

**AN EVALUATION OF PERFORMANCE AND MANAGEMENT DEVELOPMENT  
SYSTEMS: A CASE STUDY OF NELSON MANDELA BAY MUNICIPALITY**

By

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In accordance with Rule G5.6.3, I hereby declare that the above-mentioned treatise/ dissertation/ thesis is my own work and that it has not previously been submitted for assessment to another University or for another qualification.

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DATE: 26 MARCH 2019

## DEDICATION

To my late Grandfather

NGALIPHI 'MANKAYI' BOKWANA

In loving memory

Our time together was too short

For all the things I still wanted to learn from you.

In the sweet by and by,

We will meet on that beautiful shore...

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## **ABSTRACT**

The primary aim of this study was to establish whether the Performance Management and Development Systems (PMDS) in public institutions, has an effect on service delivery, with specific reference to the Nelson Mandela Bay Municipality (NMBM). This is pertinent because municipalities have become the focal points of service delivery and they tend to focus mainly on complying with the legislative frameworks of having an Integrated Development Plan (IDP) and Performance Management and Development Systems (PMDS) rather than implementing the Integrated Development Plan (IDP) and the Performance Management and Development Systems (PMDS) to enhance service delivery to communities. The Department of Cooperative Governance and Traditional Affairs (CoGta), introduces the Performance Management framework to municipalities with the aim of empowering the communities to demand better services and to hold municipalities accountable.

This study provides an in-depth theoretical review on PMDS and service delivery. It is evident that one of the biggest challenges that are being faced by most municipalities in South Africa, is the lack of universal access to services such as water and electricity, sanitation, refuse removal systems and local economic development. This study employed the qualitative research approach to validate the research questions as well as to address the research objectives and data was collected through documentary sources of annual reports, Integrated Development Plan (IDP), Service Delivery and Budget Implementation Plan (SDBIP), articles, journals text books and legislation. Further findings in this study indicate that Performance Management and Development Systems (PDMS) in the Nelson Mandela Bay Municipality (NMBM), has not led to positive changes in service delivery and this is identified by violent service delivery protests.

This study also identified that the system is currently flawed because, amongst other things, there is minimal employee involvement in the planning of performance management, including a lack of training opportunities to address identified weaknesses and the non-payment of performance bonuses to good performing employees, similarly majority of employees do not know their performance targets as reflected in the Service Delivery and Budget Implementation Plan (SDBIP).

Recommendations emanating from the literature review are presented to enhance service delivery for the Nelson Mandela Bay Municipality (NMBM) through Performance Management and Development Systems (PMDS) and they include cascading PMDS to all employees, furthering issues of alignment and integration of the Integrated Development Plan (IDP) processes, budget, PMDS, monitoring, evaluation and training on the formulation of Key Performance Areas (KPAs) and Key Performance Indicators (KPIs). If these recommendations are adopted, the Nelson Mandela Bay Municipality (NMBM) will be able to deal with the current developmental obstacles that are being faced, in a more effective and efficient manner.

## CLARIFICATION OF KEY CONCEPTS

**Basic services:** The basic services are services that community residents expect the municipality to provide in exchange for the taxes that the citizens pay. Basic services include water, sanitation, electricity, waste management, public health, safety and security (Lebone, 2014:35).

**Local government:** Thornhill (2008:43) states that the local government is the sphere of government that interacts the closest with communities, is responsible for the services and infrastructure so essential to the people's well-being and is tasked with ensuring the growth and development of communities in a manner that enhances community participation and accountability.

**Municipality:** A municipality is a corporate body and it has specific roles and areas of responsibility, a political structure, political office-bearers as well as a municipal manager and it has jurisdiction in a defined geographical area as determined by the Local Government: Municipal Demarcation Act, 1998 (Craythorne, 2006:119).

**Performance management:** Is a holistic approach and process towards the effective management of individuals and groups to ensure that their shared goals and institutional objectives are achieved (Armstrong, 2009:17).

**Performance Management and Development Systems:** Ensures maximum performance in the institution in order to reach the desired results and improved productivity (De Wall & Garritsen-Madema, 2006:114).

**Section 57 Manager:** Is the term that is commonly used to refer to managers that are employed in accordance with the requirements of section 57 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000). They consist of the municipal managers or the Accounting Officer, the Chief Financial Officer (CFO), all senior managers and other senior officials who are designated by the Accounting Officer (Hillard & Msaseni, 2000:26).

**Service delivery:** A joint, concerted, uniform and objective process to provide for goods and services and it should meet the community's expectations through the provision of goods and services (Van der Waldt, 2014: 42).

## **LIST OF ACRONYMS**

ANC	African National Congress
CCR	Core Competency Requirements
ECSECC	Eastern Cape Socio Economic Consultative Council
GGP	Gross Geographic Product
IDP	Integrated Development Plan
IGR	Inter- Governmental Relations
KPAs	Key Performance Areas
LGTAS	Local Government Turnaround Strategy
MFMA	Municipal Financial Management Act
MSA	Municipal Systems Act
NDP	National Development Plan
NMB	Nelson Mandela Bay
NMBM	Nelson Mandela Bay Municipality
PMDS	Performance Management and Development Systems
PDP	Provincial Development Plan
RDP	Reconstruction and Development Programme
SACN	South African Cities Network
SACR	South African Cities Report
SAPS	South African Police Services
SDG	Sustainable Development Goals



SDBIP	Service Delivery and Budget Implementation Planning
STATS SA	Statistics South Africa
SWOT	Strengths, Weaknesses, Opportunities and Threats

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## CHAPTER 1

### INTRODUCTION AND BACKGROUND

#### 1.1 INTRODUCTION

Performance Management and Development Systems has attracted a lot of debate in the provisioning of basic services by municipalities in South Africa. The Performance Management and Development Systems is a systematic effort to improve performance through an ongoing process of establishing the desired outcomes as well as setting the performance standards to improve performance and productivity and it is aimed at improving the quality of service delivery. Performance management has been introduced into the South African public service with the intentions of monitoring, reviewing, assessing performance and recognising good performance. Performance systems in South Africa have not been able to achieve the expected level of performance and performance management will improve the level of performance, which will improve productivity and service delivery (Olufemi, 2014:77).

The insufficient and ineffectiveness of service delivery at grass-roots level has resulted in the application of Performance Management and Development Systems within municipalities in South Africa. Municipalities in South Africa are using Performance Management and Development Systems as well as balanced scorecards to improve the efficiency and effectiveness of service delivery as well as to reinforce accountability (Radebe, Vyas-Doorgapersad & Grobler, 2015:93). Stredwick (2005:35) emphasised that improving an employee's performance and conduct is one solution, amongst many, when working towards the efficient and reliable provision of basic services by municipalities to the public.

Service delivery has proven to be a major problem by local municipal authorities in South Africa. Problems that are associated with service delivery have been provided by the widespread number of protests that has characterised South African communities (Service Delivery Protests, 2011). The Constitution of the Republic of South Africa of 1996, with reference to the functions and roles of municipalities, highlights that municipalities must structure and manage their administration,

budgeting and planning process in order to prioritise the basic needs of the community and to promote the social and economic development of communities.

According to Mporu and Hlatywayo (2015:132) poor performance and corruption that are brought on by the workers of municipalities, has been established as one of the major challenges in the efficient provision of basic services by municipalities and the performance and conduct of municipal employees needs to be improved in order to improve the provision of basic services to the populous. This study evaluates the impact of the Performance Management and Development Systems in providing efficient and effective service delivery to public institutions in the Nelson Mandela Bay Municipality (NMBM).

### **1.1.1 Aims of the research**

According to Fox and Bayat (2007:92), there should be one primary aim, in every research, that directly relates to the research problem and it should be consistent with the research topic and objectives. The research aim relates to the research design and it could be explanatory, descriptive and comparative, depending on the research question.

The aim of this study is to evaluate the system of Performance Management and Development Systems of the Nelson Mandela Bay Municipality's (NMBM) public institutions in producing an effective and efficient provision of the basic delivery of services to the community. This study will determine and describe the Performance Management and Development Systems in public institutions in order to enhance service delivery within the Nelson Mandela Bay Municipality.

### **1.1.2 Motivation of the study**

The Performance Management and Development Systems have emerged as key fundamental and comprehensive tools for the management and measurement of the employees' work performance in public institutions. The Performance Management and Development Systems is a cyclical process through which employees and managers collaborate in setting standards for their expectations, giving and receiving feedback, reviewing results and providing rewards based on performance results. The

Performance Management and Development Systems serves as a support tool that enables managers to better facilitate the work of the people who are reporting to them. It is a process through which an agreement is reached on where employees should be heading, thus ensuring that they stay on course (Olufemi, 2014:32).

De Waal and Gerritsen-Medema (2006:26), state that in order to make a Performance Management and Development Systems successful, both the structure of the Performance Management and Development Systems and the performance-driven behaviour of the organisation needs to be of high quality. An appropriate method to assess this statement can be done through a performance analysis that looks at both the structural and the behavioural side of performance management. The structural side deals with structure, which needs to be implemented in order to use performance management and the behavioural dimension considers how employees utilise a Performance Management System in an organisation (De Waal & Gerritsen-Medema, 2006-27).

The topic is selected because of the quality of service delivery at public institutions in the Nelson Mandela Bay Municipality, as a result of poor Performance Management and Development Systems. This study will assist the municipality to improve and provide effective and efficient services to the community. This study needs to be undertaken in order to assist the municipality to function and to perform well in terms of enhancing service delivery and its employees' productivity when doing their work.

### **1.1.3 Problem statement**

The research problem is the central focus of the study and it provides meaning to the rest of the steps that follow within the research (Fink, 2010:112). It is essential for the research problem to be clearly formulated as well as stated and that a choice of the research questions that are going to be scientifically examined, are available. The reason for this is that one cannot start planning and collecting data before one has a clear idea of what the actual problem is and what questions should be answered (Fink, 2010:112).

The Nelson Mandela Bay Municipality (NMBM) is faced with challenges of poor service delivery. Improving the performance of municipal employees will lead to an

improvement in service delivery, increase community satisfaction and reduce the number of service delivery protests within the municipality. The NMBM has faced several challenges which resulted in protests and strikes within the municipality. The problem is exacerbated by poor performance amongst municipal workers and the study will address ways to improve service delivery in an effective and efficient way. This study aims to evaluate the effects of service delivery on Performance Management and Development Systems within the NMBM.

The Nelson Mandela Bay Municipality's Integrated Development Plan (2017/18-2021/22) has identified the following objectives to address service delivery:

- Link, integrate and coordinate plans and take proposals for the development of the Municipality and the achievement of transversal governance into account;
- Align the resources and capacity of the Municipality with the implementation of the Integrated Development Plan;
- Form the policy framework as well as the general basis of annual budgets;
- Be developmentally oriented;
- Comply with the provisions of Chapter 5 of the Municipal Systems Act;
- Be compatible with the national and provincial development plan requirements, which are binding on the Municipality in terms of legislation.

The NMBM's IDP is anchored on six pillars and they are the foundations on which the municipality's developmental priorities are hinged. The six pillars are: the well-run city, the opportunity city, the safe city, the inclusive city, the caring city and the forward-thinking city (NMBM's IDP, 2017/18-2021/22).

#### **1.1.4 Research objectives**

According to Goddard and Melville (2001:78), if the study is qualitative or more explanatory and descriptive, one needs to formulate broad objectives for the study.

The research objectives of this study are:

- To establish linkages between planning and budgeting, a performance management measurement system must be created so that it can improve performance in NMBM.

- To improve accountability and transparency between the community and municipal council, its political and administrative components and the office of the municipal manager.
- To evaluate the relationship between the quality of employee training and the development on service delivery in the Nelson Mandela Bay Municipality.
- To establish recommendations on the use and importance of quality employee training and development strategies and the benefits in the efficient provision of basic services within the NMBM.
- To ensure compatibility between the Integrated Development Planning (IDP) and Service Delivery and Budget Implementation Plans (SDBIP) with the in political priorities in NMBM.

The results of this study will provide suggestions and recommendations that will act as a guide towards the implementation of improved Performance Management and Development Systems, so as to eliminate the poor level of service delivery of the Nelson Mandela Bay Municipality.

