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ASSESSING THE EFFECTIVENESS OF THE PERFORMANCE MANAGEMENT SYSTEM IN STEVE TSHWETE LOCAL MUNICIPALITY

By

Gaobotse Dorah Mogorosi

2176012

A research report submitted to the Faculty of Management, University of the Witwatersrand, in 50% fulfilment of the requirements for the degree of Master of Management in the field of Governance (Public and Development Monitoring and Evaluation).

Supervisor: Dr. AK Kithatu-Kiwekete

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Abstract

The objective of implementing the Performance Management and Development System (PMS) in local government is to ensure effective and sustainable delivery of essential services to citizens as mandated by the Constitution of the Republic of South Africa. This study examines the effectiveness of PMS in the Steve Tshwete Local Municipality (STLM) using a qualitative approach. The findings reveal that STLM faces challenges such as inadequate planning, ineffective management, and insufficient accountability among public officials, which hinder the provision of quality services to communities.

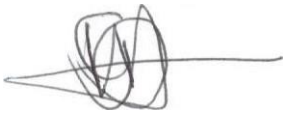
The study, also confirms the Auditor-General's assertion that many municipalities have poor audit outcomes with recurring substandard service delivery to residents. The study suggests that this situation is caused by a recurring conduct exhibited by employees and senior municipal officials, which has led to a local government culture where accountability is not practiced. Furthermore, the study found that the implementation of the PMS has not been rigorous. The study emphasizes the importance of local governments complying with mandatory PMS regulations and highlights the need for progress tracking through Monitoring and Evaluation (M&E) to promote good governance, transparency, access to information, and accountability.

Key words: Performance Management System, Key performance indicator, Monitoring and Evaluation, IDP and Balance Scorecard.

Declaration

I, Gaobotse Dorah Mogorosi (Student No. 2176012), confirm that this dissertation, which I have submitted as part of the requirements for my Master of Management: Governance (Public and Development Sector Monitoring and Evaluation) at WITS Graduate School of Governance, is entirely my original work. I did not submit it elsewhere, except where I have explicitly indicated otherwise.

Signed on the 28th day of February 2023 at Middelburg.



G D Mogorosi

Dedication

This research report is devoted to Omolemo Remofilwe Mogorosi (my daughter) and in memory of my late:

Mother & Queen, Selinah Matshidiso Mogorosi

I was raised by a strong mother who always ensured that we received a good education as children. Even though she worked as a domestic servant, she managed to send me to school up to tertiary level. I am grateful for her constant love, encouragement, and support throughout my childhood.

My late Aunt, Mampadisang Yvvone Palagangwe-Maloka

My aunt's words of encouragement and push for perseverance will always ring in my ears as she wished for me to thrive in education and pursue a better life in general. She taught me how to be a good leader by instilling in me respect, honesty, and commitment. “Punkie,” you are doing what you always preached for.

My late Mentor, Mrs. Segomotso Motlhabane,

My beloved friend and supervisor, for her words of encouragement and pushing me to conduct a monitoring and evaluation job. I will always be grateful for all the training and skills you provided me. You constantly encouraged me to be a good leader and to do my best. Today, "Dorito" is doing exceptionally well as a Monitoring and Evaluation specialist; I was awarded the best PMS manager in the country by CIGFARO in 2017 and am still working hard with NDM, where we have obtained Clean Audit opinions from the Auditor-General for multiple years.

Thank you.

Acknowledgement

Firstly, I would like to express my gratitude to God for guiding me through this journey. Your presence has been felt every day, and I thank you for allowing me to complete my degree. I will continue to rely on my faith in you for my future endeavors.

I would like to extend my sincerest appreciation to my employer, Nkangala District Municipality, the Executive Mayor, Cllr LM Mabuza and Municipal Manager, MM Skosana, for their support, sponsorship of my studies, and granting me time off to complete my academic work. My heartfelt thanks also go to the PMS staff of Nkangala District Municipality for their administrative assistance throughout my studies.

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Finally, I would like to express my gratitude to the Municipal Manager of the Steve Tshwete Local Municipality for granting me permission to carry out research on the Municipality. Additionally, I want to recognize the participation of the community representatives and municipal staff from the Municipality who took part in the study and provided me with invaluable assistance during the interviews.

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Acronyms definition

AG	-	Auditor General
APAC	-	Audit and Performance Audit Committee
BSC	-	Balance Scorecard
CoGTA	-	Cooperative Governance and Traditional Affairs
IDP	-	Integrated Development Plan
KPIs	-	Key Performance Indicators
MBO	-	Management-by-Objectives
M&E	-	Monitoring and Evaluation
MFMA	-	Municipal Financial Management Act
MMC	-	Member of Mayoral Committee
MPAC	-	Municipal Public Accounts Committee
MSA	-	Municipal System Act
PM	-	Performance Management
PMS	-	Performance Management System
SDBIP	-	Services Delivery and Budget Implementation Plan
STLM	-	Steve Tshwete Local Municipality
SA	-	South Africa
SASSA	-	South African Social Security Agency
Stats SA	-	Statistics South Africa

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CHAPTER 1 Introduction

1.1 Background

The Municipal Systems Act 32 of 2000 requires municipalities to establish performance management systems (PMS) that align with their resources, circumstances, and IDP (Government Gazette, 2000:46). The aim of PMS in local spheres of government is to provide a strategic approach for managers, councilors, communities and employees to regularly monitor and measure the municipality's performance using various tools and techniques based on targets and indicators. This approach aims to improve effectiveness, economy, impact, and efficacy (Government Gazette, 2021:372).

Van der Waldt (2014:6), defines PMS as a tool for evaluating how well an organization achieves its strategic objectives. Early-warning indicators detect underperformance, and PMS is a crucial process in municipalities to promote accountability, transparency, and good governance. It enables municipalities to make informed decisions that ultimately improve institutional effectiveness (Verweire & Van den Berghe, 2005:7).

However, despite the introduction of procedures and methods, most South African municipalities struggle to achieve performance and quality fundamental service delivery to meet the needs and expectations of their communities (Mofolo, 2022:298). Therefore, implementing a PMS is crucial for local governments to ensure that public funds are spent on providing high-quality services to their residents (Mofolo, 2022:298).

1.1.1. Overview on Steve Tshwete Local Municipality

Steve Tshwete Local Municipality (STLM) is a local municipality located in the Mpumalanga province of South Africa. The municipality is named after Steve Tshwete, a prominent anti-apartheid activist and former South African Minister of Safety and Security. The municipality covers a total area of approximately 3,488 square kilometres.

The STLM population is increasingly under pressure due to population growth. According to Statistics South Africa, in 2016, the total population in STLM was approximately 278 749, with a 4.4% annual population growth rate. Over the nine years from 2007 to 2016,

STLM's population increased by 9.7%. As a result, the municipality is now ranked the 7th largest in population in the province and makes up 19.3% of the Nkangala District's total population (Stats, SA, 2016). The population of STLM is projected to be 410 000 people in 2030, given the historical population growth per annum. This accelerated population growth has put pressure on the demand for basic services and sustainable jobs.

The STLM unemployment rate decreased slightly from 19.7% in 2011 to 17.3% in 2016 (STLM, 2022:9) The municipality is made up of several towns and settlements, including Middelburg, which houses the municipal administration. The municipality is governed by a council consisting of elected representatives who are responsible for making decisions and implementing policies. STLM has a composition of fifty-eight (58) councilors, with twenty-nine (29) serving as Ward Representatives and another twenty-nine (29) as Proportional Representation councilors (STLM, 2022:9). Among these, ten (10) councilors hold full-time positions, which include the Executive Mayor, 1 Council Speaker, 1 Council Whip, MPAC Chairperson, and six (6) MMCs (STLM, 2022:9). The council is led by a mayor, who is supported by an executive committee.

The Steve Tshwete Local Municipality is dedicated to providing essential services to it's residents, such as water and sanitation, electricity, waste management, and infrastructure development. The municipality also focuses on promoting economic development, social welfare and community participation. The municipality has over 86 000 formal HHs with access to essential municipal services (STLM, 2022:9).

The economy of Steve Tshwete Local Municipality is primarily based on mining, with coal being the main mineral extracted in the region. The local power stations in Hendrina, Komati, and Arnot heavily rely on the coal mines to supply essential fuel. In the Middelburg area, significant industries include Columbus Steel, Middelburg Ferrochrome, Kanhym Feedlot, and Twizza. These industries play a vital role in the region's economic activities (STLM, 2022:14). The municipality is also home to several industrial and agricultural activities (STLM, 2022:14). The main economic activities are coal mining, manufacturing, trade, community services, and agriculture, with an average of 1% economic growth per annum (STLM, 2022:14). The strong manufacturing industry is dependent on the relatively cheap supply of coal. Coal mining mainly involves opencast

techniques, high extraction underground operations, conventional board, and underground pillar operations (STLM, 2022:14).

The Steve Tshwete Local Municipality (STLM) has developed a PMS Framework that undergoes annual evaluations, and a Performance Management and Development System to cascade PMS to all staff (STL M, 2022:45). The Final PMS Framework, which includes the PMS and PMDS policy frameworks, was adopted by the city council on May 29, 2022 (STLM, 2022)

The scope of this study looks at the effectiveness of the STLM Performance Management System (PMS). Assessing whether the scope is sufficiently deep and broad requires considering various factors and aspects of the research. The researcher elaborates on the depth and breadth of research on PMS effectiveness and discusses the potential for a more comprehensive and critical approach. Depth refers to the thoroughness and level of detail in examining the research topic.

This study on PMS effectiveness involved considering different types of participants such as political leadership; administration and community members. By encompassing a broad range of participants, the researcher enhanced the applicability and relevance of their conclusions. To make the research more comprehensive and critical, there are several aspects that were considered. The researcher investigated the specific factors that contribute to the success or failure of PMS implementation. The research report involved examining the role of leadership support, employee engagement, communication strategies, and organizational culture in influencing PMS effectiveness.

A critical approach further involved exploring the unintended consequences or limitations of PMS. For example, the researcher investigated potential negative effects on employee motivation, fairness perceptions, inadequate service delivery and public accountability. By addressing these potential downsides, the research can offer a more balanced and nuanced perspective on PMS effectiveness.

The researcher asserts that the study on PMS effectiveness can achieve depth by exploring multiple dimensions of the system. PMS is composed of two parts: organizational PMS and individual PMS, and the system will be used developmentally to

monitor local government development and the municipality's influence on achieving major strategic objectives in the organizational PMS. These dimensions may include goal-setting, performance measurement, feedback mechanisms, employee development, and the impact on individual and organizational performance. To ensure depth, the researcher employed various data collection methods, such as interviews, and observations, to gather rich and diverse insights from multiple stakeholders. Breadth, on the other hand, relates to the extent of coverage and inclusivity in the research.

It is important that the intended PMS has the capability to detect and highlight areas for improvement. This includes the " ability to detect areas of poor performance and construct Individual Learning Plans (ILP) for employees" so as to ensure sustained progress and realization of organisational objectives. Furthermore, the PMS can be deemed as "a useful instrument for monitoring, assessing, and humanizing a municipality's IDP implementation" and where the efficacy of the "PMS is determined by the degree to which goals, objectives, and expected outcomes are met." (Mandl et al., 2008: 2).

PMS has been in existence for over 30 years and has its roots in the Management-by-Objectives (MBO) strategy, which aims to promote development, expansion, and efficient fundamental service delivery. Municipalities are mandated by the Constitution to follow legislative directives and provide structures that facilitate effective municipal service delivery. Malefetsane (2012:75) suggests that municipalities can benefit from implementing a PMS that focuses on establishing clear performance requirements and improving the quality of services provided.

The AG's reports on the performance of local government (SA) reveal ongoing challenges with efficiency and effectiveness (Malefetsane, 2012:75). According to Mofolo (2022), the Auditor-General's Report (2022:4) emphasizes the need for municipalities to deliver essential services including: water and sanitation, refuse removal, electricity, infrastructure, and economic development to improve citizens' quality of life. However, poor fundamental service delivery persists in many South African towns due to factors such as skills shortage, political interference, and inadequate financial management (Mofolo, 2022:298).

“The poor audit results and subpar fundamental service delivery of many municipalities during the previous administration were due to a recurring behavior and conduct by municipal officials and leaders that resulted in the absence of PMS, transparency, accountability, and integrity in local government culture” (AG, 2021:56). Malefetsane (2012:85) concluded that strengthening PMS is necessary to effectively provide services to municipalities and foster a high-performance culture. South Africa progressed in implementing the PMS system compared to other African countries (Mello,2020:585). Zerihun and Mashingo's (2022:9) study on PMS in a rural district municipality of Mpumalanga highlights the need to assess the efficiency of PMS in STLM.

Like South Africa, Brazil, India, Kenya, and Botswana face significant obstacles in implementing PMS (Lwando, 2012:22). Different structures have conducted numerous studies and investigations on the implementation of PMS, local government planning, and the delivery of basic services. However, few studies have examined the impact of PMS on the efficient execution of capital infrastructure projects (Ramuvhudu, 2012:5). Performance management, which can support municipal fundamental service delivery, originated from the private sector and has been incorporated into the public sector (Ramuvhudu, 2012:5). This study aims to evaluate the effectiveness of PMS in STLM, located in Mpumalanga Province, South Africa.

1.2 Problem Statement

The democratic dispensation for South African municipalities has been in effect since 2000 when a comprehensive municipal legislative framework was adopted and implemented. These municipal laws include the Municipal Systems Act of 2000 and the Municipal Structures Act of 1998. Although the legal framework has been in place, the Auditor-General reports still cite capacity constraints and service delivery challenges repeatedly (Auditor General, 2020). The previous administration's pattern of behavior and conduct among leaders and officials in many municipalities resulted in poor fundamental service delivery and inadequate audit results (Auditor General, 2020). This, despite the evidence of a PMS that should reflect transparency, accountability, and integrity for implementing constitutionally mandated delivery of services to the local communities. There is a possibility that the ineffective implementation of PMS contributes to low levels

of fundamental service delivery and productivity. While a survey conducted in the municipality revealed generally satisfactory ratings for received services, certain concerns, such as water cleanliness, road quality, and sanitation, were identified. It is crucial to address these challenges through the effective implementation of PMS.

This view is supported by Ramuvhudu, (2012:5) when he asserts that a pattern of poor political leadership and maladministration are the fundamental causes of inadequate service delivery and audit results in many municipalities. This, in turn, led to a local government culture lacking in PMS, transparency, accountability, and integrity (AG, 2021:56). Van der Waldt (2014:2) emphasized that the effective PMS implementation is necessary to address the above challenges faced. The capacity of the PMS is thus problematized as a point of investigation for this study.

1.3 Research Objectives

The objective of this study is to assess the effectiveness of the Performance Management System (PMS) in the Steve Tshwete Local Municipality (STLM) in delivering services, promoting public accountability and to identify any obstacles, shortcomings, or issues that may hinder the implementation of the PMS.

1.4 Research questions

The research questions that will guide the study are the main research question below and the sub-questions and are as follows:

Main research question:

How does the PMS of the STLM contribute to service delivery and promote public accountability in the STLM?

Sub-questions:

1. What is the current PMS and appraisal process utilized by STLM?
2. How is the PMS aligned with the strategic objectives and goals of the municipality?
3. How does the monitoring and evaluation process support the Performance Management System in tracking progress in the provision of service delivery?

1.5 Study Outline

Chapter 1 provides a justification for the study in accordance with the Municipal Systems Act 32 of 2000, which mandates the local government to develop a PMS system. The chapter also includes an in-depth analysis of the problem statement, research objective, and research questions.

Chapter 2 discusses the nature of the PMS in local government and its implications for performance, fundamental service delivery, and trust relationships among essential stakeholders.

Chapter 3 outlines the qualitative approach used by the researcher, including the sampling technique and data collection methods.

Chapter 4 presents and analyzes the study's important findings concerning the effectiveness of the PMS in STLM, organized into subject sections based on the study objectives.

Chapter 5 analyzing findings chapter is a critical section of the research report that presents the results of the data analysis. This chapter demonstrates how interpretation of the data and how the research questions were answered. It explains the significance of the results and how they relate to the research questions.

Chapter 6 presents the study's recommendations, which aim to improve organizational and individual performance management and institutionalize a PMS as a major vehicle for monitoring, reviewing, and improving the execution of the municipality's IDP.

In summary, this study highlights the crucial role of performance management in South African local government, which has the potential to empower and improve citizens' lives beyond just improving performance and fundamental service delivery.

CHAPTER 2: Literature on Performance Management Systems in Municipalities

This chapter provides an overview on the relevant literature to provide the context and role of the PMS in government and especially for municipalities. Literature shows that the role of the PMS can facilitate the performance of organisations (Selepe, 2018; Sehoa, 2015; Van der Walt, 2014). The municipal Integrated Development Plans, IDP legally mandates municipalities to adopt and institutionalize PMS as per the Municipal Systems Act. However, this goal is yet to be fully realized (Ramuvhudu, 2012:5). In addition, Nzimakwe and Ntshakala (2016:120) reported that the majority of municipalities in SA face additional difficulties that can be directly attributed to insufficient monitoring and assessment of the PMS implementation. Nzimakwe and Ntshakala (2016:120) reported that monitoring and evaluation could build a culture of good governance by encouraging openness, access to information, and improving accountability.

The potential impact of PMS on fundamental service delivery in local government is significant and could result in violent public protests, as emphasized by Khunoethe et al. (2021:170). Van der Walt (2014) proposes that cooperation by municipalities to prioritize the implementation of municipal PMS could prevent fundamental service delivery protests.

2.1 Challenges Facing Municipalities

Municipalities in South Africa face challenges in ensuring the implementation of long-term strategic plans, resulting in poor performance and criticism (Haycock and Labuschagne 2006:262). While most municipalities have effective mechanisms for collecting and reporting performance data, officials often fail to understand or apply performance management and reporting standards (Auditor-General, 2022:9). Lax and inconsistent monitoring controls over performance management procedures and systems contribute to the mismatch between a competent PMS and good fundamental service delivery.

A recurring challenge identified by the Auditor-General in the municipality is the practice of implementing performance management for compliance rather than fundamental service delivery outcomes and impacts, resulting in input and output-driven key performance indicators. The AG also found that municipalities failed to properly account

for their infrastructure facilities, which should have been used to provide communities with essential services such as water, sanitation, electricity, garbage collection, and road infrastructure projects (Auditor-General, 2022:11). The audits of critical water, sanitation, and road infrastructure projects supported by contingent grants revealed that half of the municipalities in the country suffered from poor project management, resulting in delays in project completion, overspending on contract amounts, and contractors being paid for inferior work.

Due to their financial struggles, communities cannot afford to waste the limited resources they have on managing essential fundamental service delivery projects. Unfortunately, a lack of monitoring and evaluation in technical departments often leads to poor project management. It is crucial for municipalities to address these shortcomings promptly to ensure better fundamental service delivery to the community (Auditor-General, 2022:11).

The poor delivery of essential services to communities is mainly caused by poor planning, mismanagement of budgets, and a lack of accountability by public authorities. This has resulted in community uprisings and protests, as people express their frustration with the absence of essential services (Auditor-General, 2022:11). This claim is further supported by Managa (2012:2), who argues that service-delivery demonstrations are exacerbated by a lack of responsibility among public officials and unfulfilled promises made by politicians during election campaigns.

Reports indicate that South Africa has experienced an increase in protests over the past few years, with inadequate provision of basic community services such as roads, sanitation, housing, water, schools and electricity being the primary issues (Ramuvhudu, 2012:5). While studies have been conducted on the implementation of PMS, the local government planning process, and the delivery of basic services, there has been little research on the impact of PMS on the efficient execution of capital infrastructure projects (Ramuvhudu, 2012:5; Haycock and Labuschagne 2006:2 62; (van der Waldt, 2014:7; Kalonda & Govender, 2021:2). Poor delivery of basic services is a widespread issue in municipalities throughout the country.

Municipal infrastructure plays a crucial role in facilitating fundamental service delivery. Insufficient infrastructure to provide basic services, as well as inadequate maintenance,

not only affects fundamental service delivery but also often harms communities and the environment. In the previous administration's mandate, flaws in infrastructure projects and deficient infrastructure upkeep and management were reported. Municipalities that fail to maintain infrastructure and manage the environment for which they are responsible can have a negative impact on communities (Auditor-General, 2022:12). To address this issue, there is a need for accountability of governments and political figures to the citizens they represent and the implementation of PMS for change (Skosana, 2018:2).

Prior to providing a solution to the challenges mentioned above, it is necessary to establish various activities, processes, and systems such as PMS. Additionally, effective implementation of PMS across all municipalities is crucial to minimize poor quality services and to decrease the frequency of fundamental service delivery protests, as stated by van der Waldt (2014:2). Butler (2009) noted that municipalities' independent operations with regards to their IDP, budget, and performance processes pose a challenge to the application of PMS in local government, resulting in poor integration of systems (van der Waldt, 2014:7). To address this issue, it is essential to fully integrate procedures and align the Services Delivery and Budget Implementation (SDBIP) with the IDP goals budget (van der Waldt, 2014:7).

