The communication processes applied during the implementation of the Balance Scorecard performance management system within a Metropolitan Police Department located in the Western Cape

by

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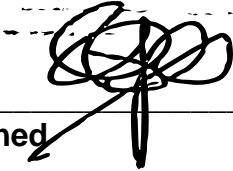Supervisor: Dr Rozenda Hendrickse

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DECLARATION

I, **Shaun Peter Phillips**, declare that the contents of this mini-thesis represent my own unaided work, and that the mini-thesis has not previously been submitted for academic examination towards any qualification. Furthermore, it represents my own opinions and not necessarily those of the Cape Peninsula University of Technology.

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Signed   **Date**

ABSTRACT

Gillis (2004:1) stated in her publication in Communication World that *"employees are the lifeblood of an organisation."*

Local governments, both in South Africa and abroad, are increasingly faced with the need to change for a number of reasons, one of which is to change so as to become more responsive and improve performance. As local government devises means to attain the objectives of performance management, how does it ensure that performance management objectives are mainstreamed within the organisation? Academic writers agree that staff resistances are counterproductive to the efforts made by any municipality to introduce performance management systems with the aim of bringing about effective and efficient service to its constituents. The key to avoiding staff resistances, which all organisations have to take account of, is communicating with employees. The writer suggests that this process is necessary and unavoidable, yet it is almost always ignored.

The main aim of this study was to review the communication practices underpinning the Balance Scorecard (BSC) performance management system within the Cape Town Metropolitan Police Department (CTMPD). Tentative discussions with the metropolitan police department's middle and low level managers indicated little understanding of how the BSC fits into the CTMPD's accountability measures. At regular senior management meetings, called the Operational Management Forum (OMF), in 2011, the researcher learnt from operational directors and managers that they were not properly consulted with regard to the BSC system and that the implementation of the system was not adequately communicated. Managers claimed that only a short presentation was given in 2009 and it was then expected that middle managers would achieve the desired results and attain objectives towards which they had very little input. They have since become disillusioned and have resorted to focussing solely on ensuring that they spend their budgets with little understanding that there is more to the BSC than financial measurements. Thus the research questions were posed: why was performance management introduced within the CTMPD and what guidelines can be provided to improve how performance management is communicated to managers? A questionnaire was used to gain insight into this; it was administered to middle management within the CTMPD. The main findings of the research were that the respondents have an understanding of

performance management. Another finding was that the majority of the respondents were not trained in the BSC performance management system. The researcher thus recommended that the safety and security training college be tasked to develop a training workshop, with the help of the support services manager. In addition, the researcher also recommended that the support services division ensures that candidates eligible for middle management positions be tested on their core communication skills and understanding of performance management principles prior to appointment.

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DEDICATION

To my parents, Martin Frederick and Farieda Phillips, with love and gratitude.

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GLOSSARY

Acronyms/Abbreviations	Definition/Explanation
APACS	Assessments of Policing and Community Safety
ASSADPAM	Association of Southern African Schools and Departments of Public Administration and Management
BSC	Balance Scorecard
CEO	Chief Executive Officer
CIVOC	Civilian Oversight Committee
CoCT	City of Cape Town
CPF	Community Police Forum
CPUT	Cape Peninsula University of Technology
CTMPD	Cape Town Metropolitan Police Department
DIP	Drug Intervention Programme
EFQM	European Foundation for Quality Excellence Model
EMPD	Ekurhuleni Metropolitan Police Department
ETMPD	EThekwini Metropolitan Police Department
FUNARBE	Arthur Bernardes Foundation at the Federal University of Vicosa in Brazil
HMIC	Her Majesty Inspectorate of Constabulary
IDASA	Institute of Democracy in South Africa
IDP	Integrated Development Plan
JMPD	Johannesburg Metropolitan Police Department
LRA	Labour Relations Act (Act No. 66 of 1995)
MBA	Master of Business Administration
MBMPD	Mandela Bay Metropolitan Police Department
MPA	Metropolitan Police Authority
MPS	Metropolitan Police Services
NY	New York
NZ	New Zealand
OMF	Operational Management Forum
ORT	Organisational Re-alignment Team
PMMI	Performance Management, Measurement and Information
PMS	Performance Management System
PPAF	Policing Performance Assessment Framework
PPO	Prolific and Priority Offenders
PSC	Public Service Commission
PSEM	Public Service Excellence Model
PwC	PricewaterhouseCoopers
RSA	Republic of South Africa
SAPS	South African Police Services
SDBIP	Service Delivery Budget Implementation Plan
Sen Supt	Senior Superintendent
SMPD	Swartland Metropolitan Police Department
SMT	Senior Management Team of Cape Town Metropolitan Police Department
SPSS	Statistical Package for the Social Sciences
Supt	Superintendent
SWOT	Strengths Weaknesses Opportunities Threats

TMPD	Tshwane Metropolitan Police Department
TQM	Total Quality Management
TUPE	The British Government guidelines for municipalities called Transfer of Undertaking regulations
UK	United Kingdom
USA	United States of America

CHAPTER ONE
GENERAL INTRODUCTION

1.1   Introduction

The honeymoon period of transition for the new dispensation and government of South African is fast dwindling. If anything can be read into the recent spate of service delivery uproars, surges of sporadic public violence mixed with xenophobic attacks prominent in the mass media and public arena, it is evident that the South African community is crying out for more effective and efficient service delivery (Møller, 2008). This demand is true for all tiers of government, be it the national, provincial or local level. Metropolitan police departments, a local government response to extending safety and security service delivery to the local communities, are not insulated from these very real demands (Bruce, Newham & Masuku, 2007:3). How metropolitan police departments respond to these demands is the focus of the introductory section of this mini thesis.

1.2   Background of the problem

The advent of democracy has changed the face of South African politics forever. The old draconian, autocratic centralised style of government and management has been replaced by an open system of governance (Rondinelli, 2007:1). This open system is characterised by its responsiveness to the needs and wants of local communities. It is for this reason that local government is increasingly becoming the pivotal sphere of government for service delivery to the South African citizenry. The challenges faced by local government institutions are, according to Gildenhuys (1997:1), to become effective and efficient organs of service delivery to the masses of South Africans who were previously denied basic service delivery. How does a local government organisation balance the need for change against the background of scarce resources? This situation poses a challenge to local governments; this is not only visible in South Africa, but local municipalities across the globe are confronted with similar challenges. Invariably, in order to effect significant change, the only solution is for municipalities to introduce performance management systems for the effective and efficient management of their resources. Inherent in introducing a process for change, like performance management, is that organisations have to take account of

their communication with employees. McPheat (2008:1) explains that this process is necessary and unavoidable but almost always ignored.

McPheat (2008:1) holds that employees are the foundation of any organisation. They are the assets of the organisation and it is the duty of the employer to respect and care for them. It is impossible to implement any changes, like the BSC performance management system at CTMPD, without the participation of its employees (ORT, 2006). There are numerous definitions for the BSC but Lawrie and Cobbolt (2004:1) offer a working definition of it. They state that the BSC is a performance management system, developed by Norton and Kaplan (1996), which:

- Contains both non-financial and financial measures;
- Never exceeds either 20-25 or 15-20 measures;
- Has a clustering or convergence of these measures into four perspectives, namely, innovation and learning; internal process; customer and financial;
- The measures are designed in accordance with strategic goals, often with one or more measures for each goal; and
- Senior management must be able to endorse these measures because they have privileged access to information; their support is critically important and they are also asked to authorise any strategic communication that may flow from the BSC (Lawrie and Cobbolt, 2004:2).

Organisations believe that, rather than consulting with employees, merely informing the said employees of or communicating change, such as the implementation of performance management systems, is enough. Others relegate this critical task to the unions. According to McPheat (2008:1), communication of performance management is not that simple. Successful changes call for an understanding and implementation of the communication principles of performance management. Whilst legislation, such as the Constitution of the Republic of South Africa (Act no. 108 of 1996) and the Labour Relations Act (Act No. 66 of 1995) of South Africa, compels organisations to communicate and engage with employees on issues that affect them, managers often do not prioritise communicating with their employees.

The context of this research is the City of Cape Town (CoCT) metropolitan police department. Other metropolitan cities which also have their own metropolitan police enforcement agency are Johannesburg, Tshwane, Ekurhuleni, EThekwini, Mandela

Bay and the Swartland municipality which form the National Forum for metropolitan / municipal police departments.

De Vos (2007:46) postulates that the South African Police Services (SAPS) Amendment Act (Act No. 83 of 1998) provides for a municipality to give effect to its legislative mandate of providing safety to its citizens through the creation of a municipal police service. De Vos (2007:46) mentions that the CoCT, a local municipality within the Western Cape Province, created the then City Police on 01 December 2001 in terms of Provincial Gazette No. 5786, dated 02 November 2001.

As previously indicated, the CTMPD is part of the CoCT. The CoCT, so as to ensure that they are responsive and accountable to the citizens of Cape Town, adopted the BSC as a performance management system. The effectiveness of this tool required wholesale acceptance throughout the CTMPD. The CoCT, however, identified the need for capacity building and the unique development of departmental sub-performance management; it also introduced the new performance management system. In 2002, DLK Consulting was commissioned to conduct workshops which would assist departments to construct their own performance management system. On 06 May 2002 (DLK Consulting, 2002) the BSC concept was introduced to the then management of City Police who, according to the organisers, showed excellent understanding of the concept of the performance management system. Eight years later, this research explores the extent to which this new performance management system was communicated to middle management and the CTMPD in order to derive optimal benefits for both the individual and the CTMPD.

This research project was initiated as a result of the researcher's involvement within the CTMPD, since 2002, whilst working at a strategic management level and the researcher's observations of the implementation of the BSC performance management system. At this level one becomes aware of the organisational challenges permeating the department, the researcher therefore resolved to conduct this study in order to determine the relationship between the performance of employees and how the expectations of the BSC are communicated within the organisation, as upheld by the developers of the BSC performance management system. Therefore, the main aim of this study was to review the communication practices underpinning the BSC performance management system within CTMPD.

Performance management is a relatively new concept for police agencies in general and CTMPD specifically, thus the significance of a study of this nature.

1.3   Research Problem

Kaplan and Norton (1996) introduced the BSC approach in 1996. It gained wide reception as a performance management system at a time when other systems over-emphasised the importance of financial measurements within organisations. Whilst the authors received worldwide acclaim as both private and public organisations quickly adopted this breakthrough performance management system, they held that any organisation that intends to derive optimal benefits from implementing the BSC must underscore it with effective communication. The system must be cascaded down to middle and low level management; therefore, they later introduced the strategy map to help organisations communicate the BSC from executive to lower levels within organisations.

The CoCT adopted the BSC performance management system in 2005. This is in line with both the King report on corporate governance 2 (King, 2002) and the King report on corporate governance 3 (King, 2009). Tentative discussions with CTMPD's middle and low level managers indicated little understanding of how the BSC fits within the CTMPD accountability measures. At regular senior management meetings, called the OMF in 2011, the researcher learnt from operational directors and managers that they were not properly consulted with regard to the BSC system and that the implementation of the system was not adequately communicated. CTMDP managers claimed that only a short presentation was given in 2009 and it was then expected that middle managers would achieve the desired results and attain the objectives which they had very little input into. Managers have since become disillusioned and have resorted to focussing solely on ensuring that they spend their budgets with little understanding that there is more to the BSC than financial measurements. Kaplan and Norton (1996) developed the BSC specifically to assist organisations in communicating, to managers and staff, how to add value to the strategic objectives of their company and if this is not being done effectively the organisation runs the risk of alienating staff and, consequently, perhaps growing indifferent to the performance management system. Kaplan and Norton (1996) point

to the importance of empowering middle and low level managers, in terms of performance management, through effective communication practices.

1.4   Research questions

The research questions for the study are:

a) Why was performance management introduced within the CTMPD?

b) Has the communication of the performance management system failed; or has it achieved its desired affect so as to realise effective service delivery within the CTMPD?

c) What guidelines can be provided to improve how performance management is communicated to managers?

1.5   Objectives of study

The objectives of the study are:

a) To provide a theoretical overview of performance management, specifically the BSC, within the CTMPD.

b) To present a theoretical overview of communication as a pillar for effective performance management implementation.

c) To forward a legislative overview of performance management in the South African public service, specifically local government.

d) To propose recommendations that will improve communication within the CTMPD around their performance management system.

1.6   Limitations of the research

Whilst the CoCT is a large municipality, this study will only focus on the CTMPD. This study will make specific reference to the performance management system and communication strategies employed by this department.

1.7   Significance of the research

This study can benefit the CTMPD in furthering its understanding of how to implement the BSC performance management system and effectively communicating the plan to its employees and stakeholders. A literature review of the importance of communication for a performance management system, within the CTMPD since 2005 to 2012, is integral to this study. There is scant information available in this area. This research will contribute to the literature on this subject because the absence of the literature could hamper the effectiveness of the performance management policy. An evaluation of the communication practices which occurs during the performance management process will help to improve performance management within the CTMPD. With the foregoing in mind, the researcher will develop a guide for use by senior management to effectively communicate the performance management system within the CTMPD. The researcher will develop recommendations and conclusions regarding how the performance management system can be improved.

1.8   Preliminary literature review

Brynard and Hanekom (2006:31) and Henning (2004:99) explain that researchers are confronted with a magnitude of data; therefore, they have to carefully select the appropriate material from the data available in order to focus solely on that which is relevant to their particular research project. Henning (2004:99) expounded that any information, whether old or new, should be included in the literature review. A preliminary literature review has been undertaken to explore theories on what performance management entails, what motivates employees to perform to the best of their abilities and, consequently, add value to the organisation which they form part of. In addition, the literature highlights the importance of training and communication for line managers, both locally and abroad, in policing agencies that adopted a performance management system which would drive organisation goals.

The BSC was widely hailed by proponents as the performance management system of choice. Kaplan and Norton (1992) introduced a system that purports to effectively harmonise and balance financial and non-financial measures of performance. The writers argue that the BSC focuses on links amongst strategic outcomes, guide

development, implementation and strategic communication. Furthermore, a properly constructed BSC would provide reliable feedback for management and performance evaluation (Malina & Selto, 2001:1). Kaplan and Norton (1996) maintained that the BSC is not an evaluation method, but a pivotal planning and communication vehicle to provide guidance to area managers. Provided that the outcomes contained in the BSC adequately and correctly reflect the department's core business processes, the BSC is excellently placed to communicate a government department's operational strategy (Tucket *et al.*, 1996; West & Meyer, 1997; Malina, & Selto, 2001:2).

Kaplan & Norton (1996) stress that senior managers have a crucial role to play in articulating the outcomes and concomitant drivers of these outcomes to middle and lower level staff. Malina and Selto (2001:2), supported by Merchant (1989), argue that communication failure is an important cause of organisational under-performance. Wilsbach (2007:1) maintains that communicating with those who will go through a change process, in this case performance management is extremely important. Wilsbach (2007:1) advocates that executives obtain inputs from their subordinates on how they perceive the impending change efforts ought to be implemented. People tend to buy into changes when they feel that they are part of the solution. Wilsbach (2007:1) argues that employees who are affected by change in organisational processes such as performance management plays a major role in its success and a positive outlook from their side can overcome deficiencies in the plan.

Duffy (2008:4) suggests that communication is the glue that can hold people together as well as connections. The writer holds that for change like performance management to be effective, leaders must be courageous, passionate and possess vision. Aprix (1996), the communications icon, describes communication as *"an effort to connect the organisation's vision, mission and business goals to forces and opportunities that exist in the environment that gives purpose to the work people perform".* CMTPD and, in the main, metropolitan police departments planning to embark on managing their own performances must recognise the importance of a strategic approach to communication (ORT, 2006). They must make all efforts to lobby buy-in from line management and staff; this must be underscored by a sound communication plan.

The BSC performance management system, made popular by Kaplan and Norton (1996), has become the performance management system of choice for private, public and non-governmental sectors across the globe. Seemingly, local governments in South Africa have heeded the recommendations postulated in the King 2 report; these advocate for the use of the BSC as the ideal performance management system for national, provincial and local government. Very little is known about the BSC application in terms of the local government policing domain. Thus, the results of this study could be significant for entities contemplating a PMS for local policing. The results of this study may also permit scrutiny for other municipalities or metropolitan cities in order to borrow ideas for the purpose of refining their own BSC systems. Ultimately, how this approach is currently being used in CTMPD provides the primary rationale for this study. Documents such as the performance management policy, the Integrated Development Plan (IDP), annual reports, as well as the Service Delivery Budget Implementation Plan (SDBIP) of the safety and security directorate, all of which have clear guidelines on the outcomes which the department must attain, were consulted.

1.9   Research Plan

According to Welman, Kruger and Mitchell (2007:52) a research plan is the plan according to which one obtains research participants and collects information from them. This plan, according to the writers, explains what the research intends to do with the participants with a view to reaching conclusions about a specific research problem. Struwig (1996:41-43), as quoted in Pekeur (2002:143), distinguishes between the general and specific meaning of a research design. The former usually denotes the presentation of the plan for the study's methodology. The latter refers to the type of study.

1.10   Research Methodology

Research scientists Brynard and Hanekom (2006:36) denotes research methodology as the strategy for research meaning the researcher must indicate the actions, sequence, identify the target population and indicate whether the research is of a quantitative or qualitative nature.

1.10.1 Qualitative Methodology

Brynard and Hanekom (2006:37) explains qualitative methodology is research that produces descriptive data – generally the participant's own written or spoken words pertaining to their experience or perception. The indispensable condition or qualification for qualitative methodology is a commitment to perceiving the world from the point of view of the actor or participant. De Vos, Strydom, Fouche, Delport (2002:79) suggest the researcher is concerned with understanding, rather than explaining. Bless, Higson-Smith and Kagee (2006:44) states qualitative methodology uses language that provides a far more sensitive meaningful way of recording human experience. Moreover where research is immature, i.e. when the phenomena under investigation have not been adequately described.

1.10.2 Quantitative Methodology

Brynard and Hanekom (2006:37) reflect on quantitative methodology as research which is associated with analytic research. Usually numbers or counts are assigned. Mouton (1996:161) suggests that quantitative methodology entails mathematical techniques and computer simulation methods. Welman *et al.* (2007:6) claim that quantitative methodology is also commonly referred to as the positivist approach. They posit that research should be limited to the observable and one must be able to measure it objectively. Welman *et al.* (2007:6) continue by stating that research should be observed independent of feelings and of the opinions of human behaviour. The positivist's main objective is to show the general laws of relationships or causality amongst subjects. This research lends itself to the quantitative research approach.

a. Questionnaire

As previously stated, a questionnaire will be employed and through employing a quantitative methodology, the researcher will be able to test the research questions on a random sample. A questionnaire instrument designed to determine and evaluate the communication practices utilised to cascade the BSC within the CTMPD will be employed. Brace (2004) comments that a good questionnaire design ensures successful quantitative research. Brace (2004:11) suggests that a questionnaire is an easy form of gathering information. It is necessary to formulate appropriate questions that respondents will understand.

1.11 Population and Sample

The research population is the CTMPD's middle managers comprising of the ranks of Senior Superintendents and Superintendents. At the time of the study, CTMPD had a group of ten (10) Senior Superintendents and thirty (30) Superintendents. Based on the type and nature of the study, it was decided to utilise the entire population as the research sample. Most of the senior managers have been involved in performance management activities and a small amount has received formal training in mid-level management with PricewaterhouseCoopers (PwC) in 2007. They also have access to computers that would facilitate easier cooperation notwithstanding the large majority purportedly lack of understanding of the BSC performance management system. The sample group is comprised of metropolitan police officers and will exclude administrative or civilian staff throughout the four areas of the CTMPD, and who are deployed within the CoCT boundaries. The questionnaire will be administered to 40 respondents using the purposive sampling method.

The questionnaire limitations envisaged are computer illiteracy, respondents who refuse to participate and a climate of negativity amongst staff members. Despite these limitations, it is expected that a sufficient amount of subjects will respond to ensure scientific reliability because of the researcher's unique position as a research and development (R&D) officer within the CTMPD.

1.12 Reliability and validity of instruments

Welman *et al.* (2007:145) claim that a research finding is reliable if it can be repeated. In other words, if anyone else were to repeat this research, they are able to obtain the same results as those originally obtained. The researcher, during the preliminary review of literature, came across similar studies conducted by well-known organisations nationally and internationally. In addition, a similar study was conducted elsewhere and the researcher received permission from the author (Letsoalo, 2007:128) to borrow parts of the questionnaire but with slight adaptations. Both the research supervisor and statistician will be consulted regarding the questionnaire, prior to its implementation.

1.13   Data analysis

Mouton (2001:108) proposes that all field work culminates in the analysis and interpretation of results. Analysis, according to Mouton (2001:108), involves "breaking up" the data into manageable trends or relationships. Its aim, Mouton continues, is to understand various constitutive elements of one's data through inspection. Descriptive statistical analysis is most suitable for the quantitative data collection technique employed in this study. The researcher was assisted by a statistician from the Cape Peninsula University of Technology (CPUT), using the Statistical Package for the Social Sciences (SPSS) version 20, and the data shall be analysed and expressed in the frequency distribution method in the tabular form.

1.14   Ethical Statement

All data gathered during the research will be confidential and the anonymity of the respondents will be ensured. They will not be required to provide any personal details. A covering page will accompany the instrument and it shall explain the purpose of the research and the concomitant data. Respondents' views will be respected and they will be given the option not to respond if they so choose. The foregoing ethical statement is a commitment, by the researcher, to ensure that the highest ethical standards will be observed in accordance with the Association of Southern African Schools and Departments of Public Administration and Management (ASSADPAM) ethical rules.

1.15   Clarification of concepts
a.   Local Government
South Africa has a three sphere government with the third sphere being local government. Metropolitan councils and substructures bear the definition of local government with varying degrees of decision-making powers vested upon them (Nabe, 2000:11).

b. Local authority
A local authority is an organisation comprising elected and appointed officials which operate within a specific geographical area to provide service to its local community.

This type of authority has a relatively well defined area of jurisdiction and local populace. It has a right to govern on its own initiative but is subject to constitutional provisions as well as central provincial legislation (Nabe, 2000:11-12).

c. Metropolitan Police

Rauch, Shaw and Louw (2001) argue that the term still carries negative connotations for South Africa, given that it was first used to describe the poorly trained and violent "policemen" deployed by the apartheid government in townships in the 1980s. Metropolitan police, the writers explain, have their origins more appropriately traced back to traffic departments established at the local government level in the 1930s.

d. Police

Police means the *"civil force of a state, responsible for the prevention and detection of crime and the maintenance of public order".*
(http://oxforddictionaries.com/definition/english/police)

e. Performance Management

Daniels (2000), the father of performance management systems, asserts that when a performance management system is "well designed" it develops leaders to bring the best out of employees and themselves through a systematic process i.e. pinpointing, measurement, feedback, consequate and finally evaluate. For the writer it is*:* "technology for managing both behaviour and results". Further "it is an outcome of effective management. Performance will always be the sum of behaviour and results."

f. Communication

The Oxford Dictionary (2012) defines communication as "The imparting or exchanging of information by speaking, writing, or using various other medium. In addition, it is also a means of sending or receiving information, such as telephone lines or computers". (http://oxforddictionaries.com/definition/english/communication)

1.16   Chapter Overview

The study is divided into six chapters.

Chapter One: General Introduction

This chapter comprises an introduction to the study, problem statement, research objectives, a literature review and the significance of the study. A brief summary of the research methodology utilised and an overview of the ensuing chapters within the study are presented here.

Chapter Two: Theoretical overview of performance management and the balance scorecard in particular

This chapter presents literature on the subject of performance management, a definition thereof, the purpose of performance management, as well as various approaches to performance management in the South African context. In addition, BSC performance management in the context of local government and policing is explained herein. Moreover, various relevant theories on the subject will be investigated, and critiques of the BSC, as well as the different interpretations thereof, will be explored.

Chapter Three: Theoretical framework for communication

This chapter will forward a theoretical overview of communication including a definition, model for communication, the communication process, barriers that inhibit communication as well as describing the strategy map as the preferred medium for communicating performance management within the organisation.

