

The effectiveness of a performance management system in enhancing service delivery: the case of Maquassi Hills Local Municipality

IR JONAS

Mini dissertation submitted in partial fulfillment of the requirements for the degree Master of Development and Management in Public Management and Governance at the Potchefstroom Campus of the North-West University.

SUPERVISOR: MR M DIEDERICKS

May 2011

DECLARATION

I, Itumeleng Roland Jonas, hereby declare that this study “The effectiveness of a performance Management System in enhancing service delivery: the case of Maquassi Hills Local Municipality” is original and the results of my own work. It is further declared that all information used and quoted have been duly acknowledged by means of complete reference, and that this mini-dissertation was not previously in its entirety or partially submitted by me or any other person for degree purposes at this or any other University.

I.R. Jonas

.....
Date

DEDICATION

This mini-dissertation is dedicated to the memory of my late father and mother, Dijeng Jonas and Ramateke Jonas.

You will always be in our hearts.

ACKNOWLEDGEMENT

To God the almighty, through whom all things are possible.

- My supervisor, Mr Melvin Diedericks for his guidance, criticism, support and valuable advises. I would not have been able to complete this study without his advice, time and interest. His guidance and contribution are valued;
- Colleagues at Maquassi Hills Local Municipality especially Mr Masindi Mapholi who participated in the interviews and was willing to assist at all times. I really appreciate all advices and comments given;
- To all community members at Maquassi Hills Local Municipality who participated in the interviews; Ke a leboga, le ka moso;
- Sindisa Mahlangu and Nomsa Mbaza for their willingness and efforts in typing this dissertation;
- To my sister Seseng Jonas and my brother Lenyatso Kennedy Jonas, thank you for your love and support;
- To my friend Dr Tladi Ledibane for his motivation and support when I had no strength to continue with the dissertation. Your constant criticism paid off at last. Thank you.

ABSTRACT

Performance Management System (PMS) implementation in Maquassi Hills Local Municipality (MHLM) had been a problem for many years. The municipality failed to produce an annual report for three consecutive years (2006/2007, 2007/2008, 2008/2009) and therefore failed to account to the community on the usage of public funds. The Municipal Systems Act 32 of 2000 called upon all municipalities in the country to establish a PMS that correlates with resources and circumstances and which relates to the objectives in the Integrated Development Plan (IDP). Most municipalities, including MHLM, are underperforming in terms of service delivery because there are no effective and efficient tools such as PMS to enhance service delivery.

PMS is a service delivery tool that will assist MHLM to improve its basic service delivery. It will also help MHLM to rectify the culture of non-performance or poor service delivery that is noticed amongst the personnel. The municipality will need workshops and induction to improve on the current status quo of non-performance. This research has identified a lack of experience and proper training among municipal officials at MHLM to implement a PMS. Because the MHLM staff and council are not competent to implement a PMS, staff are not being appraised; yet, bonuses are being paid to Article 57 managers.

Performance management is not being implemented among all staff, and it is not being marketed in the community. The municipality needs to be educated and trained in the implementation of a proper PMS. Research shows that there is a gap among current staff in terms of performance management functions.

Performance management refers to an ongoing process that includes setting and aligning goals, coaching and developing employees, providing feedback, formally evaluating performance, and linking performance to recognition and rewards. The lack of all these processes at MHLM prompted research on this matter. The objective of this study was therefore to assess whether a PMS can be used as a tool to enhance service delivery in MHLM.

The primary objective was to investigate the challenges faced by MHLM regarding the effective application of PMS as a tool to enhance and accelerate basic service delivery. The research outcome indicates that PMS is non-functional in MHLM. It was also discovered that there is no link between IDP/PMS and service delivery. The study concludes by recommending that a balance scorecard (BSC) be implemented to improve PMS in MHLM. The BSC should be linked to the performance of all managers.

SAMEVATTING

Die implementering van 'n funksionele prestasiebestuurstelsel (PBS) in Maquassi Hills Plaaslike Munisipaliteit (MHLM) is al vir baie jare 'n probleem. Die Munisipaliteit kon vir 3 agtereenvolgende jare nie 'n jaarverslag indien nie (2006/2007, 2007/2008, 2008/2009) en kon dus nie aan die publiek verslag doen oor die besteding van openbare fondse nie. Ingevolge die Wet op Munisipale Stelsels, 32 van 2000, moet alle munisipaliteite in die land 'n PBS implementeer wat in ooreenstemming is met hulpbronne en omstandighede, en wat betrekking het op die doelwitte in die Geïntegreerde Ontwikkelingsplan (GOP). Die meeste munisipaliteite, MHLM ingesluit, presteer nie na wense ten opsigte van dienslewering nie omdat daar nie voldoende en geldige instrumente soos PBS in plek is om prestasie te meet en sodoende dienslewering te verbeter nie.

PBS is 'n diensleweringinstrument wat MHLM sal help om hul basiese dienslewering te verbeter en om die kultuur van onderprestering en swak dienslewering onder personeel reg te stel. Die munisipaliteit het werkswinkels en induksieprogramme nodig om huidige stand van onderprestasie te verbeter. Hierdie navorsing het bevind dat daar onder MHLM se munisipale amptenare ook 'n gebrek is aan ervaring en behoorlike opleiding om 'n PMS te implementeer. Omdat die personeel en raad by MHLM nie bevoeg is om 'n PBS te implementeer nie, word personeel nie geëvalueer nie; maar desondanks word bonusse aan Artikel 57-bestuurders uitbetaal.

Prestasiebestuur word nie onder ander alle personeel geïmplementeer nie en dit word ook nie in die gemeenskap bemark nie. Die munisipaliteit sal onderrig moet word en opleiding moet ontvang om 'n behoorlike prestasiebestuurstelsel te implementeer. Navorsing toon dat daar by die huidige personeel 'n leemte bestaan wat prestasiebestuursfunksies betref.

Prestasiebestuur verwys na 'n aaneenlopende proses van doelwitidentifisering en –belyning, afrigting en ontwikkeling van personeel, die gee van terugvoer aan personeel, formele evaluering van prestasie, en die koppeling van prestasie aan erkenning en belonings. Die gebrek aan al bogenoemde prosesse by MHLM het hierdie navorsing noodsaaklik gemaak. Die doelwit van hierdie studie was daarom om te bepaal of 'n PBS gebruik kan word as 'n instrument om dienslewering by MHLM te verbeter.

Die hoofdoel van die navorsing was om ondersoek in te stel na die uitdagings wat MHLM ervaar met betrekking tot die doeltreffende aanwending van PBS as 'n instrument om basiese dienslewering te verbeter en te versnel. Die navorsingsbevindings dui daarop dat PBS nie by MHLM funksioneer nie. Daar is ook bevind dat daar geen verband is tussen die GOP/PBS en dienslewering nie. Die studie sluit af met die aanbeveling dat 'n balanstelbord (BTB) in werking gestel word om PBS te verbeter by MHLM. Die BTB moet gekoppel word aan die prestasie van alle bestuurders.

TABLE OF CONTENTS

DECLARATION	ii
DEDICATION	iii
ACKNOWLEDGEMENTS	iv
ABSTRACT	v
SAMEVATTING	vi
TABLE OF CONTENTS	vii
ACRONYMS	viii
LIST OF FIGURES	ix
LIST OF TABLES	x

CHAPTER ONE

INTRODUCTION, ORIENTATION AND PROBLEM STATEMENT

1.1 INTRODUCTION	1
1.2 ORIENTATION	1
1.3 PROBLEM STATEMENT	4
1.4 RESEARCH OBJECTIVES OF THE STUDY	5
1.4.1 Primary Objective	5
1.4.2 Secondary Objectives	5
1.5 RESEARCH QUESTIONS	5
1.6 CENTRAL THEORETICAL STATEMENT	6
1.7 RESEARCH AND METHODOLOGY	6
1.7.1 Literature Review	6
1.7.1.1 Database Consulted	7
1.7.2 Design	7
1.7.3 Empirical Investigation	7
1.7.4 Processing and verification of information	8
1.8 CHAPTER LAYOUT	9

CHAPTER TWO

BASIC SERVICE DELIVERY & DEVELOPMENTAL LOCAL GOVERNMENT IN SA

2.1 INTRODUCTION	10
2.2 TOOLS AND APPROACHES FOR DEVELOPMENTAL LOCAL GOVERNMENT	11
2.2.1 Integrated development planning	11
2.2.2 Linkage between integrated development plan and budget	14
2.3 WORKING TOGETHER WITH LOCAL CITIZENS AND PARTNERS	17
2.3.1 Citizens as voters	18
2.3.2 Citizens as consumers and service users	19
2.3.3 Citizens as partners in resource mobilization	20
2.4 DEVELOPMENTAL OUTCOMES OF LOCAL GOVERNMENT	22
2.4.1 Provision of household infrastructure and services	22

2.4.2 Local economic development (LED) _____	24
2.4.3 Creation of liveable, integrated cities, towns and rural areas _____	26
2.5. PUBLIC SERVICE DELIVERY IN MAQUASSI HILLS LOCAL MUNICIPALITY _____	27
2.5.1 Water and sanitation _____	28
2.5.2 Electricity _____	28
2.5.3 Housing _____	28
2.5.4 Roads _____	29
2.5.5 Funding _____	29
2.6 CONCLUSION _____	29

CHAPTER THREE

PERFORMANCE MANAGEMENT SYSTEM AND BASIC SERVICE DELIVERY: CONCEPTUAL RELATION

3.1 INTRODUCTION _____	31
3.2 CONCEPTUALISING THE ORIGIN OF PERFORMANCE _____	32
3.2.1 Performance management within a public institution _____	37
3.2.2 Benefits of effective performance management _____	40
3.2.3 Functioning of PMS in Municipalities _____	41
3.3 LEGISLATIVE AND REGULATORY FRAMEWORK IMPACTING ON PERFORMANCE MANAGEMENT IN MUNICIPALITIES _____	43
3.3.1 Public Service Act 103 of 1994 _____	45
3.3.2 White Paper on the Transformation of the Public Service, 1995 _____	46
3.3.3 Labour Relations Act 66 of 1995 _____	47
3.3.4 The Constitution of the Republic of South Africa, 1996 _____	48
3.3.5 White Paper on Transforming Public Service Delivery (Batho Pele) of 1997 _____	49
3.3.6 The Municipal Structures Act 117 of 1998 _____	52
3.3.7 Skills Development Act of 1998 _____	52
3.3.8 Public Service Regulations 1999 _____	52
3.3.9 Local Government Municipal System Act 32 of 2000 (MSA) _____	53
3.3.10 The Municipal Finance Management Act 56 of 2003 (MFMA) _____	58
3.4 LINKAGE BETWEEN EFFECTIVE BASIC SERVICE DELIVERY AND PMS _____	58
3.4.1 Deliverable(s) as a concept _____	58
3.5 CHALLENGES IN PERFORMANCE MANAGEMENT AND SERVICE DELIVERY _____	59
3.6 CONCLUSION _____	60

CHAPTER FOUR

THE EFFECTIVENESS OF A PMS IN ENHANCING SERVICE DELIVERY: EMPIRICAL FINDINGS

4.1 INTRODUCTION _____	61
-------------------------------	-----------

4.2 RESEARCH METHODOLOGY	61
4.2.1 Description of a qualitative research methods	62
4.2.2 Characteristics of qualitative methods	62
4.3 RESEARCH DESIGN	63
4.3.1 Literature review	64
4.3.2 Construction of the questionnaire	64
4.3.3 Data collection methods	64
4.3.4 Study population and problems encountered	65
4.4 THE RESEARCH INSTRUMENTS	66
4.5 THE RESEARCH PROCESS	66
4.6 ANALYSIS AND INTERPRETATION OF IMPIRICAL DATA	66
4.7 SECTION A: BIOGRAPHICAL INFORMATION OF RESPONDENTS	67
4.7.1 Political party affiliation	67
4.7.2 Number of years in service	67
4.7.3 A1: Gender	67
4.7.4 A2: The age of the respondents	68
4.7.5 A3: The race of the respondents	68
4.7.6 A4: The post level of the participants	69
4.7.7 A5: The participants years of experience within the municipality	69
4.8 SECTION B: SEMI-STRUCTURED INTERVIEW QUESTIONS REGARDING PMS AND SERVICE DELIVERY: QUESTIONNAIRE ADMINISTERED TO OFFICIALS OF THE MUNICIPALITY	
4.8.1 Knowledge and understanding of the mission statement	70
4.8.2 Knowledge and understanding of the vision statement	71
4.8.3 Strategic goals of the municipality	72
4.8.4 Setting of goals for the municipality	73
4.8.5 Evaluation of the employees	74
4.8.6 Staff having necessary knowledge	75
4.8.7 Performance evaluation of the staff	76
4.8.8 Performance evaluation of councillors	76
4.8.9 Performance goals of the employees	77
4.8.10 Expectation of employees	78
4.8.11 Evaluation of staff	79
4.8.12 The primary role player in PMS	79
4.8.13 The role player being able to manage PMS	80
4.8.14 The importance of performance management	81
4.8.15 Availability of information to stakeholders	82
4.8.16 Achievement of PMS through community participation	83
4.8.17 Employee capacity training in PMS	84
4.9 QUESTIONNAIRE ADMINISTERED TO WARD COMMITTEE MEMBERS	84
4.9.1 The gender of the community respondents	85
4.9.2 The age of the respondents	86
4.9.3 The race of the respondents	86
4.9.4 The experience of the respondents	87
4.9.5 The setting of goals by community members	88
4.9.6 Holding of community meetings	89

4.9.7 The frequency of community meetings _____	90
4.9.8 The discussion of PMS in community meetings _____	90
4.9.9 The evaluation of the Municipal Manager _____	91
4.9.10 Access to the basic services _____	92
4.9.11 Concerning access to electricity services _____	93
4.9.12 Concerning access to sanitation services _____	94
4.9.13 Concerning collection of refuse _____	95
4.9.14 The satisfaction of community with services rendered _____	96
4.9.15 The IDP assisting to accelerate service delivery _____	97
4.9.16 The PMS assisting to accelerate service delivery _____	98
4.9.17 The completion of projects in all wards _____	98
4.10 CHALLENGES REGARDING PMS LISTED BY THE RESPONDENTS _____	99
4.11 SUMMARY OF STATEMENTS AND THE RESPONSES FROM THE RESPONDENTS _____	99
4.12 CONCLUSION _____	100
 CHAPTER FIVE	
 SUMMARY, FINDINGS AND RECOMMENDATIONS	
5.1 INTRODUCTION _____	101
5.2 SUMMARY OF THE STUDY _____	101
5.3 FINDINGS WITH REGARD TO RESEARCH OBJECTIVES _____	103
5.4 RECOMMENDATIONS _____	106
5.5 FINAL CONCLUSION _____	107
BIBLIOGRAPHY _____	108
LIST OF ANNEXURES _____	114
 ANNEXURE A: Semi-structured questionnaire for officials	
B: Semi-structured questionnaire for ward committees	
C: Letter of permission	
D: Language editing certificate	

ACRONYMS

ANC	- African National Congress
BSC	- Balanced Score Card
CBO	- Community Based Organisation
DLGH	- Department of Local Government and Housing
IDP	- Integrated Development Plans
KPA	- Key Performance Areas
KPI	- Key Performance Indicators
LED	- Local Economic Development
MDB	- Municipal Demarcation Board
MFMA	- Municipal Finance Management Act 56 of 2003
MHLM	- Maquassi Hills Local Municipality.
MIG	- Municipal Infrastructure Grant
MSA	- Municipal System Act 117 of 1998
NPO	- Non Profit Organisation
NSDP	- National Spatial Development Perspective
PGDS	- Provincial Growth and Development Strategies
PMS	- Performance Management System
RDP	- Reconstruction and Development Programme
RSA	- Republic of South Africa
SDBIP	- Service Delivery Budget Implementation Plan NPTPS
	- White Paper on Transformation of Public Service AG
	- Auditor – General
SDU	- Service Delivery Unit

LIST OF FIGURES

Figure 1	- Simple public performance model	32
Figure 2	- Integrated system of planning delivery	42
Figure 3	- The input – output model	51
Figure 4	- Performance management structure in municipalities	55
Figure 5	- The post level of the respondents	69
Figure 6	- Knowledge and understanding of the mission statement	70
Figure 7	- Knowledge and understanding of the vision statement	71
Figure 8	- Strategic goals of the municipality	72
Figure 9	- Setting goals of the municipality	73
Figure 10	- Evaluation of the employees	74
Figure 11	- Staff having necessary knowledge in PMS	75
Figure 12	- Performance evaluation of councillors	76
Figure 13	- Expectation of employees	78
Figure 14	- The primary role player in PMS	79
Figure 15	- The role player being able to manage PMS	80
Figure 16	- Availability of information to stakeholders	82
Figure 17	- Achievement of PMS through community participation	83
Figure 18	- Employees capacity training in PMS	84
Figure 19	- The gender of the community respondents	85
Figure 20	- The age of the community respondents	86
Figure 21	- The experience of the respondents	87
Figure 22	- Setting of goals by the community members	88
Figure 23	- Holding of community meetings	89
Figure 24	- The discussion of PMS in community meetings	90
Figure 25	- The evaluation of the Municipal Manager	91
Figure 26	- Access to the basic services	92
Figure 27	- Access to electricity services	93
Figure 28	- Access to sanitation services	94
Figure 29	- Access to collection of refuse	95
Figure 30	- The satisfaction of community members	96
Figure 31	- IDP assisting in acceleration of service delivery	97
Figure 32	- Completion of projects in all wards	98

LIST OF TABLES

Table 1	- Golden rules on budgeting	15
Table 2	- Roads Backlogs in MHLM	29
Table 3	- Two ways of getting results	34
Table 4	- Spagenberg's Integrated model of performance	38
Table 5	- The age of the respondents	68
Table 6	- The race of the respondent	68
Table 7	- Participants years of experience	69
Table 8	- Performance evaluation of the staff	76
Table 9	- Performance goal of the employees	77
Table 10	- Evaluation of staff	79
Table 11	- The importance of performance management as an important indicator for service delivery	81
Table 12	- The race of the respondents	86
Table 13	- The frequency of community meetings	90
Table 14	- PMS assisting to accelerate service delivery	98

CHAPTER ONE

ORIENTATION AND PROBLEM STATEMENT

1.1 INTRODUCTION

A Performance Management System (PMS) is one of the cornerstones of many organizations. It is important to note that effective performance management is a key to better service delivery (Smither, 2009:1). The main purpose of this chapter is to provide an expanded overview of the orientation, problem statement, and research objectives of the study, research questions, central theoretical statements, research methodology, and the chapter layout.

When objectives are clear, and set by managers and employees together, and when they jointly monitor progress towards them, fair and accurate appraisals are almost guaranteed. Good workers gain the recognition they deserve, and poor performers learn about problems before they grow out of control: Saunders (2002:7). Service delivery will be guaranteed, employees will be compensated with performance bonuses and the PMS will be enhancing service delivery.

1.2 ORIENTATION

South African municipalities are required by the Municipal Systems Act 32 of 2000 to implement a PMS as a basis to monitor and evaluate progress in Local Government (LG). A PMS will act as a tool to accelerate service delivery. Legislation, such as the said Act, requires that the process to Integrated Development Planning (IDP) and PMS planning must be participatory. The process should furthermore incorporate the voices of the communities affected by the planning. The ability of a municipality to provide services depends on the availability of revenues and other resources such as the land and yellow fleet necessary to support the planning. Such a system therefore helps communities to identify and mobilize their available resources and use them for the most pressing community needs. Performance management assists in monitoring and evaluating the progress of usage of those resources such as land and funds (Department of Local Government and Housing (DPLGH), 2006:3).

The Constitution of the Republic of South Africa Act 108 of 1996 (SA) provides for basic rights that underline the notion of service delivery. A healthy working relationship between the three spheres of government (national, provincial and local) should facilitate achieving service delivery in

municipalities. Local government is therefore a key role-player in the development of South Africa especially in terms of providing basic service delivery to ordinary citizens.

A number of policy document such as the White Paper, Reconstruction and Development Programme (RDP), (1994) and the White Papers on Local Government (1995), acknowledged the need for a developmental local government system in SA. This was in recognition of the major role local government is playing in this respect. The White Papers further recognizes that community participation, integrated development planning and performance management systems are critical for attaining the objects of local government (of this nature), as outlined in section 152 of the Constitution. These objects are, however, still to be realized.

As emphasized, community participation is the cornerstone around which IDP and PMS revolves. In other words, the needs of the local communities should be identified prior to the formulation of IDPs. The purpose of any IDP is to ensure that the available, limited resources of government are directed at the development of underdeveloped areas and the provision of basic services where they are mostly needed, as alluded to by Van der Waldt et al. (2007:93-108). The purpose of the IDP is to ensure that scarce resources are focused on the delivery of programmes and projects that are aimed at realizing developmental priorities. Once the municipalities implement the IDP, it is important to determine that:

- Delivery is taking place in a planned manner;
- Resources are being employed efficiently;
- The quality of services delivered is acceptable; and
- The overall delivery has the planned effect or impact on the lives of the communities in the municipality (IDP, 2006).

To achieve performance objectives the development of a PMS is necessary. Its purpose is to establish systems and methods that translate the strategic goals of a municipality into individual performance (DPLGH, 2006).

Public managers are under constant pressure to improve the performance of their institutions. They are expected to satisfy a number of stakeholders and role players, achieving increases in efficiency as well as the effective attainment of institutional goals. The challenges confronting senior public managers do not by any means lie only with institutional and managerial issues. According to Van der Waldt (2004:82), the challenges are indeed much more complex. Local municipalities are under pressure to

meet the demands of communities, in which the following set of principles is critical. Local municipalities should be:

- More responsive and relevant to the needs of citizens;
- More efficient and effective in the case of public resources; and
- More representative of the diversity and needs of all, especially the most disadvantaged sectors of society (Van der Waldt, 2004:84).

Du Toit (2002:56) indicates that effective public service delivery is the result of the intentions and decisions of government and government institutions as well as of the actions undertaken and decisions made by people. According to the author the following principles are important:

- Improve access to services, make it more responsive to the needs of citizens;
- More flexibility and more efficiency in the use of allocated funding;
- Remove the command control approach to management and accompanying excess regulation;
- Faster ability to change processes when problems are detected;
- Better use of technology in the delivery of services; and
- Reduce overlap among jurisdictions, which promotes confusion and frustration. Van der Waldt (2004:84) and Du Toit (2002:56) both emphasize that municipalities need an infrastructure with adequate qualified people to support the general welfare of communities.

It is against this background that this research is undertaken to investigate and develop a PMS for the (MHLM). The development of a PMS would ensure effective service delivery within MHLM.

Since the 1994 general elections in SA, and even some years before this important event, South Africans have demanded more and more accountability from government (Van der Waldt, 2002:264). The community of Maquassi Hills also demand a municipality that is accountable to them and expect in this regard a fully functioning PMS in order to enhance service delivery. Consequently this study aims to investigate the challenges faced by a specific municipality regarding the effective application of a PMS in enhancing basic service delivery.

1.3 PROBLEM STATEMENT

The concept of public service delivery is a comprehensive one. According to Du Toit (2002:56), it not only refers to an end product or result, but is also more an umbrella term referring to the results of intentions and actions undertaken by institutions and people. Performance management is linked to service delivery because it is a goal orientated or outcome-based management approach with managers helping and motivating their employees to perform (Johnson, 2003:3). Section 2 of the Municipal Systems Act 32 of 2000 stipulates that a municipality must establish a PMS that is commensurate with its resources, which is best suited to its circumstances, and that is in line with the priorities, indicators and targets contained in its IDP.

The issue of service delivery backlogs is not unique to SA. It is a difficulty faced by many developmental countries such as Brazil (Nyamukachi, 2005:2). Creating a good life for its citizens will remain a challenge for the South African government on all its spheres, in particular local government, as municipalities are the closest to the people and interact more closely with communities through the delivery of various services as required by the Constitution. Legislation mandates that all people in SA should be afforded access to satisfactory basic needs (food, clothing, shelter, etc.) and basic services such as water supply, electricity and sanitation.

According to the observations of the researcher a majority of people in MHLM still do not enjoy access to adequate basic municipal services. The intention of this study is therefore to investigate these observations in order to find substantial evidence. The specific challenges experienced by this Municipality will also be investigated including the application of the PMS as a tool to enhance and accelerate basic service delivery. A number of areas under its jurisdiction still remain under-served, lacking most of the basic services (Maquassi Hills IDP, 2006:6).

From the aforementioned, the problem that arises is how a municipality such as MHLM can manage to deliver basic services in a more effective, efficient and economical manner by applying the PMS as a tool to enhance basic service delivery.

1.4 RESEARCH OBJECTIVES OF THE STUDY

The research objectives are divided into primary and secondary objectives.

1.4.1. Primary objective

This study aims to investigate the challenges faced by MHLM regarding the effective application of a (PMS) as a tool to enhance and accelerate basic service delivery.

1.4.2 Secondary objectives

To achieve the afore-mentioned primary objective, the secondary objectives of this study are:

- To provide a theoretical overview of the concepts of PMS and service delivery;
- To investigate and explore current functioning of policies, systems, procedures regarding the effective implementation of a PMS within MHLM in order to improve and accelerate basic service delivery;
- To investigate the role of community participation in a PMS in order to address service delivery backlogs within the given Municipality; and
- To provide sound recommendations based on the research findings regarding the use of a PMS as a tool to enhance service delivery within municipalities.

1.5 RESEARCH QUESTIONS

To achieve the above-mentioned objectives, the following research questions will be answered by means of this study:

- What are the theories, principles and best practices of PMS and basic service delivery?
- How effective is the application of PMS in order to enhance basic service delivery within MHLM?
- What are the current policies, legislation and procedures for effective implementation of PMS within this Municipality?
- What is the nature and extent of community involvement in developing, planning and implementing PMS in MHLM to address service backlogs?

- How can the effective implementation of PMS be ensured within MHLM by making use of existing resources in order to improve basic service delivery?

1.6 CENTRAL THEORETICAL STATEMENT

According to Van der Waldt (2002:264), the current delivery of services in local municipalities is not properly addressed by implementation of the PMS. A coordinated system of performance management is not only necessary but also urgent to motivate strategic managers to meet IDP targets for improved service delivery within Municipalities.

1.7. RESEARCH AND METHODOLOGY

A qualitative research design making use of both secondary and primary sources such as a literature review, interviews and a questionnaire was used to conduct this research.

1.7.1 Literature Review

Literature on service delivery and a PMS both nationally and internationally was reviewed and includes secondary sources such as books, journals, articles, government documents and reports containing information relating to the research problem. From this it is evident that there is sufficient information on the Internet, minutes of council meetings, newspaper articles, and official documents related to service delivery, the IDP and PMS of MHLM, in order to conduct the research for a study of this nature (a mini-dissertation). PMS discussion documents, minutes of meetings, periodicals, dissertations and these reports from research institutions and universities were also consulted as secondary sources. These were supported by findings on various studies conducted on performance management in SA.

1.7.1.1 Databases Consulted

The following databases have been consulted prior to preparation of the research proposal to ascertain the availability of study material for the purpose of this research:

- NRF: Nexus;
- South African Government;
- Department of Local Government and Housing (DPLGH) website;
- All local newspapers and associated news website;
- SA ePublications;
- Catalogue of theses and dissertations of South African universities;
- Catalogue of books: Ferdinand Postma Library (NWU); and
- Index of South African periodicals.

Currently there are sufficient resources and information available to undertake research on the problem. Literature was reviewed and the research data and findings are presented scientifically. A scan through all relevant documents regarding PMS has shown that information is current, relevant in SA and not outdated.

1.7.2 Design

The research was conducted on empirical evidence, within a qualitative design, applying a case study approach. According to Van der Waldt (2002:289) a case study approach is particularly useful in depicting a holistic portrayal of the target populations experienced and of results regarding an issue such as a government programme, for example, to evaluate the programme's processes, including strengths and weaknesses.

1.7.3 Empirical Investigation

Information was gathered by means of an empirical study. Semi-structured interviews were conducted with relevant respondents which include administrative officials such as the Municipal Manager, Director Technical Services, Director Corporate Services, Performance Management Manager, Integrated Development Manager and Director Finance, political office-bearers such as the mayor was also interviewed.

The population for the study consisted of officials who constitute some of the stakeholders and participants in the System. According to Van der Waldt (2002:291), the population is defined as a set of cases from which a sample is derived. Babbie and Mouton (2000:100) indicate that the population for a study is that group, usually of people, about whom a researcher wants to draw conclusions.

In this study, purposive sampling was used, based on the judgment of the researcher regarding the characteristics of a representative sample. Purposive sampling involves focusing on a group which is relevant for research. According to Babbie and Mouton (2000:166), a sample is chosen on the basis of what the researcher considers to be typical units. As a result, the researcher interviewed a total number of 7 officials from the municipality.

