

**AN ANALYSIS OF THE POLITICAL PERFORMANCE MANAGEMENT SYSTEMS  
(PMS) IMPACT ON ORGANISATIONAL EFFECTIVENESS: A CASE STUDY OF  
THE DEMOCRATIC ALLIANCE IN THE WESTERN CAPE PROVINCIAL  
GOVERNMENT**



**UNIVERSITY of the  
WESTERN CAPE**

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## ABSTRACT

The intention of this study is not to debate the different contested views on performance management, good governance, and accountability but to rather assess the applicability of the Democratic Alliance's (DA) political performance management in the field of public administration. The study further tries to provide a dimension to the link between a political party and a democratic state. In other words, that of the Party's "internal" democracy, which is predominantly its governance system rather than its relationship with the state.

Through a qualitative case study of the Western Cape Provincial Government (WCPG), this paper takes stock of the effectiveness of a political Performance Management System (PMS) by specifically looking at the PMS administered by the Democratic Alliance-Western Cape Provincial Government (DA-WCPG) on the elected officials. It focuses on PMS development, its implementation, and its overall attainment as a standard operating procedure internally as well as a toolkit for the provision of public service deliverables externally.

Using purposive sampling, a carefully selected sample of five participants from the WCPG (Western Cape Provincial Government) were chosen to participate in this research study. The purposive sampling method was utilized to ensure that the selected participants had the relevant experience and knowledge to provide insightful and valuable data that aligns with the objectives of the research. Each participant was identified based on their involvement in the field of study and their ability to contribute meaningfully to the research inquiry.

The findings of the study showed that not only does a political PMS enhance a political party's systematic approach to defining goals, tracking progress, and delivering feedback but also enhances good governance and accountability principles. The study also further showed that effective implementation of a PMS had consistently managed to establish responsive mechanisms to the needs of the citizens by the elected representatives.

The study is concluded by factoring major findings including challenges within a PMS and further provides recommendations that can easily be incorporated to make a PMS a better working toolkit for public officials.

**Keywords:** Performance, Management, System, Governance, Democratic Alliance, Western Cape Provincial Government, Members of the Provincial Legislature, Members of the Provincial Parliament.

## DECLARATION

I, Tinashe Ndengu, declare that:

- i. The research reported in this dissertation, except where otherwise indicated, is my original research.
- ii. This dissertation has not been submitted for any degree or examination at any other tertiary institution.
- iii. This dissertation does not contain other persons' data, tables, figures and any other information unless specifically acknowledged as being sources from other persons.
- iv. This dissertation does not contain other persons' writing unless specifically acknowledged as being sources from other authors. Where other written sources have been quoted then:
  - a) Their words have been paraphrased but the general information attributed to them has been referenced.
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Signature:

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## LIST OF ABBREVIATIONS AND ACRONYMS

ANC	African National Congress
DA	Democratic Alliance
DA-WCPG	Democratic Alliance-Western Cape Provincial Government
EBM	Evidence-Based Monitoring
GPI	Governance Performance Index
IDP	Integrated Development Plan
MPP	Member of Provincial Parliament
NPM	New Public Management
PMS	Performance Management System
WCPG	Western Cape Provincial Government

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## CHAPTER ONE

### INTRODUCTION

#### 1.1 Background to the study

Questions have often been raised as to how good governance can be attained for effective and responsible management of a country. Records of poor governance models, poor financial fiscals as well as ill-advised appointments have constantly created a crescendo of social unrest and agony within the citizenry. As such, manifestations of social mobilization and protests have become inevitable. South Africa has not been left out of this predicament. The country has been experiencing an unprecedented growing crisis between citizens and the institutions that affect them. There has been mounting disillusionment with municipalities, based on concerns regarding rampant corruption, lack of service delivery, lack of responsiveness to the needs of the citizens, and the absence or minimalistic connection between the elected representatives and the public.

#### 1.2 Performance Management: A Historical Perspective

Armstrong and Baron (2005) propound that even though no kind of literature traces the origins of reviewing of performance in the history of public administration, the Wei Dynasty (AD 221 – 265) had an *\*imperial rater\**, that is, one who was tasked to evaluate the performance of the royal family. In the same vein, Ignatius Loyola was mandated to establish a system to rate members of the Jesuits Society in 1534. Wiese and Buckley state that formalised performance management can be traced back as far as World War I when officers and factory workers were being rated in the 1920s (Goodman, 2022). The Industrial Revolution period led to the growth of large organisations, and this ushered in an urgent need for more effective ways to manage and motivate workers (Osborne & Gaebler, 1992).

After the merit-by-performance period, what followed was a performance management system that was mainly done by looking at the objectives of an organisation. These could be constantly modified to suit contemporary needs. During this period, organisations used performance management to attain behaviour attitudes to get a specific outcome (Olley, 2023). The gap between the justification of pay and the development of skills and knowledge became a huge problem in the use of performance management. hence it was realised that it was necessary to provide a more comprehensive approach to manage and reward performance.

The goal of performance management of public officials contributes to continuous improvement in performance across the public service sphere by aligning Members of the Provincial Parliament (MPPs) and party performance. Simply put, this is achieved through greater clarity in setting objectives and related performance targets for MPPs, and by monitoring progress in their achievement. The main attributes of the system are: —fit for purpose, competencies and the necessary skill sets (SABC News, 2012).

### **1.3 Performance Management Defined**

Ilgem and Feldman (1983), interpret performance development as an outcome-based activity that emanates from a dual-process model of evaluation and decision-making whereby attention, classification, recall, and evidence integration are systematically carried out through an organized process. With the onset of the new public administration paradigm, performance management has taken centre stage both as a concept and as a set of practices in the public sector. The PMS framework is primarily concerned with under-performers as it emphasises improvement, learning and development outcomes to create a high-performance workforce. (Armstrong & Baron, 2005). Contemporarily, performance management has been identified widely as part of a more robust approach to integrating human resources and business (party) policies. Organisational objectives with the employees' agreed measures and competency requirements, all form part and parcel of a Performance Management System (PMS) framework.

Performance management systems, go back nearly two millennia to the third century AD, in which the Chinese not only used such a system to enhance work productivity but to also critique their thoughts regarding the evaluations they made (Murphy & DeNisi, 2023). The two writers also state that many modern institutions use the performance management approach as a baseline for the provision of feedback and motivation as well as helping the organisation make effective decisions regarding pay increases as well as promotions.

There are three different models of performance management: performance management as a system for organisational performance, as a system for managing employee performance, and as a system for integrating both organisational and employee performance (Garengo, Sardi & Nudurupati, 2021).

Performance is not an end in itself (Behn, 2003). It has been termed as a record of outcomes achieved in carrying out specified job aspects during a specified period. It is of paramount

importance to note that the term ‘record’ in the above definition implies a set of past elements that would have been classified and quantified over a period of time.

As mentioned earlier on, the performance development and management system has been part of the lexicon of the new public administration agenda for several decades. As such, there has been great interest in performance measures as an important aspect of result-oriented management programmes within the legislative and administrative frameworks. Various writers have looked at the politics of ‘appraisal’ and the issue of non-performance of staff which ultimately led to performance management.

Major critics of performance management and development systems argue that an inaccurate degree of measurement prohibits a functional employee workable environment. Furthermore, they state that it assigns excessive amounts of responsibility and duties for poor individual performance thus affecting the overall work program. Touma also asserts that the importance of teamwork based on open and unhindered communication is undervalued as individuals are placed under a tick box or ‘Theory X’ scenario (Touma, 2021).

There is a dearth of valid and well-documented research to support the claims by any supporters thus affecting the intended outcome and objectives. According to Swanepoel (2014), appraisees and personnel professionals tend to regard performance management as a political process that specifically aims to reinforce discrimination and an inequitable working environment. Despite its many limitations, both parties can see the value of performance management if good human relations are nurtured throughout the process enabling the provision of feedback and helping set objectives.

Proponents of the system have come out in defence arguing that many of the above-mentioned negative aspects can be solved through the application of genuine participation by the employee. Participation is seen as a two-way communication channel that promotes feedback, thereby instilling honesty and open and unhindered communication.

Employee management provides a key element of intrinsic value concerning growth and development. Employees are empowered and encouraged to take ownership and reinforce communication to achieve training needs, skills development and even promotional opportunities.

Given such a definition, performance measurement should thus be promoted as it provides a means to make more informed decisions. There is an urgent need to create links between

institutional and individual performance as a point of departure in the provision of a more holistic and effective performance management and development system.

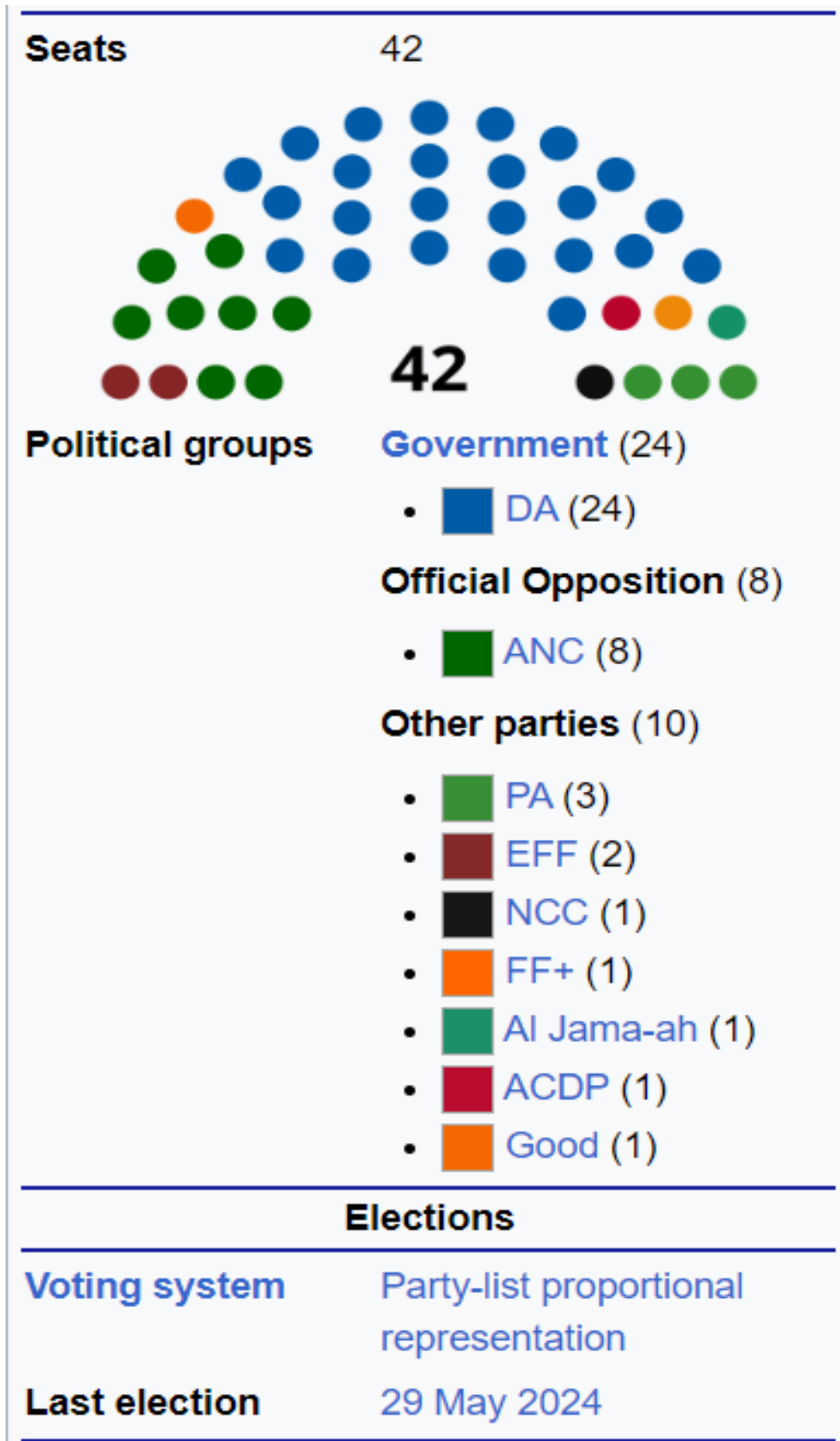
#### **1.4 The Western Cape Provincial Government: An Overview**

The Western Cape Provincial Government (WCPG) is the administrative entity in charge of providing services and creating legislation which governs the people of the province. It has always been a peculiar political environment in that the governing party, at the time, the African National Congress (ANC) has never held a dominant position in the province.

The then provincial cabinet consist of the Premier of the Western Cape and the members of the Provincial Legislature. The DA in the Western Cape Provincial Parliament had 24 out of the 42 seats in the provincial legislature at the time of the study. Of those 24 seats, 13 members served on the provincial cabinet and the other 11 served as backbenchers in the WCPG. (Western Cape Government, 2024). The DA in WCPG, therefore, has the simultaneous role of governing the province and at the same time performing oversight of said government (SABC News, 2012).

The provincial parliament consists of 42 members, who are elected through a system of party-list proportional representation put forward by their associated political parties. Parliament is elected for a term of five years. The most recent election was held on 29 May 2024. The following table summarizes the provincial party representation at the WCPG current at the time of this study.

Figure 1: Political Party Representation at the WCPG



## 1.5 Problem Statement

The lack of sound performance management tools in various provincial governments across South Africa has exacerbated tensions between citizens and policymakers. This issue is particularly alarming, considering that the primary function of provincial governments is to provide basic services and create an enabling environment for socio-economic development. The failure to effectively manage performance in many provinces has resulted in widespread dissatisfaction, social unrest, and a growing trust deficit between the electorate and the governing bodies. However, the Western Cape Government, through its implementation of a robust performance monitoring tool, has maintained a comparatively strong track record in service delivery, offering critical insights into how effective governance can be achieved.

The argument that is put forward is that there are insufficient levels of intra-party democracy in most of South Africa's political parties—and this has negatively impacted its political system, right through to making sure that citizens' needs are met (My Vote Counts, 2019). Accountability mechanisms have been undermined which often yield a negative macroeconomic environment.

### *1. Importance of Performance Management Tools in Governance*

At the core of public sector governance lies the need for accountability, transparency, and efficiency. Performance management tools, in this context, are vital for enabling policymakers and administrators to track and assess the progress of various programs, initiatives, and service delivery mechanisms. These tools provide a structured approach to monitoring the performance of government departments and officials, ensuring that they adhere to defined objectives, timelines, and budgets.