Chapter Four: Research methodology

This chapter provides an overview of the research methodology employed in the study.

Chapter Five: Data analysis and results

This chapter provides the data analysis approach and the research findings.

Chapter Six: Conclusions and Recommendations

This chapter provides recommendations and concluding remarks pertinent to findings of the study.

CHAPTER TWO
THEORETICAL OVERVIEW OF PERFORMANCE MANAGEMENT AND THE BALANCE SCORECARD IN PARTICULAR

"Carve mistakes in sand and success in stone" Benjamin Franklin

2.1 Introduction

According to Brynard and Hanekom (2006:31), researchers are confronted with a magnitude of data. They have to select from the available data in order to focus only on that which is relevant to their particular research project. It is for this reason that a review of literature is pivotal. Brynard and Hanekom (2006:31) hold that this exercise will contribute towards a better understanding of the selected research problem and will guide the researcher in determining which data should be collected and what can safely be discarded. Henning (2004:99) expounded that any information, whether old or new, should be included in the literature review. This study is about the communication processes applied during the implementation of the BSC performance management system within a metropolitan police department located in the Western Cape. Chapter one presented an overview of what the research report would entail, including a brief literature survey. Chapter two provides a theoretical overview of performance management in general and the BSC in particular. This will be followed by an explanation of the BSC as made popular by Harvard University researchers, Kaplan and Norton, during the early 1990s. Moreover, a survey was conducted on the most prominent policing agencies that have employed the BSC performance management system in an international context.

2.2 Definition of Performance Management

Daniels (2000), the father of performance management systems, asserts his fundamental belief that when a performance management system is "well designed" it develops leaders to bring the best out of employees and themselves through a systematic process i.e. pinpointing, measurement, feedback and, finally, evaluation.

Even Mawhinney, Redman and Merle (2001) refer to Daniels (2006), the founder of performance management, who in turn describes performance management as a "technology for managing both behaviour and results". For these researchers, it is an outcome of effective management. Performance will always be the sum of behaviour

and results. It therefore cannot be viewed separately from either of these two critical components.

For Rummler and Brache (1995), however, performance management is most prevalent in the workplace, although it is also evident in other moments of human interaction.

For the purpose of this study, the writer thought it prudent to employ a definition of performance management that the policing fraternity would find most practical. It is derived from their own kind in the Home Office of the United Kingdom's practical guide on Performance Management. For the Home Office, performance management *"is the practice of utilising information of current and past performance to decide what activities to embark upon to make the future performance better"* (British Home Office. Association of Police Authorities, 2006:6).

2.3   The importance of performance management

The advent of democracy, in 1994, in the Republic of South Africa has precipitated a paradigm shift not only on the political front but also on the economical. With unsung expectations of a nation that is set to achieve economic growth, the government was forced to consider how it sought to achieve critical services in terms of development. *Bona fide* wishes to see to the wellbeing of the country demanded organisational design plans, the distribution of resources in support of the plan and the monitoring of the performances thereof. For that reason, Chabane (2009), the Minister for Performance Management Monitoring and Evaluation, holds that the South African government is committed to improving its performance over the next five years. Government will typically change its performance management approach from outputs to outcomes with key strategic outcomes clustered in various delivery units. Government is determined to address political demands, management capacity and training shortcomings whilst instilling a culture of performance management across the South African spectrum. Chabane (2009:14) is also mindful that their plans are only as strong as stakeholder, management and staff buy-in. He therefore recognises the value of a clear communication plan to support their new performance management approach. On the 1st of June 2010 the Department of Performance

Monitoring and Evaluation released a guideline on managing outcomes to support implementation units (South Africa. Cabinet of South Africa, 2010).

The latter approach has shifted government's focus away from outputs and performance information. Writers agree that performance information is pivotal for effective management; this includes planning, finances, implementation, monitoring and reporting. However, for Chabane (2009), it is important that communities' lives are visibly impacted. In addition, it allows for accountability and means that shareholders can monitor progress; identify opportunities for improvement and enhance their understanding of what the issues entail. Performance management has increasingly been utilised as a tool to determine financial distribution and improved service delivery, which requires that information is accurate, timely and appropriate (National Treasury, 2007).

Letsoalo (2007:13) holds that performance management links individual employees and their units to the overall business plan of the organisation. The writer continues by emphasising that all employees are important for the organisation. It holds true that the holistic goals and success of the organisation are attributable to each employee. In addition, the writer continues the discourse on how organisations must guard against the risks of the mismatch of employees, their jobs and the levels of performance expected of them.

Flyn (2002) and Lebas (1995) hold that performance appraisal, a performance management system and performance measurement are iterative processes. Latham, Almost, Mann and Moore (2005) strengthen this assertion and postulate that coaching and appraising employees must go hand-in-hand with instilling a culture of learning and continuous improvement.

Louw (2006:22) maintains that performance management systems are designed to serve organisational stakeholders. It thus follows that the staff involved in the performance management system must be part of the stakeholder contingent. Louw (2006:22) and other researchers (Williams, 1998:2, Mohrman, Resnick-West, and Lawler, 1989:28, Coults & Schneider, 2004) claim that employees must be presented with an opportunity for input when a new system is being designed. Mohrman *et al.* (1998:31) explain that if staff members are not involved they will not commit. Pratt

(1986:13) reckons that if staff members feel that they were not engaged; they will view the performance management system as illegitimate. Transparency is very important for Saunders (2002:21) but it is Pratt (1986:13) who claims that communication must underpin a performance management system. In addition, Louw (2006:23) quotes Pratt (1986:13) in order to highlight

a. The purpose of Performance Management;
b. How it will affect staff at an individual level, and what is expected of them;
c. How often reviews will be conducted;
d. Who will conduct the reviews;
e. The objectives discussed in the review;
f. Reporting information and how it must be presented; and
g. What transpires after the review?

Longenecker, Liverpool and Wilson (1988:312) note that differences must be identified and a common ground should be sought. The writers, in their assessment of middle level management perceptions about performance management, consider congruence and shared understanding critical to prevent conflict and miscommunication about performance management systems.

Workers generally accept and buy-in to the performance management system if their views are listened to while strategic objectives and organisational plans were discussed (Longenecker *et al.,* 1988:312). The writers quote Greenberg (1986) who postulates that performance management systems were accepted when (1) managers were presented with an opportunity to challenge or rebut the performance management evaluations; (2) communication efforts are *bona-fide* and sincere, and (3) they understood that the performance management system involved change.

Rummler and Brache (1995) note that performance management can mean self-management i.e. workers performing an activity by themselves. According to McSween (1995), performance management is not only about organisational results but it also speaks of managers that profoundly comprehend the nurturing skills, training and coaching that is critical to performance. McSween (1995) also acknowledges that the definition of performance management lends itself to organisational success. This organisational success could be on the level of the region, division, unit, group or individual. It involves the establishment of structures,

processes and systems designed along the universal behavioural laws so as to provide support for the goals. A measure of the success of any performance management system, as Gilbert (1996) postulates, is that employees develop excellence when they perform their work. Gilbert (1996) notes that the skills inherent in this habit may be applied across various settings for work habits and effective problem solving. Taylor and Group (2009) shed light on motivational factors that they believe should be interwoven into the performance management system. They suggest that the process and behavioural analysis must not be underestimated.

2.4   The role of performance management in the public domain

Micheli and Kennerley (2005:125), in Nunn et al. (2009:17), view the public sector and private sector as distinctly different. Osborne and Gabler (1992), in Nunn et al. (2009: 171), explain that performance management can often be seen as a vehicle to obtain reformation.

2.5   Problems using the performance management system

Nunn et al. (2009:15) highlight the most important problems with a performance management system.

a) Poor use of information

Hatry (2002) states that the information is often not used for management's decision-making; when it is used, it is utilised in a confused manner. In this regard, Nunn et al. (2009:16) posits that it is inappropriately used in policymaking.

b) Joint targets and measures

Nunn et al. (2009:16) and Mackey (2008:7) point out that it is a challenge to develop targets for more than one organisation.

c) Balance and Breadth

The major pitfall of any performance management system is most probably, according to Neely et al. (1997:1113-1135), the lack of forethought of how an indicator might alter behaviour. According to Nunn et al. (2009:16), one must take account of the design, range, definitions, and methods of calculation as well as the levels of targets.

d) Negative Externalities

Grubb (2004:363) says there must be a relationship between supply and demand. This means that performance indicators and targets may produce a supply of services that is in excess of what is required, with no additional benefits.

e) Costs

It is Bonckaert and Peter's (2002) view that the cost of performance management systems is opaque and not frequently mentioned. Long term benefits are not easily quantifiable.

f) Perverse Incentives

"Creaming" and "Parking" are terms mentioned when the performance measurements linked to a particular incentive are for "easy wins". Bonckaert and Peters (2002), as well as Grizzle (2002), argue that performance management systems do not generate the appropriate behaviour as a result of incentive structures.

2.6   Performance management methodologies

When venturing onto the subject of performance management, one must appreciate the most important methodologies prevailing in the public sphere i.e. European Foundation for Quality Excellence Model, Public Service Excellence Model, Best Value Type Models, Three E's: Economy, Effectiveness and Efficiency, The Satellite Model of Organisational Performance Management, Systems Model of Performance Management and, finally, the BSC (Ketel and Van Der Molen, 2008:65).

Ketel and Van Der Molen (2008:65) conducted an interesting study and overview of the best practices of performance management systems in South Africa. They observed that the goals of performance management systems are to improve a municipality's performance. It does this by actuating pressures, at certain levels in the organisation, in order to stimulate and cultivate shared learning and best practices. The writers further postulate that accountability is generally promoted; municipalities are guided in their capacity building programmes and meaningful measures are developed with performance management systems.

2.6.1 European Foundation for Quality Excellence Model (EFQM)

According to Ketel and Van Der Molen (2008:69), the European Foundation for Quality Excellence Model (EFQM) assesses the strengths and opportunities for improvement throughout the organisation. It is comprised of nine sets of criteria, five

of which are "enablers" and the rest are "results". The writers quote the PMMI Project (2004:3) as they claim that the five enablers of excellence are processes, strategy and policy, people, partnerships, as well as resources and leadership. When an organisation applies the "results", the corresponding outcomes shall be evident in people, customers, society and then finally performance. Ketel and Van Der Molen (2008:69) maintain that when a municipality obtains key results it is an indication of progress toward that entity's objectives and aims; this is often reflected in an annual report. What helps to provide structure and definition to assessments are the nine criteria that are disaggregated into small parts. Ketel and Van Der Molen (2008:69) continue that a score is given to the criteria and weighed. Although this is unnecessary, it does occasionally help in offering a picture of progress over a certain period. They alluded to EFQM as an improvement framework and holistic organisational development tool used in both small and large sections of any particular entity. The writers further remark that the model is complicated and detailed, and thus place enormous demands on a municipality. This could be a definitive factor as to why so few South African organisations utilise it. In addition, it is solely used in organisational performance management and not individual performance management systems. Jantjies (2008:20) quotes Armstrong and Barron (2005:118) who argue that managers have a tendency to fix their focus on problem analysis rather than working towards tangible solutions. This is a model chiefly designed for Great Britain.

2.6.2 Public Service Excellence Model (PSEM)

Ketel and Van Der Molen (2008:70) explain that the Public Service Excellence Model (PSEM) is an organisational framework that entails using a diagnostic tool for assessing opportunities for improvement and areas of strength for an organisation. They quote the PMMI Project (2004:21) and draw a distinction between the EFQM and PSEM. The latter was a response by Public Futures consultancy in addressing what they perceived as the shortcomings of the former. Jantjies (2008:17) joined the discussion and claimed that the PSEM is a more holistic model for Public Service. The writer divides the key components of this model into enablers, organisational results and programme results. According to Jantjies (2008:18), strategic enablers are the value that policies, cooperative governance, strategic management and leadership offer public sector success. Operational enablers are effective resource utilisation, processes and people. In organisational results, internal results relate to

what is apparent within the organisation and external results refer to reports, outputs and satisfaction which can be seen by outside stakeholders. The writer concludes that regular assessments ought to be conducted to determine whether programmes attain satisfactory results.

Although the EFQM and PSEM appear similar, with both characterised by enablers and results, the PSEM embraces much larger projects and subjects than the EFQM (Ketel and Van Der Molen, 2008:70). Entities employ 14 categories and 83 detailed criteria to conduct a self-assessment. The strength of this, according to Ketel and Van Der Molen (2008:70), lies in its comprehensive and systematic overview of the status of the organisation; this overview assesses the organisation's strengths, opportunities for improvement and its reliance on evidence for achievement in order to determine how the new changes affect the department. Ketel and Van Der Molen (2008:70) hold that this model also fails to draw significant interest from South African municipalities, because it is too cumbersome and complicated to use.

2.6.3 Best value type models

Jupmet and Simek (2001), in Ketel and Van Der Molen (2008:71), argue that the Best Value Type Model is based on the assumption that respecting a variety of values is used to measure the effectiveness of a result, but that these values are often at tension with one another, like quality and quantity. Ketel and Van Der Molen (2008:71) propose that there must first be an agreement regarding values, indicators must be set, baseline assessments and benchmarks determined, targets set and results measured. The model is not prescriptive and organisations have a choice of values and indicators. It facilitates community inputs and is highly adaptive. Inherent in the design, remark Ketel and Van Der Molen (2008:71), is the recognition that when a municipality wants to assess whether their performance is effective it often involves a mix of different values. The model also resonates at the grassroots level, promotes continuous improvement and has particular relevance for local government. However, Ketel and Van Der Molen (2008:71) indicate that no South African municipality has used this approach because it offers too restrictive a legislative framework for a performance management system. A drawback which they cite is that it has "soft" indicators which are not realistic for the South African context.

2.6.4 Three E's: Economy, Efficiency and Effectiveness

Jantjies (2008:21), who quotes Van Der Walt (2004:18), contends that Effectiveness, Efficiency and Economy are interdependent dimensions that can be used to determine success. The writer defines the three dimensions as

a) Economy: Cost of inputs to produce outputs,

b) Efficiency: Cost of input per unit to output; and

c) Effectiveness: The manner in which outputs are linked to objectives.

2.6.5 South African Excellence Model

Van Der Walt (2004:184-185) states that the South African Excellence Model is a generic plan that predicts cause and effect. It was developed by Burke and Litwin (1989) for all sectors.

2.6.6 The Satellite Model of Organisational Performance

Hersey and Blanchard (1996:403) mention that the Satellite model of organisational performance comprises of the integration of performance, knowledge, non-human resources, strategic positioning, human resources and structure.

2.6.7 Systems Model of Performance Management

Spangberg (1994:38) argues that the Systems Model of Performance Management entails inputs, processes, linkages and outputs. The writer continues by stating that management is a total systems approach and that linkages in the system will either bring desirable or undesirable results.

2.6.8 Balance scorecard performance management system

Ketel and Van Der Molen (2008:68) explain the BSC and its origins. They quote Kaplan and Norton's (1996:7) four perspectives as further described elsewhere in this study. Importantly, they remark that the model is, in their opinion, one of the most popular amongst South African municipalities and that it is employed and utilised by both Municipalities and Metros (Ketel and Van Der Molen, 2008:69). Its key advantages over other performance management systems are its simplistic design and pragmatism. The BSC performance management system can be used as both an individual performance management system and an organisational performance management system. Louw (2006:38) ponders the views of Halamachi (2005), Adsit,

London, Crow and Jones (1996) Dence (In Holloway, Lewis; Mallory, 1995: 133) and Armstrong and Baron (1998:118) who praise the four elements (Financial, Customer, Internal and Learning) as excellent tools for global integration. This study will focus on the BSC performance management methodology. However, prior to delving further into the BSC method, it is worth noting what Ketel and Van Der Molen (2008) remark about communicating with staff.

A critical matter that cannot be overemphasised, according to Ketel and Van Der Molen (2008:79), is that during the implementation of any performance management system, staff must be meaningfully engaged. Personnel should be able to differentiate between individual and organisational performance management. Interestingly, the writers identify the following as imperative in this regard: the communication of roles and responsibilities of stakeholders in the performance management system; change management to allay resistance; and the training of role-players (Ketel & Van Der Molen, 2008:80). Hence, this study concentrates on the importance of communicating the BSC performance management within the organisation as a key component of its consequent success.

2.6.8.1 Perspectives of the Balance Scorecard

Candle (2008:1) explains that, in their research on the subject, Kaplan and Norton (1992) advocated for the BSC as a management system for organisations to manage their performance strategy. The writer expounds that the scorecard approach was meant to (1) clarify and translate the vision and strategy; (2) communicate and link strategic objectives and measures; (3) plan, set targets and align strategic initiatives; and (4) enhance strategic feedback and learning. Candle (2008:1) highlights the four major categories or perspectives of the BSC as follows:

a) The Financial: Asks, how should the organisation appear to shareholders so that the organisation can succeed? This perspective indicates that if the department is improving the bottom line, measuring items such as profitability and shareholder value will reflect such improvement. Financial objectives reflect the economic consequences of actions already taken in other perspectives.

b) Customer: Asks, how should the organisation appear to customers in order to achieve its vision? Customer objectives identify customer and market segments where business would compete and what performances would be expected for

these targeted segments. The scorecard focuses on customer concerns, primarily in these four categories: time, quality, performance as well as service and cost.

c) Internal Business: Asks, what business processes should the organisation excel at to satisfy its shareholders and customers? This perspective measures the internal business processes, core competencies and technologies that would satisfy customer needs.

d) Innovation and Learning: Asks, how would the organisation sustain its ability to change and improve in order to achieve its vision? This perspective identifies the necessary organisational infrastructure to support its objectives. This perspective measures the organisation's ability to innovate, improve and learn.

Academics, like Candle (2008:2), explain that the BSC evolved from a set of measurement techniques to a management strategy. They further argue that the strategy would typically follow these principles: (1) Translate and communicate strategy to operational terms; (2) align the organisation's strategy; (3) make strategy everyone's business; (4) make strategy a continual process; and (5) mobilize change through leadership.

Olve, Roy and Wetter (1999:199), when describing Kaplan and Norton's approach, state that success lies in crafting and elucidating the cause-and-effect relationships across the aforementioned perspectives. This implies the establishment of harmony and balance between the different measures of performance drivers and results, communication strategy and processes, as well as the systems necessary for implementation.

Perhaps no other writers have attempted to draw from literature to construct a working definition of the BSC like Lawrie and Cobbolt (2004:1). According to Lawrie and Cobbolt (2004:1) Kaplan and Norton failed to present a concise definition of the BSC.

Ikavalko and Aaltonen (2001:2) wanted to understand how strategies were communicated and mainstreamed to everyday organisational life. They especially focused on the role and views of middle management. A qualitative study was conducted on 12 organisations, both private and public. These ranged from telecommunications, government and finances, to insurance; all with a staff

complement of 100-500. It is noted that their study cited communication as one of the biggest problems that often leads to misunderstandings (Ikavalko & Aaltonen, 2001:14). Information is often assumed and strategy is incorrectly understood; this invariably leads to a discontinued flow of information at certain levels (Ikavalko & Aaltonen, 2001:15).

Chen and Jones (2009) observe, notwithstanding the success of the BSC, that ineffective communication is continuously cited by Kaplan and Norton as an extremely threatening impediment. Without a comprehensive communication drive that underpins the BSC, Lyons and Gumbus (2004) are of the opinion that employees will not accept the new strategy. Other studies measuring employee perceptions are ambivalent on the "balance" approach of staff evaluation (Lipe and Salterio, 2000:283, Roberts, Albright & Hibberts, 2004).

In their survey of Master of Business Administration (MBA) students across various organisations, Chen and Jones (2009) resolved that the weak acceptance of the BSC by employees is mainly a result of insufficient communication. It is true that BSC organisations progressed further than non-BSC organisations in respect of continuous improvement and strategy alignment. However, Chen and Jones (2009) hold that they may not necessarily generate motivation and can also fail to unambiguously elucidate objectives. These researchers are of the opinion that BSC employees may not be any more motivated than employees from organisations that employ traditional performance management systems.

The BSC has been used in a significant number of institutions. In this light, it is interesting to see that the BSC has even been applied to very technical fields such as information technology (Bensberg, 2003).

At California State University, San Bernardino's Facility Services used it as an instrument of change at this tertiary institution (Gentry, 2003:iv). Notably, the institution used the BSC model in synthesis with organisational change tools such as APPA's strategic assessment model. This is the international association which provides leadership in educational facilities through research, publications, professional development, and credentialing (formerly known as the Association of Physical Plant Administrators). Gentry (2003: v) premises the recommendations of

his Master's study on the necessity of a broader performance measurement framework. The writer highlights the need for BSC communication throughout the department and the benefits that a performance management perspective can have on an organisation (Gentry, 2003: v).

The BSC was applied to a case study on small to medium sized farms in New Zealand. It emerged from the study that the BSC is particularly useful in strategic management processes where the farmers already had business plans in operation. In this case, the BSC was used to test the degree of balance between the goals already identified. In addition, it was employed to critique the control measures in place and determine causality between strategic and operational levels. The identification of cause and effect linkages allowed significant improvements, and achieved superior performances, for these small farmers. The criticism in this study, by Shadbolt, Beeby, Brier and Gardner (2003), stressed that goals which are too rigid could stifle organisations. This dilemma, according to Creelman (n.d), can be bridged by defining priorities broadly in order to allow the sub-unit a level of creative goal settings; this was part of Creelman's work on the importance of culture in BSC. Creelman (n.d:13), in interviewing Ray Bell of British Telecommunications, noted that the absence of leadership in the BSC performance management model is diabolical. The writer reckons that culture plays a critical role in ensuring the stability of the communication loop in performance reporting systems.

Nayeri, Mashhadi and Mohajeri (2008:332-337) studied the use of the BSC in the strategic analysis phase of strategic planning. The researchers analysed higher education institutions in Iran and advanced the notion that the BSC is well suited to be used alongside strategic management approaches to enrich business processes. Their study of the effects of the responsibility and causal chain focus of the BSC as a strategy-evaluation tool provided several interesting results. Tayler (2007:28) advanced the linkage between strategic management and the BSC even further. In his study, it was reported that managers used the BSC data to evaluate the success of a strategic initiative they were involved in selecting; these managers perceived of the strategy as more successful than did those who were not involved.

A study conducted at Canadian Life, by Richardson, Hendricks, Menor and Wiedman (2004), highlighted the need to implement the BSC at all levels of the organisation in

order to maximise organisational alignment and execution. According to Richardson *et al.* (2004), the Canadian organisations understand that in support of the implementation of the BSC, the successful BSC organisation normally views the communication, education and marketing of the BSC as important. These researchers used almost every type of communication method available from large meetings and mass distribution of emails to face-to-face discussions (Richardson *et al.,* 2004:9).

Mikalsen (n.d:6) synthesised the popular competitive theory of Michael Porter and the BSC in Seagull AS. Seagull AS, an organisation that delivers computer based training on-board ships, noticed that Porter's Theory outlines the basic strategies for companies to gain competitive advantages by managing five competitive forces with two fundamental strategies. Cost Leadership and Differentiation do not provide specific actions to implement these strategies but, by the analysis offered in the Seagull AS scenario, the BSC does (Mikalsen, nd: 6).

Skymark (2009) holds that the BSC is similar to *Hoshin* Planning, or *Hoshin Kanri*, which is the Japanese planning system widely used in Japanese Companies. Both of these systems seek a breakthrough by integrating targets at all levels. *Hoshin* Planning, however, seems to have a built-in "give and take" system whilst the BSC seems to be more of a one way street.

Khan (2006) used a case study approach to survey the implementation of the BSC in Manpower Australia. Reportedly, in addition to monthly intranet communication, road-shows and education workshops were conducted throughout the department. The intention was to impress upon staff the rationale of the BSC but partial focus was given to branch managers who were responsible for achieving targets (Khan, 2006:16). Using strategy maps helped the organisation in its efforts to stimulate staff interest in the BSC.