#### **1.1.5 Research questions**

Research questions are normally used in qualitative research and they are usually speculative, explanatory and open-ended (Fink, 2010:177). They work well when one is searching for general, descriptive and extensive information rather than a precise and detailed analysis (Fink, 2010:178).

The following research questions are proposed for the purposes of the study:

- How can NMBM's performance be improved by PDMS in order to establish the links between planning and budgeting?
- Would an improvement in service delivery increase accountability and transparency between the community and municipal council, its political and administrative components and the municipal manager's office?
- Does the relationship between the quality of employees training and development transforms service delivery within the NMBM?

- Will the benefits and provision of basic services be efficient if the recommendations on the use and importance of quality employee training and development strategies are established?
- Does the IDP and SDBIP ensure compatibility within political priorities in NMBM?

#### **1.1.6 Delimitation of the study**

This study will be limited to the Nelson Mandela Bay Municipality, which is a Category A municipality and it is comprised of the following town or cities: Bethelsdorp, Bloemendal, Blue Horizon Bay, Claridon Marine, Despatch, KwaNobuhle, Motherwell, Port Elizabeth, Summerstrand, Swartkops and Uitenhage. Nelson Mandela Bay was the first city in South Africa to establish a fully integrated democratic local authority and it is the only city in the world that is named after Nelson Mandela who was born and spent his formative years in the Eastern Cape (<http://www.municipalities.co.za/overview/1/nelson-mandela-bay-metropolitan-municipality>).

This research study will be used to ensure that municipal managers and workers fulfil the objectives of the Performance Management and Development Systems within the NMBM in order to improve service delivery.

#### **1.1.7 Significance of the study**

South African municipalities must adhere to the principles of good, developmental local governance and that it must comply with an inclusive statutory regulatory framework that governs service delivery. In order to achieve this, municipalities need to design and implement the comprehensive Performance Management and Development Systems (Van der Waltd, 2014:132).

All spheres of government are under continuous stress to improve the performance as well as the quality of service delivery and the poor performance of municipalities is under constant scrutiny. A comprehensive statutory and regulatory framework compels municipalities to be accountable to society by ensuring that Integrated Development Plans are implemented successfully. The desired socio-economic

outcomes must be reached and scarce resources must be utilised optimally (Van der Walt, 2014:133).

This study is as result of the perusal and in-depth analysis of textbooks, policies, legislations, reports, documents and journals that are relevant to the study. This theoretical review will assist the study with the direction to provide substantiation on whether Performance Management and Development Systems in the public institutions of the Nelson Mandela Bay Municipality (NMBM), provide an effective and efficient delivery of services. The recommendations in the study will add to the existing knowledge in public administration so as to eliminate the poor level of service delivery of the Nelson Mandela Bay Municipality.

## **1.2 PRELIMINARY REVIEW OF RELATED LITERATURE**

A literature review is defined as a process that involves the identification and analysis of information resources and or literature that are related to one's research project. This process includes identifying potentially relevant sources, an initial assessment of these sources, a thorough analysis of selected sources and the construction of an account that integrates and explains relevant sources (Terre Blanche, Durrheim & Painter, 2006:19). Terre Blanche et al. (2006:21), further state that a review of literature provides a researcher with sources for generating or picking up definitions of key concepts that need to be operationalised in the study.

The content of the Performance Management and Development System documentation, addresses role-based competency expectations for each employee, regardless of job description and the employee can then determine how these competencies translate into work performance in specific jobs (Marquis & Huston, 2009:586). According to Hough, Thompson, Strickland and Gamble (2008:194), the balanced scorecard, as a measure of performance, clearly communicates the links between organisational inputs (human and physical), processes (activities, interventions) and outcomes, while focusing on the importance of managing these components to achieve the organisational strategic objectives. Muthwa (2007:32) believes that the accuracy of data collection throughout the performance management and development system cycle is fundamental, since the information that has been



gathered, guides decisions made to improve the quality of service, whereas decisions, made on poor or inaccurate data, both compromise and delay service delivery.

According to Van der Walt (2004:319), there are various Acts and statutory guidelines in South Africa that signal the intention to establish Performance Management Systems and service delivery. Performance Management and Service Delivery in the government, is supported by the following legislative framework and regulations:

- Constitution of the Republic of South Africa of 1996
- White Paper on Local Government, 1998: Developmental Local Government
- White Paper on Transforming Public Service Delivery (Batho Pele) of 1997
- Local Government: Municipal Systems Act 32 of 2000
- Local Government: Municipal Finance Management Act 56 of 2003.

### **1.2.1 Constitution of the Republic of South Africa 1996: Developmental mandate**

Section 2 of the Constitution stipulates that the Constitution is the supreme law of the Republic and any law or conduct that is inconsistent with it, is invalid, and the obligations imposed by it must be fulfilled. This implies that there is no legal norm in the State that is higher than the Constitution. Section 195 (1) of the Constitution (1996) serves as a reference point that guides the conduct of all public officials in every sphere of the government and it further sets out the basic values and principles that apply to public administration in every sphere of the government as well as all sections of the state and public enterprises

Van der Walt (2004:17) states that the principles in Section 195 (1) of the Constitution, need to promote continuous improvements in the quantity, quality and equity of service provision. Improving the delivery of services means readdressing the imbalances of the past and searching for new ways to improve on work performance which puts the needs of the public first. It is stated that municipal councillors and officials need to promote ethical conduct in performing their functions and the use of municipal resources should essentially promote minimum inputs and achieve maximum outputs.

According to Van der Walt (2004:18), municipal officials need to always seek new and improved ways of delivering services to the community by continuously developing

their skills. In an effort to foster transparency, public servants need to communicate with the community in a timely manner. The performance measurement and performance can assist public managers to improve the economy, efficiency and effectiveness.

### **1.2.2 White Paper on Local Government, 1998: Developmental Local Government**

It is stated that the developmental local government is primarily a local government that is committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and to improve the quality of people's lives (White Paper on Local Government, 1998:23). According to the White Paper on Local Government (1998:23) in the future, the developmental local government must play a central role in representing our communities, protecting our human rights and resources, and improving the quality of life in our communities, especially those members and groups within communities that are most often marginalized or excluded, such as women, disabled people and very poor people. The developmental local government has four interrelated characteristics, namely:

- Maximising social development and economic growth.
- Integrating and coordinating
- Democratising development
- Leading and learning (White Paper on Local Government, 1998:23).

### **1.2.3 White Paper on Transforming Public Service Delivery (Batho Pele)**

The White Paper on Transforming Service Delivery (1997) provides guidelines on how the public service should tackle the task of transforming the delivery of public services and it is a fresh approach that advocates putting pressure on systems, procedures, attitudes and behaviours within the public service and to distribute them in the citizen's favour. It is indicated that the aim of the public service's transformation process has two distinct aims, firstly, to improve the delivery of services to all people and secondly, to demonstrate that South Africa has truly become a democratic society (Van der Waldt, 2004:87).

The White Paper contains a flexible framework for the delivery of public services, which puts the citizens first and then enables them to hold public servants accountable for the service they receive. The framework consists of eight principles that are derived from the policy goals that are set out in the White Paper on the Transformation of Public Services. The White Paper on Transforming Public Service Delivery focuses on the delivery of services to the communities overall and it holds public servants accountable for the services that are provided.

#### **1.2.4 Local Government: Municipal Systems Act 32 of 2000**

The Local Government: Municipal Systems Act 32 of 2000, advocates the need for municipalities to develop Performance Management Systems. Chapter 6 of the Local Government: Municipal Systems Act 32 of 2000, mandates all municipalities to establish and implement effective Performance Management Systems. This legislation provides clear guidelines on how performance management systems should be developed. Performance Management Systems must be aligned with resources, circumstances, priorities, objectives, indicators and targets contained in the Integrated Development Planning of the municipality. Performance Management is not only present for the administrators in the municipality, but for political office bearers and councillors as well.

This is because each of these stakeholders has a role to play in the performance of the municipality. The legislation further provides how performance must be measured and that performance must be measured by the key performance indicators to establish whether the objectives of the IDP are met. Municipalities, when providing services to the community, are expected to ensure that the services are accessible.

#### **1.2.5 Local Government: Municipal Finance Management Act 56 of 2003**

The Municipal Finance Management Act (Act No. 56 of 2003) clearly defines the roles and responsibilities of the Mayor in relation to the budget, performance and service delivery of the municipality. The Mayor needs to ensure the approval of the annual budget, the Service Delivery and Budget Implementation Plan (SDBIP) and the annual performance agreements of section 56, employees. The Municipal Finance

Management Act articulates the prescribed dates when the Mayor must ensure the approval of the SDBIP and publish the SDBIP.

The Service Delivery and Budget Implementation Plan (SDBIP) is an important tool to monitor the delivery of services to the community. The SDBIP is linked to the budget in order to monitor the expenditure and revenue, thus promoting accountability. The performance agreements of section 56, employees and SDBIP need to be made public in order to enhance transparency.

The above literature will provide the research study with a theoretical framework that will assist in converging the aims and objectives of this study.

### **1.3 RESEARCH METHODOLOGY AND RESEARCH DESIGN**

Research methodology is about collecting and processing data within the framework of the research process. There are two basic methodologies for collecting data that can be distinguished, namely the qualitative and quantitative methods. Both methods make use of specific techniques to collect data such as literature reviews, interviews, questionnaires and direct observation (Brynard & Hanekom, 2006:35). Welman, Kruger and Mitchell (2005:2) define research methodology as a concept that considers and explains the logic behind research methods and techniques. Leedy and Ormrod (2005:27) provide for two terms, namely validity and reliability, that measures whether the results of the research can be trusted or not. Validity is an instrument that measures, whilst reliability is the consistency in the measuring instrument to yield results.

According to Babbie (2007:12), a research design can be regarded as a plan according to which the researcher intends to conduct the research. Such a design focuses on the end product of the study that is planned and the type of results that the researcher aims to achieve. It is stated that a research design is a plan or blueprint according to which data is collected in order to investigate the study hypothesis or question in the most economical manner. The expectation in research design is the development of a plan that enables the researcher to collect data that leads towards solving the problem (De Vos, Strydom, Fouche & Delport, 2005:132).

In terms of meeting objectives, the research endeavours to undertake an intense literature review of legislation, journal articles, newspaper reports and directives to assess how municipalities function. The literature review will represent, in detail, the literature that was consulted and reviewed in relation to the study. A wide range of sources have been cited that give a background, purpose, significance and importance of the study.

### **1.3.1 Qualitative and Quantitative Research Methods**

Quantitative research is used when the researcher seeks to explain, predict, confirm, validate and test a theory and the intent of quantitative research is to establish, confirm or validate relationships and to develop generalisations that contribute to theory (Leedy & Ormrod, 2005:95). Quantitative researchers choose methods that allow them to objectively measure the variables of interest and in the quantitative approach, data is collected by means of questionnaires, checklists (direct observation), indexes and scales. The data analysis and interpretation of the quantitative approach is mainly presented in numbers, symbols, statistics, deductive reasoning and scientific style (Leedy & Ormrod, 2005:95).

Leedy and Ormrod (2005:9) explain that qualitative research is when the researcher seeks a better understanding of a complex situation. The work of the researcher is often exploratory in nature and the researcher may use observations to build theory from the ground up. It is stated that the purpose of qualitative research is to describe, explain, explore, interpret and build theory. Babbie and Mouton (2001:270) state that this approach to qualitative research suggests that we view qualitative as referring to a broad methodological approach to the study of social action. The qualitative research involves many approaches, for example, the interpretive approach. The interpretive approach requires researchers to assemble a comprehensive collection of records that are related to a person's actions within context as well as the perception of the participants to serve as a basis for an inductive production of explanatory theory (Fox & Bayat, 2007:10).

This study will adopt a qualitative research approach to expand on service delivery within the performance management and development systems. The primary goal of

studies that use qualitative methodology, is defined as describing and understanding rather than explaining behaviour (Yin, 2016:34).