Municipalities face persistent challenges in meeting their constitutional obligation to provide quality basic services due to the absence of PMS. As noted by the Auditor General (AG) (2021:56), poor audit outcomes and inadequate fundamental service delivery in many municipalities during the previous administration were a consequence of a consistent pattern of behavior and actions by leaders and municipal officials that contributed to a local government culture devoid of PMS, transparency, accountability, and integrity. Kalonda and Govender (2021) emphasized the crucial role played by local municipal authorities in community development and ensuring the provision of basic services to communities worldwide. However, municipalities, particularly in South Africa and Namibia, have been heavily criticized in recent years due to poor fundamental service delivery, caused by inadequate leadership, dysfunctional governance systems and PMS, poor planning, and insufficient monitoring and evaluation (Kalonda & Govender, 2021:2).

Criticism for poor fundamental service delivery is not only coming from communities, but also from the central government, as fundamental service delivery protests instigated by this dissatisfaction can lead to widespread damage of both public infrastructure and private property. Kalonda and Govender (2021) note that the performance of many Namibian local governments with regard to fundamental service delivery has declined since 1990, following independence.

The inadequate provision of services by local authorities has caused frustration among communities, leading to frequent protests regarding the quality and standard of fundamental service delivery, weak municipal performance, and poor administration (Kalonda & Govender, 2021:2). Poperwi (2018) and Andole (2016) noted that the increase in urbanization, rural-urban migration, and natural population growth in Nairobi, Kenya resulted in a rise in solid waste production. However, there has been no corresponding increase in the capacity to manage the waste generated. Due to the absence of PMS, illicit dumping, and inadequate technology or monitoring capacity, most of the municipality's solid waste disposal has been poorly managed (Kalonda & Govender, 2021:3).

The 2019 Namibian Auditor General's report revealed that numerous local governments were unable to attain clean audits due to nonprocedural payments, unaccountability, lack of PMS, and inadequate provision of services (Kalonda & Govender, 2021:2). According to Ssonko (2013), performance management is a beneficial tool for municipalities to set objectives, attain goals, and incentivize high performance, as well as to provide interventions, such as improving fundamental service delivery, to overcome poor performance (Kalonda & Govender, 2021:9). However, it is concerning that local governments are still under considerable pressure to improve their performance and the quality of basic services delivery. Therefore, local government councils must ensure that municipalities adhere to the legal and regulatory framework that compels them to be accountable for implementing IDPs and PMS that prioritize the needs of the communities they serve.

The slow response from the management of STLM indicates a lack of leadership and commitment to implementing performance management, as highlighted by the Auditor-

General's report (Auditor-General, 2018:6). Consequently, this research project aims to evaluate the effectiveness of the PMS in terms of fundamental service delivery, to identify its strengths and weaknesses, and to provide recommendations for improvement. Additionally, the institutional environment of STLM lacks a culture of high-performance (Annual Report, 2020:167).

According to the IDP 2017-2022 for the STLM (STLM, 2022:130), the inadequacy of raw aging infrastructure will impede long-term industrial growth. The STLM faces a significant challenge with outdated wastewater treatment plants, as critical equipment has exceeded its useful life. While refurbishment and upgrades are necessary to accommodate growing demands, the current economic challenges make it difficult to attend to these needs (STLM, 2022: 130). However, addressing these challenges requires the establishment of an effective PMS, as emphasized by van der Waldt (2014:2), to ensure fundamental service delivery.

2.2 Conceptualizing of the PMS

The term "performance" has multiple meanings and applications, with two primary areas of focus: institutional/organizational excellence and human capital, as stated by Van der Waldt (2014:3). The definition and application of PMS vary broadly, particularly in South Africa and other developing African countries, as noted by several authors, including Eltweri & Cavaliere (2020:57), Buallay, Fadel, Alajmi & Saudagaran (2020), Vunjak, Radaković & Dragosavac (2020:27), Ali Imran, Ejaz, Spulbar, Birau & Nethravathi (2020:3406), Ahmad & Jameel (2021:259), Batista, Caiado, Quelhas, Lima, Leal Filho & Yparraguirre (2021: 127516), Amah & Oyetunde (2019: 319-333), and Saleh, Yusoff, and Al-Dhaafri (2020). Conceptualizing PMS therefore requires a comprehensive understanding of the different interpretations and applications.

The implementation of Performance Management System (PMS) within local government is a strategic approach that equips councilors, managers, employees, and communities with a range of tools and techniques to regularly monitor and periodically measure the municipality's performance. This is done in terms of targets and indicators for effectiveness, economy, impact, and efficacy, as outlined in the Government Gazette (2021:372). PMS is a powerful tool that can be used to assess an organization's

performance and indirectly evaluate the effectiveness of political leaders who are responsible for that organization. Additionally, PMS should also provide insight into whether objectives, inputs, and outputs have been met and whether a more productive, efficient, and economically sound system is emerging (Selepe, 2018: 540). Both Kanyane and Mabelane (2009:60) and Bouckaert and Halligan (2008:100) support this idea and emphasize that performance should be viewed as an ongoing process that determines organizational planning, management, review, monitoring, evaluation, and development (Van der Waldt, 2014:3).

PMS is a strategic approach utilized in the public sphere to establish important objectives, precise goals, and use performance assessment to achieve these aims. The management of performance is of great concern, as highlighted by Liu, Wenbin, Mingers, John, Wang, Wei, and Zheng, Yi (2018). Public sector organizations across the three spheres of government are required to create standardized measures of sectoral policy output and results to monitor the progress of their fundamental service delivery (Van der Waldt, 2014:7). This underscores the importance of a comprehensive framework for performance management, which enables the identification of accountability for the outcomes of policy programs (Van der Waldt, 2014:4).

Assuming responsibility for results can lead to greater effectiveness and efficiency in policy programs, increased public awareness, and improved collaboration and coordination among public agencies to achieve government objectives (Van der Waldt, 2014:4). There is a significant amount of literature focused on PMS in the public service, particularly in South Africa, with much of it agreeing that PMS is crucial for the success of public works and roads (Mokwadi, 2019:1), information and communication technology (Mello, 2020:585), as well as organizations like the South African Social Security Agency (SASSA) in Kwa-Zulu Natal (Mkhize, 2018:1), and public health facilities in Cape Town (Tyokwe & Naicker, 2021:10).

According to Beeri et al. (2019:5), setting objectives and expected outcomes through strategic planning and monitoring the process can generate valuable data that can inform decision-making and improve subsequent actions, leading to better management decisions, enhanced performance, and the delivery of good quality essential services.

2.2 Implementation of PMS for Government

According to Mokoele *et al*. (2018: 140), the advent of democratic rule has led to significant alterations in the way governance is conducted. The South African Constitution of 1996 mandates that public administration must be guided by democratic values and principles, which includes promoting and maintaining high standards of professional ethics, efficient and effective resource utilization, cultivating good human resource management and career development practices to maximize human potential. Consequently, the introduction of a PMS is advantageous for both businesses and government agencies, resulting in benefits such as improved organizational performance, increased employee reliability, retention, and morale, as well as reduced communication barriers and cost savings (Mdoda, 2021:41).

According to Macanda (2007: 40), this viewpoint emphasizes the significance of PMS in government and asserts that the need to compete globally has made performance a crucial issue. In South Africa, all public sector policy documents highlight the overarching concept of performance and how to monitor it effectively. The public sector's transformation has led to a new paradigm of "public governance" that prioritizes performance management and reduces the state's role. However, instead of promoting learning and development, the implementation of PMS has primarily been "top-down," with a greater emphasis on control and accountability.

Macanda (2007:40) argues that external factors, including government policies that emphasize an "instrumental-managerial" approach to performance measurement, have contributed to the growth of performance management and evaluation in South African local government. The author agrees with this perspective, stating that PMS has become a fundamental element and a critical tool for the public to hold political office holders and administrative officials in different levels of government accountable in their efforts to deliver quality basic services to communities.

2.3 The objective of PMS

The PMS is aimed at increasing organizational resource efficiency and strengthening alignment with specified objectives, which is expected to positively impact people's perceptions (Beeri et al., 2019:10). It is significant as one of the most important connections between HRM activities and organizational competitiveness (Beeri et al., 2019:10). Organizations commonly use PMS to achieve results, develop employees, or handle administrative tasks (Van der Waldt, 2014:4). Scholarly research suggests that PMS assists in tracking progress toward objectives and personal growth, as well as making decisions about supplemental remuneration such as bonuses or pay increases (Pulakos, 2004:6).

Section 41(2) of the Local Government: Municipal Systems Act (Act 32 of 2000) specifies that PMS serves as an early warning sign for performance underperformance. The objective of PMS is to enable a municipality to make accountable and transparent decisions and encourage good governance, as stated in Regulation No. R805, 1 August 2006. Verweire and Van den Berghe (2005:7) emphasize that PMS aims to achieve institutional effectiveness. According to Blackburn, Holland, and Chambers (1998:38), effectiveness refers to how well a tool helps a company achieve its goals (Van der Waldt, 2014:5).

Van der Waldt (2014:6) suggests that PMS should be considered a tool for evaluating an organization's performance in achieving its strategic aims. Masango (2000:66) identifies performance targeting, performance criteria, and a performance evaluation system as essential components of a successful PMS (Van der Waldt, 2014:7). Organizations commonly use PMS to achieve one of three primary objectives: delivering services that have a positive impact on the community and achieving good results. This approach aims to increase productivity and improve the quality of interactions between an organization's resources, goods, and services provided, and the resulting outcomes (i.e., results) (Van der Waldt, 2014:4).

Ramuvhudu (2012:5) notes that poor planning, inadequate management, and a lack of accountability among public officials are common problems in local municipalities, leading to the inadequate delivery of essential services to communities. The STLM faces similar challenges, resulting in frequent community riots and strikes to express dissatisfaction

with fundamental service delivery. Managa (2012:2) supports this claim by stating that unfulfilled campaign promises made by politicians and a lack of accountability among public employees contribute to protests against fundamental service delivery. To address these issues of widespread demonstrations and a lack of public accountability in local government, PMS should prioritize compliance with necessary regulations.

According to the Auditor-General (AG) (2018:6), the current situation at STLM and the management's slow response indicate a lack of commitment to implementing performance management. To address inadequate performance and recognize effective and outstanding achievements, the PMS process should focus on progress rather than punishment. The Performance Management Guide for Municipalities was designed to assist municipal councils in creating and implementing a comprehensive PMS that allows them to monitor, evaluate, and assess the overall performance of the entire municipality or administration (Van der Waldt, 2014:2).

2.4 The advantages of an effective PMS in local government

Ricci (2016:10) found that PMS can enhance the overall performance of businesses, leading to positive outcomes for both employees and organizations. PMS are also acknowledged for promoting performance, supporting employee development, facilitating overall corporate strategy, and aiding in administrative decision-making regarding human resource requirements, which can result in efficient and cost-effective manner in delivery of essential services. Berri *et al*. (2018:1) further corroborate Ricci's argument by highlighting the impact of effective PMS on the public sphere, which is critical for citizens to benefit from effective organizations based on political and economic considerations. Therefore, municipalities have a constitutional duty to prioritize the community's fundamental needs while promoting social and economic growth, which requires them to prioritize the implementation of performance management.

To reduce challenges associated with fundamental service delivery protests and poor organizational performance in municipalities, the implementation of a PMS can provide data based on merit and align it with expected targets and goals, resulting in an objective and transparent process. This, in turn, facilitates objective decision-making. Performance management also provides employees with a clear understanding of their expectations,

goals, and responsibilities, promoting a positive work environment where team leaders and members share common deliverables and outcomes. As a result of such a work culture, there is less conflict, greater efficiency, and higher quality performance (Macanda, 2007:61).

Similarly, it is expected that the PMS would signal to the municipal administration in advance through its indicators when the possibility of not realizing the municipal IDP objectives and governance obligations occur. These early warnings should enable swift intervention. Additionally, the PMS should improve the efficiency and effectiveness of decision-making, especially when allocating resources. It should enhance budgetary processes by providing sufficient management information, monitoring, and assessment capabilities (Macanda, 2007:62). Macanda, (2007:62) stated that based on the implementation of a Performance Management System (PMS) the organization can be beneficial on several levels namely: A PMS can help identify and address the factors contributing to employee stress and burnout, leading to improved employee well-being and increased productivity; a PMS can ensure that individual employee objectives are aligned with organizational goals, which can increase employee motivation and drive improved performance; a PMS can foster a positive and collaborative relationship between individual employees and their line managers, founded on trust and empowerment, which can lead to improved performance and results in fundamental service delivery; and a PMS can help ensure that municipal officials are accountable to the citizens they serve, leading to meaningful reform and improved services.

Overall, the implementation of a PMS can be a powerful tool for improving organizational performance, enhancing employee well-being, and increasing accountability. However, it's important to note that the success of a PMS depends on a range of factors, including organizational culture, leadership buy-in, and effective implementation and communication strategies.

2.5 The legal requirements concerning the implementation of the PMS in local government

Chapter 5 of Schedule 5 of the Constitution (RSA, 1996) outlines the responsibilities that overlap with the national and provincial components, and mandates municipalities such as STLM to provide services as required by law. Chapter 6 of the Municipal Systems Act (MSA) 2000 explicitly requires individual municipalities to develop their own PMS to ensure efficient and effective governance, with a focus on planning objectives, delivering high-quality services and projects, and maintaining accountability to the communities they serve within the municipality.

Regulation 7 of the Local Government: Municipal Systems Act: Regulations: Municipal Planning and Performance Management (2001), outlines the characteristics of PMS and proposes that the system should incorporate a framework that describes and illustrates how the performance planning, monitoring, measurement, review, reporting, and enhancement cycles and processes of municipalities should be conducted, organized, and managed, while defining the roles of different managers (Mofolo, 2022:305). The implementation of PMS in municipalities must not be selective, as this could undermine the performance efforts of municipal and senior managers. Compliance with Section 67(1) of the Local Government Municipal Systems Act, 2000, is critical, as stated in the literature, since it requires municipalities to ensure that all staff members' performance is monitored, measured, and evaluated to guarantee fair, effective, and transparent personnel administration.

To align with its resources, be well-suited to its conditions, and consistent with the priorities, goals, indicators, and targets in its Integrated Development Plan (IDP), a PMS must be established. Key performance indicators (KPIs) that are appropriate as benchmarks for evaluating performance, including outcomes and impacts, against the municipality's development priorities and goals outlined in the IDP, should be created. Performance should be monitored, measured, and reviewed based on the indicators linked to the IDP (Selepe, 2018: 541). Regulation 8 of the Local Government: Municipal Systems Act: Regulations: Municipal Planning and Performance Management (2001), outlines the circumstances under which PMS should be implemented, stipulating that it

should be adopted before or concurrently with the process of establishing KPIs and targets in line with the IDPs. Regulation 9 requires municipalities to set KPIs for each development priority and objective, including input, output, and outcome indicators (Mofolo, 2022:306).

The municipality should consult with its staff members to determine which specific performance requirements to include in the employee PMS. The employee PMS must be committed to focusing on the promotion and implementation of Key Performance Areas (KPAs), including specific initiatives related to the duties of staff members within the local government (Van der Waldt, 2014:2).

In order to enhance the constitutional mandate of municipalities to deliver quality services to their communities, the Department of Cooperative Governance (CoGTA) initiated a thorough Local Government Turnaround Strategy (LGTAS). The primary aim of this strategy was to involve all levels of government in a collaborative endeavor to tackle the obstacles in fundamental service delivery that municipalities were facing. The goal was to restore effective functioning in the country's municipalities, further enhance local government performance, and establish crucial administrative and institutional systems and structures to facilitate optimal municipal performance (2009:4).

2.6 The components that form an integral part of the PMS

Performance management in municipalities comprises several components, which include establishing reward systems, offering feedback and coaching, evaluating the effectiveness of the PMS, and setting performance objectives at the organizational, departmental, team, and individual levels (Ricci, 2016:1). As Masango (2000:66) also asserts, performance targeting, criteria, and evaluation mechanisms are important components that constitute a successful PMS (Van der Waldt, 2014:7).

Figure 1: PMS Components



(Mishra et al., 2014:330).

The following activities constitute the primary tasks involved in the performance management system:

Initially, the major components of the PMS should establish appropriate key performance indicators (KPIs) to assess performance, which are associated with the development priorities and objectives stated in the Integrated Development Plan, including results and impacts. Subsequently, quantifiable performance targets for these development priorities and objectives should be defined. Performance must be evaluated, measured, and reviewed at least once a year. Thereafter, efforts must be undertaken to enhance performance in areas where targets are not being met.

Lastly, the PMS should establish a reporting mechanism to keep the city council, other political institutions, political office-bearers, staff, the public, and relevant state agencies informed about performance (Macanda, 2007:41). Furthermore, the system should serve as an early warning system in cases where development priorities and objectives are not being met. The Act also mandates that community participation be ensured in all of the above (Macanda, 2007:41).

2.6.1 Key Performance Indicator (KPI) and planning

Wright, McMahan, Snell, and Gerhart (1997:7) and Pulakos (2009:133) suggest that a PMS has the potential to significantly enhance municipal performance if it is measured using appropriate KPIs and managed as a systematic review mechanism (Van der Waldt, 2014:6). In this regard, Chapter 6 of the Local Government: Municipal Systems Act (Act 32 of 2000) explicitly states that individual municipalities should develop their own PMS in the interest of efficient and effective governance. The aim is to achieve planning objectives and maintain quality and accountability in the provision of projects and services to communities within the municipality.

To ensure optimal performance, a PMS should align with the municipality's resources, conditions, and development priorities and goals outlined in the IDP. This can be achieved by establishing appropriate key performance indicators (KPIs) as a benchmark for evaluating performance, including outcomes and impacts, linked to the IDP. Performance must be monitored, measured, and reviewed based on the KPIs associated with the IDP (Selepe, 2018: 541). Beeri *et al* . (2019:6) indicate that this phase involves creating a strategic plan, establishing targets, defining clear measuring indicators, and developing a monitoring framework. The performance planning phase involves setting targets and indicators to measure success (Van der Waldt, 2014:8).

KPIs serve as a benchmark for measuring performance, evaluating outputs and impacts in relation to the municipality's development priorities and goals. The municipality must ensure community participation in developing performance indicators, as required by law, through various channels such as participation in intergovernmental forums and mayoral Imbizos. These public participation mechanisms aim to keep communities informed about

the municipality's fundamental service delivery, community consultation, and promotion of public accountability, all of which are core functions (Annual Report, 2022: 36).

2.6.2 Measurable performance targets.

To ensure effective implementation of the Municipal IDP and Budget, the municipality has set measurable targets for each of the development priorities and objectives, using quantifiable criteria such as percentages, quantities, monetary values or time. The SDBIP serves as the municipality's operational plan to set and monitor these targets (National Treasury, 2005:1). Setting clear, measurable, precise, and time-bound targets is crucial in performance management, according to Cooperative Governance and Traditional Affairs (Ramuvhundu, 2012:13). Additionally, these targets should be achievable, clearly communicated, and mutually agreed upon. Employee involvement in the goal-setting process is also recommended.

2.6.3 Performance review, monitoring and evaluation

The strategy of Monitoring and Evaluation (M&E) to track progress is one way to promote good governance by encouraging transparency, access to information, and enhancing accountability (Nzimakwe and Ntshakala, 2016:120). The process of monitoring is ongoing and aims to detect performance deviations as early as possible to correct them before they have a significant negative impact on the municipality's measurable performance. Continuous evaluation is essential to determine the likelihood of achieving goals (Nzimakwe and Ntshakala, 2016:114). In order to fulfill the promises of delivering services, it is important to have careful planning, in-year PMS, monitoring, and trustworthy reporting from local officials (AG, 2021:30).

As stated by Ndevu & Muller (2018:4), the frequency of monitoring depends on the type of services provided and the municipality being monitored. Daily monitoring may be necessary in certain cases, especially with the implementation of fundamental service delivery projects, while performance monitoring may occur monthly, quarterly, or annually.

Evaluation involves a thorough and impartial assessment of completed or ongoing operations to determine their level of achievement and inform decision-making (United

Nations Development Programme, 2009). As part of their overall management plan, public sector managers should evaluate performance to determine whether the organization is functioning as intended, according to Ndevu & Muller (2018:5). Monitoring and evaluation both aim to learn from what is being done and how it is being done, by focusing on efficiency, effectiveness, and impact, leading to some similarities between the two (Nzimakwe and Ntshakala, 2016:115). Increasing and improving accountability is one of the primary objectives of performance evaluation in local government, according to Beeri *et al*. (2019:9).

Establish a PMS that aligns with available resources, is appropriate for the prevailing conditions, and conforms to the priorities, goals, indicators, and targets outlined in the IDP. Develop relevant key performance indicators (KPIs) to serve as benchmarks for assessing performance, including outcomes and impacts, in relation to the municipality's development priorities and goals as specified in the IDP. Evaluate, measure, and monitor performance using the indicators associated with the IDP and SDBIP (Selepe, 2018: 541). Some argue that improved service performance enhances individual and jurisdictional citizen satisfaction, necessitating continued monitoring and evaluation of performance and fundamental service delivery methods (Masiya, *et al*, 2019:25).