Interviews were also conducted with the speaker and four executive committee members as they are all involved with Performance Management from the Portfolio Committee level.

The following respondents within the community were also interviewed:

- 8 ward committee members representing all the wards in Maquassi Hills Local Municipality. The questions were formulated based on a model established during the literature study (Struwig & Stead, 2001:151).

1.7.4. Processing and verification of information

All data obtained from the semi-structured interviews and structured questionnaires were processed scientifically with the help of Statistical Consultation Services at the NWU. Conclusions were made in terms of the empirical findings. Triangulation was utilized to verify the information with respect to reliability and validity.

1.8 CHAPTER LAYOUT

The outline of chapters for this study is as follows:

Chapter One: Orientation and problem statement

This chapter provides a general background of the study and inter alia includes the orientation, problem statement, goals and objectives, leading to theoretical arguments and research methodology.

Chapter Two: Basic Service Delivery and Developmental Local Government in SA

This chapter reviewed the developmental goal of local government to provide effective, efficient and economical basic service delivery

Chapter Three: PMS and Basic Service Delivery: Conceptual Relation

This chapter investigated the origin and purpose of PMS in SA local government. An overview of the statutory and regulatory framework is furnished. The chapter further provides a linkage between effective basic service delivery and PMS.

Chapter Four: The effectiveness of a in enhancing service delivery: Empirical Study

The chapter provides detailed explanations of the research design and methods, target population, data collection procedures and problems, research techniques and instrument to explore the effectiveness of a PMS in enhancing service delivery. All findings were scientifically analyzed and presented.

Chapter Five: Conclusions and Recommendations

Based on the empirical findings, conclusions are drawn and logical recommendations are made, in this chapter.

CHAPTER 2

BASIC SERVICE DELIVERY & DEVELOPMENTAL LOCAL GOVERNMENT IN SA

2.1 INTRODUCTION

The research problem, questions and objectives were posed in chapter 1 of the mini-dissertation. It outlined inter alia the purpose of this study, namely to investigate how a municipality such as Maquassi Hills can manage to deliver basic services in a more effective, efficient and economical manner by applying a PMS as a tool to enhance basic service delivery. In order to achieve this objective, this chapter now focuses on the secondary research objectives, which are to investigate and analyse all relevant literature regarding the developmental goal of local government in order to provide effective, efficient and economical basic service delivery.

This chapter therefore explores developmental local government and the central responsibility of municipalities to work with local communities to find sustainable ways to meet their needs and improve the quality of their lives. It discusses the characteristics of developmental outcomes, and proposes several tasks to assist municipalities to become more developmental.

It is in the interest of the nation that local government is capacitated and transformed to play a developmental role. National government is committed to providing support to enable municipalities to become more developmental (RDP, 1994:17). The approaches put forward create a framework in which municipalities can develop their own strategies for meeting local needs and promoting the social and economic development of communities. The transformation of the South African local government system in the early 1990s witnessed service delivery coming to the forefront on key issues confronting local government, hence the adoption of the developmental local approach. Since then municipalities have become a critical partner in the state's obligation to provide services to the communities (Mafunisa & Xaba, 2008:419). The next section discusses the tools and approaches for developmental local government.

2.2 TOOLS AND APPROACHES FOR DEVELOPMENTAL LOCAL GOVERNMENT

These include:

- Integrated Developmental Planning; and
- Linkage between IDP and budget.

2.2.1 Integrated development planning

An IDP is derived from section 56(2)(a-d) of the Local Government Municipal Structures Act, 1998 as amended by Act 58 of 1999 which state that “the Executive Mayor must

- Identify the needs of the municipality;
- Review and evaluate those needs in order of priority, recommend to municipal council strategies, programmes and services to address priority needs through an IDP and matters of revenue and expenditure taking into account any applicable national and provincial development plans; and
- Recommend or determine the best way, including partnership, programmes and services to the maximum benefit of the community” (Vatala, 2005:227).

Municipalities face immense challenges in developing sustainable settlements which meet the needs and improve the quality of life of local communities. To meet these challenges, municipalities will need to understand the various dynamics operating within their area, develop a concrete vision for the area, and strategies for realizing and financing that vision in partnership with other stakeholders (Pretorius & Schurink, 2007:27). According to Edwards (2008:91), Integrated Development Planning is a key intergovernmental relations instrument. It is a national engagement process to support the development of credible local municipal five year IDPs. In January 2006 the cabinet tabled a five year strategic agenda for local government concerning five key decisions on development planning. These are:

- Firstly; the planning capabilities in all three spheres of government have to be improved;
- Secondly, municipal plans should include concrete and more realistic localized service delivery and development targets which will inform performance contracts;
- Thirdly, certainty within the development planning system is required;
- Fourthly, the cabinet also decided that regulations should be introduced to transform districts and metros into local expressions of government wide commitment; and

- Fifthly, it was decided that the National Strategic Development Plan must evolve into a stronger and more directional national development planning instrument (Edwards, 2008:91).

Integrated development planning is a process through which a municipality can establish a development plan for the short, medium and long-term. The main steps in producing an IDP are:

- An assessment of the current social, economic and environmental reality in the municipal area and the current reality;
- A determination of community needs through close consultation;
- Developing a vision for development in the area;
- An audit of available resources, skills and capacities;
- A prioritization of these needs in order of urgency and long-term importance;
- The development of integrated frameworks and goals to meet these needs;
- The formulation of strategies to achieve the goals within specific time frames;
- The implementation of projects and programmes to achieve key goals; and
- The use of monitoring tools to measure impact and performance.

(Phago, 2009:485-486).

The Constitution of SA (1996) and the White Papers on developmental local government set out a new paradigm for Integrated Development Planning that would focus on the previously disadvantaged communities. The IDP aims to contribute towards eradicating the development legacy of the past by providing a framework for economic and social development in a municipality. Achmat (2002:3) emphasizes that the IDP supersedes all other plans and guides development at the local level. The Municipal Systems Act 32 of 2000 and the Municipal Structures Act 117 of 2001 outline that the IDP is one of the core functions of a municipality. The IDP should link, integrate and co-ordinate plans such as the financial plan, and the spatial development plan. It should align the municipality's resources and capacity with the implementation of the plan (Achmat, 2002:3).

According to Geyer (2006:2), development in the context of local government includes the process of improving the quality of life in the community by making sure that communities have access to basic services, enhancing opportunities by ensuring that communities are employed and skills are transferred, and by ensuring that the community can maximize choices by lifting their education level

and enhance their capacity. In improving the quality of life, development also achieves service delivery and access to level of services, Local Economic Development (LED) and job creation.

In effect IDPs are planning and strategic frameworks to help municipalities fulfil their developmental mandate (Pretorius & Schurink, 2007:22-23).

The bullets below explain IDP as a strategic document to help municipalities in their developmental duties:

- An IDP enables municipalities to align their financial and institutional resources behind agreed policy objectives and programmes;
- It is a vital tool to ensure the integration of local government activities with other spheres of development planning at provincial, national and international levels, by serving as a basis for communication and interaction;
- IDPs serve as a basis for engagement between local government and the citizens at the local level, and with various stakeholders and interest groups. Participatory and accountable government only has meaning if it is related to concrete issues, plans and resources allocations;
- It enables municipalities to weigh up their obligations and systematically prioritize programmes and resource allocations. In a context of great inequalities, IDPs serve as a framework for municipalities to prioritise their actions around meeting urgent needs, while maintaining the overall economic, municipal and social infrastructure already in place; and
- It assists municipalities to focus on the environmental sustainability of their delivery and development strategies. Sustainable development is development that delivers basic social and economic services to all without affecting the viability of the ecological and community systems upon which these services depend.

IDPs therefore help municipalities to develop a holistic strategy for poverty alleviation. Poverty is not just about low household income. It includes other aspects of deprivation such as lack of assets to help households cope with shocks and stresses, a lack of the resources or contacts necessary to secure political advantage, a lack of access to education, health care and emergency services and the lack of safe, secure and adequately sized housing provided with basic services. It is important that the IDP be aligned with the budget of the municipality; the subsequent section deals with this.

2.2.2 Linkage between IDP and budget

Integrated development planning should be linked to financial planning. A financial plan involves producing a medium-term (five-year) projection of capital and recurrent expenditure. Most households should draw up monthly budgets. Members make a list of items that need to be bought in that month, as well as bills that have to be paid, and then compare these expenses with their monthly income. If the proposed expenses are higher than their income, the household has to decide which items can be done without in order to balance its budget.

Without the necessary capital, no institution can operate effectively. To enable municipalities to carry out their tasks various grants in terms of the Division of Revenue Act are provided to municipalities, which also collect rates from communities (Du Toit et al. 1998:24). Budgeting is part of an institution's planning process to address the developmental goals of an institution. The planning process starts with the aim or the mission of the institution, that is what it strives for and its reason for existence (Pauw et al. 2002:92). According to the *Collins English Dictionary* (1982:1621), a vision is amongst other things, a vivid mental image produced by the imagination. In terms of this description, we can say that the eradication of infrastructure backlogs, social and economic development, unemployment and crime prevention in South Africa is the vision of the government. A vision is therefore something to strive for and it involves budgetary constraints (Du Toit et al. 2002:72).

The aim or mission normally defines the institution's purpose or right of existence. What the institution does and for whom it does it (Pauw et al. 2002:93). In the context of service delivery, the *Collins English Dictionary* (1982:943) describes a mission as a task that has to be carried out. Therefore, in the effort to realize a vision, specific tasks or missions have to be executed, for example actions to create a good environment for investors within a specific period and specific financial year. The financial plan should show how the priorities in the budget change over the five-year period in order to achieve the vision and mission and, goals set out in the IDP.

In terms of the Municipal Finance Management Act 56 of 2003, the mayor of a municipality must:

- Coordinate the processes for preparing the annual budget and for reviewing the municipality's IDP and budget related policies to ensure that the tabled budget and any revisions of the IDP and budget related policies are mutually consistent and credible.

- At least ten months before the start of the budget year, table in the municipal council a time schedule outlining key deadlines for the preparation, tabling and approval of the annual budget. The mayor must also table the time-lines for consultative processes with the community. The Mayor through imbizo's and ward based meetings will be able to communicate timelines with the community.

The budget of the municipality is divided into a capital and operating budget. In terms of the capital budget municipalities need to develop a coherent infrastructure investment plan, which sets out how they will achieve infrastructure targets and mobilize public and private funding sources for this purpose. The development of IDPs and financial plans provide an opportunity for municipalities and other spheres of government to discuss and prioritise public investment in the area. According to Pauw et al. (2002:104), the golden rules for effective budgets are important. These, together with putting budget theory into practice, are outlined in the table below:

Table 1: Golden rules on budgeting and putting theory into practice

GOLDEN RULE	PUTTING THEORY INTO PRACTICE
(i) Budget continuously; budgeting and planning are not simply once off events	(i) Consider budgeting as more than a single annual activity. Keep in mind that the future is uncertain. Revise the budget regularly to reflect changes in the political social and economic environments.
(ii) Take one's time as budgets are key parts of planning and require careful thinking	(ii) Do not underestimate the time needed to gather relevant information, formulate plans, and make a budget a realistic proposal.
(iii) Involve everyone and include all those that should be involved in the budgeting process.	(iii) It is important to make the budget more than simply a high-level activity. Involve relevant people with appropriate knowledge and skills and motivate them to commit to the process.

(iv) Be realistic and give one's attention to what the institution actually needs in a particular budget.	(iv) Be aware that if resources are scarce, there will be competing demands for certain items within the institution, which can often lead to deliberate overestimation.
(v) Look ahead and pay attention to the future, not the past, when deciding budgeting amounts.	(v) Stay focused on future targets. Do not rely on historical figures alone to guide next year's budget. These figures might be completely incorrect.
(vi) Be aware of internal departmental game-playing; the size of a component's budget is not equal to its importance in an institution.	(vi) Avoid all traditional gamesmanship.
(vii) Monitor events and you might need to change priorities and amounts in line with events	(vii) Be prepared to amend your budget critically, assessing all expenditures and trying to resolve unforeseen problems in other ways.
(viii) Allow flexibility; budgets do not have to be slavishly followed.	(viii) Avoid the temptation to spend all that one was authorized to spend and do not hide savings in the budget when others could well use the resource.

Source: Adapted from Pauw et al. (2002:105).

Provincial governments should monitor the extent to which municipal budget priorities reflect the IDP and use existing conditional grant mechanisms as incentives in this regard. The medium-term financial plan forms a basis on which annual budgets can be drawn up.

It is important that the golden rules outlined in the table above and putting the theory into practice must be followed by the municipality in order to align the IDP with the budget. Municipalities must understand that budgeting is not a once off activity because it also involves consulting local citizens and relevant role-players. The next section outlines the importance of working together with communities to achieve the objectives set in the IDP.

2.3 WORKING TOGETHER WITH LOCAL CITIZENS AND PARTNERS

The Constitution of SA (1996) prescribes that democracy is both representative and participatory. Section 152(1) sets out the objectives of local government one of which is to encourage the involvement of communities and organizations in matters of local government (Draai & Taylor, 2009:113). One of the strengths of integrated development planning is that it recognizes the linkages between development, delivery and democracy. Building local democracy is a central role of local government. The Municipal Systems Act of 32 of 2000 is quite specific regarding the need for community participation. The words community participation are derived from section 152 (1)(e) of the Constitution which requires municipalities to encourage the involvement of communities and community organizations in the matters of local government. According to Craythorne (2006:313), in the affairs of the municipality, community participation is limited to:

- The preparation, implementation and review of its IDP;
- The establishment, implementation and review of its performance management system;
- The monitoring and review of its performance; including outcomes and impact of performance;
- The preparation of its budget; and
- Strategic decisions relating to the provisions of municipal services.

Municipalities must follow the above mentioned guidelines in order to make sure that community participation exist within communities.

According to Draai and Taylor (2009:113), municipalities require active participation by citizens at the following four levels:

- As voters and to ensure maximum democratic accountability of the elected political leadership for the policies they are empowered to promote;
- As citizens who express, via different stakeholders associations, their views before, during and after the policy development process in order to ensure that policies reflect community preferences as far as possible;
- As consumers and end users, who expect value-for-money, affordable services and courteous and responsive service; and
- As organized partners involved in the mobilization of resources for development via for-profit business, non-governmental organizations and community-based institutions.

These four levels of citizen participation are subsequently discussed, because municipalities cannot function without involving communities into it's affairs.

2.3.1 Citizens as Voters

As in the rest of the world, municipalities will need to ensure that voters are constantly made aware of the need to vote and that they are able to vote easily and safely. When voter participation declines, democratic accountability is diluted. The following approaches will enhance voter participation:

Communities play important roles as voters exercising their democratic rights for or against the government. The bullets below indicate the role of citizens as voters:

- Civic education programmes about the importance of voting;
- Ward-level activities to continuously connect elected leaders and their constituencies;
- Creative electoral campaigning around clear policy choices that affect the lives of citizens; and

Electoral systems that ensure that registration and voting procedures are structured in a way that enhances access and legitimacy (Ababio, 2004:280-284).

2.3.2 Citizens as consumers and service-users

Local government is an important sphere of participatory democracy, where communities play an active role not only as the electorate, but also as end-users and consumers, and thereby can hold their municipal council accountable for their actions (Bauer, 2009:29). The Constitution and the White Paper on Transforming Public Service Delivery of 1997 made an important contribution to a new attitude amongst public servants and citizens regarding service delivery (Du Toit et al. 2002:100). For many local citizens, their main contact with local government is through the consumption of municipal services, and it is here that municipalities need to begin to build relationships with citizens and communities. Municipalities need to be responsive to the needs of both citizens and business as consumers and end-users of municipal services. According to Van der Waldt (2004:87) the government of SA is known to have become synonymous with delays, inefficiency, lack of customer service and poor attitudes. In responding to the negative attitude of both politicians and public servants, the White Paper on Transforming Public Service Delivery in 1997 was introduced (Du Toit et al. 2002:107). This White Paper became familiar as the Batho Pele principles (People first). It provides a useful approach

to building a culture and practice of customer service (Russell & Bvuma, 2001:245). According to Van der Waldt (2004:87), the Batho Pele is based on eight key principles: the purpose is to regulate behaviour and improve service delivery in the public sector. Improving public service delivery matters not only to the individual users of services, but also to the whole community. The eight Batho pele principles are:

- **Consultation**

It is important to consult with customers about the level and quality of the public services they receive and whenever possible be given a choice about the services that are offered.

- **Service standards**

To set service standards; citizens should be told what level and quality of public services they will receive so that they are aware of what to expect;

- **Access**

To increase access to services, all citizens should have equal access to the services which they are entitled to;

- **Courtesy**

Citizens should be treated with courtesy and consideration when dealing with government matters;

- **Information**

Citizens should be given full, accurate information about the public services they are entitled to receive,

- **Openness and Transparency**

To increase openness and transparency about services citizens should be told how national and provincial departments are run, how much they cost and who is in charge,

- **Redress**

If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy, and when complaints are made, citizens should receive a sympathetic positive response,

- **Value for money**

To give the best possible value for money. Public services should be provided economically and efficiently in order to do so.

(Mkumbeni, 2008:26).

The collective efforts of both public servants and the politicians will lead to a public service that responds to needs of the customers and the communities and puts the people first (Van der Waldt, 2004:90).

2.3.3 Citizens as partners in resource mobilization

According to Pauw et al. (2002:14) municipalities are expected to enhance delivery within the constraints of available resources. Mobilization of resources by all stakeholders must be strictly for the purpose of usage for the public benefit. Although being more efficient will be one way of achieving service delivery, another way is to mobilize off-budget resources, in particular with partnerships with businesses and non-profit organizations (NPOs).

Municipalities can utilize partnerships to promote emerging businesses, support NPOs and community-based organizations (CBOs), mobilize private sector investment and promote developmental projects which are initiated, but not necessarily financed, by local government. With the assistance of the government, the responsibility to facilitate more effective, efficient, equal and economic basic service delivery to many millions of citizens and to achieve this developmental objective requires mobilization of resources and also a search for alternative cost recovery methods such as short and medium term measures which would improve people's lives and advance an alternative agenda that is developmental in nature (West, 2004:14).

In most instances developmental projects associated with NPOs and CBOs are as follows:

- Community development corporations;
- Community contracting for services such as refuse collection;
- Development partnerships around issues such as local economic development, eco-tourism or farming;
- Community banking and various forms of community finance control (e.g. stokvels);
- Community information and learning centres as central points for using the new information technologies (e.g. the Internet, e-mail) for development purposes;
- Emerging business development centres;
- Training and capacity building initiatives aimed at building up the skills base for development projects;

- Social housing mechanism; and
Value-adding initiatives aimed at transforming wastes into products, e.g., linking recycling to job creation for the unemployed (West, 2004:15).

The roles of the NPO's and CBO's are critical in assisting government to achieve their objectives. As stake holders in achieving service delivery they can assist government in mobilizing the community. The following discussion will be considering the developmental outcomes of local government. In order to restore the confidence of the majority of people in municipalities as the primary delivery machine of the developmental state at local sphere, and make municipalities the pride of the people a movement towards a developmental state was necessary.

2.4 DEVELOPMENTAL OUTCOMES OF LOCAL GOVERNMENT

Four key developmental outcomes for local government are envisaged:

- Provision of household infrastructure and services;
- Creation of livable, integrated cities, towns and rural areas;
- Local economic development; and
- Community empowerment and redistribution.

These developmental outcomes are subsequently discussed, as they form part of basic services in municipalities.

2.4.1 Provision of household infrastructure and services

At the heart of service delivery, which plays a pivotal role in creating, operating and maintaining infrastructure, lies the local government (Lawless, 2008:19). Local government is responsible for the provision of household infrastructure and services, an essential component of social and economic development. This includes services such as water, sanitation, local roads, storm water drainage, refuse collection and electricity. Good basic services, apart from being a constitutional right, are essential to enable people to support family life, find employment, develop their skills or establish their own small businesses. All these services need to be in the priority list of the municipality. The literal meaning of priority is "that which should come first" (Pauw et al. 2002:106). Priorities assist municipalities to

understand expenditures that are either indispensable or relatively more important than others. There are different kinds of infrastructure priorities. According to (Pauw et al. 2002:106), these include:

- **“Do-with or do-without” priorities**

Do-with or do-without prioritizing results in identifying those programmes, actions or items that the institution will spend money on versus those programmes, actions or items it will not finance.

- **“Do or die” priorities**

Do or die prioritizing results in determining which expenditures are absolutely obligatory or without which the institution cannot exist. These include things such as water, electricity and sanitation.

- **“Just do it” priorities**

Just do it priorities are those programmes, actions and items that are gaining importance. They are strategically important. Two examples of these priorities are recreational facilities such as parks and soccer fields. Just do it priorities are not important as water and sanitation projects which are essential to the community.

The starting point must be to prioritise do or die priorities or at least a basic level of services, to those who currently enjoy little or no access to services. The delivery of services in the form of do or die priorities is concomitant with huge demands in particular from the previously disadvantaged group for example (Burger, 2001:63). It is important that every state organ, as required by law, establishes developmental goals (Phago, 2009:487). In MHLM the following developmental goals are set to address infrastructure backlogs according to its IDP (2005:7):

- Priority no 1: Housing development infrastructure
- Priority no 2: Infrastructure development
- Priority no 3: Safety and security
- Priority no 4: Social development
- Priority no 5: Economic development
- Priority no 6: National resources development
- Priority no 7: Institutional development

The Municipal Infrastructure Grant (MIG) will assist with regards to bulk and connector infrastructure to enable municipalities to cover the capital costs of household infrastructure up to basic level for low income households. The above development goals are critical as outcomes set by government to provide effective and efficient service delivery to the community of MHLM. Following the provision of household and infrastructure is Local Economic Development (LED) which is discussed in the next section.

2.4.2 Local Economic Development (LED)

An important feature of the development role of local government is the LED programme based on the concept of mobilization of resources (Andoh, 2009:108). Local government can play an important role in promoting job creation and boosting the local economy. Investing in basic and by providing good quality cost-effective services and by making the local area a pleasant place to live and work. According to Andoh (2009:108), some of the principles of LED provided by local government are as follows:

- LED strategies must prioritise job creation and poverty alleviation;
- LED must target previously disadvantaged people, marginalized communities and geographical region to allow them to participate fully in economic life of the country;
- LED must involve local national and international partnerships among communities, business and government to create joint ventures and build up local areas; and
- LED must be developed as an approach that is best suited to local context involving the integration of diverse economic initiatives in a comprehensive approach to local economic development.

These strategies are defined with the understanding that LED is a new notion to most local authorities and needs to be promoted as a legitimate part of what local development means in practice (Van der Waldt, 2008:261). In SA, LED became prominent as the policy of government towards the end of the apartheid era. Section 152 of the Constitution also sets out the objectives of local government; among others the promotion of social economic development is mentioned as well. LED also became a pillar of the policy called the Reconstruction and Development Programme (RDP) in 1994. According to Van der Waldt et al. (2008:135) the RDP, as a basis for development in SA, was meant to provide a holistic, integrated, coherent socio-economic policy that was aimed at mobilizing people and resources

to work towards the upliftment of the material and social conditions of local communities in order to build sustainable livelihoods for these communities. The Municipal Systems Act 32 of 2000 provides a legislative framework on which mechanisms can be created for municipal systems in order to achieve the economic advantage needed to create sustainable local authorities. Furthermore, while not a core function of local government, municipalities have to foster economic development and job creation in order to sustain their own viability, to create employment and develop SMMEs (Van der Waldt et al. 2008 135-136).

In fulfilling this responsibility municipalities play different roles in the chain of LED. These roles, inter alia, include being a:

- **Facilitator**

The White Paper on Local Government (1998) obliges local government to pursue this development through its core functions as the facilitator of LED (Van der Waldt, 2008:136).

- **Co-ordinator**

There is an increasing and positive recognition of the crucial role that municipalities are playing in coordinating various interventions and initiatives aimed at promoting LED. Municipalities are actually well-positioned not only to carry out their core functions, but also to play a coordinating role in terms of coordinating LED programmes as envisaged by the national and provincial government through the Growth and Development Strategy. Coordination in municipalities is a key in ensuring that local government as the sphere closest to communities is in touch with the latest economic needs.

- **Developer**

The developmental role of local government can be understood through the consideration of the four basic drivers, namely planning for development (LED and IDP), governance and administration, regulations and service delivery. These four basic drivers are basically aimed at achieving three key outcomes listed by the White Paper on Local Government, namely:

- i. The provision of basic household infrastructure;
- ii. The creation of liveable, integrated cities, towns, rural areas; and
- iii. Local economic development.
- iv.

- **Stimulator**

Municipalities are autonomous institutions created by Acts of Parliament. It is therefore imperative that while recognizing that no municipality can be an 'island' on its own, but is part of the broaden governmental structure, municipalities need to work hard on stimulating activities aimed at achieving:

- i. Community development;
- ii. LED;
- iii. Sustainable service delivery; and
- iv. Infrastructure and land development.

This role involves identification of those activities and target groups requiring guidelines, monitoring and intervention to enhance and promote the sustainability of LED initiatives.

- **Enabler**

In order for municipalities to respond to the call as regards making local councils institutions of development, they need to be seen to be aiding, in all possible ways, the creation of an enabling environment where communities can learn how to utilize the sphere of government 'closest' to them to achieve their societal needs. The succeeding discussion will consider the creation of liveable, integrated cities, towns and rural areas.

2.4.3 Creation of liveable, integrated cities, towns and rural areas

Over the last decade South Africa's local government has undergone major changes in the special structure of our cities, with gradual removal of all racially defined municipalities and the implementation of the demarcation process (Makgoba, 2006:160). The local government Municipal Demarcation Act 27 of 1998 defines the authority referred to in the Constitution (1996) as the Municipal Demarcation Board (MDB) and sets out the procedures for establishing the MBD. The function of the MBD is to determine municipal boundaries in accordance with this Act and other appropriate legislation, most notably the Municipal Structures Act (1998) enacted in terms of chapter 7 of the Constitution. The NDB's mission is to undertake major functions pertaining to municipal and ward boundaries affecting the spatial planning of cities, towns and rural areas (Makgoba, 2006:150-157).

In rural areas, the challenges of building liveable environments range from securing access to land services for the rural poor, to addressing the distortions in ownership and opportunity which apartheid created between white and black dwellers. Many settlements face particularly acute challenges as a result of the apartheid practice of forcibly relocating communities to decentralization points in the former homelands. This practice resulted in dense settlements with no sustainable economic base. In many of these settlements the majority of residents commute up to 70 kilometres to work in town and cities. The distance between home and work not only imposes high transport costs, but also imposes harsh social and personal costs. The creation of sustainable and quality living environments for communities in these settlements requires creation of liveable, integrated cities with rural towns. The creation of liveable integrated cities and rural areas will fulfil the constitutional obligation of making provision for services to the communities in an equitable and sustainable manner (Craythorne, 2006:51).

2.5. PUBLIC SERVICE DELIVERY IN MAQUASSI HILLS LOCAL MUNICIPALITY

According to Du Toit et.al (2002:56) the concept of public service delivery is indeed a comprehensive one. It can be defined as the end product or result, but is more of an umbrella term referring to the result of intentions and decisions and actions undertaken by the institution and people. The *Collins English Dictionary* (1993) defines service in a number of ways, namely as an act of help or assistance for organizations or systems that provide something needed by the public such as water, electricity, refuse removal, health, housing and others.

The delivery of services is not something that merely happens (Maquassi Hills Annual Report, 2005/2006:6). In terms of Integrated Developmental Planning within MHLM (2006:36) the following backlogs exist in the municipality:

- Water and Sanitation;
- Electricity;
- Housing;
- Roads;
- Local Economic Development; and
- Public Transport.

The above clearly highlights that challenges within MHLM still exist in terms of provision of service delivery. The section below discusses the above mentioned services that the municipality co-ordinates and is also responsible for:

2.5.1. Water and sanitation

Water and Sanitation projects are prioritised in MHLM. MHLM is a water services authority in terms of the Water Services Act 108 of 1998. Water demand increased over the years due to normal population growth, urbanization of rural and farm dwellers and upgrading waterborne services; the bucket toilet system was replaced by a waterborne sanitation system with associated metered water connections.

2.5.2. Electricity

The RDP 1994 had identified energy as a basic need. Eskom is responsible for electricity distribution in the township and the municipality is responsible for distribution in the town. The Municipality has not yet electrified the following township areas:

- Lebaleng Ext 5
- Leeudoringstad Ext 5
- Wolmaransstad Ext 15

Electricity backlogs need to be attended to by both the Municipality and Eskom.
(IDP, 2006:30).