### **1.3.2 Data collection**

In the planning of data collection, a researcher is guided by five important factors: What, How, Who, Where and When? The researcher must carefully consider the exact type of information that is needed to answer the research question(s) (Brink, 1996:148). Data is distinguished between primary and secondary data sources and secondary data consists of information that is collected by individuals or agencies and institutions other than the researcher him or herself while primary data is the original data that was collected by the researcher for the purposes of his or her own study (Brink, 1996:148-149).

Data collection is managed with use in mind and it is important to keep the primary intended users informed and involved throughout all stages of the process (Ramirez & Brodhead, 2013:340). Secondary data has been collected for the purpose of this study and it includes secondary sources such as, annual reports, journals, textbooks, articles, frameworks and legislations as well as the IDP and SDBIP, focusing on the basic services of the municipality.

#### **1.3.2.1 Document study**

According to Terre Blanche et al. (2009:313) documentary sources such as letters, newspapers, official documents and books are useful in gathering data in the study. Guest, Namey and Mitchell (2013:252-253) state that a document study consists of selecting documents, both textual and visual, and analysing their contents. The term document, in research study, is broadly defined and can refer to a number of different forms of text, such as: public records, historical archives, personal narratives and corporate documents.

Many documents can be useful simply because of the nature of the details they contain and these include the spelling of names, titles and organisations, the affixing of specific dates to events and the specific language used in mottos, slogans, mission statements and other communications (Yin, 2016: 157). The official documents that will be

consulted in this study, are the annual reports for the NMBM, the Service Delivery Budget Implementation Plan (SDBIP), legislations, frameworks, journals, articles and textbooks. These documents will have information that focus on service delivery and performance management as well as development systems that will help the NMBM to increase performance and service delivery.

### **1.3.2.2 Secondary Data**

Secondary data refers to data that is collected by someone other than a user and common sources of secondary data for social science include information collected by government departments, organisational records and data that was originally collected for other research purposes (Yin, 2016:24). Empirical studies involve the distinction between primary and secondary empirical data, where primary data refers to the data that is self-collected and self-administered and the secondary data refers to the data that already exists when a scholar conducts a study or research (Babbie & Mouton, 2001:76). This study focused on secondary data through the use of existing data such as documents, textbooks and legislative frameworks that were previously produced.

## **1.4 FRAMEWORK OF THE RESEARCH**

The chapters in this study are arranged as follows:

### **Chapter 1: Introduction and background**

This chapter will provide a background and overview of the study in an effort to provide the basis for the aims, problem statement, objectives and questions. It will give the direction which the research study will follow.

### **Chapter 2: Literature review**

This chapter will review and analyse the relevant literature for the study. It will provide a comprehensive review of literature in performance management, development systems and service delivery, which will contain theories and regulatory frameworks. The review of legislation and regulatory frameworks will also be discussed in this chapter.

### **Chapter 3: Performance Management and Development Systems within Nelson Mandela Bay Municipality (NMBM)**

This chapter of the study will provide the discussions based on Performance Management and Development Systems and it will further discuss the delivery of services in the Nelson Mandela Bay Municipality (NMBM). This chapter will analyse and evaluate the challenges of service delivery based on performance management and development systems in the NMBM.

### **Chapter 4: Research methodology and research design**

This chapter will provide the research method as well as the research design and elaborate on the rationale for the selection of the research design. The research methodology used in this study is discussed in order to provide guidance in data collection, analysis and interpretation.

### **Chapter 5: Research Findings, Conclusions and Recommendations**

This chapter will provide the analysis and findings of the study based on the theoretical and secondary data that has been collected. In this chapter, conclusions and recommendations based on the findings from the research study, will be provided. This chapter also presents the summary of the study as well as the interpretations and findings based on the various chapters.

## **1.5 ETHICS STATEMENT**

The researcher will strictly adhere to the Code of Ethics relating to research at the Nelson Mandela University and will present the treatise in an honest and professional manner. In this study, no human participants are included and therefore, ethical clearance was not required.



## **CHAPTER 2**

### **LITERATURE REVIEW**

#### **2.1 INTRODUCTION**

This chapter provides a literature review on service delivery and Performance Management and Development Systems in local municipalities. It outlines the legislative framework on Performance Management and Development Systems and service delivery in South African Municipalities. A focus on the legislative framework is derived from the purpose of introducing Performance Management in the local government, in order to establish the challenges that are faced by municipalities in service delivery.

In this chapter, a literature review on Performance Management and Development Systems as well as service delivery in public institutions, is done in an effort to understand how Performance Management and Development Systems (PMDS) are utilised as a tool to enhance service delivery. In order to comprehend the purpose of a literature review, the concept of PMDS and service delivery is defined and other related literature, including previous studies that have been conducted, will be consulted for a better understanding of Performance Management and Development Systems and service delivery at public institutions within the Nelson Mandela Bay Municipality.

#### **2.2 THE CONCEPT OF A LITERATURE REVIEW**

Leedy and Ormrod (2005:38) explain the review of related literature as it describes theoretical perspectives as well as previous research findings regarding the problem at hand. Its function is to look again (review) at what others have done in areas that are similar, though not necessarily identical, to one's own area of investigation. A literature review establishes the background of the context and it involves consulting and engaging with primary, as well as secondary, sources, where other researchers and academics contribute to the field of discussion. Wisker (2001:129) states that a literature review involves reflection, analysis and commentary on contributions to the

field of study, recognising that a researcher is aware of what has been found, the methods of research and the underpinning arguments in the field.

A good literature review is a sign of professional maturity (Krathwohl, 2008:37). There are a number of reasons why the review of literature remains a fundamental component of any scientific study. These include the following:

- A literature review acts as a stepping stone towards the achievement of the study objectives. The depth and breadth of the literature review emphasizes the credibility of the writer's field for such a scholar.
- It provides a solid background to back one's investigation. The review plays an important role in analysing the existing literature and giving justification as to how one's research fits into the existing body of knowledge and this allows the writer to demonstrate how the research is linked to prior efforts and how it extends to build on a better understanding.
- A literature review helps the researcher to avoid duplication, allows the researcher to identify gaps in other studies with the goal to fulfil them, borrow from other researcher's design and methodology used to investigate the particular problem and to interpret one's own findings (Krathwohl, 2008:37).

Literature highlights the most pertinent findings as they are discussed by other researchers (Welman et al., 2005:193). It can be explained that a literature review is a concept that enables the researcher to identify and analyse information from related and relevant sources that contribute to the research problem (Welman et al., 2005:193). A literature review provides a theoretical perspective and it necessitates a consideration of similar studies and how they can be of benefit to the research at hand. The literature on PMDS and service delivery in local municipalities is outlined below.

### **2.3 PERFORMANCE MANAGEMENT AND SERVICE DELIVERY IN THE PUBLIC SECTOR**

Ferlie, Lynn and Pollitt (2007: 25) state that rulers, even autocratic ones, have usually sought to justify their rule by showing the benefits of them being rulers. In modern democracies, this has developed into a political theatre of performance where competing parties promise voters that their policies will deliver their version of good

life (Ferlie, Lynn & Pollitt, 2007: 26). Politicians promise to deliver a host of desirable benefits, such as better health care, safer streets, national security, economic prosperity and lower taxes while asking to be judged on their record of delivering on their promises. A perennial problem is the lack of specificity or the measurement of delivery against these promises (Ferlie, Lynn & Pollitt, 2007: 27).

The Department of Provincial and Local Government, Municipal Planning and Performance Management Regulations (2001:24), defines performance management as a strategic approach to management, which equips leaders, managers, workers and stakeholders at different levels, with a set of tools and techniques to regularly plan, continuously monitor, periodically measure and review performance of the institution in terms of indicators and targets for efficiency, effectiveness and impact. Performance Management is a tool that is utilised by political and administrative leaders to plan, monitor and review the performance of departments and individuals in the institution. Armstrong (2009:19) views performance management as a systematic process for improving institutional performance by developing the performance of individuals and teams. Through performance management, institutions can improve the performance of the institution, department and individuals by having processes and systems in place that are designed to measure performance.

According to Craythorne (2006:200), the purpose of performance management is to establish a process whereby the vision and goals of the institution can be met. Performance Management is expected to generally improve institutional performance by creating a performance culture in which the achievement of high performance is a way of life (Armstrong, 2009:211). An institutional culture is a system of shared meaning, including the language, dress, and patterns of behaviour, value system, feelings, attitudes, interactions and group norms of members (Brown & Harvey, 2006:11). A performance culture in the institution, is a culture that is shared by most employees which includes their behaviours, attitudes and systems which contribute and promote the performance culture. Performance cultures are ones in which the achievement of high levels of performance is a way of life and the characteristics of a high performing institution culture, include strong leadership, processes and the involvement of people (Armstrong, 2009:228).

Maila's (2006) dissertation, studied Performance Management and service delivery in the Department of Water Affairs and Forestry (DWAF). The focus of the study was on the improvement of service delivery as a result of the implementation of Performance Management and Development System in DWAF. Maila (2006) emphasised that effective performance management and efficient service delivery can be achieved through the monitoring and evaluation of performance in local municipalities. Maila (2006) has added knowledge regarding the improvement of service delivery resulting from the implementation of performance management. Yet the focus of this study is on the evaluation of service delivery in Performance Management and Development Systems in NMBM with specific reference public institutions and services such as water, sanitation, roads and electricity.

Ngcelwane (2008), in a dissertation, studied 'A Critical Assessment of the Implementation of Performance Management in the Nelson Mandela Bay Municipality' which focused on the challenges that are faced by senior management in the implementation of PMDS in NMBM. Ngcelwane (2008) emphasised the roles that need to be played by the leadership (both political and administrative) in the implementation of any system, strategy, policy as well as any new plan, including performance management and service delivery. Ngcelwane (2008), in his contribution to the body of knowledge, argued for more knowledge in the implementation of PMDS in municipalities by outlining the role of leadership and stating that the performance of all employees, must also be subjected to PMDS evaluations.

The Department of Public Service and Administration (2003:117) defines a service as something that is provided every time a customer deals with a public service department or component where the customer always has the right to services and to obtain a certain quality standard. The primary tool of performance management is to improve the delivery of services and an implicit interpretation of the role of government is contained in this notion of performance management, namely that the local government is essentially about service delivery (Van der Walt, 2004:238). The local government has a responsibility to ensure that people in communities have access to quality public services, while the local government is responsible for providing thus service and it must be held accountable for achieving the appropriate standards across

the country. That means that tackling the current variability in service quality, especially in critical areas such as job creation and social services, is essential.

Stanton (2009), in the dissertation study on the Decentralisation Municipalities in South Africa an Analysis of the Mandate to Deliver Basic Services, states that residents across South Africa are demanding better quality services from their municipalities. Angry residents complained about dirty water, frequent electricity outages, faulty street lights and overflowing sanitation infrastructure. Many municipalities are experiencing a serious amount of financial stress that are brought on by problems such as the non-payment of services that then lead to municipal debt.

Reddy (2010:66) revealed that the Markinor Biannual Government Performance Barometer, indicates that 48 percent of the populace were unhappy with the performance of the local government with regard to service delivery. Service delivery, poverty alleviation, capacity development and financial viability are key challenges that will determine the success of the developmental local government.

Hemson (2004:19) states that the insufficient capacity and budget in municipalities are key constraints that hamper the delivery of basic services such as water and sanitation. Hemson (2004:19-20) interviewed officials and practitioners, from municipalities, who highlighted bottlenecks such as the incapacity and policy and strategy as well as priorities in spending that not easily reached, which often takes the form of long debates between the councillors and officials. Municipal strategies (IDP) can be contradictory where there is a limited amount of funding and the spending is spread among various constituencies and villages rather than dealing with one area at a time.

## **2.4 LEGISLATIVE AND REGULATORY FRAMEWORK**

In South Africa, there are various Acts and statutory guidelines that explains the intention to establish performance management systems and service delivery in the government. The following legislative framework and regulations support Performance Management and Development Systems as well as service delivery in government:

- Constitution of the Republic of South Africa, 1996: Developmental Mandate
- White Paper on Local Government, 1998: Developmental Local Government

- White Paper on Transforming Public Service Delivery (Batho Pele)
- Local Government: Municipal Systems Act 32 of 2000
- Local Government: Municipal Finance Management Act 56 of 2003
- Local Government: Municipal Planning and Performance Management Regulations of 2001
- Local Government: Municipal Performance Regulations for Municipal Managers and Managers Directly Accountable to Municipal Manager of 2006.