The crisis in financial institutions and resultant economic failure in the United States during 2008 has raised issues of whether the use of the BSC could help avoid such disasters (Kaplan, 2008). This question is answered in that Kaplan (2008) posits that this is precisely where the BSC helps to mitigate risks. The financial perspective is a natural location for the risk management objective and measures that risk

management features both in private and government sectors. No other strategic document has precipitated and highlighted the prominence of risk management in South Africa as has the King Report (King Report 1, 2 and 3). Kaplan (2008) postulates, however, that risk management ought to transcend the traditional regulatory and compliance function to a more strategic focus that fits aptly into the BSC. They propose that organisations build a category called "strategic expenditures" into their financial perspective to supplement traditional capital and operational expenditures (Kaplan & Norton, 2008). It is noted that this is particularly useful in the current milieu of economic slowdowns.

2.6.8.2 Definition of balance scorecard

Lawrie and Cobbolt (2004:1) developed a working definition of the BSC which, in their opinion, previous writers failed to develop. For them, these distinguishable attributes are inherent in its design:

a) The BSC contains both non-financial and financial measures;

b) Never more than either 20-25 or 15-20 measures;

c) Clustering or convergence of these measures into four perspectives, namely, innovation and learning; internal process; customer and financial;

d) The measures are designed to measure strategic goals often with one or more measures to each goal; and

e) Senior management must be able to endorse these measures because they have privileged access to them; their support is critically important and they are also asked to authorize any strategic communication that may flow from the BSC (Lawrie and Cobbolt, 2004:2).

2.6.8.3 Key obstacles to the implementation of the balance scorecard

Mollerman (2007:4) quotes Kaplan and Norton (2001) Schneiderman (1999) and Anderson *et al.* (2001) in cautioning that one of the key obstacles to the effectiveness of the BSC is that it must be shared with every member of the organisation. The writer says that if there is no deployment system that breaks high level goals down to the sub-processes level, where actual improvement resides, then significant process improvements throughout the organisation fail to generate bottom line results.

The BSC performance management model can be employed as a tool to enhance shareholder value for the South African context (Rousseua, 2004:3). Rousseua

(2004:3) observed that the BSC is used in the internal auditing environment on a voluntary basis. This is slightly different than what the King Report of 2002 advocates. Most companies, if they apply and implement the BSC model correctly and not on a voluntary basis, will derive tremendous success (King Report, 2002: 5).

Lee and Ko (2000:68), quoting McAdam and O'Niel (1999), critique the BSC by comparing it to the Total Quality Management (TQM) framework. The authors realised that the BSC outlines four perspectives (financial, internal processes, customers as well as learning and growth) as key elements of organisational strategy but does not in itself constitute a strategy. It measures performance. Lee and Ko (2000: 68) maintain that the first step in starting the BSC is to clarify the vision and strategy. Lee and Ko (2000:68) recommend that organisations utilise the SWOT analysis and Sun Tzu's *The Art of War* in their attempt to assist organisations to develop a strategy which is widely used amongst corporate businesses.

2.6.8.4   Evaluation of the balance scorecard

Interestingly, Lawrie and Cobbolt (2004:2) recognise that the BSC evolved from this original definition and they observed what they coined a 2nd generation of the BSC.
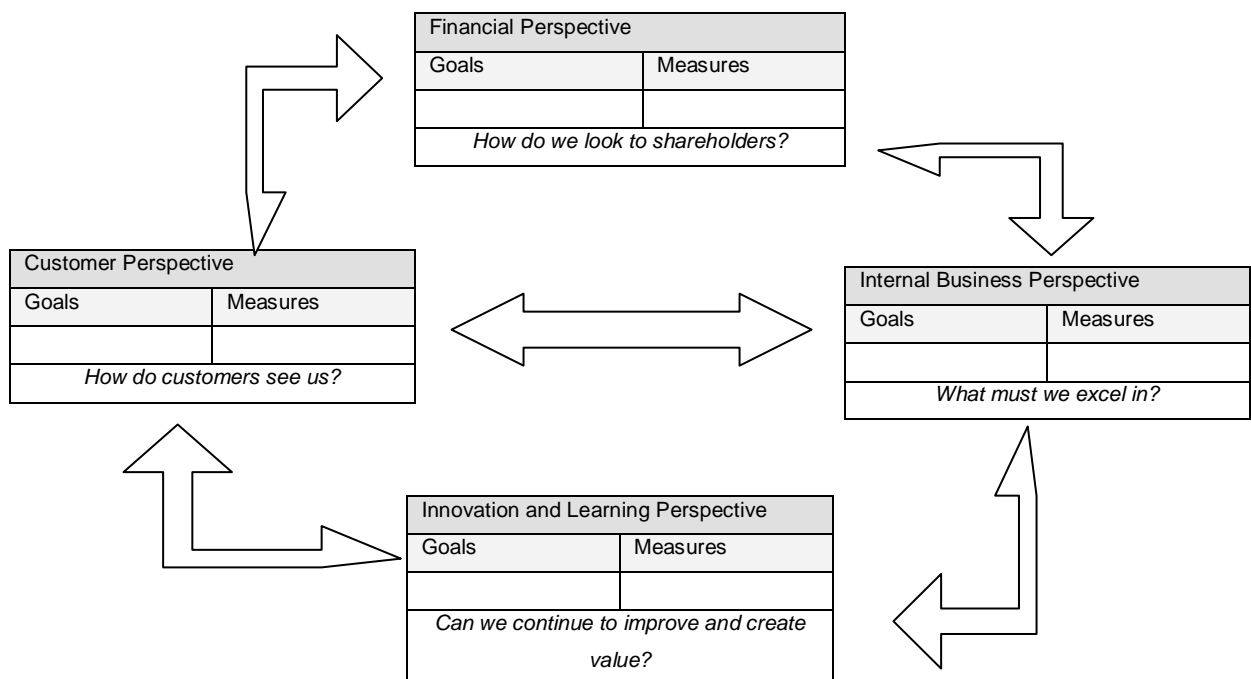
Figure 2.1 depicts the 1st generation of the balance scorecard: Kaplan and Norton (1992)

2nd Generation of the balance scorecard

According to Lawrie and Cobbolt (2004:3), the innovation of mapping a strategic objective to perspectives and measures was important because it negates the attitudinal application of measures. The writers argue that it helps to filter and justify measures against each other. Another motivation was causality which ultimately leads to strategic mapping.

3rd Generation of the balance scorecard

Lawrie and Cobbolt (2004:7) argue that the two most important improvements to the BSC from its 2nd generation to 3rd generation are destination statements. Destination statements are a description of what the ideal situation would be for the organisation. The destination statement that Lawrie and Cobbolt (2004:7) hold is further sub-divided into descriptive statistics. During the simplification of the BSC, the financial and customer perspectives were compressed to a single outcome, while learning and internal processes were categorised as activities.

2.6.8.5 Types of balance scorecard

Speckbacker, Bischoff and Pfeiffer (2003:361) found, in their research of German companies, that the BSC can be delineated into three types:

a) Type 1: A specific multidimensional framework for strategic performance measurement that combines financial and non-financial strategic measures.

b) Type 2: A type i BSC that additionally describes strategy by using a cause-and-effect relationship.

c) Type 3: A type ii BSC that also implements strategy by defining objectives, action plans, results and connecting incentives.

In their analysis, only 50% of the companies appear to work with Type i; 21% with Type ii and 29% with Type iii. They asserted that only Type iii organisations optimally benefit from the BSC as a performance management system.

2.6.8.6 Benefits of the balance scorecard

Gentry (2003:12) provide a brief discussion of the benefits of the BSC at California University. Gentry hold that it lends itself to increased accountability in relation to the department's objectives and goals. In continuing, Gentry advances the argument that there are strong links between the broader organisational strategy and performance management. Staff can usually identify cause-and-effect, which implies that they

understand how their jobs relate to the overall vision and mission of the department (Gentry, 2003:21). In Gentry's (2003:21) opinion, the four categories are easy to understand and management is easy to monitor.

2.6.8.7   Limitations of the balance scorecard

According to Gentry (2003:27), the BSC has certain drawbacks. Its detractors view the BSC as simplistic and claim that it fails to deal with issues of leadership and strategic planning in a tertiary environment. The writer notes a system such as the Malcolm Baldridge National Quality Award which uses an expansive scope of seven categories for environments like corporate business: (a) leadership, (b) strategic planning, (c) markets, (d) measurement, analysis and knowledge management, (e) human resources, (f) process management, and (g) business results (Baldridge National Quality Program; Criteria for Performance Excellence, 2003). Gentry (2003:28) continue by stating that there are several public managers who think that implementing the BSC in a utopian world would be too much effort and too overpowering. Gentry (2003:28) maintains that measures such as lead indicators and log indicators are extremely complicated.

Kenny (2003) states that the BSC fails because the four categories are peculiar. Creativity and knowledge acquirement must be included into the internal processes perspective, while stakeholders must replace the customer. Kenny (2003) regards the framework as totally arbitrary and posits that particular measures are often overlooked. Gentry (2003:29) supports this argument by highlighting that an organisation must be focused and not balanced.

It is Gentry's (2003:31) view that top management buy-in cannot be over-emphasised. The writer maintains that change can occur from the bottom up but empirical evidence suggests that change is more expeditious and precipitous if derived from top management. Gentry (2003:31), however, assert that support for the BSC does not necessarily signal agreement with the concepts of methods. He proposes that the performance management system must be inculcated into the heart of every strata of the department. Strategy must be imbued and pervasive in the organisation (Gentry, 2003:31).

2.6.8.8   Key recommendations for successful implementation of the balance scorecard

a) Gentry (2003:65) hold that the organisation must concretise how the performance management system works because changes which occur in the measurements will make comparisons difficult. For that matter, the ethics, meaning and accuracy of statistics could also be questioned.

b) Gentry (2003:65) realised that staff rally behind management when the BSC performance management system has been communicated to middle management. In this regard, it was found that customer service improved.

c) Gentry (2003:66) conducted an employee climate survey where the results prove that staff initially thought outcomes were solely the domain of management and failed to link their own actions to outcomes. It was wholly advantageous for staff, especially middle management, to know the link between their behaviours and their work with customers, the organisation and their own department.

d) According to Gentry (2003:72), certain pragmatic steps could be taken by senior management, as an example, to disseminate a BSC report periodically; this could include a cover communiqué explaining performance management and how their department is performing. Gentry (2003:72) recommend that supervisors meet with staff regularly to discuss the BSC. The writer ardently supports the notion that communicating the BSC can be a challenging, creative and satisfactory activity which actively engages staff with a view to invoking serious contributions from them; these could make a significant impact on the department and organisation's outcomes.

e) Gentry (2003:73) advocate's that staff reviews are conducted on the BSC templates. Gentry concentrates specifically on how staff training could be utilised to *"foster a learning environment"*.

f) Finally, Gentry (2003:74) advances the notion of incorporating the BSC into the very culture of the department. It hopes to promote a culture that values employee involvement across all strata and classes of employees within the department, together with the very dedicated involvement of quality improvement teams.

2.6.8.9   Critical support activities for the balance scorecard

Papalexandris *et al.* (2004:214) identified, in their study of the BSC, that little attention has been given to what they consider "support activities". Although largely neglected, these writers regard support activities as equally critical for the successful implementation of the BSC. The following graph describes the six project phases and two activity groups with which the BSC can be implemented (adapted from Papalexandris *et al.*, 2004:215).
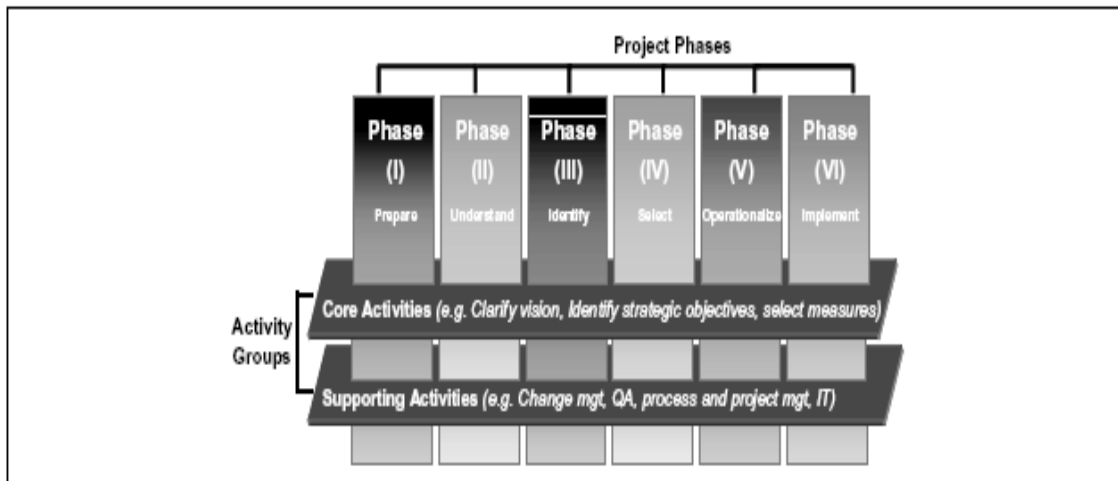
Figure 2.2 Balance scorecard project implementation approach depicting the support activities within the balance scorecard system
(Adapted from Papalexandris *et al.*, 2004:215)

Papalexandris et al. (2004:216) argue that the core activities are the four traditional perspectives postulated by Kaplan and Norton. The crux of their study advances support activities i.e. change management, risk management, quality assurance, information technology, project management, process management, the BSC and communication. Communication will receive the most attention in this brief exposition of these support activities.

a. Change Management

Inherent in its design is that the BSC is a new management approach and will intrinsically confront change, both public and private, in the organisation (Papalexandris *et al.*, 2004:216). Papalexandris *et al.* (2004:216) maintain that they found instances where the BSC has especially been met with resistance from middle managers due to the transparent nature of the BSC. The writers further mention that the performance management system needs maintenance and staff buy-in. Papalexandris *et al.* (2004:12) quote Scott-Moron (1991) and Prastacos *et al.* (2002)

who claim that the BSC must take cognisance of strategy, structure, process and human resource management for implementing change management initiatives. According to Neely, Mills, Gregory, Richards, Platts and Bourne (1996), in Papalexandris *et al.* (2004), the idea is to minimise staff resistance to change by offering staff an understanding of the rationale for the BSC; they are thus likely to be motivated and participate in designing and implementing the new performance management system.

b. Risk Management

Papalexandris *et al.* (2004:216) postulate that risk management is important with regards to both risk assessment and risk control. Their study proposes that risk assessment should be conducted at the commencement of the BSC implementation. This process typically speaks to identifying possible risks and uncertainties, whilst analysing, prioritising, and planning for contingency as well as mitigation management. Risk control, according to Papalexandris *et al.* (2004:216), is a continuous activity which entails measuring and controlling the progress of the BSC in order to identify risks prior to them evolving into problems.

c. Quality Assurance

Papalexandris *et al.* (2004:217) are dealing with the fitness (efficiency and effectiveness) of the BSC as valid and reliable. They therefore recommend that the BSC should entail the review, amendment and approval of the end-product of the BSC team. In addition, the idea of a review quality assurance team will strengthen the quality improvement process.

d. Information Technology

According to Papalexandris *et al.* (2004:217), the BSC is very data intensive; organisations might consider implementing the appropriate information technology (IT) systems based on its need, capacity and resource constraints. The writers state that IT should be elevated above a newer automatic system, and a strategic enabler should be implemented to use the BSC more efficiently. It can also serve as a controlling and coordinating mechanism. Therefore, Papalexandris *et al.* (2004:217) recommend that IT planning commences from the outset of BSC planning in order to build factors such as budget, time and process dynamics into the IT infrastructure. Papalexandris *et al.* (2004:217) propose an assessment of existing technology, terms

of reference for requirements, selection-procurement-customisation and interfacing with existing systems and the pilot testing of the system. According to Leen (2008:ii), the challenge with introducing an electronic based scorecard for measuring performance is that it does not necessarily lead to improved alignment since it is also imperative that data is updated regularly, in order to effectively communicate performance throughout the organisation. Electronic communication was considered critical to lecturers for the effective implementation of the BSC at Malaya University in Kuala Lampur (Leen, 2008:ii).

e. Project management, process management and the balance scorecard

Papalexandris *et al.* (2004:217) indicate that the BSC is often implemented with a project management approach. The crafting of the strategy map requires the collective involvement of diverse strata of employees throughout the organisation. The writers explain that the project management approach becomes a vital dimension of BSC implementation to ensure that performance is timely, accurate and within financial resources. In the writer's summation, empirical studies prove that the BSC deviates inordinately from budget, time and cost. Papalexandris *et al.* (2004:217) discuss Frame's (2002) project and process management framework that is typically comprised of scheduling, budgeting and resource allocations. It further contains all aspects such as the initial planning, execution, control and completion of the project. Finally, Papalexandris *et al.* (2004:217) maintain that management must monitor performance management systems, assess performance management systems, refine the process and ensure that it is aligned with the relevant organisational needs.

f. Communication

Kaplan (2000:1) states that employees must have a firm understanding of how their activities and attitudes contribute to the overall success of the organisation. The three distinct processes which organisations can implement to entice employee commitment are: (a) communication and education programs, (b) team and individual objectives linked to strategy, and (c) incentives and reward systems. Kaplan and Norton (2006) later developed a communication tool for translating the BSC throughout the organisation; this is discussed in the ensuing chapter which explores the theory around communication.

2.7   LESSONS FROM POLICE SECTORS GLOBALLY

Since the organisation under study is a local government police department, it was thought prudent to investigate whether research has been undertaken in performance management, particularly in relation to the implementation of BSC performance management systems in policing agencies, from an international perspective.

2.7.1   United States of America

Ken (2007) argues that the BSC performance management system offers a wider focus to police accountability beyond the traditional confines of police brutality and ethics. Transparency of policing agencies is a principle that is not only increasingly demanded from American policing agencies of this milieu but indeed throughout the world; the BSC lends itself to this openness, as espoused by Kaplan and Norton.

2.7.2   Canada

Chan (2004:207) quotes Silk (1998) who mentions that West Mercia Constabulary introduced their BSC performance management system in May 1997. The writer observed that they integrated the BSC throughout the organisation and its strategic management. Several of the benefits they derived were improved performances, the provision of structure for the performance review process and improved risk management.

Chan (2004:208) conducted a study of 451 and 467 local municipalities in the United States of America and Canada, respectively, in February 2002. Interestingly, well over 40% of the respondents, mostly top executives of the municipalities, encountered the BSC performance management system. However, Chan (2004:208) noted that a mere 7.5% of the respondents successfully implemented the BSC. Moreover, America has more municipalities than Canada that implemented the BSC; their respective implementation percentages are 8.3% and 5.8%. It appears that the municipalities were not focused on outcome measures, as opposed to output. American municipalities are relatively more advanced than their Canadian counterparts. One of the major challenges that executives highlighted are organisational resistance. The factors which Chan (2004:216) holds as attributable to the success of a BSC are:

a) Executives bought into the new strategy;

b) Middle management and employee participation and staff buy-in;

c) Staff are sufficiently trained and educated in the BSC;

d) The performance management is simple and easy to understand; and

e) The availability of sufficient resources to support the system (Chan, 2004: 216).

In Canada, the Royal Canadian Mounted Police introduced their BSC in 2003, in the wake of landmark strategic changes. An assessment of employees conducting the implementation reflects positivism because they were passionate about their objectives. Employees were given training in performance management and the BSC in addition to receiving extensive consultation on these matters. Various lessons they learnt in this case study were *inter alia* that the consultation process negated changes that included discussions, and the significance of management meetings in obtaining ownership. A training and communication strategy was a non-negotiable and a website was created to highlight the importance of this strategy. In addition, performance management was to be included in cadet training (Royal Mounted Police, 2005).

2.7.3 Britain

The United Kingdom is known for leading the way, internationally, in local government policing. It is not surprising that they are also one of the leading nations to experiment with the BSC performance management system. In fact, the British Home Office (2006) went as far as producing a practical guide for performance management which is specifically designed to meet the needs of their police agencies. For them, police performance almost always enjoys significant media attention with a host of interested parties (Home Office, 2006:6). This is very different for the London metropolitan police who Blair (2008:69) mentions still use the Assessments of Policing and Community Safety (APACS) performance management framework. The assessment of policing and community safety is a new performance assessment framework which they introduced in 2008. Previously, they used the National Policing Performance Assessment Framework (NPPAF) which is a mixture of previous performance frameworks such as the Prolific and Priority offenders (PPO), the Drug Intervention Programme (DIP) into a single integrated set of indicators. The London metropolitan police (MPA/MPS, 2005:5) mention that they are utilising the NPPAF that was created to determine performance against government

priorities. They consider it an effective and fair way of strategic performance measurement of all their important objectives. Their performance indicators involve a multi-pronged approach and wide public consensus and analysis (MPA/MPS, 2005:7).

Collier, Edwards and Shaw (2004:458) conducted a study of knowledge management and policing in the United Kingdom. The writers examined what knowledge management was and its importance in terms of performance management. They noted that an emerging feature of performance management was the communication strategy adopted and the recognised change in process; as well as the shared responsibility of communication and different audiences (i.e. media, internal and external). The writers further observed the minimum impact that formal police communication systems had in contrast to the informal methods employed. The communication medium used in the organisation was thus very important in relation to its impact. This is especially true for people who work directly with the performance management system; these individuals should be provided with a comprehensive set of performance management information and not only the final recipients.

The British Home Office (2006:6) maintains that the key role of the police is the tackling of crime and ensuring that the community is safe. Significantly, for this study, the definition of performance management is borrowed from the British Home-Office because its police agencies have become synonymous with efficiency and pragmatism. They have an interesting practical definition for performance, as provided in chapter one of this thesis.

The Essex Police launched its *"Days of Action"* campaign in September 2004 with the express intention to engage their stakeholders', both internal and external, input. In this regard, they considered it important to communicate performance management with their staff (British Home-Office. Association of Police Authorities, 2006:21). It was similarly critical for their political office bearers to understand their performance management system (British Home-Office. Association of Police Authorities, 2006:54).

In Scotland, Wisrieski *et al.* (2001:1057) measured the BSC performance management system in Dumfries and Galloway Constabulary for its effectiveness.

2.7.4 Sweden

Next we move over to Swedish Law Enforcement where Carmona and Grundlund (2003:1487) remarked that the strength of the BSC for the Swedish authority lies in its balanced nature that ensures the input of staff and citizens in terms of resources.

2.7.5 Portugal

In other parts of Europe, Gomez, Mendez and Carvalho (2006) conducted an explorative study on the pre-disposition of the Portuguese police department to apply the BSC. The results were varied but in the main they found minimal enthusiasm amongst the four Portuguese police chiefs with regard to implementing the BSC, even though evidence suggests a high sensibility to the role that the BSC can play in community policing. The writers suggested that management training and communication of information will be able to bridge this gap.

2.7.6 Netherlands

Duijker (2010) explains that the BSC performance management system is afforded significant respect in Holland due to the Amsterdam-Amstelland police political environment. For Duijker, it represents a systems and orderly approach to policing; information is presented, differentiated and ordered according to categories. The Netherlands police find the BSC beneficial because it allows them to add subjective objectives. Issues like management, crime prevention and pro-activity can be included with crime figures.

2.7.7 South Africa

In South Africa, Leggett (2003) conducted research into the performance measurement utilised by the SAPS for the Institute of Security Studies (ISS). According to Leggett (2003:1), South Africa experienced "a miracle" with the smooth transition to democracy in 1994. The new government was committed to bringing about "a better life for all". The developed world cast their eyes on South Africa as they wanted to know how the country will rebuild the nation. International best practices were borrowed and subjected to massive public participation processes and, as a result, there existed a general feeling that the social problems plaguing the

region could be solved. However, the good of the people had to remain the foremost objective (Leggett, 2003:1). Leggett (2003:1) continues by noting that optimism slowly dwindled after 1999. The writer observed that even though South Africa created an excellent policy framework, people's lives simply did not improve. Importantly, Leggett (2003:1) remarks, there appeared to be a hiatus between government interventions and the services communities, especially with regard to the needs of the poorest of the poor. Leaping foreword to 2003, the situation has not significantly improved. Leggett (2003:1) notes that the Afro barometer (Media Briefing in Cape Town on South Africa in 2002, IDASA), in a national survey, observed that 41% of the respondents still think that the current government is better than that of the apartheid regime.