### *2. Comparative Failures in South African Provinces*

In many provincial governments across South Africa, poor governance outcomes have been linked to the inability to implement effective performance management systems. For instance, provinces like the Eastern Cape and Limpopo have been repeatedly criticized for failing to meet service delivery targets. In these provinces, citizens often experience prolonged delays in accessing basic services, such as medical care, clean water, and functional sanitation systems. The lack of sound performance management tools in these regions has compounded the challenges of service delivery, creating a cycle of inefficiency that is difficult to break.

### *3. The Western Cape as a Case Study of Success*

In stark contrast, the Western Cape Government has emerged as a model of effective governance, largely due to its robust performance management and monitoring systems. The province's relative success in maintaining a consistent level of service delivery can be attributed to the integration of data-driven decision-making processes, transparent monitoring frameworks, and a culture of accountability.

According to the 2020/2021 Municipal Audit Outcomes, 22 of the Western Cape's municipalities had received clean audits, this equates to more than half of the clean audits awarded in other parts of South Africa (Auditor General, 2022). Henceforth, contempt for the executive and the municipality officials, in general, has ultimately yielded a climate of cynicism. The White Paper on Local Government (South Africa, 1998) sets out a clear vision that informs every municipality to implement integrated development planning and performance management in a bid to confront the legacy of underdevelopment.

The disparity in governance outcomes in South Africa's provinces calls for an urgent shift towards adopting sound performance management practices. The Western Cape Government's success provides a compelling case for why provincial governments must modernize their approach to governance if they are to meet the basic needs of their citizens and avoid the escalating tensions between policymakers and the public. As such, to answer basic questions as to why the Western Cape Provincial Government performs better than other provinces, the following research aims help articulate the problem more clearly.

**Examine the performance appraisal as an effective system to manage political representatives' roles.**

This shall be carried out through:

- examining the purpose and functionality of assessing the performance of MPPs
- assessing the effectiveness of the performance management system on the Western Cape Government
- recommending possible improvements on the existing system

In line with the above, there is an urgent need to establish a viable and robust performance appraisal system for MPPs as an indispensable monitoring tool. For this study, the working definition of PMS shall be expressed as:

*-an ongoing, systematic, and streamlined system that is entirely optimised to manage and evaluate the performance of DA's public representatives (DA Newsroom, 2017)*

## **1.6 Research questions**

- To what extent is the management system effective for MPPs and organisational behaviour?
- How effective is the process in assessing individual performance in the metropolitan area?

### *1.6.1 Sub-questions:*

- What is the theoretical model behind the formulation of the performance appraisal system and how is it implemented and administered?
- How is the system administered?
- To what extent does it affect public administration?

### *1.6.2 Justification of the Study*

The study findings provide an understanding of how the performance management system employed by WCPG influences individual and organisational effectiveness. The study further shows why the WCPG under the auspices of the Democratic Alliance, continues to be the best-run province in South Africa. Ultimately, if possible, the study aims to motivate other opposition political organisations to engage in a similar management system with their respective public representatives to enhance accountability and enhance good governance of various provincial government structures.

## **1.7 Implementation of the performance management system in the WCPG**

The performance framework was first introduced in every Democratic Alliance directorate in 2006 as a policy model that was eventually implemented in 2009. Since its inception, the system has been integrated not only with the party's caucus members but also with the internal staff of the organisation. Speaking to the South African Broadcasting Cooperation (SABC) News department on 2 November 2012, the former party leader Helen Zille asserted that the Democratic Alliance (DA) prided itself on having such rigid and robust measures in place to govern leadership elections as well as party membership (SABC News, 2012).

The WCPG developed a system of assessing its public representatives in 2006 to enhance efficiency and service delivery within the Western Cape province. The process is carried out in the Office of the Chief often administered by the Chief of Staff. The Chief Whip's office in collaboration with the Chief of Staff office works together to set objectives, monitor and review an MPPs self-objectives, behaviour, adoption of organisational culture and values, and overall contribution against those set by the organisation.

The system ensures that every public representative receives the necessary development to capacitate them to a level of competence in every area of strategic importance to the party through brief but regular meetings with a panel of suitable leadership to discuss and assess progress. Among the key issues identified are the following,

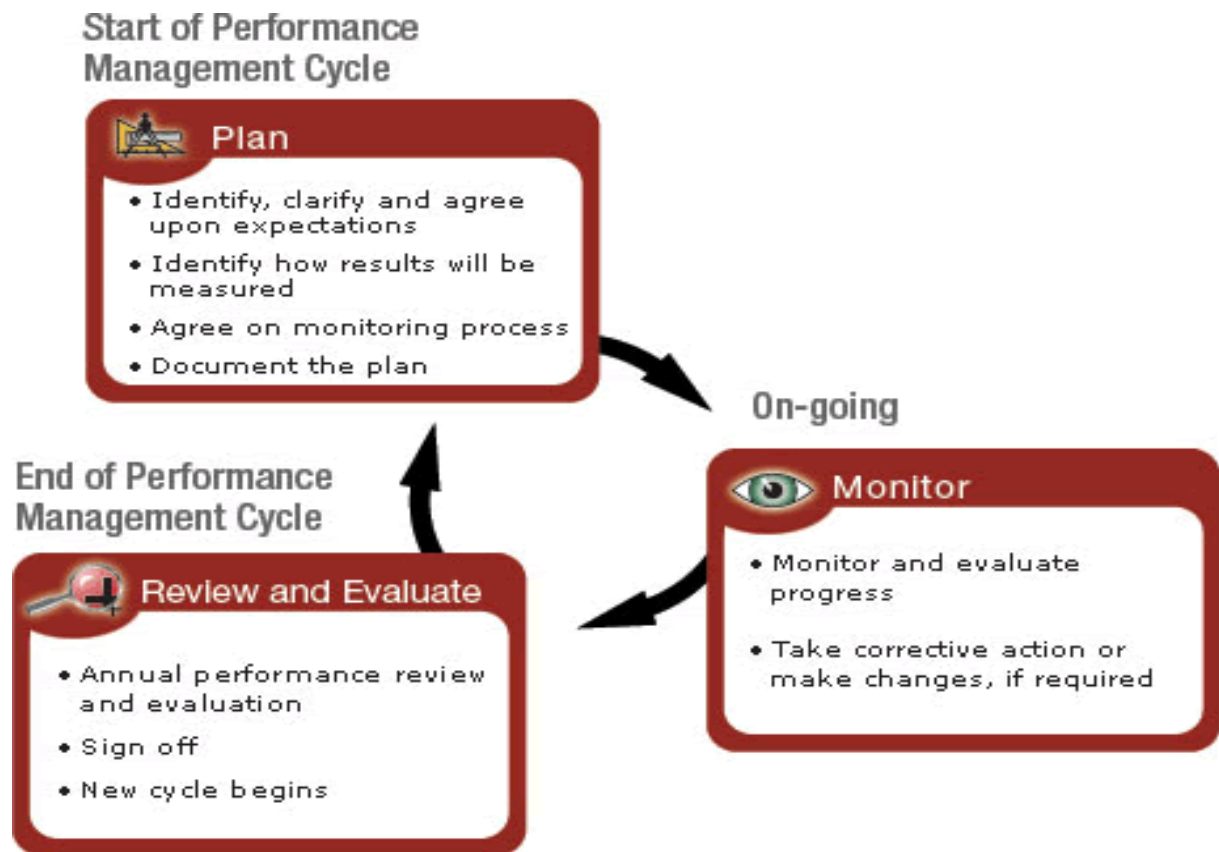
- Performance against objectives
- Job-related competencies
- Behavioural dimensions
- Development Plan

#### *1.7.1 Timing of Performance Management Cycle*

- Annual objective setting – January
- 6 Monthly review – Mid year
- Year End Review - November
- New appointments / Probation / Corrective – monthly

The cycle of the process can be summarised below.

*Figure 2: 360-degree Performance Management Cycle*



Adapted from the Democratic Alliance internal archives (2019)

### 1.7.2 Structure of the performance management system template

The system is divided into three sections, namely the setting up of the objectives section, the self-review section and the 360 degrees/overall consolidation of final results section. The system has the following characteristics:

- Each section has performance areas (sub sections).
- Each performance area has related expected outcomes.
- Expected outcomes are what are measured.
- Expected outcomes may have targets set against them.
- Every expected outcome applies to all public representatives.
- Except where they are specifically stated as being optional, in this case they can be set as not applicable.
- Optional expected outcomes must have specific targets set that pertain to the performance area that is being measured.

## **1.8 Research methods**

### *1.8.1 Design*

This section provides an inquiry about the underlying reasons for the adoption of the PMS system at the WCPG. It does this by conducting a case study research design on the effectiveness of the performance management system at the WCPG. Rismiller, Cagan and McComb (2023) denote that not only is such a research design inexpensive, but it also makes it easier to collect data that other data-collecting methods fail to collect. The study research design will mostly be explorative, descriptive, and interpretive.

### *1.8.2 Data sources*

To understand the subject and the definition of concepts, formulation, and implementation of the PMS, the qualitative approach was used in collecting data sources such as legislation, policies and previous literature. The qualitative approach was used to get an understanding of the feelings of the public representatives towards the adoption of the system.

## **1.9 Data collection**

The study sourced the data using questionnaires with the Office of the Chief Whip of the WCPG which oversees formulating and implementing the PMS. The researcher also submitted the same structured questionnaires to the administrative staff who ultimately facilitate the process by liaising with elected officials, diarising PMS appointments, and keeping records, files, and other necessary performance documentation. Before the interviews, a written request was made available to the offices for approval. In certain scenarios especially when the respondents were not reachable, the researcher made use of email as a data-collecting method.

### *1.9.1 Reliability and validity of data*

To ensure reliable and valuable quantitative data, the researcher made sure to collate the information from the personnel directly involved. This included the Department of the Chief Whip, which is well-positioned to provide a generalised outlook on the effectiveness of the PMS at the WCPG. The research validated the data by analysing the PMS templates at the city comparatively with those enrolled at other DA-governed institutions to cross-validate the information gathered. The study systematically picked a series of elected officials who had previously been involved in the management process to provide much more reliable data. All the above participants were provided with the same set of questionnaires, and instructions to complete.

### *1.9.2 Data sampling*

The criteria for a purposive and snowballing sampling method were applied. As mentioned earlier, the potential respondents were drawn from the PMS office that falls under the Office of the Chief Whip. The MPPs who are mandated to proactively perform and participate in this process were also included.

### *1.9.3 Data analysis and interpretation*

To provide a much more flexible qualitative data analysis where interviews can be generated inductively or deductively, the researcher employed a thematic approach. Thematic analysis is an appropriate method of analysis for seeking to understand experiences, thoughts, or behaviours across a data set (Varpio, Paradis, Uijtdehaage, & Young, 2019).

## **1.10 Ethical considerations and confidentiality**

The researcher's involvement in this study was purely for academic reasons, but there it was necessary to get written approval, also noting informed consent, from the WCPG. Being apolitical in this study further reduces biases or misrepresentations of the gathered facts and data. The researcher was well-informed of the ethical matters and deliberations during this research such as anonymity possibilities and informed consent.

The first set of ethical challenges in this body of research was anonymity of those participating in the research. As this research is political in its orientation, the researcher had the mandate to always protect those participating in the research by refraining from organisational politics within the research area.

The research is sensitive as it dwells on political appointees' PMS processes. Henceforth, the information gathered is highly confidential and requires the researcher to act in a professional and academic manner. It was of paramount importance that the researcher carefully explained the aims and objectives of this study before, and when the interviews were conducted. The research questions had to be explicitly clear and concise, and the researcher had to make sure that there was no provocation to the interviewees or the political party they represent (DA).

## **1.11 Definition of important concepts**

### *1.11.1 Performance management*

Performance assessment is the overall process of monitoring and evaluating an employee's performance of the assigned tasks over a period of time. It entails the clarification of expectations, setting up of goals as well as the provision of a conducive environment to allow

feedback and making an appraisal based on the assessed information. Carroll (1978) also define performance as an assessment of the employee's activity or behaviour with regard to the appropriateness or desirability based on the goals and objectives of the organisation.

### *1.11.2 Development*

This involves the encouragement of employees to realise their development needs and the provision of learning and training facilities to help them acquire these needs. According to Starbuck (1965), development is futuristic in its orientation as it attempts to enhance personal an organisational growth in relation to imminent changes and challenges.

### *1.11.3 System*

The word system has many colloquial meanings. In order to provide a synthesis of the word in this study, the following shall be the working definition:

*“A set of objects together with relationships between the objects and between their attributes.” (Nikiforova, 2022)*

### *1.11.4 On Efficiency and Effectiveness*

One of the core imperatives of public representatives is the achievement of effective and efficient service deliverables at all levels. Public representatives are responsible to assist with the provision of the necessary public goods and services to the citizens. Neely and Platts (1995), state that efficiency and effectiveness are two central themes that are constantly used in assessing and measuring performance management. Mouzas (2006) emphasized two indicators to assess the performance; these are efficiency and effectiveness.

Clark (1921) marries the two terms by stating that a system is *“inefficient when it is cheap and ineffective”*. The stimulation of organisational performance has always been an issue of utmost importance in both the private and public sectors. Kiragu and Mutahaba (2006) assert that performance management ‘aims at improving service delivery through a results-oriented performance management framework’. It then follows that performance in the public sector thus becomes a crucial process if effective and efficient service delivery is to take place.

The terms are both a necessary condition that enhances growth of opportunities and a conducive working environment. Public administration is traditionally grounded in the achievement of efficiency and effectiveness in the work of public departments in pursuance of goals related to the provision of public goods and services (Manzoor, 2014). It follows that one of the core imperatives for public representatives is the achievement of efficiency at all levels.

According to Bovens (2005), accountability is not just the hallmark of democratic governance but also a *sine qua non* for democratic governance.

In general, efficiency can be defined as the extent to which basic resources such as time and energy are utilized to achieve an intended task or objective. The delivery of essential public services remains a paper procedure if those who are tasked to carry such duties are not held accountable. Public accountability improves performance where activities within the public sector such as spending regulation and policy making form the basis for public policy making.

The measuring of organisational effectiveness ranges from employee performance to company profits. It is of paramount importance to note that effectiveness has no set or predefined parameters, it is solely up to the discretion of an organisation to develop a method of measuring effectiveness. The effectiveness determines the organisation's policy towards the fulfilment of its mission and goal achievement. Performance measures are an essential tool and very useful in goal setting, monitoring and evaluation processes (Zheng, Zhang & Li, 2012).

### **1.12 Organisation of the Study**

The study has been categorised into five distinctive chapters.