2.6.4 Reporting

Stakeholders, including politicians, employees, and government bodies, are regularly updated on performance to ensure that employee performance aligns with the municipality's goals. Performance should be monitored, measured, and reviewed using indicators that are associated with the IDP (Selepe, 2018:541).

After implementing PMS, reporting becomes crucial for accountability, democratic governance, managerial quality, and improved fundamental service delivery in local governments (National treasury, 2005:2). To ensure transparency and accountability, Section 52 (d) of the MFMA mandates that the mayor provides a performance report to the council within 30 days of each quarter's end regarding the implementation of fundamental service delivery projects. Additionally, according to Sections 121 (1) and (2) of the MFMA, municipalities must prepare and address an annual report for each fiscal year. The objective of an annual report is to provide an account of performance against

the municipality's budget and foster accountability to the local community for the decisions made by the municipality concerning fundamental service delivery throughout the year.

During the previous administration, many municipalities exhibited inadequate fundamental service delivery and received poor audit results, primarily due to a prevailing culture of local government characterized by the absence of PMS, transparency, accountability, and integrity. This culture was fostered by the conduct and behavior of leaders and municipal officials, as reported by the AG (2021:56).

2.6.5 Continuous process to improve performance

The municipality should ensure that there are measures in place that can be utilised to address unfulfilled development priorities and objectives. In the PMS, these measures should be more explicit. For example, in the event that an employee fails to meet performance objectives, the following steps can be taken: It is the responsibility of the municipality to ensure that the administrative units operate effectively. In this case, the employee's supervisor will ensure that the employee is fully aware of their job description and the demands of their position. This should have been supplemented by appropriate coaching, training, and guidance will be provided to support employees in achieving their objectives. A reasonable amount of time will be given to the employee to accomplish the necessary goals and objectives. Thereafter the employee's development plan will be reviewed in conjunction with the aforementioned steps and compared against the overall PMS (Selepe, 2018:541).

Municipalities have the Performance Management Guide issued by national government to assist management in establishing and implementing a comprehensive PMS. It is intended that the individual municipal PMS which support municipalities to monitor, evaluate, and assess the overall performance of the entire administration (Van der Waldt, 2014:2).

2.7 Theoretical and conceptual Framework

The underlying theories of the PM framework are derived from (state where PMS comes from in the literature). These theories ((then you explain in a paragraph relevant theory check Beeri, Amah2019, Ahenkan 2018 and your original lit review at the beginning of

last year)). The idea is to draw out relevant theory that fits your study i.e PMS can work (in government) these are not theories. The implementation of the PM system can be improved by expanding the Balanced Scorecard (BSC) framework (Selepe, 2018:541).. The institution used the BSC framework to build its PMS, which is now the strategic PM tool used for implementation.

According to Van der Waldt (2014:6), PMS functions as a tool for evaluating an organization's performance in achieving its strategic objectives. When administered systematically and evaluated with appropriate indicators, PMS has the potential to significantly improve municipality performance.

As Masango (2000:66) notes, performance targeting, criteria, and evaluation are crucial components of a successful PMS (Van der Waldt, 2014:7). Performance management is the tool used to manage both institutional and individual performance against predetermined goals, according to Mofolo (2012:80). To ensure successful implementation, Mofolo (2012:80) suggests that resources should be allocated to performance management, as operational and staff members may not implement it automatically. Additionally, departmental managers should systematically organize sessions to conduct performance appraisals with individual employees, trace performance goals, and develop improvement measures.

The application of theoretical ideas in real-world situations determined through a technique that involves using a verification method in qualitative research. The level of confidence in theoretical variables can be established through this method. The use of BSC has been aimed at since the creation of the organization's strategic plan, which comprises a cascade of the vision, mission, strategic goals, and execution plan in the form of strategies and programs.

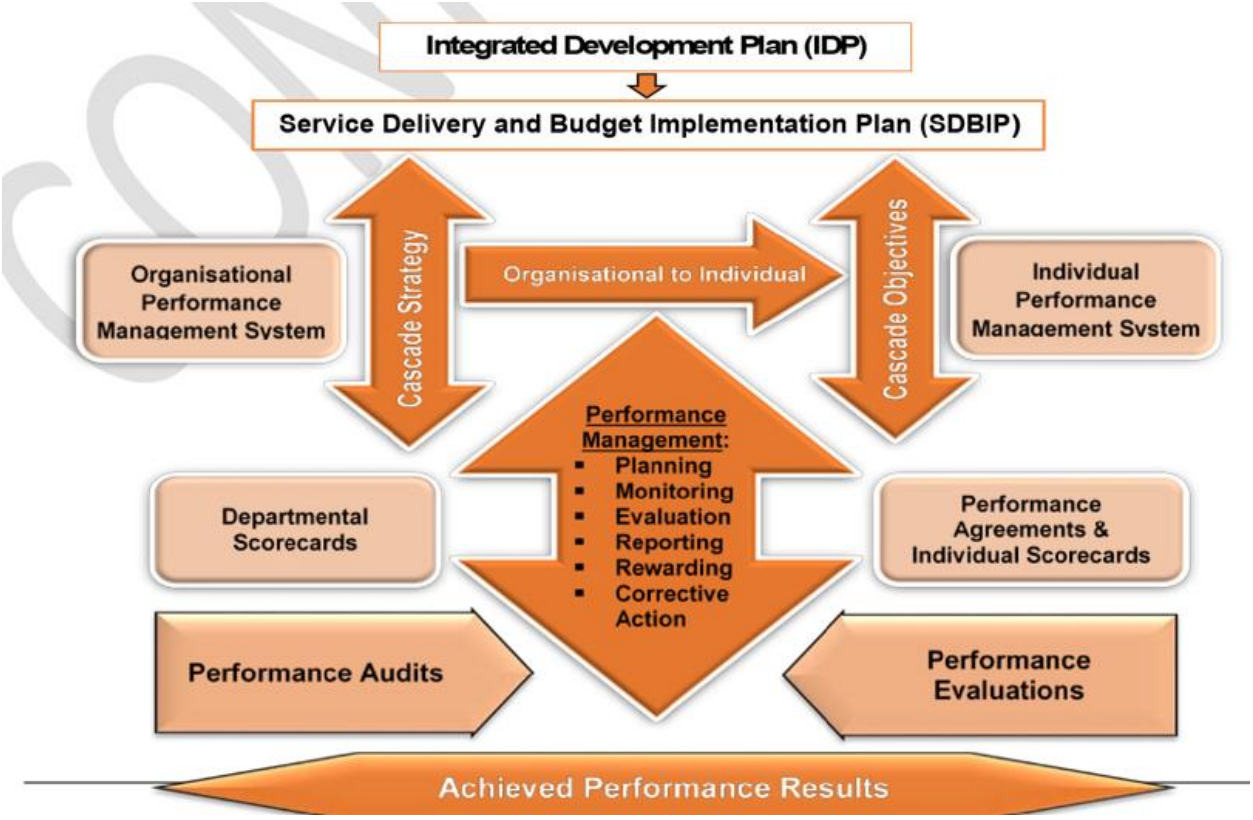
The link between the Integrated Development Plan (IDP), Service Delivery and Budget Implementation Plan (SDBIP), Organizational Performance Management System (OPMS), and Individual Performance Management System (IPMS) is a crucial aspect of effective governance in local municipalities. The IDP serves as the comprehensive blueprint for a municipality's long-term development objectives. It outlines the vision,

goals, and strategic priorities that guide the municipality's actions to meet the needs of its communities.

The SDBIP, on the other hand, is a shorter-term plan derived from the IDP, which allocates resources and sets specific targets and indicators for service delivery over a financial year. To ensure successful implementation of the IDP and SDBIP, municipal authorities rely on the OPMS. This system facilitates the monitoring and evaluation of the municipality's overall performance in achieving its strategic goals. It involves the assessment of key performance indicators, service delivery outcomes, and financial management to identify strengths and areas needing improvement.

The effective integration of these systems fosters accountability, transparency, and efficiency in local governance. It creates a cohesive framework where the municipality's long-term vision is translated into practical actions, monitored through robust evaluation mechanisms, and reinforced through individual efforts of its workforce. By maintaining this interconnection, municipalities can work cohesively towards sustainable development and improved service delivery, ensuring that the needs of their communities are met effectively and inclusively. Figure 2 below is the link between IDP, SDBIP, OPMS and IPMS:

Figure 2: the link between IDP, SDBIP, OPMS and IPMS



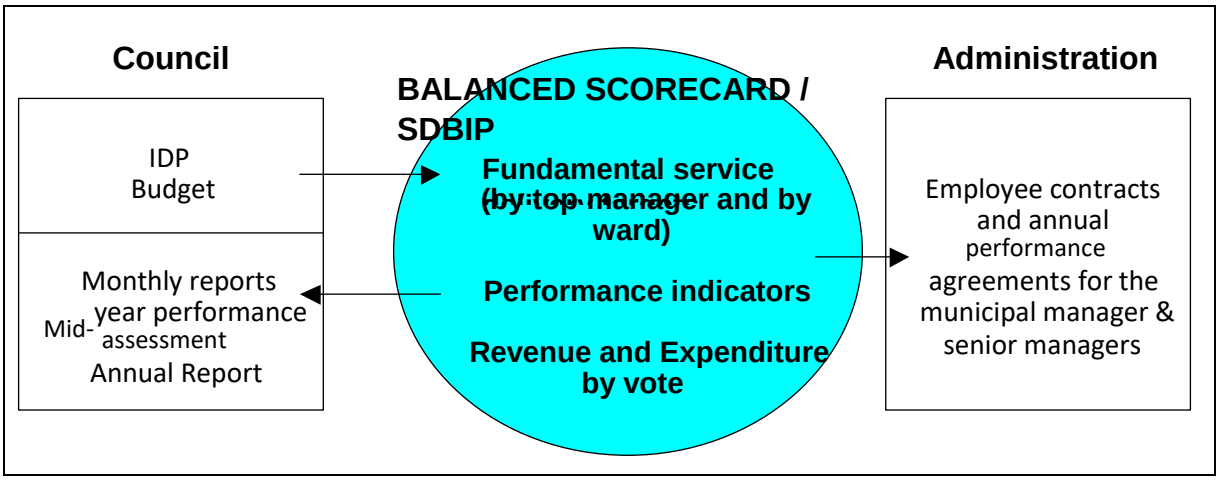
2.7.1 Performance Planning

The "balanced performance scorecard" (BSC) is used by STLM and is linked to institutional objectives and vision provide reference. The PMS is a developmental monitoring tool designed to help institutions achieve political office priorities and meet institutional targets in STLM explain more to show where PMS supports in Figure 2. It provides a link between the municipality's integrated development planning, budgeting processes, and SDBIP, which form the backbone of the PMS and ensure accountability.

Figure 3 illustrates the process of performance planning and reporting, outlining a structured approach for monitoring and evaluating organizational performance. The figure showcases the key stages involved in this process, including setting performance goals, collecting relevant data, analyzing and interpreting the data, and reporting the findings to stakeholders. By following this systematic framework, organizations can effectively track

their progress, identify areas for improvement, and make informed decisions to enhance overall performance and achieve strategic objectives.

Figure 3: Performance planning and reporting



Source: (National treasury, 2005:2).

2.7.2 Performance monitoring and evaluation (M&E)

M&E is crucial because it allows organizations and governments to systematically track the progress and performance of their programs and policies. It helps identify whether objectives are being met, whether interventions are effective and efficient, and how resources are being utilized. Moreover, M&E provides evidence-based insights that enable stakeholders to make informed decisions, allocate resources effectively, and improve the overall effectiveness and impact of projects and initiatives (National Treasury, 2005:2).

By implementing M&E, governments can enhance transparency, accountability, and learning within their organizations, leading to better-informed policy formulation and service delivery. M&E enables them to identify successes and challenges, learn from best practices, and make data-driven adjustments to improve the implementation and outcomes of their programs. According to the National Treasury (2005:2), the SDBIP is an implementation and management tool that sets quarterly and annual fundamental service delivery targets and links each fundamental service delivery output to the municipality's budget. This provides credible management information and a detailed plan

for how the municipality will provide services, including the inputs and financial resources to be used for that year.

Fundamental service delivery targets refer to the level and quality of service provided to the community and include goals for reducing backlogs in essential services. The SDBIP is a comprehensive one-year plan that encompasses a three-year capital or fundamental service delivery plan, as stated by the National Treasury (2005:9).

Utilizing a PMS by STLM is made to ensure sustainable growth and good governance in their institutional structures. However, it is important to continuously monitor and evaluate the system's effectiveness towards its objectives. If gaps are identified, the institution must make improvements to ensure that goals are achieved. Mofolo (2012: 82) further emphasizes that the PMS should not be used as a tool to punish poor performance but rather as a tool for development, enhancing good performance and rewarding it in different ways. The performance evaluation must be based on agreed-upon targets and be as objective as possible. Failure to properly appraise individuals can lead to a lack of motivation in the workplace. Therefore, performance review must be one of the essential components of the PMS (Ramuvhundu, 2012: 13).

Table 1 below indicates the relevance of STLM's SDBIP with regard to performance monitoring and evaluation. STLM's SDBIP outlines the specific goals, objectives, and activities to be carried out by the local municipality. By monitoring and evaluating the performance of these plans, the municipality can be held accountable as well as ensure that STLM meets the needs and expectations of the community. Through monitoring and evaluation, the municipality can ensure that resources are being utilized effectively and efficiently to deliver the intended services. This helps to prevent wastage or misallocation of funds, ensuring that taxpayer money is used wisely.

In addition, STLM can identify areas of improvement and take corrective actions to allow for identifying bottlenecks and challenges that may hinder effective service delivery and finding solutions to overcome them. Regular monitoring and evaluation provides an opportunity to continuously improve service quality and meet the changing needs of the community. Monitoring and evaluation can also serve as a mechanism to assess the performance of the STLM against set targets and indicators. By regularly tracking

progress and reviewing the outcomes, the municipality can identify both successful practices and areas that require improvement. This information helps in making informed decisions and adjustments in strategies and policies to achieve desired outcomes. In summary, monitoring and evaluation of SDBIP in the STLM are essential for ensuring accountability, efficient resource allocation, improving service quality and performance measurement.

Table 1: SDBIP/ BSC

Municipal name: **Steve Tshwete Local Municipality**

Steve Tshwete
Local Municipality

Sector / Municipal Indicators	Outcome / Performance Objective	Performance Indicator (Output level only)	Indicator Formula	Baseline (Annual Performance of 2021/22 estimated)	Annual target for 2022/23	Target for 2022/23 SDBIP per Quarter			
						1st Quarter Planned Target	2nd Quarter Planned Target	3rd Quarter Planned Target	4th Quarter Planned Target
				1	2	3	4	5	6
Electrical Services	Improved access to electricity	Number of dwellings (HH) provided with **connections to mains electricity supply** by the municipality	((1) Number of households having access to electricity / (2) Total number of households within the municipal area)	112 dwellings (HH) provided with connections to mains electricity supply	170	30	50	50	40
	Improved energy sustainability	Installed capacity of approved embedded generators on the municipal distribution network	(1) Sum of all embedded generation installation capacities within municipal distribution network	0 generators on the municipal distribution network were installed	1	–	–	–	1
Water and Sewer Services	Improved access to sanitation	Number of **new sewer** connections meeting minimum standards	The (1) number of new sewer connections to consumer units + (2) the number of new sewer connections to communal toilet facilities.	170 new sewer connections	150	35	35	40	40
	Improved access to water	Number of **new water** connections meeting minimum standards	The (1) number of new water connections to piped (tap) water + (2) number of new water connections to public/communal taps	163 new water connections	150	35	35	40	40
	Improved water sustainability	Percentage of total water connections metered	(1) Number of water connections metered / [(1)Number of connections metered + (2) Number of connections unmetered]	100% of water connections metered	90	–	–	–	90
Roads and Storm water Services	Improved quality of municipal road network	Percentage of **unsurfaced road graded**	((1) Kilometers of municipal road graded / (2) Kilometers of unsurfaced road)	64% of unsurfaced roads	100	25	25	20	30
	Improved quality of municipal road network	KM's of **new** municipal road lanes built	(1) Number of kilometers of surfaced road network built + (2) Number of kilometers unsurfaced road network built	5.092km new road lanes build	7	-	2	2	3

Source: (STLM SDBIP, 2022:2).

Table 1 to the SDBIP/BSC, the council gains the ability to monitor the municipality's performance in meeting quarterly fundamental service delivery targets. These targets and key performance indicators (KPIs) are integral components of the SDBIP, supporting municipalities in their planning of fundamental service delivery throughout the fiscal year. Section 52(d) of the MFMA mandates the monitoring and assessment of these targets. As emphasized by Ramuvundu (2012:25), well-defined KPIs serve as valuable tools to evaluate the efficiency and effectiveness of fundamental service delivery projects. An indicator system should provide a measure of current performance, a clear statement of what can be achieved in terms of future performance targets, and a benchmark for measuring progress along the way. However, the criteria for measuring performance may vary from one project to the next.

To ensure that an organization is on track to achieve its goals, it's crucial to evaluate its actual performance. According to Section 72 (a) (ii) of the MFMA, a municipality must conduct a performance assessment by 25th January each year, considering its fundamental service delivery performance, fundamental service delivery targets, and KPIs specified in the SDBIP during the first half of the fiscal year. As stated in (Ndevu & Muller, 2018: 4), the importance of conducting a performance evaluation lies in giving feedback to the organization on its performance. By doing so, the institution can enhance accountability and address any gaps that are identified to improve its performance. Additionally, a performance evaluation can aid in developing a remedial action plan to improve performance in areas where deficits have been identified.

2.7.3 Performance audit

To monitor and evaluate performance, auditing of performance measurement findings is a vital aspect that involves verifying the accuracy of measurement devices and ensuring that appropriate procedures for evaluating and enhancing performance are followed, as noted by Macanda (2007:17). Municipalities must present their performance results to an external auditor annually, which will validate the measurement exercise's results and confirm the accuracy of the measurement methods (Macanda, 2007:17). The auditor-general and provincial public accounts committees will play crucial roles in this process.

According to Macanda (2007:69), the performance management team, aided by internal auditors, is responsible for ensuring and coordinating the continuous high-quality reporting and evaluations. This includes ensuring that the reporting formats are adhered to and that the submitted data is dependable. The municipality's internal audit function is required to be regularly involved in evaluating basic fundamental service delivery performance reports and strategic scorecards.

2.8 Conclusion

In summary, there are several key elements that should be present in any PMS, including clear goal-setting, ongoing feedback and coaching, employee participation, and a focus on employee development. Additionally, technology can be leveraged to improve the effectiveness and efficiency of PMS.

While PMS can bring a range of benefits to organizations, including improved employee performance and engagement, there are also potential drawbacks and challenges that must be considered. These include the risk of subjectivity in performance evaluations, the potential for negative impacts on fundamental service delivery.

Overall, the literature suggests that a well-designed and carefully implemented performance management system can help organizations achieve their strategic objectives by aligning individual employee goals and behaviors with organizational goals. However, in order to be successful, PMS must be tailored to the specific needs and culture of each organization, and must be continuously evaluated and refined to ensure their effectiveness. Chapter 4 and 5 will examine how the STLM has implemented the PMS to achieve its municipal objectives. The following chapter discusses the methodology that was employed in the study.

CHAPTER 3: Research methodology

Chapter 2 focused on conducting a literature review of PMS, covering aspects such as its definition, components, and objectives in South Africa and other countries. In contrast, Chapter 3 outlines the data collection methodology utilized in the study. The chapter commences by presenting the theoretical underpinnings of qualitative methodology, followed by a summary of the study's design, which includes informant interviews and data collection.

3.1 Approach and Methodology

Research methodology, as defined by Kothari (2004:21), is the analytical strategy used by a researcher to address a research problem. This involves the use of different research methodologies and techniques to examine various phases. In this study, the researcher will employ a qualitative approach, as noted by Renz, Carrington & Badger (2018:824), to fill the empirical gap identified by Mosala and Chinomona (2020:53).

A qualitative approach is chosen as it allows for a deep exploration and understanding of the effectiveness of the PMS in the STLM.

Sehoa (2015:10) states that researcher may use qualitative, quantitative, or a combination of both methodologies, depending on the study's orientation. In this case, a qualitative methodology was employed to evaluate the PMS in STLM, as noted by Nieuwenhuis (2016:53). Qualitative research, as described by Aden (2017:87), aims to explore and understand the reasons, opinions, and motives underlying a specific research issue. This approach allows the researcher to uncover trends in thoughts and views through data collection methods such as unstructured or semi-structured procedures, focus groups, individual interviews, participation, or observations. Compared to other methods, this approach can enhance the quality of responses from the study's participants by allowing the researcher to be curious about respondents' attitudes and sentiments, leading to in-depth information or the use of projective techniques to elicit responses from individuals who may have difficulty expressing their attitudes or beliefs.

The qualitative approach was chosen as it enables the researcher to gather in-depth information and insights from the participants, shedding light on their attitudes,

experiences, and perceptions regarding the PMS in STLM. Through methods like interviews, focus groups, or observations. researchers can explore the nuances and complexities of the topic, uncovering valuable insights that quantitative methods may not capture.