Leggett (2003:1) explains that sceptics might see the aforementioned as a failure, but we are reminded that, as part of the then negotiations, most of the old regime's civil services were retained. This makes sense, but for one conundrum: The then white-led forces were dedicated to implementing a system not favourable to the new government. For these reasons, very progressive policies like the 1997 White Paper on Transforming Public Service Delivery (*Batho Pele*) were promulgated. What gave this policy greater significance was the Public Finance Management Act, No 1 of 1999, which demanded reporting on service delivery as part of the fiduciary process. Unfortunately, capacity shortages impinged on grand plans and, as a result, procedures became a stumbling block. A survey of the Public Service Commission (PSC) (2000) revealed the capacity shortage to make good on government's promises. Leggett (2003:1) muses on the reasons for the lack of service delivery and notes that it is not about resistance to change by the civil service, but the inability to effect change. The writer continues by offering reasons in terms of the lack of capacity: certain officials may be trained, others simply lack the skills and there might be financial shortcomings within the department.

According to Leggett (2003:2), the legislator will nonetheless still expect delivery. Government uses the tracking of performance indicators with clear and related goals. Leggett (2003:1), in his paper on performance management in the SAPS, notes that the department is one of the most innovative in developing performance indicators. The writer conducted exploratory research on the performance indicators that the SAPS uses; these range from response times, arrests, search and seizures, public

satisfaction, use of force, complaints, internal and system values as well as other measures.

Various strategic priorities and goals are determined for the SAPS, as outlined in the strategic plan for the period 2005-2010 (SAPS, 2010). Selected key policy instruments are:

a) The President's state of the nation address;

b) The scenario forecasted for the SAPS for the period 2005-2010;

c) Government's programme of action and the Justice Crime Prevention and Security Cluster Priorities, 2005-2010;

d) Policy developments and legislative changes;

e) The SAPS annual reports for the periods 2000/2001 to 2003/2004, including the reporting information or the measurable objectives for each financial year;

f) Information from analysing external environment to SAPS i.e. Crime information, SAPS service delivery improvement study as performed by Development Research Africa; and

g) Information for internal and support activities, Chapter 1, Part 3B of the PSR, 2001.

2.8   Chapter overview

This chapter offered a theoretical overview of performance management, various theories of performance management and, especially, the BSC system. In expounding on the BSC, various types, approaches, definitions and obstacles that hamper its effective implementation were explored. In addition, critical support activities were identified. Performance management and the relationship it has with employees, the importance of communication and the process of communication was also outlined herein. Finally, brief lessons from police sectors globally were investigated.

Chapter three of this study will offer a theoretical overview of organisational communication.

CHAPTER THREE
THEORETICAL FRAMEWORK FOR COMMUNICATION

3.1   Introduction

Communication pervades organisational activity such as performance management. Gibson (1994:572) maintains that it is the process by which things get done. He contends that employees are continually affected by the communication process. Kaplan and Norton (1996) maintain that communication is fundamental for the effective implementation of the BSC performance management system in any organisation. Hence, this researcher found it critical to devote time to understanding the foundational elements of the communication process, as relevant to any organisation.

According to Gildenhuys (1997:2), the Constitution of South Africa (Act 108 of 1996) provides in section 195 very specific values and principles governing public administration. These are worth quoting here:

"Section 195 (1) Public administration must be governed by democratic principles, values and principles enshrined in the Constitution, including amongst others the following principles:
(a) Services must be provided impartially, fairly, equitably and without bias;
(b) Peoples' needs must be responded to;
(c) Good human-resources management and career-development practices, to maximise human potential, must be cultivated;
(d) Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation.

Section 195 (2) the above principles must apply to –
(a) the administration in every sphere of government;
(b) organs of state";

Gildenhuys (1997:1) expressed that the abovementioned basic values and principles, as contained in the supreme law of the Republic of South Africa, should apply *mutatis*

mutandis to local government departments. This researcher supports the view that it should be regarded as the foundation of communication for any local government.

3.2   Definition of communication

Communication   :   Derived from Latin *Communis* meaning "common": The communicator seeks to establish commonness with a receiver. Hence, Gibson (1994:573) defines communication as the transmission of information and understanding through the use of common symbols. It may be verbal or non-verbal.

3.3   The importance of communication

Gibson (1994:573) holds that communication in an organisation is unavoidable; he insists that every manager must be a communicator. Gibson (1994:573) is of the view that problems arise when directives are misunderstood, when casual kidding in a workgroup leads to anger, or when informal remarks by a top-level manager are distorted; each of these may result in a breakdown in the process of communication.

Tang and Bennet (2007:1) mention that there has been considerable interest, theoretically, in organisational communication in the public sector and its impact on staff. These writers (Tang and Bennet, 2007) highlight the most notable themes in their work "*Organisational communication in the local authority sector: Implications for women's career progression*", a paper submitted to the Work, Employment and Society Conference, September 2007. These themes covered the insecurity and ambiguity of a manager's role in the communication process, as explored by authors such as Wajcman and Martin (2001), Dopson and Neuman (1998), Floyed and Wooldrige (1997), and Heckscher (1995). Other themes which were also considered were the intensification of work and increased work hours experienced by managers as a result of structural organisational and environmental changes reflected in the works of Worrall and Cooper (2000) and Edwards (1999). Martin (2005), as quoted by Tang and Bennet (2007:1), discussed managers' responses to communication. He suggested that organisational changes devalued the organisational assets of people.

It is this researcher's contention that this holds true for performance management as well.

Gibson (1994:573) recognises that the growing importance of communication and manager development through training are found to possess significantly higher interpersonal and problem solving abilities, thus leading to higher communication.

3.4   The communication process

Gibson (1994:573) believes that effective communication is the result of a common understanding between the communicator and the receiver. For the writer, communication is only successful if the communicator transmits his or her understanding to the receiver.

A model for communication

The most widely used model of the process of communication, writers agree, was derived from the works of Shannon, Weaver and Schram (1954). Later, Gibson (1994: 574) suggested that understanding the basic elements that this model is constructed of can aid an understanding of the communication process for organisations undergoing communication.
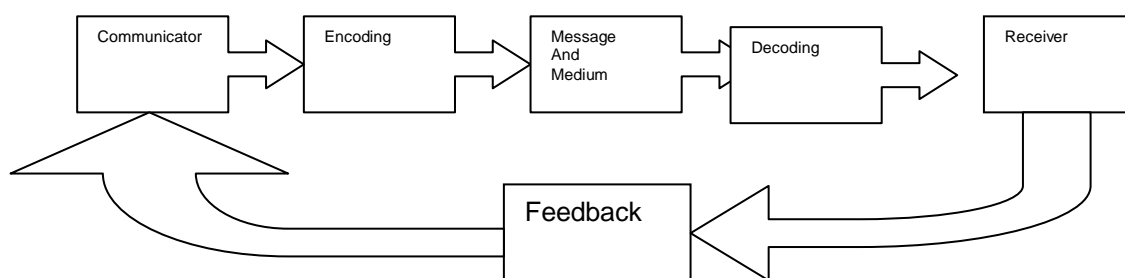
Figure 3.1: A contemporary model for Communication

(Adapted from Gibson, 1994:574)

(a) Communicator: In an organisational framework, the communicator is the employee with the ideas, intentions, information and purpose for communicating (Gibson, 1994: 574).

(b) Encoding: An encoding process must take place that translates the communicator's ideas into a systematic set of symbols – into a language

expressing the communicator's purpose. The major form of encoding is language (Gibson, 1994: 575).

(c) Message: The result of the encoding process is the message. The purpose of the communicator is expressed in the form of the message – either verbal or non-verbal (Gibson, 1994: 575).

(d) Medium: The medium is the carrier of the message; this is the means by which the message is sent. Local municipalities communicate information to employees in various ways: face-to-face, telephone, group meetings, faxes, electronic mail, policy statements, reward systems, production schedules and conferences. Gibson (1994: 575) warns that the use of the improper medium of communication on the part of municipalities can have a major impact on management performance.

(e) Decoding / Receiver: For the process of communication to be completed, the message must be decoded so that it is relevant to the receiver. Decoding involves interpretation. Gibson (1994: 576) argues that receivers interpret (decode) the message in light of their own previous experiences and frames of reference.

(f) Feedback: Two-way communication, according to Gibson (1994: 578), is the key to effective communication. A feedback loop provides a channel for receiver response that enables the communicator to determine whether the message has been received and has produced the intended response.

(g) Noise: In the framework of human communication, noise can be seen as all factors that distort the intended message. Gibson (1994: 578) claims that noise may occur in each of the elements of communication.

(h) Non-verbal messages: The information a communicator sends, that is unrelated to verbal information, is called a non-verbal message, or non-verbal communication. Gibson (1994: 579) maintains that people are unable to refrain from behaving non-verbally.

3.5   Communication within organisations

In designing a communication strategy for the organisation, when they do change management initiatives like performance management, cognisance ought to be taken of the distinct directions for communication. Gibson (1994: 580) proposes a framework in which communication should take place. As earlier indicated, this section will offer a brief explanation of each communication direction.

(a)   Downward Communication

Gibson (1994:581) says that communication which generally flows from individuals in higher levels of the hierarchy to those in lower levels is called downward communication. The most common forms of downward communication are instructions, official memos, policy statements, procedures and manuals of orders.

(b)   Upward Communication

Gibson (1994:581) holds that achieving upward communication – sending information from employees to management – is a difficult task. The writer maintains that this form of communication is the least effective.

(c)   Horizontal Communication

Modern organisations cannot function effectively without this form of communication, especially at management level. Gibson (1994:582) maintains that peer reviews are critical for coordination.

(d)   Diagonal Communication

Gibson (1994:582) maintains that this is the least of the communication components used. An example of this communication component would be a statistical analysis department which is strategically placed in the organisation.

3.6   The kind of message to convey when organisations implement new strategies such as performance management

Feldman and Shueler (1996), in their analysis of local government reform in Australia, highlight a key message regarding performance management and offer that similar change initiatives are a clear vision. They argue that nothing commits employees to dramatic change like a clear vision which is consistently espoused by management. Feldman (1996a) further recommends training and the use of skilled consultants to develop managers and key personnel as pivotal to strategic communication during change. In a later article, Feldman (1996b) impressed the importance of middle managers accepting responsibility for leading change.

3.7   Communication with employees for increased performance

Gillis (2004:1) states that *"employees are the lifeblood of an organisation"*. Employees' attitudes toward new changes, such as the performance management efforts of the organisation, are directly influenced by their participation in shaping

these new changes. This will, in turn, affect how they interact with the organisation's clients and customers, and organisational performance. Gillis further asserts that this is why communicating with employees during times of change and recognising their relationship with stakeholders is critical to an organisation's success. Lewis (2006) suggests that communication is without doubt a key component of successful change initiatives, such as performance management. He further claims that *"Communication is critical in creating and articulating vision, feedback between implementers; key decision makers make constructive use of resistances and promote responses".*

Lewis (2006), during a survey on employee perceptions of effective communication, strongly criticised contemporary change management theory writers. Lewis (2006) holds that whilst academics don't acknowledge the importance of communication with employees in the change management process, they fail to provide clear guidance on how to do so. Instead, they provide a rather generalised description of communication. The writer continues to distinguish between employees and implementers.

Implementers : *Enjoy the benefits of a clear managerial picture of goals of change, plans for implementation and have a sense of how the process is developing.*

Employees : *Are further from the hierarchy of decision makers and less likely to have personal knowledge of changes, formal goals and progress. They rely on supervisors, managers, co-workers and implementers for information.*

3.8   Barriers to effective communication

According to Abdin (2008), it is important, in developing any strategy such as performance management, to take cognisance of the barriers that seek to inhibit communication during these processes. Here follows selected barriers encountered during the communication process, as Abdin (2008) espouses:

(a) Misunderstandings

Not being open-minded or judging solely from one's own perspective. The communication is then ineffective (Abdin, 2008).

(b) Polarisation

This refers to the tendency to look at the world and to describe it in terms of extremities – good or bad, positive or negative, healthy or risky, rich or poor, etc. (Abdin, 2008).

(c) Intentional orientation

Abdin (2008) claims that 'intentional orientation' refers to the tendency to view people, objects and events in terms of the ways in which they are talked about or levelled rather than in terms of the way in which they actually exist and operate. Extensional – is the tendency to look first at the actual people, objects, and events. It is the tendency to be guided by what we see happening rather than by the label used for what is happening.

(d) Fact inference confusion

Abdin (2008) says we can make statements about the world that we observe, and we can make statements about what we have observed. In form or structure these statements are similar and could not be distinguished from each other by any Grammatik analysis.

(e) Allness

 Abdin (2008) holds that the world is infinitely complex and, because of this, we can never say all there is to say about anything. The writer thinks this is particularly true in dealing with people. Abdin (2008) considers that people may think they know all there is to know about a person or about what they did, yet they clearly do not know it all. The writer thinks people can never know all the reasons they themselves perform in a certain way, yet they often think they know.

(f) Static evaluation

Abdin (2008) thinks this is best explained if one writes a statement that makes no reference to time. In this sense, people are not able to tell whether the statement refers to a past, present or future event.

(g) Indiscrimination

According to Abdin (2008), nature seems to abhor sameness, at least as much as vacuums, for nowhere in the universe can one find identity.

(h) Taking one side

If the sender and the receiver will not open up to each other then, as Abdin (2008) claims, the communication will not be effective.

3.9   Dimensions of effective organisational communication

Now that we understand which barriers can inhibit effective communication; one then needs to identify what defines effective organisational communication? Here we turn to the Zip survey (2008) which adds to Abdin's theory and further suggests that organisational communication contains eight dimensions.

(a) Communication flow: This deals with whether communication effectively flows in and around the organisation. This generally refers to downward, upward and horizontal communication (Zip survey, 2008:1).

(b) Coordination / Knowledge sharing: Zip survey (2008:1) argues that this is the extent to which important information is disseminated by management, employees, units, sections and departments.

(c) Communication barriers: Zip survey (2008:1) holds that, where the effective flow of communication is prevented within any aspect of the work environment, it creates barriers.

(d) Accuracy: Zip survey (2008:1) proposed that communication is accurate when detailed and accurate information is shared. .

(e) Reliability: Zip survey (2008:1) states that communication must be reliable and consistent.

(f) Timeliness: Zip survey (2008:1) posits that communication is effective when the shared information is received in a timely fashion.

(g) Media Effectiveness: Zip survey (2008:1) advances the notion that an organisation is effective when various media are utilised to communicate important organisational news as well as day-to-day information.

(h) Interaction frequency: Zip survey (2008:1) measures the effectiveness of communication as the extent to which employees and interested stakeholders receive communication about various topics and employ certain media to communicate on a daily basis.

3.10   Balance scorecard and communication within organisations

Kaplan (2000:1) states that employees must have a firm understanding of how their activities and attitudes contribute to the overall success of the organisation. The three distinct processes that organisations can implement to entice employee commitment are: (a) communication and education programmes, (b) team and individual objectives linked to strategy, and (c) incentives and reward systems.

In communicating the scorecard, Kaplan (2000:2) recognises that this ought to be treated as a strategic campaign that demands adequate resource allocations. The writer proposes that the creative and professional skills of the organisation should be mobilised and the communication program should typically address the following objectives:

(a) To foster an understanding of the performance management system throughout;

(b) To develop buy-in, so that employees support the organisation's strategy;

(c) To educate employees about the BSC system for implementing the strategy; and

(d) To provide feedback, via the BSC, about the strategy.

In the writer's view, most organisations use a variety of media. Amongst the media available to communicate the performance management system, Kaplan (2000:2) advances the following methods:

(a) A brochure: A brief document that describes strategic objectives, and how these will be measured, can be issued at the beginning of the strategy implementation.

(b) Monthly newsletters: The first issues of the newsletter define and describe the BSC. Subsequent issues report on the measures and feature stories about employee initiatives that are actually improving performance.

(c) Education programs: Incorporating the BSC in all educational and training programmes reinforces the message that the scorecard is a new way of doing business.

(d) Quarterly meetings: Initially, executives use the quarterly meeting to introduce the BSC. As the concept becomes established, executives use these meetings to brief employees on performance and to engage in question-and-answer discussions about the future.

(e) Company intranet: The scorecard is posted on the intranet, together with complete audio and video segments of executives describing the overall strategy and explaining objectives, measures, targets and initiatives.

Interestingly, Motorola took a pro-active and strategic approach to communicating their performance management systems. Kaplan (2000:2) explains that Motorola placed the Chief Executive Officer (CEO) as the strategic communicator. The CEO had to provide no more than 2-3 messages per year. Managers were tasked to systematically reinforce the message. They used the newsletter and websites to

communicate the relevant messages to all 14,000 employees. In addition, the website contains questions-and-answers, and a quiz, on the CEO's site. As a result, at Motorola, the CEO's site became the most widely visited site. Kaplan (2000:3) discusses the various roles of CEOs, managers and employees. Whilst it is accepted that managers are responsible for explaining the rationale, goals and status of the organisation they must also show how the initiatives relate to everyday work. The writer argues that it is conversely true that employees ought to understand the measures (Kaplan, 2000:4). Employees must instead fully understand the purpose and basis for measures that impact performance.

Understandably, organisations have privacy concerns and this is justified (Kaplan, 2000:5). Organisations often consider it a risk to share strategy scorecards with hundreds of employees because not everyone will be 100% aligned to organisational vision. In one rather extreme example, a company lawyer stopped the project team from disseminating performance management information to all employees; they feared the possible public disclosure of financial data and other projections, which would have violated securities law. Only after the organisation fortified its intranet – building two levels of access – was performance management information released. The executive leadership team could access the actual numbers on the vertical scale, for the scorecard measures; all other employees could only see the trends. Kaplan (2000:5) recommends that organisations may wish to follow this example if they have privacy concerns. It is, however, also vital that a communications plan be developed, with a mix of media and the message sustained throughout all ranks of the organisation. The results of the organisation will speak to how effective both its communications and performance management system are.

Another case study that Kaplan (2008) cites was conducted at Tesco which employed 40,000 employees and their CEO found it important to clarify their mission, values and performance management system via a communication strategy. Their communication strategy, amongst others, helped their company to stay focused on its overall company strategy. Importantly, they found that it added a dimension of community involvement to their performance management system in order to encourage employees to be excellent citizens in the communities in which they work and live. Inadvertently, Tesco's communication strategy facilitated improved relations between management and employees and helped the company to become an

engine of social mobility. This is precisely what the King 3 report advocates by holding up the banner of the triple bottom line. Moreover, an organisation has to factor in the environmental, social and wider economic impact it exerts on the immediate community in which it operates (King 3, 2009). Through the underpinnings of their unique approach to performance management, Tesco have allowed employees to become educated in the overall business of the company and this has resulted in 3,500 management positions, 27 directors, 200 store managers and 8,000 department heads - through promotion from within the organisation (Kaplan, 2008).

3.10.1 Balance scorecard and the strategy map as the primary communication medium

Kaplan (2009) describes the introduction of the strategy map as an important communication mechanism which is needed to translate the BSC throughout the organisation. The writer also explains that the strategy map is a pivotal tool within building an organisation's strategy as it makes strategy an open-ended process that shares ownership to everyone in the organisation and not only amongst top management. Kaplan mentions that the BSC evolved to a comprehensive value based management tool from the original valuation tool it was intended as. The principles along which the BSC was designed are:

(a) Translate strategy into operational terms;

(b) Align the organisation to the strategy;

(c) Make strategy everyone's business;

(d) Make strategy a continual process; and

(e) Mobilise change within the organisation.

In "*The strategy focused organisation*" by Kaplan and Norton (2001), the academics transformed their originally intended performance management system into a strategic management system. They did this by way of presenting the strategy map, which constitutes the strategic communication tool.

3.10.2 Description of a strategy map

What exactly are strategy maps then? For Kaplan (2009), it is a diagram describing how value is created by the connection of strategic objectives in an explicit cause-

and-effect relationship with the other four BSC objectives. Kaplan (2009) describes the dimensions and constitution of the strategy map as follows:

(a) Kaplan and Norton (2001) state that it is a useful tool for easy strategic communication because all the information is contained on a single page.

(b) Four easily distinguishable perspectives of the organisation are contained therein.

(c) The writer explains the cause-and-effect relationship between the objectives.

(d) The financial perspective concentrates on cost improving and expanding opportunities for lasting customer shareholder value.

3.10.3 Distinctiveness of strategy maps

The writers advance the argument that the connection of the objectives contained in the strategy map assist to describe the strategy of the organisation and communicate throughout the organisation whether from executives to lower ranking employees. They hold that there is now alignment in the strategy for a higher degree of success. Most authors on management or strategy implementation will agree that it is almost always at the implementation level that strategies fail (Kaplan & Norton, 2009). The following figure reveals a generic balanced scorecard strategy map, as developed by Kaplan and Norton (2001:96).
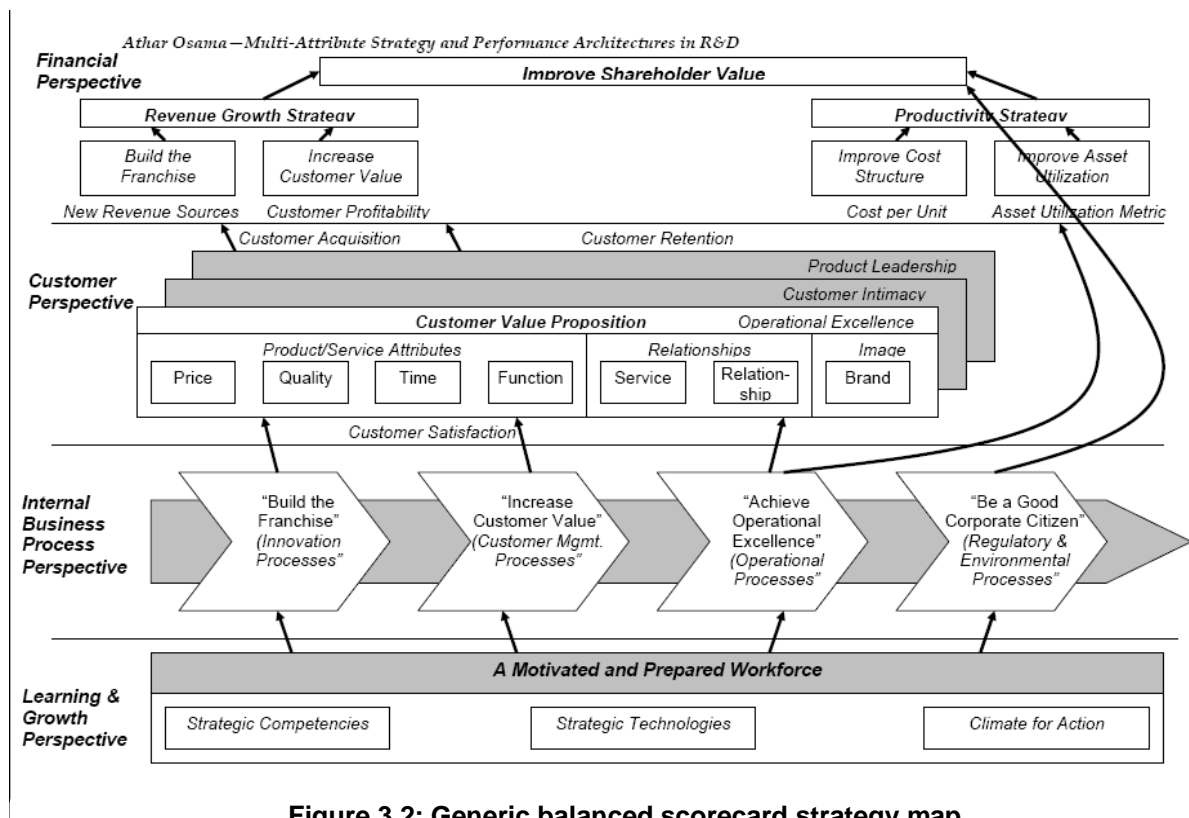
Figure 3.2: Generic balanced scorecard strategy map
(Adapted from Kaplan and Norton, 2001: 96)

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"Aligning the scorecards within the entire organisation gave us maximum effect of the BSC. We realised when we cascaded the BSC we achieved better communication, improved strategic management and the measurement mechanism" (Niven, 1998). This narrative is the culmination of wide scale strategic management changes that involved employing the BSC at Nova Scotia Power Enterprise. According to Niven (1998), this utility company is investor owned, does business in Canada and has 425,000 customers. For the writer, two crucial steps paved the way for a dynamic thrust into the competitive edge for Nova Scotia:

(a) In 1996, they undertook a quest for a new strategic management plan along all the dimensions of the BSC.