Chapter One draws attention to introducing the research study by highlighting the background, research problem, objectives, and research questions. It serves as an introduction and orientation to the definition of a PMS and provides the research problem and rationale. The primary objective of the study was to analyse the impact of a PMS on organisational effectiveness. The following research questions were critical in trying to ascertain the impact of a PMS on organisational effectiveness:

- defining the PMS and its theoretical underpinning
- examining the purpose and functionality of assessing the performance of MPPs
- evaluating the effectiveness of the performance management system concerning the

DA-led-Western Cape Government

The chapter also provides the methodological approach that was used and further explains why this approach was used. The study used a qualitative approach focusing on the data analysis techniques used for this study including analytic induction, thematic analysis, and descriptive statistics.

The second chapter provides the literature review and the theoretical framework discussions on some relevant PMS sources and the theories that subscribe to the PMS paradigm. It delves into contextualizing the PMS within the Public Administration discourse. It explores the emergence of the NPM as a basis for administrative governance. The three themes stated in Chapter Three were formulated from the objectives that were mentioned in Chapter Two and formed the basis for assessing the PMS in enhancing organisation effectiveness.

The chapter further expands on how the NPM discourse has complemented the neoliberal agenda in a bid to make the public sector function in the same way as the private sector. One important goal of a PMS is the idea to improve organisational accountability and external accountability within the context of governance. Various theoretical underpinnings were discussed and put into context with the PMS. These included goal setting theory, administrative theory, and the systems management theory.

The third chapter touches on the research methodology applied in the study and how it relates to the study assumptions. It provides the research method carried out in data gathering and sampling the data techniques employed, and the data analysis tools that were used. It focuses on the methods used to collect and analyse the data to meet the objectives of this study.

The fourth chapter presents the findings based on the primary and secondary data and discusses the findings in the literature and relevant theories. The chapter further seeks to provide the main key theme findings on the PMS of the WCPG. These themes will set benchmarks for the research questions.

The fifth chapter concludes the study by providing a summary of key findings and further offers recommendations. It highlights some of the main issues raised in the introduction, literature review, methodology, and empirical chapters of the study. The concluding remarks are followed by some recommendations to help scale up the PMS within a politically infused organisation.

### **1.13 Chapter Summary**

This introductory chapter ushered in an overview of the purposes of the study and the general outlay of the problem statement, and key study themes and provided the layout of the subsequent chapters to explore the effectiveness of a PMS in the public sector. It primarily focused on the distinguished opinions and views of various researchers and authors whose work

is significant in this research field. It also dealt with the theoretical and conceptual issues within the performance management paradigm.

## CHAPTER TWO

### LITERATURE REVIEW

#### **2.1 Introduction**

The importance of performance management has long been recognized by various academics and public administration practitioners from a variety of functional disciplines. This Chapter seeks to bring together this diverse body of various literature into a coherent review. It further tries to recognise that key issues and processes involved in managing performance are identified.

It is at this juncture that the researcher seeks to reiterate that most of the available literature contained herein is apolitical, meaning it hardly describes the political environment in which public representatives are assessed for the work they carry out. Therefore, the research constantly merges the political performance assessment system with the general performance management contained herein.

#### **2.2 Contextualising the Political Performance Management System**

The idea of measuring performance has been around for centuries (Goodman, 2022). Just like other controversial terms like democracy, there is no single universally accepted definition and model of performance management. Different scholars have constantly attempted to theorize the concept in their ways. It can be noted that there are a variety of relevant and apt motivational theories that can be used in the formulation and designing of performance management systems. To quote Neely (1995), “Performance Measurement is a topic often discussed but rarely defined.” He further went on to propose the following definition of performance measurement - “Performance measurement can be defined as the process of quantifying the efficiency and effectiveness of action (Andy Neely, 1995).

According to the World Public Sector Report (United Nations, 2005), the diffusion of the New Public Management provided impetus for the emergence of performance management. Kaunani (2006) defines performance management as the total process through which employers and employees gain a common understanding of job requirements over a protracted time; clarifying expectations; and exchanging performance feedback in a bid to identify learning and development opportunities with value-laden results.

Measurement is complex, frustrating, difficult, challenging, important, abused and misused (Lebas, 1995). If you cannot measure it, it does not exist (Kelvin, 1883). To cement this, a powerful performance management system seeks to provide autonomy to individuals and reflect causes and effecting relationships by empowering and involving them. It acts as a foundation for discussion and offers continuous improvement as well as supporting decision-making processes (Lebas, 1995).

In as much as the political assessment of public representatives has been surprisingly and largely left grey as most of the available literature primarily focuses on performance management in general terms; the concept and attempted definition of political performance and assessment measurement used in this paper refers to the use of an online multi-dimensional set of performance measures for the planning and management of public representatives.

As early as the 1990s, performance management has been making phenomenal growth within the global public sector reform. Cappelli and Tavis (2016) noted that performance management systems are growing in sophistication and continuously undergoing constant changes to fit into the ever-changing organisational patterns. The focus is slowly shifting from accountability to learning. In his research titled, *Implementation of The Performance Management Policy of the Malawi Civil Service*, Chidwala (2013) realised that the absence of consultations, the use of the top-down approach, the bureaucratic structure and the lack of management and administrative support were among the factors that greatly resulted in ineffective performance management systems.

The performance management cycle is a process, not an event, and it operates as a continuous cycle. This ongoing process begins with planning, acting on developed plans, monitoring and reviewing performance (Armstrong & Baron, 2005). As such, the performance management system has indeed been in use in all the different municipalities across the length and breadth of South Africa. However, one clear-cut point is that it has proved to be inappropriately implemented in the provision of its intended objectives. Performance management in public sector organisations represents one of the central or key ingredients of the global public sector reforms of the late 1980s and early 1990s (Fatile, 2014). To this end, the role and institutional character of the state has been questioned, and the public sector has been under tremendous pressure to adopt private sector orientations to maximise performance and accelerate public service delivery.

Performance assessment is the overall process of monitoring and evaluating an employee's performance on the assigned tasks over a period of time. It entails the clarification of expectations, setting up of goals as well as the provision of a conducive environment to allow feedback and making of an appraisal based on the assessed information. Carroll (1978) also define performance as an assessment of the employee's activity or behaviour about the appropriateness or desirability of the goals and objectives of the organisation.

Aguinis (2009) also views performance management as a continuous process of identifying, measuring and developing the performance of individuals and aligning performance with the strategic goals of the organisation. A more progressive definition on performance management views it as a process for establishing a shared understanding about what is to be achieved on the employee's longevity and upward mobility within an organisation (Marie & Khumalo, 2024). A Performance Management system therefore aims to improve employees' work efforts by linking them to organisational objectives.

### *2.1.2 Individual performance management and organisational performance management*

There is a very thin line between individual performance and organisational performance. Whilst the former is primarily based on improving the organisation's performance framework, the latter entails the identification of variables that are required by an individual employee to achieve organisational outcomes. Al-Haziati (2024) denotes that an employee's contribution is a necessity for organisational performance. In that sense, individual performance management, which is strictly what this research is based on, specifically targets the personal performance of an employee.

## **2.3 Political and Public Accountability**

Political accountability had been generally defined as the idea that which elected officials should act in their constituents' interests and in a proper, legal manner or face some consequence, either electoral or legal (Schmitter, 2007). A functioning representative democracy is in effect a call to political inaction rather than action by ordinary citizens. However, this is something which the politicians must earn by keeping democracy functional and legitimate in the eyes of its people. It is by no means their natural right for five years because they somehow managed to get elected.

Even though there are instances where lots of time and energy devoted to creating such a performance management toolkit fails to be effective as some argue that it will disappear over time and this can be even proved correct when it is abandoned by a new political party leader

anxious to put his or her own mark on party reforms, it can also prove to be of importance in decentralized political structures headed by independently elected officials such parties are motivated to create mechanisms meant to generate information about the public they have limited direct political control over.

Performance assessment of public representatives must be carefully adopted if the intended objectives are to be met. Crucial issues such as ambiguous policy objectives, as well as unclear identification of objectives as well as development areas, often create dysfunctional effects of performance assessment. According to Fatile (2014) performance management can be prescribed in the form of a performance management cycle. The cycle contains 5 basic elements that include setting objectives, measuring the performance, feedback on performance results, reward system based on performance outcomes and amendments to objectives and activities (Fatile, 2014).

Purcell and Hutchinson (2007) noted that, traditionally, performance management is viewed to be the responsibility of the immediate. To achieve organisational objectives, managers must be held accountable for applying the values and goals of the organisation (Meyer & Herscovitch, 2001). In line with this, the Office of the Chief Whip which is the overarching office that deals with the public representatives is also mandated to implement, manage and oversee the performance management and development of the system at the WCPG.

### *2.3.1 Elections*

This transfer of power gives the elected representatives legitimacy, which means that in representative democracies today, elections become a spectacle for the sake of manufacturing consent. This power is often misused, and governments in general, have historically been corrupt in that the decision they make do not necessarily represent the interests of the people who voted them into power. Large-scale social movements, like the anti-corruption movement led by Anna Haraze, take place when this semblance of legitimacy disappears in the eyes of the people (Rodrigues, 2022).

A more useful interpretation of political accountability and performance contends a broad spectrum of public expectations dealing with organisational performance, responsiveness, and even morality of government (Kearns, 1996). These expectations often include implicit performance criteria related to obligations and responsibilities of elected officials. It can however be noted that elections have never failed to take place, but one inherent characteristic

has been massive electoral fraud through coercive tactics, weak environment for the opposition to thrive thus blanketing the core tenets of democracy.

A sceptical viewpoint suggests that such an episodic approach to political accountability is doomed to a familiar cycle of failure if there are no proper performance management systems put in place. Traditionally, public accountability mechanisms must safeguard against misuse and abuse of local discretion, but they have been exposed to a lot of imperfections. As such, new forms of social accountability mechanisms, which enable direct engagement with elected officials had to emerge so as to complement public accountability mechanisms. Rosenbloom (2014) observed that as government grows, legislatures and municipal councils seek to foster good governance. To communicate to a variety of audience and to ensure that the government is being run in a rational, efficient and result-driven manner, elected officials become accountable for their performance.

### *2.3.2 Media*

The role of the media in enhancing political public accountability has often been discussed. Through media, citizens can monitor the actions of elected officials which has a direct influence in voting behaviour. It serves as an indispensable information and communication platform for elected officials (Walgrave, 2016). Given the constitutional and legal frameworks, is it plausible to assert that media houses have a significant responsibility in shaping public discourse (My Vote Counts, 2019)

Media remains a powerful accountability force and is substantially effective in its capacity to place accountability relationships and issues on public platforms in ways that engage the attention of the citizenry. It acts as a conduit for political performance as well as a forum for civic engagement. There is a continued need to enhance the performance of political accountability within the public realm.

## **2.4 Theoretical Framework**

### *2.4.1 Goal-setting theory*

The modern understanding of goal setting was propounded by Locke, in 1968, where he identified that for employees to be more productive, there was a need to set clear, realistic and achievable goals, followed up by appropriate feedback and further development (Locke, 1982). In simple terms, a PMS provides a platform where elected public officials align their targets with that of the party where they assess themselves and make necessary changes to attain the

set objectives. Latham and Baldes (1975) further corroborated Locke's findings by affirming that by emphasising assigning specific and goals, performance or output thus increases.

To motivate oneself, goals must have specificity, commitment, challenge, and feedback. This is a SMART criterion that equally applies to the PMS paradigm (Fiomnd, 2019). In summation of these observations, Kim and Hamner (1976) further observed that in as much as performance can still be enhanced without formal feedback, it can still be enhanced even more in an environment where supervisory feedback and development exist.

A PMS links individual goal outcomes with organisational goal outcomes (Kumar, 2022). Armstrong and Baron (2005) argue that performance management can be vertical or horizontal. Whilst the former encapsulates the alignment of organisational and individual forms, the later denotes the identification of variants that that interlink to produce a coherent approach. (Pervaiz, Li & He Q, 2021) assert that employee participation in goal- setting often results in the setting of even more realistic and achievable goals as opposed to a scenario where management is only involved in goal setting.

It should also be noted that performance management can also prove futile is implemented haphazardly if it lacks a clear outline of set objectives. The most common problem in performance management is the overemphasis of measurement or performance indicators and rewards vis a vis learning and improvement.

#### *2.4.2 Three-hundred-and-sixty-degree Feedback Theory*

Propounded by the theory of Edwards and Ewen (1996), this can simply be defined as a multisource assessment. By incorporating feedback from various entities, the 360-degree feedback theory provides a holistic overview of an employee's performance. If applied well, the concept promotes individual self-awareness and provides more room for more comprehensive performance assessments. Major components of the 360-degree feedback theory include:

- Regular Feedback

Periodic feedback sessions to discuss strengths and areas that require further development. This ongoing dialogue is a critical part of the PMS as it allows employees to make timely

adjustments and encourages them to take ownership of their professional and even personal development.

- Undisclosed feedback:

This creates leverage for open and unhindered communication as constructive feedback from various sources. Whilst developmental plans should be discussed and shared in private, reward or appreciative feedback can be announced publicly.

#### *2.4.3 Administrative Theory*

Pioneered by Henri Fayol and known as the administrative management theory, propounds that managerial practices are key to predictability and efficiency in organisations. It views the administrative component of any organisation as a necessary ingredient to successful management (Bryer, 2021). The theory involves creating formal organisational structures, defining roles and responsibilities, and controlling for increased efficiency. It follows that the cascading of individual performance from a managerial scope ultimately enhance organisational performance.

In alignment with the above, the PMS cascades from the administrative arm of the organisation by way of designing, implementing, and developing the system. of the system. Administrative performance management allows managers to plan training, development, pay levels and performance targets. This theory mostly aligns with the PMS framework where the management initiates the administrative task to institute mechanisms to assess individual performance. Wages or salaries should be fair and utilised as a reward for good performance (Fayol, 2016).

It follows that when a PMS is haphazardly implemented, without adhering to proper administrative processes - its management often produces a halo effect (Brudan, 2010). To resolve this, Saltmarshe, Ireland and McGregor (2003) argued that there is a need for an administrative approach to performance management which would lead to this process being effectively implemented and managed.

#### *2.4.4 Expectancy Theory*

According to Victor Vroom's Expectancy Theory individuals are motivated to put in effort in a bid to increase their performance improvements and that improved performance will

consequently be rewarded (Li, 2024). To achieve this, the following key components need to be put in place:

- **Clarify Expectations:** Ensure employees understand the connection between their efforts, performance, and rewards.
- **Link Rewards to Performance:** Implement reward systems that tie incentives directly to individual and team performance.

If employees understand that successful implementation of the objectives is done, they are valued and recognized and will thus engage wholeheartedly in their tasks. Expectancy theory thus induces employees to be effective in accomplishing goals and setting targets resulting in a positive dyadic relationship between individual performance and organisational growth.