#### **2.4.1 Constitution of the Republic of South Africa 1996: Developmental Mandate**

Section 2 of the Constitution of the Republic of South Africa (1996), states that the Constitution is the supreme law of the Republic and that any law or conduct that is considered to be inconsistent with it is invalid, which also means that the obligations that are imposed by it, must be fulfilled. Section 151(1) of the Constitution of the Republic of South Africa (1996) states that the local sphere of government is obliged to ensure development, in order to:

- Provide a democratic and accountable government for local communities and to be responsible for the needs of the local community.
- Encourage the involvement of communities and community organisations in the matters of the local government.
- Ensure the provision of services to communities in a sustainable manner.
- Assign clear responsibilities for the management and coordination of these administrative tasks.
- Facilitate a culture of public service and accountability amongst its staff.
- Promote social and economic development.
- Promote a safe, sound and healthy environment.

Furthermore, section 195 (i) of the Constitution of the Republic of South Africa (1996), sets out values and principles that apply to public administration in every sphere of the government. In this regard, public administration must be governed by the democratic values and principles enshrined in the Constitution, including the following principles:

- Promoting and maintaining a high standard of professional ethics.

- Promoting an efficient, economic and effective use of public resources.
- Ensuring a development oriented public administration.
- Responding to people's needs and encouraging the public's participation in policy-making.
- Providing timely, accessible and accurate information to foster transparency.
- Cultivating good human resource management and career development practices, to maximise human potential.
- Public administration must be broadly representative of the South Africa people due to objectivity, fairness and the need to redress the imbalances of the past to achieve broad representation.

#### **2.4.2 White Paper on Local Government, 1998: Developmental Local Government**

According to the White Paper on the Local Government (1998), with the local government being the sphere closest to the people, it is naturally viewed as being in the eye of the storm as it were, irrespective of the nature of the challenges that people face. This reality has falsely led many to believe that the increasing and violent nature of community protests, for whatever reasons, is the indication of the inability of the sector to generally cope with its mandate and the increasing demands of the people. The Constitution and local government legislation have made it a mandatory duty for municipalities to include communities in the planning and delivery work of the sector, thus ensuring that communities participate in the Integrated Development Planning, council decision making and service delivery processes (The White Paper on Local Government, 1998).

The White Paper on Local Government (1998) provides that the national government must introduce performance management systems to the local government as a tool to ensure a developmental local government. It includes that Integrated Development Planning (IDP), budgeting and performance management are powerful tools that can assist municipalities to develop an integrated perspective on development within their area. Integrated Development planning enables municipalities to:

- Align their financial and institutional resources behind the agreed policy objectives.

- Enable municipalities to weigh up their obligations and systematically prioritise programmes and resource allocations. In the context of grave inequalities, IDPs serve a framework for municipalities to prioritise their actions around meeting urgent needs (White Paper on Local Government, 1998).

The White Paper on Local Government (1998) emphasises the need for performance management in local municipalities in order to ensure that plans are being implemented since plans that have the desired development effect and resources are used efficiently. The White Paper on Local Government (1998) assigns the responsibility of ensuring the development of performance management systems in the local government, to the national government.

In section 56, employees are not only provided to the community, but also to the Member of the Executive Committee (MEC) of Cooperative Governance and Traditional Affairs in the province. The performance management system in municipalities is intended to enable municipalities to focus on priorities within an increasingly complex and diverse sets of demands from communities. It also enables municipalities to direct allocated resources, institutional and administrative systems to achieve IDP objectives.

#### **2.4.3 White Paper on Transforming Public Service Delivery (Batho Pele)**

The White Paper on Transforming Public Service Delivery (Batho Pele) is applicable to both the national and provincial departments that are regulated by the Public Service Act of 1994. It is also relevant to all areas and employees of the public sector that is regulated by other legislation, such as the local government and parastatals, teachers in education departments, as well as the South African Police Services (SAPS), the South African National Defence Force (SANDF) and the Intelligence Services. It also aims to free up the energy and commitment of public servants to introduce more customer focused ways of working and producing effective and efficient service delivery in municipalities (Van der Walt, 2004:87).

The Batho Pele is a framework of principles with two primary functions. These functions are the Delivery of Services to citizens who are treated as customers or clients where it will be possible for citizens to hold individual public officials



accountable for the delivery and the quality of public services and Channelling the energy and commitment of public officials to introduce more customer-focused ways of executing their functions and doing their work (The White Paper on Transforming Public Services, Batho Pele).

The White Paper on Transforming Public Service Delivery (Batho Pele), provides a guide on how to implement the Batho Pele principles in practice to service delivery. The framework consists of eight Batho Pele principles that provide for more of a customer focus in the delivery of services to the communities, namely:

- **Consultation** – Citizens should be consulted regularly and systematically about the quality of the services they receive. Consultation should not only be about services that are currently being provided, but also about the provision of new basic services to those who lack them.
- **Service standards** – Service Standards must be published and they must be available since such standards should indicate the level and quality of services that are to be provided. The service's Standards levels should be indicated in the SDBIP.
- **Access** – All citizens should have equal access to the services that they are entitled to. The municipal Integrated Development Plan should pay special attention to communities that were previously disadvantaged regarding the delivery of services.
- **Courtesy** – Courtesy should be ensured by specifying the standards of how customers should be treated and such standards should be included in the departmental codes of conduct. The performance of staff who deals with customers such as the service delivery and customer care departments, must be regularly monitored and performance levels that fall below the specified standards, should not be tolerated.
- **Information** – Accurate and up to date information about services must be provided as well as information on who is entitled to such services. Information must be provided in a variety of media and languages.
- **Openness and transparency** – An increasing amount of openness and transparency should be achieved by publishing the annual report to the citizens and the public. The annual performance report should be simple and easy to

comprehend and such report should clearly indicate the performance targets, improved service delivery, financial savings, increased efficiency and targets of the following year.

- **Redress and handling of complaints** – Redressing wrongs in relation to service delivery should be done at both an individual and institutional level. The head of department should regularly and personally review complaints, and how they were dealt with. Redressing wrongs, if done adequately, should minimise the service delivery protests in municipalities.
- **Value for money** – Getting the best possible value for money and eliminating the waste in provision on municipal services. This can be achieved as part of the service delivery improvement programmes by identifying areas where efficient savings will be sought along with the service delivery improvements that will be the result of the achieved savings (White Paper on Transforming Public Service Delivery).

The White Paper on Transforming Public Service Delivery, provides that in order to encourage innovation and to reward excellence, it is essential to the success of Batho Pele that the commitment, energy and skills of public servants are harnessed to tackle inefficient, outdated and bureaucratic practices as well as to simplify complex procedures and to identify new and better ways of delivering services. It is also important that the efforts of staff members who perform well in providing customer service, should be recognised and that they should be appropriately rewarded. The performance appraisals should include an assessment of the performance of individual staff in contributing to the improvement of services to the public.

According to the Nelson Mandela Bay Municipality's Integrated Development Plan (2017/18-2021/22), the government has released a number of White Papers on Transforming Public Service Delivery (Batho Pele), that have a bearing on the transformation of the South African public service, with the aim of making the public service more efficient, effective and economical, in order to implement South Africa's Reconstruction and Development Programme (RDP), Growth, Employment and Redistribution Strategy (GEAR).

The White Paper on Transforming Public Service Delivery (Batho Pele), is one of the most important policy documents. Batho Pele is a Sesotho word for 'People First' and

this title was derived from a motto that was adopted by the post-1994 public service to the people (Hilliard & Msaseni, 2000:66). Section 1.1.1 of The White Paper on Transforming Public Service Delivery (Batho Pele), states that South African will be judged by one criterion, its effectiveness in delivering services that meet the basic needs of all South African citizens. This emphasises that public services are not a privilege in a civilised and democratic society, but instead that they are legitimate expectations.

Furthermore, the White Paper on Transforming Public Service Delivery (Batho Pele) focuses on the delivery of services to the communities and it holds public servants accountable for the services that are provided. The provision of services to the community should be done in such a manner that it promotes courtesy and consideration and the government should develop mechanisms to address community complaints regarding services.

#### **2.4.4 Local Government: Municipal Systems Act 32 of 2000**

According to the Municipal Systems Act (Act No. 32 of 2000), each municipality must prepare an annual report that reflects the performance of the municipality during that financial year, together with a comparison of these performances with targets that were set as well as performances in the previous financial year and the measures that were taken to improve those performances. This report should be part of the municipality's annual report in terms of Chapter 12 of the Municipal Finance Management Act (Act No. 56 of 2003), which deals with financial reporting and auditing. Craythorne (2006:125) states that the need for municipalities and external service providers to annually compare set targets with actual performance, is that if the targets have not been achieved, then measures to improve on the results, must be developed.

Section 38 of the Municipal Systems Act (Act 32 of 2000), stipulates that it is required that all municipalities should:

- Establish a performance management and development system that is commensurate with its resource, best suited to its circumstances and in line with the priorities, objectives, indicators and targets contained in the Integrated Development Plan (IDP).

- It must promote a culture of performance management among its political structures, political office-bearers, councillors and its administration.
- It must administer its affairs in an economical, effective and accountable manner.
- The core components of the PMDS, is setting appropriate key performance indicators as a yardstick for measuring performance, including the outcomes and impacts, with regard to the municipality's development priorities and objectives that were set out in its IDP.
- Assist each development priority and objective against the key performance indicator and target in order to yearly monitor, measure and review performance.
- Take steps to improve performance with regard to those development priorities and objectives where performance targets are not met.
- Establish a process of regular reporting to the Council, other political structures, political office-bearers and Staff of the municipality and the public.
- All performance agreements require delivery of services, in terms of section 56 (i) (b) of the Municipal Systems Act and all service delivery agreements.

Section 73 of the Municipal Systems Act (Act 32 of 2000), state that municipal services must be equitable and accessible and that they must be provided in a manner that is conducive, to the point, economic, efficient and effective use of available resources, and the improvement of standards of quality over time. Municipal services must also be financially and environmentally sustainable and they must be regularly reviewed with the aim to upgrade the allowance of improvement within the municipality.

#### **2.4.5 Local Government: Municipal Finance Management Act 56 of 2003**

The Municipal Finance Management Act (Act 56 of 2003), states that the Mayor of a municipality must:

- Co-ordinate the annual revision of the Integrated Development Plan in terms of section 34 of the Municipal Systems Act (Act 32 of 2000) and the preparation of the annual budget, and determine how the IDP is to be taken into account or revised for the purpose of the budget.
- Approve the municipality's annual budget before the start of the budget.

- Ensure that the municipality's Service Delivery and Budget Implementation Plan (SDBIP) is approved by the Mayor within 28 days after the approval of the budget.
- Ensure that the annual performance agreements, as required in terms of section 56 (i) (b) of the Municipal Systems Act for the municipal manager and all senior managers, comply with the Act in order to promote sound financial management that is linked to measurable performance objectives that are approved with the budget and to the service delivery as well as the budget implementation plan.

The Municipal Finance Management Act (Act 56 of 2003) defines a municipal Service Delivery and Budget Implementation Plan as a detailed plan that is approved by the Mayor for implementing the municipality's delivery of municipal services as well as its annual budget and which must indicate the projections for each month of revenue to be collected, by source. Operational and capital expenditure per vote, and service delivery targets and performance indicators for each quarter must be provided.

The Service Delivery and Budget Implementation Plan (2017/2018) states that the mayor must ensure that the revenue and expenditure projections for each month as well as the service delivery targets and performance indicators for each quarter, are set out in the Service Delivery and Budget Implementation Plan (SDBIP) and that they are made public no later than 14 days after the approval of the Service Delivery and Budget Implementation Plan (SDBIP). The performance agreements of the municipal manager, senior managers and other categories of officials as prescribed, are made no later than 14 days after the approval of the municipality's SDBIP. During the budget processes, the Mayor must ensure that the Integrated Development Plan of the municipality has been reviewed while taking into account, the realistic revenue and expenditure projections for future years.