(b) They re-engineered all their units into sub-structures linked to the BSC. However, amongst one of the varied benefits, the re-alignment held for Nova was, according to Niven (1998:2), that the BSC was a very powerful communication tool which told all employees how the company attained key success and how employees influenced this. Niven (1998:2) claims that the original intent of the BSC was always to relate the story of the department's strategy. The writer argues that the cause-and-effect relationship inherent in the system will be seen. Niven (1998) poignantly remarks, towards the end of the case study, that the BSC provides a wonderful instrument for disseminating the organisation's strategy amongst the entire workforce.

3.11 International perspectives of performance management and balance scorecard communication

Various governments across the world have either introduced, wholly or part thereof, the BSC performance management system within their administrations. Here follows a brief discussion of selected government departments.

3.11.1 United States of America

Edwards and Thomas (2005:370) observed the prevalence of apathy towards performance management in the Atlanta municipality, in the United States of America. When a performance management system was to be introduced, it was identified that they cannot "roll-up" their finances such as the private sector. Another difference worth noting is that homogeneous organisations which focus on single business lines fared much better than heterogeneous entities, such as municipalities.

A third challenge for local governments in the United States, as Edwards and Thomas (2005:371) observe, are public management operations in relation to transparency and accountability. Perhaps one of the biggest lessons learned in this study, and which brought wholesale changes with the BSC performance management system, is the ability to develop a philosophically neutral dashboard which is sufficiently nimble to reflect the strategic outcomes which the citizens consider important, while at the same time protecting the line departments from the temptation of micro-managing or "spinning" their performance results (Edwards and Thomas, 2005:372).

It is the case of Atlanta City that has strong relevance to this research. Atlanta City developed an interesting framework for communicating their police agency performance. Edwards and Thomas (2005:373) note that "safe city" was the high level strategic objective not exclusively assigned to the police but which did indeed pervade the city departments. 2nd tier measures distilled from the "safer city" are: "prevent fire loss, house and rehabilitate inmates and reduction of crime". At the level of "reducing crime" are the stages at which it becomes exclusively the police chief's jurisdiction. Measures cascaded to the third level are:

(a) Develop high quality police officers;

(b) Promote community policing;

(c) Reduce crime by zone;

(d) Reduce crime by type;

(e) Respond quickly; and

(f) Maximise citizen satisfaction with police services;

Edwards and Thomas (2005:373) further note that the reduction of crime (by zone) is translated into crimes (zones 1-6). In a survey conducted by Warner and Hebdon (2006), on communication, when new initiatives were introduced in New York State, from November 1996 until March 1997, it was found that the incidences of communication on public safety was the 2nd highest amongst all the counties.
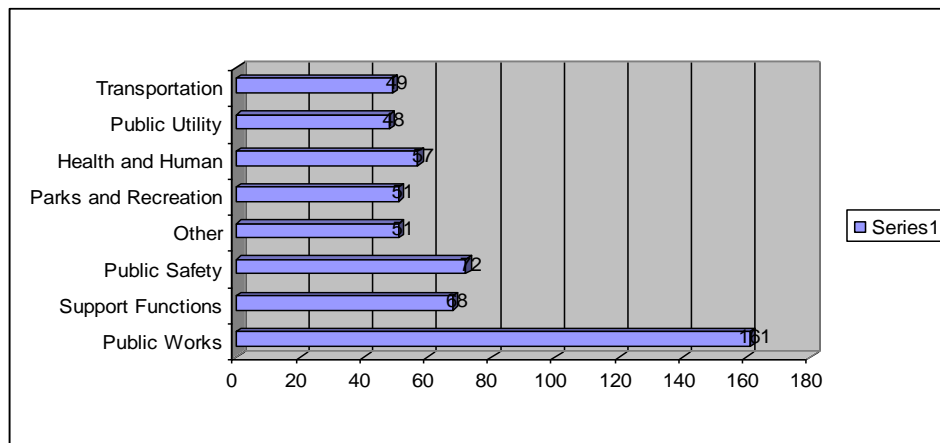
Figure 3.3: Incidences of communication when new initiatives are introduced

(Adapted from Warner & Hebdon, 2006)

The study by Warner and Hebdon was conducted on 932 towns and 57 upstate counties. They espouse various reasons for communication, which are:

(a) Concern for service quality and community values;

(b) Labour and management concerns;

(c) Legal and political concerns;

(d) Availability of information and experience with past communication.

3.11.2 United Kingdom

Tang and Bennet (2007:1) maintain that the United Kingdom's (UK) local authority sector has experienced a continuous process of changes since the 1970s, by transferring areas of public service to private ownership and contracting others out through bidding. Tang and Bennet (2007:1) believe that placed pressure on management to increase their effectiveness, along with gradually stringent financial review. Bennington (2000), however, claims in more recent years, that the Labour movement's slogan of "*modernisation and improvement*" has launched a far reaching programme of change and innovation in the organisational forms and cultures of the state. Consequently, the local authority sector has reshaped the management and organisation of its workforce.

On 16 September 2005, Her Majesty's Inspectorate of Constabulary (HMIC) published a report called "*closing the gap*" from which government concluded that police forces needed to have a minimum of 4000 police officials or 6000 combined staff to provide effective "*protective policing services*". According to Patterson

(2008:1), the government wanted to push through plans to restructure this massive police force into 12 large forces.

The British Government mandated local governments (through issuing guidelines under the Transfer of Undertaking regulations - TUPE) to consult with staff during the implementation of these changes. They recognised the importance that communication plays during the performance management process and that it demands ownership by executives (Patterson 2008:1).

3.11.3 New Zealand

Northcott and Taulapapa (2012:166) examined the use of the BSC performance management system in New Zealand's local government organisations. Their research reveals a paucity of knowledge and indifference surrounding the BSC performance management system in the country. Northcott and Taulapapa (2012:181) claim that organisational strategy ought to be clearly communicated to public sector managers so as to raise awareness.

3.11.4 Australia

Umashev and Willet (2008:377) wrote about strategic performance management systems (or SPMSs) in the Australian local government. The writers cite reforms in Information Technology, new public management; strategic thinking; they state that efficiency and effectiveness were the impetus for the introduction of the BSC performance management system. Umashev and Willet's (2008: 394) study highlights the challenges of communicating the BSC performance management system within Australian local governments. They indicate a lack of cascading measurements, from strategy to operations. For the writers, communication is not only about passing on the meaning and principles of the BSC performance management system. For Umashev and Willet (2008: 394), it is also about gaining commitment, of an informed staff body, to the implementation of the BSC performance management system. Moreover, important inter-related factors for effective communication in order to gain staff commitment are leadership, training, feedback systems and employee empowerment. Umashev and Willet (2008:392) questioned how the BSC performance management system could be successful

unless adequate training was attained by setting up a feedback mechanism in order to ascertain the level of understanding of staff.

3.11.5 Italy

Bigliardi, Dormio and Galati (2011:1) developed a BSC performance management system for Italian municipalities. Prominent issues that emerged during this process were the lack of consulting with employees as well as training and culture resistances which were not, according to staff, properly addressed.

Farneti and Guthrie (2008:5) conducted a comparative analysis of two municipalities across continents. One was a municipality in Australia and the other was an Italian local government. In Italy, Farneti and Guthrie (2008:5) noted that the BSC was utilised as an internal strategic management device. In Australia, the researchers observed that it was only used for internal purposes. In addition, particular observations were made of the changes of culture, towards thinking strategically and management not being confined to operational dialogue. Farneti and Guthrie (2008:8) hold that the implementation of the BSC leads to improved communication. It also leads to the enablement of dialogue about performance policies. Another benefit was that the capacity of managers and employees were enhanced and, consequently, services to citizens improved. Stakeholder engagement (Farneti and Guthrie, 2008:9) was improved but, contrary to Kaplan and Norton's assertion, they claimed that employees and management cannot share the same strategic goals.

3.11.6 Finland

Rautiainen and Jarvenpaa (2009:3) conducted an analysis of performance management systems in order to determine the uses of the BSC performance management system in Finish cities. They found that Finish municipalities remain too entrenched in financial measures, even when both industry and government tendencies are to desist this old practice.

3.11.7 Spain

Bolivar, Hernandez and Rodriquez (2010) analysed how the BSC performance management system was applied in the Granada municipality in Spain, Europe. They

used the sports department as the context for their study. Evidently, the most cogent issue which emerged was that the municipality relied heavily on strategy maps, as advocated by Kaplan and Norton (1996), for communicating its process to staff. In addition, the need for a clear strategy and improved communication, as well as the overlapping of sports programmes, were considered issues that purportedly hindered the effective implementation of the BSC performance management system (Bolivar *et al.,* 2010).

3.11.8 Sweden

Carmona and Gronlund (2003:1) traced the use of the BSC performance management system within the Swedish Law Enforcement agency. Amongst others, the study corroborated overwhelming evidence that police agencies are fixated with using traditional performance measures such as arrests, investigations and citations. Although the Swedish Police agency introduced the community policing concept as far back as 1959, Carmona and Gronlund's (2003:16) study revealed a disparity of these crucial policing activities.

3.11.9 Brazil

Gomez and Liddle (2009) conducted exploratory research within the Arthur Bernardes Foundation (FUNARBE), at the Federal University of Vicosa, in Brazil. Their action research focussed on the implementation of the BSC performance management system as both a performance management system and a strategy. Gomez and Liddle (2009) argue that the BSC performance management system in this research organisation, of 300 staff members, achieved enhanced synergy and cooperation; in addition, performances were improved. The university achieved a surplus of funds which was re-invested in expansions. Gomez and Liddle (2009) observed that FUNARBE uniquely developed the BSC performance management system objectives for each unit within the organisation.

3.12   Chapter overview

In considering a theoretical framework for communication, it is evident that communication, which pervades organisational activity such as performance

management, is perhaps the most crucial element that threatens the plans of any organisation undergoing changes. If impending performance management strategic objectives are not effectively communicated with employees, these employees may resist and thwart all new plans. This chapter included a consideration of international perspectives that revealed the incidences of communication in the public safety environment. The chapter also considered communication and the relationships it has with employees, the importance of communication as well as the process of communication. A model for communication was explained and, finally, the study highlighted the various barriers to effective communication, effective communication and international perspectives of performance management.

CHAPTER FOUR
RESEARCH METHODOLOGY

4.1   Introduction

In the preceding chapters a literature review was conducted around performance management and the BSC in particular. Moreover, the researcher also reviewed literature surrounding the importance of communication as a critical support activity that should underpin an effective system. Chapter one included an exploration of the definitions and key terms in operation in this study. Chapter two and three saw the literature review expound on the views, discussions and analysis surrounding performance management and a theoretical exposition of communication. This chapter focuses on the research methodology used for generating the information needed to meet the required research objectives as set out in Chapter one. In the main, the researcher utilised a questionnaire to investigate staff perceptions of how effectively the BSC performance management framework was communicated within the CTMPD. Chapter four forwards the research methodology employed. This chapter reflects upon how data was collected. As previously indicated, the location of the research is within the CTMPD, a line department with 600 police officers within the CoCT safety and security directorate. Its municipal boundaries are 2,400 square kilometres that serves roughly 3,6 million residents.

4.2   Ethical statement

All of the data gathered during the research was kept confidential and the anonymity of the respondents was ensured. They were not required to provide any personal details. A covering page accompanied the questionnaire; this page explained the purpose of the research and what will be done with the concomitant data. Respondents' views were respected and they were given an option not to respond if they chose not to. The foregoing ethical statement was a commitment by the researcher to ensure that the highest ethical standard was observed in accordance with the Association of Southern African Schools and Departments of Public Administration and Management's (ASSADPAM) ethical rules.

4.3   Research plan

Bless *et al* (2006:66) explains a research plan is a clear and scientifically accepted plan for the course of the study. They caution however it is a not a straightforward matter. If often entails a long patient consideration for the type of information, process of information and finally how this information will be collected. Moreover it is important the researcher delineate the research into manageable tasks.

4.4   Research methodology

Research scientists Brynard and Hanekom (2006:36) agree that a distinction is generally made between quantitative and qualitative research methodology. According to Brynard and Hanekom (2006:36), the research methodology (i.e. group or body of methods) employed in collecting data necessitates a reflection on the planning, structuring and execution of the research in order to comply with the demands of truth, objectivity and validity. Brynard and Hanekom (2006) continue to explain that this process typically focuses on the process of research and the decision that the researcher has to take in order to execute the research project.

Brynard and Hanekom (2006:36) provide examples as follows:

(a) Which decisions need to be taken as the research progresses?

(b) Which methods [special form of procedure for doing a particular thing] and techniques (skill) for data collection and data analysis should be selected?

(c) Which factors play a role in the design of the research project?

(d) What influence does the particular purpose of the research project have on the selection of the methods and techniques?

(e) Which factors play a role in the process of research and how do these factors influence the methodology of the researcher?

This research project employed the quantitative research methodology. However, it was considered important to reflect upon and discuss both approaches in order to elucidate why the quantitative method was the most appropriate approach for the study.

4.4.1 Qualitative methodology

Mouton (1983:128) states that qualitative methodology is associated with analytical research and its purpose is to arrive at a universal statement. Mikelsen (1995:12) states that this method helps the researcher to work at the same level of understanding as the participants so that the research becomes more practical. Methods of qualitative data collection include the use of one-on-one interviews, focus groups, video/audio-tapes and photographs, archived material and records. The multimedia nature of services such as the world wide web as well as the facilitation of technology, mediated communication via the web and other internet related services have helped the internet to mimic these data collection methods. According to Brynard and Hanekom (2006:37), qualitative methodology refers to research that focuses upon the real life experiences of people. Brynard and Hanekom (2006:37) suggests that these methods comprise of *inter alia*

(a) Case studies;

(b) In-depth interviewing of key informants;

(c) Participant observation;

(d) Records; and

(e) Photos.

4.4.2 Quantitative methodology

Brynard and Hanekom (2006:44) view quantitative methodology as research that assigns numbers to observations. It is underpinned by a distinctive theory as to what should be pass as warrantable knowledge. Bless *et al,* (2006:44) says it relies upon measurement and various scales. Numbers form a coding system by which different cases and variables may be compared. Scores are interpreted or given meaning in terms of the actual world that they represent. Moreover numbers have the advantage of being exact and can be analysed using either descriptive and or inferential statistics. It requires methods such as experiments and surveys to describe and explain phenomenon. Brynard and Hanekom (2006: 37) mention that these methods could include techniques such as:

(a) Observations;

(b) Primary investigations; and

(c) Questionnaires.

Based upon the purpose and objectives of this study, as defined in chapter one, the researcher chose to employ the quantitative research methodology. The data collection tool employed was a questionnaire.

4.5   Questionnaires

Brynard and Hanekom (2006:38) suggest that questionnaires, amongst others, are the most frequently used techniques of data collection. According to Welman *et al.* (2007:174), questionnaires are either open-ended or close-ended. The writer also suggests that the following needs to be considered when constructing a questionnaire:

(a) Choose judicially between open-ended and close-ended questions;

(b) Take the respondents' literacy levels into consideration;

(c) Be careful not to offend;

(d) Be brief and focussed;

(e) Maintain neutrality;

(f) Use a justified sequence;

(g) Be sure that the question is appreciable to all respondents; and

(h) Consider the layout.

With the use of a questionnaire, the researcher was able to test the research questions on a simple random sample. Brace (2004) comments that a good questionnaire design ensures successful quantitative research. Brace (2004:11) suggests that a questionnaire is an easy form of gathering information. It is necessary to formulate appropriate questions that respondents will understand. According to Brace (2004:2), the role of a questionnaire is to elicit information by requiring that respondents answer objective questions. The questionnaires can be sent to a number of potential respondents from a population. This becomes a channel of communication between the researcher and the subject. A large-scale survey makes it possible to handle and interpret data with a standardised question format. A questionnaire enables respondents to reveal their opinions and attitudes by indicating their agreement (or disagreement) with statements according to a Likert scale. Leedy and Omrod (2005:185) argue that in order to evaluate behaviour, perception, attitude or other phenomena a Likert scale becomes useful and is therefore particularly appropriate to the present purpose. Welman *et al.* (2007:156)

suggest that the Likert (1903–1981) scale is the most appropriate scale to employ in social research. Welman *et al.* (2007:157) recommend, in respect of each statement, that subjects have to indicate the degree to which they agree or disagree with the statement. Fourie (2004:11) explains that the Likert scale was developed by the scientist Rensis Likert in an attempt to improve the levels of measurement in social research through the use of standardised response categories in questionnaires. The writer describes the work of Likert as one of the most frequently used attitude measures in the social sciences. Respondents are requested to state their level of agreement with a series of attitude statements (Fourie, 2004:11). Further, each degree of agreement or disagreement is given a value on a predetermined scale. Welman *et al.* (2007:156) and Fourie (2004:11) expound that a set of Likert items will be summed up to provide a total score in relation to the attitude.

Welman *et al.* (2007:174) suggest that the construction of the questionnaire should not be a complicated undertaking. Therefore, this researcher used a questionnaire that comprised of attitude items in random order. The researcher also used statements with a five-point Likert scale, ranging from "strongly disagree", "disagree", "undecided", "agree" to "strongly agree". The respondents were requested to provide their perceptions of the BSC performance management system within CTMPD.

4.5.1 Advantages of questionnaires

Brace (2004:36) states that the primary advantage of using a questionnaire is that researchers can leave the questionnaire with the respondents. This will give the respondents time to consider the answers without any pressure. Respondents can respond to "open" questions that allow them to use descriptive written responses.

4.5.2 Disadvantages of questionnaires

The use of questionnaires as a data collection method has the following disadvantages:

(a) There is a lack of interaction between the researcher and respondents, and it becomes impossible for a researcher to elicit information from specific respondents by asking tailor-made questions (Brace, 2005:102).

(b) In a questionnaire, the researcher can only get answers to the questions that have been asked (Johnson & Harris, 2002:102).

In this research, 40 questionnaires were issued during the month of October 2012. The questionnaire is included in this study, as Appendix A, together with the covering sheet that accompanied each questionnaire. The content of this cover sheet explains the nature of the questionnaire introducing the person conducting the survey as well as general information regarding the questionnaire. The respondents were advised that the questionnaire would not take more than 10 minutes to complete and they were requested to answer in the English language, as this is the business language used in the CoCT municipality. Closed-ended questions were used and 25 questions were posed to the respondents. The questionnaire was electronically distributed to recipients at their respective area offices. Data capturing was conducted and the statistical analysis was presented in graphs using the Microsoft Excel 2010 spread sheet software. The questions were adapted to the study after consultation with a Cape Peninsula University of Technology (CPUT) Statistical analyst in October 2012. Subjects were assured that their responses to the questionnaire would be kept confidential during the data collection process.

The data was collected over two weeks. The questionnaires were marked individually and then analysed statistically. Permission was obtained from the Chief of CTMPD. Participation in the study was voluntary. A good return was expected and achieved since the researcher maintains an excellent rapport with a significant amount of the managers of the CTMPD.

4.6   Sampling Procedure

4.6.1 Population and Sample

According to Brynard and Hanekom (2006:54), sampling is a technique employed to select a small group with a view to determining the characteristics of the larger group. The larger group is known as the population. Brynard and Hanekom (2006: 55) describe a population as a group in the universe which possesses specific characteristics. The writers, Brynard and Hanekom (2006:55), espouse reasons as to why a sample is used:

(a) To simplify the research: It is easier to study a representative sample of a population than to study the entire population.

(b) Save time: Studying an entire population can be time consuming, especially if the population is very large or distributed over a large geographical area.

(c) Cut costs: Observing interviews or using questionnaires to collect data from every element of the population can be very costly.

During the literature survey, key senior management that were intricately involved in the crafting and inception of the BSC system provided useful background information relevant to the study. The researcher utilised the staff establishment list to identify managers in the CTMPD that constituted the sampling frame. 40 middle managers were used as the sample. In addition, according to the CoCT policies, performance management was only applicable to top and middle management. This included Senior Superintendents and Superintendents. At the time of the study, the department had a group of ten (10) Senior Superintendents and thirty (30) Superintendents. Based on the type and nature of the study, it was decided to utilise the entire population as the research sample. Most of the middle managers have been involved in performance management activities and others received formal training in mid-level management, with PricewaterhouseCoopers (PwC) in 2007. They also have access to computers that would facilitate an easier response.

An equal number of questionnaires were distributed to different operational areas, or jurisdictions, and sections of the department. The probability sample method was used. The researcher is a fulltime employee of the department and for ease of data collection, time constraints, costs and convenience, the questionnaire was sent electronically. The researcher has an excellent relationship with a large number of the subjects; a significant advantage of this relationship with the subjects is that it is helpful in explaining complications regarding the administration of the questionnaire. The fieldwork was conducted in October 2012. The nature and purpose of the research project does not lend itself to be wholly scientific; however, the researcher thought it important to consider the rudimentary elements of scientific research. A sample size of 40 respondents was chosen to ensure sufficient reporting of results and allow for the proper analysis thereof; however, due consideration was also given to the purpose and scope of the project.

4.7   Pilot testing

Welman *et al.* (2007:148) hold that before an instrument is developed, it is useful to "test it out" before one administers the actual sample. Pilot studies are, according to Welman *et al.* (2007:148), that "testing out". It is a "dress rehearsal" preceding the actual study and is normally conducted on a similar population. The writers further consider piloting mandatory. In addition, it is useful to ask experts in the field of study to check the instrument for glaring mistakes. Welman *et al.* (2007: 148) summarise the pilot study as follows:

(a) To detect possible flaws in the measurement procedures;

(b) To identify unclear or ambiguously formulated items;

(c) An opportunity for researchers and research assistants to notice non-verbal behaviour.

The questionnaire was piloted with Superintendents of other metropolitan police departments in the country. Metropolitan police departments are creatures of statutes and are bureaucratic; this means that their ranking structures are fixed. All metropolitan police departments have the same ranks. Permission was first obtained from the Chief of CTMPD to forward to the national forum for the metropolitan police department's nodal point. In turn, the questionnaire was sent to the various metropolitan police departments, namely: Durban, Johannesburg, Ekurhuleni, eThekwini and Swartland for five middle managers to complete the questionnaire in October 2012. Unfortunately, none of the candidates completed the questionnaire. The questionnaire was sent to an expert in performance management in the CoCT for scrutiny. The response gained via this avenue was significantly better, and the expert included an additional question in the final questionnaire. Moreover, the expert agreed that the questionnaire should be restricted to the level of Superintendents. Their inputs were useful for the development of the methodology and the survey instrument, which was a closed-ended questionnaire.

4.8   Chapter overview

Chapter four aimed to present the reader with an understanding of the research methods that were applied in this study. This chapter provided an explanation of the research methods and design; furthermore, the questionnaire as the primary instrument that was employed in the study, was discussed in this chapter.

The next chapter will describe the data analysis process and the results of the questionnaire.

CHAPTER FIVE
DATA ANALYSIS AND RESULTS

5.1 Introduction

This chapter presents the data collected in the research. Phelps, Fisher and Ellis (2007:207) claim that the most challenging research task is the process of analysing data. For Phelps *et al.* (2007:207), there are primarily two approaches to data analysis; these are qualitative and quantitative data analysis. According to Phelps *et al.* (2007:208), qualitative data analysis is concerned with non-measurable aspects of data and there are different approaches to qualitative data analysis such as language oriented research approaches, descriptive research approaches; and theory building research approaches. The aforementioned writers continue to expound on quantitative data analysis that deals with data that is quantifiable and can be measured in numerical terms. As data was collected quantitatively, a descriptive statistical data analysis approach was applied.

5.2 Descriptive statistics

Pretorius (1995:14) says descriptive statistics is primarily concerned with survey calculations and graphic displays. This study is of a quantitative nature and the descriptive method proved apt.