By using a qualitative approach, researchers can enhance the quality of responses from the study's participants. This approach allows researchers to be curious, encouraging participants to express their attitudes, sentiments, and experiences openly. It also facilitates the use of projective techniques, which can be particularly useful in eliciting responses from individuals who may find it challenging to articulate their attitudes or beliefs directly.

The qualitative methodology involved the use of specific data collection techniques: interviews, focus groups, and document analysis to allow the researcher to collect rich descriptive data that could be analyzed across the identified themes that relate to the PMS.

3.1.1 Research design

As explained by Aden (2017:86), a research design serves as a roadmap for planning a research study and ensuring that the collected evidence enables clear answers to the initial research questions. According to Mathidza (2015:64), a research design is a detailed plan used to measure or outline a research study while maintaining maximum control over factors that could undermine the validity of the research questions. The research design is the overall strategy used by the researcher to gather responses to the research topic under investigation. To obtain relevant evidence, the researcher needs to determine the type of information required to address the research question, test a theory, evaluate a program, or accurately describe a phenomenon.

In this study, a research methodology combining exploratory, descriptive, and cause-and-effect approaches was employed to evaluate the effectiveness of the Performance Management System (PMS) in the Steve Tshwete Local Municipality (STLM) in delivering services, promoting public accountability and to identify any obstacles, shortcomings, or issues that may hinder the implementation of the PMS.

The exploratory aspect of the methodology allowed for an in-depth exploration of the PMS in STLM, seeking to gain a comprehensive understanding of its implementation, processes, and outcomes. This involved collecting qualitative data, conducting interviews, and reviewing relevant documents to identify key factors and challenges associated with the PMS.

The descriptive component of the methodology aimed to provide a clear and detailed picture of the current state of the PMS in STLM. It involved gathering qualitative data, such as performance indicators and targets, to assess the extent to which the PMS is being utilized and its effectiveness in supporting fundamental service delivery.

The cause-and-effect aspect of the methodology focused on establishing causal relationships between the implementation of the PMS and its impact on municipal fundamental service delivery. This involved analyzing data to identify correlations, patterns, and potential causal factors that contribute to either successful or unsuccessful outcomes.

By employing this research methodology, the study aimed to provide a comprehensive assessment of the PMS in STLM and its ability to support municipal fundamental service delivery. The combination of exploratory, descriptive, and cause-and-effect methodologies allowed for a holistic understanding of the PMS's effectiveness and contributed to generating valuable insights for improving its implementation and outcomes.

3.2 Population and sampling

3.2.1 Population

In this study, the population of interest was comprised of municipal officials, community members, ward committee members, and community representative structures within a specific community in the Steve Tshwete Local Municipality (STLM). As defined by Serantakos (1998:110) and Mathidza (2015:64), a population refers to a well-defined collection of individuals or objects that share comparable qualities and serve as the focus of scientific inquiry. These individuals and structures were selected based on their shared characteristics and relevance to the research objective.

The population, consisting of municipal officials, community members, ward committee members, and community representative structures, was interviewed to gather their insights and perspectives on the effectiveness of the PMS. By examining the experiences and challenges encountered by the population, the study aimed to identify factors that hindered the PMS's effectiveness in supporting fundamental service delivery. Through interviews conducted with the population, valuable insights were obtained, allowing for the identification of specific challenges faced during the implementation of the PMS.

The findings from these interviews provided a comprehensive assessment of the effectiveness of the PMS in STLM and shed light on the challenges encountered. The information gathered from the population served as a basis for recommendations to enhance the practicality and effectiveness of the PMS in improving municipal fundamental service delivery.

3.2.2 Sampling

In this study, the sampling process involved the purposive selection of twenty-three (23) participants from the Mpumalanga Province of South Africa. The selection criteria took into consideration the participants' positions, years of service, educational qualifications and citizens who are users and payers of the services that are the provided by municipality, which were deemed important factors for their inclusion in the study.

Purposive sampling, as described by Babbie and Mouton (2004) and Aden (2017:88), involves selecting participants based on their knowledge and relevance to the research question. The rate payers of the municipality who were sampled for purposes of the study are critical in determining whether they are receiving value for money for the services that they receive from the municipality and whether PMS is effective in ensuring that quality basic services are provided to them and the political leaders and administration are held accountable in instances where inadequate and sub-standard services are provided. The participants were categorized based on preselected factors that were pertinent to the study, ensuring that individuals with valuable insights and experiences were included.

The selection process continued until data saturation was achieved, meaning that new data no longer provided additional insights or perspectives to the research objective. This

ensured that the chosen participants represented a diverse range of perspectives and contributed to a comprehensive understanding of the effectiveness of the Performance Management System (PMS) in the Steve Tshwete Local Municipality (STLM) in delivering services, promoting public accountability and to identify any obstacles, shortcomings, or issues that may hinder the implementation of the PMS.

The purpose of utilizing purposive sampling, a non-probability sampling technique commonly employed in qualitative research, is to carefully select participants who possess specific knowledge or experience directly relevant to the research topic. Rather than selecting participants randomly, the researcher deliberately chose individuals who possess certain characteristics or qualities necessary for answering the research questions or exploring the phenomenon under investigation. As a result, the study was able to gather information from a representative subset of the population, allowing for in-depth exploration and analysis of the research topic. The selected participants provided valuable insights that contributed to the study's findings and recommendations.

3.3 Data collection method

Qualitative data will be collected and compiled by the researcher throughout the data collection process, as suggested by Jacobs, Niemann, and Kotze (2018:6), once the study population of "political office bearers" and municipal officials has been selected. Sani (2013:40) states that data collection is the crucial step in the research process that determines how relevant data will be obtained to address the problem being investigated. The study was carried out from December 1, 2022, to January 25, 2023.

3.3.1 Semi-structured interviews

According to Aden (2017:89), semi-structured interviews are a suitable method for conducting case study research. In this approach, the researcher asks questions that are both prepared and adaptable in phrasing to obtain initial answers to their research questions. Additionally, the researchers ask follow-up questions to further investigate subjects that respondents find interesting. For the purposes of this study, semi-structured interviews were utilized as the main means of gathering data to evaluate the effectiveness

of PMS in STLM, Middelburg, Mpumalanga. The interviews were designed to be unrestricted, impartial, and equitable, allowing participants to express their viewpoints freely (open-ended data). A copy of the interview schedule has been included in this report.

Semi-structured interviews can be an effective method for evaluating the effectiveness of Performance Management Systems (PMS). These interviews enabled the researcher to gather in-depth information from participants, providing insights into their experiences and perspectives regarding the PMS. When conducting semi-structured interviews to determine the effectiveness of PMS, the researcher was mindful that it is important to develop a set of predetermined open-ended questions. These questions covered various aspects of the PMS, such as goal-setting, performance measurement, feedback mechanisms, employee development, and the overall effectiveness on individual and organizational performance. The advantage of using semi-structured interviews is that they allow for flexibility and the opportunity to delve deeper into specific areas based on the participants' responses. The researcher further probed and asked for examples to seek clarification to gain a comprehensive understanding of the participants' perceptions and experiences related to the PMS.

To ensure the validity and reliability of the findings, the researcher took note of the importance of selecting a diverse range of participants who have firsthand experience with the PMS. This included employees at different organizational levels, supervisors, and managers as well as political leaders and community members. Additionally, maintaining confidentiality and anonymity during the interview process encouraged participants to provide honest and unbiased feedback.

After conducting the interviews, the data collected was analyzed using thematic analysis and other qualitative analysis techniques. The researcher then identified common themes, patterns, and discrepancies in participants' responses, enabling her to draw conclusions about the effectiveness of the PMS and to generate recommendations for improvement.

Table 2: Categories of participants involved in the study:

Participants	Number
Senior Team (Section 56 Managers)	2
IDP officer	1
PMS specialists	2
Technical Services Officials	3
Ward Committee members	2
Community members	10
Community representative structures	3
Total	23

As demonstrated in the table above, the study encompassed conducting semi-structured interviews with a total of twenty-three (23) participants. In order to select suitable participants, PMS officials and IDP officers were considered as the individuals responsible for administering PMS, while managers were regarded as the implementers of PMS in municipalities. Semi-structured interviews were chosen as the data collection method as they allowed the researcher to obtain accurate information, encouraged an effortless and comfortable exchange of information, and enabled the collection of first-hand knowledge. Moreover, employing semi-structured interviews meant that the researcher did not need to rely on respondents' availability to provide information, thus saving time during the data collection process.

3.3.2 Document analysis

By conducting an extensive literature review (Bryman, Bell, Hirschsohn, Do Santos, Du Toit, Masenge, Van Aardt, and Wanger, 2016:268), the researcher was able to position the study within a research context, using the appropriate theoretical and conceptual framework, as well as addressing emerging concerns and concepts related to the topic

(Aden, 2017:88). Secondary data was collected (Jacobs, Niemann, and Tolmay, 2018:83) through this process of reviewing relevant literature.

As part of the data collection process, the researcher thoroughly examined various institutional documents from STLM, including the Integrated Development Plan, Annual Performance Report, Strategic Plans, Fundamental service delivery and Budget Implementation Plan, Annual Reports, Auditor-General's Reports, Oversight Reports, IDP/PMS Forum Reports, and Audit Committees' Reports. These documents were obtained from STLM. These documents highlighted the inadequacy of the PMS in ensuring that the municipality effectively provides basic services, particularly water; refuse removal and electricity provision. The documents further assisted in supporting the assertions of the participants pertaining to the ineffective PMS and public accountability in the municipality. The identified documents and the responses from the participants further assisted the researcher to identify obstacles, shortcomings, and issues that potentially hinder the implementation of the PMS. For instance, respondents 9 and 10 emphasised the bad quality of water that is provided by the municipality which is not suitable for human consumption. The Annual report of the municipality corroborated the concerns that were raised by the respondents.

3.4 Process of analysis

As per Aden's (2017:93) assertion, the mode of analyzing and presenting data holds great importance in social research as it serves as a medium to comprehend and present data in a comprehensible way. The objective of qualitative research analysis is to extract qualitative inferences and assign significance to the material collected from participants. The text, field notes, and audio data gathered during the interviews underwent thorough reading and rereading to identify the primary themes and subthemes. The data's contents were comprehended through exact transcription of the audio recordings soon after each interview.

The researcher carefully read through all the transcriptions of the data multiple times to fully comprehend the participants' perspectives. The transcripts were manually coded, and the quotes resulting from line-by-line data analysis were grouped by the researcher.

This methodology allowed the researcher to obtain a more comprehensive view of the data and facilitated data analysis. By identifying similarities and differences, occurrences, metaphors, equivalences, and any missing data relevant to the research questions, the researcher identified themes. Additionally, the audio recording was utilized to cross-check the data, and a manual report was produced for data cleaning and other data sources.

In this study, the text, field notes, and audio data obtained during the interviews were subjected to a rigorous analysis process. Initially, the data was transcribed verbatim from the audio recordings immediately after each interview to ensure accuracy and capture the participants' responses in their own words. The researcher engaged in multiple readings of the transcriptions to gain a thorough understanding of the participants' perspectives. This involved carefully examining the content of the data, paying attention to details, and identifying primary themes and subthemes that emerged from the participants' narratives.

The process of analysis involved manual coding of the transcriptions, where the researcher assigned codes to specific segments of the data that represented significant ideas or concepts. These codes were derived from line-by-line analysis, allowing for a detailed exploration of the data. The researcher then grouped the quotes associated with each code, which facilitated the identification of patterns and connections within the data.

By conducting this analysis, the researcher was able to obtain a comprehensive view of the data, identifying similarities, differences, occurrences, metaphors, equivalences, and any missing data that was relevant to the research questions. This process of coding and categorization enabled the researcher to discern key themes and draw meaningful conclusions from the data.

Furthermore, the audio recordings were utilized as a cross-reference to ensure the accuracy of the transcriptions and maintain data integrity. Additionally, a manual report was generated to facilitate data cleaning and consolidation, integrating data from various sources. By employing this thorough the process of analysis, the researcher was able to interpret and make sense of the qualitative data collected, identifying significant themes and generating valuable insights that contributed to the overall findings of the study.

3.5 Limitation, positionality and feasibility

The study centered on the roles of various stakeholders, including senior managers, PMS officials, ward committee members, community members, community representative structures, and IDP officials. The study was limited to the jurisdiction within the STLM, Middelburg, Mpumalanga and not the other municipalities within the district municipality to examine the municipality's implementation of the PMS. The researcher is a government official, but does not work in the STLM where the study was conducted, which enabled the study to be carried out with objectivity and reduced researcher bias. In addition, the researcher's positionality as an official is considered as an advantage in this study given the contextual knowledge about the research issue, leading to more comprehensive engagement with the topic.

The fact that all participants resided and worked in the STLM provided the researcher with equitable access to them. The interviews were conducted face-to-face or in person, at a mutually convenient time for both the participants and the researcher. There were some challenges associated with the energy crisis caused by Eskom's load shedding during the interviews which made the interviews go on for longer than planned.

One limitation is the potential for sampling bias. Although efforts were made to select a diverse range of participants, the sample was limited to individuals within the Steve Tshwete Local Municipality (STLM). This may affect the generalisation of the findings to other municipalities within the district or beyond. Another limitation relates to the reliance on self-report data. The study primarily relied on interviews and participant perspectives, which may be subject to individual biases, recall errors, or social desirability bias. It is important to interpret the findings with this in mind.

Regarding the researcher's positionality, being a government official outside of the STLM is advantageous in terms of objectivity and reduced bias. However, it is crucial to recognize that the researcher's background and role as a government official influences

their understanding and interpretation of the data, potentially impacting the research findings.

Feasibility considerations involve practical constraints faced during the study. The energy crisis caused by Eskom's load shedding presented challenges during interviews, resulting in longer-than-planned interview sessions. This potentially impacted participants' responses or the overall data collection process.

Moreover, the study's feasibility was also contingent upon available resources, time constraints, and logistical considerations. These factors influenced the depth and scope of the research, as well as the ability to include additional data sources or extend the study to other municipalities within the district. To enhance the validity and reliability of the study, efforts were made to mitigate these limitations and address potential biases. Careful consideration was given to the selection of participants, data collection procedures, and analysis techniques. The limitations and contextual factors were taken into account when interpreting the findings, recognizing that they provide valuable insights within the specific context of the STLM.

It is important to acknowledge these limitations to provide a nuanced interpretation of the study's findings. While the research objective and questions were addressed to the best of the study's ability within the given limitations, further research is needed to validate and extend the knowledge in this area. Future studies could consider expanding the scope to include multiple municipalities within the district, employing a larger and more diverse sample, and incorporating other data collection methods to enhance the richness and validity of the findings.

Despite the limitations, the findings of this study provide valuable insights into the effectiveness of the PMS in the specific context of the STLM. The research shed light on the perspectives and experiences of stakeholders within the municipality, contributing to the understanding of the challenges and opportunities related to fundamental service delivery. The findings can inform policymakers, practitioners, and researchers in their efforts to enhance the PMS and improve service delivery outcomes.

3.6 Ethical considerations

The researcher received research ethical clearance from the University of Witwatersrand, and the Clearance Certificate is appended to this study. The STLM provided the researcher with a permission letter, which is attached as an appendix, granting authorization to conduct the research. During the interview process, the researcher assured participants of complete confidentiality and anonymity since they did not request any identifying information, and any information obtained would be secured and kept confidential. To safeguard participant identity, the researcher used a pseudonym (fake name) in reporting the study findings.

The recording of the interviews is stored in a private iCloud account, and only the researcher has access to it. The recording will be deleted after a period of three years. Prior to the interviews, both the participants and the researcher signed a consent form. Furthermore, during the interviews, all participants were informed that the study was conducted solely for academic objectives.

3.7 Validity, reliability and dependability

3.7.1 Validity

Validity, as defined by Bless *et al*. (2006:157), is the extent to which a study measures what it aims to measure, whereas reliability measures the accuracy and internal consistency of a measuring instrument (Sehoa, 2015:15). Goodwin (2009:134) emphasizes the importance of dependability since it ensures that the measurement taken is close to the actual measure (Sehoa, 2015:15).

The quality and validity of the discussion and interpretation of research results depend on several factors, including the alignment with research objectives. In this regard, the researcher's interpretation is aligned with the research objectives and research questions because she addressed the key findings and provided a clear connection between the results and the research aims. The interpretation is further consistent with the data collected and the analysis conducted as it provided a coherent narrative that logically connects the findings, avoiding contradictions or unsupported claims.

3.7.2 Reliability

At the empirical study stage, Sidzumo and Wotela (2016:326) emphasize the importance of promoting data quality characteristics, particularly reliability. According to Oliver (2008:68), a measurement is deemed reliable if it produces the same response across multiple time periods (Sehoa, 2015:15). The researcher utilized sampling to ensure the accuracy of transcription, recording, and filing of the collected data, thereby enhancing its dependability. During the interviews, the researcher used simple language to clarify any questions that participants did not understand.

The researcher went beyond merely restating the findings and rather delved into the nuances, complexities, and relationships among the different findings and explored possible explanations, contextual factors, and alternative interpretations, providing a comprehensive understanding of the results. The interpretation also describes the reasons behind the interpretation, the criteria used to draw conclusions, and any limitations or uncertainties in the findings, making it visible in terms of the analytical process and decision-making. For example, the researcher says that the investigation was influenced by available resources, time constraints, and logistical issues. These factors influenced the research's depth and breadth, as well as its ability to incorporate other data sources and expand the study to other areas within the district. Efforts were made to mitigate these flaws and address potential biases in order to improve the study's validity and reliability. To enhance the validity and reliability of the study, efforts were made to mitigate these limitations and address potential biases. Careful consideration was given to the selection of participants, data collection procedures, and analysis techniques. The limitations and contextual factors were taken into account when interpreting the findings, recognizing that they provide valuable insights within the specific context of the STLM.

The participants' selection, data collection techniques, and analysis approaches were all thoroughly evaluated. Limits and contextual considerations were taken into account when assessing the data.

3.7.3 Dependability

Dependability refers to the provision of evidence that, if replicated with the same or similar participants in the same or similar environment, such as political office holders and officials within Mpumalanga Province of SA (Polit and Beck, 2012:239; Polit and Beck, 2017:944), the results would be comparable. Therefore, Polit and Beck (2012:239) argue that the results are generalizable. The researcher has provided supervisors with access to manually decoded data to verify the study's reliability. In case of a need, an audit trail that includes all original transcripts of all direct personal interviews and conversations stored on a disc and private account (iCloud account) can be created by the researcher (Polit and Beck, 2012:239; Polit and Beck, 2017:944).

The researcher utilized sampling to ensure the accuracy of transcription, recording, and filing of the collected data, thereby enhancing its dependability. During the interviews, the researcher used simple language to clarify any questions that participants did not understand. To ensure the dependability and generalizability of findings, a semi-structured interview schedule was considered appropriate. The interviews were conducted in the participants' homes and offices, where they felt comfortable sharing information. This method facilitated open expression of participants' viewpoints and promoted a reciprocal conversation between them and the researcher.

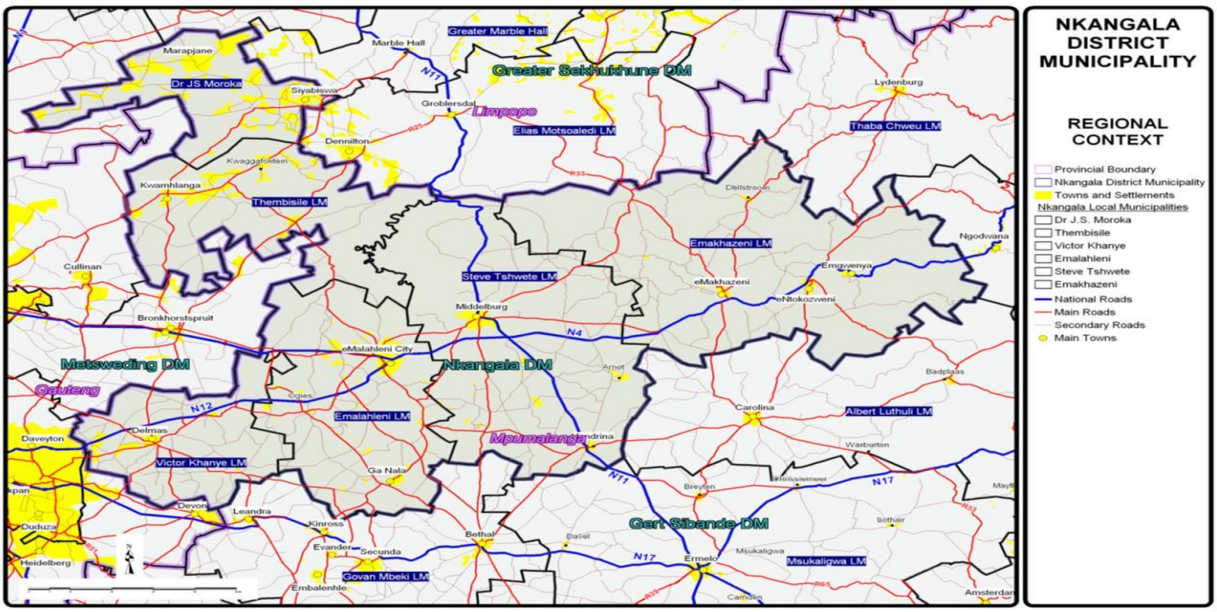
3.9 Conclusion

The research project utilized a qualitative approach, which involved sampling as a critical component to ensure accurate data collection. The focus group population categories for the study were municipal officials, community members, ward committee members, and community representative structures. A total of twenty-three (23) participants were selected for the study. The data collection methods included semi-structured interviews and secondary sources. To ensure convenience, the interviews were scheduled at a suitable time for both the participants and the researcher. The researcher also used her own vehicle to travel to the participants' locations, thereby avoiding any travel costs and ensuring the safety of the recordings. The researcher also collected primary data in the forms of relevant municipal reports, policies and legislations that provided the basis for the document analysis during the fieldwork for the research.