#### **2.4.6 Local Government: Municipal Planning Performance Management Regulations of 2001**

Chapter 3 of Local Government Municipal Planning Performance Management Regulations (2001), stipulates that municipalities must set performance targets for each financial year. These performance targets must be practical and realistic, and

they must measure the efficiency, effectiveness, quality and effects of municipality's performance within the available resources and capacity.

Section 7 (2) of the Local Government Municipal Planning Management Regulations of 2001, requires that municipalities, in developing a performance management system, must ensure that the system:

- Complies with the requirements set out in the Municipal Systems Act.
- Demonstrate how it is to operate, to be managed from the planning stage up to stages of performance review and reporting.
- Clarifies the roles and responsibilities of each role-player, including the local community.
- Clarifies the processes of implementing the system within the framework of the IDP process.
- Determines the frequency of reporting and the lines of accountability for performance.
- Relates to the municipality's employee performance processes.

The Local Government Municipal Planning Performance Regulations (2001) had to set the tone for the performance management system in municipalities and the regulations set the tone by providing clarity on questions relating to performance management systems and development, the role players and their responsibilities and performance management and evaluation. The regulations give guidance on performance plans, reviews and reporting. The regulations emphasise that the need for performance targets must be specific, measurable, achievable, realistic and time bound. (Local Government: Municipal Planning Performance Regulations, 2001).

#### **2.4.7 Local Government Municipal Performance Regulations for Municipal Managers and Managers Directly Accountable to Municipal Manager of 2006**

Chapter 3 of Local Government: Municipal Performance Regulations for Municipal Managers and Managers directly Accountable to the Municipal Manager of 2006, sets out the performance objectives of the performance plan due to the performance

objectives and targets that must be met by employees and the timeframes within which those performance objectives and targets must be met.

According to Chapter 3 of the Municipal Performance Regulations for Municipal Managers and Managers directly Accountable to the Municipal Manager (2006), there must performance agreements that have been entered in between the respective municipalities, municipal managers and managers who are directly accountable to the municipal manager. The purpose of performance agreements include:

- Specifying objectives and targets that are defined and agreed with the employee and to communicate the employer's expectations of the employee's performance and accountabilities in alignment with the Integrated Development Plan, Service Delivery and Budget Implementation Plan (SDBIP) as well as the Budget of the Municipality.
- Specifying accountabilities as they are set out in the performance plan, which forms an annexure to the performance contract.
- Monitoring and measuring performance against set targeted outputs.
- Utilising the performance agreement as the basis for assessing whether the employee has met the performance expectations that are applicable to the job.
- In the event of the employer's commitment to performance-orientated relationship with its employees, the attainment of equitable and improved service delivery can be considered.

## **2.5 SERVICE DELIVERY AND PERFORMANCE MANAGEMENT AND DEVELOPMENT SYSTEMS IN PUBLIC INSTITUTIONS**

It is stated that every institution desire to provide services to the people and that a high level of service delivery is the major aim for the existence of any institution, yet a higher level of service delivery has remained wishful thinking for many public sector institutions in South African local government municipalities (Olufemi, 2014:34). Service delivery in municipalities, entails the attainment of predetermined goals with a minimal expenditure of resources and service delivery is the measure of how well the resources of an institution are brought together and utilised for the accomplishment of a set results, which means reaching the highest level of performance with the least expenditure of resources (Olufemi, 2014:35).

Performance Management and Development System practices are linked to service delivery. Performance measurement in PMDS is an important tool to improve service delivery and in many municipalities, public sector service delivery has been assumed to be zero in national accounts. Public services are derived from the capacity to respond to the needs of citizens in an economically efficient way. Service delivery within public institutions is as important to the economic performance of a country as the delivery of service is to the private sector. According to Minnaar (2010:167), public service delivery is important for the following three reasons, namely:

- It is the major player
- It is the major provider of services in the economy, particularly within social services (affecting labour quality) and business services (affecting costs of inputs) and,
- It is a consumer of tax resources (Minnaar, 2010:167)

Service delivery in PMDS began by measuring efficiency, which is the ratio between the quantity of outputs and the quantity of inputs (Armstrong, 2009:210). The background of performance and service delivery has moved to phases in prevailing models of public management which are:

- Government by the efficient – is the first phase when important distinctions between political and administrative roles were defined by Max Weber and Woodrow Wilson and the approach to efficiency in public administration drew heavily upon the scientific management that was associated with the private sector and with the work of Frederick Taylor, whose techniques set out to identify the best way to carry out any function.
- Government by administrators – is the second phase and it marked a shift of focus from quality of government to the control of expenditure.
- Government by managers – can be understood as a synthesis of the first two phases into a focus on getting ‘more bang for the public buck’.
- Government by the private sector – can be seen as taking a step further and transferring responsibility to the private sector or restructuring the public sector in ways that stimulate public managers to operate as though they were in the private sector (Armstrong, 2009:210-211).



The measurement of performance and service delivery in PDMS is a challenging task while there is a diversity of international experience to learn from. No simple solution to measuring performance and service delivery has been found and the idea of deriving a single measure of performance and service delivery for the nation or an institution, is unrealistic. Any performance and service delivery measures developed the need to be interpreted cautiously and they are combined with other information on the performance to give a fuller outlook.

## **2.6 SYSTEMS THEORY**

According to Cloete, De Coning, Wissink and Rabie (2018:35) the systems theory is the transdisciplinary study of the abstract organisation of phenomena, independent of their substance, type, or spatial or temporal scale of existence. It is also a management methodology as it is a way of analysing and thinking about organisations and an alternative approach (Cloete et al., 2018:36). Cloete and Wissink (2000:25) state that systems are a set interrelated parts that turn inputs to outputs through processing. Communication mechanism must be put in place for organisational systems to exchange relevant information with its environment, communication also provides for the flow of information among the subsystems (Cloete & Wissink, 2000:37-38).

It is stated that the systems theory puts forth the premise that organisations, like living organisms, are made up of numerous component subsystems that must work together in harmony for the larger system to succeed (Hill, 2014:70). Hill (2014:72) states that in systems theory the institutional success relies on synergy, interrelations and interdependence between different subsystems. The most valuable component of the company, employees make up various vital subsystems within an organisation. Departments, work groups, business units, facilities and individual employees can be considered component systems of the organisation (Hill, 2014:74).

According to John (2012:42) systems theory is used to measure performance, control and compute the interaction among individuals in each department of the organisation. When systems theory is presented in an organisation this helps in growth and development, it is easier to manage the mechanisms of products and services of the organisation if the managerial leader has any knowledge of the systems theory (John, 2012:43-46).

Characteristics of the systems theory include the following:

- Boundaries – the part of the system that separates it from its environment. The four types of boundaries involve in the process are physical, linguistic, systematic and psychological boundaries,
- Goal-directedness – systems are goal oriented and engage in feedback in order to meet the goals of the organisation, every part of the system is interdependent with each other working together towards the same goal,
- Hierarchy – systems consist of subsystems and systems operate within environment,
- Cybernetics – the study of feedback and control. For the system to work properly, it must have control mechanisms (Miller & McTavish, 2014:45).

The following are disadvantages and disadvantages of systems theory:

**Table 1: Advantages and disadvantages of systems theory**

ADVANTAGES	DISADVANTAGES
It focuses on the environment and how changes can impact the organisation.	It does not focus on specific task functions. It does not provide detailed focus.
It broadens the theoretical aspects or viewing the behaviour of organisations.	It changes in environment that directly affect the structure and function of the organisation
It is designed to deal with complex tasks.	It does not directly explore the impact of interpersonal relationships and loyalty on productivity.

Source: Miller and McTavish, 2014:47

## **2.7 SUMMARY**

A number of scholars have studied Performance Management and Development Systems as well as the service delivery that contributes to the body of knowledge. The literature that was consulted, indicates that the introduction of the Performance Management and Development System (PMDS) in the government, is intended to equip managers, leaders, workers and stakeholders with the set of tools and techniques to regularly plan, continuously monitor, periodically measure and review service delivery in performance of the institution for both the efficiency and effectiveness of its functioning.

The legislative framework that is provided, also outlines that government departments should have Performance Management and Development Systems aligned to the priorities, objectives, indicators and targets of the IDP. The municipality should strive to provide services that are of a good standard, with professional ethics, such as being impartial, fair, efficient, effective, economical, accountable and transparent to the needs of the community. It is important that the PMDS should be developmental by identifying a skills gap and then developing a plan to bridge the gaps in order to improve the delivery of services in municipal institutions.

The following chapter will provide a brief overview of the Nelson Mandela Metropolitan Municipality's service delivery within Performance Management and Development Systems. It will reflect on the Nelson Mandela Bay Municipality's Integrated Development Plan, the geographic and demographic profile and the municipality's socio-economic trends. The trends will provide an understanding of areas where service delivery challenges remain problematic. Furthermore, the chapter will analyse the legal legislation and policy mandate within the municipality.

## **CHAPTER 3**

### **PERFORMANCE MANAGEMENT AND DEVELOPMENT SYSTEMS WITHIN NELSON MANDELA BAY MUNICIPALITY (NMBM)**

#### **3.1 INTRODUCTION**

This chapter will assess service delivery in Performance Management and Development Systems within the Nelson Mandela Bay Municipality's public institutions. In this chapter, an overview of the Nelson Mandela Bay Municipality (NMBM) is explained, including the situational and institutional analysis. Basic services are the most important aspects of service delivery in all municipalities and they are very crucial in terms of evaluating whether the municipality functions positively or negatively. In this chapter, challenges of service delivery, basic services in NMBM, and the effectiveness of service delivery in Performance Management and Development Systems, will be discussed including the policy mandates of the NMBM.

#### **3.2 SITUATIONAL ANALYSIS OF THE NELSON MANDELA BAY MUNICIPALITY**

It is stated that the NMBM is a mecca for both local and international beach sporting activities and outdoor fun and Nelson Mandela Bay offers a bounty of rich pickings in many aspects ([www.mandelametro.gov.za](http://www.mandelametro.gov.za)). It combines the best of all worlds, the economic opportunities and benefits of a large city and the genuine, warm hospitality for which its residents are rightly famous ([www.mandelametro.gov.za](http://www.mandelametro.gov.za)). The city's entry point showcases its monumental developmental aspirations and capabilities, with the most modern deep-water port in the Southern Hemisphere, the Port of Ngqura. Nelson Mandela Bay is the hub of the automotive industry on the African continent, with many major international vehicle and component manufacturers based in the city (NMBM's IDP, 2017/18-2021/22).

##### **3.2.1 Geographic and demographic profile**

The Nelson Mandela Bay Municipality is the larger of two metropolitan municipalities located in the Eastern Cape Province. It covers an area of 1959,02 km<sup>2</sup>. Statistics South Africa (Stats SA, 2011) describes Nelson Mandela Bay as follows: Nelson

Mandela Bay Municipality is located on the south-eastern coast of Africa in the Eastern Cape. It is one of eight category A municipalities in South Africa.

In 2001, the Nelson Mandela Bay Metropolitan Municipality was formed as an administrative area covering Port Elizabeth, the neighbouring towns of Uitenhage and Despatch, and the surrounding agricultural areas. Nelson Mandela Bay is a major seaport and automotive manufacturing centre. The Coega Industrial Development Zone (IDZ) is situated within the Nelson Mandela Bay Metropolitan Municipality. The initiative is a multi-billion-dollar industrial development complex that is customised for heavy, medium and light industries. It is adjacent to a deep-water port, the Port of Ngqura, and covers 110 km<sup>2</sup> of land. “The city’s unique advantage of possessing two ports, namely, Port Elizabeth Harbour and Ngqura, creates an opportunity for the city to establish a strong and vibrant maritime sector” (Stats SA, 2011).

This development context of the Nelson Mandela Bay Municipality identifies the City’s strengths, opportunities, weaknesses and threats within this context and the ability of the City to perform in terms of the six pillars that have been identified by the leadership, namely: The well run city, the opportunity city, the safe city, the inclusive city, the caring city, and the forward thinking city (NMBM’s IDP, 2017/18-2021/22).