5.3 Frequency distribution

Easton and McColl (2009:3) describes a frequency table as a way of summarising data. They claim that it is an organisation of the number values of the variable in the particular sample. It is also used to summarise continuous data once that data has been divided into sensible groups. According to Pretorius (1995:150), the Pearson Chi-Square statistic is appropriate for what is called frequency tables. The variables in this thesis lend themselves to this method.

The following section presents a summary of the results.

SUMMARY OF THE RESULTS

5.3.1 Knowledge of balance scorecard performance management

The rationale for this data was to obtain the respondents' perceived knowledge of the BSC performance management system. The results are presented in Table 5.1 and Figure 5.1 below.

Table 5.1: Frequency distribution of Q1: I know what the balance scorecard performance management system is all about

	Count	Count	Percent	Percent
2 Disagree	9	9	24.32	24.32
3 Uncertain	7	16	18.92	43.24
4 Agree	15	31	40.54	83.78
5 Strongly Agree	6	37	16.22	100.00
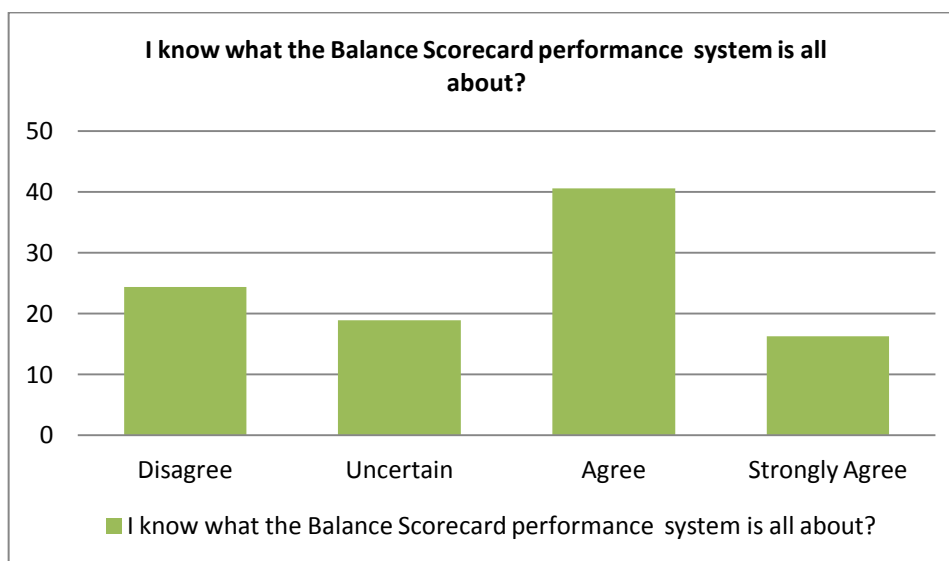
Figure 5.1: Frequency distribution of Q1: I know what the balance scorecard performance management system is all about

INTERPRETATION

40% of the respondents agreed that they do know what the BSC performance management system is all about. This was followed by another 16% who strongly agreed that they have knowledge of the system. 18% of the respondents were uncertain but 24% of the respondents disagreed. From the responses provided, it seems that the majority of respondents know what the BSC performance management system is all about. The researcher attributes this to the fact that most senior managers are still under the employ of the department since 2005 when the BSC performance management system was first introduced. The literature explains that when a feedback mechanism is established it increases the level of understanding of managers regarding performance management systems.

RESULTS

5.3.2 Respondents that have been trained in the balance scorecard performance management system

The rationale for this data was to obtain the respondents' views on whether they have been trained in the BSC performance management system. The results are presented in Table 5.2 and Figure 5.2 below.

Table 5.2: Frequency distribution of Q2: I have been trained in the balance scorecard performance management system

	Count	Count	Percent	Percent
1 Strongly Disagree	16	16	42.11	42.11
2 Disagree	17	33	44.74	86.84
4 Agree	5	38	13.16	100.00
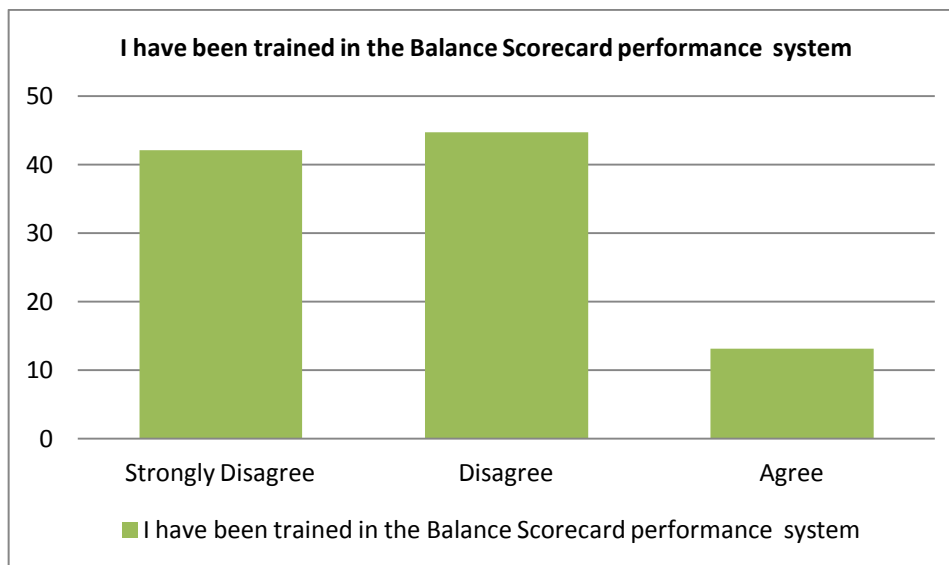
Figure 5.2: Frequency distribution of Q2: I have been trained in the balance scorecard performance management system

INTERPRETATION

Respondents either strongly disagree (42%) or disagree (44%). Only 13% of the respondents agreed. The results show that most respondents in this study were not trained in the BSC performance management system. This comes as no surprise to the researcher because it is consistent with the fact that the data suggests that CTMPD only conducted awareness sessions as far back as 2005. The literature suggests that training is very important in achieving organisational goals, allaying resistance, fostering a learning environment, managing the improvement of communication skills and increasing productivity. Conversely, literature indicates that where training was neglected, performance management programs suffered.

RESULTS

5.3.3 Communication about the balance scorecard performance management system is not the line management's responsibility

The rationale for this data was to obtain the respondents' perceptions regarding communication and about the BSC performance management system which is not the line's responsibility. The results are presented in Table 5.3 and Figure 5.3 below.

Table 5.3: Frequency distribution of Q3: Communication about the balance scorecard performance management system is not the line's responsibility

	Count	Count	Percent	Percent
1 Strongly Disagree	16	16	42.11	42.11
2 Disagree	7	23	18.42	60.53
3 Uncertain	12	35	31.58	92.11
4 Agree	3	38	7.89	100.00
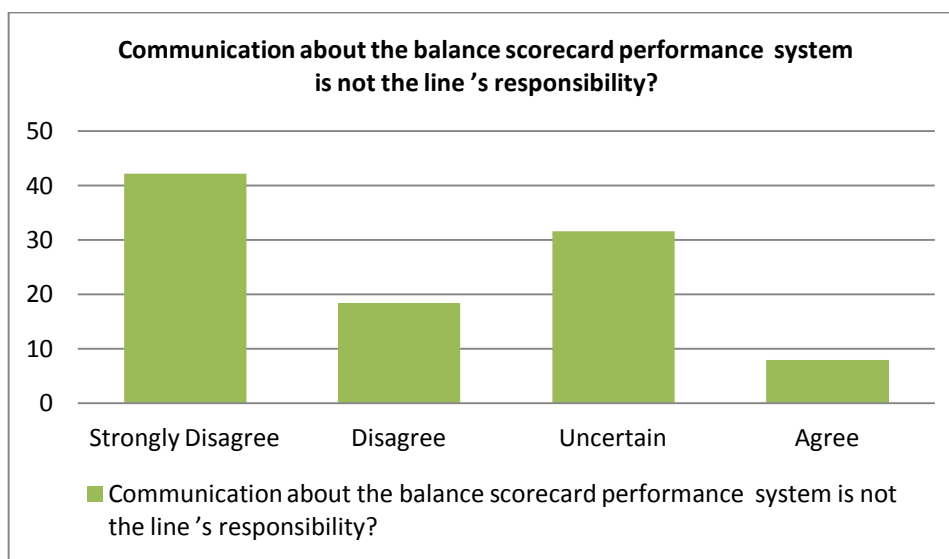
Figure 5.3: Frequency distribution of Q3: Communication about the balance scorecard performance management system is not the line's responsibility

INTERPRETATION

42% of the respondents strongly disagreed, 18% of the respondents disagreed, and 31% of the respondents were uncertain while 7% either agreed or strongly agreed. The results show that most respondents disagree with the statement that communication about the BSC performance management system is not line management's responsibility. The literature impressed the importance of middle managers accepting responsibility for leading change. Moreover, the policies of the CoCT place an onus on line management to take the lead for discussions around performance management within CTMPD. The researcher agrees that line managers must take the lead in communicating performance objectives to subordinates.

RESULTS

5.3.4 The balance scorecard performance management system and its results must be continuously communicated

The rationale for this data was to obtain the respondents' perceptions regarding the BSC performance management system and its results, which must be continuously communicated. The results are presented in Table 5.4 and Figure 5.4 below.

Table 5.4: Frequency distribution of Q4: The balance scorecard performance management system and its results must be continuously communicated

	Count	Count	Percent	Percent
3 Uncertain	6	6	15.79	15.79
4 Agree	10	16	26.32	42.11
5 Strongly Agree	22	38	57.89	100.00
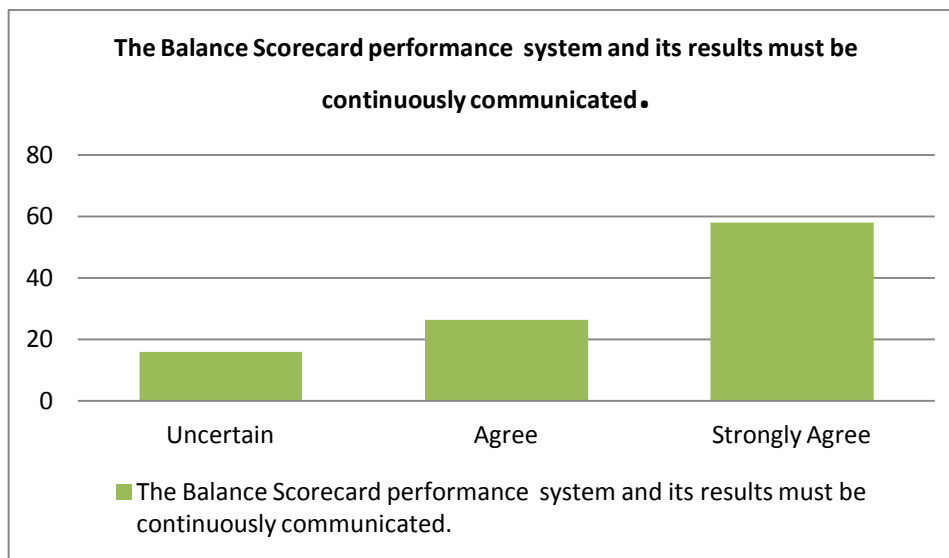
Figure 5.4: Frequency distribution of Q4: The balance scorecard performance management system and its results must be continuously communicated

INTERPRETATION

57% of the respondents strongly agreed with the statement. Another 26% of the respondents agreed and 15% of the respondents were uncertain. From the responses provided, it seems that most respondents feel that the BSC performance management system and its results must be continuously communicated. The literature states that communication is without doubt a key component of successful change initiatives, such as performance management. Moreover, the literature advocates that feedback between implementers can make constructive use of resistances and promote responses.

RESULTS

5.3.5 Satisfaction with the manner in which performance management is conducted within the department

The rationale for this data was to obtain the respondents' feelings towards the statement "I am satisfied with the manner in which performance management is being conducted within the department". The results are presented in Table 5.5 and Figure 5.5 below.

Table 5.5: Frequency distribution of Q5: I am satisfied with the manner in which performance management is being conducted within the department

	Count	Count	Percent	Percent
1 Strongly Disagree	7	7	18.92	18.92
2 Disagree	10	17	27.03	45.95
3 Uncertain	14	31	37.84	83.78
4 Agree	6	37	16.22	100.00
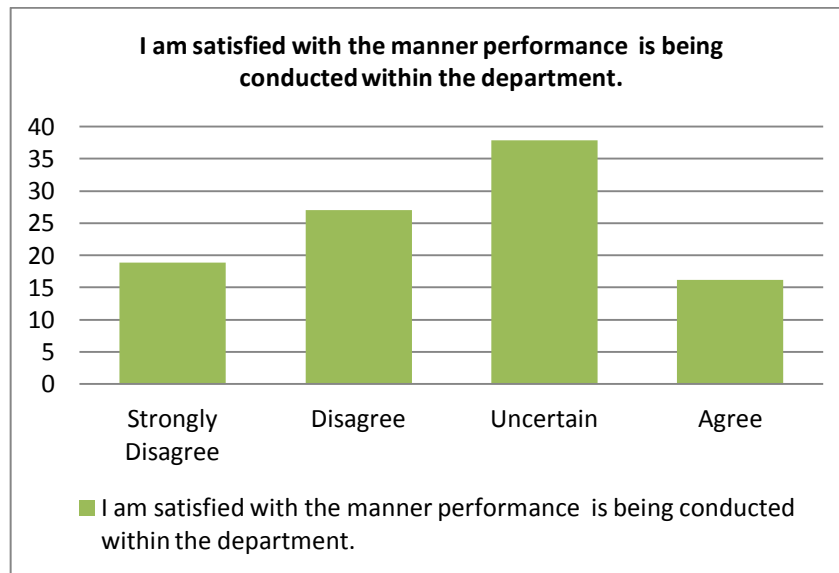
Figure 5.5: Frequency distribution of Q5: I am satisfied with the manner in which performance management is being conducted within the department

INTERPRETATION

27% of the respondents disagreed and 18% strongly disagreed with this statement, which places them in the majority. 37% of the respondents indicated they are uncertain. Only 16% of the respondents agreed with this statement. The results show that most respondents are not satisfied with the manner in which performance management is conducted within CTMPD.

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RESULTS

5.3.6   Feedback of performance management in a structured format

The rationale for this data was to obtain the respondents' perceptions regarding feedback of performance that should be in a structured format. The results are presented in Table 5.6 and Figure 5.6 below.

Table 5.6: Frequency distribution of Q6: Feedback of performance should be in a structured format

	Count	Count	Percent	Percent
2 Disagree	1	1	2.63	2.63
3 Uncertain	2	3	5.26	7.89
4 Agree	17	20	44.74	52.63
5 Strongly Agree	18	38	47.37	100.00
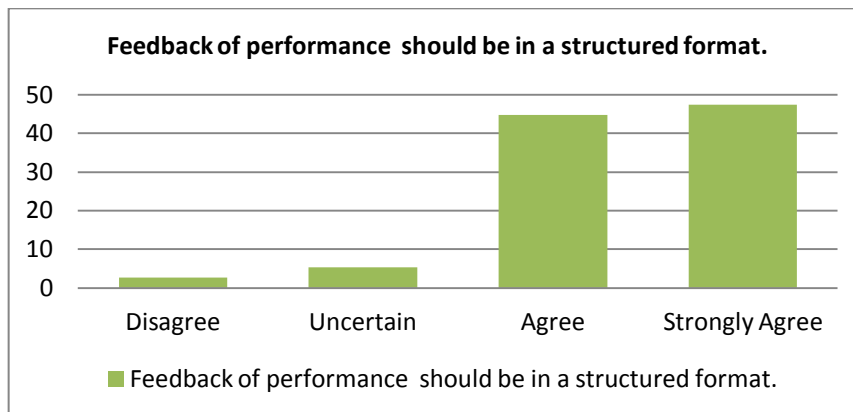
Figure 5.6: Frequency distribution of Q6: Feedback of performance should be in a structured format

INTERPRETATION

47% of the respondents strongly agreed and 44% of the respondents agreed with this statement. 2% disagreed and 5% were uncertain regarding the statement. From the results it appears that respondents would want to receive feedback regarding performance in a structured format. The researcher holds that CTMPD is a complex organisation and, by its very design, the feedback loop should be iterative, structured and clear. The literature proposes that if there is no proper feedback, if information cannot be correctly collected, captured into a stable information management system, synthesised, analysed or adequately reported on that it can denude the strength of any performance management system. In addition, the literature also maintains that it would compromise the performance management system on all fronts, both from inside and outside the organisation. The researcher maintains that CTMPD crime statistics would not be defendable and the community can consequently reject this information. This could lead to a breakdown of trust between the community and the police department.

RESULTS

5.3.7   I do not understand the purpose of the balance scorecard performance management system

The rationale for this data was to obtain the respondents' feelings surrounding the statement "I do not understand the purpose of the BSC performance management system". The results are presented in Table 5.7 and Figure 5.7 below.

Table 5.7: Frequency distribution of Q7: I do not understand the purpose of the balance scorecard performance management system

	Count	Count	Percent	Percent
1 Strongly Disagree	9	9	24.32	24.32
2 Disagree	11	20	29.73	54.05
3 Uncertain	7	27	18.92	72.97
4 Agree	10	37	27.03	100.00
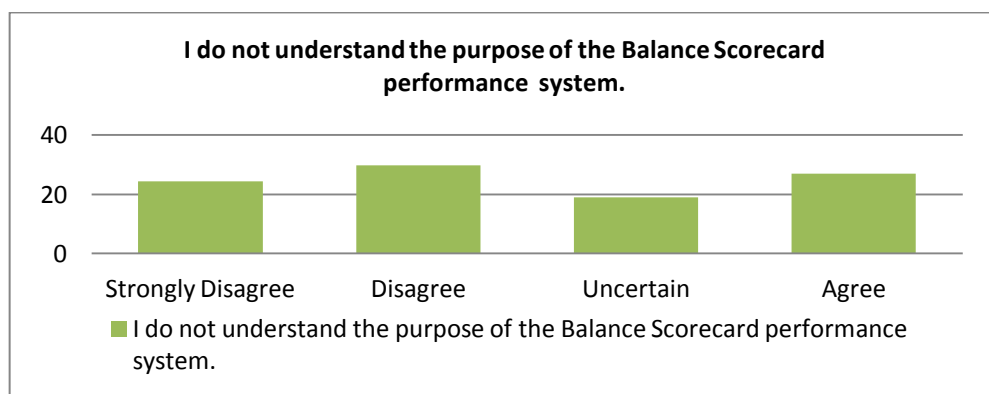
Figure 5.7: Frequency distribution of Q7: I do not understand the purpose of the balance scorecard performance management system

INTERPRETATION

24% of the respondents strongly disagreed and 29% disagreed with this statement. 27% of the respondents agreed and 18% were uncertain. The majority of the respondents disagreed that they do not understand the purpose of the BSC performance management system. This suggests a strong correlation with question one wherein the respondents were asked whether they know the BSC system. The researcher does not dispute whether the respondents know and understand the BSC; however, it still raises the question as to what extent the respondents know and understand the performance management system. This could be an interesting question for future research. The literature on performance management submits that it is important that the purpose of performance management be articulated from the onset. It would appear that this was indeed done by CTMPD.

RESULTS

5.3.8 Performance management is done fairly throughout the department

The rationale for this data was to obtain the respondents' feelings as to whether performance management is done fairly throughout the department. The results are presented in Table 5.8 and Figure 5.8 below.

Table 5.8: Frequency distribution of Q8: Performance management is done fairly throughout the department

	Count	Count	Percent	Percent
1 Strongly Disagree	8	8	21.05	21.05
2 Disagree	10	18	26.32	47.37
3 Uncertain	18	36	47.37	94.74
5 Strongly Agree	2	38	5.26	100.00
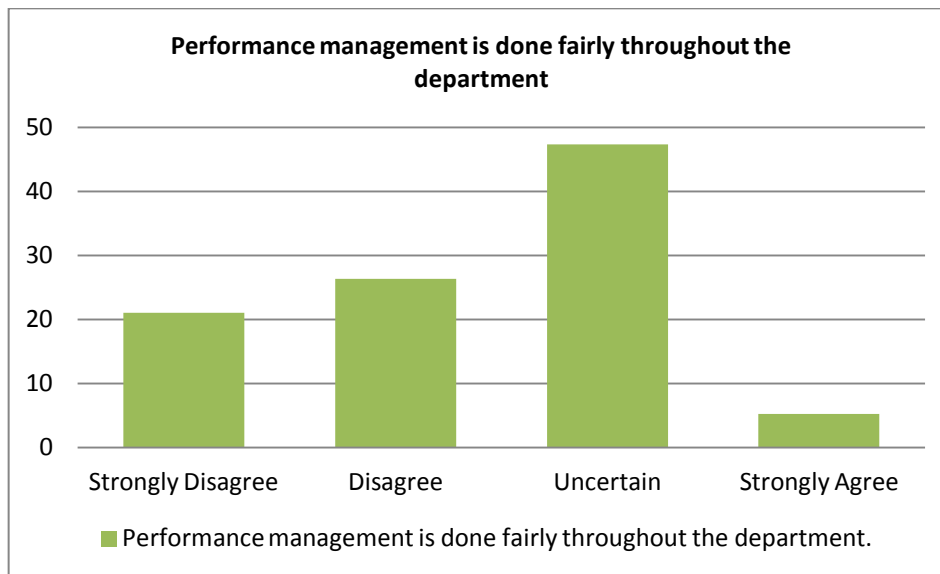
Figure 5.8: Frequency distribution of Q8: Performance management is done fairly throughout the department.

INTERPRETATION

47% of the respondents were uncertain. 21% strongly disagreed and 26% disagreed. Only 5% strongly agreed with this statement. This result shows that most respondents disagree that performance management is done fairly throughout the CTMPD. The literature recommends public administration and, in this case, performance management must be fair especially in the context of the need to redress the imbalances of the past. The researcher is in agreement with this statement because if performance management objectives are thought to be unfair there is a possibility that service delivery could lead to inequalities.

RESULTS

5.3.9 No sufficient training was given on the balance scorecard performance management system

The rationale for this data was to obtain the respondents' feelings as to whether or not sufficient training was provided on the BSC performance management system. The results are presented in Table 5.9 and Figure 5.9 below.

Table 5.9: Frequency distribution of Q9: No sufficient training was given of the balance scorecard performance management system.

	Count	Count	Percent	Percent
1 Strongly Disagree	4	4	10.53	10.53
2 Disagree	6	10	15.79	26.32
3 Uncertain	1	11	2.63	28.95
4 Agree	10	21	26.32	55.26
5 Strongly Agree	17	38	44.74	100.00
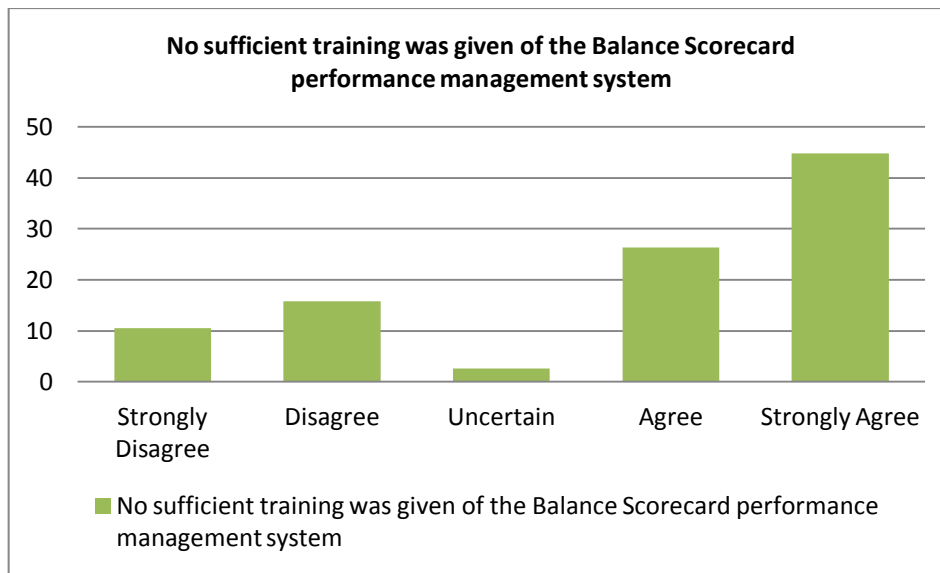
Figure 5.9: Frequency distribution of Q9: No sufficient training was given of the balance scorecard performance management system

INTERPRETATION

44% of the respondents strongly agreed and an additional 26% agreed that no sufficient training was provided on the BSC performance management system. Only 2% of the respondents were uncertain. 15% of the respondents disagreed and 10% strongly disagreed with the statement. The responses indicate a need for training in the BSC performance management system within CTMPD. The literature identifies training as a non-negotiable for performance management to succeed.