## **2.5 The Democratic Alliance's Liberal Agenda and the NPM Paradigm**

The introduction of performance measurement is often argued to follow a much broader trend in administrative reforms referred to as New Public Management (NPM), which in varying degrees extends across large parts of the globe (Pollitt, 2004). Having been set in motion by the NPM promotes the disaggregation of the concept of a unified public service and the effect of lucid performance management principles drawn from the private sector (Osborne & Gaebler, 1992). In this light, the role of the government has thus taken a paradigm shift from just representing the citizens to encouraging community building, encouraging the mushrooming of civil society in a bid to enrich the government and both the society.

The New Public Management has played a significant presence in the Public Administration discourse by improving the operating manners of the public sector by anchoring some of the business practices in the private sector. It follows suit that organisational performance management in governments is not a new phenomenon but was given increasing importance with the emergence of the global NPM (Hood, 1991). The NPM paradigm also brought with it intra-party democracy. This typically showcases how party candidates and leaders are selected, as well as how the party defines its set objectives and policy positions – on issues such as inclusiveness and institutionalisation (Lee-Jones, 2019)

To explain how the balance between governmental responsiveness and responsibility can be attained, political parties need to be both internally democratic and develop clear rules of procedure for selecting political candidates (Rahat, 2010). In some instances, some political parties may not be as democratic as they seem to be (My Vote Counts, 2019). To add value in

making sure that the needs of the citizens are achieved, political parties need internal cohesion, democratic and visionary leadership (Shale, 2020)

In as much as Susan (2005) states that there is no single set of best practices, for intra-party governance, the candidate selection process pinpoints how a PMS can prove a party's effectiveness in improving its transparency and accountability. The ability of an individual to influence government depends on collective action within organized groups. It thus follows the existence of a robust PMS within a political organisation fosters good governance and promotes socio-economic development.

Performance management doctrine whether cast in the context of NPM or reinvention provide the underlying motivation for assessing elected officials. As elected officials convince the audience (voters), the more they are likely to accrue benefits that are important to them, a positive media image, improved chances of re-election and a greater capacity to influence on the policies they want to implement. Recently, governments have extended their accountability focus to include concern for performance management (Olufemi, 2014)

Prior to the NPM period, the diversity of objectives and lack of sound performances measures coupled with lack of individual incentives often resulted in denying the usual routes to increased productivity. Efforts have been made by liberal governments to create an entrepreneurial culture, as depicted in the New Public Management movement in reaction to some of the core features of traditional public administration which needed to be altered to create an effective public service ((Fourie, 2012)

The emergence of the New Public Management gave rise to new forms of governance and public service energies in many developing countries. The 1980s and 90s provided an array of re-synergizing, streamlining, reengineering and recalibration of public service initiatives in the quest of improving individual and organisational performance in the public service sector. The adoption of a top-down and hierarchical model of development after years of predation, clandestine and neo-patrimonial rule predominantly resulted in significant changes in the public sector. Greater focus on management by results replaced a public sector orientation governed by inputs and outputs (Dunleavy & Hood, 2009).

The liberal politicians in the DA have interpreted and adapted the NPM concept to the South African context by shaping policies that are primarily NPM based. Given the fact that public service organisations are often subject to criticism for not being effective and efficient, the performance of the elected officials would also be questioned. As such, the DA's interpretation

and adaptation to the NPM paradigm is inherently mirrored on the recognition of the centrality of performance in the administration of DA led governments.

A study by Watkins (2007) found that public organisations have failed to provide adequate attention to performance management systems as a tool for improving performance. He argues that such public sectors have portrayed a systematic approach to the management of elected officials. The success or failure of an organisation largely depends on the ability to develop, empower and reward a diverse array of appropriately skilled people which is key to organisational performance (DeNisi, 2006).

The DA's theme of creating an 'Open Opportunity Society for ALL' focuses on the individual's primacy and the idea of an entrepreneurial free market economy, in which the role of the government is to provide every citizen with a minimum basic standard of quality services (Democratic Alliance, 2024). To achieve this, there is a need for public sector entities to follow several private sector management principles and techniques.

Legislation, policy and regulations drive the delivery of public services. The role of performance management is a critical mechanism to ensure that elected officials can deliver. To cement this, even the White Paper on Local Government (South Africa, 1998) identifies performance management as one of the tools that municipalities must implement. Furthermore, the Public Service Management Framework (1999) provides for several legislations or Acts that make it possible to regulate local government departments responsible for public service delivery.

The transition to democratic South Africa in 1994 "occurred at the time when the acquired role and functions of government were being reviewed across the globe" (Manyaka, 2012). Considering this observation, South Africa was drawn into this \*global wave\* of NPM reforms. The Batho Pele White Paper on Transforming Public Service Delivery states that "*in order to achieve the goal of making South Africa globally competitive, standards should be benchmarked against international standards*" (South African Government, 1997). Therefore, from a political standpoint, the DA is better positioned to adopt and adapt to these changes due to its liberal stance – identifies a PMS as one of the core determinants.

Visser (2006) points to the fact that the South African government publicised several legislation pieces and adopted policies that set the substance for performance management and measurement. With regards to performance management, the Batho Pele and the White Paper

on Human Resource Management in the Public Service have mirrored the New Public Management performance management approaches. To set service standards, the Batho Pele White Paper argues that “... *performance against standards must be reviewed annually and, as standards are met, so they should be progressively raised, year on year* (South African Government, 1997)

The Integrated Development Plan (IDP) has referred to the need for performance management of elected officials (People’s Assembly, 2024). As such, performance management in the WCPG is governed through a publicly available policy framework that is readily accessible on the internet (Municipal Systems Act, 2000 (Act 32 of 2000)). The White Paper on Human Resource Management in the Public Service further states that an operational public service wholly lies in setting up clear operational structures within which goals are well-defined to allow the public servants to effectively carry out their duties. In as much the aforementioned Acts strongly stipulate how elected officials are expected to conduct themselves from a municipal or governmental level, it ought to be mentioned that it does not go as far as infiltrating the governance intraparty performance assessments, where the elected officials hail from.

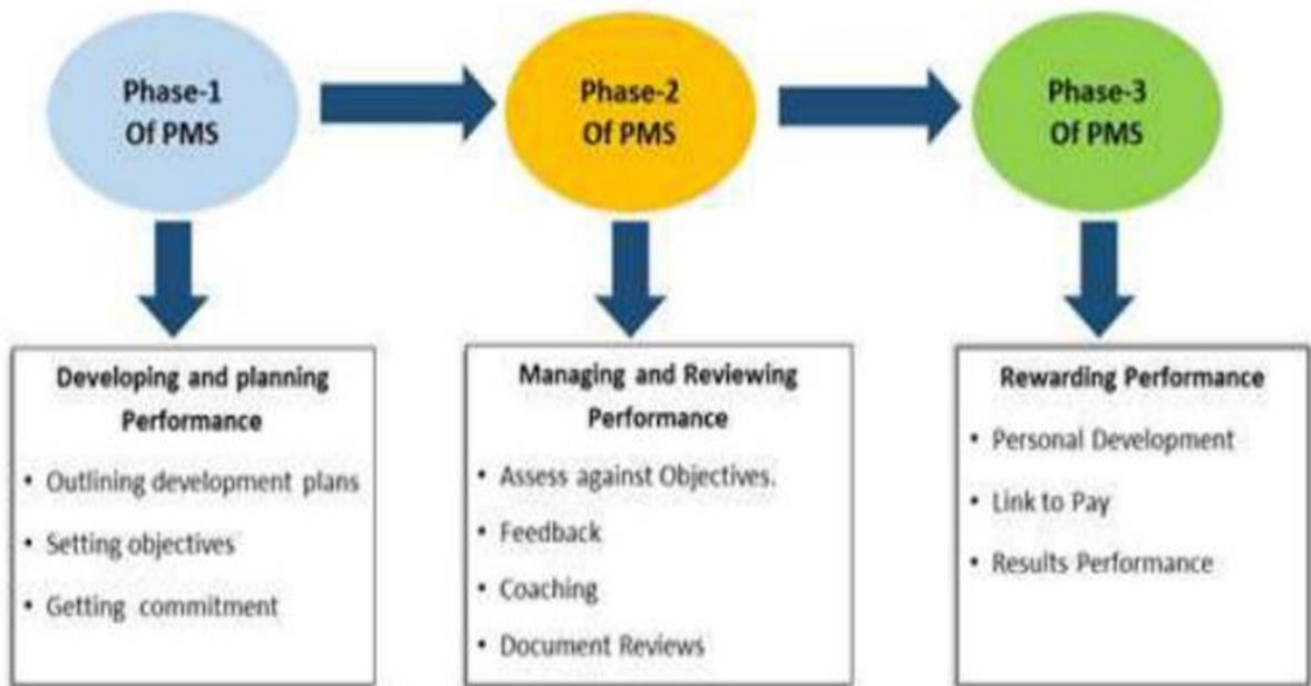
The symbiotic relationship between development, learning, and performance as quoted by Jain (2016) contends that “*development can be thought of as bringing about capacities that go beyond those required by the current job; it represents efforts to improve an elected official’s ability to handle a variety of assignments*”. As such, it can be beneficial to both the organisation and the individual’s career. Elected officials and managers with appropriate experiences and abilities enhance the ability of an organisation to compete and adapt to a changing competitive environment”. Development is thus associated with a longer-term and more complex arrangement for learning.

The central aim of performance management is to develop the potential of staff, improve their performance, and through addressing their objectives to that of the organisation’s strategy. In this regard, a distinction should be made between competence and competency. Competence “relates to what people need to do to perform effectively in their current role”, while competency “relates to the potential to transfer those skills to other areas”. Lockett (1992) maintains that over the last decade, this approach has been encouraged through various government-sponsored initiatives.

## 2.6 Stages in PMSs

A good performance comes from a motivated staff. This means that a manager should be able to identify the elected official's needs and development areas that ensure that the organisations objectives are attained. A performance management system must include development of the organisation mission and objectives, enhanced communication, and clarification of individuals' attainable – performance-based, responsibilities and accountabilities which can then be assessed. A performance management system is categorized into 3 different stages which all form part and parcel of attaining the overall objective (Demartini, 2013). The workflow of these stages includes developing, managing, and reviewing and this has been further described in Figure 3 below.

Figure 3: Pictorial Representation of the Performance Management Stages



### 2.6.1 Stage 1 - Developing and planning

Just like in every project, planning is an essential stage that offers a foundation and provides a reason for undertaking such a project. In the same vein, developing and planning a performance management system provides a solid foundation for effective assessment of individuals as it ushers underlying reasons why such a system is necessary within an organisation. Development and planning normally involve the identification of key attainable goals that are often regarded as target-setting goals. The performance targets should be discussed and noted down before the performance period commences. The setting up of targets

by both parties creates an environment where elected officials become responsible and accountable in their work operations thereby promoting organisational growth (Glass & Newig, 2019).

The development stage is a motivational stage that provides a leeway for the elected official to be comfortable in determining what they think would be beneficial either to oneself all the organisation and it will essentially be the goals he set that they will be essentially assessed upon.

Effective implementation of performance management requires that the mission and objectives of organisation must be spelt out clearly. This phase initiates a joint-participative discussion where both parties namely, the assessor (the administrator) and the - to-be-assessed (elected official) sit down and discuss the setting of targets or goals that are to be conformed to. This setting provides an environment in which the individual is assessed by what they would have agreed to.

#### *2.6.2 Stage 2: Managing and reviewing of performance*

This forms part of the second stage in the performance management system. Warner (2002) further denote that this stage differentiates performance as a process rather than as an activity. In this regard, it is sorely the responsibility of the elected official to manage their work performance in the target setting/development and planning phase. Responsibilities that fall within this category include:

- maintaining a positive approach to work;
- updating and constantly revising all targets that were set in the development and planning phase; and
- constant feedback with the line manager and suggestions any development areas one might be falling short.

The overall idea is to have the elected officials be aware of what is expected of them and the supervisors must be able to assist in the delivery of the set objectives. This also makes managers aware of their impact on the elected officials they lead and how this influences the overall objectives. A study by Ashford and Cummings (1983) reviewed that feedback and constant communication produce a positive performance assessment system which is beneficial to both parties. Furthermore, clarifying roles and improved self-efficacy results in establishing

behaviour reward contingencies and increased self-regulatory control processes such as self-time management, passion and dedication.

### *2.6.3 Stage 3: Rewarding of performance*

The rewarding performance stage is comprised of three subcategories, namely, personal development, salary bonus and the identification of performance. Organisations reward individual and team performance. Pay-for performance or bonuses involve providing monetary rewards based on measured performance (Locke, 2011). The result of the above process is to ensure elected official are effective in delivering the output expected from them.

## **2.7 The importance of PMSs in Public Elected Offices**

Accountability is not just another political catchword; it is an institutionalized practice of accounts giving (Mark, 2004). At no time in modern history have state, local, and provincial governments been under greater pressure to provide results that matter to the public, often within severe resource constraints. At the same time, government officials and managers are challenged to overcome the public's lack of trust in government at all levels. In a democracy, elected officials are accountable to the public they govern. Recurring community protests, poor financial and administrative management, weak technical and planning capacity, and weak governance have exposed some uncomfortable truths about the state and well-being of municipalities.

Performance management system planning especially has been regarded as the most significant factor in enhancing workplace performance and productivity (Zhenjing, Chupradit, Ku, Nassani & Haffar, 2022). It is plausible to denote that a robust and effective performance management system could deal with multiple challenges that are encountered by many municipalities. As such, if effectively and properly implemented, performance management provides:

- A conducive environment for productivity by cutting through red tape;
- A minimized waste of resources as it assists in adding value to the delivery of services;
- Comparing and contrasting with past performances: recorded successes and achievements in the past;
- As a benchmark: comparing performance against best-performing municipalities; and
- Setting up of goals: matching progress against strategic objectives (Radebe, 2019).

Municipalities that make use of performance measurement often produce a remarkable trend in improved service delivery and transparency of public administration. The new public management domain accentuates that for effective and efficient service delivery mechanisms, a sound performance assessment system must be in operation as a follow-through process in the provision of checks and balances. The new public management (NPM) philosophy has risen as a result of an accent on the effectiveness and quality of service delivery processes. A gap with regards to involving elected officials in planning and objective setting henceforth ushered in the introduction of a performance management system as a motivational tool towards better performance results.

The performance management system also helps public representatives in providing lucid responses regarding any community-related concerns such as municipal budgets thereby emphasizing accountability and transparency within the local governance sphere. A vibrant performance management system can improve organisational performance. Effective performance management helps managers and subordinates attain the highest level of specific qualitative feedback (Amaratunga & Baldry, 2002).