2.5.3. Housing

Access to housing is among the key priorities in MHLM. The aim of the government is to facilitate the sustainable livelihoods of the community itself. Due to the fact that a large percentage of MHLM is rural it lacks proper housing facilities. The department of housing is the housing authority and therefore allocates funds for the erection of RDP houses. Housing provision has been met to a certain extent though it is at a slow rate. Some of the new extensions that need houses in MHLM are as follows:

- Lebaleng Ext 4 & 5; almost 3000 houses
- Leeudoringstad Ext 5; almost 600 houses
- Wolmaransstad Ext 13 & 15; almost 4000 houses

(IDP, 2006:32)

2.5.4. Roads

Roads are key priorities in MHLM; the Local Municipality faces serious backlogs in both the townships and the towns of MHLM. The Municipality plans to upgrade and tar some of their main routes. It has also developed a road and storm water master plan. The table below outlines the backlogs in terms of roads within MHLM:

Table 2: Roads Backlogs in MHLM

ROADS	KM's	TYPE OF PROJECT	NO OF PEOPLE EMPLOYED
Tsweleng	15km	EPWP	300 people
Lebaleng	10 km	Conventional	150 people
Kgakala	12 km	EPWP	200 people
Witpoort	2 km	Conventional	30 people
Boskuil	2 km	EPWP	30 people

Source: Roads and storm water master plan (2010:35)

2.5.5. Funding

Funds are allocated to MHLM by different department and district municipalities such as:

- Department of Water Affairs;
- Municipal Infrastructure Grant (MIG);
- Dr. Kenneth Kaunda District Municipality; and
- Housing Grant and equitable shares.

All these funds except equitable shares are channelled into the Project Management Unit, to supervise and direct the service delivery of the Municipality.

2.6. CONCLUSION

The basic service delivery and developmental outcomes, outlined in this chapter, will only be achieved if the Municipality implements and practises an effective and efficient PMS. Basic service delivery such as water and sanitation, roads and storm water, housing, are critical for the communities to improve their well-being. The developmental outcomes outlined in this chapter offer an important indicator whether the Municipality wishes to achieve the intended objective of effective and efficient

service delivery. The following chapter discusses the conceptual relationship between basic service delivery and PMS.

CHAPTER 3

PERFORMANCE MANAGEMENT SYSTEM AND BASIC SERVICE DELIVERY: A CONCEPTUAL RELATION

3.1 INTRODUCTION

In the previous chapter all relevant literature influencing basic service delivery within the SA local government sphere was investigated and analyzed. The different tools and approaches as well as outcomes for developmental local government were explored. From the discussion it became clear that improved access to basic service delivery is a necessity in SA municipalities. Developmental tools such as LED, IDP and provision of infrastructure services in particular should be utilized to achieve a more effective, efficient and economical public sector.

According to Van der Waldt (2004:33) the overall government performance is important to citizens and public managers alike. The White Paper on Local Government (1998) set out a broad vision for establishing developmental local government, calling on municipalities to find means of confronting the legacy of underdevelopment and poverty within their local areas, accomplishing this with the establishment of a PMS. The Constitution and the White Paper on Transforming Public Service Delivery of 1997 made an important contribution to a new attribute amongst public servants and citizens (Du Toit et al. 2002:100). Citizens expect the law to be enforced, the environment protected, labour, health and safety laws obeyed and a plethora of goals accomplished (Van der Waldt, 2004:33). Against the background of growing citizens' expectations, local government especially municipalities had to meet public objectives by developing a PMS as described by the Municipal Systems Act 32 of 2000. Currently the public sector is faced with a challenge to transform its departments into optimally performing institutions.

It is thus important to explore and to understand the processes surrounding performance management and to also establish how it relates to ensuring quality, efficiency and effective service delivery within public organizations. An overview of the statutory and regulatory framework for both PMS and service delivery is therefore provided in this chapter.

3.2. CONCEPTUALISING THE ORIGIN OF PERFORMANCE

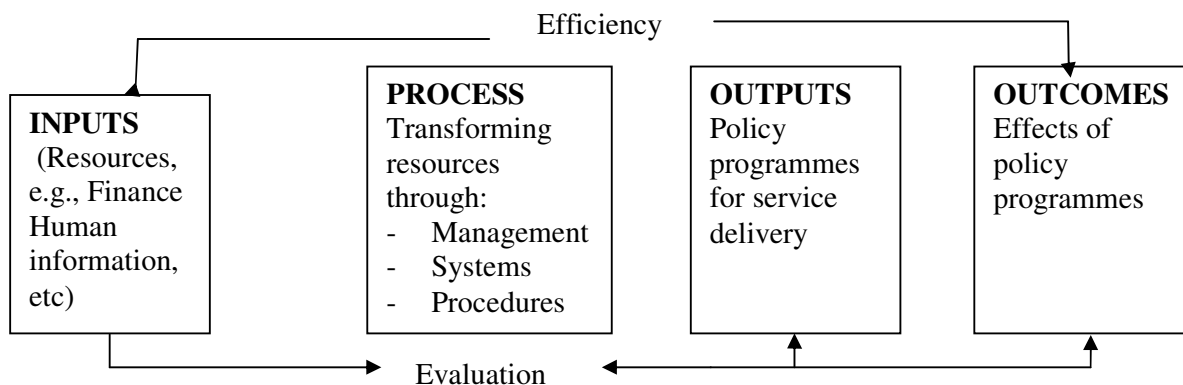
Performance as a concept has probably been an issue in governments for as long as the latter have been in existence. According to Kloot and Martin (2000) performance became important in British local government in the 1980s because of five interrelated factors, namely, pressure from the central government and the audit commission, greater public expectation and consumerism, compulsory competitive tendering, changing culture and attitudes among local authority managers and loss of confidence; but this does not necessarily mean that in other years prior to 1980 performance was not important. Plumtre and Graham (1999:3) offer a historical background to performance, dating it back to the 17th and 18th centuries. Performance as a concept during that period was particularly noticed in relation to donor agencies which demanded that recipient governments adhered to proper administrative processes in the handling of development.

Van der Waldt (2004:34) highlighted that efficiency, economy, fairness and high performance are clearly all performance goals. According to Van der Waldt (2004:34) a model of performance normally focuses on the following aspects:

- The efficiency relationship between inputs and outputs;
- Reducing inputs or the cost of inputs;
- Due process and equity; and
- The relationship between inputs and outputs and outcomes.

The above-mentioned is illustrated in the simple public performance model below.

Figure 1: Simple public performance model



Source: Adapted from Van der Waldt, (2004:35)

The simple performance model, when scrutinized, clearly places emphasis on the following matters:

- Management and improvement (internal efficiency and output / outcomes);
- Accountability and control (public reporting, and contracts);
- Savings (input and efficiency);
- Financial (economy);
- Processes (activities);
- Efficiency (outputs); and
- Effectiveness (outcomes).

According to Du Toit et al. (2002:106), efficiency becomes important if we take into consideration that the resources available to deliver services are far less than what the public demands in terms of service delivery. Because of the continuous shortage of resources, the efficiency and economy of government institutions as well as public officials in good standing is crucial for optimal government performance. Apart from this, the public also expects efficiency, effectiveness and economy from government institutions and public servants. Langdon (2000:13) defines performance as a concept of the actual work that is done to ensure that an organization achieves its mission and vision. In his view, all performance produces an output, tangible work in the form of a product, service or knowledge. He also regards feedback as an essential element of performance. Feedback in relation to performance tells us that we have finished an assigned task or work and how we fared along the way. Firstly, feedback is necessary to tell us that we have arrived at the output and achieved the consequences. The second type of feedback helps us to correct or adjust our action so that we produce the desired output and achieve the consequence properly. In summary, performance encompasses inputs, conditions, process, elements, outputs, consequences, and feedback (Mkumbeni, 2008: 9-10).

Performance is the outcome of actions on the job, as well as the very actions which produce that outcome. Performance involves inputs (the actions people put into the job) and output (the consequences of those actions). Performance is always tied to results and behaviour, with the latter being either active or passive. In other words, whether it is through doing something or doing nothing, it can affect results either way. Most authors such as Du Toit (2002); Van der Waldt (2004) and Langdon (2000) emphasise that performance should yield results or outputs. These should be measurable, to determine what was achieved. A decision would then be made about the quality of the output or result. By means of high performance patterns an output or result of high quality should be able to be achieved, and sustained, making people aim for better than expected. It is important that municipalities in trying to provide basic services to communities, must perform at the highest

performance mode. The results of high performance mode will be reflected in better provision of services in municipalities. Mkumbeni (2008:11) gave an illustration of two ways of obtaining results for performance, namely the grind it out mode and high performance mode.

Table 3: Two ways of getting results

Grind It Out Mode	High Performance Mode
1. Aims at predetermined results	1. Aims at better than expected results
2. Hard grinding effort	2. Easy and flowing
3. Exhausted and relieved when it's over	3. Energized and wistful when it's over.

Source adapted from Mkumbeni (2008:11).

Mkumbeni (2008:10) reveals two distinct ways in which people obtain results, namely the grind-it-out mode and high-performance mode. He uses an example where people worry about meeting a deadline with regards to the first mode. In the second mode, people take delight in the unexpectedly good results that they achieved and wish the work could have continued. He contends that no one can operate in grind-it-out mode for long without a serious drop in performance. It is simply not a sustainable route to high performance. Mkumbeni (2008:10) laments that most organisations unwittingly keep employees in the first mode through various pressures, tight deadlines, and management sanctions. This often results in personnel being exhausted and burnout. Employees will respond by putting enormous effort into producing the required results. However, as soon as the goal is reached, productivity declines until the next deadline approaches.

Mkumbeni (2008:10) seems to believe in the second mode that enables organisations to achieve much higher, more sustainable performance with less effort and less stress. It involves helping people find a way to do their work that is consistent with their high performance patterns, that is, their best ways of working. In this understanding, the first mode should be used as the last resort. The second mode recognises that people have unique abilities and limitations and high performance experience occur within the realm of the personality plausibility. He contends that people can be managed in order for them to produce outstanding results. In summary, Fletcher (1993:20-26) believes that people will produce results if they are allowed, supported, and encouraged to work in the way that they work best.

Most organizations need to possess critical elements in order for them to perform in high performance mode. These elements allow the organization to achieve high performance with less effort and less stress. Van der Waldt (2004:35) highlights the following critical elements that should be present in any organization for it to be termed as 'excellent':

- It should have a bias towards action, in other words getting on with its core business;
- It should be close to the customer: learning from the people whom it serves;
- Have autonomy and entrepreneurship: fostering innovation and nurturing champions;
- Achieve productivity through people: treating the rank and file as a source of quality;
- Be hands-on, value-driven: management showing its commitment; and
- Sticking to the knitting: stay with the business it knows.

The above critical elements should involve helping people to find a way to do their work that is consistent with their highest performance patterns, that is, their best ways of working. High performance mode, with the organization having all the critical elements, will also recognize that people have unique abilities and limitations and high performance experiences. It must also be noted that people need to be managed in order for them to produce outstanding results (Mkumbeni, 2008:10).

The grind it out mode cannot be used with an organization possessing critical elements. It can be used in organizations that are always chasing deadlines, causing people to burn out and sometimes leads to underperformance of workers. It is therefore not an option as regards high performance. Mkumbeni (2008:10) and Van der Waldt (2004:37) also describe eight dimensions of performance for public sector organisations. These are:

- **Modification of perceptions and attitudes**

This is an attempt to change emotions, beliefs, values and attitudes by increasing the information flow to people, a task accomplished by explaining policies, instituting staff meetings, keeping an open book such as relevant communication mechanisms;

- **Modification of the authority system**

This dimension is aimed at increasing the responsiveness of management and at improving authority relations, decisions, delegation, the development of policy teams and reassignment of supervisory responsibility;

- **Structural reorganization**

Is simply a reorganization of the system or structure. It means changing such things as the size of the unit, staffing procedures, physical arrangements, or budgeting processes;

- **The process of measurement and evaluation**

Involves setting goals and objectives, measuring progress and evaluating results. It is reflected by the implementation of management by objectives, management information systems and programme planning and budgeting;

- **Modification of work methods through technology**

Entails changes in equipment, work methods, control systems, form and tracking devices, and work processes. It is most often reflected by attempts at automation and might include computerized placement procedures, receipt posting, case tracking and reporting processes. The impact of new technology according to (West 2001:15) will also modify the work of the public servants in municipalities, especially where it assisted a great deal;

- **Retraining and replacement**

Personnel may be taught new skills as a result of redefined duties, responsibilities, and job qualifications;

- **Modification of the workflow**

Usually involves rearrangement of units or jobs so that the path or sequence of workflow is altered. Such changes often modify intergroup relationships;

- **Introducing a new programme**

Is the final means or dimension of change to improve performance. Such innovation usually involves new products or services.

The above mentioned dimension of performance for the public sector is critical and should also be adopted in MHLM in order to improve its performance. Performance Management within MHLM is investigated and discussed in the next section.

3.2.1. Performance Management within public institutions

Performance Management is defined by Van der Waldt (2004:39) as all those processes and systems designed to manage and develop performance at the level of the public service, specific organizations, components, teams and individuals. It includes both organizational and employee performance,

although for the purpose of this study more emphasis will be placed on organizational performance to determine the level of service delivery. Lockett (1992:14) also states that the essence of good performance management is managing the “What” and “Where”, but leaving the “how” to the person doing the work. Public institutions use scarce resources (input), both human and material, to produce output for consumption by their clients or customers in order to achieve outcomes (Van der Waldt, 2004:39). The relationship between input, output and outcomes might improve the service delivery that is needed so greatly by the Municipality. Smither and London (2009:5) define performance management as a continuous process of identifying, measuring and developing the performance of individuals and aligning it to strategic goals.

Performance Management is an approach to management to channel all efforts (both managers’ and workers’) towards an organisation’s strategic goals. Individual performance will form a building block as a foundation for organizational performance (Mkumbeni, 2008:12). The author further argued that an organization cannot, on its own, turn strategies into actions or deliverables and strategic goals of an organization but can only be achieved by involving individual employees and, beyond that, managing their performance in order to realize the strategic intent of the organization. The ultimate goal of an organization, especially in the public sector environment, is to deliver public service. Therefore the relationship between performance management and service delivery is crucial (Mkumbeni, 2002:12). The table below highlights an integrated model of performance that will include organizations, functions and teams:

Table 4: Spangenberg’s integrated model of performance

Organization	Process / function	Team / individual
Vision, mission, strategy, organizational goals set and communicated	1. PERFORMANCE PLANNING Goals for key processes linked to Organisational and customer needs	Team mission, goals values and performance strategies defined. Individual goals, responsibilities and work planning aligned with process functions and goals.
Organizational design ensures structure supports strategy	2. DESIGN Process design facilitates efficient goal achievement.	Teams are formed to achieve process / function goals. Job design ensures process requirements reflected in jobs, jobs logically

		constructed in ergonomically sound environment.
Continual change efforts for organization development. Functional goals (in support of organizational goals) managed, reviewed and adapted quarterly. Sufficient resources allocated. Interfaces between functions managed	3. MANAGING PERFORMANCE AND IMPROVEMENT Appropriate sub-goals set, process performance managed and regularly reviewed. Sufficient resources allocated. Interface between process steps managed.	Active team building efforts, feedback, co-ordination and adjustment. Developing individual understanding and skills, providing feedback. Sufficient resources allocated
Annual Review	4. REVIEWING PERFORMANCE Annual Review	Annual Review
Financial performance of organization	5. REWARDS PERFORMANCE Function rewards commensurate with value of organizational performance and function contribution	Rewards commensurate with value of organization performance and for team function and team contribution for individual function / team performance and individual contribution.

Source: Adapted from Mkumbeni (2008:13).

The proposed model can be used by MHLM to improve its and service delivery.

Taking the above model into account, within performance management, planning, monitoring and appraisal play a vital role. Van der Waldt (2004:40) identified these three elements as part of a systemic process with sequential logic that is able to predict a future plan. They comprise:

- **Performance Planning**

It forms part of the overall strategic planning of an institution with a view to allowing employees to perform optimally in order to reach organizational goals. In general, it means ensuring that employees are aware of performance standards, exactly how their performance in relation to those standards will be measured and what the results of such measurements could be. Furthermore, it has some bearing on career planning in that employees should understand at what level to perform in order to advance in their careers.

- **Performance Monitoring**

It has to do with day to day supervision of performance, recording actual performance on the job and pre-empting performance problems.

- **Performance Appraisal**

It comprises the application of a system of measuring performance. Performance Planning, Performance Monitoring and Performance Appraisal are important: Municipalities should follow them to the letter in order to improve service delivery. If municipalities plan properly and monitor and appraise workers regularly there should be an improvement of services to the communities. Proper planning by them will lead to the benefits of effective performance management that will be subsequently discussed.

3.2.2. Benefits of effective performance management

Performance management if applied in the public sector organization would provide the following benefits (Van der Walddt, 2004:41-42):

- **Top management**

It should enable members of top management (section 57 managers in municipalities) to get on with their job of setting objectives for the organization whilst managing relationships with external bodies, customers, politicians, regulatory bodies, stakeholders and translating their requirements into objectives of the organization.

- **Middle management**

It should help middle managers to gain a full understanding of the public organization's mission, to set targets and standards for their team and to delegate work; freeing themselves to concentrate on strategic planning and the continuous improvement and development of their operations and work teams.

- **Low level staff**

Improved management of performance should result in clearer targets and the freedom to work autonomously to achieve these targets with the required level of support from their management, improving personal self-development;

- **Support functions**

Objectives which stem from a centrally agreed business plan are more likely to give support functions an alternative reason for existence rather than the pursuit of their own specialized agenda;

- **Customers**

Clear performance management should enable the organization to deliver on its promises to customers more consistently by converting customer needs into workable plans of action;

- **Other benefits**

- It clarifies strategy and makes it accessible,
- It transforms strategy into operations, vision into action (strategic alignment),
- It clarifies role and responsibilities both political and managerial,
- It clarifies expectations of the institution and individuals;
- It improves accountability and participation;
- It accelerates service delivery; and
- It determines the strengths and weaknesses of the organization and the individual employee.

In general performance management, if applied by the Municipality will satisfy all the stakeholders such as workers, management, and the community. Workers will understand the institution better, members of management will be able to delegate their functions without fear of failure and the community will be receiving the services. The benefits will lead to the functioning of a PMS in Municipalities that will subsequently be discussed.

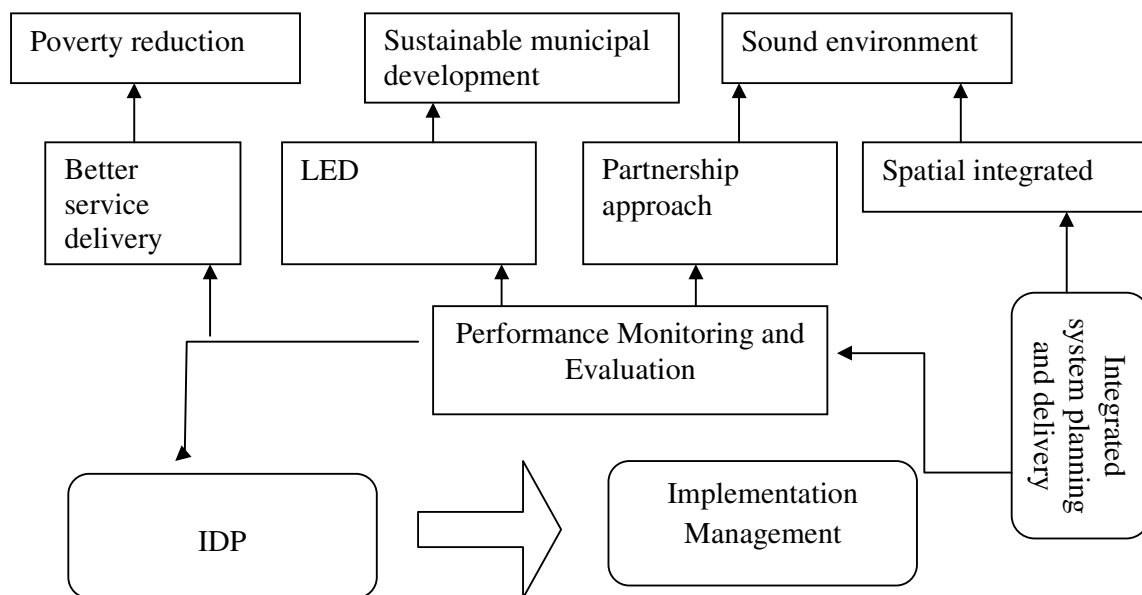
3.2.3. Functioning of PMS in municipalities

The PMS is the central management tool that will assist a municipal council to improve service delivery by channelling the efforts of its departments and employees to meet performance targets, and

in so doing ensure that the municipality achieve its strategic objectives (DPLGH, 2006:3). According to the DPLGH (2006:3), a PMS is a strategic approach to management, which equips leaders, managers, employees and stakeholders at different levels with a set of tools and techniques to regularly plan, continuously monitor, periodically measure and review performance of the organization in terms of indicators and targets for efficiency, effectiveness and impact. This system will therefore ensure that all leaders, managers, and individuals in a municipality are held accountable for their actions, which should bring about improved service delivery.

A PMS is in fact the monitoring and evaluation tool for the implementation of the Integrated Development Plan. This is illustrated in the figure below:

Figure 2: Integrated System of Planning Delivery



Source: Adapted from DPLGH (2006:3) as extracted from the IDP guide pack VI

While performance management has proven to be an effective process for improving organizational functioning, its value can only be assured through a comprehensive and well thought out design and implementation process (Van der Waldt, 2004:286). For a PMS to be successful in the municipality it is important that after the designing of the system, the following steps must take place (DPLGH, 2006:4):

- The Municipal Council; Municipal Manager, and Senior Management champion the system;
- There is a clear understanding and appreciation of its value by all stakeholders; and
- Line unit managers are trained and take responsibility for performance management.

Some of the guiding principles that are needed throughout the performance management process are as follows (DPLGH, 2006:4-5):

- Ensure measurement of organizational performance;
- Meet strategic development requirements;
- Integration of organizational performance management into the management processes;
- Ensure that the strategic objectives of the organization are cascaded down and linked to performance plans of teams;
- Address input, output and outcome measures;
- Cater for sustainable and continuous service improvement;
- Have a strong customer and community involvement, facilitated through existing IDP processes;
- Identify what is needed for an information management system;
- Be simple and easy to apply;
- Ensure internal capacity building and skills development and be linked to the Municipal Capacity Building Programme;
- Facilitate change management;
- Provide a basis for a link between organisational performance and individual performance;
- Provide a framework for auditing performance;
- Allow for benchmarking;
- Allow for systematic and phased or incremental implementation; and
- Allow for the recognition and reward of high performing teams or organizations through creation of an award scheme.

Taking the afore-mentioned regarding the concepts performance, performance management and a PMS into account, the next section discusses the relevant regulatory framework for PMS within the local government sphere.

3.3. LEGISLATIVE AND REGULATORY FRAMEWORK IMPACTING ON PERFORMANCE MANAGEMENT IN MUNICIPALITIES

The restructuring of local government between 1994-2006 brought about numerous legislation and policies which attempt to fast track service delivery in municipalities. Drivers for change such as the Constitution of 1996, the Local Government Municipal Finance Act of 2003, the Local Government Municipal Systems Act 32 of 2000, the White Paper on Transforming Public Service Delivery (1997), and the Reconstruction and Development Programme of 1994 are among the most significant pieces of legislation in this regard (Tshishonga & Mafema, 2008:362-363). The Municipal Systems Act 32 of 2000, chapter 6 requires municipalities to develop their own PMS that is commensurate with its resources, best suited to its circumstances and in line with the priorities, objectives, indicators and targets contained in its integrated development plan. The Systems Act further states that in developing a PMS, the community must be involved in setting indicators, targets and reviewing municipal performance as explicitly required. One of the critical tools of performance management is the publication of an annual report that will also deal with the following goals:

- To provide a record of the activities of the municipality or municipal entity during the financial year to which the report relates;
- To provide a report on performance against the budget of the municipality or municipal entity for that financial year; and
- To promote accountability to the local community for the decision made throughout the year by the municipality (Municipal Finance Management Act, 2003:94).

The annual report must be distributed to municipal councillors, municipal staff, the public and other spheres of government. It should be a road map for the performance of the municipality and should be aligned with the IDP and the Budget (Vatala, 2005:225). Once an IDP is adopted as in the case of (MHLM) 2006-2011, it becomes crucial to develop a PMS suitable to the particular circumstances of MHLM. The PMS must also be in line with the Service Delivery and Budget Implementation Plan (SDBIP) to achieve the goals and objectives of MHLM.

Service delivery level and standards are essential components of an effective PMS. The performance agreements of section 57 managers and Municipal Managers, quarterly reports, bi-annual reports are all informed by the service delivery and budget implementation plan. The main objective of a PMS is therefore to deliver an outcome that is having quality and value for money. The next section provides a

detailed background of the legislative requirements introduced to bring about an effective PMS within the local sphere of government. Most legislation pertaining to performance affects municipalities, either directly or indirectly. A more detailed analysis of the Constitution (1996), White Paper on the Transformation of the Public Service (1995), The White Paper on Transforming Public Service Delivery (Batho Pele of 1997), The Municipal Structures Act 117 of 1998, Local Government Municipal Systems Act 32 of 2000 (MSA), Municipal Finance Management Act 56 of 2003, Public Service Regulations (1999) Public Service Act 103 of 1994, Skills Development Act of 1995 and the Labour Relations Act of 1994 is provided according to the years.

3.3.1 Public Service Act 103 of 1994

This Act stipulates that state departments shall manage performance in a consultative, supportive and non-discriminatory manner in order to enhance organizational effectiveness, efficiency and accountability for use of resources and the achievement of results (Van der Waldt, 2004:93). Performance management must be viewed as being developmental and remuneration must be used to support efficient and effective service delivery (Mkumbeni, 2008:24). Non-performance must be followed by coaching in order to improve the performance of individual employees. This Act enforces the working relationship between senior managers and councillors in municipalities. Lockett (1992:31-35) explains that there are advantages and disadvantages of remuneration driven performance management systems and outlines them as follows:

Advantages of remuneration driven are that:

- It involves measurement which is likely to be less ambiguous than other processes;
- Provides clear incentives to employees to achieve results and thus enhances motivation levels;
- The potential for directing individuals towards business objectives is high; and
- Is effective in ensuring that appraisals are carried out promptly.

The Act therefore talks a lot about incentives for good performance and suggested improvement and innovations (Van der Waldt, 2004:94).

Disadvantages of a remuneration driven according to Lockett (1992:31-35) are that:

- It focuses on short-term business issues at the expenses of long term capability issues;

- Individuals often focus their attention on their own set of accountabilities to the exclusion of the work of others, thus working against effective team building; as such if the systems is not well designed, it could bring about unforeseen consequences as people work hard to maximize their income; and
- It can be expensive if it is not designed correctly; organizations need to ensure that they are not just aiming for an unspecified benefit while the return on the performance remuneration programme may not equal the costs of implementing the programme.

3.3.2 White Paper on the Transformation of the Public Service, 1995

Chapter five of the RDP of 1994 deals with the restructuring of the public sector. One of the objectives of the RDP is to rebuild a Public Service that will provide an excellent quality of service. The public service is the servant of the people, and must be accessible, transparent, accountable, efficient and free of corruption. The main aim of the White Paper on Transformation of the Public Service (WPTPS) in 1995 was to transform the said service into a coherent, representative, competent and democratic instrument for executing government policies and meeting the needs of people (Van der Waldt, 2004:86).

According to WPTPS the following principles, forming a collective vision for this transformation, are critical (Van der Waldt, 2004:86):

- Committed to the provision of high quality services to all South Africans in an unbiased and impartial manner;
- Responsive to the needs of the public;
- Representative of all sections and levels of South African society;
- Democratic in its internal procedures and its relations with the public;
- Accessible, informative, accountable and open to public scrutiny; and
- Efficient, effective and productive.

WPTPS not only lays a legislative foundation for transformation of the Public Service, but also creates pragmatic directives through which new insights into local government could be envisioned. Service

delivery therefore became a priority for national, provincial and local government. Various departmental governments started to identify, among other things (Van der Waldt, 2004:86-87):

- A mission statement for service delivery, together with service guarantees;
- The services to be provided, to which groups and at which service charges;
- In tune with RDP priorities, the principles of affordability and the principle of redirecting resources to areas and groups previously under-resourced;
- Service standards, defined outputs and target, performance indicators, benchmarked against comparable international standards;
- Monitoring and evaluation mechanisms and structures, designed to measure progress and introduce corrective action, where appropriate;
- Plans for staffing, human resource development and organisational capacity building, tailored to service delivery needs;
- The redirection of human and other resources from administrative tasks to service delivery, particularly for disadvantaged groups and areas;
- Financial plans that link budgets directly to service needs and personnel plans;
- Potential partnerships with the private sector, non-governmental organizations (NGOs) and community-based organizations (CBOs) which will provide more effective forms of service delivery; and
- The development, particularly through training, of a culture of customer care and approaches to service delivery that are sensitive to issues of race, gender and disability.