### **3.2.2 Population and human development**

The current population of Nelson Mandela Bay is 1 271 776 (Stats SA, 2011), with a growth rate of 1.36 percent, which is lower than that of other metropolitan areas, such as Ekurhuleni (2.47%) and Tshwane (3.1%). Nelson Mandela Bay is characterised by a youthful population, with the age group of 5 to 14 years dominating. The total number of households are 365 973, of which 21 668 are estimated to be informal households (Stats SA, 2011). Nelson Mandela Bay has the lowest proportion of informal households among the South African Metropolitan.

Municipalities, have significantly reduced the numbers of service delivery since 2001 (South African Cities Network, 2016). In addition, the average number of people per household declined from 4,25 percent in 1996 to 3,55 percent in 2011. The life expectancy among the Nelson Mandela Bay residents is 59,3 years and 53,7 years for females and males respectively. This is the same as for Buffalo. By comparison,

Cape Town has a life expectancy of 70,1 and 64,2 years, while Mangaung has a life expectancy of 52,7 and 49,6 years for females and males respectively (SACN, 2016). Regarding education, in 2011, 19,7 percent of Nelson Mandela Bay's population had attained matric, whilst 6,8 percent had a higher education (SACN, 2016). In analysing non-school going residents, 3 percent had no schooling and 13 percent had Grade 7 or less (Primary School level), while 75 percent had a school education of Grade 12 or less (Secondary school level) (Stats SA, 2011).

### **3.3 SERVICE DELIVERY WITHIN THE NMBM**

Local government in South Africa has improved its service delivery substantively over the past years and most of the municipal councils face a widening gap between the supply and demand of services. This results in citizens losing their confidence in the local government as an institution that is able to respond effectively to the challenges citizens face (<http://www.polity.org.za>). It is stated that the Local Government: Municipal Systems Act, as amended, provides two relevant definitions of municipal services which may be summarised as follows (Craythorne, 2006:158-159):

The first definition refers to municipal services which means a municipal service that is necessary to ensure an acceptable and reasonable quality of life and, if not provided, would endanger public health or safety environment. The second definition, which is wider in its scope, means a service that a municipality, in terms of its powers and functions, provides or may provide to or for the benefit of the local community irrespective of whether:

- Such a service is provided, or is going to be provided by the municipality through an internal mechanism or by engaging an external mechanism, and
- Fees, charges or tariffs are levied in respect of such a service or not (Craythorne, 2006:159).

Section F of the White Paper on Local Government (1998:3) states that municipalities should be guided by the following principles in choosing the delivery options for their areas:

- Accessibility of services – municipalities must make sure that all citizens, regardless of race, gender or sexual orientation have access to at least a minimum level of service,
- Affordability of services – there is a close relationship between accessibility and affordability. Affordability always translates into accessibility and therefore services will remain beyond the reach of many unless they are financially affordable to the municipality,
- Quality of products and services – Quality refers to attributes such as the suitability of purpose, timeliness, convenience, safety, continuity and responsiveness to services users,
- Accountability of services – regardless of the delivery mechanism that is used, municipal councils remain accountable for ensuring the provision of quality services which are affordable and accessible,
- Integrated development and services – municipalities should utilise an integrated approach to planning and ensuring the provision of municipal services,
- Sustainability of services – continuous service provision depends on financial and organisation systems which support sustainability. This covers both financial viability and the environmentally sound and socially just use of resources,
- Value for money – the principle requires that the best possible use is made of public resources to ensure universal access to affordable and sustainable services,
- Ensuring and promoting competitiveness of local commerce and industry – the job generating and competitive nature of commerce and industry must not be negatively affected by higher rates and services charges for industry and commerce in order to subsidise domestic users. Investors must be made aware of the full costs of doing business in a specific local area, and
- Promoting democracy – local government administration must also promote the democratic values and principles that are enshrined in the Constitution, including those provided for by Section 195 (1).

### **3.3.1 Poverty and the economy**

It is stated that between 2001 and 2011, the total number of people living below the poverty line decreased from 46 percent to 29 percent (South African Cities Network (SACN), 2016). The Nelson Mandela Bay Municipality assists the poorest of the poor among its residents with an indigent subsidy (Assistance to the Poor Scheme), which covers the costs of free basic services (SACN, 2016). The number of indigent households that are subsidised, grew from 71 551 in 2013 to 115 934 during 2017. Altogether 31 percent of formal households in Nelson Mandela Bay are dependent on the municipal indigent subsidy. Over the period 2001 to 2011, the Nelson Mandela Bay's economy and average household income grew slower than those of other South African metropolitan municipalities. Nelson Mandela Bay is the driver of the Eastern Cape economy, contributing 41,81 percent of the provincial Gross Geographic Product (GGP) (Global Insight, 2013). The unemployment rate dropped from 46,4 percent in 2001 to 36,6 percent in 2011. The Eastern Cape Province's average unemployment rate was 37.4 percent in 2011 (SACN, 2016).

The largest economic sectors in Nelson Mandela Bay Metro are manufacturing, finance, community services and transport. Community services, trade and manufacturing sectors are the sectors that create the most employment in the Metro. Two single sectors, Manufacturing and Community, and Social and Personal Services, make up more than half (58.1%) of the Metro's GVA (Gross Value Added), with Financial and Related Services, Transport and Trade contributing a further 37 percent. The automotive sector accounts for more than 50 percent of the Metro's manufacturing sector (Eastern Cape Socio Economic Consultative Council, 2012).

A Doing Business in South Africa Survey (SNDB) was undertaken in 2015 among all South African Metropolitan Municipalities. The survey measured the performance of cities in relation to the cost of doing business over five indicator areas impacting on the ease of conducting business in South Africa. The indicator areas focused on regulations relevant to the life cycle of a small to medium sized domestic business and it was built on standardised case scenarios. This allowed an equal and fair comparison of all cities in the study (Eastern Cape Socio Economic Consultative Council (ECSECC), 2012). The indicators that were assessed, were: dealing with construction permits, starting a business, registering property, getting electricity, and enforcing



contracts within these indicators, the length of time, financial cost and number of procedures were evaluated. Of the five indicators, three, namely dealing with construction permits, registering property and getting electricity, were within the direct control of municipalities (ECSECC, 2012).

The following are the results that are recorded in respect of Nelson Mandela Bay in relation to the three municipal indicators:

- Dealing with construction permits – Nelson Mandela Bay is the overall second-best performer in the country after Cape Town. An analysis has shown that it is the cost of building plans that needs to be re-evaluated to bring the City in line with other local authorities.
- Registering property – In terms of this indicator, the Nelson Mandela Bay Municipality performed above average and was rated fifth best in the country. The Municipality will need to address the time taken to issue rates clearance certificates in order to perform better. The aspect of the Deeds Office clearance also affected this indicator.
- Getting electricity – In this indicator, the Nelson Mandela Bay Municipality performed the worst out of all the South African Metropolitan Municipalities in terms of time and cost (NMBM's IDP, 2017/18-2021/22).

The Municipality requires five procedures to be completed (which is average), but these procedures take 333 days to complete, which is 106 percent longer than the average of other cities. Cost is also a factor that could be improved. The City has developed an Action Plan that is being monitored for improvement across these critical indicators. All Metro Action Plans are being monitored at a national level by the National Treasury (NMBM's IDP, 2017/18-2021/22).

### **3.3.2 Safety**

In a 2016 South African Cities Report titled “State of Urban Safety in South Africa”, the importance of urban safety in cities is highlighted. Cities are places not only of opportunity, but also of inequality and high levels of violence and crime. The Report's findings confirm that crime and violence in South Africa are heavily concentrated in

urban areas. Although crime statistics have their limitations, the following statistics for Nelson Mandela Bay are relevant from the Report:

- The murder rate in Nelson Mandela Bay decreased from approximately 60 murders per 100 000 to 48 murders per 100 000 between 2005 and 2015. During this period, Buffalo City and Nelson Mandela Bay recorded the highest murder rate of all South African Metropolitan Municipalities, but these cities also experienced the greatest decrease over the 10-year period.
- The statistics for assault with intent to inflict grievous bodily harm decreased from 650 to 420 per 100 000 over the 10-year period from 2005 to 2015, mirroring a similar decline in the statistics of most other Metropolitan Municipalities and the national average.
- From 2005 to 2015, robberies at residential premises in Nelson Mandela Bay increased from approximately 10 to 50 per 100 000. This is consistent with the trend for robberies at non-residential premises as well as the national and metro trends.
- With regard to residential burglaries, Nelson Mandela Bay went from the highest score in 2005 (with 915 per 100 000), to the fifth highest of the eight South African Metropolitan Municipalities in 2015, at just over 600.
- All South African Cities recorded increases in the total crime rates between 2005 and 2015. In 2015, Nelson Mandela Bay recorded the fourth highest overall crime rate of the eight Metros (South African Cities Report, 2016).

### **3.4 ACCESS TO BASIC SERVICES WITHIN THE NMBM**

According to Shisaka (2017), Nelson Mandela Bay is noted for having achieved a high level of access to basic services in comparison to other Metros.

#### **3.4.1 Water**

All formal households have access to water through an erf connection. Altogether 100 percent of households located in informal settlements within the urban edge receive water through communal standpipes within a 200-metre radius of every plot of land (erf) and through water tanks. Communities occupying private land illegally are not guaranteed water access (Shisaka, 2017).

### **3.4.2 Sanitation**

All formal households are connected to waterborne sanitation. Informal areas are serviced by the bucket sanitation system. Altogether 16 317 buckets are still in circulation to informal settlements as a means of sanitation (this represents a marked decrease from the 23 479 buckets in circulation in 2012). A revised strategy to achieve the total elimination of the bucket system is being implemented. This will see the replacement of the bucket system by communal ablution block facilities (Shisaka, 2017).

### **3.4.3 Solid waste management (refuse removal)**

Formal and informal households receive a domestic waste collection service (excluding informal areas on privately owned plots of land and plots of land).

### **3.4.4 Electricity**

Households in formally demarcated residential areas have access to electricity. Solar panels were installed in some informal settlements for electricity generation, but some informal settlements remain unconnected to an electricity supply and the plan is to provide a 20-amp supply to these settlements to ensure the basic electricity provision to all households.

### **3.4.5 Housing**

The following is the housing situation in Nelson Mandela Bay. A large number of households reside in formal housing (85%) and a large number of households reside in owned formal housing (57%). 2 percent of households live in informal housing conditions (in informal settlements and back-yards shacks). New family information to 2020 is estimated to be very low (7% between 2011 and 2020, 0.6% p.a.). This housing situation is typical of most Metros in South Africa, which are generally characterised by lower income home ownership, higher levels of informal housing conditions and higher new family formations (Shisaka, 2017).

### **3.5 NMBM MUNICIPAL VISION, MISSION AND BRAND PROMISE**

The Nelson Mandela Bay Municipality's Integrated Development plan (2017/18-2021/22) stated that the NMBM has a vision of an iconic, friendly, ocean city that is driven by innovation, service excellence and economic development. It provides a mission to create freedom and a fairness of opportunities for all people in NMBM as well as to stop corruption, create jobs and improve service delivery. NMBM is also a destination of choice with a brand promise of one city one future (NMBM's IDP, 2017/18-2021/22).

### **3.6 INSTITUTIONAL OVERVIEW**

The national government has acknowledged that the problems facing local government structures are a results of internal and external factors over which municipalities have a limited amount of control. The internal factors relate to issues such as quality of decision-making by local government councillors, quality of appointments, transparency in the tender and procurement systems and levels of financial management and accountability (<http://www.cogta.gov.za>). The NMBM provides an overview of the political and administrative arrangements for the governance of the municipality.

#### **3.6.1 Overview of the Municipal Council**

According to the NMBM's IDP (2017/18-2021/22), the Nelson Mandela Bay Municipality is governed by a coalition government that is comprised of the following political parties: the Democratic Alliance (DA), United Democratic Movement (UDM), the Congress of the People (Cope), and the African Christian Democratic Party (ACDP). The political structure of the Nelson Mandela Bay Municipality, comprises the Council, the Executive Mayoral Committee, the Portfolio Committees and the Municipal Public Accounts Committee (MPAC), as described below.