It should also be noted that performance management can also prove futile if implemented haphazardly if it lacks a clear outline of set objectives. The most common problem in performance management is the overemphasis on measurement or performance indicators and rewards vis a-vis learning and improvement. The systems approach looks at all the important variables including:

- set specific objectives,
- their attainability,
- their time frame and resources,
- that they are qualifiable, and
- how realistic they are.

The introduction of performance management therefore offers instrumental benefits for elected officials for external accountability to the public and for political accountability. Elected officials are likely to be more concerned with performance management as a tool for internal accountability via improved oversight and policy control since this allows them to reassert

control over the bureaucracy sometimes portrayed in political rhetoric and public choice theory.

## 2.8 Western Cape Government Performance

The WCPG is governed by a parliamentary system which is headed by the Premier who further appoints MPPs for each ministry. At the time of the study, the WCPG had ten (10) ministries who were accountable to the citizenry, the party as well as the various ministries they served. Table 1 shows the officials at the time of the study.

*Table 1: Western Cape Provincial Cabinet: 2024–up to the time of the study*

<b>Ministries</b>
Premier of the Western Cape
Provincial Minister of Agriculture, Economic Development and Tourism
Provincial Minister of Health and Wellness
Provincial Minister of Education
Provincial Minister of Infrastructure
Provincial Minister of Local Government, Environmental Affairs, and Development Planning
Provincial Minister of Community Safety and Police Oversight
Provincial Minister of Mobility
Provincial Minister of Finance
Provincial Minister of Social Development
Provincial Minister of Sport and Cultural Affairs

Source: Western Cape Government (2024)

As with any existing political party, the performance of the DA is influenced by many factors: The main ones are classified below:

- the character and behaviour of its party members
- the ethics displayed by its leaders and management
- the relationship between its administrative arm and the political arm

As enshrined in the DA’s Federal Constitution, the Federal Council performs the functions and exercises the powers of and therefore approves any political performance assessment system for public representatives.

As evidenced by its successful government in the administration of the Western Cape Province and the City of Cape Town, the DA espouses and to a larger extent has a firm foundation towards its candidate selection process. According to Mmusi Maimane, the former DA leader:

*“The DA is the ONLY political party that rigorously assesses the performance of all its public representatives and holds them to a performance agreement. It believes that public representatives must be accountable and available, must be well informed on their portfolios, must be involved in their communities, and must contribute positively in their legislatures.”* (Democratic Alliance, 2017)

The DA is founded on firm, neo-liberal, strict policies that elected officials have to comply with in order to be elected. The DA’s performance assessments and performance contracts at the WCPG provide measurable assessments of the performance of public officials in accordance with agreed criteria. Every DA MPPs has a performance contract with clear key results areas that ultimately form a basis for constructive performance evaluations. The WCPG manual provides an in-depth understanding of what is expected of its elected officials in terms of the PMS.

## **2.9 Conclusion**

This chapter dealt with literature review pertaining to performance assessment. It primarily focused on the distinguished opinions and views from various researchers and authors whose work is significant in this particular research field. It also dealt with the theoretical and conceptual issues within the performance management paradigm with a closer look at the various pieces of legislation put forward within the South African Local Government sphere.

## CHAPTER THREE

### RESEARCH DESIGN AND METHODOLOGY

#### 3.1 Introduction

The adopted research methodology used to achieve the purpose and objectives of this research study is presented in this chapter. The purpose of this exploratory and descriptive study was to explore the efficacy of the performance management system utilised by the DA's Western Cape Provincial Parliament.

The chapter explains the rationale for the utilisation of the qualitative research methodology, key features of the study's locus, the sampling procedure for primary data collection, the secondary data mapping procedure, the data analysis techniques, the ethical statement, delineation of the research, limitations of the study and its contribution to the field of policy and governance in the South African political sphere. The chapter concludes by giving a summary of the methodology that guided the research.

#### 3.2 Research Design

This study made use of the political science research design to generate and integrate research data relevant to the research problem. A research design is a strategic framework of action composed of a set of instructions designed to address the research problem and answer the research questions (McMillan, 2001).

##### *3.2.1 Rationale for the Political Science Research Design*

The experiences and knowledge gained by the officials at the WCPG, were essential in determining whether the administration of political assessments is a necessary toolkit for the provision of efficient and effective political accountability.

The aim of adopting this approach was to collate the experience and knowledge of elected officials involved with the topic. The objective was to collect information using qualitative methods and to present this data from the perspectives of research participants. This was achieved through the collation of participant perceptions derived from discussions, and presenting the data gathered from the perspective of research participants (Lester, 1999). The above approach helped the researcher gain an informed perspective from the subject public officials from a descriptive point of view.

### **3.3 Research Methodology**

Qualitative methodology places much emphasis on discovery and description, with its primary objective focused on extracting and interpreting the meaning of experience (Denzin, 2003). The study relied heavily on secondary sources for data collection through thorough textual analysis of the existing DAs PMS-related literature. The effort of this approach was to find rich literature to address the study objective, which is an analysis of the challenges encountered by the public sector regarding PMS implementations and strategies that may be used in the public sector to improve the productivity and performance of public servants.

The descriptive focus of the study meant that qualitative methodology was used to achieve the research objectives. Qualitative methods seek to better understand the situation through detailed exploration and development of interpretations of existing situations. Qualitative research enables a researcher to navigate the complexities of experiences in the socio-cultural world and develop a holistic understanding rather than a reductionist perspective (Tenny, Brannan & Brannan, 2022).

#### *3.3.1 Rationale for Qualitative Research Methodology*

To produce the data necessary to understand the performance management process, the research method chosen needed to mirror the essence of the research objectives. The qualitative research methodology's intensive description and analysis of a phenomenon made it suitable for this study because of its core characteristics which include:

- studying real-world situations, commonly known as the naturalistic approach;
- the flexible pursuit of paths of discovery as they emerge; and
- affinity with purposive sampling to gather insight into the research problem (Patton, 2002)

The qualitative approach helped the researcher develop insightful knowledge on the PMS as a policy framework as well as a basis relating to all aspects and elements in the performance cycle, including performance planning and agreement, performance monitoring, review and control, performance appraisal and moderating, and managing the outcome of appraisals.

### **3.4 Locus of the Study**

The Western Cape Government is modelled on the Westminster system (Parliament, 2024). The executive head of the provincial government, the Premier of the Western Cape, is elected

by the Members of the Provincial Parliament from amongst themselves. The Premier is the sole leader of the largest party in the provincial parliament. The Premier has the power to choose the members of the Provincial Cabinet, who must also be MPPs. The Provincial Parliament has the power to force the Premier and Cabinet to resign, by passing a motion of no confidence.

The executive arm of the Provincial Government is headed up by the Provincial Cabinet, which consists of selected members of parliament, appointed by the Premier. Each Cabinet Minister has a portfolio and is responsible for overseeing the work of their respective department(s). The Cabinet Ministers and the Premier are charged with:

- implementing provincial legislation;
- implementing appropriate national legislation;
- coordinating the functions of the Provincial Government and its departments; and
- preparing and initiating provincial legislation.

The office-based staff are responsible for ensuring that the Ministers and their respective ministries are fully supported and operate optimally across the province's political administration. This also involves overseeing the performance of MPPs and providing support to ensure effective policy implementation and governance in the legislature and the respective constituencies.

### **3.5 The Research Sample**

Purposive sampling was used to select five individuals for this research (from the MPPs in the staff based with the Chief Whip). Purposive sampling is a qualitative research technique that identifies and selects information-rich cases from either groups or individuals knowledgeable about a phenomenon of interest (Plano, 2011).

The attainment of quality research outcomes is an integrated approach that requires the cooperation of the assessor and the assessed. As such, four out of the seven MPPs were randomly selected, as well as the Chief of Staff who administers the PMS. The Office of the Chief of Staff falls under the Office of the Chief Whip which ensures that every Public Representatives receive the necessary development to capacitate them to a level of competence in every area of strategic importance to the party.

Table 2: A cross-section of the respondents selected for the study:

<b>Administrative staff member</b>	<b>Members of the Provincial Parliament</b>
Chief of Staff	Four political officials, ministers and members of parliament.

### 3.6 Questionnaire Design

The primary data-gathering instrument for the selected population was self-administered key informant open-ended questionnaires. Open-ended questionnaires were administered to the office-based administrators and the Members of the Provincial Parliament.

Open-ended questionnaires gave the respondents the freedom to answer questions freely as and when they found time within their schedule. It also removed the added pressure from respondents to respond immediately, without first thinking through an answer, which often comes with face-to-face interviews and can affect the collection of accurately lucid data. Open-ended questionnaire interviews are also relatively unobstructed, easily administered, and easily managed and allow respondents to formulate answers in their own words (Groves et al. 2004:46).

The data-gathering instrument was distributed electronically to the respective groups. The analysis of the impact of a political PMS on organisational effectiveness partly depended on the attitude of the reviewer and the reviewed sets of participants.

This research's ten research questions formed the basis upon which the questionnaires to the different segments of the research population were designed. The first step in the design of questionnaires is the development of questionnaire items that are aligned to concepts identified in the research question. Key data requirement areas that were covered by the questionnaires include:

- definition and understanding of the PMS
- implementation of the PMS
- challenges of the PMS
- impact analysis of the PMS

### **3.7 Data Collection**

This study made use of primary and secondary data to gain insight into the PMS as an effective tool in the promotion of good governance and accountability by the DA. Data collection plays a crucial role in statistical analysis. In research, data gathering falls into two categories, namely primary and secondary data (Taherdoost, 2022) Primary data are data that are collected for the first time by the researcher while secondary data are existing data. that have already been collected by other persons.

#### *3.8.1 Primary Data*

Primary data were gathered from open-ended questionnaires that were administered to the selected participants. The Chief of Staff—who acts as an office-based PMS administrator—provided a general overview of the following:

- objectives and review of the PMS implemented by the DA;
- review of competencies and behaviour; and
- how the PMS is implemented and developed and its timeline.

The primary data collected were organised in terms of the following themes:

- how the Chief of Staff designs, implements, collects and aggregates information from the DA MPPs;
- how the political PMS promotes accountability of DA public officials; and
- what the methodological framework for the DA's PMS to improve performance against objectives, job related competencies, behavioural dimensions and its development plan, is.

### **3.8 Secondary Data**

The DA's PMS framework, acted as a guide in mapping out secondary data sources that were consulted and evaluated for this study. The framework maps out the objectives that the researcher hoped to achieve and claim on their quest for delivering on key issues such as unemployment, and access to basic services. As such, periodic performance documents detailing progress being made to eventually meet quality, and the methods and processes being used to achieve this, were consulted.

As such, secondary sources reviewed and focused on the Western Cape Province, include:

- strategic plans
- annual reports
- annual performance plans

### **3.9 Data Analysis Techniques**

As mentioned in Chapter One, this research made use of data analysis techniques that were aimed at evaluating data with a strong qualitative bias. Open Data Watch (2018) describes the data value chain as the evolution from data generation, and dissemination to impact on decision-making. The data value chain analysis framework helped to establish the extent to which the WCPG-PMS has on the performance of MPPs and organisational behaviour. The framework further seeks to conclusively assess the effectiveness of assessing individual performances.

To this end, the selected data analysis techniques were chosen based on the extent to which they were aligned with the data value chain analysis framework. The data analysis techniques that were used for this study include analytic induction, thematic analysis and descriptive statistics.

#### *3.9.1 Analytic Induction*

Analytic Induction is a research logic used to guide data collection, develop analysis, and organize the presentation of research findings (Harvey & Land, 2024) This technique establishes research trends, relationships and any data anomalies generated from primary and secondary sources. This assisted the researcher in organising research findings in a manner that ensured that the primary research question was adequately addressed.

#### *3.9.2 Thematic Analysis*

The qualitative data gathered for this study needed to be interpreted, explained and developed into a succinct structure. To achieve this, thematic analysis was used to identify themes that related to the data gathered (Boyatzis, 1998). Thematic analysis of the data gathered was guided by the two research objectives identified for this study as there was a need to answer the research questions and appropriately address the research problem.

### **3.10 Ethical Considerations**

A researcher is ethically bound to ensure the protection of all participants in a research study (Van der Waldt, 2020). Participants must participate voluntarily, and they should be made aware of the study's purpose. The first step in protecting participants and their well-being, with regard to the information that they share, was to ensure that appropriate safeguards were put in place to prevent any potential ethical threats.

The researcher undertook to “honestly report data, results, methods, procedures and not fabricate, falsify, or misrepresent data” (Resnik, 2020). Although consent to conduct the study had already been granted by the WCPG, the researcher made sure that written consent was received from each participant confirming, with their signature, their voluntary participation in the research. The researcher further made a commitment to keep the names and any significant characteristics of the participants confidential to the internal audience and scope of this study. The participants selected were prominent political members of the party.

### **3.11 Limitations of the Study**

A limiting feature of this research study relates to the common criticism often levelled against qualitative research methodologies, especially the research design used. The use of in-depth qualitative interviews would have been the most appropriate primary data collection tool for this study, but an open-ended questionnaire survey, administered through email, was chosen instead.

The use of the latter was informed by the potential difficulty that the researcher would have faced in securing one-on-one interview slots with political heads and staff members. These research participants are saddled with a disproportionate amount of work that includes legislative work, oversight visits, and constituency-related activities.

As such, the researcher reasoned that an emailed open-ended questionnaire survey gave them the freedom to answer questions as and when they got time during their busy schedules, without the added pressure of a personal interview. Recognising the limitation often associated with emailed questionnaires, that of inhibiting follow up questions, the researcher took an active approach to mitigate this risk. Participants were notified that, should there be need for further clarification on the questions asked, a once-off follow-up email would be sent to the participant.

### **3.12 Conclusion**

This chapter was a detailed outline of the research methodology that was used to meet the objectives of this study. Qualitative research methodology was used to help give insight into the efficacy of the PMS framework used by the WCPG to improve service delivery in the Western Cape Province. Using purposive sampling, a sample of five participants from the WCPG were chosen to participate in the study.

Data collection from this research sample was done through an emailed questionnaire survey. Secondary data sources that were used to complement primary data include the articles, DA documents and legislation papers.

Given the qualitative nature of the study, the qualitative data analysis techniques that were used include analytic induction, document analysis, and descriptive and thematic analysis. This research determined the impact of the PMS on organisational effectiveness.

## CHAPTER FOUR

### RESEARCH FINDINGS AND DATA PRESENTATION

#### 4.1 Introduction

The following chapter presents empirical results of data that were gathered to gain insight into the political performance management system (PMS) and its impact on organisational effectiveness of the WCPG. This chapter seeks to clarify and discuss data collected during the interviews and from the questionnaires.