Through WPTPS, municipalities are empowered to employ performance management as a strategic approach to democratize development while at the same time creating an environment conducive for people and communities to address their needs (Tshishonga & Mafeme, 2008:363).

3.3.3 Labour Relations Act 66 of 1995

The Labour Relations Act 66, 1995 schedule 8 makes provision for dealing with incapacity and poor performance by employees. In a way it is not possible to solely dismiss an employee based on poor performance. In general, management of poor performance shall be informed by the Labour Relations Act and other relevant collective agreement.

The connection is made between what happens if training interventions are unsuccessful and the level of competence of employees does not improve. It has already been indicated that competencies are a necessary condition for performance. If all possible avenues of remedying underperformance have been undertaken, it is only fair for employers to invoke incapacity procedures as contemplated in the Labour Relations Act (Mkumbeni, 2008:24).

3.3.4 The Constitution of the Republic of South Africa, 1996

The South African Constitution of 1996 is the foundation through which local government has been given a new vision with a new developmental agenda (Tshishonga & Mafema, 2008:362). Section 2 stipulates that it is the supreme law of the Republic, and the obligations imposed by it must be fulfilled (Van der Waldt, 2004:85). According to Mkumbeni (2008:7) public administration is one of the primary themes of the Constitution, and in section 197(1) it is stipulated that within public administration there is a public service for the Republic, which must function and be structured in terms of national legislation, and which must loyally execute the lawful policies of the government of the day (Van der Waldt, 2004:85). Section 195(1) serves as a reference point guiding the conduct of all public officials in every sphere of government. Section 195(1) further provides that public administration must be governed by the democratic values and principles enshrined in the Constitution. These values are listed in Section 1 and include:

- Human dignity;
- Achievement of equality;
- The advancement of human rights and freedoms; and
- Non racialism and non-sexism.

Section 195(1) further stipulates other principles that should inform public service delivery. Among the most important are the following:

- Services must be provided impartially, fairly, equitably and without bias. People's needs must be responded to and the public must be encouraged to participate in policy-making; Transparency must be fostered by providing the public with timely, accessible and accurate information, and
- Public administration must be development-orientated. The challenge behind these principles, especially to municipalities, is how efficient and pro-active they should be in order to deliver on their mandated obligation of providing services to ordinary citizens.

3.3.5 White Paper on Transforming Public Service Delivery (Batho Pele) of 1997

In October 1997, the South African government, produced this White Paper which. Although much has been achieved in the public sector, there is still much to do, specifically in relation to everyday things that the public service gets wrong. Some of the matters that still need improvement include:

- Offering inappropriate office hours;
- Untidy waiting areas;
- Long queues at lunch times caused by staff being on lunch breaks; and
- Corruption.

(Van der Waldt, 2004:87)

The main purpose of the White Paper was to put clients as a first priority (Mkumbeni, 2008:8). The White Paper further recommends the following guidelines:

- Service orientation and delivery of high quality services;
- Responsiveness to the needs of their public;
- Objectives orientation and productivity;
- Holistic, integrated and well-coordinated service delivery; and
- Honesty and transparency.

(Mkumbeni, 2008:8)

This policy set out eight principles that regulate the behaviour of the public servants and the politicians (Russell & Bvuma, 2001:245). According to Du Toit et al. (2001:9) public servants should be service oriented, strive for service excellent and commit to continuous service delivery improvement. The aforementioned is also applicable to MHLM, the locus of this study.

According to Mkumbeni (2008:27), a brief summary of the new Batho Pele principles includes:

- **We belong**

Focus on people who deliver services to clients. The departmental strategy must articulate, for example, how it is going to improve the skills of its employee, how excellent performance will be rewarded, and how poor performance will be dealt with. In this case, employees like to feel that they are valued.

- **We care**

Focus is on internal and external customers. It is about caring for the people we render services to and treating them with dignity and respect.

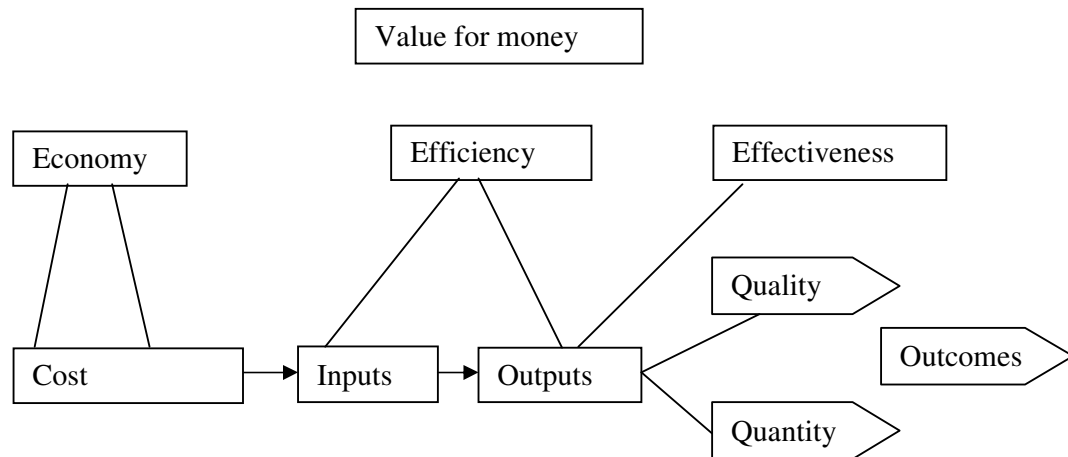
- **We serve**

The focus is on anticipating customer needs, offering integrated service delivery, and going beyond the call of 'putting people first'. The expectations are that service levels have to be improved. It is also important to harness the benefits that come with a sound PMS in the organization. This provides a good measure of what the process of enabling all stakeholders to identify with the bigger picture involves.

The survival of any organization is dependent on its productivity that satisfies the needs of its clients. For the reason that the public sector competes with the private sector in particular services and the consumers have a wider choice, it has become crucial for it to embrace the principles of disciplined labour based on 'value for money' as one of the principles of Batho Pele (Mpehle & Qwabe, 2008:259). For these principles to be achieved, systems need to be in place, such as performance management, that could extend pressure on the labour force to be concerned with acceptable quality service delivery.

The principles, as outlined in chapter 2 (section 2.3) include consultation, service standards, access, courtesy, information, redress, openness and transparency and value for money. In addressing the last principle, value for money, Mpehle and Qwabe (2008:260) use the following figure.

Figure 3: The input-output model



Source: Adapted from Mpehle and Qwabe, (2008:260)

The services that municipalities are providing are always not in line with value for money. In certain instances, for example, auditors demand the collection of information on the efficiency and the effectiveness of public expenditure. Auditing will therefore ensure greater accountability from the labour force in the management of public funds.

In the context of the above input-output model, economy will be defined as the acquisition of all resources including finance, personnel and physical information. These resources should be of apposite quality and quantity at the lowest reasonable cost, while efficiency refers to the utilization of these resources to maximize outputs and focuses on the achievement of an intended outcome (Mpehle & Qwabe, 2008:260). Performance management could serve as a yardstick to evaluate whether an organization is achieving its intended objectives.

3.3.6 The Municipal Structures Act 117 of 1998

The mandate for local government is encapsulated in the preamble of the local Government Municipal Structures Act 117 of 1998 as “a vision of democratic and developmental local government in which municipalities fulfil their constitutional obligations to ensure sustainable effective and efficient municipal services, promote social and economic development, encourage a safe and healthy environment by working with communities in creating environments and human settlements in which

all our people can lead uplifted and dignified lives” (Ashmah-Andoh, 2009:104). To achieve the aforementioned will require an effective PMS, especially in municipalities where it is needed most; in some instances it does not exist in certain municipalities.

3.3.7 Skills Development Act of 1998

The Skills Development Act must be linked with an employee development plan. It is important that employees within any organization must have such plans to help them improve their current skills or acquire new skills in order to be competitively sustainable. It is also important that municipalities, in line with the Act, conduct skills audits to determine gaps between the job requirements and the PMS of the municipality (Mkumbeni, 2008:24).

3.3.8 Public Service Regulations (1999)

The new Public Service regulations entail an integrated framework designed to promote effective performance. It is required that the Executive Authority should determine in consultation with its departments, a system that links individual performance to organizational goals (Mkumbeni, 2008:23). According to Van der Waldt (2004:92), regulations allow departments to find creative, more efficient and effective ways of achieving policy goals. In achieving the policy goals, service delivery programmes by various departments must be effected and will result in the public service being the learning organization. PMS therefore will be one of the tools used to achieve the goals and to determine whether the learning organization is moving forward or backwards. Various state departments are encouraged to be results-oriented as well as being accountable to the communities.

Public Service Regulations therefore encourage the use of PMS which is seen as an integrated framework of systems and processes to achieve the following:

- Aligning strategic intentions, decisions and activities across and within public service organizations, linking day-to-day activity and strategic goals.
- Aligning the organization and management framework of individual departments towards achieving improving effectiveness, and for assessing its effectiveness both in terms of specific results and outputs and the impact of these on the lives of citizens (outcomes); and aligning all those human resource processes, systems and practices designed to recruit, retain, support and develop individual staff and setting them up to succeed. In the current situation what matters most is what works and it is important to look forward as municipalities to look for better things,

that will enhance service delivery and PMS as a tool without debate will assist municipalities to provide better services to the communities

(Van der Waldt, 2004:93).

3.3.9 Local Government Municipal Systems Act 32 of 2000 (MSA)

In line with the restructuring of local government, the ANC-led government introduced the Municipal Systems Act 32 of 2000. The main purpose of this Act is to bring about the following changes in local government:

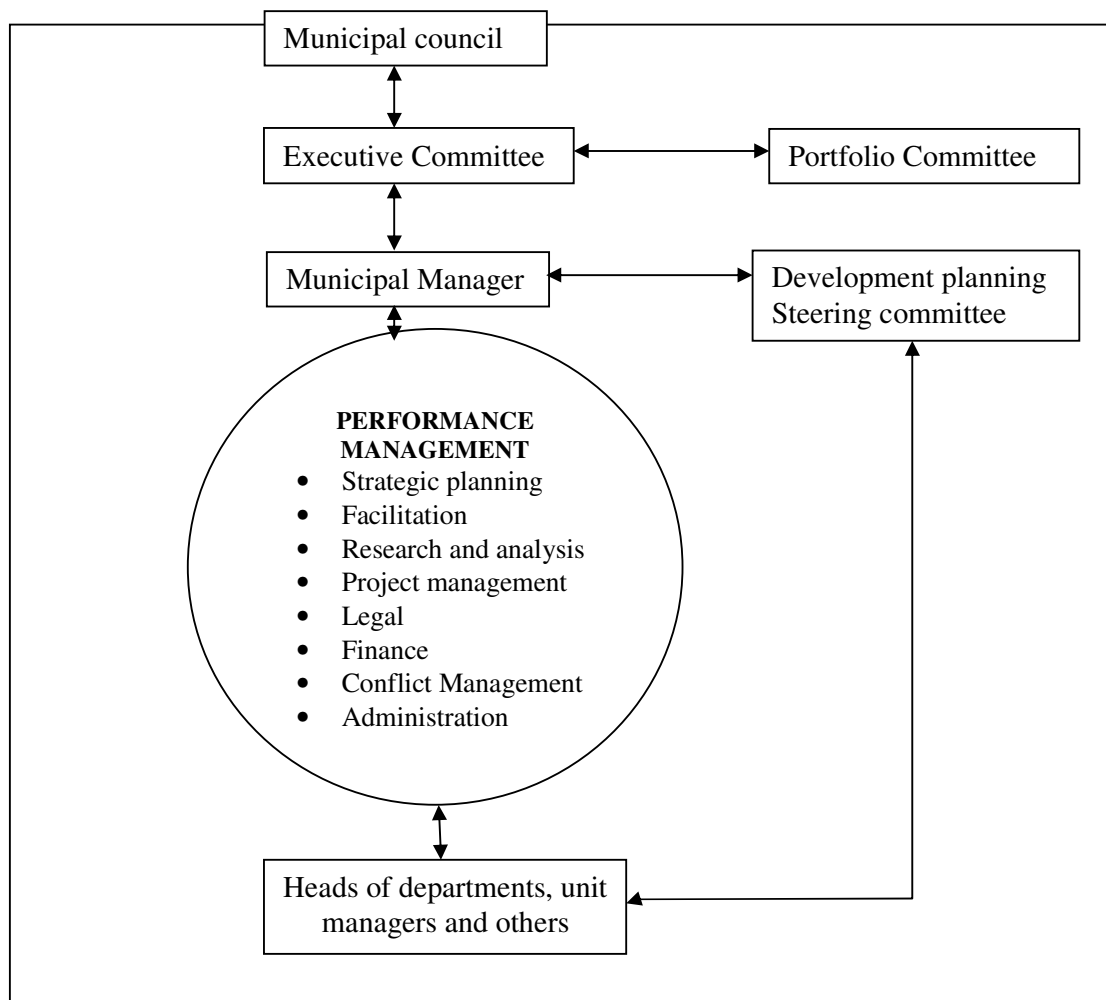
- To provide for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities;
- To ensure universal access to essential services that are affordable to all;
- To define the legal nature of a municipality as including the local community within the municipal area;
- To work in partnership with the municipality's political and administrative structures;
- To provide for the manner in which municipal powers and functions are exercised and performed to provide for community participation;
- To establish a simple and enabling framework for the core processes of planning, performance management, resource mobilization and organizational change which underpin the notion of developmental local government;
- To provide a framework for local public administration and human resource development;
- To empower the poor and ensure that municipalities put in place service tariffs and credit control policies, that take their needs into account by providing a framework for the provision of services, service delivery agreements and municipal service districts;
- To establish a framework for support, monitoring and standard setting by other spheres of government in order to progressively build local government into an efficient, frontline development agency capable of integrating the activities of all spheres of government;
- To provide for legal matters pertaining to local government; and
- To provide for matters incidental thereto (MSA, 2000)

Mpehle and Qwabe (2008:267) support these purposes by further stating that audits of the performance of municipalities will be done against this purpose. Sections 4(c)(i) & (ii) require all municipalities to monitor, measure and review their performance at least once a year.

Section 38 of the MSA deals with the establishment of the PMS which must be commensurate with municipal resources. It must also be best suited to the municipal circumstances and in line with the priorities, objectives, indicators and targets contained in the IDP.

Section 39 of the MSA treats specifically of the development of a PMS. This is the responsibility of a number of stakeholders within the municipal environment. These are illustrated in figure 4 below.

Figure 4: Performance Management structure in Municipalities



Source: adapted from DPLGH (2006:17)

The MSA, section 39, clearly states that the executive committee or executive mayor of a municipality or if there is none, a committee of councillors appointed by the municipal council must:

- Manage the development of the municipality's performance management system;
- Assign responsibilities in this regard to the municipal manager; and
- Submit the proposed system to the municipal council for adoption.

The core components of a PMS in terms of section 41 of MSA are:

- Municipalities must set key performance indicators as a yardstick for measuring performance, including outcomes and impact, with regard to each municipality's development priorities and objectives set out in its integrated development plan. Key Performance Indicators must be set against Key Performance Areas (KPAs). KPA can be defined as a broad focus area, or group of objectives within the IDP, for example the provision of water sanitation and roads can be grouped under the KPA of Infrastructure Development (DPLH, 2004:7). Within the KPA, a number of developmental objectives can be formulated, such as:
 - (i) To provide access to water in poor communities; and
 - (ii) To improve access to educational facilities in the rural areas and many more.

Strategies can then be developed to achieve the objective, e.g, to access funding from the Municipal Infrastructure Grant and Department of Water Affairs for water projects. The implementation of each objective must be measured to determine if a municipality is delivering on it or not. Once KPIs and KPAs are set, the municipality can then determine targets, which are now quantified. These should be specific, measurable, attainable, realistic and time related (S.M.A.R.T; DPLGH, 2004:7).

- MSA further encourages monitoring of performance, and measuring and reviewing it, at least once per year. Measure must be defined in line with KPAs, objectives, KPIs and targets, all aimed at giving effect to the IDP. When targets are not met some steps must also be taken to remedy the situation in a developmental approach.
- Progress in terms of PMS must be reported to the council, other political structures, political office bearers and staff of the municipality. The public must also be involved in setting the priorities, targets and reporting. Participation of community members in PMS will lead to greater acceptance of developmental activities as it gives people the feeling of belonging to the

municipal programmes or projects. Participation therefore allows people to develop a sense of ownership, which can promote sustainable development (Khoza, 2000:227).

Van der Waldt and Knipe (1998:142) describe public participation as an active process in which the clients, or those who will benefit, influence the direction and implementation of a development project in terms of income, personal growth, independence and other factors regarded as valuable. Participation can ensure that information collected by municipal officials regarding local needs, capacity to meet them and reality is relevant and correct. The accuracy of this information could lead to the more effective and efficient implementation of development initiatives (Van der Waldt & Knipe, 1998:144). The advantages of public consultation for municipalities are the following:

- Reduction of psychological suffering and apathy;
- Positive application of community powers;
- Willingness to sustain deprivation in terms of service delivery;
- Converting opponents to see the bigger photo in terms of development; and
- Information dissemination among community members and leaders, in this case mayors and councillors.

(Clapper, 1996:75-76).

Clapper (1996:70-74) outlines that the disadvantages of public participation may be as follows:

- Not supporting the goals of local management;
- How citizens view their participation level;
- There could be a threat to the image of the local municipality;
- Huge potential for conflict among administration and community members;
- Lack of government response;
- Lack of information;
- Attitude of local municipal officials could be non-conducive to community participation; and
- Competence of the community to participate in terms of lack of basic reading and writing skills as well as language barriers.

Van der Waldt (2004:321) argues that if PMS is introduced in terms of the MSA, municipalities will not only improve the efficiency and effectiveness of public services, but also greater economy and

resource containment. It is a fact that MSA in outlining PMS also encourages municipalities to deal effectively with management principles of planning, organizing, co-ordinating and controlling all resources, for the betterment of the community members.

3.3.10 The Municipal Finance Management Act 56 of 2003 (MFMA)

The MFMA aims to modernize budgeting and financial management practices by placing local government finances on a sustainable footing in order to maximize the capacity of municipalities to deliver services to all residents, customers, users and investors. The implementation of MFMA ensures that municipalities are controlled financially and managed effectively and efficiently, and that the relevant people entrusted with those matters act in a responsible, transparent, ethical and professional manner (Van der Waldt, 2004:323). The Act empowers the mayor or executive committee, as in the case of MHLM, to provide political leadership by being responsible for policy and outcomes and holds the municipal manager and other section 57 managers responsible for implementation and outputs. Non-executive councillors are empowered to play a key policy-approval and monitoring role through the municipal council. The Act aims to enable managers not only to manage but to be more accountable, by introducing regular and consistent reporting requirements. The challenge facing all the role players is to improve the efficiency and effectiveness of the municipality through the best use of management information. The next section discusses linkages between effective basic service delivery and PMS.

3.4. LINKAGE BETWEEN EFFECTIVE BASIC SERVICE DELIVERY AND PMS

The concept of service delivery is a comprehensive one. According to the *Collins Paperback English Dictionary* (1993) it means an act of help or assistance, by an organization or system that provides something needed by the public and available for use by the public. Du Toit et al. (2001:56) define services as an end-product or result, but this is more of an umbrella term referring to work performed in a job, decisions and actions undertaken by the organizations. In municipalities, for example, the community is expecting services in relation to electricity, water, collection of refuse, sanitation and many more. For these to be rendered employees must perform a certain amount of work; therefore a PMS becomes critical.

3.4.1. Deliverable(s) as a concept

Van der Waldt (2004:57) describes deliverables in terms of outputs. The outputs will refer to products produced by processing inputs, for example the number of houses built. Deliverables can be used to hold the institution accountable. They will also measure the performance of municipalities in terms of their service delivery mandate. In municipalities deliverables are measured by using the Service Delivery and Budget Implementation Plan (SDBIP). The SDBIP seeks to ensure effective monitoring of the execution of the budget, the performance of senior management and the achievement of service delivery objectives set by council.

Van der Waldt (2004:56) also states that in order to produce outputs employees need resources called inputs. Inputs are tools used for day to day operations in the case of the municipalities and, in line with performance, will be the budget and the knowledge and equipment to execute the task.

3.5. CHALLENGES IN PERFORMANCE MANAGEMENT AND SERVICE DELIVERY

The local governments, especially municipalities, encounter many challenges in order to provide effective service delivery. According to Van der Waldt (2004:124) some of the challenges on Performance Management facing municipalities are as follows:

- The detrimental legacy of apartheid;
- The general lack of sufficient resources (knowledge, experience, commitment, funds, technology, equipment, etc to effectively address the many developmental needs of communities;
- Organizational cultures, structures and practices which are not conducive to effective, efficient and productive service delivery outputs;
- Socio-economic malpractices, such as nepotism, corruption and crime;
- Too short a time period since 1994 to effectively implement the new policies of the government;
- Public service instability and protests;
- Provision of basic services; and
- Development of effective local municipalities.

The most critical and frequently experienced challenges in the development, implementation and maintenance of PMS within a municipality would probably be the organizational culture and performance information. In most instances municipalities are paying senior managers performance bonuses without their being appraised. Thus, councillors need to play a leading role in the municipality regarding the PMS and they should ensure that it is implemented in such a way that it is useful to all stakeholders (Mkumbeni, 2008:44).

Within a municipality there is often also lack of useful management information. Perhaps some of these problems occur because of the policy of the ANC-led government, deploying unqualified cadres to the municipalities. Some of those deployed cannot be equal to the task of providing effective service delivery.

3.6. CONCLUSION

From what has been discussed, it is evident that there is a conceptual relation between basic service delivery and PMS. It is also evident that municipalities are faced with challenges in this respect. The legislative and regulatory framework is critical as it is promoting the implementation of performance management in a municipality. Some of its aspects were discussed in detail from 3.3.1. to 3.3.10. in this chapter. It is also clear that Performance Management, if applied correctly by the Municipality, will lead to better service delivery.

Chapter 4 of this study will focus on the empirical findings of the effectiveness of a PMS in enhancing service delivery within MHLM. The challenges in this respect are also discussed in this chapter.

CHAPTER 4

THE EFFECTIVENESS OF A PERFORMANCE MANAGEMENT SYSTEM IN ENHANCING SERVICE DELIVERY: EMPIRICAL FINDINGS

4.1. INTRODUCTION

The various developmental challenges regarding basic service delivery by MHLM were discussed in detail in chapter 2. In chapter 3, a conceptual relation between a PMS and service delivery was explored. This was done by means of a literature study of both primary and secondary sources.

The objective of this chapter is to report on the empirical findings obtained from face to face interviews and the structured questionnaire used to gather information about developing an effective PMS and to measure the extent of the implementation at MHLM. This chapter therefore elaborates on the research design with regard to the research problem, interviews, data analysis, interpretation of the data and conclusions.

The chapter will also indicate the limitations and problems experienced while conducting these interviews. All findings, interpretations, analysis and conclusions are presented in a logical and scientific manner that will aid the discussion in terms of the problem statement.

4.2. RESEARCH METHODOLOGY

As mentioned in chapter 1, the researcher applied the case-study method as well as qualitative research methods. The said method was useful in depicting a holistic portrayal of the target population's experiences and findings of the research results regarding PMS at MHLM. Qualitative research methods assisted in determining human experience through talking to people in specific settings and relying on field work methods.

A literature overview of the case-study method and qualitative methods is provided in the next section.

4.2.1. Description of qualitative research methods

According to Struwig and Stead (2001:11) qualitative research does not describe a single research method but methods such as participant observation, archival source analysis, interviews, focus groups, and content analysis. The aim of qualitative research especially is to describe the essential qualities of phenomena, to interpret the meaning of and relationships among those qualities and to give support to the significance and values of those qualities. Struwig and Stead (2001:11) are of the opinion that it is quite difficult to define qualitative research as there are many research methods within its boundaries. According to them qualitative research can be viewed as a multi-paradigmatic and multi-method approach to research studies and can be applied in a variety of subject fields. Qualitative research thus focuses on the quality of the study and not on statistical processes to solve problems. Validation of findings is essential to secure credibility of the research. In the final analysis the research will be drawing conclusions based on the qualitative and case study methods (Mouton, 2002:81-89).

4.2.2 Characteristics of qualitative methods

Struwig and Stead (2001:12) describe the characteristics of qualitative research as the following:

- The participant's and researcher's perspectives: the perspective of participants forms an integral part on the research issues and it is the researcher's responsibility to analyse and interpret the research data in association with the participants;
- Contextualisation: a comprehensive description and analysis of the environment of research participants is indispensable as human behaviour does not occur in a vacuum. The various macro and micro contexts of the individual and the interaction thereof with one another is an important aspect to provide a holistic view, which examines social environment in its totality;
- Process research: interrelated events and the understanding of influence of prior events and the individuals thoughts and behaviour are crucial in the research process and should be examined in an early stage of the research; and
- Flexibility and the use of theories: qualitative researchers attempt to approach a research problem in an unstructured manner and with open-mindedness.

The advantages of the qualitative research approach according to Mkumbeni (2008:64) are as follows:

- The qualitative approach is a context-bound approach. The person's attitudes and preferences are appraised in the context in which they occur;

- It occurs in the natural environment, in the field where the subject of research is found;
- The qualitative approach studies human experience holistically, where all factors and influences in a given situation are taken into account.
- It regards human beings as data gathering instruments through talking to people in a specific setting and relying on fieldwork methods, e.g. interviews;
- The said approach reports in the form of words and by keeping a personal journal in which records and accounts of the participants' ideas and feelings are entered;
- It is rich, personal, close to the real world, and contains a depth of meaning; and
- The setting in this approach depends on the researchers and the interaction between the researcher and the respondents; the researcher is not quite sure what the outcomes of a particular setting will be.

4.3. RESEARCH DESIGN

The study made use of a qualitative research design and a case-study method. It used semi-structured interviews, questionnaires and a document or literature review.

According to Van der Waldt et al (2002:288), a good research design should have a special appeal because it refers to the plan and structure of investigation so conceived as to obtain answers to the research questions. The following key questions are important in assisting its design:

- For what purpose is the research being done?
- What kind of information is needed?
- From what source should the information be collected?
- How can that information be collected?
- When is the information needed?

4.3.1 Literature review

According to Van der Waldt et al (2002:286) the aim of the literature search is to identify as many items as possible of secondary information (data), and to see if there is enough literature which is relevant to the study. The research paid especial attention to the focus group members of the MHLM, being:

- Councillors
- Municipal Manger
- Directors
- Middle management
- Ward committee members

4.3.2 Construction of the questionnaire

The primary data collection instrument in this research is an interview questionnaire which was used to obtain information pertaining to the effectiveness of a PMS in enhancing service delivery in MHLM. The respondents completed a questionnaire that consisted of two parts namely:

- Demographics questionnaire; and
- The performance management questionnaire

4.3.3 Data collection methods

The outcomes for the questionnaire and face to face interviews were processed by the researcher and thereafter analysed and interpreted.

In the next section the analysis and interpretation of data, collected as part of the empirical study on the effectiveness of a PMS in enhancing service delivery at MHLM, will be discussed.

4.3.4 Study population and problems encountered

The empirical study was conducted at MHLM. The questionnaire (attached as Annexure A) consisted of 23 closed questions and an open-ended one while (Annexure B) consisted of 15 closed questions and one open-ended one. The questionnaires addressed the use and application of PMS and service delivery within the municipality. The total number of participants involved in the survey was 26. They included both officials of the municipality and the community members. The participants were selected randomly from the entire population and answered a standard questionnaire for officials (Annexure A)

or a questionnaire for community members (Annexure B). The 26 participants were selected from various levels, different genders as well as different years of experience within the municipality in order to obtain the most accurate reflection of employees' opinions in the municipality regarding performance management.

Out of the 28 questionnaires that were distributed, 28 were received back; however, two were not completed. The total number of respondents who completed the questionnaires amounted therefore to only 26. The data that was collected from the different respondents was analysed in order to arrive at an interpretation in relation to the entire population. Responses were handled with the strictest confidence by the researcher.