CHAPTER 4: Data presentation and findings

4.1 Data presentation

Chapter 4 discusses and evaluates the significant results of the study on the efficacy of the PMS in STLM. The themes and codes were formulated and assessed to gauge the PMS's efficiency and effectiveness. The results are categorized into topical sections aligned with the research aims.


NKANGALA DISTRICT MUNICIPALITY
REGIONAL CONTEXT
Provincial Boundary
Nkangala District Municipality
Towns and Settlements
Nkangala Local Municipalities
Dr J.S. Moroka
Thembisile
Victor Khanye
Emalahleni
Steve Tshwete
Emakhazeni
National Roads
Main Roads
Secondary Roads
Main Towns
Greater Sekhukhune DM
Limpopo
Elias Motsoaledi LM
Thembisile LM
Steve Tshwete LM
Emakhazeni LM
Thaba Chweu LM
Dr JS Moroka
Mpumalanga
Nkangala DM
Gauteng
Mogalakwena LM
Emalahleni LM
Victor Khanye LM
Albert Luthuli LM
Msukaligwa LM
Govan Mbeki LM
Gert Sibande DM
Mbombela
Mkhondo
Pixley ka Seme
Lekwa
Dipaleseng
Govan Mbeki
Msukaligwa
Albert Luthuli
Dr Pixley ka Seme
Lekwa LM
Dipaleseng LM
Mkhondo LM
Mbombela LM
Mpumalanga
Nkangala DM
Gert Sibande DM
Ehlanzeni DM
Mogalakwena LM
Ehlanzeni
Mogalakwena
Steve Tshwete LM
Emakhazeni LM
Thaba Chweu LM
Dr JS Moroka
Thembisile LM
Victor Khanye LM
Emalahleni LM
Albert Luthuli LM
Msukaligwa LM
Govan Mbeki LM
Gert Sibande DM
Nkangala DM
Mpumalanga
Gauteng
Mogalakwena LM
Ehlanzeni DM
Mogalakwena
Ehlanzeni
Mbombela LM
Mkhondo LM
Pixley ka Seme LM
Lekwa LM
Dipaleseng LM
Govan Mbeki LM
Msukaligwa LM
Albert Luthuli LM
Emalahleni LM
Victor Khanye LM
Thembisile LM
Dr JS Moroka
Thaba Chweu LM
Steve Tshwete LM
Emakhazeni LM
Nkangala DM
Gert Sibande

Council delegates certain functions to the Municipal Manager, who further delegates specific tasks to the Executive Directors. Under their leadership, municipal officials are tasked with attending community consultative meetings and reporting back to management on the progress made in addressing community concerns. As of the 2021/2022 period, the staff complement consisted of 1,689 (1632 funded) permanent positions, out of which 1,515 posts were filled. In terms of basic services delivery, there are 137 positions allocated to water, 102 to sanitation, 117 to electricity, 230 to waste management, and 112 to roads. Alongside these, there are 3 PMS posts as well.

Since its introduction in 2000 for local government, STLM has been implementing PMS. The PMS Framework is reviewed annually. Recently, STLM developed a new Performance Management and Development System that aims to cascade the PMS to all staff. The city council adopted the Final PMS Framework on May 29, 2022 which includes both PMS and PMDS policy frameworks for implementation in the fiscal year 2022/2023. The PMS is composed of two components, namely, the organizational PMS and individual PMS. The system serves a dual developmental objective: it is a monitoring tool for local government development and helps the municipality achieve its major strategic objectives through the organizational PMS.

The objective of this research was twofold: first, to evaluate the effectiveness of the PMS in delivering services and identify any obstacles or highlight the system's shortcoming and issues that may impede the implementation of the PMS. Second, the study aims to assess the PMS's efficacy as a means of promoting public accountability and provide suggestions for enhancing its practicality. Furthermore, the study will examine whether STLM utilizes its PMS.

In order to evaluate the usefulness of PMS in STLM, the study looked to answer the following research questions:

Main research question:

How does the PMS of the STLM contribute to service delivery and promote public accountability in the STLM?

Sub-questions:

1. What is the current PMS and appraisal process utilized by STLM?
2. How is the PMS aligned with the strategic objectives and goals of the municipality?
3. How does the monitoring and evaluation process support the Performance Management System in tracking progress in the provision of service delivery?

4.1.1 Themes and subthemes

Table 3: themes and subthemes

Themes	Subthemes
a) STLM's current PMS and appraisal process utilized	Current PMS status and Framework
	Understanding of the PMS and culture in the Municipality
b) Implementing a Performance Management System (PMS) is necessary to monitor the approved municipal strategies such as the Integrated Development Plan (IDP), Budget, and Fundamental service delivery and Budget Implementation Plan (SDBIP).	Alignment of IDP, Budget, and PMS (planning)
c) Monitoring and evaluation play a crucial role in assisting the Senior Team of the Local Municipality (STLM) to track the progress made in delivering basic services	Regular monitoring and evaluating the implementation of basic services delivery projects as set on the IDP
	Evaluation of the service providers on services rendered to the STLM
	Accountability of the Executive (Political office bearers) about the delivery of the basic services to the community

Themes	Subthemes
	Functionality and Effectiveness of PMS (planning, reporting, monitoring, Evaluation, and review)
d) Areas of concern hinder the implementation of PMS in contributing to the implementation of essential fundamental service delivery projects to the community	Access to basic services delivery
	Determine whether the services delivery projects that are implemented by the STLM provide value for money
e) Factors hinder the implementation of PMS in the administration of STLM.	Several factors hinder the implementation of PMS in the administration of STLM.

4.1.2 Codes

Table 4 coding

Participants	Position
Respondent 1	Community member
Respondent 2	Community member
Respondent 3	Community member
Respondent 4	Community member
Respondent 5	Community member
Respondent 6	Community member
Respondent 7	Community member
Respondent 8	Community member
Respondent 9	Community member
Respondent 10	Community representative structure
Respondent 11	Community member

Participants	Position
Respondent 12	Community representative structure
Respondent 13	Community representative structure
Respondent 14	Community representative structure
Respondent 15	Ward committee
Respondent 16	Ward committee
Respondent 17	PMS official
Respondent 18	PMS official
Respondent 19	IDP officer
Respondent 20	Technical Official
Respondent 21	Technical Official
Respondent 22	Section 56 Manager
Respondent 23	Section 56 Manager

To ensure anonymity, the researcher assigned pseudonyms (false names) to all participants in the study. The community members, ward committee, and community representation structures were represented by the community representative code while municipal officials' code represented the IDP officer, PMS official, technical officials and section 56 managers. The PMS is overseen by the municipal manager, with the IDP officers and PMS officials responsible for its administration.

The Technical Officials are responsible for the full-time planning, design, implementation, and monitoring of projects. The delivery of essential services to the community is the responsibility of the technical services department.

4.1.3 Institutional documents

Table 5: institutional documents

Institutional documents
IDP for 2017-2022
Budget 2021/2022 -2022/2023
SDBIP 2022/2023
Annual Reports 2019/2020
Annual Report 2021/2022
Auditor-General's reports 2020/2021
Audit Committee reports 2019/2020

An overview of the materials obtained from the Senior Team of the Local Municipality (STLM) and its website is presented in the table above. These institutional documents, which include Strategic Plans, Fundamental service delivery and Budget Implementation Plans (SDBIP), Integrated Development Plans (IDP), Annual Reports, Auditor General's reports, Oversight reports, IDP/PMS Forum reports (with all stakeholders in attendance), and Audit Committee Reports, were reviewed and analyzed. In addition, international and local PMS journals were analyzed to enhance the research project.

4.2 STLM's current PMS and appraisal process

4.2.1 Current PMS status and Framework

The concept of Performance Management System (PMS) has been defined by various scholars, including Van der Waldt (2014:6), Kanyane and Mabelane (2009:60), and Selepe (2018:540), as a tool for evaluating an organization's performance in achieving its strategic goals and objectives. They suggest that performance should be viewed as an ongoing process that encompasses planning, management, review, monitoring, evaluation, and development of organizational performance. In accordance with section 38 of the Local Government: Municipal Systems Act (Act 32 of 2000), chapter 6, individual municipalities are required to establish their own PMS to ensure efficient and effective

governance. Thus, the Senior Team of the Local Municipality (STLM) is expected to develop and revise its PMS policy framework to accommodate new objectives and mandated tasks.

The findings of the study revealed that the STLM currently has a PMS Framework in place, which is reviewed on an annual basis. Most participants confirmed that the STLM has developed a new Performance Management and Development System (PMDS) with cascading PMS employees of STLM. The municipal council approved the Final PMS Framework (council resolution no: C32/07/2022) on 29 May 2022 for implementation in the fiscal year 2022/2023, which includes both the PMS and PMDS policy frameworks.

These policy frameworks were developed based on the new Municipal staff regulations, resulting in two separate policies. The first policy (PMS Framework) focuses on organizational performance and the performance of senior management (Section 54(a) and 56 managers of the Local Government: Municipal Systems Act (Act 32 of 2000)), while the second policy (PMDS Framework) focuses on individual performance for all workers. The policy frameworks are available on the STLM municipal website, and staff employees have received training through voice automated videos. Councilors were also educated about the PMS framework during Section 80 committee meetings, and a training proposal for all councilors was put forward. An analysis of institutional documents shows that the PMS is operational.

4.2.2 Culture and Understanding of the PMS in the Municipality

Some participants representing municipal officials emphasized that the general environment of the STLM municipality lacks a culture of high performance, and there is improper implementation of PMS. Other participants also revealed that the primary concern for the municipality to institutionalize PMS. PMS is a strategic approach in local governance that equips municipal officials, councilors, and communities with a range of tools and techniques for planning, implementation, continuous monitoring, periodic evaluation, and review of the municipality's performance. This helps assess the effectiveness and efficiency of the municipality's targets and indicators.

According to participants from the STLM, communities described PMS as a management tool that tracks the performance of the municipality against preset targets and objectives outlined in the IDP's municipal SDBIP.

The purpose of this question was to gauge the participants' familiarity with PMS (Project Management System) before proceeding with the actual interview. Participants were asked to indicate whether they had an understanding of PMS or if they were unfamiliar with it. Among the respondents, individual's respondent 1, 4, 10, 17, 19, and 23 demonstrated a clear understanding of PMS, and the majority of them expressed a good level of comprehension on the subject.

Additionally, it is a method for monitoring and evaluating the performance of STLM and its staff. participants from the STLM communities revealed that the primary goal of PMS is to monitor project performance and hold officials and politicians accountable for the effectiveness and efficiency of fundamental service delivery. It is a system that ensures work inputs are effectively transformed into outputs, while also having a positive impact on the community's well-being. PMS tracks whether the specified goals for STLM are met within a specific time frame and serves as an early warning system for underperformance.

the officials interviewed in the study, explained that PMS aims to provide a comprehensive step-by-step planning, design, and implementation process that can help the municipality effectively manage the performance planning and measurement on a strategic level, focusing on both organizational and senior management performance. The municipality's PMS is a method for monitoring, reviewing, and enhancing the implementation of the IDP while assessing progress toward achieving its objectives. PMS aids the municipality and officials in monitoring and measuring its performance, identifying areas of underperformance, and improving them to meet the established targets, ultimately aligning the strategically planned targets.

The officials that were interviewed also emphasized that Senior and Middle Management undergo annual training to acquire sufficient knowledge and expertise for applying PMS to their performance and departmental reporting and implementation. However, most of the officials that were interviewed believed that the overall understanding of PMS among employees is average.

Respondent 10 explained that:

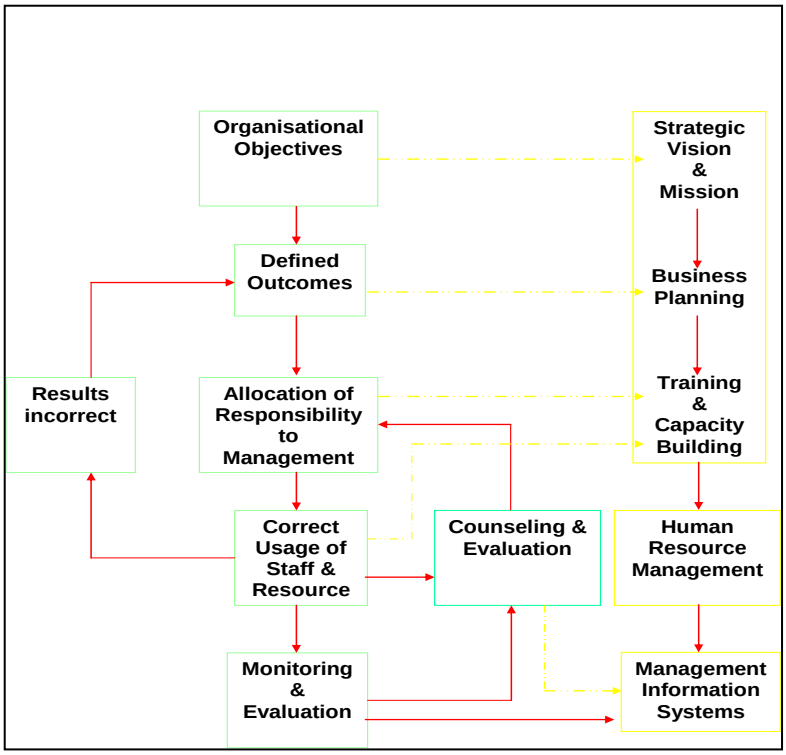
> "PMS as a comprehensive step-by-step planning, design, and implementation process intended to aid the municipality in effectively managing performance planning and measurement on a strategic level. It focuses not only on organizational performance but also on the performance of senior management. Within the municipality, PMS serves as a mechanism to monitor, review, and enhance the implementation of the municipality's Integrated Development Plan (IDP)".

In addition, Respondent 22 emphasized that:

> "PMS plays a crucial role in assisting the municipality and its officials in monitoring and measuring the overall performance of the municipality. By identifying areas where the set targets were not achieved, it helps the municipality improve its performance. Moreover, PMS is instrumental in aligning the strategic planned targets, ensuring a coherent and coordinated approach towards reaching the municipality's goals".

To address this issue, the municipality maintains a PMS Unit to guide and assist with the implementation of performance management. Additionally, the officials that were interviewed observed that lower-level employees are resistant to implementing PMS, and only management has a good understanding of it. One of the reasons for this resistance is the lack of awards or performance bonuses for lower-level employees, leading to PMS implementation only at specific levels. Most officials that were interviewed are of the view that not everyone in the municipality has sufficient knowledge of PMS, and lower-level employees may be joining the implementation process primarily for financial reasons without fully comprehending the process.

Figure 4: Effectiveness of PMS



(STLM PMS Framework, 2016:30)

In 2012, Manyaka and Sebola stressed the importance of PMS in detecting underperformance early and offering corrective measures once identified, as stated by Sehoa (2015:33). This not only helps struggling municipalities but also enables other levels of government to provide required assistance before a crisis occurs. Additionally, early warning serves as a tool to recognize both under and over-performance, as pointed out by Sehoa (2015:33).

4.3 Implementation of PMS is necessary to monitor the approved municipal strategies such as the Integrated Development Plan (IDP), Budget, and Fundamental service delivery and Budget Implementation Plan (SDBIP)

4.3.1 Alignment of IDP, Budget, and PMS (planning)

According to Sehoa (2015:21), the IDP serves as a development planning tool that provides direction and information for all municipal planning, management, and decision-making activities. It outlines explicit development objectives and targets, as well as provides guidance for enhancing performance through the establishment of key performance indicators (KPIs) and performance measurement criteria for the overall IDP

and specific initiatives. This helps management to align their actions with predetermined goals. The IDP takes precedence, and the PMS can then facilitate improved implementation. Both the Municipal IDP and PMS provide the foundation for engagement between the community, stakeholders, and council. The municipality strives to remain a participative and accountable government by ensuring adequate planning and PMS through IDP, based on municipally determined priority concerns, goals, and resources.

The respondents expressed that effective implementation of fundamental service delivery requires good planning. It is essential to align goals with institutional objectives through proper planning. Gathering information from the wards is crucial for planning, as it provides insight into the required effort, cost projections, and service performance expectations. This, in turn, assists management in their planning process.

As per the Annual Report (2022:198), the IDP is the primary strategic planning tool that informs and directs all planning, budgeting, management, and decision-making processes in the STLM. The IDP's objective is to ensure the efficient utilization of finite resources (budget) and accelerate delivery while attracting additional funding from all levels of government and the corporate sector. To gauge PMS effectiveness, the KPIs should consider how inputs and outputs align with the STLM's strategic objectives and goals.

According to institutional documentation, the PMS serves as the IDP's mechanism for implementation and monitoring. Specifically, the PMS in STLM is designed to oversee the progress of fundamental service delivery in line with the IDP's strategic objectives and priorities. To fulfill their obligation to work with local communities and improve their lives, municipalities are required by the Constitution to establish a PMS that can monitor, review, and enhance the implementation of the IDP. As a legally mandated process, the PMS helps “political office bearers” and municipal employees to be accountable to the communities they serve and to improve the quality of basic services. The STLM recognizes that performance monitoring is an ongoing task that runs concurrently with the IDP's implementation.

Fundamental service delivery targets refer to the standard and quality of services provided to the community, which include goals for reducing backlogs in essential

services. To achieve this, the SDBIP is a comprehensive one-year plan that covers a three-year capital or fundamental service delivery plan that includes the IDP and Budget (National Treasury, 2005:9). The institutional documentation review revealed that KPIs are employed to monitor performance, including outcomes and impacts, aligned with STLM's development priorities and objectives. To ensure community involvement, the municipality must comply with applicable legislation when developing KPIs and provide various platforms for community participation, such as Mayoral *Imbizos* and the municipality's Intergovernmental Forums.

To ensure that development priorities and objectives are measurable, the STLM puts considerable effort into establishing targets that can be quantified through percentages, quantity, monetary value, or time. Therefore, municipal authorities and “political office bearers” must give priority to implementing a PMS that aligns with the Constitution and other legislative requirements, taking into account community needs and objectives. On May 29, 2021, the municipal council adopted its 2021/2022 IDP as part of its legislative obligations, with budget and IDP priorities influencing the allocation of resources (Annual Report, 2022: 198).

According to 2021/2022 (Annual Report, 2022: 36), these consultation meetings are also used to gather community input on fundamental service delivery needs and disseminate information about the municipality's roles and responsibilities. Although six (6) Mayoral Outreach meetings were scheduled for the fiscal year under review, only five (5) were held. The primary objective of these consultations is to enable political leaders to get closer to the communities they serve and provide community members with a chance to voice their concerns and participate in council decisions. To keep the community informed, a bulk SMS system is utilized to send out timely updates. The municipality also organized quarterly integrated community *Izimbizos* to promote and educate the community about government programs and services.

According to majority (12 out of 16) of community representatives, they understood the relationship between the IDP, budget, and SDBIP, and acknowledged a strong alignment, particularly in planning. They also shared that they were involved in the development of the IDP, budget, and SDBIP, which included formulating organizational goals and five-

year performance targets. In addition, they participated in various consultative meetings such as community outreach meetings, mining consultations, stakeholder meetings, municipal *Imbizos*, and ward committee meetings. They considered the Community Consultation Meeting to be extremely crucial as it involved both the STLM and the community.

Respondent 1 confirmed that:

> "their responsibilities as members of the municipality, underscored their active participation in the development of credible strategic plans for the municipality".

In addition, Respondent 5 emphasized that:

> "these plans include the IDP, Budget and SDBIP. Additionally, they mentioned their involvement in community meetings that are organized and led by the municipality and ward councilors. During these meetings, they actively engage with the community to discuss and identify various needs and concerns. By doing so, they contribute to the overall process of planning and decision-making within the municipality, ensuring that the community's perspectives and requirements are taken into account".

Based on these engagements, the municipality can then prioritize communication needs based on available resources (budget and personnel), as disclosed by the majority (12 out of 16) of community representatives. They emphasized the importance of community participation as their needs are discussed or highlighted in these meetings.

The majority of community representatives (14 out of 16), agreed that the municipality prioritizes communal needs, such as road repair and upgrading infrastructure for piped water. The municipality provides basic services, attending to and fixing electrical and plumbing issues within hours, communicating water and light outages before they occur, and trimming grass throughout the seasons. During the IDP process, the municipality ensures that community needs are taken into consideration. Compared to other local municipalities, STLM is doing a good job addressing piped water on schedule.

Respondent 2 confirmed that:

> "STLM is actively providing service delivery to meet the community's needs. This includes addressing crucial aspects such as road repairs and infrastructure upgrades".