RESULTS

5.3.10 Two-way communication vehicles and processes are used to collect on-going ideas and information from employees about the performance management system

The rationale for this data was to obtain the respondents' understanding as to whether two-way communication vehicles and processes are used to collect on-going ideas and information from employees about the performance management system. The results are presented in Table 5.10 and Figure 5.10 below.

Table 5.10: Frequency distribution of Q10: Two-way communication vehicles and processes are used to collect on-going ideas and information from employees about the performance management system

	Count	Count	Percent	Percent
1 Strongly Disagree	15	15	39.47	39.47
2 Disagree	9	24	23.68	63.16
3 Uncertain	7	31	18.42	81.58
4 Agree	7	38	18.42	100.00
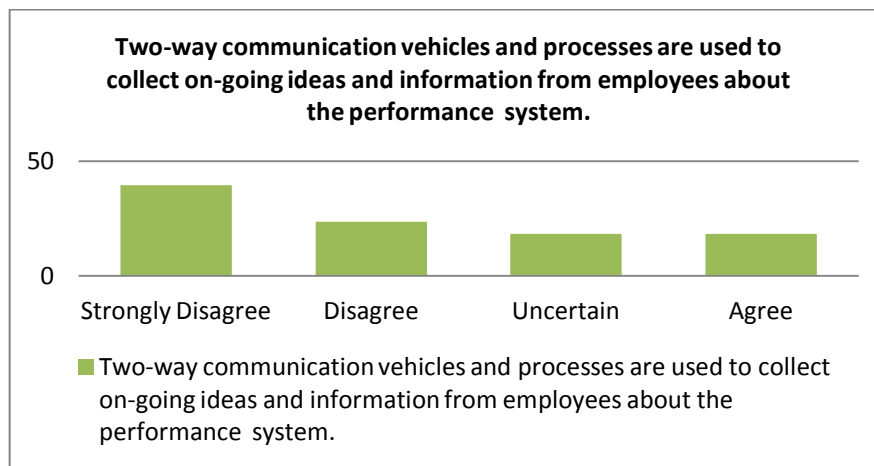
Figure 5.10: Frequency distribution of Q10: Two-way communication vehicles and processes are used to collect on-going ideas and information from employees about the performance management system

INTERPRETATION

39% of the respondents strongly disagreed and a further 23% of the respondents disagreed with this statement. 18% of the respondents remained uncertain. 18% of the respondents agreed with this statement. The respondents arguably see a need for two–way communication to collect on-going ideas and information from employees about the performance management system. The literature, however, warns that the use of the improper medium of communication on the part of CTMPD can have a major impact on performance management.

RESULTS

5.3.11 Trust in the credibility of the information they receive on performance management

The rationale for this data was to obtain the respondents' perceptions as to whether they trust the credibility of the information they receive. The results are presented in Table 5.11 and Figure 5.11 below.

Table 5.11: Frequency distribution of Q11: I trust the credibility of the information I receive

	Count	Count	Percent	Percent
2 Disagree	11	11	28.95	28.95
3 Uncertain	13	24	34.21	63.16
4 Agree	14	38	36.84	100.00
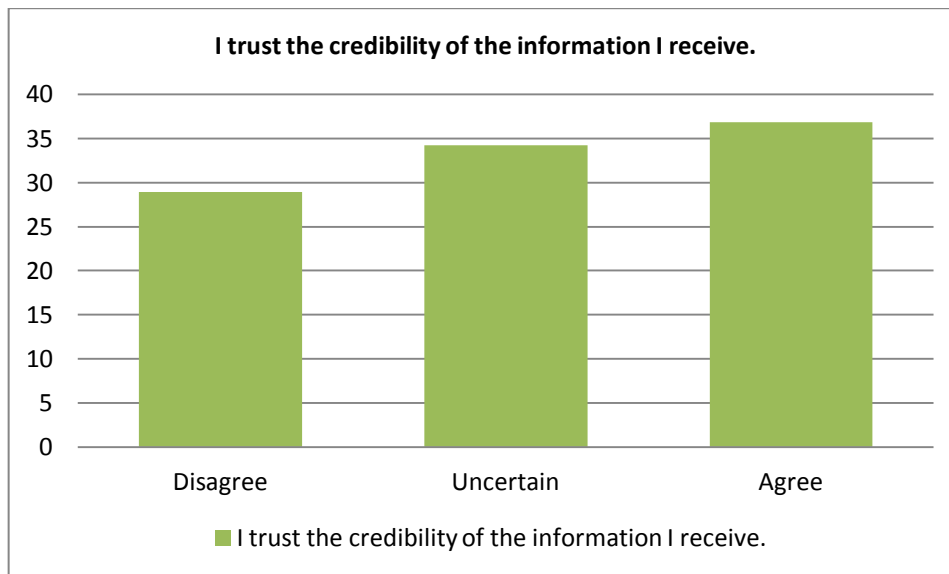
Figure 5.11: Frequency distribution of Q11: I trust the credibility of the information I receive

INTERPRETATION

36% of the respondents agreed and felt they can trust the credibility of the information they receive. The majority of the respondents (34%) were uncertain and 28% disagreed. From the results provided by the respondents, it is evident that the majority of the respondents claim that they trust the credibility of the information they receive. This is in contrast with the literature that maintains that information is often assumed and strategy incorrectly understood; this could invariably lead to a discontinued flow of information at certain levels. The literature also suggests that the BSC is very data intensive; therefore, organisations might consider implementing the appropriate information technology to strengthen the credibility of the information flow through the performance management system. Interestingly, the literature cautions police agencies that their communication must be consistent for it to be credible and information must be shared.

RESULTS

5.3.12 Trust in the completeness of the information they receive related to performance management

The rationale for this data was to obtain the respondents' feelings as to whether they trust the completeness of the information they receive. The results are presented in Table 5.12 and Figure 5.12 below.

Table 5.12: Frequency distribution of Q12: I trust the completeness of the information I receive

	Count	Count	Percent	Percent
1 Strongly Disagree	2	2	5.41	5.41
2 Disagree	9	11	24.32	29.73
3 Uncertain	13	24	35.14	64.86
4 Agree	13	37	35.14	100.00
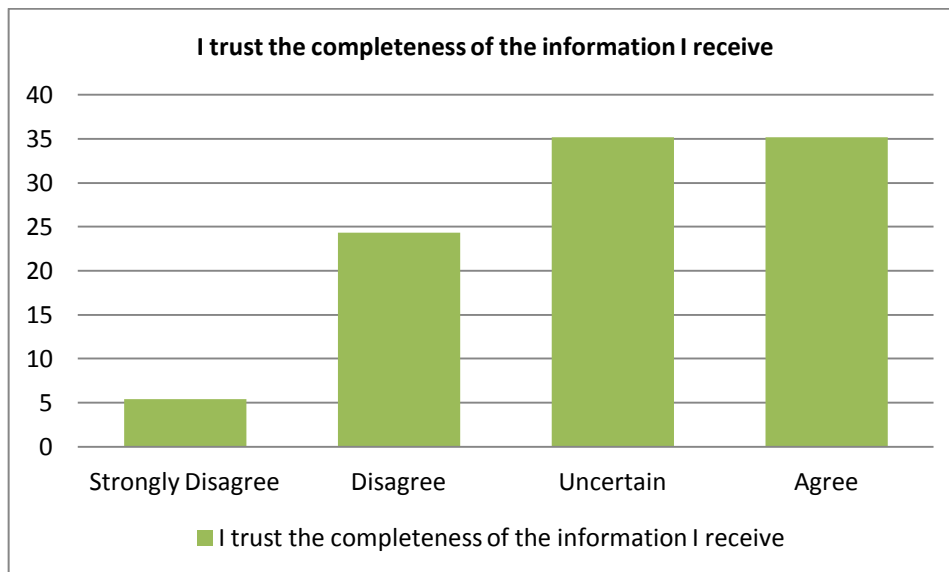
Figure 5.12: Frequency distribution of Q12: I trust the completeness of the information I receive

INTERPRETATION

When asked about the completeness of the information they receive, a significant amount of respondents, at 35%, agreed. 35% of the respondents were uncertain. 24% of the respondents disagreed and another 5% of the respondents strongly disagreed. This result indicates that the respondents trust the completeness of the information they receive from the department. The literature corroborates the responses and holds that communication is accurate when detailed and correct.

RESULTS

5.3.13 The communication plan uses a variety of vehicles to inform and involve employees in the balance scorecard

The rationale for this data was to obtain the respondents' perceptions as to whether the communication plan uses a variety of vehicles to inform and involve employees in BSC. The results are presented in Table 5.13 and Figure 5.13 below.

Table 5.13: Frequency distribution of Q13: The communication plan uses a variety of vehicles to inform and involve employees in balance scorecard

	Count	Count	Percent	Percent
1 Strongly Disagree	5	5	13.16	13.16
2 Disagree	7	12	18.42	31.58
3 Uncertain	18	30	47.37	78.95
4 Agree	8	38	21.05	100.00
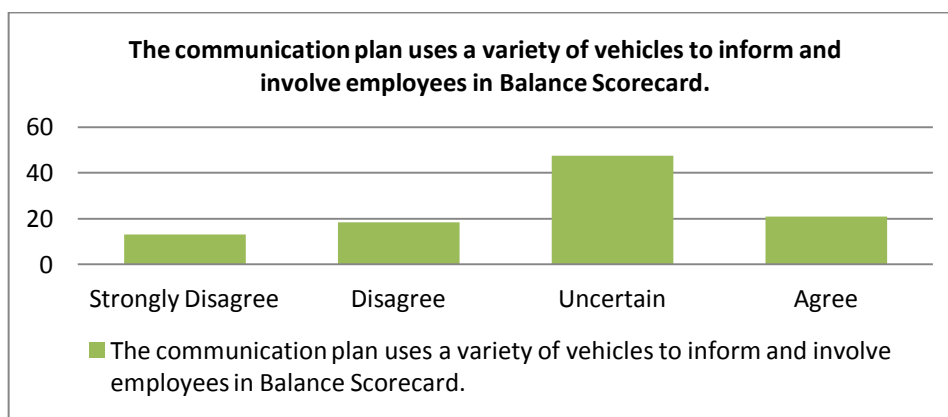
Figure 5.13: Frequency distribution of Q13: The communication plan uses a variety of vehicles to inform and involve employees in balance scorecard

INTERPRETATION

Respondents were asked whether the communication plan uses a variety of vehicles to inform and involve employees in the BSC. 47% of the respondents were uncertain and 21% of the respondents agreed. Moreover, 18% of the respondents disagreed and 13% strongly disagreed. This result shows that most respondents were uncertain that the communication plan uses a variety of vehicles to inform and involve employees in the BSC. The literature proposes that the Chief of CTMPD must be the strategic communicator and lead the communication strategy. It further suggests that communication is the glue that can hold people together and the connections. In addition, the literature holds that, for change like performance management to be effective, leaders must be courageous, passionate and possess vision. The researcher supports the literature that highlights organisational culture that can also play a critical role in ensuring the stability of the communication loop in performance reporting systems.

RESULTS

5.3.14 Metropolitan police communicates in a way that makes changes or plans clear and defined for each level of the organisation

The rationale for this data was to obtain the respondents' perceptions as to whether the CTMDP communicates in a way that makes changes or plans clear and defined for each level of the organisation. The results are presented in Table 5.14 and Figure 5.14 below.

Table 5.14: Frequency distribution of Q14: Metropolitan police communicates in a way that makes changes or plans clear and defined for each level of the organisation

	Count	Count	Percent	Percent
1 Strongly Disagree	11	11	28.95	28.95
2 Disagree	13	24	34.21	63.16
3 Uncertain	4	28	10.53	73.68
4 Agree	10	38	26.32	100.00
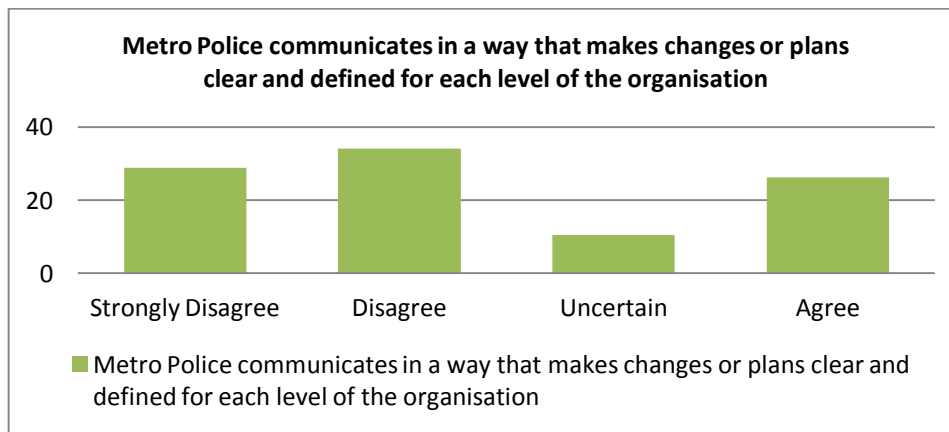
Figure 5.14: Frequency distribution of Q14: Metropolitan police communicates in a way that makes changes or plans clear and defined for each level of the organisation

INTERPRETATION

34% of the respondents disagreed and 28% of the respondents strongly disagreed. 10% were uncertain and 26% agreed with the statement. From the responses provided, it appears that the majority of respondents disagreed with the statement that CTMPD communicates in a way that makes changes or plans clear and defined for each level of the organisation. However, the literature stresses that the CTMPD must be mindful that their plans are only as strong as stakeholder, management and staff buy-in. Therefore, they must recognise the value of a clear communication plan to support their performance management approach. Indeed, the literature advises CTMPD that nothing commits employees to dramatic change like a clear vision which is consistently espoused by management: a view that the researcher supports.

RESULTS

5.3.15 The communication efforts always link back to the vision of the metropolitan police

The rationale for this data was to obtain the respondents' perceptions as to whether the communication efforts always link back to the vision of metropolitan police. The results are presented in Table 5.15 and Figure 5.15 below.

Table 5.15: Frequency distribution of Q15: The communication efforts always link back to the vision of the metropolitan police

	Count	Count	Percent	Percent
2 Disagree	13	13	34.21	34.21
3 Uncertain	13	26	34.21	68.42
4 Agree	12	38	31.58	100.00
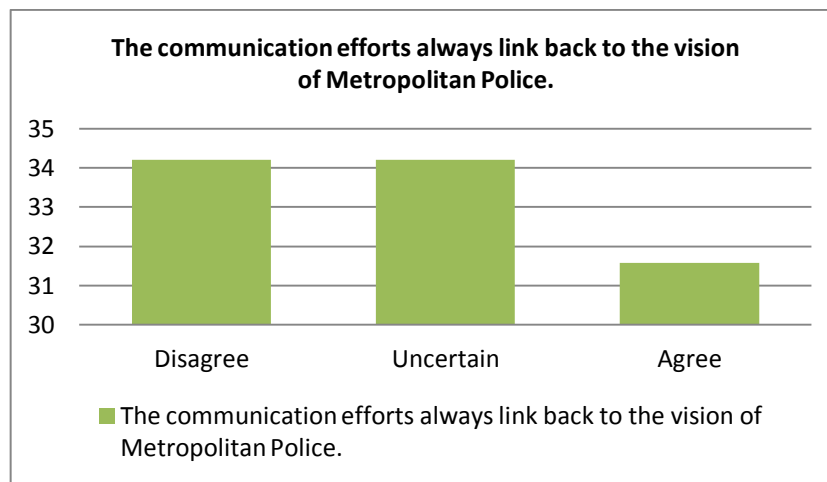
Figure 5.15: Frequency distribution of Q15: The communication efforts always link back to the vision of the metropolitan police

INTERPRETATION

34% of the respondents disagreed, 34% were uncertain and 31% of the respondents agreed with the statement. This statement, however, shows that most respondents disagreed with the statement that communication efforts are always linked back to the vision of the CTMPD. CTMPD will be well advised to heed to the literature that argues that communication in performance management is an effort to connect the organisation's vision, mission and business goals to forces and opportunities that exist in the environment that gives purpose to the work that people perform. This is important since the creators of the BSC performance management system maintain that the scorecard approach was meant to clarify and translate the vision and strategy; communicate and link strategic objectives and measures and finally set targets and align the strategic initiatives of the organisation. The literature advances the notion that the first step in starting the BSC is to clarify the vision and strategy.

RESULTS

5.3.16 Vehicles and an environment has been created so that employees are willing to raise concerns and questions in metropolitan police

The rationale for this data was to obtain the respondents' perceptions as to whether vehicles and an environment have been created so that employees are willing to raise concerns and questions in the metropolitan police. The results are presented in Table 5.16 and Figure 5.16 below.

Table 5.16: Frequency distribution of Q16: Vehicle and an environment has been created so that employees are willing to raise concerns and questions in metropolitan police

	Count	Count	Percent	Percent
1 Strongly Disagree	9	9	23.68	23.68
2 Disagree	13	22	34.21	57.89
3 Uncertain	11	33	28.95	86.84
4 Agree	5	38	13.16	100.00
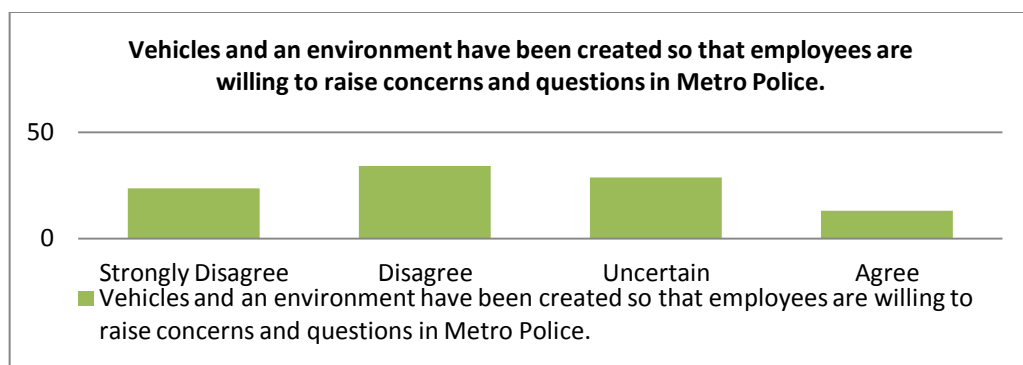
Figure 5.16: Frequency distribution of Q16: Vehicles and an environment have been created so that employees are willing to raise concerns and questions in metropolitan police

INTERPRETATION

13% of the respondents agreed with the statement that vehicles and an environment have been created so that employees are willing to raise concerns and questions in CTMPD. 28% were uncertain, while the rest of the respondents either strongly disagreed (23%) or disagreed (34%). This result indicates that most respondents debunk the notion that vehicles and an environment have been created so that employees are willing to raise concerns and questions in CTMPD. This view is supported by the literature that suggests that key decision makers must make constructive use of resistances and promote responses. If they fail to do so, the literature further indicates that staff may well consider raising barriers that will inhibit communication during these processes. In addition, the literature argues that local municipalities must communicate information to employees in various ways such as face-to-face, telephones, group meetings, faxes, electronic mail, through policy statements, reward systems, production schedules and conferences. Moreover, the literature warns that the use of the improper medium of communication on the part of municipalities can have a major impact on performance management.

RESULTS

5.3.17 Information is provided from senior management to fully inform officers and staff about the balance scorecard

The rationale for this data was to determine respondents' perceptions as to whether Information is provided from seniors to fully inform officers and staff about the BSC. The results are presented in Table 5.17 and Figure 5.17 below.

Table 5.17: Frequency distribution of Q17: Information is provided from senior management to fully inform officers and staff about the balance scorecard

	Count	Count	Percent	Percent
1 Strongly Disagree	16	16	42.11	42.11
2 Disagree	11	27	28.95	71.05
3 Uncertain	5	32	13.16	84.21
4 Agree	6	38	15.79	100.00
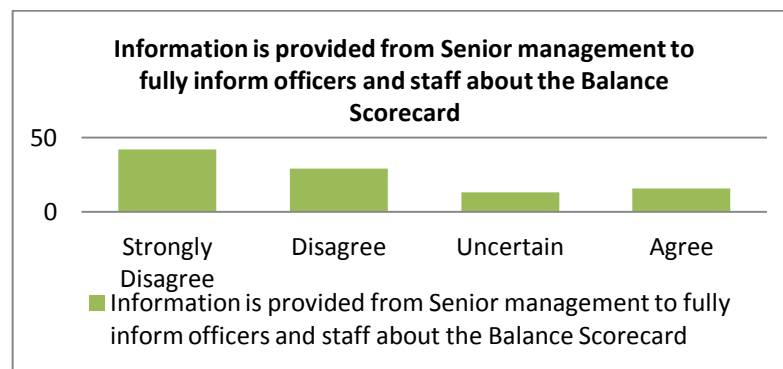
Figure 5.22: Frequency distribution of Q17: Information is provided from senior management to fully inform officers and staff about the balance scorecard

INTERPRETATION

42% of the respondents strongly disagreed and 28% disagreed with the statement "Information is provided from senior management to fully inform officers and staff about the BSC". 13% were uncertain and 15% agreed. It appears, from this result, that the majority of respondents disagreed with the notion that information is provided from senior management to fully inform officers and staff about the BSC. The literature argues, however, that the senior management of CTMPD must be able to endorse the performance management measures because they have privileged access to information; their support is critically important and they are also asked to authorise any strategic communication that may flow from the BSC. This researcher supports this notion.

RESULTS

5.3.   Group sessions are used to get ideas and solutions, raise issues, and interpret information so that interactive communication can take place

The rationale for this data was to obtain the respondents' perceptions in order to determine whether group sessions are used to get ideas and solutions, raise issues, and interpret information so that interactive communication can take place. The results are presented in Table 5.18 and Figure 5.18 below.

Table 5.18: Frequency distribution of Q18: Group sessions are used to get ideas and solutions, raise issues, and interpret information so that interactive communication can take place

	Count	Count	Percent	Percent
1 Strongly Disagree	13	13	34.21	34.21
2 Disagree	12	25	31.58	65.79
3 Uncertain	7	32	18.42	84.21
4 Agree	6	38	15.79	100.00
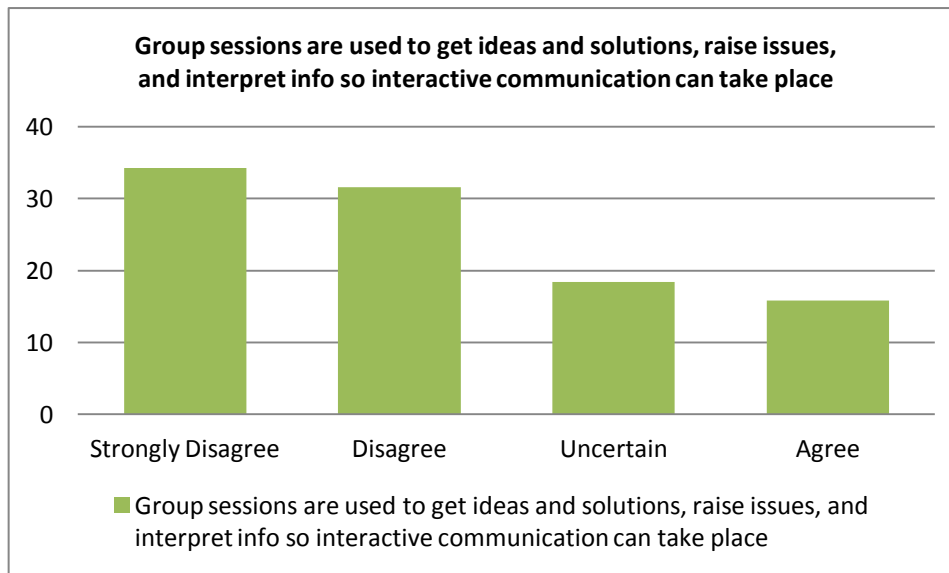
Figure 5.18: Frequency distribution of Q18: Group sessions are used to get ideas and solutions, raise issues, and interpret information so that interactive communication can take place

INTERPRETATION
34% of the respondents strongly disagreed and 31% disagreed. 18% were uncertain and 15% agreed. The majority of the respondents disagreed with the statement that group sessions are used to get ideas and solutions, raise issues, and interpret information so that interactive communication can take place. The results do not support literature which suggests that group meetings, amongst other media, are very important to communicate information to employees. In addition, the authors of the BSC advocate for team objectives that are linked to strategy but caution that these must be attached to an incentives and reward system.