Only 20 employees in the different departments such as Corporate Services, Engineering Services Community Services and Finance at MHLM participated as part of the target population. In the community only 8 ward committee members participated as part of the study target population. In general, the goal of surveying is to find out how all stakeholders feels about a certain aspect or problems. Because of practicalities, not everyone in MHLM, and the broader community could be involved in the study. Hence the researcher needed to sample some of the officials and some of the community members to reach a conclusion. The goal of sampling is to determine whom to ask so that one can infer what everyone else thinks. One wishes to discover how the population feels, by asking only a slice of the population.

4.4. RESEARCH INSTRUMENTS

The main objective of the empirical study was to obtain information from the employees of the municipality occupying different positions such as those mentioned. Information was obtained through a semi-structured interview. Ward committee members from various wards were also used as respondents to obtain information.

4.5. THE RESEARCH PROCESS

An open invitation to respondents (Annexure C) was used to secure participation in the research and also to guarantee confidentiality of their participation. The aim and purpose of the research and certain specific procedures were outlined to the respondents.

4.6. ANALYSIS AND INTERPRETATION OF EMPIRICAL DATA

This section entails data processing and reporting of the results. The reporting was mainly based on the administered questionnaire and semi-structured interviews in order to test the effectiveness of a PMS in enhancing service delivery in the particular municipality. The findings led to recommendations provided in chapter five.

The questions on the PMS and service delivery were divided into three sections. Section A presents the biographical data of respondents. Section B dealt with the respondents' opinion about PMS and service delivery within MHLM. Section C was an open-ended question where respondents could outline any perceived problems regarding the functioning of PMS within MHLM.

4.7 SECTION A: BIOGRAPHICAL INFORMATION OF RESPONDENTS

RACIAL	GROUP
White	5
Black	18
Coloureds	3
Indians	2

4.7.1 Political party affiliation

African National Congress: 23

Democratic Alliance: 5

4.7.2 Number of years in service

<2yrs: 5

2-5yrs: 13

6-10yrs: 6
 11-15yrs: 3
 16-20yrs: 1
 20+: 0

4.7.3. A1: Gender

Male: 17
 Female: 11

4.7.4 A2: The age of the respondents

18 – 30 years	31 – 40 years	41 -50 years	50+
55%	25%	10%	0%

Table 5: The age of the respondents

The results indicate the following: fifty five percent of the respondents are between the ages of 18 to 30 years. Another group of respondents is between 31 to 40 years: 25%. A minority of respondents, 10%, was between the age of 41 to 50. A small percentage of respondents, 10%, not indicated on the chart, did not fill in the forms. The purpose of asking the age of the respondent is to determine the different age groups within the municipality that participated in the empirical study.

4.7.5 A3: The race of the respondents

1. BLACKS	2. WHITES	3. COLOUREDS	4. INDIANS
13	4	2	1
65%	20%	10%	5%

Table 6: The race of the respondents

Interpretation of the results

Sixty five percent of the respondents were blacks and the majority in the municipality. White respondents represented 20%, followed by 10% from the coloured group. Indian respondents

comprised 5% of the total population. The purpose of enquiring the race of respondents is to identify the various races that are employed within the Municipality, and who participated in the empirical study.

4.7.6. A4: Figure 5: The post levels of the participants

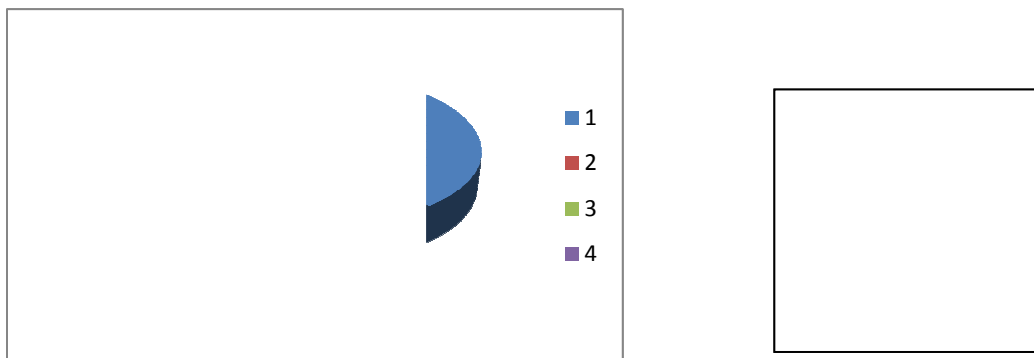


Figure 5: The post levels of the participants

Interpretation of the results

Members of low level management, classified as other, comprised 40% within the municipality. Middle managers constituted 25% within the municipality and senior management 20%. Councillors within the Municipality made up 15% of the respondents. The main purpose of establishing the post level of the participants is to obtain fairly spread data about PMS and basic service delivery.

4.7.7. A5: Table 7: Participants’ years of experience within the Municipality

1. <2yrs	2. 2-5yrs	3. 6-10yrs	4. 11-15yrs	5. 16-20yrs	6. 20yrs
2	9	5	3	1	0
10%	45%	25%	15%	5%	0%

2yrs
 2-5yrs
 6-10yrs
 11-15yrs
 16-20yrs
 20yrs+

Table 7: Participants’ years of experience within the Municipality

Interpretation of the results

Ten percent of the participants had less than 2 years experience in the municipality. Forty five percent of the other respondents reported between 2-5 years experience in the municipality while 25% of

respondents had between 6-10 years experience. Only five percent of respondents recorded more than 20 years experience in the municipality. The main purpose of enquiring was to gain a clear picture of knowledgeable employees with skills and experience in relation to PMS and basic service delivery.

4.8 SECTION B: SEMI-STRUCTURED INTERVIEW QUESTIONS REGARDING PMS AND SERVICE DELIVERY: QUESTIONNAIRE ADMINISTERED TO OFFICIALS OF THE MUNICIPALITY

In this section, the attitudes and perceptions of respondents with regard to the functioning of PMS within a municipality are measured. This measurement is important in order to confirm that PMS within MHLM should be prioritized in order to achieve more effective service delivery.

4.8.1. QBN1: I understand the mission statement of MHLM

The question was meant to determine the respondents’ understanding of the mission statement of MHLM.

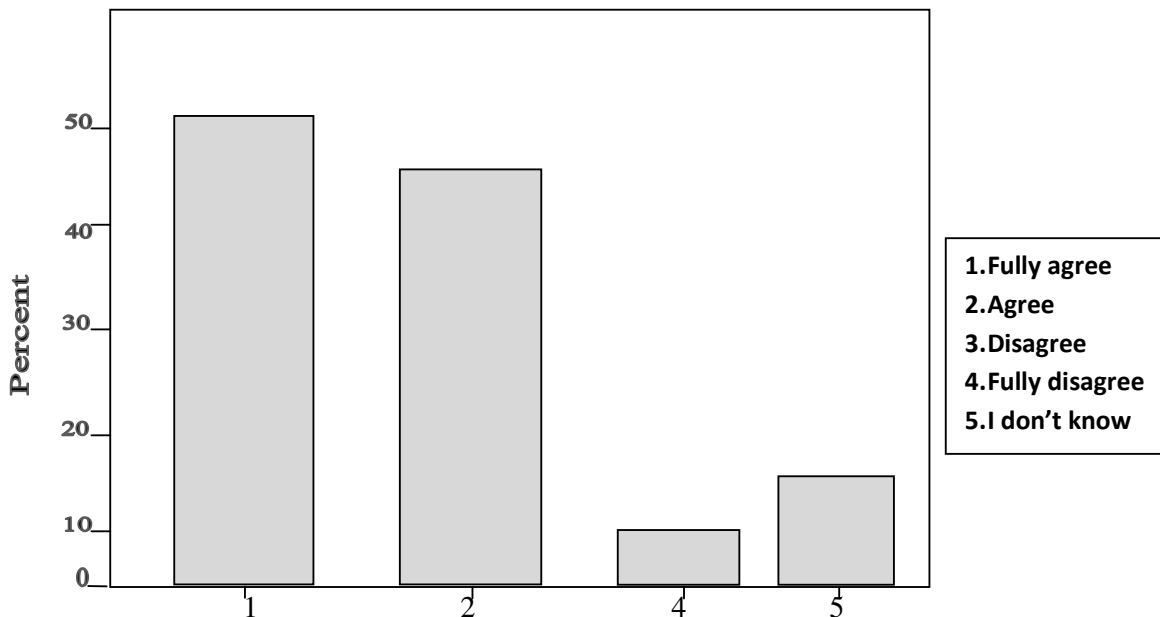


Figure 6: Knowledge and understanding of the mission statement

Interpretation of the results of QBN1

Forty five percent of the respondents indicated that they knew what the mission of the municipality was. Almost 15% of the respondents were, in contrast, not familiar with it. The respondents indicated that they were not informed adequately about the changes in the mission statement and that there was ineffective communication between the senior management and lower level management. The main

purpose of posing this question to various respondents was to obtain their organizational knowledge about Performance Management within the municipality.

4.8.2 QBN2: I understand the vision statement of the MHLM

The question was meant to determine whether the respondents understood the vision of the Municipality and its contribution to performance management there.

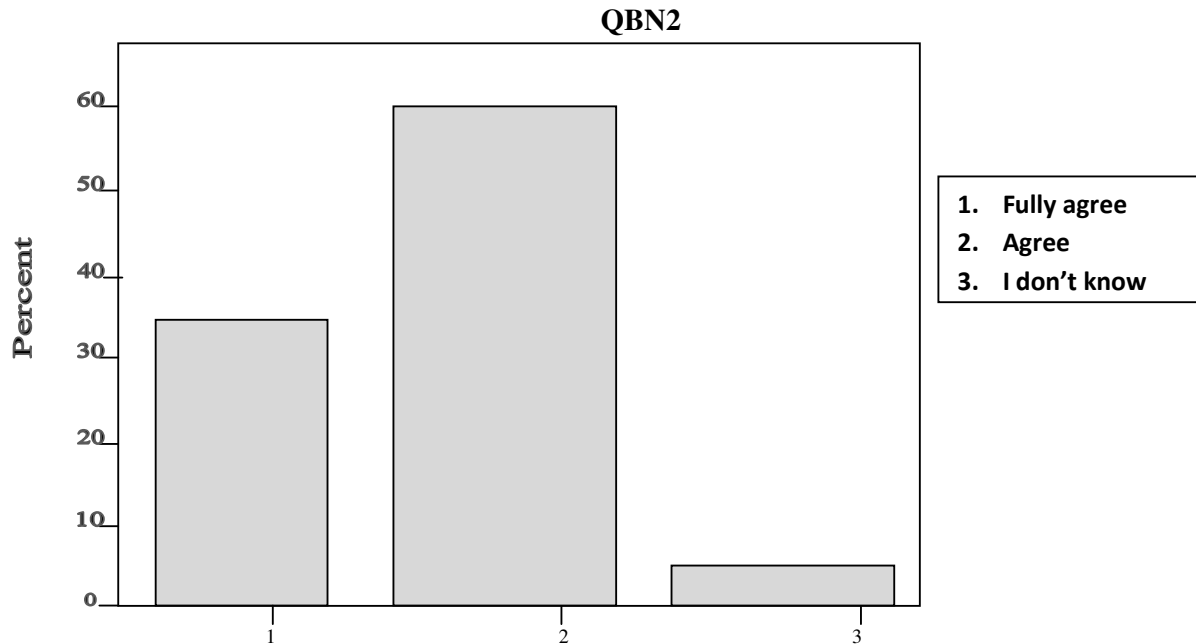


Figure 7: Knowledge and understanding of the vision statement

Interpretation of the results of QBN2

Thirty five percent of the respondents fully agreed that they understood the vision statement of the municipality. Sixty percent of the respondents also agreed while five percent of the respondents didn't know this statement. This could be attributed to non-communication between managers and the employees.

4.8.3 QBN3: Is there a link between the strategic goals of the department and your individual performance?

The question was meant to determine whether the respondents understand the strategic goals of the department and also to determine whether a strategic goal within the Municipality is linked with individual performance.

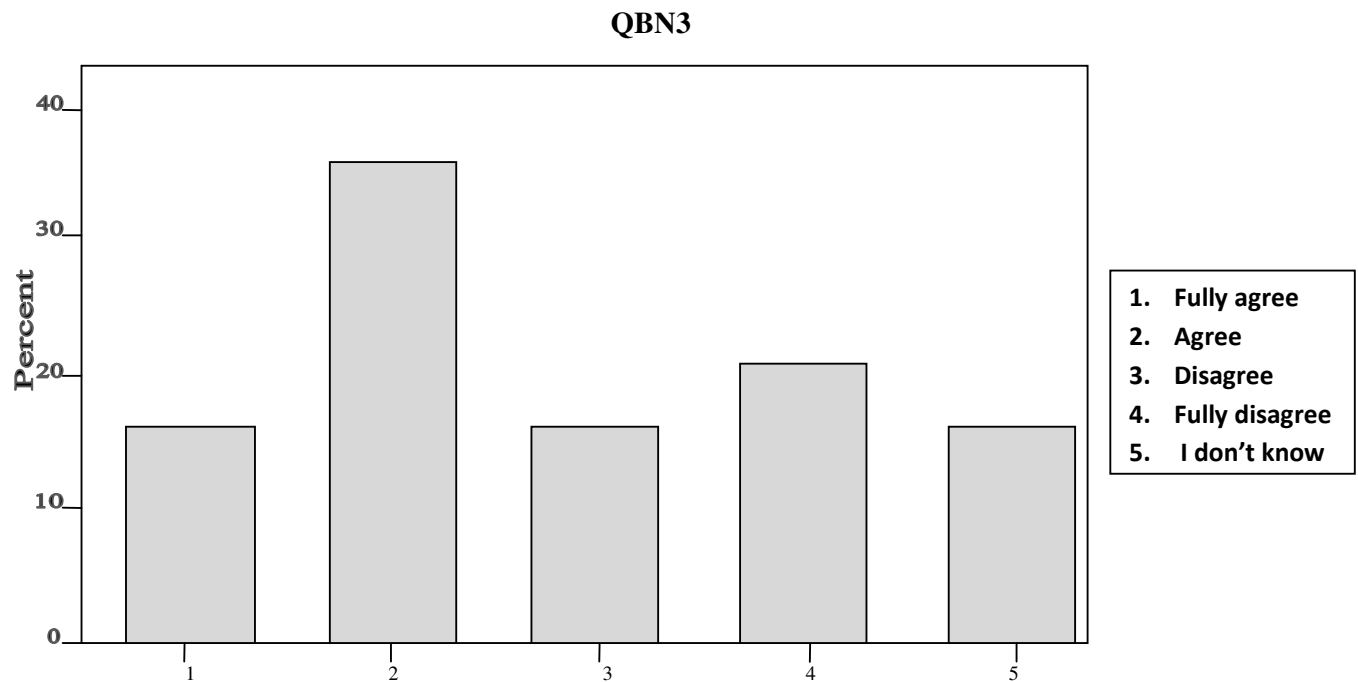


Figure 8: Strategic goals of the municipality

Interpretation of the results of QBN3

Fifteen percent of the respondents fully agree that the goals of the municipality in the IDP are linked with their performance; mostly this group stems from the senior management team of the municipality. Thirty five percent, mostly from the middle management team, also agree that goals within the IDP are linked to their daily work. Almost 50% of the respondents combined in contrast respond that they do not know the strategic goals of the municipality. Some of the respondents indicated that the broader, general goals are known but details of strategic goals are still unknown to them. Others confirmed that these goals were explained to them at meetings between the departmental management and the workers and also at general trade union meetings.

4.8.4 QBN4: Are you participating in the setting of goals within MHLM?

The question was meant to determine the participation of employees in setting their own goals within the Municipality.

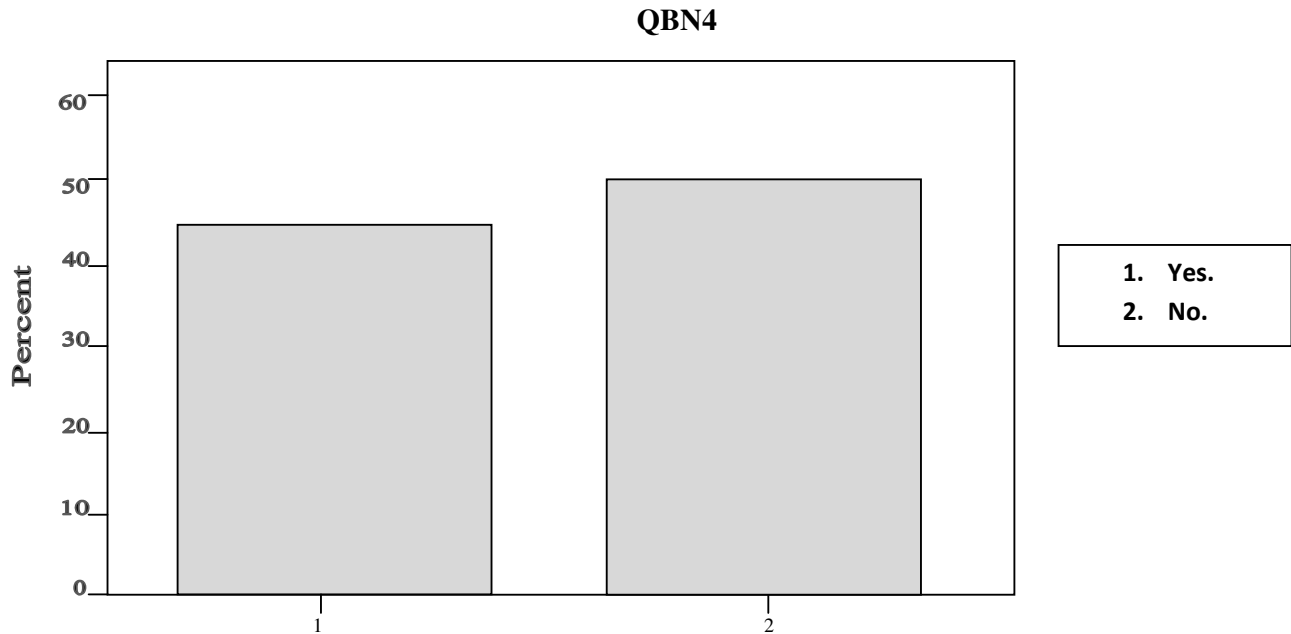


Figure 9: Setting of goals for the Municipality

Interpretation of the results of QBN4

Forty five percent of the respondents are involved in the setting of goals for the municipality whereas 50% in contrast stated that they were not. A small group of 5% did not fill in the forms. Some of the respondents indicated that the municipality is not valuing their contribution to the organization and that senior management is not holding meetings with them to explain the goals and for them to contribute to the setting of goals.

4.8.5 QBN5: Is Performance Evaluation used for planning my personal development within MHLM?

The question was meant to determine whether the respondents were evaluated regularly and to establish whether their evaluation is used for their personal development.

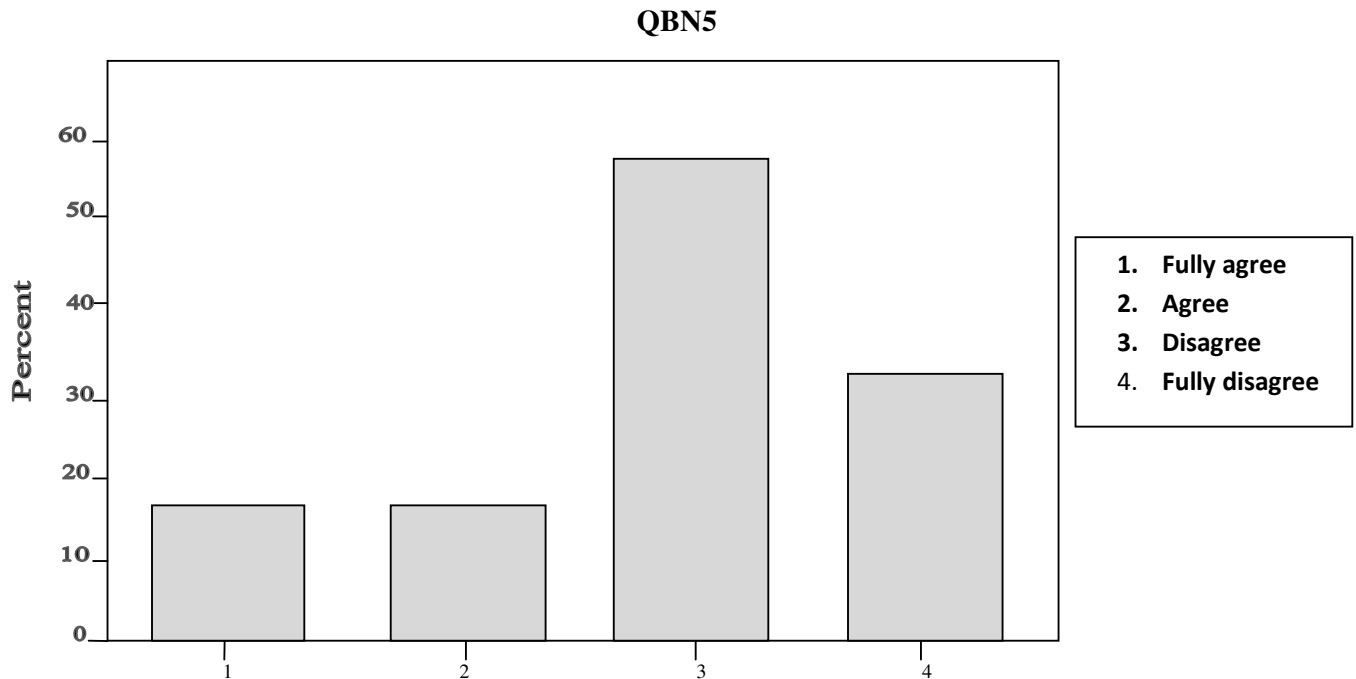


Figure 10: Evaluation of the employees

Interpretation of the results of QBN5

Ten percent of the respondents, mostly senior managers, fully agree that their evaluation is used for their personal development. Ten percent of middle management also agreed that senior managers are evaluated but not them. Sixty percent of the respondents in contrast stated that evaluation is not used for personal development but for victimization by the senior management. Some of them argued that councillors are using evaluation as a yardstick not to correct but to fire managers from the organization. Twenty percent fully disagree that evaluation is taking place in the municipality.

4.8.6 QBN6: I think that everybody in the Municipality has the necessary knowledge and expertise to implement PMS.

The question was meant to determine whether the respondents have knowledge and expertise of such systems in the Municipality.

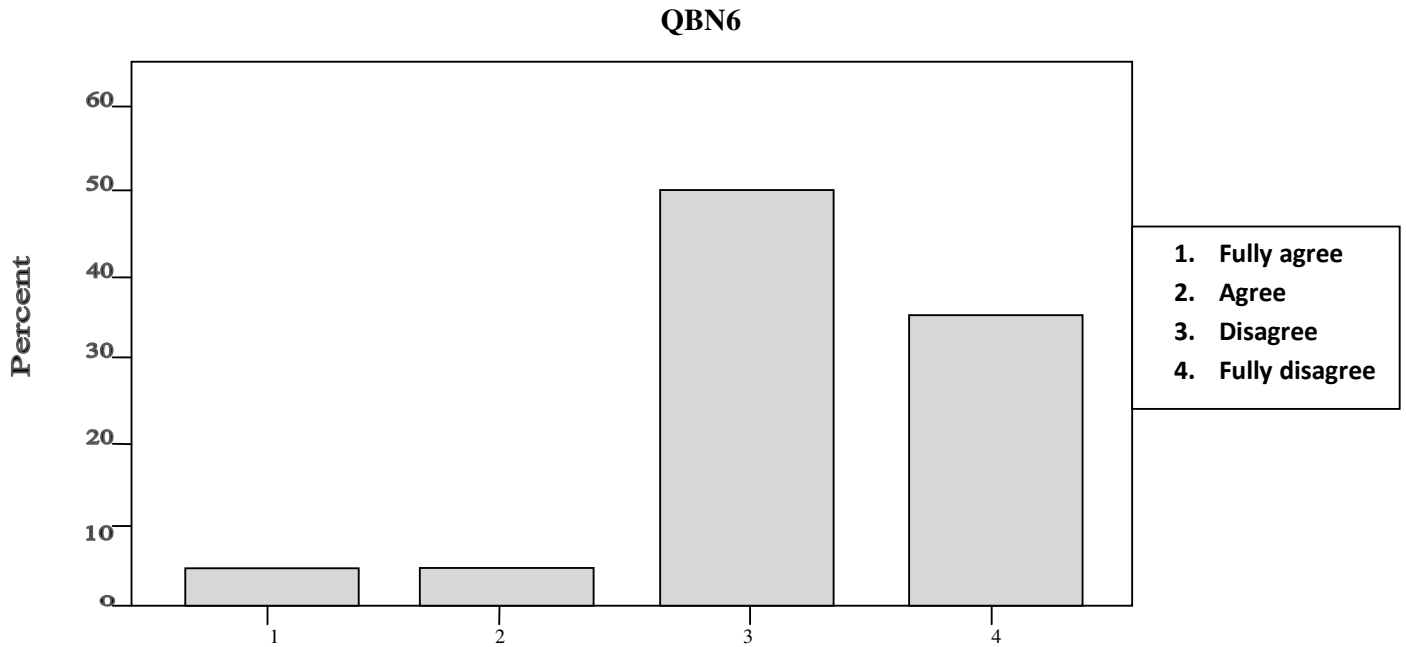


Figure 11: Staff having necessary knowledge

Interpretation of the results of QBN6

Five percent of the respondents fully agree that they possess the necessary knowledge to implement PMS. Another 5% of the respondents also agree that they understand PMS and its implementation. Fifty five percent of the respondents disagree. Thirty five percent of the respondents fully disagree in this regard.

4.8.7 QBN7: How regularly is your performance being evaluated?

The question was meant to determine whether the respondents within the municipality are evaluated regularly, and if so, whether quarterly, half-yearly or annually.

QBN7

1. Monthly	2. Quarterly	3. Yearly	4. Not at all
0	0	3	16
0%	0%	15,0%	80

- | |
|---------------|
| 1. Monthly |
| 2. Quarterly |
| 3. Yearly |
| 4. Not at all |

Table 8: Performance evaluation of the staff

Interpretation of the results of QBN7

Fifteen percent of the respondents, in particular the senior managers, are of the view that performance evaluation is undertaken yearly while 80% in contrast state that evaluation of staff is not done at all. Some of the Senior Managers reported that they are signing the SDBIP and performance agreements annually yet evaluation is not done at all. Five percent of the respondents did not fill in the information.

4.8.8 QBN8: Are you aware of any mechanism currently used to determine the performance of councillors?

The question was meant to determine the respondents’ awareness about the performance evaluation of councillors, and the contribution of councillors to the PMS of municipalities.

QBN8

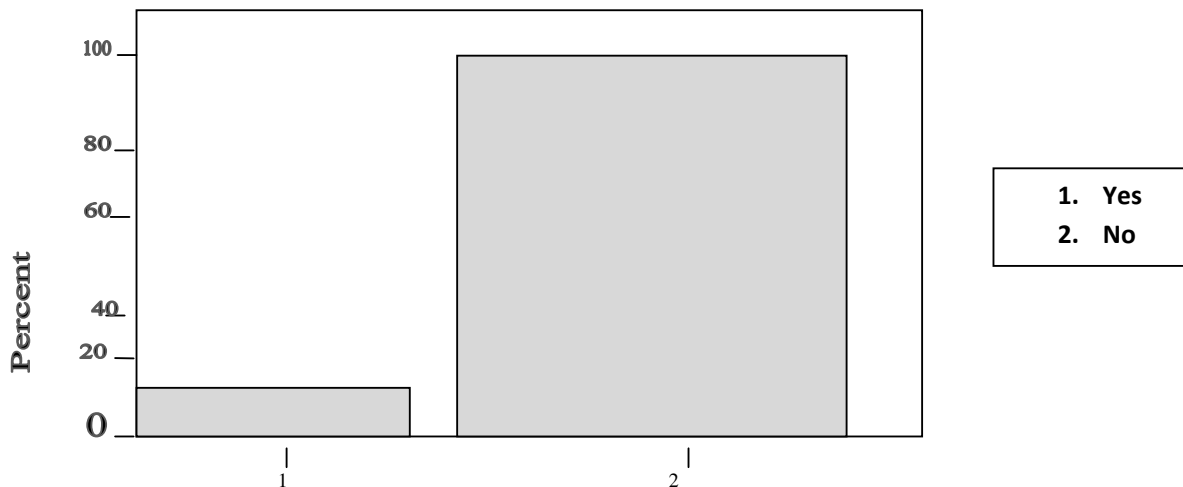


Figure 12: Performance evaluation of councillors

Interpretation of the results of QBN8

Ten percent of the respondents agree they are aware of the mechanism of the outcomes approach used by the current national government although it is not practised currently in the municipalities. Ninety percent disagree: they are not aware of any evaluation of councillors, and their contribution to the PMS of the Municipality is not visible.

