"/>
2010-2015	<input type="checkbox"/>

**SECTION B**

No	Question	Strongly agree	Agree	Don't know	Disagree	Strongly disagree
1.	I know what the performance management system(PMS) is all about					
2.	The Performance management system is a motivational tool					
3.	I received training on the performance management system					
4.	The PMS can improve service delivery					
5.	The PMS improves or increases communication between the supervisor & subordinate					
6.	The PMS is a HR Function					
7.	There is still a need for training on performance management					

8.	There is favoritism in the way employees are evaluated					
9.	I understand the purpose of the PMS					
10.	Roles and responsibilities of employees are clear					

11. When was the performance managements system implemented?

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.....

12. What is the purpose of the performance management system?

.....  
.....  
.....

13. What factors led to the introduction of the PMS?

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14. How often is the PMS reviewed?

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.....

15. One of the objectives of the PMS is to ensure efficient and effective services in the public service. In your view do you think the PMS is the right tool to ensure efficiency and effectiveness?

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16. Are there any challenges encountered during the administering of the PMS? Yes/No

.....  
.....

If yes what are the challenges?

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.....  
.....  
.....

17. Who is responsible for administering of the PMS?

.....  
.....  
.....  
.....  
.....

18. Do you think that your fellow colleagues are aware of the PMS?

Yes	
No	

19. How is the performance of employees measured?

.....

.....

.....

.....

.....

20. Do you think that there is a need for improved service delivery in the MH&I?

Yes	
No	