**Table 2: Political Party Seat Allocation and Gender Distribution**

<b>Political Party</b>	<b>Allocation of seats</b>	<b>Male</b>	<b>Female</b>
Democratic Alliance (DA)	57	43	14
African National Congress (ANC)	50	32	18
Economic Freedom Fighters (EFF)	6	3	3
United Democratic Movement (UDM)	2	1	1
Congress of the People (COPE)	1	0	1
African Christian Democratic Party (ACDP)	1	1	0
African Independent Congress (AIC)	1	1	0
Patriotic Alliance (PA)	1	1	0
United Front Eastern Cape (UFEC)	1	1	0
<b>Total</b>	<b>120</b>	<b>83</b>	<b>37</b>

*Source: Nelson Mandela Bay Municipality Corporate, Integrated Development Plan, 2017/18-2021/22*

### **3.6.1.1 Executive Mayoral System**

The Executive Mayor's role and responsibilities include identifying and prioritising community needs and drafting strategies to deliver on those needs. There is an oversight of the delivery of services by the administrative structure of the City. The Executive Mayor is supported by the Speaker, the Deputy Executive Mayor, the Chief Whip and a Mayoral Committee that comprises 10 members, each of whom chairs a Portfolio Committee. The Municipality has a functional Municipal Public Accounts Committee (MPAC) in place, which performs an oversight role in respect of both the political and administrative structures ([www.nelsonmandelametro.gov.za](http://www.nelsonmandelametro.gov.za)).

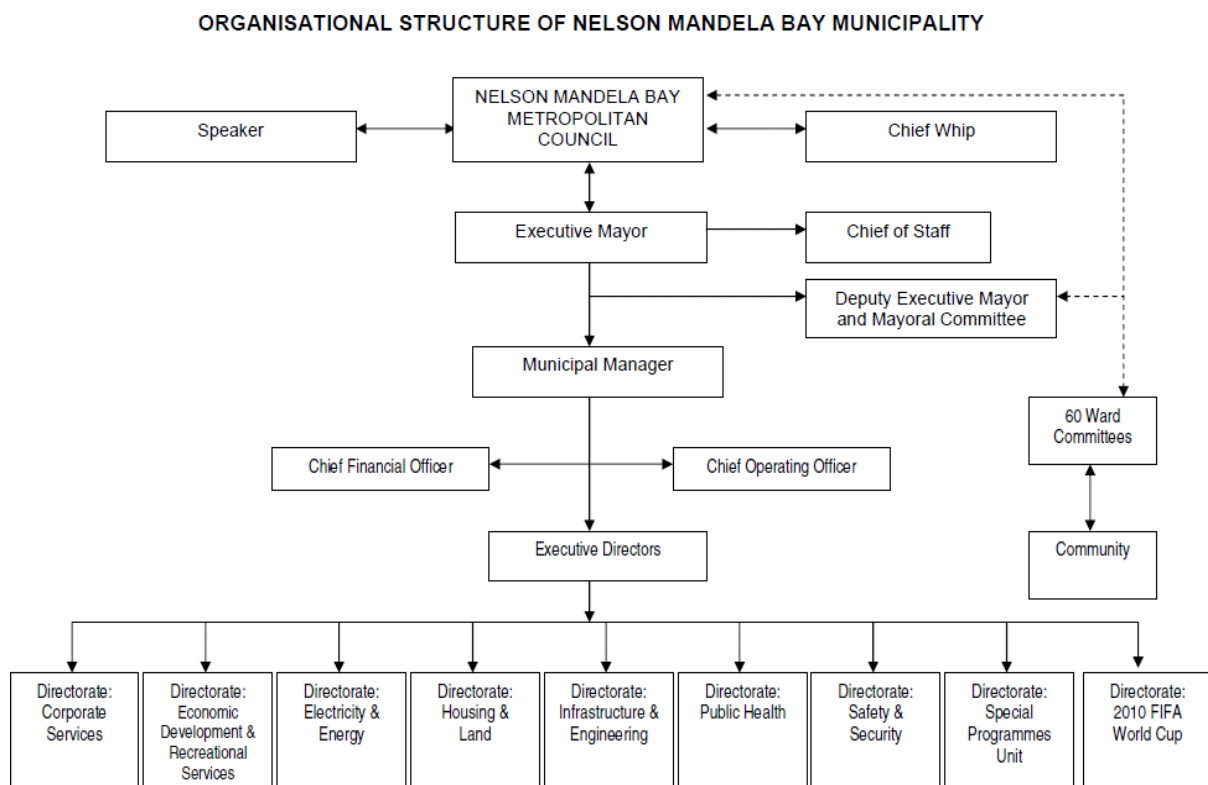
### **3.6.1.2 Office of the Chief Whip**

The Office of the Chief Whip of Council has existed in the Nelson Mandela Bay Municipality since 2003. Its primary purpose, namely maintaining discipline amongst Council members, has evolved over many decades through custom and precedent in many legislatures around the world. The Office of the Chief Whip has been adapted to local conditions since the inception of parliamentary democracy in 1994. The contact point between the executive and legislative spheres of the Municipality is the Office of the Chief Whip. The Office of the Chief Whip focuses on building better relations between the various political parties represented in Council, the political management of Council meetings and the management of the majority and Coalition caucuses (NMBM's IDP, 2017/18-2021/22).

The relationship between the political parties is enhanced through bi-monthly internal meetings, as well as multi-party Whippery meetings. The multi-party Whippery is the forum in which all parties that are represented in the Council, discuss the order of business in the Council and determine which items serving before it, will require debate. The Office is also responsible for recommending to the Executive Mayor Councillors to serve on Committees and to represent the institution on external bodies. In being a responsive coalition government, the Office also deals with addressing and resolving complaints that come directly from communities or through the Municipality's Petitions Office (NMBM's IDP, 2017/18-2021/22).

The Administration of the City is headed by the City Manager, Mr Johann Mettler, who is also the Accounting Officer. The City Manager is appointed by the municipal Council and appoints an Executive Management Team to assist him in running the administration. He is, inter alia, responsible for implementing the IDP, which is the institution's five-year service delivery plan. The Executive Management Team comprises 10 senior managers, each responsible for a portfolio, which largely matches the corresponding political portfolio (NMBM's IDP, 2017/18-2021/22).

**Figure 1: The Organisational Structure of the Nelson Mandela Bay Municipality**



*(Source: NMBM's IDP, 2017/18-2021/22)*

### 3.6.2 NMBM Six pillars: A delivery approach

The NMBM's IDP is anchored on six pillars and they are the foundations on which the municipality's developmental priorities are hinged. The NMBM six pillars are identified below (NMBM's IDP, 2017/18-2021/22):

- **The well run city** – this pillar pertains to all initiatives that cater for meeting the standard operational expectations of the municipality, including initiatives that address human resources, systems, accountable governance and the financial viability of the institution,
- **The opportunity city** – the opportunity city delivers on well-planned initiatives to enable and cultivate job creation and economic opportunity, develop competitive advantage and to ensure access to skills,
- **The safe city** – this pillar speaks to all initiatives that address safety and security. It also includes those that create environmental safety, as well as safety for residents and tourists,
- **The inclusive city** – this pillar relates to initiatives to promote equality and social cohesion and that enables informal means of mobility between communities,
- **The caring city** – in a caring city, equality is strived for by ensuring that all residents have access to delivery that promotes their well-being,
- **The forward thinking city** – the forward thinking city is concerned with institutional innovation, support for reach and development and plans for future sustainability (NMBM's IDP, 2017/18-2021/22).

### 3.7 SERVICE DELIVERY CHALLENGES IN NMBM

Challenges are defined as the revival or revitalisation of any impediments that could constitute an obstacle towards development and innovation, before problems can be properly identified and it is important that the root causes are addressed (Kuye, Thornhill & Fourie, 2002:13). The root causes of municipal problems are identified as follows:

- System factor: two tier system, limited revenue base and demarcation.
- Legislative factors: inappropriate legislation over and under regulation.
- Political factors: inter and intra political conflicts and polarisation.
- Accountability systems: lack of performance management systems, poor oversight, and poor community participation mechanisms.
- Capacity and skills: lack of capacity in small and rural municipalities.



- Intergovernmental relations support (IGR) and oversight: fragmented national and provincial support, weak oversight.
- Intergovernmental fiscal regime: poor grant design and limited impact, grant dependency (Local Government Turnaround Strategy: Municipal Guidelines, 2010).

Service delivery challenges at the local government level are characterised by violent service delivery protests which are organised through public gatherings. Public gatherings, in service delivery protests, include mass meetings, drafting of memoranda, petitions, toyi-toyi, processions, stay-away, election boycotts, blockading of roads, construction of barricades, burning of tyres, looting, destruction of buildings, chasing unpopular individuals out of townships, confrontation with the police and the forced resignations of elected officials (Alexander, 2010:26).

It is stated that confrontations that take place between protesters and the police frequently result in bloodshed, looting, the throwing of stones, the burning of tyres and the use of tear gas and stun grenades. Police brutality poses a threat to the available resources such as buildings, roads, schools, clinics and other public services (Breakfast, Bradshaw & Nomarwayi, 2016:408). Violent service delivery protests in the NMBM are caused by a lack of or a slow pace of service delivery as well as a lack of access to basic services such as water, electricity, housing, sanitation, roads, corruption and cadre deployment, and they are characterised by violence (Breakfast, et al. 2016:409).

### **3.7.1 Police brutality during violent service delivery protests**

A crowd management technique refers to the effective management of a crowd as well as organising the order and the movement of crowds and it includes the facilitation, employment and movement of crowds (Abbott & Geddie, 2001:259). Crowd management requires effective communication and well-trained personnel to avoid destructive conflict. Crowds are generally angry and frustrated due to the relative deprivation of basic services such as water, electricity, housing and jobs, therefore, communities mobilise to demand service delivery. Service delivery protests are characterised by severe police brutality (Breakfast, et al. 2016:412).

Violent service delivery protests started before 2004, in 2010 and 2011, where there was a record number of crowd management incidents (peaceful unrest) and the final data for 2011 and 2012 is likely to show an even higher figure. Between 2009 and 2012 Walmer township local residents blocked Heugh Road while protesting about the slow pace of service delivery and angry residents “threatened to bring Walmer township to a complete standstill today as protests for RDP houses heat up” (The Herald, 2015:2). In Motherwell NU29 and NU12, angry residents were protesting for housing and blocked the R334 where the protesters threatened to close schools to bring their grievances to the government’s attention. In a violent service delivery protest in Vastrap, Booysen Park, angry protesters prevented residents and children from going to work or schools (The Herald, 2015:1).

### **3.7.2 Violent service delivery protests in the NMBM**

It is stated that South Africa has a developmental framework that has been developed by the political elites that are linked to the ANC (Habib, 2013:36-37). Yet the decisions pertaining to service delivery, emanate from the top and not the bottom structure of society. This top-down approach often results in dissatisfaction concerning the slow pace of service delivery in poor and informal communities, which then results in service delivery protests. In many townships in South Africa, the majority of poor people have not benefited from the new democracy and the vast majority of people who are living in townships, express their dissatisfaction at the slow pace of service delivery through protests (Breakfast, et al, 2016:412).

The NMBM is faced with a number of challenges relating to unemployment and poor service delivery and infrastructure. Unemployment has reached 40 percent and poverty 32.5 percent (NMBM, 2010:8). Holborn (2010:239) states that unemployment among the youth in the Eastern Cape, constitutes 41.5 percent. According to Lebone (2010:591), 7.4 percent of people are using a bucket system, while 13.7 percent of people are living in informal houses, 9 percent of the people still do not have electricity, but 98.4 percent have access to water in the Nelson Mandela Bay Municipality. These statistics indicate that more work needs to be done with regard to service delivery.

Violent service delivery protests in the NMBM can be traced back to 11<sup>th</sup> May 2005, in Motherwell, when people took to the streets. On the 12<sup>th</sup> May 2005, people started to

barricade roads with stones and burning tyres in Kwazakhele and New Brighton, while this civil unrest continued in Motherwell (Botes, Molefi, Marais, Matebesi & Sigenu, 2007:75). On the 16<sup>th</sup> May 2005, people from Veeplaas and Kleinskool and residents near Govan Mbeki Street, joined the protests that spread to Straun Road and Mavuso Street. The unrest took the form of barricading roads with burning tyres and stones, demands to see the local councillors and mayor, marches to the offices of the Metro, and the handing over of petitions to the municipality. These disturbances and outbreaks of volatility lasted for the entire month of May (Botes, et al., 2007:76).