4.8.9 QBN9: I feel that I was given too many performance goals

The question was meant to determine whether the respondents are given too many goals, which causes them not to perform their duties effectively in the municipality.

QBN9

1. Fully agree	2. Agree	3. Disagree	4. Totally Disagree
2	1	12	5
10%	5%	60%	25%

1. Fully agree
2. Agree
3. Disagree
4. Totally disagree

Table 9: Performance goals of the employees

Interpretation of the results of QBN9

Ten percent of the respondents fully agree that the performance goals within the work-schedule are too numerous due to the shortage of staff in the various sections. Five percent also agree that they are given too many performance goals, which causes them not to perform their duties. Sixty percent disagree that they are not given too many performance goals while 25 percent of the respondents totally disagree that they are not given too many performance goals.

4.8.10 QBN10: I am sufficiently and duly informed about what is expected from me in the organization (through mechanisms such as workshops, induction, etc).

The question was meant to determine whether the respondents are duly informed about what is expected of them in the organization through programmes such as workshops, induction, and many more.

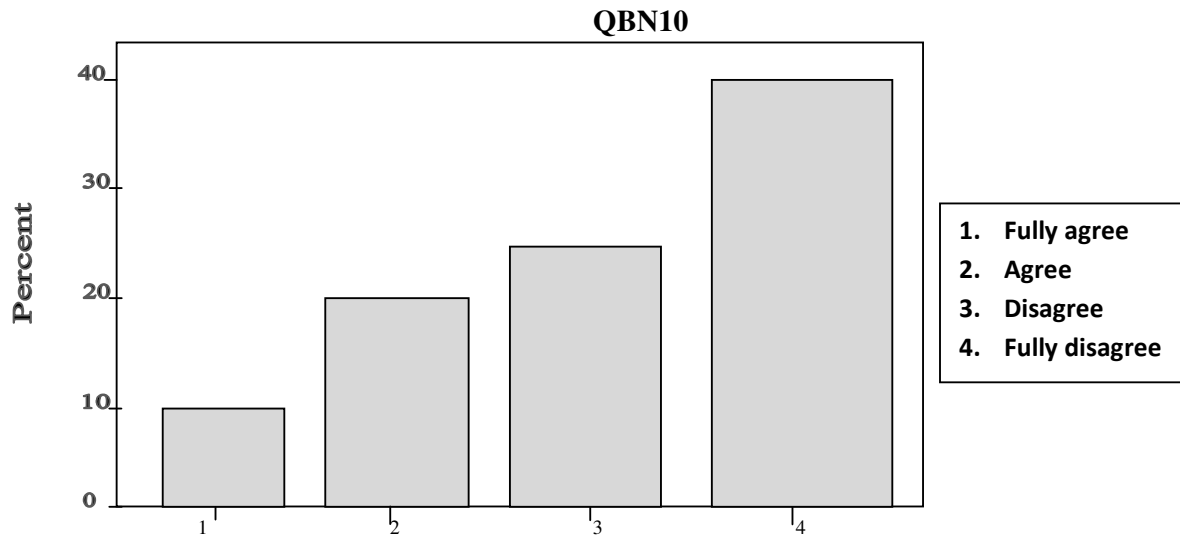


Figure 13: Expectation of employees

Interpretation of the results of QBN10

Ten percent of the respondents fully agree that they know what is expected of them in the organization, and they are always capacitated by attending workshops and inductions. Twenty percent also agree that they know the expectation of the organization, and also that they are attending workshops and induction. Twenty five percent, mostly junior officials in the Municipality, disagree: they do not know what is expected of them and are not even attending workshops and inductions. Forty percent of the respondents fully disagree, indicating that they do not know what is expected of them, and are not even offered training, workshops and inductions. The respondents comprised mostly lower level employees.

4.8.11 QBN11: I am sufficiently evaluated in how I am performing

The question was meant to determine whether employees of the Municipality are indeed evaluated on their performance.

QBN11

1. Fully agree	2. Agree	3. Disagree	4. Fully disagree
0	0	9	10
0%	5%	45%	50%

Fully agree
Agree
Disagree
Fully disagree

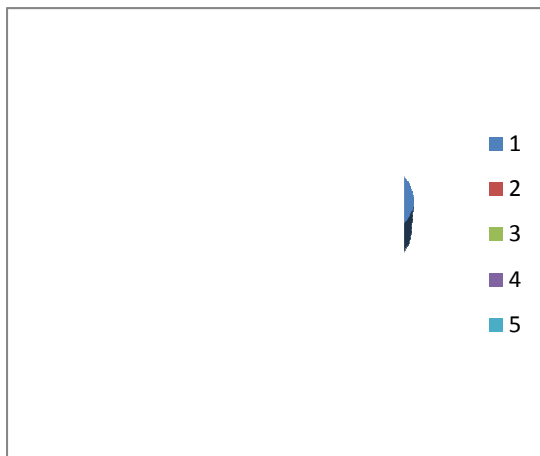
Table 10: Evaluation of staff

Interpretation of the results of QBN11

Five percent of the respondents agree that they are evaluated on their performance; they comprised mostly senior management in the municipality. Forty percent disagreed that they are not evaluated on their performance within the Municipality. Fifty percent fully disagreed in this respect.

4.8.12 QBN12: Indicate the primary role player in performance management in MHLM.

The question was meant to determine the primary role players in this regard.



5
4
3
2
1

Figure 14: The primary role player in PMS

Interpretation of the results of QBN12

Forty percent of the respondents are of the view that the mayor is the major role player in the PMS, especially in evaluating the Municipal Manager and the performance of the entire organisation. Five percent indicated that the mayor together with the executive committee are accountable for daily processing of PMS in the institution but in particular this is delegated by council. Forty percent, in particular amongst employees, believed that the municipal manager is the main person to drive the PMS. Some of the respondents believed that the office of the PMS should reside in the municipal manager’s department and that he/she must report quarterly to council about the performance of the organisation. Another group of respondents (almost five percent) believed that the community also had a part to play in PMS by setting the goals with the IDP. Another five percent did not complete information in the questionnaire. Some of the respondents mentioned that none of these role players in the municipality are monitoring and reporting about PMS.

4.8.13 QBN13: The aforementioned primary role player is able to manage the Municipality PMS

The question was meant to determine who is fully participating and not participating in the PMS within the Municipality.

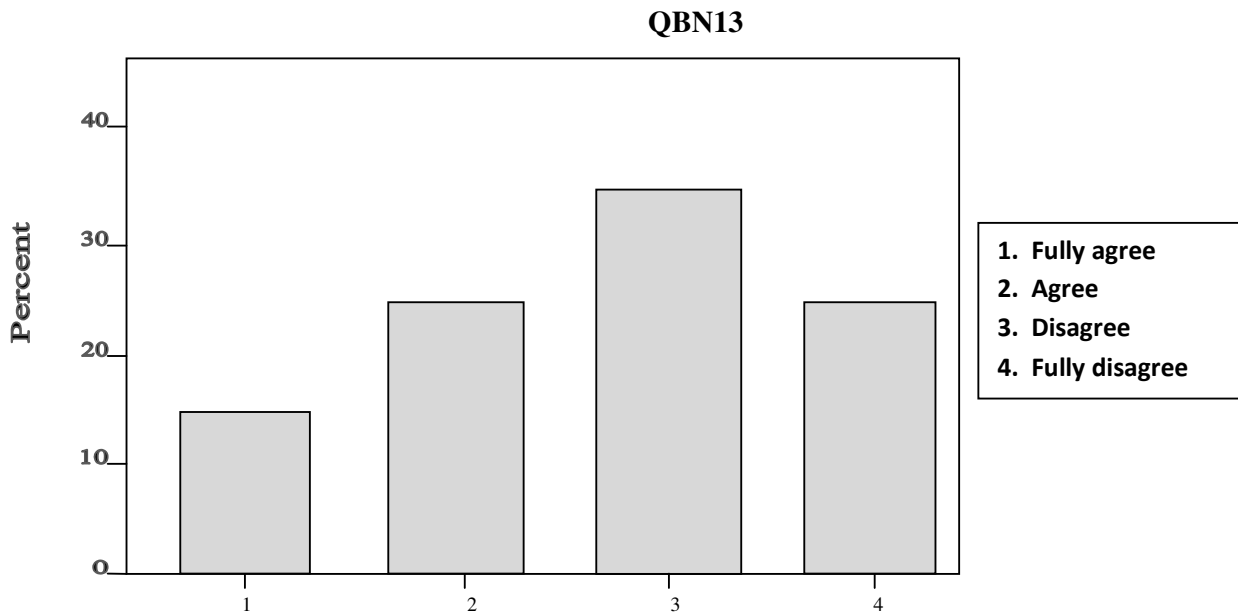


Figure 15: The role player being able to manage PMS

Interpretation of the results of QBN13

Fifteen percent of the respondents fully agree that the Mayor can manage the PMS of the Municipality. Twenty five percent also agree that the Executive committee can manage the PMS of the Municipality. Thirty five percent disagreed that all the role players within the Municipality are unable to manage this PMS while 25 percent of the respondents fully disagreed.

4.8.14 QBN14: Performance management is an important indicator for service delivery and should be implemented throughout the year.

The question was meant to determine the importance of performance management and assisting in service delivery in the Municipality.

QBN14

1. Fully agree	2. Agree	3. Disagree	4. Fully disagree
15	3	1	1
75%	15%	5%	5%

- | |
|---|
| <p>1. Fully agree</p> <p>2 Agree</p> <p>3 Disagree</p> <p>4. Fully disagree</p> |
|---|

Table 11: Importance of Performance Management as an indicator for service delivery

Interpretation of the results of QBN14

Seventy five percent of the respondents fully agreed that performance management is an important indicator for service delivery. Fifteen percent of the respondents also agreed while 5 percent disagreed. Five percent of the respondents fully disagreed in this regard.

4.8.15 QBN15: Information regarding PMS should be available to all role players including the community?

The question was meant to determine the availability of information to all role players in the Municipality.

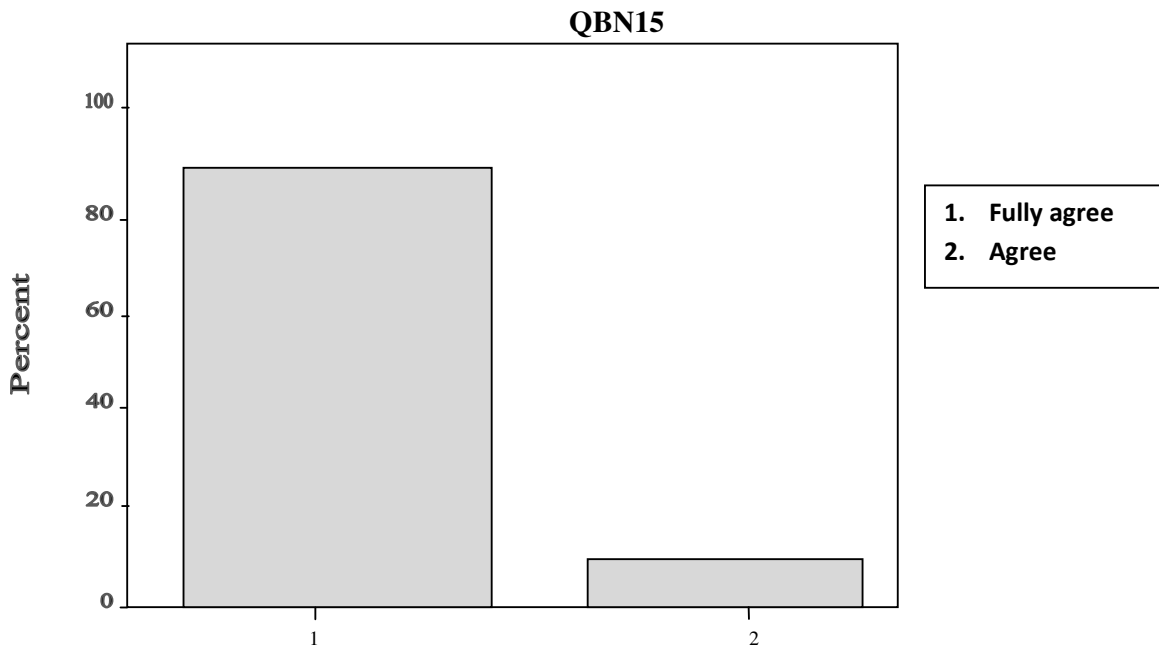


Figure 16: Availability of information to stakeholders

Interpretation of the results of QBN15

Ninety percent of the respondents fully agreed that the information pertaining to PMS must be made available to all the stakeholders in the Municipality, whereas 10 percent agreed in this respect. It is important that the municipality must disseminate information pertaining to PMS to all stakeholders to enable to smooth running of PMS in the municipality.

4.8.16 QBN16: A more effective and efficient PMS can only be achieved by means of co-operation and participation by all stakeholders.

The question was meant to determine the level of community participation with regard to the PMS in the Municipality.

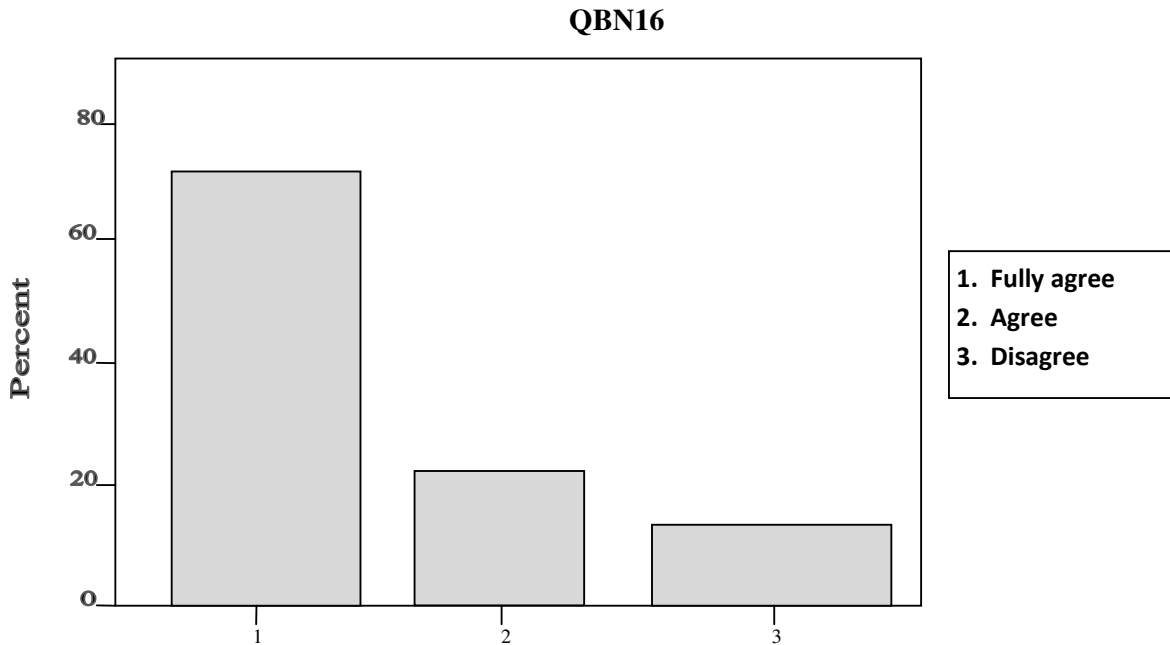


Figure 17: Achievement of PMS through community participation

Interpretation of the results of QBN16

Seventy percent of the respondents fully agreed that an effective and efficient PMS can be achieved by means of co-operation and participation by all stakeholders. Twenty percent agreed, although 10 percent disagreed in this regard. The results indicate that community participation is important to set the objectives key performance indicators and targets for the municipality. It is important that all stakeholders co-operate in order to improve PMS within the municipality that did not exist before.

4.8.17 QBN17: The Municipality will benefit from training on aspects of PMS

The question was meant to determine whether the Municipality is training the employees with regard to PMS.

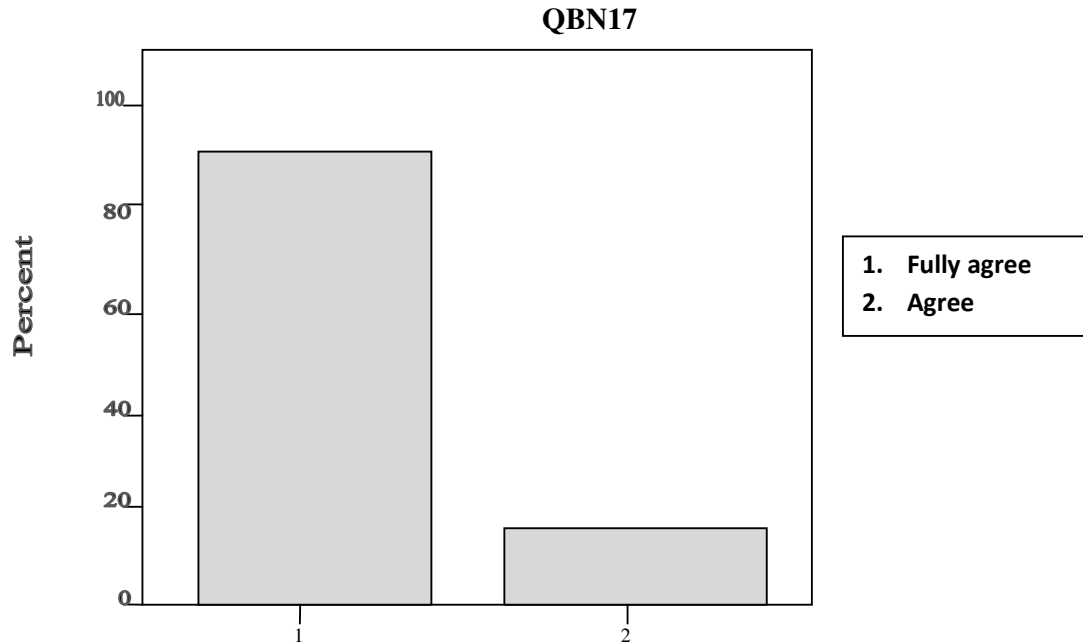


Figure 18: Employees capacity training in PMS

Interpretation of the results of QBN17

Ninety percent of the respondents fully agreed that the municipality will benefit from training of officials in PMS. Ten percent agreed with this point. The results indicate that the municipality must be involved in extensive training of staff and ward committees in order to improve the performance management of the municipality.

4.9 QUESTIONNAIRE ADMINISTERED TO WARD COMMITTEE MEMBERS

This section will provide the empirical findings relating to annexure B of the questionnaire that measured the involvement of community members (ward committees) within the PMS of the municipality.

4.9.1 QA1: The gender of the respondent

The question was meant to determine the gender of the respondent.

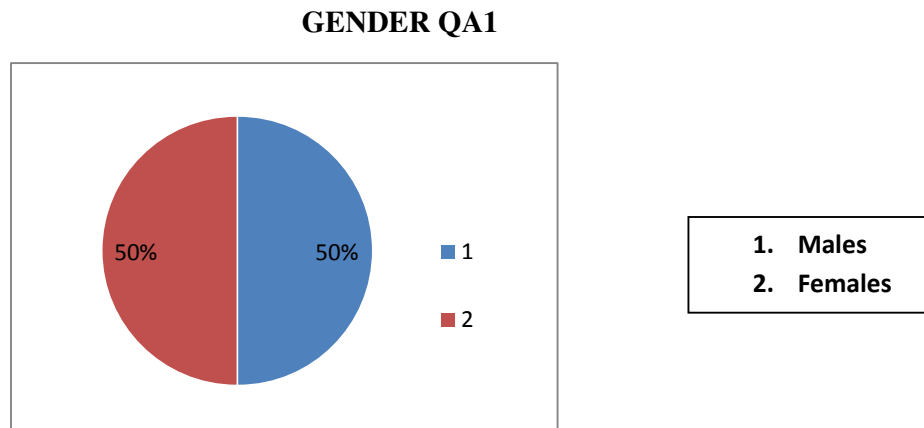


Figure 19: The gender of the community respondents

Interpretation of the results of QA1

In question 1 of the questionnaire (Annexure B) regarding the participants' community information, in terms of their gender, the outcomes were as follows:

Fifty percent of the respondents were males; the rest were females. Some of the respondents are of the view that ward committees in the municipality represent gender fairly. In these committees both adults and youth are represented.

4.9.2 QA2: The age of the respondents

The question was meant to determine the age of the respondents.

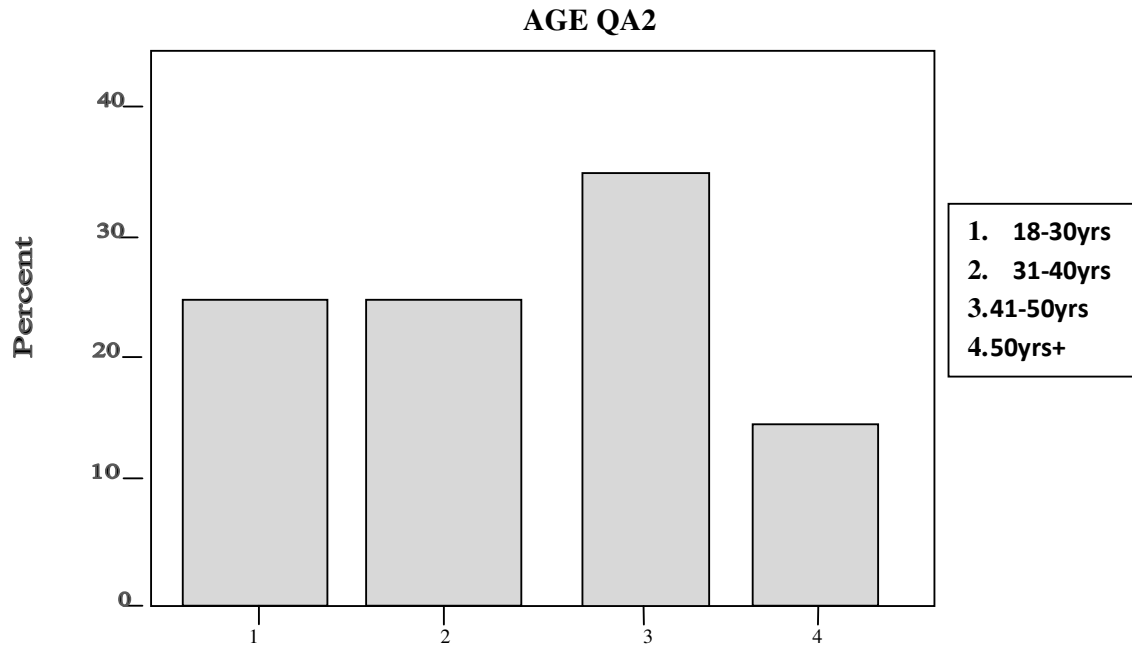


Figure 20: The age of the respondents

Interpretation of the results of QA2

Twenty-five percent of the participants are within the ages of 18-30 years. Another group of respondents is between the age of 31-40 years and represents 25% of participants. A small group of 12% is between the ages of 41-50. Five percent of the respondents are 50 years of age and more. Some of the respondents believed that the ages of the respondent were fairly considered by the municipality and the community in the selection of the ward committees.

4.9.3 QA3: The race of the respondents

The question was meant to determine race within the municipality.

RACE QA3

1. Blacks	2. Whites	3. Coloureds	4. Indians
6	1	1	0
75%	12,5%	12,5%	0%

1. Blacks
2. Whites
3. Coloureds
4. Indians

Table 12: The race of the respondents

Interpretation of the results of QA3

Seventy five percent of the respondents are blacks, comprising a larger group, followed by 13% of whites as the minority group. Coloureds comprised 13%; the same as whites. Some of the respondents are of the view that more coloureds and whites need to be considered in the selection of Ward Committees.

4.9.4 QA5: The experience of the respondents

The question was meant to determine the experience of the respondents.

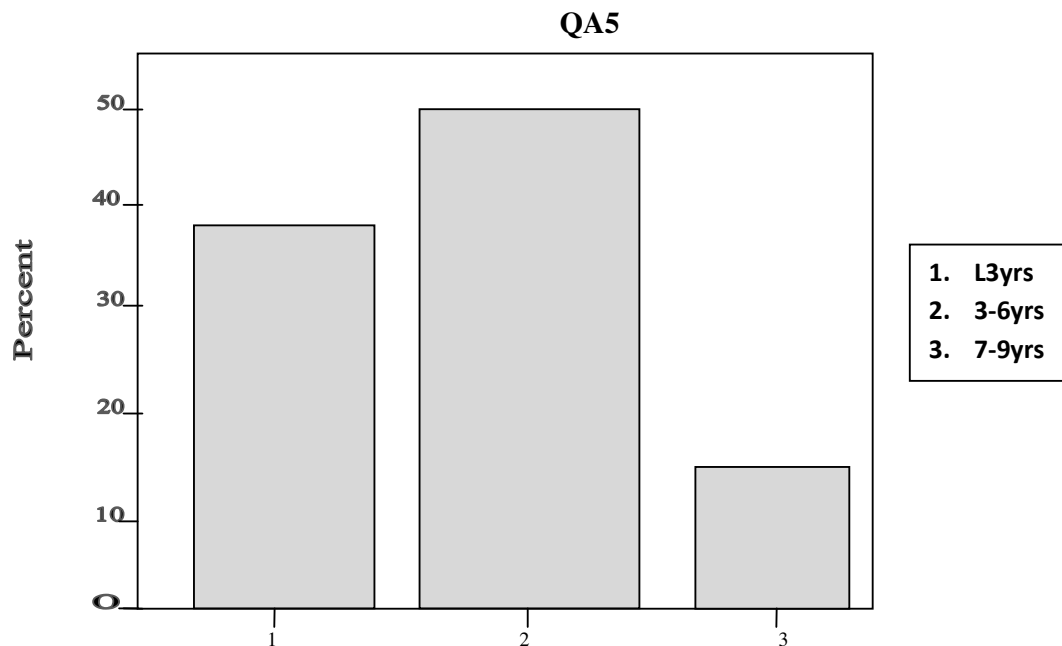


Figure 21: The experience of the respondents

Interpretation of the results of QA5

Thirty eight percent of the respondents reported less than three years experience on issues of local government. Another group of respondents, 50% have had 3-6 years experience in this arena. The last group of respondents, 13%, have had 7-9 years experience.

4.9.5 QB1: Are you involved in the setting of goals for MHLM?

The question was meant to determine the involvement of ward committee members in setting the goals for the Municipality.

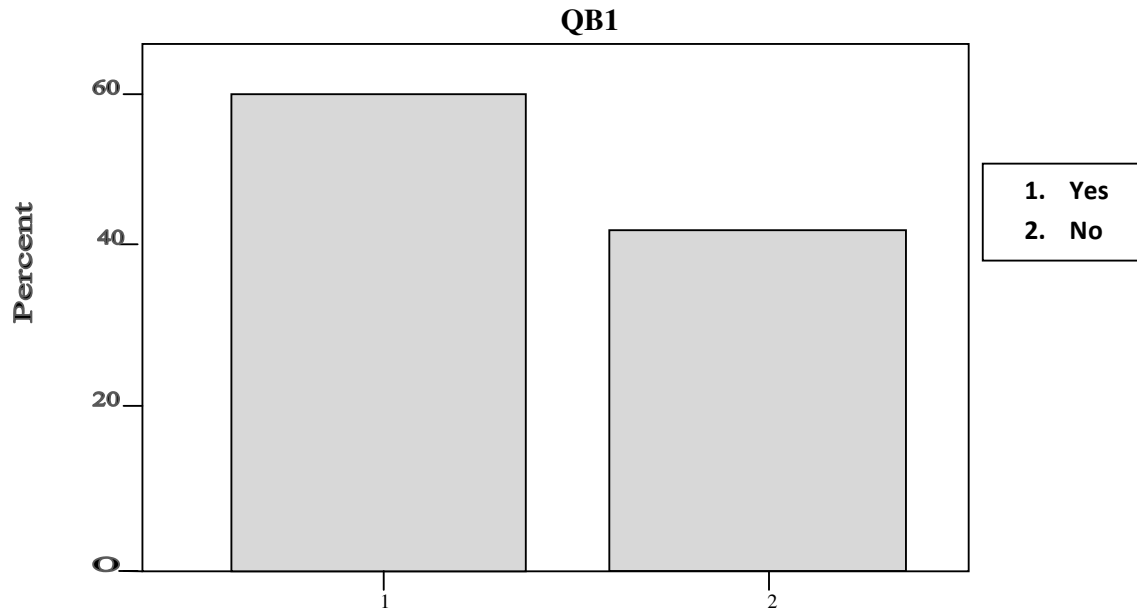


Figure 22: Setting of goals by community members

Interpretation of results of QB1:

Sixty percent of the respondents indicated that they are involved in the setting of goals in the IDP but some believed that the IDP is not followed to the letter by the municipality. Forty percent, in contrast, believed that they are not thus involved. The respondents believed that the ward committees are not taken seriously by the municipality except in paying members a stipend. No training is conducted for ward committees and their participation in council issues is minimal.