In addition, Respondent 11 emphasized that:

> "STLM prioritizes the fulfillment of community needs, focusing on projects that aim to enhance infrastructure and services. Specifically, they mentioned the improvement and maintenance of municipal roads, upgrading water supply infrastructure (piped water), and ongoing efforts to construct housing in the area. By undertaking these initiatives, the municipality aims to enhance the living conditions and well-being of its residents, showcasing its commitment to meeting the community's requirements and aspirations".

STLM officials that participated in the study agreed that they fully participate in the creation of the IDP, Budget, and SDBIP, with minutes from public meetings being correctly recorded to guarantee that they occurred. The senior STLM officials that were interviewed stated that management fully participates in the annual reviews of the IDP and budget and ensures that the STLM's IDP and Budget *Indaba* are convened on time in compliance with legislation. The senior officials in the STLM organize the strategic planning *Lekgotla*, attend to the implementation of resolutions taken in the previous financial year, and plan for the upcoming financial year. Additionally, the senior officials in the STLM are responsible for developing the PMS and ensuring that all PMS processes are implemented on schedule to comply with statutory requirements.

Respondent 19 confirmed that:

> "there is a close collaboration between the PMS and IDP units, particularly due to the legislative framework MFMA C88. This framework establishes the linkages between the IDP, Budget, SDBIP, and individual performance. Regarding their involvement in the development of the IDP, Budget, and SDBIP, they have specific

roles and responsibilities both units. These include ensuring that public participation meetings are conducted, accurately recording the minutes of these meetings, assisting with organizing strategic planning sessions, and actively participating in community meetings".

In addition, Respondent 23 confirmed that:

"indicated that "community meetings or outreach meetings aim to assess the level of development and progress made in implementing various projects. By actively engaging with the community and facilitating these processes, they contribute to effective planning, monitoring, and evaluation of projects to meet the needs and aspirations of the municipality and its residents".

4.4 Monitoring and evaluation play a crucial role in assisting STLM to track the progress made in delivering basic services

4.4.1 Regular monitoring and evaluation of the fundamental service delivery projects as set on the IDP

The senior STLM officials that were interviewed revealed that the monitoring data assists in determining whether the fundamental service delivery projects are on track and whether any anomalies can be corrected on the spot rather than changing everything in the projects' execution stage.

The STLM official documents also confirm with the assertion from the senior officials that monitoring of projects should be done regularly on a "daily, weekly, monthly, quarterly, and annual" basis to track the implementation of basic fundamental service delivery projects based on milestones defined in the IDP. Monitoring projects are focused on regularly updating all stakeholders about the project's progress or performance regarding objectives, scope, timelines, and budget, allowing for the elimination of discrepancies and

glitches. To keep the basic fundamental service delivery project within the budget allocation, the resources must be controlled by continual monitoring.

The majority of community representatives (13 out of 16) stated that the STLM offers progress reports on fundamental service delivery to the community through various means. These include municipal outreaches, ward committee meetings, IDP consultation procedures meetings, social media platforms, annual reports, and the STLM website. Additionally, the municipality presents the municipal performance report and solicits feedback from communities at least twice a year to identify gaps in project implementation. However, some communities are not reached through these gatherings, indicating a need to explore alternative social media platforms for engagement and improvement.

Respondent 1 confirmed that:

> “the municipality ensures that it consults communities at least twice in a financial year to provide the municipal performance report and further identifies the gaps of the project implementation from the communities”.

In addition, Respondent 5 emphasized that:

> “the community is informed on progress made on the project on a regular basis. There is a need for improvement as not all communities are reached through those meetings, therefore other social platforms should be utilized in this regard”.

These methods include using municipal websites, newsletters, community outreach programs meetings, community gatherings, ward committee reports, a WhatsApp group, and media slots. The progress reports are intended to assess the municipality's performance and provide feedback to the community.

Officials that were interviewed were found to be knowledgeable on evaluation and referred to "evaluation" as the "systematic and periodic" collection of information about actions that are used to determine if a project or program is effective in reaching its objectives and outcomes of the intervention to decide on the intervention. It assists individuals in making better decisions and providing information to the public. The goal of

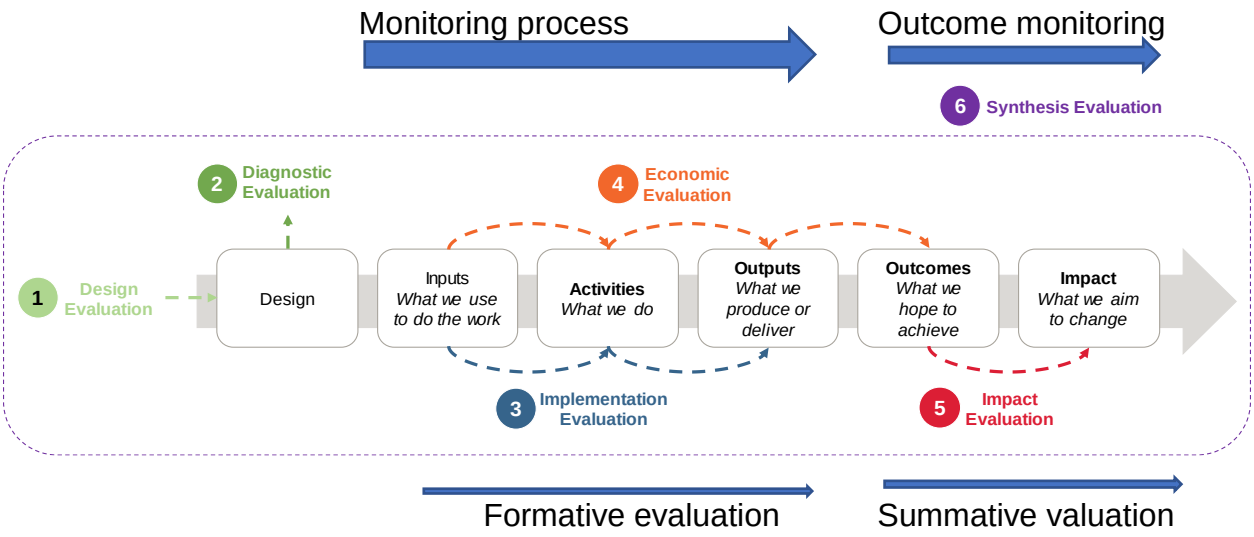
assessment is to determine the importance of goals, their efficacy, sustainability, efficiency, and impact. Evaluation is a decision-making process that identifies a project's disadvantages and strengths.

Respondent 21 confirmed that:

> "evaluation plays a crucial role in the STLM. STLM holds the progress meetings at the end of the month, the service providers are evaluated to determine the progress made on project or program. At the end of financial year there is an annual evaluation of service providers".

Officials that took part in the study confirmed that design evaluation is beneficial because it is performed at the start of the project and after the intervention has been identified and designed before it is implemented. The evaluation design process consists of: "planning for the evaluation phase; design evaluation phase; performing the evaluation phase; reporting evaluation findings; disseminating and following up on the evaluation's findings." As an evaluation strategy, mixed methods of assessment (formative and summative evaluation) can be used, with each method serving a specific objective in the effect evaluation.

Figure 5: Monitoring and evaluation



4.4.2 Evaluation of the service providers on services rendered to the STLM

Service providers have become increasingly important in the performance of municipal functions and supporting services, and their performance must be monitored by the STLM to ensure effective and efficient fundamental service delivery to the community. The objective of monitoring service providers' performance is to evaluate their performance under the contract. Conducting performance reviews during the contract period benefits both the Municipality and the service provider by helping them reach a common understanding of job requirements.

Establishing a rigorous reporting system is a valuable tool for providing feedback to service providers on their performance for each project. This process helps to identify the areas where the service provider is excelling and where improvements are required. The generated performance reports are useful for evaluating the service provider's performance on various aspects like pre-qualification, selective tender list, registration, tender review, and contract termination for inadequate performance. Additionally, the Municipality aims to support the government's developmental goals by adjusting business assistance techniques and interventions to meet specific firms' needs. By evaluating service providers, the Municipality can ensure that high-quality service is maintained, risks are reduced, and mechanisms are put in place to enhance performance where targets are not being met.

The data generated from the evaluation process can assist local officials in making informed decisions regarding service providers' suitability for pre-qualification, selected tender lists, or expressions of interest. The evaluation of Service Providers at STLM involves several steps. First, the Council approves thresholds for the size and categories of service provider contracts in accordance with the contract management policy. These thresholds are reviewed annually and include monthly performance reviews supported by the Supply Chain Management Policy. For contracts valued at R200,000 and above, competitive bidding is required in accordance with the STLM Supply Chain Management Policy, which has been authorized by the Council. This policy applies to contracts for

goods and services obtained through the Supply Chain system, as well as contracts for services.

In order to ensure clear expectations, the service provider is required to sign a service level agreement that outlines the services to be provided, deadlines, and evaluation methods. The service provider's performance will be evaluated based on the Key Performance Indicators (KPIs) established during the Supply Chain Management specification phase for procurement, which are designed to measure performance in the context of the entire project. To monitor performance, the STLM will establish appropriate KPIs for the contract, using the SMART principle outlined in the Organizational Performance Framework and audited by internal audit.

The contract also takes into account the respective roles and obligations of the Municipality and the service provider. For example, if the end user or Municipality wishes to change the scope of work or criteria after the service level agreement has been signed, officials responsible for evaluating or reviewing the service provider's performance must consider whether external factors or Municipality action have hampered adequate progress or project completion.

The procedures used to evaluate service providers at STLM must adhere to the policy standards and should be incorporated into their contracts. The service provider's performance is assessed by the contract manager on a monthly basis using a contract management system. At the end of each month, or upon contract completion or termination, the contract manager completes the service provider assessment on the system. Additionally, a quarterly assessment and reporting is carried out within 15 working days following each quarter's end.

At the conclusion of each quarterly assessment period, as well as upon contract completion or termination, the Contract Manager shall provide the service provider with a copy of the assessment. The Supply Chain Management Unit, which is responsible for contract management, will review the service provider assessments within 20 days of each quarter's end and present a summary report to the Council.

All of the STLM officials that participated in this study agreed that service providers should be evaluated based on the services they provide to the municipality.

Respondent 17 confirmed that:

> "the municipality has started to put policies and procedures in place to be able to monitor the service providers more accurately based on progress, expenditure and SLA's. the services providers are been evaluated on monthly basic by the project leader".

The municipality has begun to implement policies and procedures to more accurately monitor service providers based on progress, expenditure, and SLAs. Service providers signed SLAs with the municipality, and these milestones are required as a means of contract payment, allowing for easier monitoring and evaluation. The municipality conducts monthly progress meetings to assess the performance of service providers, and at the end of each month, evaluations are carried out. Furthermore, an annual evaluation of service providers is conducted at the end of the fiscal year.

All of the STLM officials that participated in this study agreed that service providers should be evaluated based on the services they provide to the municipality. The objective of performance monitoring of service providers is to gauge their performance under the contract. Assessments during the contract period assist both the STLM and each service provider in understanding the job requirements of both parties. Since many municipal functions and supporting services are outsourced to service providers, they play a crucial role in the organization's performance. It is the responsibility of the Municipality to ensure effective and efficient fundamental service delivery to the community.

The responses from the officials that were interviewed in accordance with Sections 41 and 46 of the Local Government: Municipal Systems Act 32 of 2000, the municipality is accountable for monitoring and evaluating the implementation of the agreement, including the performance of the service provider. The Municipality has instituted policies and procedures to monitor service providers based on progress, expenditure, and SLAs. Service providers are required to sign SLAs with the municipality, and these milestones

serve as a means of contract payment, making monitoring and evaluation easier. Progress meetings are held every month by the municipality, and service providers' performance is assessed at the end of each month. At the end of the fiscal year, an annual evaluation of service providers is conducted.

4.4.3 Accountability of the Executive "Political office bearers" about basic services delivery to the community

According to community representatives that were interviewed indicated that "political office bearers" are responsible for representing the community members in the municipality and ensuring that all municipal initiatives are implemented within the allocated budget and timeframe, with a focus on prioritizing local residents in these projects.

Respondent 18 confirmed that:

> "the role of the executive is to do oversight in making sure that municipality complies and achieves goals and targets, propose changes to the priorities, objectives, key performance indicators and performance targets of the municipality, and submit priorities and objectives of the IDP to council for approval".

As community representatives, elected politicians must provide regular reports to their constituents and be answerable for the decisions made by the municipality. The "political office bears" are accountable to the community for overseeing fundamental service delivery, making decisions, and managing resources through the collection, distribution, allocation, monitoring, and control of these resources. Additionally, effective oversight and accountability are necessary to ensure that the council's obligations are carried out efficiently.

All of the STLM officials that participated in this study indicated that the executive, or political bears, are accountable for several key responsibilities, including submitting the PM System Framework to Council for approval, presenting the municipal strategy and institutional scorecard to Council for approval (now incorporated in the IDP), approving the SDBIP, entering into a performance agreement with the municipal manager on behalf of Council, assigning the responsibility of managing the PMS to the municipal manager,

and reporting to Council on the mid-term review and annual performance report of the municipality. The executive, or political bears, also supervise the development of the municipal IDP, SDBIP, and PMS, and are responsible for ensuring municipal compliance and the accomplishment of objectives and targets through quarterly performance monitoring.

The senior STLM officials that were interviewed agreed that the executive has a role in overseeing the municipality's performance by using KPA and KPI, which are outlined in the IDP. They also monitor the municipality's performance by reviewing quarterly performance reports.

The research emphasized that developing and implementing PMS must be done in a transparent and inclusive manner. The system should provide the public with information on how the municipality operates, how public resources are used, and who is accountable. The implementation framework, which will be a part of this policy, will define how this idea will be put into action.

The response from the officials that took part in the study confirm that “political office bearers” should act as a liaison with the community and the municipality. They communicate all municipal programs, plans, and projects to community members on behalf of the municipality.

Municipal policies and documents that related to the PMS in STLM also confirm the officials’ “political office bearers” play a crucial role in linking the community and the municipality. According to the Annual Report (STLM,2022) outlined the roles of the political office bearers on chapter two (2). It further provided that “The highest decision-making body within the municipality is known as the Council. It is comprised of public representatives who are elected during municipal elections, as dictated by the Electoral Act and the Constitution of the Republic of South Africa. After the Council is established, key roles are assigned. These include the Speaker, Chief Whip and the Executive Mayor. The Executive Mayor then proceeds to appoint six (6) Members of the Mayoral Committee (MMCs) from the pool of elected Councillors, who assist the Executive Mayor in their duties. To support the Council in carrying out its responsibilities, there are Section 79 Committees in place. These committees consist of Portfolio Committees, Municipal Public

Accounts Committee (MPAC), Audit and Performance Audit Committee (APAC), Ward Committees, and various other subcommittees (STLM,2022:23).

These municipal administrative committees play a crucial role in assisting the Council with governance matters. The Municipal Manager chairs these committees and holds the position of the Accounting Officer. Furthermore, for more specialized tasks and meetings, sub-committees and departmental meetings are organized and chaired by the respective Heads of Departments (HoDs) (STLM,2022:23). The municipal structures communicate all municipal programs, plans, and projects to members of the community on behalf of the municipality. Section 53 (1) of the Local Government: Municipal Systems Act (Act 32 of 2000) requires that each political structure and office bearer of the municipality, as well as the municipal manager, must have defined roles and responsibilities within the framework of the Municipal Structures Act, this Act, and other applicable legislation. According to municipal hierarchy and protocol, only the Municipal Manager reports directly to politicians. The Executive engages directly with the community through community outreach programs.

Furthermore, the executive is responsible for developing PMS policy, as stated in Sections 38 and 39 of the Local Government: Municipal Systems Act (Act 32 of 2000). They may delegate authority to the Municipal Manager for this task. Additionally, the Executive is responsible for submitting the PMS and quarterly performance report for approval to the Council. This study found that this was not the case.

Half of the community representatives that were interviewed (8 in 16) felt that the executive (political bears) shift the blame and do not accept full accountability. The labour strike took place for two to three months (give the year the strike took place) and hampered the service of garbage removal to the community. The political authorities were unable to control the employees' strike, which lasted for some time and significantly impacted fundamental service delivery. Most of the time the executive shifts blame to other parties, like contractors or municipal officials where projects have failed or are not implemented according to plan as the respondents revealed.

The STLM community is experiencing challenges associated with access to clean water and tripping electricity and there is no clear communication coming from the municipality

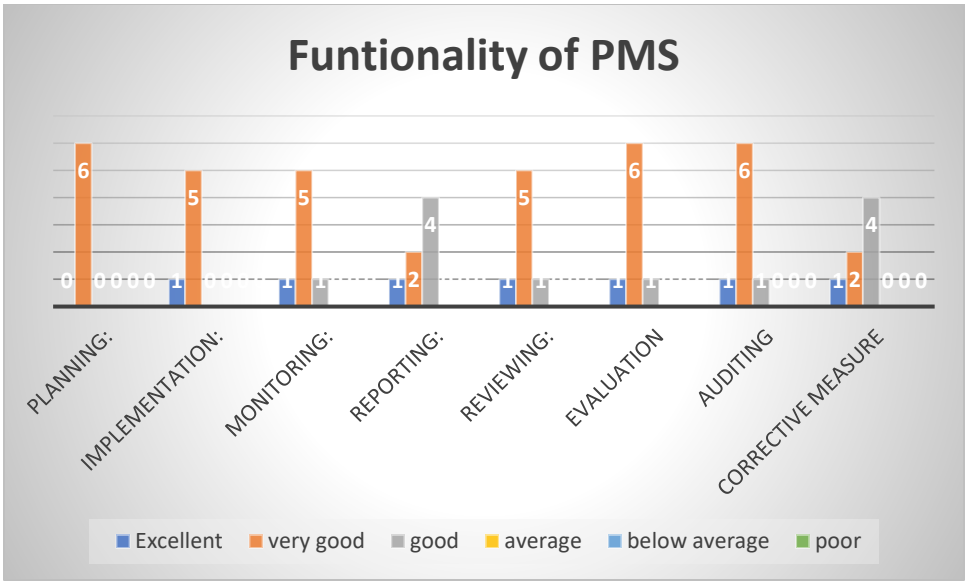
on how these issues are to be addressed. The turnaround time for fixing electricity problems takes longer than is normal. For the executive to take full responsibility they should be accessible to the local communities.

The officials including PMS officials interviewed mentioned that the executive is obliged to engage with the community through a consultative process, when preparing a budget, drawing up, and/or reviewing an IDP. Further to these consultative meetings there should be regular meetings and/or media communications informing the community about matters which cannot wait for the two consultative processes. However, the study found that regular meetings are not held, and it was left to the ward Councillors to communicate with the communities, which at times becomes a problem as ward Councillors would make commitments on behalf of the municipality without authority. Efforts are made by the executive to fully respond to all challenges raised by the community members, but due to financial pressures, not all community needs are attended urgently as confirmed in the IDP report (STLM, 2016).

Some scholars emphasize that senior officials and political officials in particular have a significant role in public fundamental service delivery because successful leadership promotes transparency, collaboration, clear roles, involvement, understanding, and accountability in fundamental service delivery (Kalonda & Govender, 2021:2). The finding above on the disconnect between the political officials and municipal employees has a negative impact on service delivery and the implications on how the STLM implements its PMS.

4.4.4 Functionality and Effectiveness of PMS (planning, reporting, monitoring, Evaluation, and review)

Figure 6: Functionality of PMS



The above table shows the total of seven municipal officials (senior managers, PMS officials, IDP official, Basic services delivery officials) who responded provided details on the functionality of PMS. The municipal officials who were interviewed were asked whether all the aspects of PMS were fully operational in the municipality. All eight (8) responded that the various aspects operated differently as shown in the table above. The statistics show that the six rated planning, evaluation, and auditing are very good in terms of functionality. While five-rated implementations, monitoring and reviewing are very good. Additionally, reporting and corrective measures were rated good by four respondents. Therefore, PMS is fully functional at STLM based on the information provided by the relevant officials who were interviewed. This information was confirmed by a review of institutional documents which revealed that the PMS is currently established and fully functional. The municipality has received clean audits under the PMS last three financial years (2021/2022; 2021/2020 and 2019/2020) from the Auditor General.

The municipal officials confirm the assertion made earlier in the literature section that all component activities, including "planning, reporting, monitoring, evaluation, review, audit, and corrective actions," collaborate and support one another, resulting in an impact on community livelihood in terms of fundamental service delivery, which leads to effective

PMS. PMS also allows members of the public and other interested parties to track progress, allowing councilors to better grasp the issues at hand and identify areas for improvement. The municipality provides services that are critical to the well-being and growth of communities. PMS is critical for focusing the public's and oversight authorities' attention on whether municipalities are delivering value for money by assessing their performance against fundamental service delivery targets and budgeted budgets, and for alerting management to areas where corrective action is required.

Respondent 23 confirmed that:

> "PMS is a comprehensive system comprising interconnected parts that form a coherent whole. The PMS is also a tool and science that provides a framework for identifying gaps and interrelationships within a larger whole. It is a critical instrument for addressing various domains such as politics, society, culture, the environment, and the economy. PMS serves as a technique for problem-solving, simplifying complex issues, and effecting change. It encompasses key concepts such as judgment and decision-making, system analysis, system evaluation, and abstract reasoning about how different aspects of a work process interact".