The chapter further provides the demographic information of the participants and data gathered, and lastly discusses the findings of the study projected in the Research Design and Methodology chapter (Chapter Three).

Data collected from the participants were analysed manually and then organized into themes which form the basis of this chapter. The chapter comprises three (3) main themes and four (4) sub-themes that seek to ascertain the extent to which the performance management system utilised by the DA's Western Cape Provincial Parliament promotes organisational effectiveness.

The questions were distributed over the three sources of information collection that were going to be used during the case study research: a questionnaire, an interviewee list, and a document research question list. In the provided Appendices, a description of these sources and an overview of the distribution of the operational questions over the sources are given. It was guaranteed that questions that could be checked using more than one source of information.

#### 4.2 Response rate

Since the research field is politically infused, the rate of response from the participants was very slow because the participants were heavily involved with their legislative and constituency duties. As a countermeasure, the researcher resorted to "attention checks" to get as much quality data as necessary. "Attention check questions" ensure that respondents are taking the necessary time and consideration out of their busy schedules to the best of their ability (Pokropek, Zóltak & Muszynski, 2024).

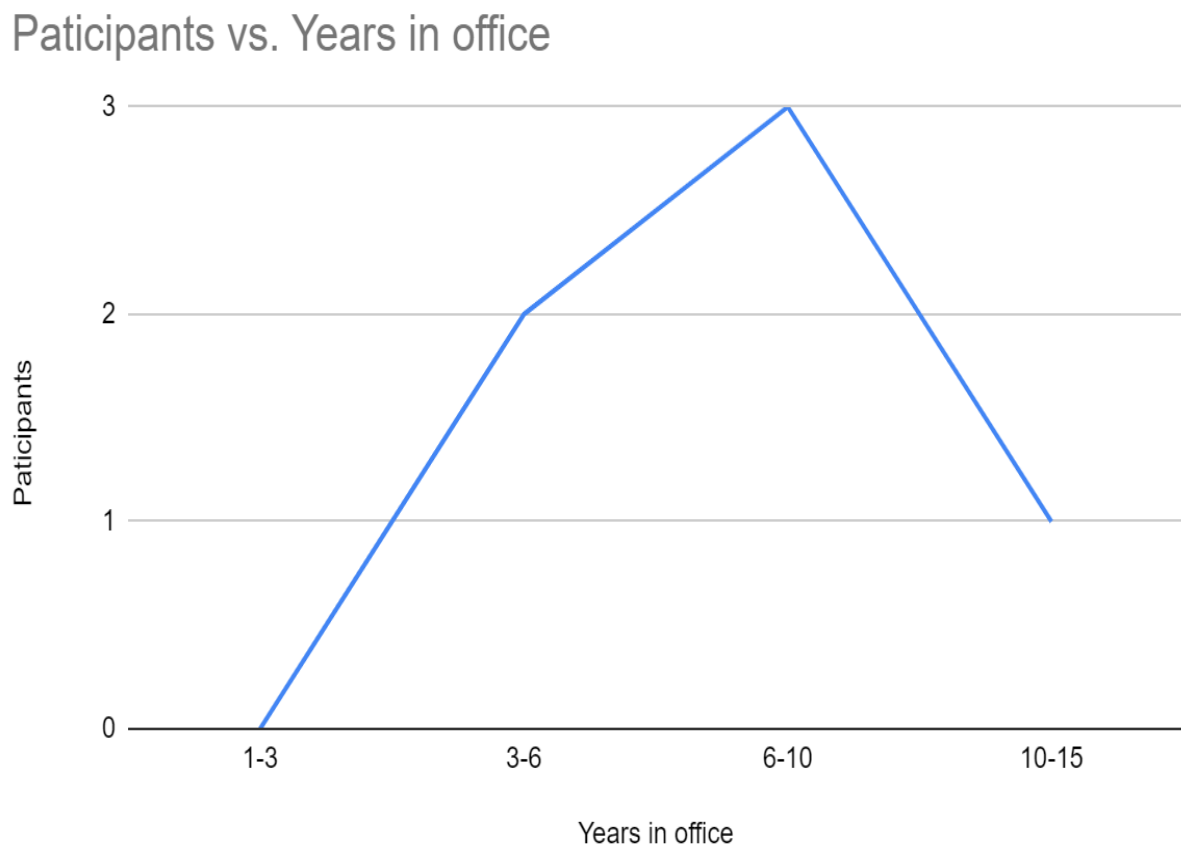
It is for the very same reason that face-to-face interviews were impossible to conduct. In spite of not being able to conduct interviews, which usually enhance the response rate and accuracy

of the research, the researcher was allowed to clarify any possible misunderstandings, which could otherwise have skewed responses and resulted in potential bias, in other ways. As discussed in the sample design, the random systematic sampling method and the snowball method were used.

### 4.3 Demographic information

Firstly, the researcher needed to know the respondents' experience at the WCPG and the possible implications for their understanding of the PMS at the WCPG. The number of years they had been in their positions at the time may have influenced their knowledge and articulation of the PMS towards organisational effectiveness. Not only may having more years working in one field have provided high-quality work but may also have ushered in well-rounded knowledge of the current field and a distinct perspective. The graph (Figure 4) below shows the classification of the respondents according to their years in their positions at the time.

Figure 4: Demographic Representation of Participants



As depicted on the graph, all the participants had been in the office for more than three years and one participant had served more than 10 years in the public office. This information was crucial in determining the extent to which they all understood the concept of a PMS at the WCPG. Employees who spend more years in an organisation feel more connected to their work, their team, and organisational culture (Paulsen, 2021).

Five participants, (one office-based Chief of Staff from the WCPG and four Members of the Provincial Parliament at the WCPG) were recruited to answer open-ended and closed-ended questionnaires. The participants were selected to shed light on the PMS's prevailing attitudinal disposition to evidence generation, institutional support for good governance, and service delivery mechanisms employed at the WCPG.

Primary data sources used for this analysis include the questionnaire responses from office-based staff and MPPs. Using content analysis, the data gathered were analysed through three thematic focus areas and their associated sub-themes, as depicted in Table 3.

*Table 3: Thematic Focus Areas and Sub-themes*

<b>Themes</b>	<b>Sub-Themes</b>
PMS awareness and understanding of its processes.	-Target Setting - Evidence collection
Performance management of MPPs and its adoption in organisational processes.	-Behavioural dimensions -Development Plan
How effective is the PMS in creating an efficient public administration?	-The DA-WCPG's approach to governance and accountability

*Note:* MPPs = Members of the Provincial Parliament  
PMS = Performance Management System  
DA-WCPG-Democratic Alliance Western Cape Provincial Government

#### **4.4 Themes from Research Data**

To further provide clarity on the research findings, content analysis of the data collected from interviews created a knowledge map that defined the themes and sub-themes of this analysis, as depicted in Table 4.

Table 4: Themes and Sub-themes for data analysis

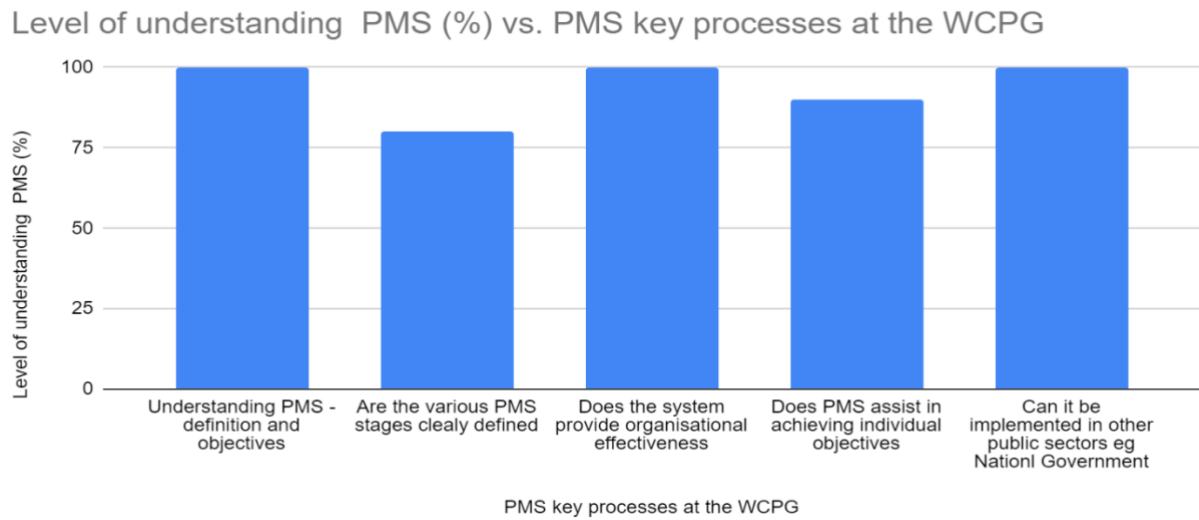
Theme	Sub-themes	Data set derived from
PMS awareness and understanding of PMS processes	-Target Setting - Evidence collection	- Interview feedback from MPPs - MPL satisfaction surveys
Performance management of MPPs and its adoption in organisational processes	-Behavioural dimensions -Development Plan	- Interview feedback from MPPs - Political performance system assessment reports at the WCPG
How effective is the PMS in creating an efficient public administration	The DA-WCPG's approach to governance and accountability	Secondary data, various sources of literature, media press statements, DA governance Electoral Manifesto, and the WGPG PMS toolkit

#### 4.5 PMS Awareness and understanding of PMS processes

Understanding and applying best workplace management practices aid in effectively guiding a team to success. To cement this assertion, the researcher observed that the Administrative Theory and the Systems Management Theory discussed in Chapter Two provided a baseline for MPPs to understand their role in both the legislature and the constituencies in which they serve. Thus, it further helps identify loopholes and strategies that can be implored to work best for an organisation effectively.

To consolidate the internal PMS implored by the DA at the WCPG as a toolkit towards organisational effectiveness, the researcher needed to analyse the MPPs level of understanding of their PMS and its adoption in organisational processes. Their responses were captured accordingly below in Figure 5.

Figure 5: Understanding PMS at the WCPG



As depicted above, most of the participants regarded the PMS as an effective tool, well defined, with properly set objectives that are predominantly useful in promoting organisational effectiveness.

The researcher found out that the role of assessing MPPs performance, attitude, and understanding of the process, as well as assessing the system's organisational effectiveness, is quite central in making the process fair and sustainable. This constantly encouraged and further developed good practice in developing the existing assessment system by using reliable feedback obtained during the MPPs consultation processes.

Respondents asserted that the PMS was a priority:

*Yes, it is a 360-degree management tool whereby all stakeholders give feedback on the individual's overall performance. But the system involves more than just an annual performance review. It's the continuous process of setting objectives and clarifying behavioural expectations, assessing progress, and providing ongoing coaching and feedback to ensure that employees are meeting their objectives, and the behavioural standards, demonstrating the values of the party, and achieving their personal career goals. (PMS administrator)*

*Yes. Being a public representative is a huge responsibility, and the role requires constant feedback from constituents. There should be clear mechanisms in place to ensure that public representatives deliver value for money. (MPL response)*

To avoid being perceived as an administrative burden, an effective PMS must provide an understanding of what is expected in the MPPs roles, thereby creating purpose, inspiration, direction, and setting of goals. Leadership must “live the system” and by doing so, the PMS takes root and becomes a “performance culture” (SALGA, 2019). The WCPG PMS administration office manages the performance of MPPs in a consultative, supportive manner in an endeavour to enhance organisational efficiency, effectiveness, and accountability principles. This further links to the broad and consistent provincial development plans, which align with the party's overall strategic main goal, which is to be in government.

#### *4.5.1 Target setting*

The WCPG’s goal-setting process is run by the Chief of Staff’s office in conjunction with the Premier who is part of the top management and assigns MPPs to different DA ministries. The process has a defined methodology that includes the party’s wording, weights of specific ministries, and legislative and constituency areas with all these forming part and parcel of the SMART criterion.

PMS must include setting goals or objectives that act as a benchmark in managing, developing planning, and rewarding MPPs. Goal setting must be a planned action to be taken in an endeavour to meet milestones and objectives. Central to the attainment of set objectives is the understanding to which the participants score themselves against the set targets they sign when getting appointed for public office.

These targets are included:

- Performance against objectives (Goal Setting Theory Process). The goal setting phase aligns employee goals to organisational objectives to accomplish the same objectives (Lockett, 1992). All the respondents explained that the PMS was clearly articulated, and they all understood what was expected of them including setting their targets against the set objectives.
- Job-related competencies (Performance Appraisal Process Expectancy Theory). The main goal of performance appraisal is to provide structured feedback as a basis to provide a better understanding of the organisation as a whole and is normally done as a top-down approach, which is that the WCPG management provides feedback on the review process to the assessed MPPs.

As supported by the expectancy theory, the MPPs are expected to be well-oriented as soon as they are elected to public office. With continued support by the party, MPPs' attitude towards the possible outcome, such as taking more responsibilities, especially in the constituency, or campaigning for party roles such as Chief Whip, Party Chairperson, and Party Leader provides valence in their scope of work.

MPPs are informed of what is expected of them in terms of their legislative, constituency and Party duties. Administrative theory supports the orientation period and the signing of performance-based contracts. Administrative purposes further include the use of evaluations for office extensions or even termination decisions by the Party's Federal Council. Developmental purposes involve identifying employees' training and development needs based on evaluations of their performance, strengths, and weaknesses.

Once in office, they are also given a set of goals/objectives that act as their terms of reference. Goals must be comprehensible and relevant to their work (Pervaiz et al., 2021). The party leadership is obliged to communicate the performance expectations to the MPPs. Goal setting theory applies to the Party's need to improve its MPPs productivity levels by providing a clear picture of what the Party requires of them and how it expects them to complete their tasks.

#### *4.5.2 Evidence collection*

The WCPG makes use of the Evidence-Based Management (EBM) system which can essentially be defined as the systematic collection of the best available evidence from multiple sources when making organisational decisions (Rousseau, 2018). EBM is quite a complex and time-consuming process and therefore needs maximum cooperation from leadership and this will eventually trickle down to individual capacity to provide the best and highest-quality evidence (Christian, 2022). Table 5 below provides key components of EBM at the WCPG.