4.9.6 QB2: Community meetings in MHLM are held as often as possible where PMS is discussed?

The question was meant to determine whether the community of MHLM is often invited to meetings of the municipality.

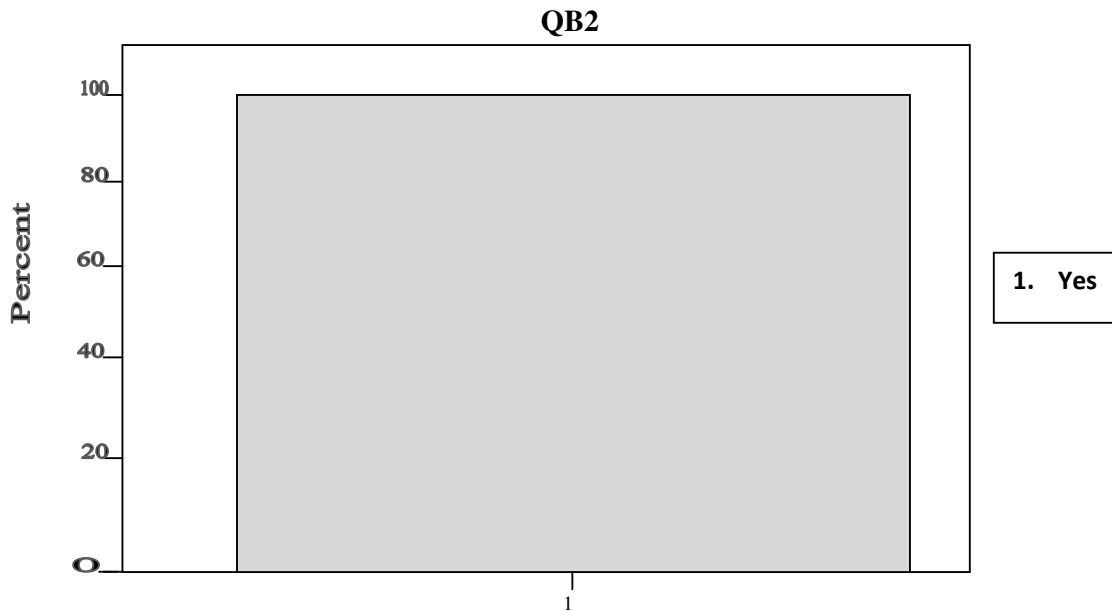


Figure 23: Holding of community meetings

Interpretation of results of QB2:

One hundred percent of the respondents agreed that meetings are not held where the effective implementation of the PMS is discussed in MHLM.

4.9.7 QB3: How often are community meetings held where PMS is discussed?

The question was meant to determine the frequency of meetings in assessing the performance of the Municipality.

QB3

1. Once a month	2. Often	3. Sometimes	4. Rarely	5. Never
0	0	0	0	8
0%	0%	0%	0%	100%

1. Once a month
 2. Often
 3. Sometimes
 4. Rarely
 5. Never

Table 13: The frequency of community meetings

Interpretation of the results of QB3

One hundred percent of the respondents agreed that meetings are never held in MHLM, where the performance of the Municipality is discussed. The annual reports for the past three years in the Municipality had never been discussed.

4.9.8 QB4: How often do you discuss PMS in your community meetings?

The question was meant to determine the discussion of PMS in community meetings.

QB4

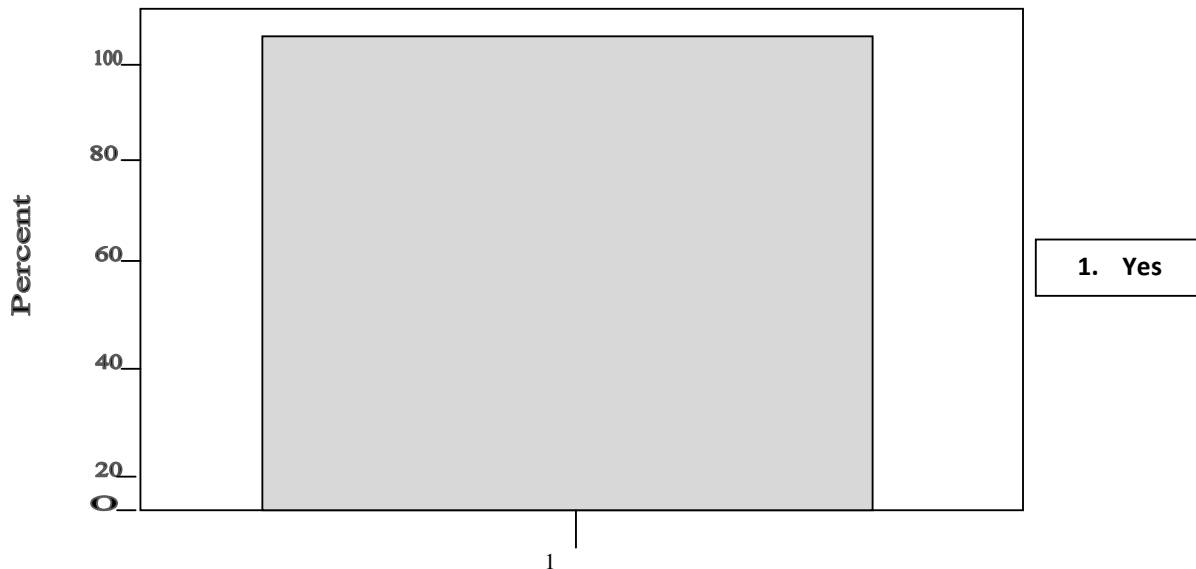


Figure 24: The discussion of PMS in community meetings

Interpretation of the results of QB4

One hundred percent of the respondents agreed that PMS is never discussed in any meeting relating to MHLM. Community meetings in MHLM are not held and the community cannot contribute towards the development of KPAs and KPIs of the municipality.

4.9.9 QB5: Are you involved in the performance evaluation of the Municipal Manager?

The question was meant to determine whether ward committees are involved in the assessment of the Municipal Manager per the guidelines of PMS.

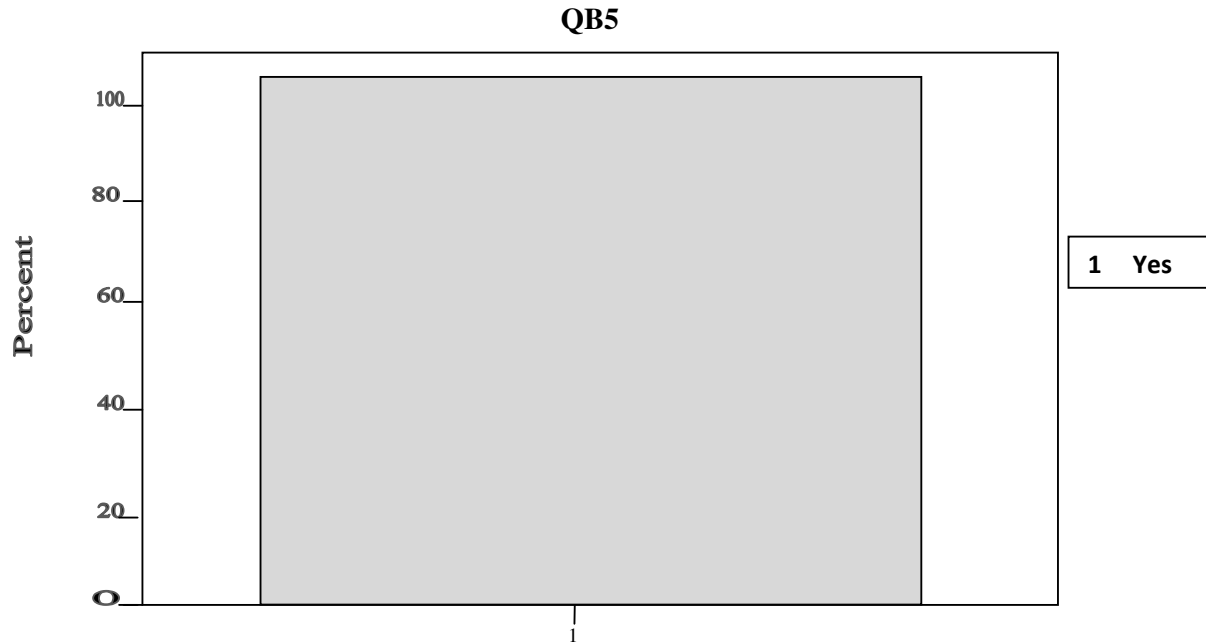


Figure 25: The evaluation of the Municipal Manager

Interpretation of the results of QB5

One hundred percent of the respondents indicated that they are not involved in the assessment of the Municipal Manager.

4.9.10 QB6N1: Access to basic Municipal services is an important indicator of the PMS. Do you have access to the following?

The question was meant to determine the community's access to basic services.

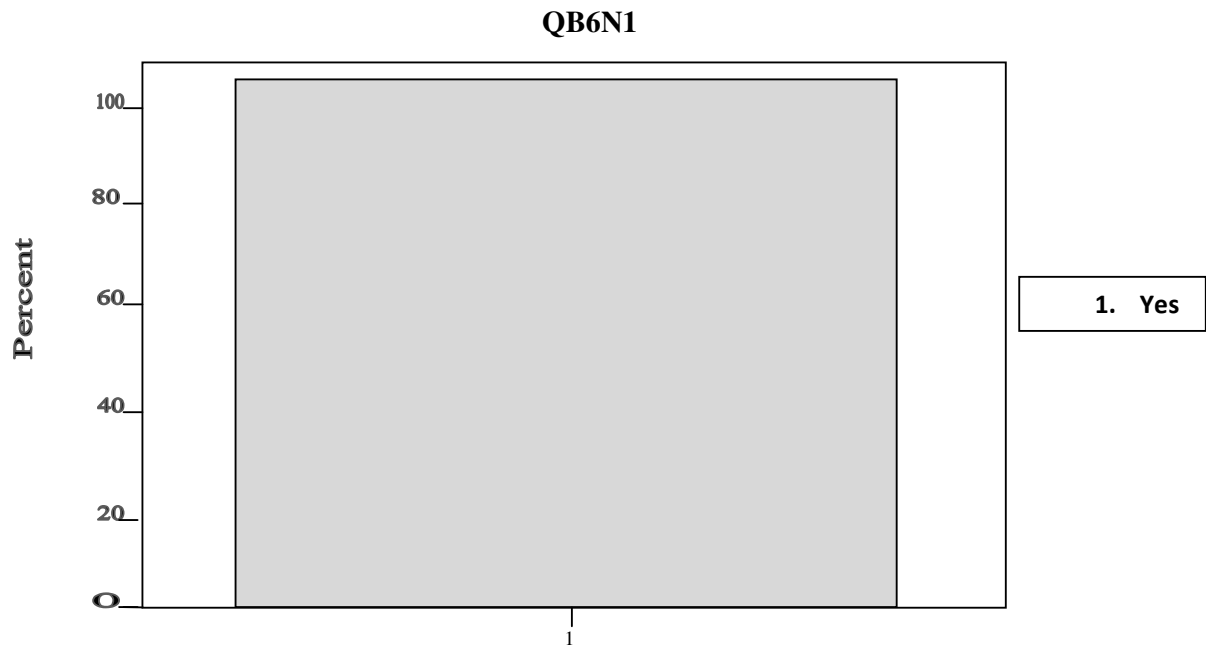


Figure 26: Access to the basic services

Interpretation of the results of QB6N1

One hundred percent of the respondents agreed that they had access to water services and no backlogs in water provision.

4.9.11 QB6N2: Access to electricity services

The question was meant to determine the availability of electricity in the community.

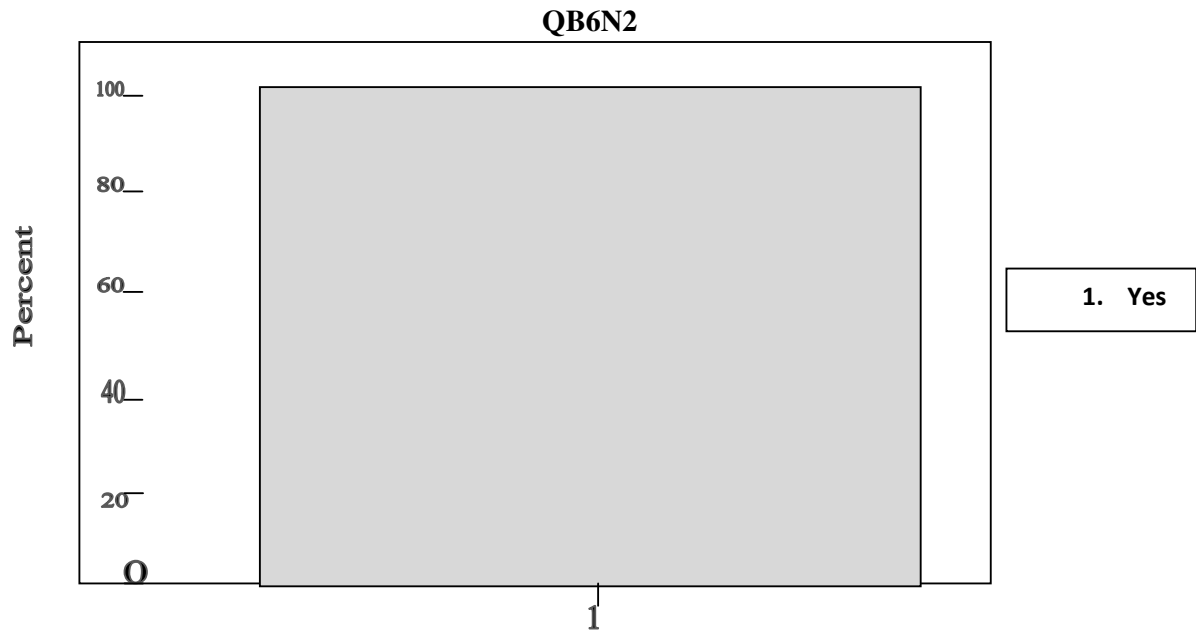


Figure 27: Concerning access to electricity services

Interpretation of the results of QB6N2

One hundred percent of the respondents agreed that they have electricity in MHLM with no backlogs in electricity except in the informal settlement.

4.9.12 QB6N3: Sanitation services

The question was meant to determine the availability of sanitation to the community members.

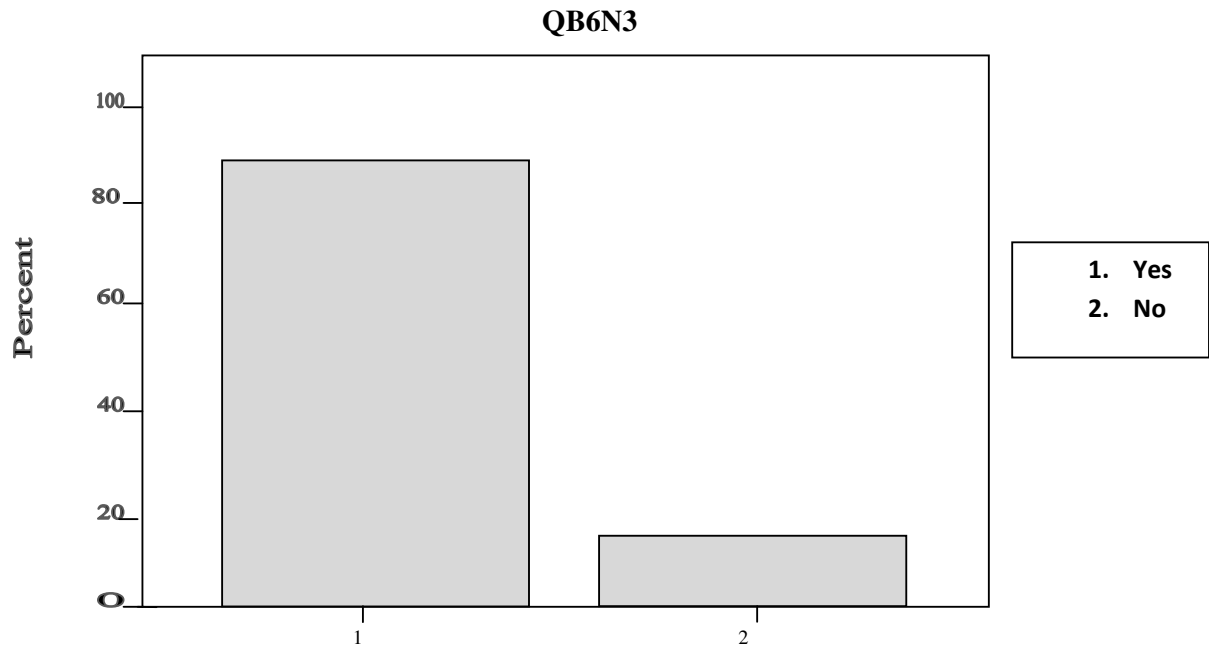


Figure 28: Concerning access to sanitation services

Interpretation of the results of QB6N3

Eighty five percent of the respondents indicated that they enjoy access to sanitation services while 15 percent of the respondents did not do so.

4.9.13 QB6N4: Collection of refuse

The question was meant to determine the availability of refuse services to the community of MHLM.

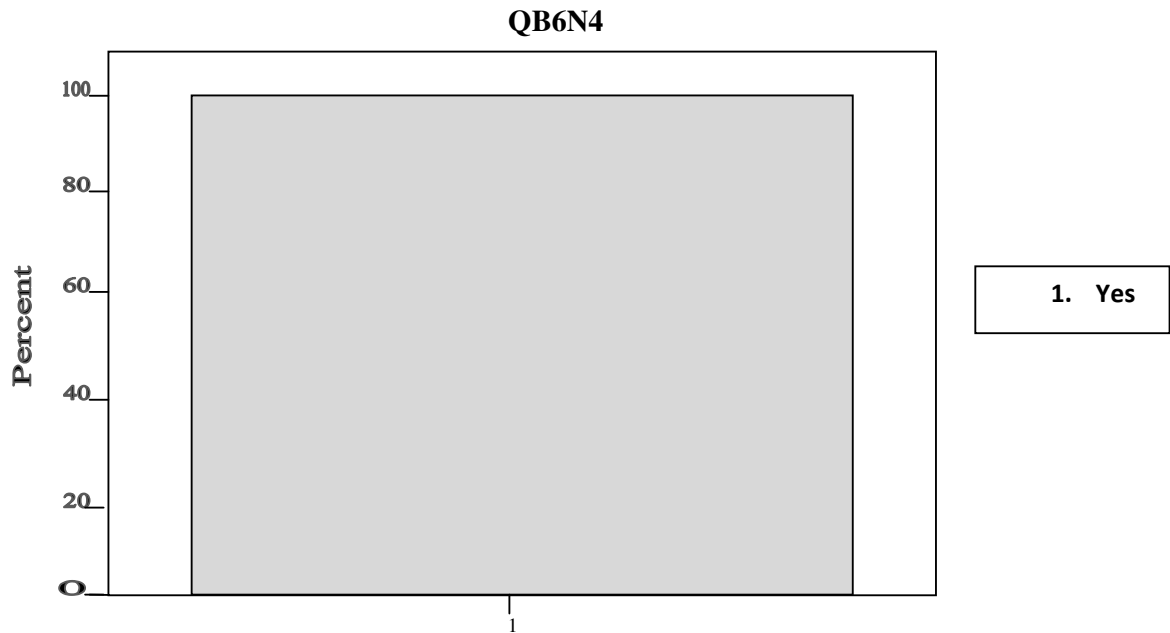


Figure 29: Concerning collection of refuse

Interpretation of the results of QB6N4

One hundred percent of the respondents indicated that the municipality collects refuse although sometimes a week may pass without refuse being removed. The results indicate that the municipality is doing well in terms of collection of refuse, but proper monitoring still need to be done in order to improve the prevailing situation.

4.9.14 QB7: I am satisfied with the basic services I am receiving from MHLM as mentioned in question six

The question was meant to determine the satisfaction of the community members with regard to the provision of municipal services.

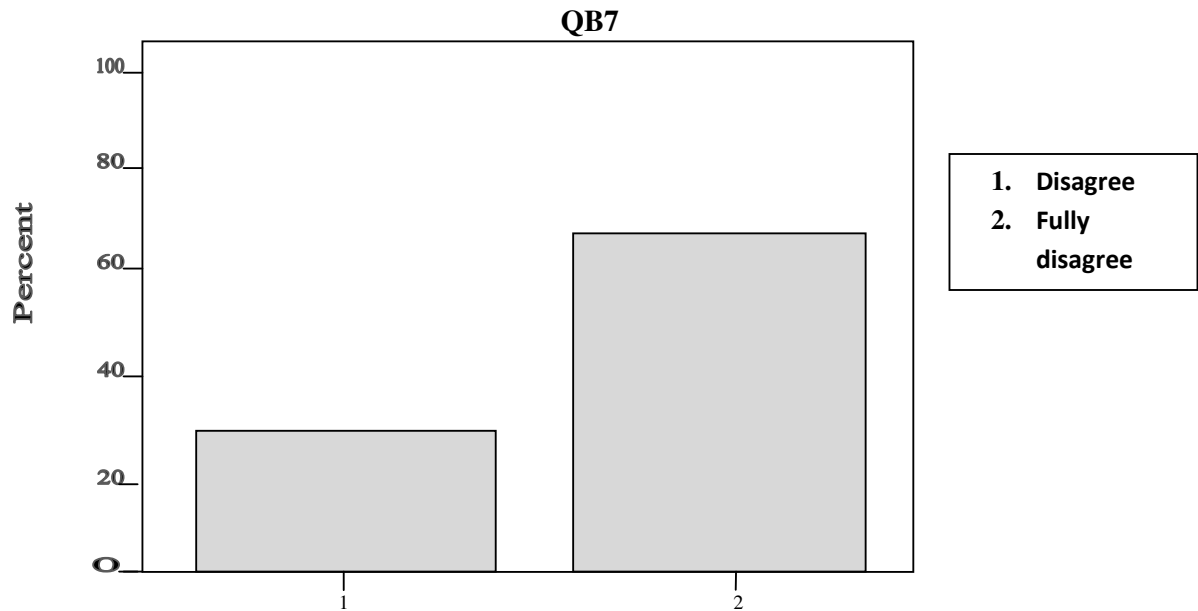


Figure 30: The satisfaction of the community with services rendered

Interpretation of the results of QB7

Thirty percent of the respondents disagreed that they are not satisfied with the municipal services. Seventy percent fully disagreed that the municipality is not able to provide municipal services to all areas of MHLM.

4.9.15 QB8: I am of the opinion that the IDP helps in acceleration of service delivery

The question was meant to determine the linkage between IDP and PMS, and PMS helping in acceleration of service delivery.

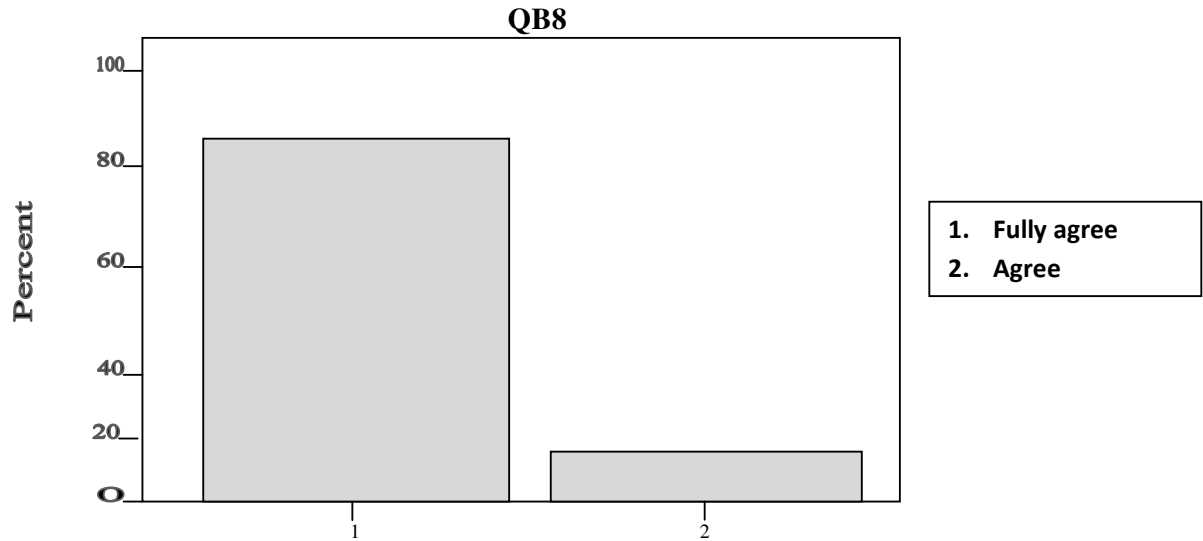


Figure 31: The IDP assisting to accelerate service delivery

Interpretation of the results of QB8

Eighty eight percent fully agreed that the IDP is assisting to accelerate service delivery, while 12 percent agreed. The results indicate that IDP will form the basis for PMS, in order for PMS to function within the municipality a credible IDP is needed and both IDP / PMS including the budget will accelerate service delivery.

4.9.16 QB9: I am of the opinion that PMS help in acceleration of service delivery

The question was meant to determine whether PMS in the municipality assists with the enhancement of service delivery.

QB9			
1.Fully agree	2.Agree	3.Disagree	4.Fully disagree
7	1	0	0
87,5%	12,5%	0%	0%

1. Fully agree
2. Agree
3. Disagree
4. Fully disagree

Table 14: The PMS assisting to accelerate service delivery

Interpretation of the results of QB9

Eighty eight percent of the respondents fully agreed that a PMS assists in acceleration of service delivery. However, in MHLM this is not the case since the municipality is not implementing it to function optimally. Thirteen percent also agreed that PMS if implemented fully by the municipality will enhance service delivery in the future.

4.9.17 QB10: Are there projects that you know of, that were supposed to be implemented in the last financial year (2009 / 2010) that were not completed?

The question was meant to determine the provision of services to all the areas of MHLM.

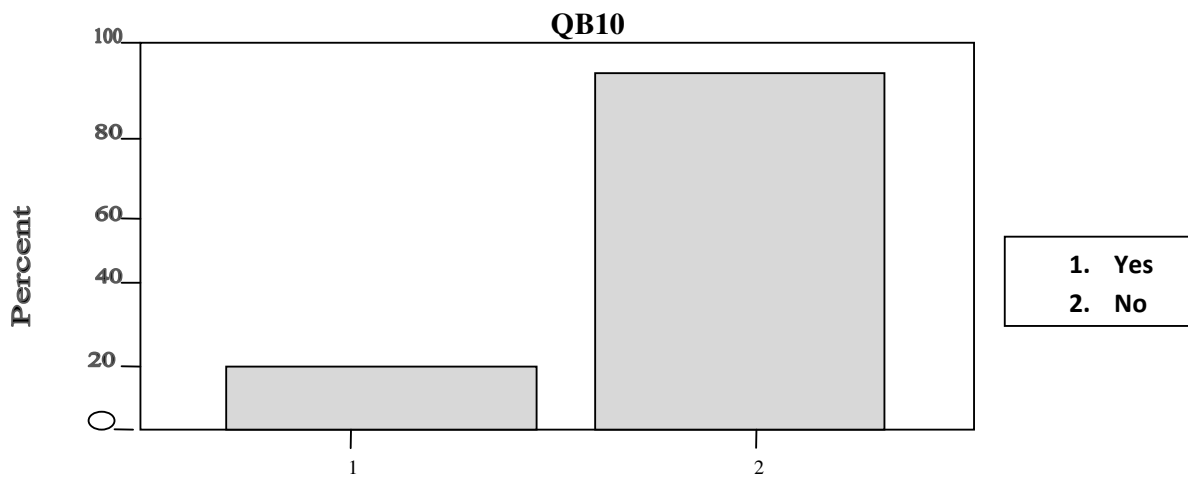


Figure 32: The completion of projects in all wards

Interpretation of the results of QB10

Thirteen percent of the respondents agreed that projects are completed in MHLM but 87 percent disagreed: Boskuil Sports Ground and Rulaganyang Sports Ground were mentioned as examples of incomplete projects.