Furthermore, the objective of PMS functionality is to facilitate enhanced decision-making and simplify intricate adaptive systems. PMS is a language that comprehends complicated situations holistically and is interdependent. Its functionality emphasizes the concept of viewing the system as a whole and recognizing each PMS component's sympathetic role in the system while considering the chaos of feedback observation. The functionality of PMS assists STLM in avoiding wasting money, time, capacity, and resources, as well as comprehending the behavior of critical processes. It is advantageous to elucidate the confusion in novel and diverse ways to openly address the underlying problem. This enables us to make the best possible decision, and the decision we make will affect the other parts of the system. It advocates for change and has an impact on essential fundamental service delivery.

Respondent 21 emphasized that:

> “the PMS is not entirely functional as it faces challenges in proper planning, insufficient capacity, unmet PMS unit targets as promised in the IDP, and a lack of institutionalized monitoring and evaluation”.

The objective of this study is to assess the effectiveness of the Performance Management System (PMS) in the Steve Tshwete Local Municipality (STLM) in delivering services, promoting public accountability and to identify any obstacles, shortcomings, or issues that may hinder the implementation of the PMS.– The literature review highlights various perspectives on the objective of assessing the effectiveness of the PMS in the Steve Tshwete Local Municipality (STLM). Scholars and researchers in the field emphasize the significance of PMS as a strategic tool for delivering services and promoting public accountability in local government settings.

Several studies emphasize the role of PMS in enhancing service delivery by providing a framework for planning, monitoring, and evaluating performance at both the institutional and individual employee levels (Eltweri & Cavaliere (2020:57; Buallay, Fadel, Alajmi & Saudagaran, 2020; Vunjak, Radaković & Dragosavac, 2020:27; Imran, Ejaz, Spulbar, Birau & Nethravathi, 2020:3406; Ahmad & Jameel, (2021:259; Batista, Caiado, Quelhas, Lima, Leal Filho & Yparraguirre, 2021: 127516; Amah & Oyetunde, 2019: 319-333; Saleh, Yusoff, and Al-Dhaafri, 2020.

The PMS should be utilised as a mechanism to ensure that all municipal departments work collaboratively towards achieving the stated goals of the institution. By using tools like the balanced scorecard (BSC), the municipality can track progress towards fundamental service delivery benchmarks and key performance indicators (KPIs), ensuring continuous improvement and efficiency.

However, the literature also highlights potential obstacles and issues that may hinder the effective implementation of the PMS in the STLM. These challenges may include inadequate training and capacity building for employees and supervisors, communication gaps, lack of political will, and resource constraints. Additionally, the absence of institutionalized monitoring and evaluation processes can hinder the tracking of progress

and impact of the PMS on service delivery. The unit responsible for the implementation of the PMS in the STLM did confirm the existence of these capacity challenges as highlighted below.

Furthermore, the literature emphasizes the importance of community involvement and accountability in the PMS. Community participation through forums and public consultations ensures that the PMS reflects the needs and expectations of local communities, fostering transparency and public accountability in the municipality's performance. The literature review indicates that the objective of this study, to assess the effectiveness of the PMS in delivering services, promoting public accountability, and identifying potential obstacles, is well-aligned with the current discourse on performance management in local government contexts. By addressing the challenges identified in the literature, the study can contribute valuable insights to enhance the implementation of the PMS in the STLM and potentially inform improvements in performance management practices in other similar settings.

While the STLM had systems in place for obtaining and reporting performance data, the study found that administrators faced challenges in meeting performance management and reporting obligations. These challenges were compounded by factors such as inadequate staff resources, labor unrest, outdated infrastructure, and accountability issues at operational level. The absence monitoring and evaluation processes in operational level was identified as a major hindrance to effective PMS implementation. This made it difficult to track progress and the PMS contributed to fundamental service delivery. The study also revealed that the STLM needed to prioritize the implementation of PMS as a mandated tool for monitoring and evaluation to ensure the delivery of quality essential services.

One of the significant challenges is the inadequate training and capacity building for employees and supervisors involved in the PMS. Without proper training, staff may struggle to understand and effectively implement the PMS, leading to inconsistencies in performance monitoring and evaluation. Additionally, the lack of skills and knowledge may

hinder the municipality's ability to utilize the PMS as a strategic tool for service delivery improvement.

Furthermore, the STLM may face obstacles related to resource constraints. Insufficient financial and human resources can impede the proper functioning of the PMS and hinder its effectiveness in delivering services and promoting accountability. The lack of necessary resources can limit the municipality's ability to conduct regular evaluations and monitor performance adequately.

Political will is another crucial challenge for the STLM. The commitment and support of political leadership are essential for the successful implementation of the PMS. If there is a lack of political will to prioritize performance management and accountability, it may result in limited resources and attention being allocated to the PMS, undermining its effectiveness.

The STLM should review and strengthen its PMS policy frameworks to ensure they align with new municipal personnel regulations and provide a broader framework for supporting PMS implementation. Institutionalizing evaluations within the local government should be considered to promote evidence-based policy formulation and execution. An awareness campaign should be launched, and comprehensive training on PMS should be provided to all employees, supervisors, politicians, and community members. This will help create a common understanding of the PMS and foster collaboration in its implementation.

The STLM should prioritize employee well-being by implementing wellness programs and initiatives. Addressing employee stress and burnout can contribute to improved productivity and service delivery. By implementing these recommendations, the STLM can enhance the effectiveness of its PMS and overcome the deficiencies identified in the study. Additionally, the study suggests avenues for further research, such as exploring the impact of various project management methodologies on PMS effectiveness and the potential benefits of integrating artificial intelligence into PMS systems.

4.4.5 Officials responsible for PMS in STLM

The PMS department in STLM is in charge of both organizational PMS and individual PMS. However, the PMS is functional at the strategic level which leads to inadequate

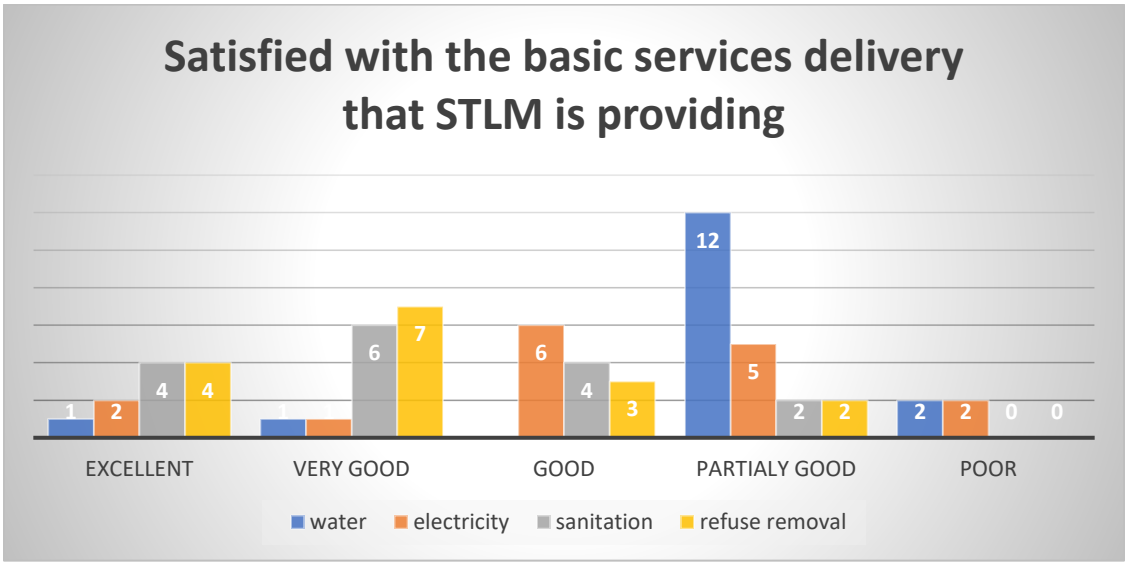
Monitoring and evaluation at operational level as has been evidenced by the findings on the employee strikes and disconnect between the political office bears and the municipal employees when the strike occurred

There is a lack of common understanding of PMS at the institution, and job evaluation for municipal employees has not yet been completed as was revealed by the PMS officials who were interviewed. Burnout and stress among the employees as an increasingly problem for the municipality as employees' well-being deteriorates owing to limits on physical and mental health, resulting in labor unrest. This issue also affects PMS employees. In the long run, the STLM may confront lower productivity and wellness issues, which could limit municipal fundamental service delivery as well as the implementation of the PMS.

4.5 Areas of concern hinder the implementation of PMS in contributing to the implementation of essential fundamental service delivery projects to the community

4.5.1 Access to basic services delivery

Figure 7: Satisfaction with the basic services delivery



Sixteen (16) community representative respondents were asked and fourteen (14) stated that the water was unclean and unsafe to drink, implying that the community chose to acquire water for drinking from stores.

Respondent 15 emphasized that:

> "Water not clean, community buy water for drinking. Sometime water quality is black instead of blue drop quality compliance".

The water supplied by the municipality does not meet aesthetic parameters as most of the time the water is coloured. The other concern that was cited by the respondents regarding the unsafe drinking water in STLM is acid mine drainage since the municipality is located among various mines that are operating in the area.

Compared to other factors, the dissatisfaction level with water quality is notably high. Respondents also reported frequent disruptions in the water supply to households due to burst pipes. Institutional documents indicate that the STLM water systems are encountering issues due to the aging infrastructure and a growing population (Macanda, 2007:51).

Seven (7) community representatives that were interviewed further mentioned that the present difficult problem in fundamental service delivery related to the interruption of electricity supply caused by chronic load shedding and they rated below satisfaction. Load shedding has a detrimental impact on the delivery of essential services to the community. It becomes expensive to operate standby generators due to the high cost of fuel, exacerbating the situation.

Load shedding has several disadvantages that impair water supply. As a result, it remains a major issue. Pumping and purifying water requires electricity at water treatment plants and pump stations. During power outages/load shedding, most sections in the township have minimal water pressure, and some have no water at all, especially during stage 06. Electricity interferes with traffic lights resulting mostly in accidents. Load shedding also has an impact on businesses, particularly small enterprises.

The respondents noted with concern that during load shedding, the majority of small businesses are forced to close shop for the duration of load shedding. This consequently impacts the profit margins of the businesses. As a result, employees are temporarily laid off. The inability of businesses and households to pay municipal rates and taxes is also having a negative impact on STLM's revenue generation.

STLM's credit-control policy prohibits households and businesses from purchasing electricity from the municipality if they owe rates and taxes (STLM, 2022). This policy hinders the provision of quality basic services, particularly the uninterrupted supply of electricity, which is a basic need mandated by the Constitution.

According to institutional documents, there is a prevalence of illegal electrical connections, cable theft, and infrastructure damage in STLM. These issues, which occur primarily during load shedding, have resulted in a delay in restoring electricity in many areas and the provision of essential services as the municipality is in the process of repair. This has also affected the municipal inventory in terms of required components due to constant replacement and repairs of damaged electrical infrastructure.

Respondent 11 confirmed that:

> “they raised the matter of improvement on refuse removal due to a labor strike that took two to three months to be resolved. During the period of labor unrest, the municipality did not collect refuse from households and businesses in the municipality. He mentioned that the strike could have been averted had the STLM taken into consideration the grievances of employees which related to disparities in the salaries of management and lower-level workers”.

The findings of (STLM 2019/2020:39) support the assertions of the respondents regarding the delivery of basic services. According to this study's findings, surveyed respondents were generally satisfied with the STLM's services; however, there were certain areas of concern, including the water's cleanliness, which received ratings of 43%, 57% for road

quality, and 67% for sanitation (STLM 2019/2020:39). The STLM is faced with a significant challenge of aged infrastructure, "wastewater treatment plants," with most critical equipment already beyond its useful life and refurbishment of this, including upgrades resulting from growing demands, is ideal but difficult to attend to due to the current economic challenges (STLM 2017: 130).

The majority of community representatives that participated in the study thought that the municipality was not completely maintaining roads because the community roads were not up to par and had a lot of potholes. The municipality patching of potholes program is not sustainable as it only seals potholes and does not correct structural layers of the road. This exercise is continually repeated because symptoms are repaired not root causes.

The municipality must implement effective preventative and routine maintenance which meets quality parameters in terms of TRH and SANRAL Guidelines. This will eliminate poor workmanship and minimize the regeneration of potholes, especially during raining season. The quality standard of the municipality has dropped drastically resulting in no value for money.

Municipalities' poor performance is often attributed to a lack of strong leadership and political stability. According to community members interviewed (8 in16) felt that executives (political bears) shift the blame to others and do not accept full accountability. The labour strike that took place for two to three months hampered the service of waste removal to the community. The political authorities were unable to control the employees' strike, which lasted for some time and significantly impacted fundamental service delivery.

Labor unrest lasted more than three months, affecting fundamental service delivery during the 2022/2023 financial year. For that period, waste was not collected, and potholes were not patched, which hampered fundamental service delivery.

During the strike, the municipal call center was non-functional which resulted in delays in basic service complaints being attended to. Currently, the municipal call center performance remains below satisfaction as most calls are unanswered and complaints are attended to after the municipal standard timeline.

The water supplied by STLM does not fulfill aesthetic standards because it is frequently colored. The respondents' other concern about the dangerous drinking water in STLM was acid mine drainage because the municipality is located near several mines that are active in the area. Due to aged infrastructure, the STLM is continuously plagued with burst water pipes that disrupt the continuous delivery of water to residents. Furthermore, due to the increased population, STLM water systems are experiencing difficulties.

Load shedding is one of the negative challenges that affect the supply of basic services to the community, as operating standby generators becomes expensive due to rising fuel costs. Load shedding has various drawbacks that affect water supply. As a result, it remains a significant issue. Water treatment plants and pump stations require electricity to pump and filter water. During power outages/load shedding, most portions of the township have little or no water pressure, especially during stage 06. Electricity interferes with traffic lights, resulting in a high number of accidents. Load shedding affects businesses, particularly small businesses.

Unlawful electrical connections in STLM, cable theft, and infrastructure degradation, most of which occur during load shedding, have resulted in a delay in restoring electricity in most regions and the provisions of basic services while the municipality is making repairs. During the labor dispute, the municipality did not collect waste from residents and businesses.

The municipality's pothole patching program is unsustainable because it just covers potholes and does not address the structural layers of the road. This has resulted in a repetitive exercise because only symptoms were treated rather than the core problems. The municipality's quality level has plummeted, resulting in no value for money.

Municipalities' poor performance is sometimes ascribed to a lack of strong leadership and political stability, as executives (political bears) deflect criticism and refuse to accept full accountability. The labor strike lasted two to three months and impacted the community's waste removal operations. The political authorities were unable to keep the employees' strike under control, which persisted for some time and had a substantial impact on fundamental service delivery.

4.5.2 Services delivery projects that have been provided by the STLM are for value for money

Community members that took part in the study raised concerns that the STLM does not provide value for money on road projects because the repairs of potholes on municipal roads will only last for two weeks and be in a state of disrepair again. The reason for this is that one project, such as repairing failing roads or water pipes, is performed over and over again.

Respondent 6 confirmed that:

> “the services of the municipality are not all doom and gloom. There is however, room for improvement in the provision of the services that are rendered by the municipality. Some service delivery there is value for money like the school that was built. Some like the fixing of potholes there's no value for money”.

4.6 Factors that hinder the implementation of PMS in the administration of STLM

The PMS unit is made up of three officials within the STLM who are in charge of organizational and individual PMS. It is possible that some PMS components may not be fully implemented due to the municipality's inability to deliver every aspect of its mandate to an acceptable standard and within budgetary constraints. In such cases, priorities must be set, and resources allocated to address the most critical needs and issues. This requires a careful assessment of the municipality's capacity, resources, and fundamental service delivery priorities to ensure that the implementation of PMS is aligned with the municipality's overall objectives and goals.

The organizational structure of PMS in the municipality inhibits the proper functioning of PMS. All the officials that were interviewed observed that the institutional environment of STLM lacks a high-performance culture despite a lot of training provided to all municipal officials.

Respondent 9 confirmed that:

> "Despite providing extensive training to all municipal officials, STLM still lacks a high-performance culture within its institutional environment due to the PMS is not implemented at operational level".

This will hamper the provision of services delivered by the organization due to municipal officials' views regarding PMS as a rewarding system. STLM municipal officials further mentioned that organizational culture that is not conducive for cascading PMS to lower-level employees results from, *inter alia*, job evaluation that has not been concluded, resistance from staff on lower-level posts, compliance with deadlines, and lack of interest in PMS.

The opinion of the officials participated in the study is that employee stress and burnout are significant issues that require attention through performance management. As employees' well-being declines due to physical and mental health constraints, burnout and stress persist and worsen, becoming an increasingly important topic for the municipality.

Respondent 18 confirmed that:

> "labor unrests that limited the access to the Municipality and it delayed service delivery".

In addition, Respondent 22 confirmed that:

> "labour union seeing PMS as punitive".

Failure to address worker burnout in a timely manner could lead to decreased productivity and wellness issues for the STLM in the long run, potentially impeding fundamental service delivery in the municipality.

In light of the above, the study found that effective performance management systems (PMS) did not align municipal objectives and facilitate effective communication across the

STLM. Without accountability to the citizens they serve, municipal officials cannot achieve meaningful reform. The implementation of PMS is therefore necessary for change. The research revealed that STLM's provision of water and electricity remains a concern, with the majority of the informants expressing dissatisfaction with the quality of these services in the area.

Municipal officials observed that the following challenges on administration include: a lack of human resources and skills required to effectively implement PMS in STLM; the absence of institutionalized monitoring and evaluation processes making it difficult to track the progress and impact of PMS; Insufficient funding for aging infrastructure which hinders the implementation of PMS and limits the municipality's ability to address issues that impact fundamental service delivery; a resistance to change and a lack of buy-in from stakeholders (labour union) can hinder the effective implementation of PMS in STLM.

4.7 Conclusion

The study found that the IDP and Budget were formulated and aligned adequately, following proper planning processes. Although the municipality has a functioning PMS unit, there is a significant challenge in monitoring and evaluating its effectiveness, which adversely affects the fundamental service delivery by STLM. Quality assurance of the services provided is monitored through invoices, and on-site monitoring is limited, leading to poor performance. Thus, the same projects are undertaken repeatedly without achieving value for money.

Moreover, the research revealed administrative challenges, such as a lack of human resources and skills required for effective PMS implementation in STLM, insufficient funding for aging infrastructure, and resistance to change. Additionally, stakeholders such as labor unions lack buy-in, which can hinder the PMS's effective implementation in STLM.

CHAPTER 5: Analysis of findings

The primary goal of this research is to draw informed conclusions and recommend possible studies based on empirical evidence and observations. The purpose of this research is twofold: first, to evaluate the effectiveness of the PMS in delivering services and identify any limitations or obstacles that may impede its implementation. Second, the study aims to assess the PMS's efficacy as a means of promoting public accountability and to provide suggestions for enhancing its practicality. To achieve these objectives, the research will investigate whether the current PMS utilized by the STLM is achieving its intended goals and to explore the role of evaluation in the PMS.

The primary goal of the study should be to establish whether the STLM PMS is meeting its objectives and whether PMS and productivity affect core service delivery. Specifically, the study examines the implementation of PMS legislative imperatives in local government, including STLM. The study confirms that the Local Government Systems Act 2000 32 provides an overarching legislative framework that identifies PMS as a strategic tool for periodically planning, performance measures, evaluation, regular monitoring, measuring, and reviewing the performance of both the institution and individual employees. Through PMS, the municipality can ensure that all departments work collaboratively to achieve the stated goals of the institution.

The literature review has revealed certain theoretical ideas that comprise a PM framework. The BSC framework was used by the STLM to build its PMS, and it is now the strategic PM tool being used in the PM implementation. Performance goals, planning, monitoring, data collection, evaluation, execution, and improvement, as well as reporting, are examples of ideas. The researcher concurred with Masango (2000:66) and Van der Waldt (2014:7) that performance targeting, performance criteria, and a performance evaluation system were essential elements of a successful PMS.

PMS is a method for controlling institutional and individual performance against predetermined institutional goals. The usage of BSC has been targeted by STLM since the development of the strategic strategy, which cascaded to vision, mission, values, strategic goals, and execution plan in the form of strategies and programs. The study

found that the STLM used the "balanced performance scorecard" (BSC), which is linked to the institutional objectives, mission, value and vision. This is the procedure that connects the Municipality's intergraded development planning, budgeting, and SDBIP processes, which form the foundation of the PMS design to ensure accountability. Relate this to the section in Chapter 4 that confirmed this.

The BSC also enables the council to track the municipality's progress toward quarterly fundamental service delivery benchmarks. Fundamental service delivery targets and key performance indicators (KPIs) are SDBIP components that help municipalities prepare for fundamental service delivery for that fiscal year and must be monitored and assessed. Key Performance Indicators (KPIs) was used to track the effectiveness, outcome, impact and efficiency of essential fundamental service delivery projects.