Table 5: Components of key evidence-based management (EBM)

Type of evidence	Source	Reason for collection
Media hits	Print media, online and broadcast	Provide the extent to which the MPL is promoting the Party's works using all the various communication channels available.
Plenary and Committees attendance registries	Legislative records	To note if there is any absenteeism as all the MPPs are expected to be in the legislature when there is a House Sitting
Passing of motions, voting, budgets, and other parliamentary duties	Legislative records	To make a deliberate attempt for the assembly to take the Party's call to action/support.
Oversight visits	Legislative records	To monitor the quality of the work that the current government is doing.
Ward meeting attendance registries	Constituency records	Party Duties
Campaigning - Bi-elections, National elections, Municipal elections	Constituency records	Party Duties
Branch activities - e.g. fundraising initiatives	Constituency records	Party Duties

One main advantage of this system is that it detaches the notion of individuals regarding the PMS as a tick-box approach that can kill productivity. Providing evidence from multiple variables enables the assessor and the assessed to ascertain whether the evidence provides relevant insights to the decision-making process. This emphasises an individuals' ability to master specific tasks, rather than just drawing attention to performance on the tasks (Eraut & Hirsh, 2010)

The respondents regarded evidence collection from different sources as a critical and useful toolkit for assisting the Party in making decisions. It also formed part and parcel of their development plans. The collected data are kept safe and secure and are further used to assist the Premier and the Party's Executive Committee in cabinet reshuffling or removal of MPPs from office.

#### **4.6 Performance management of MPPs and its adoption in organisational processes**

Most of the respondents agreed that the performance management system relates to the strategic priorities of the WCPG and plays a crucial role in qualifying the efficiency or effectiveness of the set objectives:

*The role of an MPL is complex and it is broken down in the legislative work and political work. The PMS system helps you plan your issue-driving campaign and understand which legislative or political tools you are going to use to achieve your overall goal of representing your constituents well. (MPL response)*

*The system allows us to work as a cohesive unit, it allows us to see how we align the work that political principals have to achieve and then structure our resources and support system along with it. (MPL response)*

Individual performance assessments should therefore inherently form the basis to inform the evaluation and review of not only the MPL but also of organisational structure against the provinces and Party's strategic objectives:

*...I have held an open cabinet caucus process to decide on the measurables and then individually signed off and agreed. (PMS Assessor's response)*

In as much as closed-door communication is more efficient as it allows only the primary communicator to contribute information, open communication encourages everyone to contribute to the PMS discussions and deliberations.

It thus follows that an open cabinet caucus improves governance by including increased democratic legitimacy because of more effective information dissemination and better dialogue. There is even greater social cohesion amongst the MPPs by building relationships and sharing ideas and knowledge. This not only makes the PMS a strategic component but ultimately, improves improved quality of services, and understanding of other public

institutions and the way they work. The above showcases the importance of intra-party democracy in the promotion of public good.

Performance deliverables should be set at organisational processes cascading down from the HR operations right through to individual levels (Noon & Ogbonna, 2020). MPPs' performance objectives are explicitly aligned to the WCPG's organisational goals and priorities. These goals form part and parcel of the performance assessments and the signed performance contracts that ultimately provide measurable assessments of the MPPs' performance per agreed criteria. Cementing this is the assertion that with goal alignment, employees understand how their scope of work relates to and contributes to the organisation's goals.

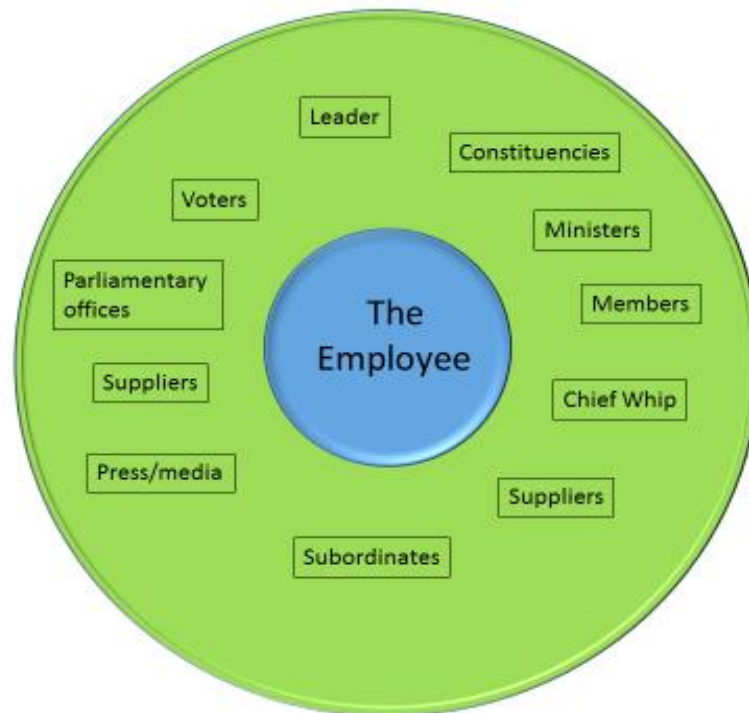
#### *4.6.1 Behavioural dimensions*

An organisation's performance can directly affect perceptions of individual performance. (Donaldson & Davis, 1991). The administration of the PMS is performed by the administration offices at the WCPG. The key principles underpinning the effective implementation of a PMS are clearly outlined within the PMS Toolkit and every MPL is given a copy to understand what is needed of them during their time as an MPL regarding legislative and constituency duties.

Key administrator responses are outlined below,

*...PMS is also a 360-degree management tool whereby all stakeholders give feedback on the individual's overall performance. But the system involves more than just an annual performance review. It's the continuous process of setting objectives and clarifying behavioural expectations, assessing progress, and providing ongoing coaching and feedback to ensure that employees are meeting their objectives, and the behavioural standards, demonstrating the values of the party, and achieving their personal career goals.*

Figure 6: Example of a 360-degree management tool at the WCPG



The idea behind this theory is that multiple entities and not just the administrative personnel can assess an employee (MPPs) performance. Feedback therefore comes from various arms of the Party that mainly include, but are not limited to, the legislative (elected officials work), and constituency (party duties). This type of feedback process involves collecting data from various sources and comparing this information to the MPPs self-assessment of their work and goals.

#### 4.6.2 Development Plan

The implementation of an employee training development plan serves as a means for both the organisation and its employees to achieve a wide range of objectives (Garengo et al., 2021). The WCPG enhances MPPs with the overall capabilities and flexibility to succeed in potential future roles. A development plan influences the extent to which any employee's learning activities consequently lead to improved performance. It stimulates employees' formal learning activities, which in turn improves workplace performance.

*One of the most important outputs of the setting of objectives and the performance management reviews is identifying the development needs of an employee. Often*

*development needs are identified at the time of setting objectives when the employee and/or their leader concludes that the employee will require coaching, training, mentoring, or similar intervention to develop their skill set in a particular area to enable them to achieve their objectives. (PMS administrator)*

A development plan further presents information about individual competencies in the work being carried out and further plans to develop further. The MPPs' work in the past ultimately determines the competencies that they are planning to work on soon. A development plan further serves as a decision-making tool and can eventually involve a training program that ultimately provides feedback to the assessor.

*Constructive feedback alerts an individual to an area in which performance could improve. It is descriptive and should always be directed to the action, not the person. The main purpose of constructive feedback is to help people understand where they stand in relation to expected and/or productive job and workplace behaviour. (PMS administrator)*

A PMS can only be effective if there is a positive feedback loop that ensures that all observations are geared towards improving decisions, processes, and actions. Various findings and recommendations are a toolkit that can be used to improve MPPs performance in their various ministries and departments. Some of these development plans are openly discussed during MPL training workshops on team building and leadership.

#### **4.7 How effective is a PMS in creating an efficient public administration?**

Administrative governance forms the basis for the performance management system. Public offices such as those with elected officials are often criticized for being inefficient and ineffective because they lack business acumen. It is, therefore, imperative for the public sector to adapt and adopt accountability mechanisms for private sector organisations that often produce transparent and accountable outcomes. In other words, public administration must be accountable, hence the introduction of the PMS in public institutions.

According to the DA, the oversight role of parliament is undermined through (i) the failure of portfolio committees to keep track of their decisions and recommendations on reports from government departments, and how such decisions are implemented, (ii) the casual approach of Ministers and the President in terms of responding to both written and oral parliamentary questions, (iii) the disconnect between voters and members of parliament in the proportional

representation system and the resultant political pressure that party bosses can put on members of parliament, and (iv) the apparent unwillingness of other members of parliament to critically engage with issues that may reflect negatively on their party (Democratic Alliance, 2013).

The catch is to improve the internal accountability of the political party within the context of having a robust candidate selection process with a well-designed and robust PMS that will simultaneously increase the external efficiency and effective system of governance.

The DA PMS Strategic Document stresses and clarifies how the employees' performance will contribute to the overall objectives of the WCPG. It further ensures that training and development programmes for its public representatives continuously intensify and are designed to impart concrete, measurable improvements in the skills and attributes required to succeed in their different ministries. The PMS is regarded as a very sophisticated system that allows for great flexibility in determining the specific areas that need individuals' development plans.

#### **4.8 Democratic Alliance Selection of Candidates as Congruent of PMS effectiveness**

The WCPG ensures that its nine-month merit-based candidate selection process is rigorous which is again a part of its PMS. This process ensures that the right candidates are selected based on merit and performance. The process is summarised in Table 6 below.

*Table 6: Candidate Selection Process at the Democratic Alliance*

<b>Timeline</b>	<b>Process</b>	<b>Description</b>
April–June	Call for Applications	The call for applications opened to anyone.
June–July	Screening Committee	Assess applicants' CVs, ensuring alignment with pre-defined criteria to ensure that candidates were fit for purpose.
August	Potential Candidates Programme (PCP)	Applicants write four proctored exams on broad and relevant subject matter, Potential Candidates Programme
Sept	Electoral College	Successful applicants then appear before an electoral college

Nov–Jan	Duly Performed Certificate (DPC)	Sitting MPs, MPPs, and Councillors for the DA are subject to a duly performed certificate for the previous term/s
Nov–Jan	Five-Year Performance Review	Sitting representatives meeting initial criteria undergo a five-year performance review
Oct	Fit for Purpose Test (October 2023)	Candidates then write a fit for purpose test
Nov	Interview Process	Interview on law-making, the constitution, parliament, serving constituents, and other key functions
Jan- Feb	Scoring and Ranking	All scores are collated, reflecting each candidate’s raw score
February	Selection Panel Review	Collated scores, from performance reviews, interviews and tests are presented to selection panels
March	Final Review and Ratification	The federal executives review and ratify the final candidate lists

As a result of a rigorously designed and well-implemented PMS, the DA maintains that the “Western Cape Story” highlights the “great strides that have been made in the province since 2009”. In 2008/09—the last year the ANC governed the Western Cape—the Auditor-General reported that not a single provincial government department had received a clean audit. The year after, 2009/10—the first year the Western Cape was run by the DA—the Auditor-General reported that seven of the thirteen departments had received clean audits (Rademeyer, 2014).

To further cement the above assertion, the country’s top three government departments since 2011 have all been in the Western Cape. Under the ANC, not one department featured in the top ones (Rademeyer, 2014). The PMS used during candidate selection is constantly reviewed to ensure all the skills and attributes successful candidates require are recognized and fairly accounted for.

*...we have a long-developed system that we use but I do think this must be modernised with the latest innovations coming to the fore with AI and TECH tools being used.*

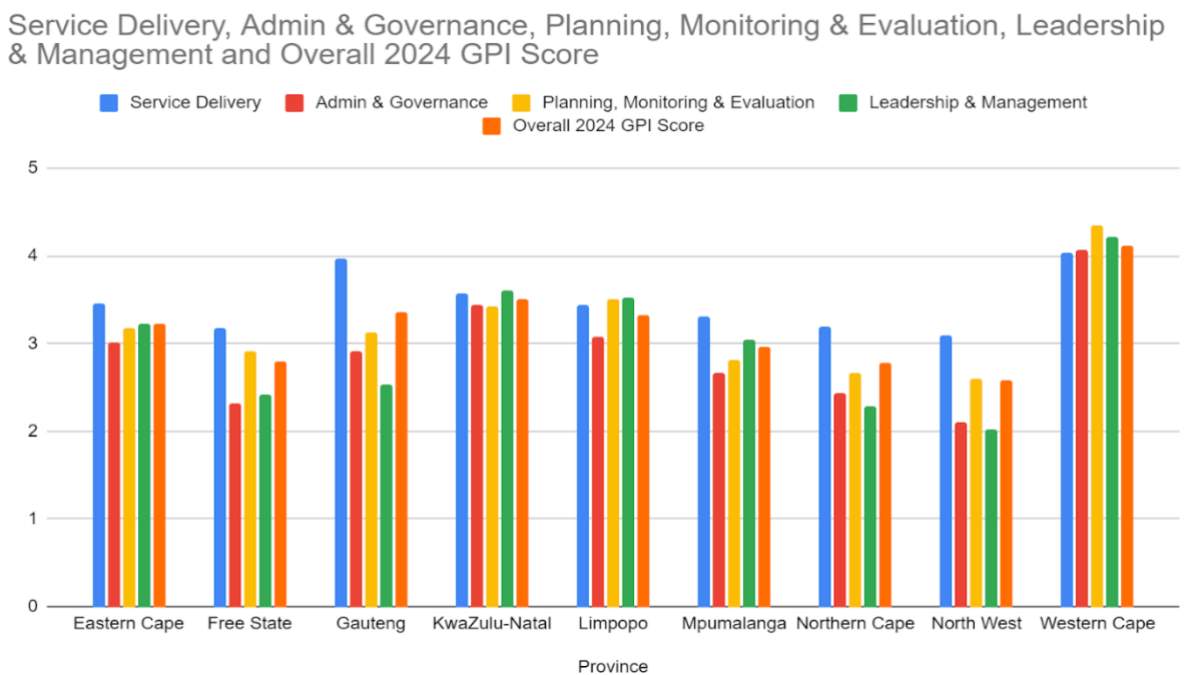
(PMS Assessor’s response)

The above assertion echoes Travis’ (2016) sentiments, highlighted in Chapter Two, that management systems are growing in sophistication and continuously undergoing constant changes to fit into the ever-changing organisational patterns.

Looking at the 2024 Governance Performance Index (GPI) report, the Western Cape Province is the best-run province with an overall GPI score of 4.11 (Good Governance Africa, 2024). The Western Cape had the highest level of satisfied respondents, at 43%. This is 9% higher than the joint second, Gauteng and Mpumalanga, at 34%. In this context, the GPI is a ranking portal that provides all interested stakeholders with an index of provincial-level governance performance.