RESULTS

5.3.19 If I have questions regarding the balance scorecard, my concerns are valued and taken seriously

The rationale for this data was to obtain the respondents' perceptions regarding the statement that "if they have questions regarding the BSC, their concerns are valued and taken seriously". The results are presented in Table 5.19 and Figure 5.19 below.

Table 5.19: Frequency distribution of Q19: If I have questions regarding the balance scorecard, my concerns are valued and taken seriously

	Count	Count	Percent	Percent
1 Strongly Disagree	10	10	26.32	26.32
2 Disagree	13	23	34.21	60.53
3 Uncertain	7	30	18.42	78.95
4 Agree	8	38	21.05	100.00
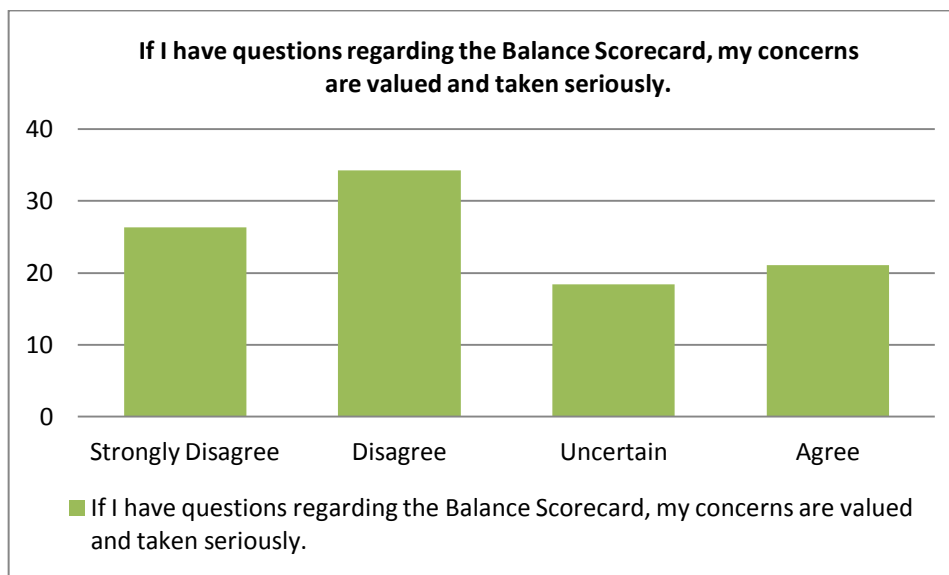
Figure 5.19: Frequency distribution of Q19: If I have questions regarding the balance scorecard, my concerns are valued and taken seriously

INTERPRETATION

34% of the respondents disagreed and another 26% strongly disagreed with the statement: "If I have questions regarding the BSC, my concerns are valued and taken seriously". 18% are uncertain and 21% of the respondents agreed. The literature, however, advances the notion of incorporating the BSC into the very culture of the department. In addition, the literature suggests that CTMPD promote a culture that values employee involvement across all strata and classes of employees within the department, together with the very dedicated involvement of quality improvement teams.

RESULTS

5.3.20 The communication flow is quick and accurate through the balance scorecard system

The rationale for this data was to obtain the respondents' perceptions to determine whether the communication flow is quick and accurate through the BSC system. The results are presented in Table 5.20 and Figure 5.20 below.

Table 5.20: Frequency distribution of Q20: The communication flow is quick and accurate through the balance scorecard system

	Count	Count	Percent	Percent
1 Strongly Disagree	11	11	28.95	28.95
2 Disagree	12	23	31.58	60.53
3 Uncertain	12	35	31.58	92.11
4 Agree	3	38	7.89	100.00
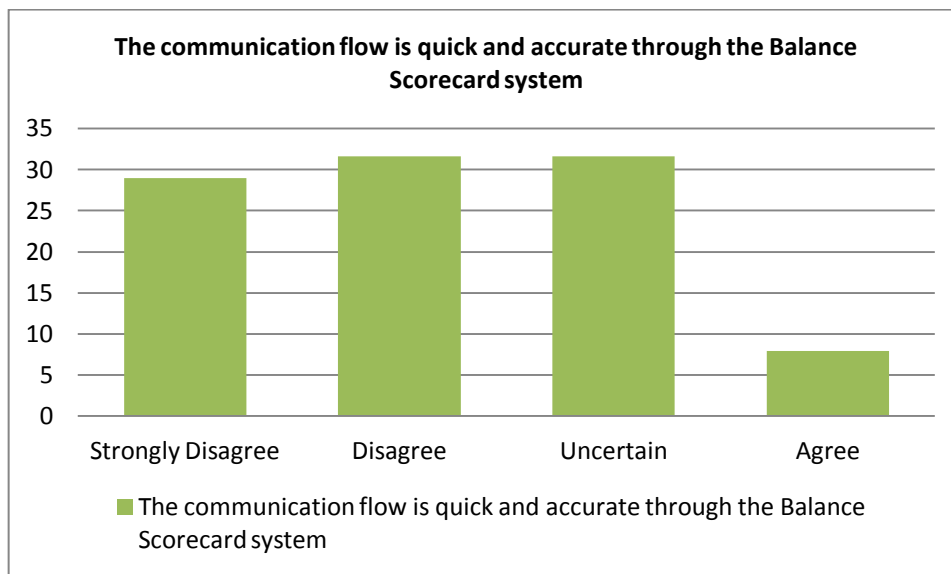
Figure 5.20: Frequency distribution of Q20: The communication flow is quick and accurate through the balance scorecard system

INTERPRETATION

31% of the respondents indicated that they disagreed and a further 28% of the respondents strongly disagreed. 28% felt uncertain and only 7% agreed. From the responses provided, more than half of the respondents do not think the communication flow is quick and accurate through the BSC system. The results stand in contrast to the literature that maintains that performance management has increasingly been utilised as a tool to determine financial distribution and improved service delivery, which requires that information is accurate, timely and appropriate.

5.4   Chapter overview

This chapter forwarded the process undertaken in data analysis as critical in the research process. Both quantitative and qualitative data analysis has been identified and the results of the questionnaire, as a quantitative measuring instrument that was employed on a sample selected from a population, were presented. The section included a summary of the results or interpretation of the findings at CTMPD.

The following chapter will conclude the study.

CHAPTER SIX
CONCLUSIONS AND RECOMMENDATIONS

6.1   Introduction

This research revolved around performance management and how the BSC in particular was communicated within CTMPD. This chapter concludes the study and forwards recommendations to address the problem forwarded in Chapter one of this study.

The importance of communication supporting the BSC performance management system within any organisation can perhaps best be summarised by citing the British scientist, Lord Kelvin (1824-1907):

"If you cannot measure it, you cannot improve it"

A clear research plan was developed. Chapter one comprised an introduction to the study, problem statement, research objectives, a literature review and the significance of the study. A brief summary of the research methodology utilised was offered and an overview of the chapters within the study was presented in this chapter.

Chapter two presented literature on the BSC performance management in the context of local government and policing. It included a theoretical overview of communication as an element of performance management. It looked at countries such as the United States of America, Canada, Britain, Sweden, Portugal, Netherlands and South Africa to learn lessons from their experiences.

Chapter three forwarded a legislative overview of performance management in the South African public service, specifically local government.

Chapter four provided an overview of the research methodology employed in the study. The chapter then provided an explanation of the research methods and design; furthermore, the questionnaire as the primary instrument that was employed was discussed.

Chapter five forwarded the process undertaken in the data analysis as critical in the research process. The responses to the questionnaire, administered to a carefully

selected sample, were presented. This chapter, as indicated earlier, concludes the study and forwards recommendations.

6.2 Conclusions

6.2.1 Balance scorecard performance management system within CTMPD

A historical overview of the various performance management approaches and then the evolution of the BSC performance management within an international context was sketched. Particular attention was paid to its application within a local government environment. The study included international comparisons and the various forms, sectors and fields in which the BSC performance management system was employed were considered. The historical investigation, key obstacles and the different generations of the BSC enriched the study of how organisations best apply the system. The researcher presented key recommendations that will prove critical for the successful implementation of the BSC system. Kaplan and Norton (1996), the creators of the BSC performance management system, advocated that amongst other support activities: communication is the pivot around which all others turn. The results (see Chapter five) gained from the study of CTMPD's middle management corroborate Kaplan and Norton's (2001) assertion that management must have input into the development of BSC performance objectives since the study reveals that the managers have an understanding of the BSC. This, however, does not suggest that all members of management were engaged because the empirical results gleaned from Superintendents; Senior Superintendents, Directors, Heads of Department and support managers debunk this notion. The study concluded that respondents felt that they were not adequately consulted; nor were they trained in the BSC. It came to light that they felt that if they had any concerns surrounding the BSC performance management system, that the communication system instituted within CTMPD does not allow for two-way feedback which undermines their credibility as well as the fairness in the system.

6.2.2 Communication as a support activity for effective performance management within CTMPD

The researcher concludes that there existed useful literature and theoretical information to provide a conceptual framework for this study. Various theories for

sound, effective organisational communication were forwarded. More specifically, this research delved into literature of how communication facilitates and supports change management processes such as performance management. International comparisons were conducted in the policing environment. A model for communication was considered as well as the traditional barriers that hamper effective communication. The aforementioned principles and framework allowed the construction of an instrument that was employed to investigate middle management perceptions on how the BSC was communicated. Literature on communication models was deliberated upon throughout the study. The study further investigated the barriers that seek to inhibit communication, the kinds of messages to convey during the implementation of performance management systems and how this affected CTMPD. The designers of the BSC advocate for the use of the strategy map as the ideal tool to communicate the BSC performance management system. The study concluded that CTMPD does not possess a coherent communication strategy to support the BSC performance management system. Hence, they have no clear vehicle or conduit between the Superintendents, Senior Superintendents, Directors, heads of departments and support managers. It is concluded that there are no two way communication mechanisms in place to facilitate uncertainties if and where they exist and this can lead to both frustration and staff resistance, as suggested by Abdin (2008). CTMDP top managers should pay more attention to middle managers' concerns surrounding the BSC performance management system. Gibson (1994) concludes that if the top echelon recognises the importance of communication and manager development it will raise the staff's interpersonal and problem solving abilities, thus leading to a higher degree of communication amongst middle management.

6.3   Recommendations

This section advances a set of recommendations for consideration by CTMPD senior management; however, it could probably be useful to other metropolitan or municipal police departments within local governments in South Africa. The recommendations are offered to ensure effective and efficient implementation of their performance management systems, particularly the communication strategies linked thereto.

6.3.1 Recommendation One

The researcher recommends that a training workshop be arranged by the support services manager around the theoretical aspects of the BSC. This should be facilitated by the safety and security training college and this workshop should be attended by Superintendents, Senior Superintendents and Directors. The theoretical framework for such training could entail the following:

a) A definition of performance management;

b) The importance of performance management;

c) Problems using performance management;

d) Various approaches to performance management;

e) The BSC performance management system;

f) Definition of the BSC;

g) Perspectives of the BSC;

h) Key obstacles to the implementation of the BSC;

i) Benefits and limitations of the Balance Scorecard;

j) Critical support activities for the Balance Scorecard;

k) International perspectives of how police organisations utilise performance management;

l) Communication;

m) Definition of communication; importance of communication; the communication process; barriers to effective communication and – finally - dimensions for effective communication;

n) Strategy maps; and

o) International perspectives on how police organisations communicate.

The researcher further recommends that these learning outcomes will provide Superintendents, Senior Superintendents and Directors with a better understanding of the BSC. It will thus facilitate the more effective implementation thereof by the Support Services manager who is responsible for spearheading performance management within the department. The training department follows a strict workplace-skills plan for training intervention. However, this intervention is not catered for in the current 2013 plan; the researcher thus recommends that the Support Services manager submit the request through to the training coordinator for consideration for the next financial year's budget.

6.3.2 Recommendation Two

In order to highlight how ineffectively the BSC was communicated to middle management within the CTMPD, the researcher will disseminate the findings of this research to the Superintendents' Forum in April 2013. These participants should include members from the following groups: metropolitan police senior management, the safety and security portfolio committee, the Community Police Forums (CPF), sub councils, other municipal police or metropolitan police departments. This will stimulate dialogue on the importance of the concepts of performance management and communication.

6.3.3 Recommendation Three

This researcher recommends that institutions, universities, experts in the private sector, consultants with proven experience in performance management and even NGOs capacitate the CTMPD, middle management, safety and security portfolio committee and Civilian Oversight Committee (CIVOC) in the use of the BSC performance management system. This would allow for a setting in which academics can practically test the theory of performance management and the CTMPD will gain the opportunity to undergo an objective, scientific evaluation of their systems. Such a study could hold benefits for the CTMPD because the quality of the performance management system and communication systems could be improved. For the researchers, it could provide a case study of best practices or whether educational or curricula around performance management and communication would need to be augmented. CTMPD have a R&D section and it is recommended that this task be assigned to this section for further engagement with these institutions.

6.3.4 Recommendation Four

It is recommended that the Chief of CTMPD currently have only the respective heads of sections sitting in the SMT where there is a culture of discussions around performance management objectives. Middle management is not always privy to this setting and this researcher recommends that it would enrich middle management's understanding, importance and purpose of performance management objectives and how it relates to the vision of the organisation. The Chief of CTMPD could extend the

SMT once per month for approximately 30 minutes to include the Superintendents; Senior Superintendents and Directors on their monthly performance management meetings. This would create a suitable platform for dynamic engagement and lower ranking managers will then have an opportunity to voice their concerns if they experience any difficulty in meeting performance objectives. It is expected that this would both raise the level of understanding of the current management staff and their communication skills while also providing the Chief of CTMPD with a unique opportunity to communicate with middle management if no other platforms exist for him to do so. However, the human resources department must ensure that their next opportunity to appoint managers must possess communication as a core competency. They must have done a short course in communication.

6.3.5 Recommendation Five

It is recommended that a specialist in organisational communication that has extensive experience working in metropolitan police agencies both in South Africa and abroad, train CTMPD Superintendents, Senior Superintendents and Directors in the capacity of strategic communication. This will strengthen the institutional communication capacity, help managers to understand their own communication limitations, what kind of messages to communicate to their staff, managers and public and, finally, to become aware of the barriers that inhibit effective communication.

6.3.6 Recommendation Six

The CoCT adopted the BSC performance management system as the system of choice; therefore, the Chief of CTMPD must issue a memorandum compelling every line manager within CTMPD to conduct frequent review sessions with their middle managers in order to discuss performances of their respective sections. CTMPD managers must meet once every two weeks and the researcher recommends that this review be included as an agenda item once per month at the OMF. The CTMPD have a position called Head: Service Improvement who is responsible for performance management within the CTMPD. The researcher recommends that the incumbent conduct refresher courses from top management to Superintendents. This could probably be conducted twice per year to coincide with the performance review processes of the City.

6.3.7 Recommendation Seven

It is recommended that senior management within the CTMPD comprising of the Chief of CTMPD, Deputy Chiefs of CTMPD, Head: Finance, Head: Support Services and finally Director: CCTV/ Radio communications recognise the important role played by middle managers in shaping the performance management environment within CTMPD. The Chief of CTMPD and the SMT should develop a communication strategy that supports the performance management system. The researcher further recommends that SMT should try different measures to communicate performance objectives to lower ranking staff and not restrict their communication to daily debriefings with their staff. These could include electronic mail, after parades have a special work-session, news on the CoCT intranet; weekly circulars and finally a special article in the monthly CTMPD newsletter.

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APPENDIX A: Questionnaire

The communication processes applied during the implementation of the Balance Scorecard performance management system within a Metropolitan Police Department located in the Western Cape

Date…………………………………………………………………………..

Purpose:	To assist organisations to understand the communication practices underpinning the Balance Scorecard Performance Management System with a view to improve where necessary.
Please be assured	that this information will be used solely for research purposes, and will at all times be treated as highly confidential.
Completion date:	……………………………………………………………………..

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Instructions

1. Your participation in this survey is completely confidential.

2. You can be assured and feel free to answer any question honestly as you feel about it.

3. The purpose of the questionnaire is to determine what your opinion is in terms communication practices that underpins the Balance Scorecard Performance Management System are within Metropolitan Police.

4. The results of the questionnaire will be processed by means of a computer. Only a summary of the end-results will be made available to the respective participating members. Individual responses will not be submitted to management. The personal information which is required is necessary to summarise the conclusions of the study in a proper manner.

5. For statistical purposes please answer each question.

6. When you answer the questionnaire, think about the communication practices and how the question relates to your organisation.

7. Remember – there is no right or wrong answer, it is how you feel about a matter that is important – your opinion is valued.

BIOGRAPHICAL INFORMATION SHEET

1. **Age**   2. **Gender**

1	21-30
2	31-40
3	41-50
4	51-60+

1	Female
2	Male

3. **Position (level)**

Indicate your current position according to one of the grading systems below:

1	Top management	
2	Senior Management/Senior specialist	
3	Middle management/Specialist	
4	Junior management/Supervisory	
5	Officer	
6	Administrative	
7	Other	

Section:

Select the section within which you work.

1	Office of Chief of Police	
2	Central Operations	
3	Civilian and Internal Affairs	
4	Closed Circuit Television	
5	Finance Division	
6	Support Services	

4. **Length of work experience (in any organisation)**

1	1-5 years	
2	5 – 10 years	
3	10-15 years	
4	More than 15 years	

After you have read each statement, please decide the degree to which the statement accurately describes your own situation and your own feelings, using the following scale:

1. Strongly disagree (SD)
2. Disagree (D)
3. Undecided (U)
4. Agree (A)
5. Strongly agree (SA)

	1 SD	2 D	3 U	4 A	5 SA
1. I know what the Balance Scorecard performance Management system is all about?					
2. I have been trained in the Balance Scorecard performance Management system?					
3. Communication about the balance scorecard performance management system is not the line management's responsibility?					
4. The Balance Scorecard performance management system and its results must be continuously communicated.					
5. I am satisfied with the manner performance management is being conducted within the department.					
6. Feedback of performance management should be in a structured format.					
7. I do not understand the purpose of the Balance Scorecard performance management system.					
8. Performance management is done fairly throughout the department.					
9. No sufficient training was given of the Balance Scorecard performance management system.					
10. Two-way communication vehicles and processes are used to collect on-going ideas and information from employees about the performance management system.					
11. I trust the credibility of the information I receive.					
12. I trust the completeness of the information I receive.					
13. The communication plan uses a variety of vehicles to inform and involve employees in Balance Scorecard.					
14. Metropolitan police communicates in a way that makes changes or plans clear and defined for each level of the organisation.					
15. The communication efforts always link back to the vision of Metropolitan Police.					
16. Vehicles and an environment have been created so that employees are willing to raise concerns and questions in Metropolitan police.					
17. Information is provided from Senior Management to fully inform officers and staff about the Balance Scorecard.					
18. Group sessions are used to get ideas and solutions, raise issues, and interpret info so interactive communication can take place.					
19. If I have questions regarding the Balance Scorecard, my concerns are valued and taken seriously.					
20. The communication flow is quick and accurate through the Balance Scorecard system.					

Vehicles for effective communication could include: presentations, written pieces, newsletters, bulletins, e-mail messages, parades, communication sessions, memos and letters.

APPENDIX B: Permission letter from Cape Town Metropolitan Police Department

CITY OF CAPE TOWN | ISIXEKO SASEKAPA | STAD KAAPSTAD

THIS CITY WORKS FOR YOU

Room No 4, Floor 4
101 Hertzog Boulevard
Cape Town 8001
P O Box 7586, Roggebaai 8000
Ask for: Mr W Le Roux

Tel: 021 4275150
Fax: 021 4275155
E-mail: wayne.leroux@capetown.gov.za
website: www.capetown.gov.za
Ref:
Filename: Mini - with R Hendricks\2012-01-16 Letter to CPUT - Minithesis of SP Phillips.docx

Room No 4, Floor 4
101 Hertzog Boulevard
Cape Town 8001
P O Box 7586, Roggebaai 8000
Cela: Mnu W Le Roux

Umnxeba: 021 4275150
Ifeksi: 021 4275155

Kamer Nr 4, Vloer 4
Hertzog Boulevard 101
Kaapstad 8001
Posbus 7586, Roggebaai 8000
Vra vir: Mnr. W Le Roux

Tel: 021 4275150
Faks: 021 4275155

EXECUTIVE DIRECTOR: SAFETY AND SECURITY, CAPE TOWN METROPOLITAN POLICE DEPARTMENT

CAPE PENINSULA UNIVERSITY OF TECHNOLOGY
The Head: Department of Public Management
Faculty of Business
Email: hendrickser@cput.ac.za

Monday, 16 January 2012

Dear Dr R Hendrickse / Student Shaun Peter Phillips,

LETTER OF AUTHORITY TO CONDUCT RESEARCH PROJECT: STUDENT SHAUN PETER PHILLIPS, STUDENT NUMBER: 194072142 MASTERS: PUBLIC MANAGEMENT

Permission is hereby granted for you to conduct research in Cape Town Metropolitan Police Department (CTMPD). It further confirms your right of access to conduct research for the purposes and on the terms and conditions set out herein. This right of access commences on 01st February 2012 and ends on 31st December 2012 unless terminated earlier in accordance with the clauses below. Please note that during the course of your research project you may be requested to show this letter as proof of permission received from the Chief of Metropolitan Police as due authority. Whilst undertaking research at CTMPD you are required to follow the reasonable instructions of our Research and Development (R&D) unit in terms of right of access. Our liaison's contact details are Senior Superintendent Henry Munsami or email: henry.munsami@capetown.gov.za or telephonically 021-4275147 or Cell: 0832886238.

You must ensure that you understand and comply with the requirements of the policies of the City of Cape Town wrt Access to Information. Furthermore you should be aware that ito law, unauthorised disclosure of police information is an offence and such disclosures can lead to prosecution.

The student will not be indemnified from prosecution if any breach of confidentiality has occurred. We can terminate their right to conduct research at any time either by giving seven days' written notice to them or immediately without any notice if they are in breach of any of the terms or conditions described in this letter or if they commit any act that we reasonably consider to amount to serious misconduct or to be disruptive and/or prejudicial to the interests and/or business of CTMPD or if you are convicted of any criminal offence. If their circumstances change in relation to their criminal record, professional registration or any other aspect that may impact on your suitability to conduct research, or your role in research changes, you must inform the CTMPD R&D section. We wish you all the best with your endeavours.

Yours sincerely,

METRO POLICE CHIEF

2 5 JAN 2012

CHIEF OF METROPOLITAN POLICE
W. LE ROUX

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APPENDIX C: Letter from Grammarian

To whom it may concern

This is to confirm that the mini-thesis of Shaun Peter Phillips, entitled *The communication processes applied during the implementation of the Balance Scorecard performance management system within a Metropolitan Police Department located in the Western Cape* was proofread and edited by myself, Nancy Morkel.

Sincerely,

Nancy Morkel
MA English (NMMU), BA Hons English, BA MCC (UPE), PGDHET (UFH)
Contact: 0835121629 / nancy.morkel@gmail.com