The research concurred with the requirement by law that the municipality ensure community involvement in performance indicators through various means, such as participating in local intergovernmental forums and mayoral *imbizos*. These channels of public participation serve to inform communities about the essential functions of the municipality, which include fundamental service delivery, community consultation, and public accountability. Increasing and improving accountability is a significant objective of local government performance evaluations, which was supported by the literature review and the majority of responses from participants that were interviewed who are involved in the STLM community participation structures.

The study reveals that the STLM conducted performance evaluations by providing feedback about organization performance to community and allowing the institution to encourage responsibility. The study also confirmed that the STLM utilized its internal audit function to evaluate service delivery performance reports as well as the BSC regularly as well as regular evaluation of service providers.

Notwithstanding established systems and methodologies, the study found that the performance and supply of quality basic services in South Africa remained largely unachievable by the STLM departments tasked with addressing the requirements and expectations of local communities.

The study finds that the occurrence of this unfortunate state of affairs can be partly attributed to STLM's failure to prioritize PMS as a mandated tool for M&E to ensure that communities receive uninterrupted quality services. The absence of institutionalized monitoring and evaluation processes makes it difficult to track the progress and impact of PMS. To ensure the providing of quality essential services, it is critical that the implementation of PMS be made a cornerstone of each and every local government.

5.1 Themes on PMS emerging from the study

Onwuegbuzie and Leech, (2006:475) maintain that "establishing the research question(s) is a crucial phase in both the quantitative and qualitative research processes because these questions focus the objective and objective of the research to a restricted range of issues that researcher are trying to solve". Based on these assertions, the researcher attempted to identify the relevant issues that would assist in analyzing the effectiveness of PMS in STLM as well as offer possible recommendations for effective PMS monitoring and assessment in STLM and more broadly to municipalities given the current state of performance implementation in local government in general and STLM in particular.

According to Haycock and Labuschagne (2006:262), Nzimakwe and Ntshakakala (2016:20), Van der Waldt (2014:2), Khuenoete, et al (2017:170), The Auditor General (2022:9), and Ramuvhudu (2012:5), inadequate monitoring and assessment of PMS implementation creates additional issues for the majority of municipalities in South Africa. Monitoring and evaluation is one technique for fostering a culture of good governance since it promotes openness, access to information, and accountability. The primary issue that was found by the study is that as a municipality, STLM is failing to implement and institutionalize PMS as mandated by the IDP.

PMS in local communities has the potential to dramatically impact local government fundamental service delivery, potentially resulting in violent public protests. This leads to fundamental service delivery protests, which might be avoided if all municipalities worked together to prioritize the adoption of the PMS. It is also stated that the majority of municipalities in South Africa fail to assure the implementation of long-term strategic plans, resulting in harsh condemnation of these towns for their poor performance. Even though the majority of municipalities had implements systems in place for obtaining and

reporting performance data, administrators typically struggled to meet "performance management" and reporting obligations (provide references).

An effective PMS and municipal fundamental service delivery are related, and when the wrong performance measurements and targets are regulated, this relationship suffers. This demonstrates the ineffective and inconsistent monitoring controls over "performance management" procedures and systems. The study confirms with previous studies about the current situation that municipalities around the country and STLM in particular are dealing with PMS in SA (Auditor General, 2020).

5.2 Conclusion

The chapter presents an analysis of the findings so as to evaluate the efficiency of the PMS in providing critical services, as well as to identify system defects and reasons or difficulties that impede the efficient implementation of the PMS. Similarly, the study attempts to establish whether PMS is a successful instrument for promoting public responsibility, accountability, and openness, as well as give ideas for enhancing the current PMS system.

Chapter 6: Recommendations and conclusion

In the preceding chapter, data obtained through various methods such as interviews and institutional records were evaluated and discussed. The goal of this chapter is to provide final thoughts on the research problem that was introduced. Using the data analyzed in the preceding chapter, practical solutions will be offered to aid the STLM in improving PMS implementation, productivity, and essential service provision.

The primary research question addressed in this study is the impact of PMS on fundamental service delivery in STLM. To answer this question, several sub-questions are explored. Firstly, the current PMS and appraisal process used by STLM are investigated to provide a comprehensive knowledge of the system's design and implementation. Secondly, the study examines how the PMS ensures the monitoring of approved municipal strategies, such as the budget, SDBIP and IDP. Finally, the research investigates how the monitoring and evaluation (M&E) process supports the PMS in STLM to track progress made in providing fundamental service delivery. By exploring these sub-questions, this study aims to provide insights into how PMS can influence fundamental service delivery in STLM and potentially inform future improvements in the system.

Based on the information provided in the study, the primary objectives were to assess the effectiveness of the PMS in delivering services, pinpoint any limitations or obstacles that may impede its implementation, and assess the PMS's efficacy as a means of promoting public accountability while providing suggestions for enhancing its practicality. The research project used data collection methods, including focus group discussions, interviews, and document analysis, to gather relevant data. The data was scrutinized using a thematic approach, and the results were presented in a clear and organized manner.

Based on the analysis of the data, the study was able to identify several obstacles and limitations that impede the efficient implementation of PMS in STLM, such as inadequate training, poor communication, lack of political will, and insufficient resources. Additionally, the study revealed that the current PMS in STLM is not meeting its objectives and that

there is a need to improve the PMS to promote public accountability and fundamental service delivery. Overall, the study demonstrates a clear understanding of the study's outcomes, and the findings presented in the study are well-supported by the data collected and analyzed.

6.1 Recommendations

The study makes the following recommendations:

6.1.1 Contribution of the study

There is a need for further investigate impact of various project management methodologies, on PMS effectiveness, as well as the potential benefits of integrating artificial intelligence into PMS systems. Additionally, the study suggests that future research could explore the ways in which PMS can be tailored to different government agencies or sectors, as well as the potential benefits of incorporating more flexible and adaptable approaches to PMS implementation. the study highlights the importance of continued investigation into the role of organizational culture and leadership in driving successful PMS outcomes.

6.1.2 Policy Recommendations

First and foremost, the STLM PMDS and PMS policy frameworks must be amended and strengthened to ensure that they are contextualized to new municipal personnel regulations and provide a broader framework for policies required to support PMS implementation. It will function as a means of assessing progress in local government development and evaluating the municipality's contribution towards achieving its primary strategic objectives through organizational performance management. At the individual performance management level, it will identify areas of poor performance and assist in the establishment of Individual Learning Plans (ILP), which will ensure employee development when applied successfully. In addition, to institutionalize evaluations in local government, PMS policy should be reviewed in accordance with the National Evaluation Policy Framework (NEPF 2019-2025). This would enable a more holistic approach to

integrated planning, budgeting, monitoring, and evaluation for development, rather than viewing evaluation as a separate component of evidence-based policy formulation and execution.

Secondly, STLM should launch an awareness campaign in which all employees and supervisors are subjected to training after establishing teamwork and an amicable understanding of how PMS should be implemented. This training should begin with a review of the PMS frameworks, followed by a review of the organizational and individual policies that provide the framework for its execution. As a result, staff and managers should be instructed on the principles for implementing PMS components. Politicians should also be trained because they will be overseeing the implementation of PMS. Following that, all community members, especially public representatives, should be trained on the tasks and obligations of their PMS.

Provincial and national COGTA should monitor and support STLM by reinforcing the requisite skills and knowledge to monitor and support municipality through training and evaluation of PMS implementation. This will further ensure adequate provision of basic services to communities of the municipality as well as improved transparency and public accountability of both administration and political office bearers.

Lastly, STLM should ensure the wellness of employees by providing wellness programs to boost employees' morale to reduce labor unrest and disgruntlement. Performance management can be an effective way to address employee stress and burnout. Furthermore, providing employee assistance programs, flexible work arrangements, and wellness initiatives can assist employees in managing stress and maintaining a healthy work-life balance. Employee burnout can lead to decreased productivity, increased absenteeism and turnover, and, ultimately, a detrimental impact on the municipality's capacity to perform services successfully if it is not addressed. Therefore, it is crucial for organizations to prioritize employee well-being and take proactive steps to prevent and manage employee stress and burnout.

Once all of these measures are finished, the aim is for the implementation of PMS to encompass all individuals who are expected to contribute to achieving the objectives of the organization or municipality. Overall, these proposed areas of future study have the

potential to greatly enhance our understanding of PMS effectiveness and provide valuable insights into how organizations can optimize their project management strategies for improved performance and outcomes.

6.2 Conclusion

The study evaluated the effectiveness of the PMS in delivering services and identified limitations and obstacles that impede its implementation. It also assessed the PMS's efficacy as a means of promoting public accountability and provided suggestions for enhancing its practicality.

PMS serves as a policy or framework that helps identify gaps and interrelationships to achieve a more comprehensive understanding. It is a critical tool for addressing various issues in politics, society, culture, the environment, and the economy, and is used as a problem-solving strategy to simplify complex situations and induce change.

The research found that while the STLM had an effective system in place for obtaining and reporting performance data, administrators struggled to meet "performance management" and reporting obligations. The study also found various barriers to efficient PMS implementation, including insufficient staff resources and training, labor unrest, outdated infrastructure, accountability, and inadequate delivery of mandated municipal services.

Moreover, the study found that the evaluation played a crucial role in the PMS, as it helped to identify areas for improvement and ensure that the PMS was meeting its intended goals. The study also highlighted the need for continuous evaluation and monitoring of the PMS to ensure its continued effectiveness.

Overall, the study provides valuable insights into the effectiveness of PMS in delivering services and promoting public accountability in the STLM. The recommendations provided in the study can be used to enhance the current PMS system and improve fundamental service delivery in the municipality.

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Appendix

Appendix 1: Interview Guide for Community representatives

A. COMMUNITY MEMBERS, COMMUNITY REPRESENTATIVE STRUCTURES AND WARD COMMITIES QUESTIONS

My name is Gaobotse Dorah Mogorosi and I am a Masters student in Management: Governance (Public and Development Sector Monitoring and Evaluation) at the University of the Witwatersrand, Johannesburg. As part of my studies, I have to undertake a research project, and I am assessing the Effectiveness of Performance Management System in Steve Tshwete Local Municipality under the supervision of Dr AK Kithatu-Kiwekete. The purpose of this research is twofold: first, to evaluate the effectiveness of the PMS in delivering services and to identify any limitations or obstacles that may impede its implementation. Second, the study aims to assess the PMS's efficacy as a means of promoting public accountability and provide suggestions for enhancing its practicality. To achieve these objectives, the research will investigate whether the current PMS utilized by the STLM is achieving its intended goals and to explore the role of evaluation in the PMS.

Participants will be asked to fill out consent papers to guarantee that the study was done with their full consent, and they will be allowed to contact the University Human Research Ethics Committee if they wanted to validate the study's authenticity. Ward committee members, community members, will be invited to participate in a semi-structured interview which will last 20 to 30 minutes. The interviews will take place via audio recording. There will be no personal costs to you if you participate in this project, you will not receive any direct benefits from participation but there are no disadvantages or penalties if you do not choose to participate or if you withdraw from the study. You may withdraw at any time or not answer any question if you do not want to. The researcher will have stated that the interview will be completely confidential and anonymous as participants will not be asked their names or any other identifying information, and the information given to the researcher will be held securely (private ICloud account) and will

not be disclosed to anyone else. The researcher will be using a pseudonym (false name) to represent your participation in the final research report.

SEMI-STRUCTURED QUESTIONS

1. What is your understanding of the Performance management system in the Municipality?

_____
_____

2. Are you participating in the development of the IDP, Budget and SDBIP in setting organisational goals and five years' performance targets?

_____
_____

3. In your opinion, do you think that the Municipality gives priority to the community's needs?

YES/ NO: COMMENT

_____
_____

4. Does the municipality provide regular performance reports with regards to the implementation of the projects to the community?

YES/ NO: COMMENT

- Rating 1 to 5

1	2	3	4	5
Poor	Partially good	Good	Very good	Excellent

5. Is the service delivery feedback from the community taken into consideration by the municipality?

YES/ NO: COMMENT

_____

_____

6. Access to basic municipal services is important in local government. Does the community have access to the basic services: water, electricity, sanitation and refuse removal?

YES/ NO: COMMENT

_____

_____

7. Are you satisfied with the basic services delivery that STLM is providing?

- Rating 1 to 5

1	2	3	4	5
poor	Partially good	Good	Very good	Excellent

- Water: _____
- Electricity: _____
- Sanitation_____
- Refuse removal_____

8. Does the Executive (Political office bearers) take full accountability with regards to services delivery to the community?

   - Rating 1 to 5

1	2	3	4	5
poor	Partially good	Good	Very good	Excellent

_____
_____

9. Does the municipality maintain the existing bulk infrastructure?

   - Rating 1 to 5

1	2	3	4	5
poor	Partially good	Good	Very good	Excellent

10. What are the service delivery challenges facing the community?

_____

_____

11. What should be done, in your opinion, to enhance the delivery of fundamental services?

_____

_____

12. Are the service delivery projects that have been provided by the STLM value for money?

- Rating 1 to 5

1	2	3	4	5
poor	Partially good	Good	Very good	Excellent

Appendix 2: Interview Guide for Municipal Officials

B. MUNICIPAL OFFICIALS QUESTIONS

My name is Gaobotse Dorah Mogorosi and I am a Masters student in Management: Governance (Public and Development Sector Monitoring and Evaluation) at the University of the Witwatersrand, Johannesburg. As part of my studies, I have to undertake a research project, and I am assessing the Effectiveness of Performance Management System in Steve Tshwete Local Municipality under the supervision of Dr AK Kithatu-Kiwekete. The purpose of this research is twofold: first, to evaluate the effectiveness of the PMS in delivering services and to identify any limitations or obstacles that may impede its implementation. Second, the study aims to assess the PMS's efficacy as a means of promoting public accountability and to provide suggestions for enhancing its practicality. To achieve these objectives, the research will investigate whether the current PMS utilized by the STLM is achieving its intended goals and to explore the role of evaluation in the PMS.

Participants will be asked to fill out consent papers to guarantee that the study was done with their full consent, and they will be allowed to contact the University Human Research Ethics Committee if they want to validate the study's authenticity. Municipal officials will be invited to participate in a semi-structured interview which will last 20 to 30 minutes. The interview will take place via audio recording. There will be no personal costs to you if you participate in this project and you will not receive any direct benefits from participation and there are no disadvantages or penalties if you do not choose to participate or if you withdraw from the study. You may withdraw at any time or not answer any question if you do not want to. The researcher will have stated that the interview will be completely confidential and anonymous as participants will not be asked their names or any other identifying information. The information you give to the researcher will be held securely (private ICloud account) and will not be disclosed to anyone else. The researcher will be using a pseudonym (false name) to represent your participation in my final research report.

SEMI-STRUCTURED QUESTIONS

1. What is your understanding of the Performance management system in the Municipality?

_____

_____

2. Does everybody in the municipality have knowledge and expertise to implement PMS? Common understanding of what is PMS

YES/ NO : COMMENT

- Rating 1 to 6

1	2	3	4	5	6
Poor	Below average	Average	Good	Very Good	Excellent

_____

_____

3. Does the Municipality have PMS Policy, when was it adopted and is it implemented fully? **YES/ NO: COMMENT**

_____

_____

4. What aspects do you regard to be crucially influencing the implementation of service delivery projects when considering PMS established in accordance with sections 38 to 47, Chapter 6 of the Municipal Systems Act, Act 32 of 2000, and Performance Management Regulation of 2001?

_____

_____

5. Are you participating in the development of the Integrated Development Plan (IDP), Budget and Services Delivery and Budget implementation Plan (SDBIP)?

YES/ NO : COMMENT

_____

_____

6. What is your role in the PMS in STLM?

_____

_____

7. What is your understanding of the role of the Executive (Political office bearers) in PMS effectiveness?

_____

_____

8. Does the Executive (Political office bearers) take full accountability with regards to services delivery to the community?

YES/ NO : COMMENT

_____

_____

9. Briefly detail the measures that STLM undertakes to develop objectives which seek to create an effective and efficient PMS System?

_____

_____

10. Does the municipality set aside a budget for regularly maintaining bulk infrastructure?

YES/ NO : COMMENT

_____

_____

11. How regularly does the municipality monitor and evaluate the project as set on the IDP?

- Rating 1 to 6

1	2	3	4	5	6
Poor	Below average	Average	Good	Very Good	Excellent

12. _____ _____In your opinion does the municipality evaluate the service providers on services rendered to the municipality?

YES/ NO : COMMENT

_____

_____

13. Do you agree that the PMS helps in acceleration of service delivery?

YES/ NO : COMMENT

- Rating 1 to 6

1	2	3	4	5	6
Poor	Below average	Average	Good	Very Good	Excellent

_____

_____

14. Provide a brief description of the achievement of performance targets and audit opinion of STLM in the past three financial years as determined by the AG's Report.

_____

_____

15. Is the PMS implemented fully effective? (planning, implementation, monitoring, reporting, reviewing and evaluation, auditing and corrections

- Rating 1 to 6

1	2	3	4	5	6
Poor	Below average	Average	Good	Very Good	Excellent

- ✓ Planning: _____
- ✓ Implementation:_____
- ✓ Monitoring: _____
- ✓ Reporting: _____

- ✓ Reviewing: _____
- ✓ Evaluation: _____
- ✓ Auditing: _____
- ✓ Corrections measures: _____

_____
_____
_____

16. In your opinion, does PMS have an impact on service delivery and/or reduced factors that hinder implementation of the PMS?

YES/ NO : COMMENT

_____
_____

17. What external factors, do you believe are influencing the effective implementation of PMS?

_____
_____

18. What are the areas of concern (factors or issues) that hinder implementation of the PMS in contributing to the effective implementation of service delivery projects?

_____
_____

19. Is there room for improvement in PMS effectiveness in the municipality?

_____
_____

Appendix 3: Permission letter

Steve Tshwete
Local Municipality

OFFICE OF THE MUNICIPAL MANAGER
Development & Strategic Support

Your reference: Our reference:

The Municipal Manager

Dear Sir

RE: PERMISSION TO CONDUCT A RESEARCH AND SUPPORT STUDY AT STEVE TSHWETE LOCAL MUNICIPALITY FOR MS GAOBOSTE MOGOROSI (MASTERS STUDENT IN MANAGEMENT, STUNDENT NO 2176012)

1. Above matter bears reference
2. Steve Tshwete Local Municipality acknowledges the receipt of the request from your Student Ms. Gaobotse Dorah Mogorosi with the student number 2176012: Masters student in Management: Governance (Public and Development Sector Monitoring and Evaluation) and the letter of support from the Wits School of Governance.
3. The Municipality would like to further note the contents of the above-mentioned correspondence sent to the Municipality from the Wits School of Governance supporting the request of the above-mentioned student.
4. Steve Tshwete Local Municipality as the developmental sphere of government support the educational research conducted in form of improving the level of services to the communities and efficiencies towards improving the level of services to the communities in the jurisdiction of the District Municipality.
5. This letter herein serves to grant permission to the Ms. Gaobotse Dorah Mogorosi (Student no 2176012) the student of Wits School of Governance to conduct data collection for research purposes at Steve Tshwete Local Municipality with the following conditions:

i. On commencement of the study the researcher must inform the office of the Municipality Manager or the designated official of the anticipated research interest.
ii. The researcher must continuously engage with the records management section on the classification of information collected during research in line with the National Archives and record service Act 43 of 1996, Should any classified information be required for research purposes, permission must be granted by the Municipal Manager only.
iii. Data collection may only be done on the pre-arranged session to minimize the disturbance of the provision of Municipal Services.

Should you have any queries in this regard do not hesitate to contact office of the Municipal Manager.

Hope you find the above in good order.

Kind regards

MUNICIPAL MANAGER

Mr. SM Mnguni

Appendix 4: Wits Ethics clearance certificate

UNIVERSITY OF THE WITWATERSRAND, JOHANNESBURG

SCHOOL OF GOVERNANCE ETHICS COMMITTEE

CONSTITUTED UNDER THE UNIVERSITY HUMAN RESEARCH ETHICS COMMITTEE (NON-MEDICAL)

CLEARANCE CERTIFICATE WSG-2022-58

PROJECT TITLE: Assessing the Effectiveness of Performance Management System in Steve Tshwete Local Municipality

INVESTIGATOR	Gaobotse Dorah Mogorosi
SCHOOL/DEPARTMENT OF INVESTIGATOR	School of Governance
DATE CONSIDERED	24 September 2022
DECISION OF THE COMMITTEE	Approved unconditionally
RISK LEVEL	Minimal Risk
EXPIRY DATE	Date of submission of the project Research Report

ISSUE DATE OF CERTIFICATE 13 January 2023

CHAIRPERSON Rekgotsofetse Chikane
Rekgotsofetse Chikane

cc: Supervisor:

DECLARATION OF INVESTIGATOR

To be completed in duplicate and **ONE COPY** returned to the Chairperson of the School/Department ethics committee.

I fully understand the conditions under which I am are authorized to carry out the abovementioned research and I guarantee to ensure compliance with these conditions. Should any departure to be contemplated from the research procedure as approved I/we undertake to resubmit the protocol to the Committee.

Signature **Date** 13 / 01 / 2023

PLEASE QUOTE THE PROTOCOL NUMBER ON ALL ENQUIRIES