It is safe to fully assert that the use of PMS contracts should gradually be extended to other levels of the public administration systems to achieve efficient delivery and increased accountability. To cement this, provincial average scores (out of five) given in the report are tabulated below:

Table 7: 2024 Governance Performance Index (GPI)



Source: Good Governance Africa (2024)

When asked how important it was for the DA's PMS to be introduced to other parties, municipalities, provinces and even the national government, most participants had something similar to this to say:

*It would be interesting to see if other political parties also implement this system. The system has changed a lot since the term started and the current iteration is quite different from the one we started with. (MPP response)*

The cumulative evidence of these findings echoes the sentiments that were shared by the Former Party leader Mmusi Maimane that the DA is the only political party that rigorously assesses the performance of all its public representatives and holds them to a performance agreement (DA Newsroom, 2017). This clarifies the lack of literature on party PMSs as mentioned in Chapter Two which suggests that above response clearly stipulates that the DA is the only party that implemented a PMS. While evidence contained in this study shows how it is important for political parties to engage in an internal PMS for their elected officials, for this process to take place effectively, it is dependent on the intra-party democracy mechanisms, its programme and policy decisions.

The argument put forward is that insufficient levels of intra-party democracy in some political parties—have negatively impacted our political system, to the detriment of the public good. As a result, these have undermined accountability with very real consequences for the lives of everyone in the country, but especially the poor and marginalised.

Table 8, below, showcases how the Human Development Index (HDI) of the Western Cape Province leads the other provinces. (HDI is a summary measure of average achievement in key dimensions of development, good governance and accountability mechanisms).

Table 8: A list of the Provinces of South Africa by Human Development Index

Province	1990	1995	2000	2005	2010	2015	2020	2022*
<b>Western Cape</b>	0.711	0.745	0.705	0.689	0.717	0.753	0.766	0.755
<b>Gauteng</b>	0.696	0.729	0.692	0.681	0.714	0.741	0.750	0.739
<b>Free State</b>	0.648	0.677	0.646	0.637	0.672	0.714	0.726	0.718
<b>Limpopo</b>	0.598	0.623	0.604	0.612	0.663	0.715	0.727	0.716
<b>KwaZulu-Natal</b>	0.589	0.615	0.594	0.604	0.656	0.710	0.724	0.714
<b>Northern Cape</b>	0.625	0.654	0.624	0.618	0.655	0.702	0.715	0.705
<b>Mpumalanga</b>	0.609	0.635	0.610	0.608	0.649	0.683	0.692	0.682
<b>North West</b>	0.626	0.654	0.624	0.615	0.648	0.681	0.690	0.680
<b>Eastern Cape</b>	0.581	0.606	0.583	0.586	0.631	0.677	0.688	0.678

\*The most recent HDI (2022).

Source: Adapted from: List of South African provinces by Human Development Index (2022)

The WCPG provides a feedback system that underscores positive feedback through ongoing identification of those factors that inhibit good performance and the elimination of them through planned actions and reviews. The use of performance management toolkit should be introduced to other levels of the public administration system in a bid to achieve efficient delivery, good governance and increased accountability.

*We use a five-point scale with descriptions ranging from "Outstanding" to "Unacceptable". (PMS administrator)*

The categories of performance are further interpreted in Table 9.

*Table 9: PMS Ratings and Interpretation*

<b>Rang/Scale</b>	<b>Interpretation</b>
Unacceptable (1)	MPL has failed to meet agreed objectives, demonstrating an unsatisfactory level of performance. No further interventions will improve the situation and as such, the HR procedures laid down in the DAs Executive Council towards incapacity must take effect.
Borderline (2)	MPL has failed to exactly meet agreed set objectives and demonstrated a level of performance as agreed. Further action may include further training and orientation. These are considered the potential platforms to perform better in the next PMS cycle.
Acceptable (3)	MPL has met the agreed set objectives during the target setting phase. There is however further need to provide ongoing support, development plans to are needed to enable the MPL to fully perform their duties optimally.
Commendable (4)	MPL has in some cases exceeded set standards and to some degree demonstrated an acceptable level of set objectives.
Outstanding (5)	MPL has consistently exceeded the set target objectives and performed their duties exceptionally.

#### **4.9 Conclusion**

This chapter provided the findings of the research in alignment with the responses gathered according to the Research Methodology described in Chapter Three. It provided three main themes that acted as a baseline in trying to provide key principles of the WCPG performance management process, namely PMS awareness and understanding of PMS processes, performance management of MPPs and its organisational effectiveness of the performance management system.

These sub-themes were benchmarks set against each theme which included target setting against set objectives, evidence collection, behavioural dimensions and development plans. Received questionnaires were analysed based on the two key themes and sub-themes. There were also follow-up questions that were put to get better understanding and clarity. The first two themes largely elaborated on the findings gathered from the data of the interviews held by the researcher, whilst the third theme relied more heavily on available sources and literature on the DA-WCGP, PMS strategy.

## CHAPTER FIVE

### CONCLUSION AND RECOMMENDATIONS

#### 5.1 Introduction

In this final chapter, major highlights of important ideas, thoughts, and recommendations are provided. These seek to give a logical closure to the research journey. The major findings of the study are synthesized and presented within the framework of the research questions that were generated during the conceptual phase of the study. The study aimed to answer the following research questions:

- To what extent is the management system effective in relation to MPPs and organisational behaviour?
- How effective is the process in assessing individual performance in the metropolitan area?

The famous author Douglas Adams is well known for his, as famous, quote,

*“I may not have gone where I intended to go,  
but I think I have ended up where I intended to be.”*

This chapter presents insightful analysis of the impact of the PMS of the DA Party on organisational effectiveness and is divided into three sections: conclusion, recommendations, and areas for further studies. It highlights the main concepts raised by the researcher in the provision of the research subject, literature review, theoretical framework, research findings and analysis, and further recommendations.

The chapter delves into areas that need further investigation and development. Of paramount note is that emphasis must not predominantly be placed on the research but on how it provides a basis for bettering the political assessment of public representatives. Whilst it is difficult to avoid the inherent challenges to a performance management system of public representatives in a political party, one can make some recommendations, as done below, that might help improve the system. But in general, the PMS system is credible, fair and necessary.

#### 5.2 Challenges and Recommendations

To improve the performance system, it should be open to inspection by reviewers, managers, professionals, the public and employees. This is necessary for continuous learning, improving quality and developing trust. Additionally, it might stop the negative consequences of

overreacting to the PMS, the unproductive defence of current PMS procedures, and the avoidance of disclosing subpar performance.

### *5.2.1 Challenge 1*

A great number of people are required to implement a PMS, and such implementation is therefore always likely to be variable. The PMS involves work coming from both the legislature and the constituency. The use of a standardized format of the PMS for MPPs, is ineffective as some MPPs tend to be good in the legislative whilst others perform well in the constituency. As such, the information collected varies and there is a need to strike a balance in providing a fair assessment and evaluation.

Recommendation:

There is a need to have this challenge discussed in the goal-setting stage so that rather than having a task-focused PMS, it becomes result-focused and solely showcases an individual's performance based on the weightings set during the goal-setting stage. The incorporation of a self-assessment toolkit can also allow MPPs to assess their own performance as this can promote more engagement in the process and usher in valuable insights.

### *5.2.2 Challenge 2*

Implementation requires people who rely on those they are assessing for political support. It then often becomes a tick-box approach as noted in Chapter Two regarding the Theory X phenomenon (Touma, 2021). For example, attendance registers can be downplayed as just a formality. This is mainly an issue in the MPPs respective constituencies when attending ward meetings or constituency meetings.

Recommendation:

Before assessment begins, the open-ended caucus meeting should elaborate on the importance of the PMS. The MPPs must constantly be reminded, through regular feedback, of the importance of such a system.

### *5.2.3 Challenge 3*

A PMS is open to the possibility of abuse given its centrality to people's re-election prospects.

Recommendation:

Diversity in data collected from various sources helps minimize the risk of bias and captures the effectiveness of the PMS. PMS criteria must be based on objective performance metrics

and proper PMS-related training for the assessors, to mitigate unconscious biases, must be conducted periodically. Due to changes that may occur in the political space, the PMS should be open to inspection and constant changes (developing new performance indicators).

#### *5.2.4 Challenge 4*

It is also true that some public representatives simply resent being assessed for performance at all. Disengaged MPPs can negatively impact not only the morale but also the time put into designing and implementing the PMS.

Recommendation:

There is a need to identify key audiences who are affected, determine their needs and establish priorities among the grunted audience. Implementing blind assessments, using and providing regular reviewing and updating the evaluation process can ensure equity and fostering professional growth among those being resentful of the system.

### **5.3 Summary**

Chapter One focused on introducing the research study by providing a detailed explanation of the background, the research problem, the objectives, and the research questions. It served as an introductory chapter, defining a PMS and outlining the research problem and rationale behind the study. The primary objective was to assess how a PMS impacted organizational effectiveness.

The chapter outlined the following research questions, which were crucial to understanding the role of PMS on organizational effectiveness:

- Defining PMS: What is the PMS, and what are its theoretical foundations?
- Assessing MPP Performance: What is the purpose and functionality of assessing the performance of MPPs through PMS?
- Evaluating Effectiveness: How effective is the PMS concerning the DA-led Western Cape Government?

In terms of methodology, the chapter explained the qualitative approach taken for the study, which was based on several data analysis techniques. These techniques included analytic induction, thematic analysis, and descriptive statistics. The study's methodological framework aimed to ensure that the analysis of the impact of PMS on organizational effectiveness was robust and insightful.

Chapter Two focused on the literature review and the theoretical framework that provided context to the study. The literature review delved into various PMS-related sources and examined the different theories that support the PMS paradigm. The chapter also framed the PMS within the broader context of Public Administration, with special attention to the New Public Management (NPM) approach. The NPM discourse has aimed to make the public sector more efficient by adopting private sector management techniques, particularly through the use of performance management systems.

The literature review also highlighted the significant theories underpinning the PMS. These included:

- Goal Setting Theory, which argues that setting clear goals enhances organizational performance.
- Administrative Theory, which deals with the structure and function of organizations.
- Systems Management Theory, which sees organizations as interconnected systems striving for shared goals.

These theories were presented as critical frameworks for understanding how PMS can contribute to organizational effectiveness. The three main themes used in Chapter Three were derived from the objectives mentioned in Chapter Two and served as the basis for assessing PMS.

Chapter Three presented the research methodology employed for the study and described how it aligned with the assumptions made at the beginning of the study. It elaborated on the research method used for collecting data, the sampling techniques applied, and the data analysis tools utilized. The methodology chapter provided insights into how the data collection and analysis processes were designed to fulfil the objectives of the study.

Chapter Four focused on presenting the findings of the research. It discussed both the primary and secondary data, analysing it through the lens of relevant literature and theoretical frameworks. The chapter also provided insights into key themes related to PMS within the Western Cape Provincial Government (WCPG). These themes, derived from the research questions, served as benchmarks for the analysis.

Finally, Chapter Five concluded the study by summarizing the key findings and providing a series of recommendations. This chapter revisited some of the major points raised in the introduction, literature review, methodology, and empirical findings. The recommendations

were aimed at scaling up the PMS in politically infused organizations like the DA-led Western Cape Government. These suggestions were designed to enhance the effectiveness, accountability, and transparency of performance management systems, ultimately helping to improve organizational performance.

An effective PMS must be clear, measurable, and include service delivery targets. Poor governance and consistent under-delivery are often a result of poor management systems of publicly elected officials. The success of a PMS depends on its ability to balance continuity and change and efforts to improve the efficacy of elected officials. The PMS must be made mandatory for all elected officials to promote individual and external accountability within the context of good governance.

In summation—the study revealed that there is a direct relationship between NPM and the PMS in the provision of an effective public administration paradigm. The researcher’s inspiration for this study stemmed from the realisation that there was a need to explore the reason amongst others—why the Western Cape outperforms other provinces in the administration of its governance system. A simple observation is the excellent performance of many municipalities in this province as documented in various sources. It further sought to justify how the PMS has managed to operationally establish responsive mechanisms to the needs of the citizens by the elected representatives in the Western Cape province.

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ANNEXURES

Annex 1

		<b>FIT FOR PURPOSE ASSESSMENT: DA MP/L</b>	
NAME OF PUBLIC REPRESENTATIVE			
SIGNATURE OF PUBLIC REPRESENTATIVE			
IDENTITY NUMBER OF PUBLIC REPRESENTATIVE	<h1>Page 1</h1>		
DATE OF TARGET SETTING			
DATE OF REVIEW			
MUNICIPALITY			
WARD / ALLOCATED WARDS			
NAME OF ASSESSOR		SIGNATURE	
<b>DA STRATEGIC OBJECTIVES: THE ROAD TO .....</b>			



## Budget Speech Assessment Form



### Whip Group Attendance Register

Whip:										
Member	Date	Date	Date	Date	Date	Date	Date	Date	Date	Date

Name of Member: \_\_\_\_\_

Date of Speech: \_\_\_\_\_ Budget Vote Name: \_\_\_\_\_

Name of Assessing Whip: \_\_\_\_\_

	Comments
<b>Delivery</b> Clear?                      Appropriate Style? Eloquence? Artful? Vivid? Eye contact?              Pace? Voice?                      Reliance on notes? Body language?          Naturalness? Enthusiasm?	
<b>Content (Support/Proof/Development)</b> Thesis?                      Citation of Sources? Clarity?                      Concreteness? Originality?                Variety? Adequacy?                Quality of sources?	
Does the speech connect with redress, reconciliation, diversity and delivery (where applicable)? Does the speech reference successes of the DA in government (where applicable)?	
<b>Organisation</b> Clear?                      Introduction? Logical?                      Preview? Appropriate?              Conclusion? Outline?                      Summary? Sign Posts?                Easy to follow? Transition?	
<b>Effectiveness</b> Did the speech accomplish its purpose? (to persuade) Effective?                      Communicative? Interesting?                Valuable? Adapted to listeners? Within time limits?	

Overall impression and general comments:

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## INTERVIEW QUESTIONS (Western Cape Provincial Parliament)

Public Representative	
Date of Interview	

Q1. How best can you define the term PMS?

.....

Q2. What do you think is the overall objective of PMS?

.....

Q3. Do you think PMS must be made mandatory at National Government Level?

- a. Yes
- b. No

Please explain your answer,

.....

Q4. Is the process clearly explained, if not what do you think needs to be done?

.....

Q5. Do you have a say in setting up your targets? Explain

.....

Q7. What are the obstacles to achieving your targets?

.....

Q8. Are these obstacles taken into consideration during the PMS assessments?

.....

Q8. Do you think the PMS helps public representatives set and achieve meaningful goals? Explain your answer.

.....

Q9. To what extent does PMS improve organisational performance of the Western Cape Province?

.....

Q10. Do you have any closing remarks or recommendations you wish to say with regards to performance management at the Western Cape Province?

.....

Thank you for your time

Regards  
Tinashe Ndengu