4.10 CHALLENGES REGARDING PMS LISTED BY THE RESPONDENTS

Apart from challenges that were identified by the administration of the questionnaires; respondents were given the opportunity to list any other challenges not included in the questionnaires (Section C). The challenges identified by respondents include:

- Incompetent staff;
- Lack of experience of staff; and
- Staff not trained in PMS related issues.

4.11 SUMMARY OF STATEMENTS AND THE RESPONSES FROM THE RESPONDENTS.

To summarise the responses of respondents regarding basic service delivery and effective PMS within MHLM, it is clear that they are of the view that an efficient and effective PMS is lacking. This complements and reinforces the central theoretical statement, namely that a coordinated system of performance management is not only necessary but also urgent to motivate managers to meet IDP targets for improved service delivery. An efficient and effective PMS must be developed and be put into practice as it would assist by monitoring the performance of managers to meet set targets of IDP. The ultimate strategic goals of organisation especially in the public sector environment, is to deliver public service. It is this basis that the relationship between performance management and service delivery is apparent. The municipality must develop PMS and align it to IDP. In order for the municipality to accelerate service delivery, the research findings indicated that co-operation and training of all stakeholders in PMS is critical.

4.12 CONCLUSION

This chapter reported on the empirical findings of the face to face interviews and questionnaires administered within MHLM. In particular, the aims and objectives of this research, the methodology used, in particular the primary and secondary sources and the data collection processes, were discussed. The chapter also provided an analysis and interpretation of data collected using bar charts and graphs and pie charts. In chapter 5 a summary of the research is furnished. The findings and recommendations are also discussed in order to conclude this study.

CHAPTER 5

SUMMARY AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter summarizes the findings of this study in line with the data received and processed from the semi-structured questionnaires with randomly selected respondents. The main outcomes of the literature study and empirical investigation, including the findings on the research objectives, are presented in this chapter. These findings, together with the literature study, form the basis on which the recommendations were made.

5.2 SUMMARY OF THE STUDY

In chapter one a background of the study was provided. This *inter alia* included the orientation, problem statement, goals and objectives, leading theoretical arguments and research methodology. This chapter also presented the purpose and reasons for the study. Chapter one clearly states that South African Municipalities are requested by the Municipal Systems Act 32 of 2000 to implement a PMS as a basis to monitor and evaluate progress in local government.

In chapter two basic service delivery within the SA Local Government was explained, in particular as regards achieving the developmental goal of local government to provide effective, efficient and economical basic service delivery. The said goals in terms of the constitution of SA were also discussed. These include:

- Creation of liveable, integrated cities, towns and rural areas;
- Local economic development; and
- Provision of household infrastructure and services.

In chapter three the conceptual relation between PMS and basic service delivery was explained. This chapter investigated the origin of PMS in SA local government and provided an overview of the statutory and regulatory framework linkages between effective basic service delivery and PMS. It also emphasized that MHLM must focus on their vision and mission statement in achieving service delivery. This chapter wants to alert employees of municipalities to provide quality services and serve

the municipality and the community with honesty. This will ensure effectiveness and efficiency in providing basic service delivery such as water, electricity, refuse removal, sanitation and housing.

Chapters two and three concentrated on the first three objectives of the study, namely to:

- Provide a theoretical overview of the concepts of PMS and service delivery;
- Investigate and explore current functioning of policies, systems, procedures regarding the effective implementation of PMS within in order to improve and accelerate basic service delivery; and
- Investigate the role of community participation, in PMS, in order to address service delivery Backlogs within MHLM.

Chapter four investigated the perceived problems regarding the effectiveness of PMS and service delivery. This chapter provided detailed explanations of the research design and methods used, the target population, the data collection procedures and problems. Research techniques and instruments were also explained to explore the effectiveness of a PMS in enhancing service delivery. Findings were scientifically analyzed with the help of Statistical Consultation Services.

The researcher made use of semi-structured questionnaires to conduct personal interviews with identified key-role players of the MHLM as well as residents and councillors of the municipal area. The semi-structured questionnaire was developed and divided into three main sections namely Section A: Biographical information, Section B: Semi-structured questions about PMS and service delivery and Section C: measured the attitudes and perceptions of respondents regarding any perceived problems regarding PMS. The questionnaire was therefore used as a basic research mechanism. During the discussion of the empirical findings, attention was paid to the following:

- Challenges regarding PMS and basic service delivery as experienced by MHLM (objective three of the study); and
- Possible reasons for the perceived lack of a PMS in MHLM, adding to the slow delivery of basic services (objective four of the study).

The findings confirmed the research questions and the literature review. The Municipality cannot meet the legislative requirements laid down within the MSA of 2000 to establish a PMS that meets all the requirements of the legislation.

Chapter 5 summarizes the study and discusses the results of the empirical research. By interpretation of the results, conclusions can be advanced as to whether the objectives of the study were achieved. These findings, collected through the literature study and the interviewer-administered questionnaire, are summarised in the next section.

5.3 FINDINGS WITH REGARD TO RESEARCH OBJECTIVES

The primary objective of this study was to investigate the challenges faced by MHLM regarding the effective application of PMS as a tool to enhance and accelerate basic service delivery.

Objective one was to provide a theoretical overview of the concepts of PMS and service delivery and establish answers regarding the following question: *What are the theories, principles and best practices of PMS and basic service delivery?*

This objective was achieved in chapter two by discussing theories, principles and best practices of PMS and basic service delivery.

Objective two was to investigate and explore current functioning of policies, systems, procedures regarding the effective implementation of a PMS within MHLM in order to improve and accelerate basic service delivery and to determine answers regarding the following questions: *How effective is the application of PMS in order to enhance basic service delivery within MHLM and what are the current policies, legislation and procedures for effective implementation of PMS within this municipality?*

This objective was achieved in chapter three by discussion of relevant statutory and regulatory legislation focusing specifically on PMS. The effectiveness of PMS in order to enhance basic service delivery was also considered.

Objective three was to investigate the role of community participation in a PMS in order to address service delivery backlogs within the given municipality and establish answers to the following

questions: *What is the nature and extent of community involvement in developing, planning and implementing PMS in MHLM to address service delivery backlogs?*

This objective was achieved by using the semi-structured questionnaires as part of the empirical study (chapter 4) and conducting personal interviews with respondents. During these interviews respondents listed many challenges they experienced because of the non-implementation of PMS in the municipality.

Objective four was to provide sound recommendations based on the research findings regarding the use of a PMS as a tool to enhance service delivery within municipalities and find answers to the following question: *How can effective implementation of PMS be ensured within the municipality making use of existing resource in order to improve basic service delivery?*

This objective was achieved by providing recommendations to the municipality on the use of PMS as a tool to enhance service delivery.

The analysis of the questionnaire clearly indicates that MHLM does not have a functional PMS at all. For the past three years the municipality has been paying senior managers performance bonuses without their being evaluated and in most instances the senior managers and the middle management are not capacitated as they are employed without the necessary experience and qualifications. The municipality is currently operating without a PMS specialist and for the past three years an annual report has not been tabled, which implies that the municipality is not accountable to the community in terms of its performance. Evidence also exists that the municipality also does not comply with the section 46 report that must be submitted to the Provincial Government of Local Government and to the National Government in order to report the performance of the municipality in line with the service delivery budget implementation plan (SDBIP).

MHLM has a poor IDP that does not contain clear performance indicators. It is not updated regularly in line with the satisfaction or dissatisfaction of the community. Some of the key findings of this study are the following:

- It is clear that the staff of the municipality is inexperienced and is dominated in particular by males. The senior management of the municipality is predominately male; females are found only in the middle management.

- Most of the employees of the municipality do not understand the vision and mission statement of the municipality; nor do the community members;
- Most of the employees also complain that there is no link between the strategic goal and the budget which causes them to underperform;
- Only senior managers and executive committee of council, consisting of the Mayor, Speaker and two executive councillors, are involved in the strategic planning of the municipality (middle management and lower management are not involved);
- A performance evaluation system is not used for employees' development, bonuses, promotions and career planning;
- Some of the employees are given too many performance goals while others are doing nothing the whole day;
- The employees are not informed of any developments within the municipality; some of the information concerning the municipality is heard from community members;
- There is no cooperation between community members and the employees of the municipality;
- Employees and community members are not aware of any evaluations that are taking place in the municipality for both workers and councillors;
- The line function is not structured properly and is confusing workers;
- No motivation in the form of rewards or gifts exists except for senior management only;
- The municipality has not adopted a PMS policy;
- Community meetings are not held to inform the community about progress in the municipality;
- The community of MHLM is not satisfied with the services received from the municipality; and
- Employees' skill levels were never detected to assist in decisions regarding training courses for employee development.

5.4 RECOMMENDATIONS

The following recommendations are made, based on the findings of the empirical study, in order to improve PMS and basic service delivery within MHLM.

The empirical study indicated that

- The municipality must review its vision and mission statement to make it simpler for the community and the officials of the municipality;
- The municipality must appoint experienced personnel and a PMS manager urgently;

- There must be a feedback mechanism between employees and the community;
- Performance management must be used as a means for remedial actions to implement corrective action;
- Middle management must be involved in the strategic planning of the municipality;
- SDBIP targets must be realistic and be based on the IDP of the municipality;
- Performance appraisals must be done before any payment of bonuses to senior managers;
- Line functions must be clearly defined, including the restructuring of various departments;
- The council must fulfil its oversight role in making sure that the accounting officer complies in terms of reporting to council on issues such as an Annual Report and Section 46 reports based on departmental performance;
- A balanced scorecard must be used as a means of appraisal in the municipality;
- Needs analysis needs to take place in the municipality;
- A PMS must be promoted in the municipality through workshops, departmental meetings and community meetings;
- MHLM urgently needs to start with a programme of municipal turnaround strategy (MTAS) in order to improve service delivery;
- MTAS must focus on the shortcomings of the municipality and the remedial action to improve the service delivery issues;
- Baselines for the previous objectives must be clearly defined in the templates of the IDP;
- Ward committees must be capacitated to assist in the appraisal of the municipal manager; and
- The municipality must adhere to reporting quarterly in terms of the legislation and not yearly as remedial actions need to be taken.

5.5 FINAL CONCLUSION

This study has focused on the effectiveness of a PMS in enhancing service delivery with specific reference to MHLM in the North West Province.

The study found that MHLM is dysfunctional in this area. The recommendations are that a PMS must be implemented by the senior management team and the councillors in order to improve service delivery in the municipality. Further research also needs to be undertaken into the appraisal of councillors in improving service delivery as they are also role players in the PMS of the municipality.

Legislation on its own will not resolve all the problems in relation to PMS; only the commitment of all the stakeholders. The Mayor, Executive Committee, Municipal Manager, Senior Managers and all officials of the municipality including the community, have that role to play.

There should be a closer working relationship in terms of intergovernmental relations between the three spheres of government (national, provincial and local) as well as an interactive and cooperative public-and-private-partnership in order to eradicate or improve service delivery in MHLM.

BIBLIOGRAPHY

ACHMAT, F. 2002. Public participation in the Western Cape; South Africa. A paper presented at a workshop on participatory planning; Approaches for local governance. Bandung, Indonesia, 20 – 27 January 2002.

ADAIR, H. 2002. Effective strategic leadership. London: Macmillan Publishers.

ANDOH, K. 2009. Implementation of Developmental Local Government for alleviation of poverty and inequality. *Journal of Public Administration* 144(1.1). April

AUTHOR UNKNOWN. Municipal service delivery.
<http://www.etu.org.za/toolbox/docs/localgov/munservice.html> Accessed on 13 April 2010.

BEKKER, K. 1996. Citizens' participation in local government. Pretoria: J.L van Schaik.

BOOYSEN, S. 2007. With the ballot and the brick: the politics of attaining service delivery. *Progress in Development Studies*. 7(1): 21-32, Month Unknown.

BOTHA, H. 2003. The guide to the new Labour Relations Act. Pietermaritzburg: Practition I.R Publications.

BURGER, J. 2001. Closing the gap: Service delivery by Regional Government in South Africa. *Politeia*, 20(3): 61-90. Month unknown.

CLAPPER, A. 1996. Advantages and Disadvantages of citizen participation in local government. Pretoria: J. L van Schaick.

COETZEE, M. 2002. Local pathway to sustainable development in South Africa. Summary document on the IDP LAZI relationship for publication and dissemination at the World Summit. Pretoria: CSIR.

CRAYTHORNE, D.L. 2006. Municipal administration: The handbook. Cape Town: Juta.

CRESWELL, J.W. 2003. Research design, qualitative, quantitative and mixed methods approaches. Pretoria: Sage Publications.

DALY, P. & WATKINS, M. 2006. The first 90 days in government: critical success strategies for new public managers at all levels. Boston: Harvard business School Publishing.

DRAAI, E. & TAYLOR, D. 2009. Publication participation for effective service delivery: A local government perspective. *Journal of Public Administration* 44(1.1): 112-122, April.

DEPARTMENT OF PROVINCIAL AND LOCAL GOVERNMENT. 2005. A resource book for ward committees on community based planning and the IDP. Pretoria: DPLG.

DU TOIT et al, D. KNIPE, A, VAN NIEKERK, D. VAN DER WALDT, G. & DOYLE, M. 2002. Service excellence in governance. Cape Town: Heinemann.

DU TOIT et al, D, VAN DER WALDT, G, BAYAT, M. & CHEMINAIS, J. 1998. Public administration and management for effective governance. Kenwyn: Juta.

EDWARDS, T. 2008. Key challenges of improving intergovernmental relations at local sphere: A capacity building perspective. *Journal of Public Administration* 43(3.1), October.

FARGUS, P. 2000. Measuring and improving employee motivation. London: Prentice Hall.

GEYER, Y. 2006. How local government works. A handbook for CBOs. Pretoria. IDASA publications.

JOHNSON, V. 2003. Local government bulletin. Pretoria: Government Printers.

KHOZA, M. 2002. Empowerment through service delivery. Pretoria: HSRC.

KLOOT, L. & MARTIN, J. 2000. Strategic performance management: A balanced approach to performance management issues in local government. Melbourne: Academic Press Publishers.

LANGDON, D. 2000. *Aligning performance: improving people, systems, and organisations*. San Francisco, Jossey – Bass Pfeifer.

LAWLESS, A. 2008. *A Marshall Plan model for accelerated service delivery in local government*. Midrand: South African Institution of Civil Engineering Publication.

LOCKETT, J. 1992. *Effective performance management: Strategic guide to getting the best from people*. London: Kogan Page.

MAFUNISA, M. & XABA, B. 2008. Editorial. *Journal of Public Administration* 43(3.2): 419-420, November.

MAKGOBA, S. 2006. Human Sciences Research Council. *Journal of Public Administration* 41(2), June.

MAQUASSI HILLS LOCAL MUNICIPALITY. 2005/2006. *Annual Report*. Wolmaransstad: Government Printers.

MAQUASSI HILLS LOCAL MUNICIPALITY. 2006. *Integrated Development Plan 2005/2006*. Wolmaransstad: Government Printers.

MAQUASSI HILLS LOCAL MUNICIPALITY. 2010. *Roads and storm water master plan*. Wolmaransstad: Government Printers.

MKUMBENI, J.N. 2008. *The effectiveness of a Performance Management System: the case of Emfuleni Local Municipality*. Potchefstroom: NWU. (Mini-dissertation-M.A).

MOJAPELO, M. 2007. *The effectiveness of the Integrated Development Planning (IDP) as a tool to accelerated service delivery: A case study of Aganang Local Municipality in Limpopo Province*. Potchefstroom: NWU. (Mini-dissertation-M.A).

MOGALE, T.M. 2005. Local governance and poverty reduction in South Africa. *Journal of Development Studies*: 5(2): 135-143.

MOULTON, J. 2002. Understanding social research. Pretoria: Van Schaik Publishers.

MPEHLE, Z. & QWABE, B. 2008. Performance auditing as a means to entrench professional ethos in the public sector: A South African local government perspective. *Journal of Public Administration* 43(3.1). October.

NYAMUKACHI, P.M. 2005. Options for urban service delivery in South Africa with specific reference to Tshwane Metropolitan Municipality. Pretoria: UP. (Unpublished MA Thesis).

PAUW, J., WOODS, G., VAN DER LINDE, G., FOURIE, D. & VISSER, C. 2002. Managing public money: A system from the South. Sandown: Heinemann Publishers.

PHAGO, K. 2009. The Integrated Development Plan (IDP) in South African Local Government: The case of the city of Tshwane Metropolitan Municipality. *Journal of Public Administration*. 44(3) pp 483-491. September.

PLUMPTRE, J. & GRAHAM, J. 1999. Governance and good governance: international and aboriginal perspectives. Canada Institute on governance.

PRETORIUS, D. & SCHURINK, W. 2007. Enhancing service delivery in local government. The case of a District Municipality. Johannesburg: University of Johannesburg Publishers.

REPUBLIC OF SOUTH AFRICA. 1994. Reconstruction and Development Programme. Pretoria: Government Printers.

REPUBLIC OF SOUTH AFRICA. 1995. The Development Facilitation Act 27 of 1998. Pretoria: Government Printers.

REPUBLIC OF SOUTH AFRICA. 1996. Constitution of the Republic of South Africa Act 108 of 1996 as adopted by the Constitutional Assembly on 8 May 1996 and as amended on 11 October 1996. (B34B-96). (ISBN: 0-260-20716-7).

REPUBLIC OF SOUTH AFRICA. 1998a. White Paper on Local Government. Pretoria: Government Printers.

REPUBLIC OF SOUTH AFRICA. 1998b. Department of Public Service and Administration. White Paper on Human Resource Management. Pretoria: Government Printers.

REPUBLIC OF SOUTH AFRICA. 2000. Municipal Systems Act 32 of 2000. Pretoria: Government Printers.

REPUBLIC OF SOUTH AFRICA. 2001. Municipal Planning and Performance Management Regulations. Pretoria: Government Printers.

REPUBLIC OF SOUTH AFRICA. 2003. Municipal Finance Management Act 56 of 2003. Pretoria: Government printers.

ROUX, A. 2005. Everyone's guide to the South African economy. Paarl: Zebra Press.

RUSSELL, W. & BVUMA, D. 2001. Alternative service delivery and public service transformation in South Africa. *The International Journal of Public Sector Management* 14(3), June.

SAUNDERS, R. 2000. Effective performance appraisals. Canada: Velocity Business Publishing.

SMITHER, J. & LONDON, M. 2009. Performance management: putting research into action. San Francisco: Jossey-Bass Publishers.

STRUWIG, F.W. & STEAD, G.B. 2001. Planning, designing and reporting research. Cape Town: Maskew Miller Longman.

TSHISHONGA, N. & MAFEMA, D. 2008. Towards engendering developmental local government: an imperative for multi-skilled, conscientised and empowered development workers. *Journal of Public Administration* 43(3.1), October.

VAN DER WALDT, G. NEALER, E. & PHUTIEAGAE, K. 2007. Municipal management: serving the people. Cape Town: Juta.

VAN DER WALDT, G. VAN NIEKERK, D. DOYLCE, M. KNIPE, A. & DU TOIT, D. 2002. Managing for results in government. Sandown: Heinemann.

VAN DER WALDT, G. 2008. Performance Management Study Guide, Potchefstroom: North-West University.

VATALA, S. W. 2005. Synergies between an Integrated Development Plan, a service delivery and budget implementation plan (SDBIP) and other related plans for the 2005-2006 fiscal year. *Journal of Public Administration* 1(1): 225-233, October.

WEST, D. 2004. E-governance and the transformation of service delivery and citizen attitudes. *Public Administration Reviews*. 64(1): 15-27, Month unknown.

YIN, R. K. 1994. Case study research: Design and methods. New Delhi: Sage Publications.

ZUMA, J. 2009. All hands on deck for local government. *Local Government Bulletin*. 2(4):4-6, October.

ANNEXURE A

SEMI-STRUCTURED QUESTIONNAIRE FOR OFFICIALS

Mr. Itumeleng Ronald Jonas is pursuing studies for the Masters degree in Development and Management at the North West University, Potchefstroom Campus and would want to solicit your assistance in completing the questionnaire below.

Participation is voluntary. Please note that all answers are confidential and will be used for research purposes only. Participants will remain anonymous. Your gender, age, race and position is only required for our records, in order to ease the process of data analysis.

Please mark the appropriate block with an “x”.

SECTION A: BIOGRAPHICAL INFORMATION

The following personal information is necessary for statistical purposes, to summarise the conclusion of the study in a proper manner and to reflect the opinions of employees on all post-levels, ages and gender in the municipality.

Gender	Male	1	Female	2
--------	------	---	--------	---

Age	18-30	1	31-40	2	41-50	3	50+	4
-----	-------	---	-------	---	-------	---	-----	---

Race	Black	1	White	2	Coloured	3	Indian	4
------	-------	---	-------	---	----------	---	--------	---

Level	Other	1	Middle Management	2	Senior Management	3	Councillor	4
-------	-------	---	-------------------	---	-------------------	---	------------	---

Experience in this municipality	<2yrs	1	2-5 yrs	2	6-10 yrs	3	11-15 yrs	4	16-20 yrs	5	20+	6
---------------------------------	-------	---	---------	---	----------	---	-----------	---	-----------	---	-----	---

SECTION B: SEMI-STRUCTURED QUESTIONS REGARDING (PMS)

Please indicate to what extent you agree with the following statements by marking the appropriate box with an x. Please provide elucidation where applicable.

I understand the mission statement of the MHLM

Fully agree	Agree	Disagree	Fully disagree	I don't know the mission statement
1	2	3	4	5

Comment:--

I understand the vision statement of the MHLM

Fully agree	Agree	Disagree	Fully disagree	I don't know the vision statement
1	2	3	4	5

Comment:--

There is a link between the strategic goals of the department and my individual performance

Fully agree	Agree	Disagree	Fully disagree	I don't know the strategic goals
1	2	3	4	5

Comment:--

Are you participating in the setting/determination of goals within MHLM?

Yes	1	No	2
-----	---	----	---

Please elaborate on your involvement:

Performance evaluation is used for planning my personal development within MHLM

Fully agree 1	Agree 2	Disagree 3	Fully disagree 4
------------------	------------	---------------	---------------------

Comment:--

I think that everybody in the municipality has the necessary knowledge and expertise to implement PMS

Fully agree 1	Agree 2	Disagree 3	Fully disagree 4
------------------	------------	---------------	---------------------

Comment: --

How regularly is your performance being evaluated?

Monthly 1	Quarterly 2	Yearly 3	Not at all 4
--------------	----------------	-------------	-----------------

Comment:--

Are you aware of any mechanism currently used to determine the performance of councillors?

Yes 1	No 2
----------	---------

Comment: --

I feel that I was given too many performance goals

Fully agree 1	Agree 2	Disagree 3	Totally disagree 4
------------------	------------	---------------	-----------------------

Comment: --

I am sufficiently and duly informed about what is expected from me in the organization (through mechanisms such as workshops, induction, etc)

Fully agree	Agree	Disagree	Fully disagree
-------------	-------	----------	----------------

1	2	3	4
---	---	---	---

Comment: --

I am sufficiently evaluated in how I am performing

Fully agree	Agree	Disagree	Fully disagree
1	2	3	4

Indicate the primary role-player in performance management in MHLM (choose only one option)

Mayor	Executive committee	Municipal manager	Community	Other
1	2	3	4	5

If you choose "other", please specify _____

The aforementioned primary role-player is able to manage the municipality's PMS

Fully agree	Agree	Disagree	Fully disagree
1	2	3	4

Comment: --

Performance Management is an important indicator for service delivery and should be implemented throughout the year

Fully agree	Agree	Disagree	Fully disagree
1	2	4	5

Comment:-- _____

Information regarding PMS should be available to all role-players including the community?

Fully agree 1	Agree 2	Disagree 3	Fully disagree 4
------------------	------------	---------------	---------------------

Comment:-- _____

A more effective and efficient performance management system can only be achieved by means of co-operation and participation by all stakeholders

Fully agree 1	Agree 2	Disagree 3	Fully disagree 4
------------------	------------	---------------	---------------------

Comment:-- _____

The municipality will benefit from training on aspects of Performance Management

Fully agree 1	Agree 2	Disagree 3	Fully disagree 4
------------------	------------	---------------	---------------------

Comment:-- _____

SECTION C: PERCEIVED PROBLEMS REGARDING PMS

Are there any perceived problems regarding the functioning of PMS within the MHLM that have not been outlined above which you would like to bring to the attention of the researcher?

PROBLEM: _____

THANK YOU FOR THE CONTRIBUTION TOWARDS THE STUDY!!!

ANNEXURE B

SEMI-STRUCTURED QUESTIONNAIRE FOR COMMUNITY MEMBERS AND WARD COUNCILLORS

Mr. Itumeleng Ronald Jonas is pursuing studies for the Masters degree in Development and Management at the North West University, Potchefstroom Campus and would want to solicit your assistance in completing the questionnaire below.

Participation is voluntary. Please note that all answers are confidential and will be used for research purposes only. Participants will remain anonymous. Your gender, age, race and position is only required for our records, in order to ease the process of data analysis.

Please mark the appropriate block with an “x”.

SECTION A: BIOGRAPHICAL INFORMATION

The following personal information is necessary for statistical purposes, to summarise the conclusion of the study in a proper manner and to reflect the opinions of employees on all post-levels, ages and gender in the municipality.

Gender	Male	1	Female	2
--------	------	---	--------	---

Age	18-30	1	31-40	2	41-50	3	50+	4
-----	-------	---	-------	---	-------	---	-----	---

Race

Race	Black	1	White	2	Coloured	3	Indian	4
------	-------	---	-------	---	----------	---	--------	---

Political party which you represent?

Experience of political governance within the municipality	<3yrs	1	3-6 yrs	2	7-9 yrs	3	10+	4
--	-------	---	---------	---	---------	---	-----	---

SECTION B: SEMI-STRUCTURED QUESTIONS REGARDING PERFORMANCE MANAGEMENT SYSTEM (PMS)

Are you involved in the setting/determination of goals for Maquassi Hills Local Municipality?

Yes	1	No	2
-----	---	----	---

How? Please comment:

Community meetings in MHLM are held as often as possible where PMS is discussed

Yes	1	No	2
-----	---	----	---

Comment: --

How often are community meetings held where PMS is discussed?

Once a month 1	Once a quarter 2	Twice a year 3	Once yearly 4	Less than once a year 5
-------------------	---------------------	-------------------	------------------	-------------------------------

How often do you discuss PMS in your community meetings?

Always 1	Often 2	Sometimes 3	Rarely 4	Never 5
-------------	------------	----------------	-------------	------------

Are you involved in the performance evaluation of the Municipal Manager?

Yes	1	No	2
-----	---	----	---

Comment: --

Access to basic municipal services is an important indicator of the PMS. Do you have access to the following?

6.1. Water

Yes	1	No	2
-----	---	----	---

6.2. Electricity

Yes	1	No	2
-----	---	----	---

6.3. Sanitation

Yes	1	No	2
-----	---	----	---

6.4. Collection of refuse

Yes	1	No	2
-----	---	----	---

I am satisfied with the basic services I am receiving from MHLM as mentioned in question 6

Fully agree	Agree	Disagree	Fully disagree	I don't have access to the services
1	2	3	4	5

Comment: --

I am of the opinion that the Integrated Development Plan (IDP) helps in acceleration of service delivery

Fully agree	Agree	Disagree	Fully disagree
1	2	3	4

Comment: --

I am of the opinion that the Performance Management System (PMS) helps in acceleration of service delivery

Fully agree	Agree	Disagree	Fully disagree
1	2	3	4

Comment: --

Are there projects that you know of that were supposed to be implemented in the last financial year (2009-2010) that were not done?

Yes	1	No	2
-----	---	----	---

Comment: --

SECTION C: PERCEIVED PROBLEMS REGARDING PMS

Are there any perceived problems regarding the functioning of PMS within the MHLM that have not been outlined above, which you would like to bring to the attention of the researcher?

PROBLEM: _____

THANK YOU FOR THE CONTRIBUTION TOWARDS THE STUDY!!!

ANNEXURE C

Letter of permission to undertake interviews

Maquassie Hills Local Municipality

Private Bag X3

Wolmaransstad

2630

14th July 2010

To: Interviewee

I hereby kindly request you to participate in a short interview session for a research mini-dissertation for the degree Master of Development and Management in Public Management and Governance at the North West University, Potchefstroom Campus.

The topic of the mini-dissertation is: “The effectiveness of Performance Management System in enhancing service delivery: The case of Maquassie Hills Local Municipality”.

The interview will take approximately +/- 20 minutes. Your inputs and responses in the interview are guaranteed to be confidential.

I hope you will be free to participate in the interview.

Yours faithfully

Jonas, I. R.