A lack of, and poor service delivery at local government level, are underpinned by corruption and the lack of accountable public officials. The following table represents the main reasons for violent service delivery protests in the Nelson Mandela Bay Municipality (Botes, et al. 2007:77).

**Table 3: Reasons for service delivery protests**

<b>Structural Reasons</b>	<b>Systematic Reasons</b>	<b>Locality-Specific Reasons</b>	<b>Programme or Project Specific Reasons</b>
Poverty	Housing delivery policies and strategies	Intergovernmental relations and unfunded mandatory	Nepotism
Amalgamation of municipalities	The lack of housing delivery and the poor quality of houses delivered	The role of provincial government	Favouritism regarding access to employment in government
The loss of skills	Selective housing allocations and the process of housing delivery	The role of local government in terms of problems and challenges	
Tensions between demographic and economic growth	Lack of horizontal equity in housing delivery	Non-responsive local governance	
Ability to provide adequate services	Availability of serviced residential land	Disjuncture between development objectives in IDP and the needs of the broader community	
Rural-urban migration		Corruption and self-enrichment	
Legacy of apartheid			
Economic inequalities			
Relative deprivation			

Source: Botes, et al, 2007:77-88

South African municipalities must adhere to the principles of good, developmental local governance and they must comply with an inclusive statutory and regulatory framework that governs service delivery. To achieve this, municipalities need to design and implement comprehensive Performance Management and Development Systems (PDMS) that should facilitate the continuous assessment, monitoring, and evaluation of municipal structures, systems and processes that should be aligned with the municipality's IDP, service delivery outcomes and operational plans for implementing the budget (Van der Waldt, 2014:1).

Municipalities are the first point of contact between an individual and government institutions in service delivery (Thornhill, 2008:492). Service delivery challenges in the NMBM are influenced by both internal and external factors and it is very crucial for all three spheres of government (National, Provincial and Local) to join forces to develop sustainable solutions. The NMBM has implemented various legislative prescriptions that deal with performance and development strategies in response to the service delivery protests and the poor performance of the municipality.

### **3.8 NMBM LEGAL LEGISLATION AND POLICY MANDATE**

According to the NMBM's IDP (2017/18-2021/22), the legislative and policy mandates that influence the activities of local government are numerous, encompassing international, national, provincial and regional influences. It is important that there is a direct linkage between the activities at a local government level and the broader strategic policy and legislative environment so that a common vision for the development of South Africans and Nelson Mandela Bay residents can be achieved. This section demonstrates the direct linkage between Nelson Mandela Bay's six pillars of action and the following legislative and policy directives, whilst acknowledging that there are numerous other mandates that are adhered to: Sustainable Development Goals (SDGs), National Development Plan (NDP) 2030, Eastern Cape Vision 2030 – Provincial Development Plan (PDP), Medium-Term Strategic Framework Outcomes, and Batho Pele Principles.

### **3.8.1 Sustainable Development Goals (SDG)**

NMBM's IDP (2017/18-2021/22) state that the Sustainable Development Goals (SDG) is a set of 17 global goals with 169 targets, for achievement by 2030. The goals were adopted in 2015 by the 194 countries of the United Nations' General Assembly. South Africa is a member country. Through the effective delivery of the 6 pillars, Nelson Mandela Bay will, in turn, contribute towards the achievement of the 17 sustainable development goals.

### **3.8.2 National Development Plan 2030**

It is stated that the National Development Plan (NDP) of South Africa was produced by the National Planning Commission in 2011. It aims, through its implementation, to eliminate poverty and reduce inequality by 2030. The Plan focuses on a number of thematic areas which, when together, will transform South African society in combination with capable institutions, a growing economy, increased capacity and leadership as well as partnerships. The thematic areas all have identified objectives and a number of actions that will give rise to the transformation of the status quo. The actions of Nelson Mandela Bay in achieving the objectives of the National Development Plan can be identified in the National Development Plan 2030 (NMBM's IDP, 2017/2018-2021/22).

### **3.8.3 Eastern Cape Vision 2030 – Provincial Development Plan**

According to the NMBM's IDP (2017/18-2021/22), the Eastern Cape Development Plan is grounded in the National Development Plan, but it has specifically been developed after taking cognizance of the critical priorities that face the Eastern Cape. The Plan was developed in 2014 and involved the collaboration with citizens, organisations and institutions both within and outside of the Eastern Cape (NMBM's IDP, 2017/18-2021/22).

The following principles underpin the implementation of the Eastern Cape Development Plan: Understanding context, Social justice, Spatial equity and justice, Intergenerational equity, People centred development, Keeping the public good public, Distributed agency and shared agenda setting, Integrated coordination and

efficiencies, resourcing the PDP Arising from the above, five related goals have been developed for the Eastern Cape. Each goal has a vision, key objectives and strategic actions. The goals and plans have a specific focus on rural development, due to the specific absence of spatial equity in the Eastern Cape. It is important to identify the role of Nelson Mandela Bay in achieving the Provincial Development Plan, as Nelson Mandela Bay is the largest City with the strongest regional influence in the Eastern Cape (NMBM's IDP, 2017/18-2021/22).

#### **3.8.4 Medium-Term Strategic Framework Outcome**

The Medium-Term Strategic Framework is an expression of the Government's Programme of Action. In terms of the Programme of Action, ten strategic priority areas have been identified. In order to achieve the strategic priorities, twelve Key Outcomes with accompanying Outputs and Activities, have been identified. This has led to the conclusion of ministerial performance agreements that are related to the strategic priority areas. As a result of this, various structures are in place to coordinate the implementation of the outcomes, to review the progress and to decide on interventions when needed (NMBM's, 2017/18-2021/22).

#### **3.8.5 Nelson Mandela Bay Municipality's Integrated Development Plan**

It is stated that the Integrated Development Plan enables the achievement of the planning stage of performance management and performance management then fulfils the implementation, management, monitoring and evaluation of the Integrated Development Plan. Municipalities are constantly mandated to prepare a five-year integrated Development Plan (IDP) which serves as a strategic action and service delivery orientated resources plan. The NMBM's outlook is guided by its developmental goals, including the programmes of the provincial and national government (NMBM's IDP, 2017/18-2021/22).

According to the NMBM's IDP (2017/18-2021/22), the performance of an organisation is integrally linked to that of its staff and it is therefore vitally important for any organisation to periodically review its own performance as well as that of its employees. The Integrated Development Plan is a key strategic planning tool in which the municipality's five-year programmes and projects are set out (NMBM's IDP,

2017/18-2021/22). The Integrated Development Plan programmes and projects, inform the municipality's budgeting processes, and performance management measures Integrated Development Plan implementation and budget performance (Nelson Mandela Bay Municipality, Integrated Development Plan, 2017/18-2021/22)

According to the Nelson Mandela Bay Municipality's Integrate Development Plan (2017/18-2021/22), the City has undertaken an introspective analysis in order to guide the preparation of the IDP. Key considerations include the best possible use of available resources (budget, human resources, infrastructure, skills and assets), how capacity, infrastructure and skills could be built to address gaps, including using strategic partnerships, and current and new activities that could potentially serve to develop a competitive advantage for the Metro.

The results of the institutional analysis in respect of the Well Run City, indicate that the following areas need to be prioritised:

- Building on the strengths of the existing administration and optimising the organisational structure for effective governance and service delivery.
- Scrutinising existing and developing new processes to increase the sustainability and efficiency of the organisation.
- Leveraging partnerships to assist the City in achieving its developmental priorities.
- Actively nurturing positive relationships between staff, Councillors, unions, private sector and other stakeholders (NMBM's IDP, 2017/18-2021/22).

The results of the institutional analysis in respect of the Opportunity City indicate that the following areas need to be prioritised:

- Capitalising on the competitive advantages that the City has to offer, whilst simultaneously investing in competitively differentiating Nelson Mandela Bay.
- Optimising the use of partners and other stakeholders to increase opportunity for all residents.
- Building and strengthening existing initiatives to train and develop the local youth as well as the unemployed and the talented.



- Clarifying and improving the role of the City in job creation, poverty alleviation and local and regional economic development (NMBM's IDP, 2017/18-2021/22).

The results of the institutional analysis in respect of the Safe City indicate that the following areas need to be prioritised:

- Safety needs to be integrated in all departmental plans and activities from an early stage.
- The City needs to nurture and promote community initiatives that contribute towards the safety of residents.
- The City needs to form partnerships with other agencies such as the South African Police Services (SAPS) and community safety forums in an effort to improve safety.
- The City needs to ensure that all by-laws and legislation can be enforced for the safety of residents and visitors.
- The City needs to address its human resources, maintenance and procurement capacity to be appropriate for the areas of safety (NMBM's IDP, 2017/18-2021/22).

The results of the institutional analysis in respect of the Inclusive City indicate that the following areas need to be prioritised:

- Broad inclusive communication on all municipal processes, programmes and plans.
- The use of technology to improve the accessibility of information and communication with all residents and stakeholders.
- Developing intergovernmental relations and other partnerships for the delivery of the full range of developmental needs and priorities of communities.
- Institutional organisation around all planning and development initiatives for the development of integrated and sustainable communities.
- The inclusion of marginalised and vulnerable groups in civic plans, processes and products (NMBM's IDP, 2017/18-2021/22).

The results of the institutional analysis in respect of the Caring City, indicate that the following areas need to be prioritised:

- Creating an environment that promotes and ensures participation and the well-being of vulnerable and marginalised groups in municipal processes around planning and decision-making.
- Ensuring the provision of adequate services and amenities to all communities.
- Creating partnerships and seeking funding sources for improved social amenities.
- Ensuring that city planning processes promote spatial justice and equitable access (physically, socially and economically).
- Reviewing municipal operations to ensure efficient responses to community complaints, applications and queries (NMBM's IDP, 2017/18-2021/22).

The results of the institutional analysis in respect of the Forward-Thinking City, indicate that the following areas need to be prioritised:

- Aligning the organisational structure to meet the demands of an innovative and forward thinking and planning City.
- Prioritising the need for sustainability in all its dimensions (physical, social and economic) in the planning and operations of the Municipality (NMBM's IDP, 2017/18-2021/22).

It is stated that the situational analysis, provides the city context, current status of service delivery and the introspective Strength, Weaknesses, Opportunities and Threats (SWOT) analysis for each of the six pillars and will, when combined with the results of the comprehensive public participation undertaken, provide the foundation for the activities that are to be conducted (NMBM's IDP, 2017/18-2021/22).

### **3.9 PERFORMANCE MANAGEMENT, MONITORING AND EVALUATION**

IDP is a key strategic planning tool in which the municipality's five-year programmes and projects are set out. The IDP programmes and projects inform the municipality's budgeting processes, performance measures IDP implementation and budget performance. The monitoring performance is used as a management tool to observe and verify project activities to check if they are proceeding according to plan and

whether resources are being used efficiently and effectively. Also, a continuous flow of information is the key to enhance decision making which requires data collection and comparisons to be made. Monitoring in performance management produces results that are to be used for evaluation (NMBM's IDP, 2017/18-2021/22). Evaluation is a careful and systematic retrospective assessment of the design, implementation and results of activities. The aim of evaluation in Performance Management and Service Delivery, is to determine the value of the fulfilment of the objectives, efficiency, effectiveness, impact and sustainability (Integrated Development Plan, 2017/18-2021/22 of the Nelson Mandela Bay Municipality).

The Municipality has a Monitoring and Evaluation unit in place, which is tasked to improve institutional planning, implementation, budgeting and reporting processes through the monitoring and evaluation of prioritised programmes and projects. Towards this end, the focus is on the following:

- Monitoring and evaluating of the IDP implementation for tracking service delivery progress and sustainability, and evaluating alternative options for service delivery.
- Monitoring, evaluating and reporting on the performance of consultants or service providers to ensure that the expected delivery outputs and outcomes are achieved.
- Monitoring and evaluating Ward-Based capital expenditure to ensure that the objectives are achieved as planned.
- Monitoring the implementation of Council resolutions through the development and maintenance of a matrix (NMBM's IDP, 2017/18-2021/22).

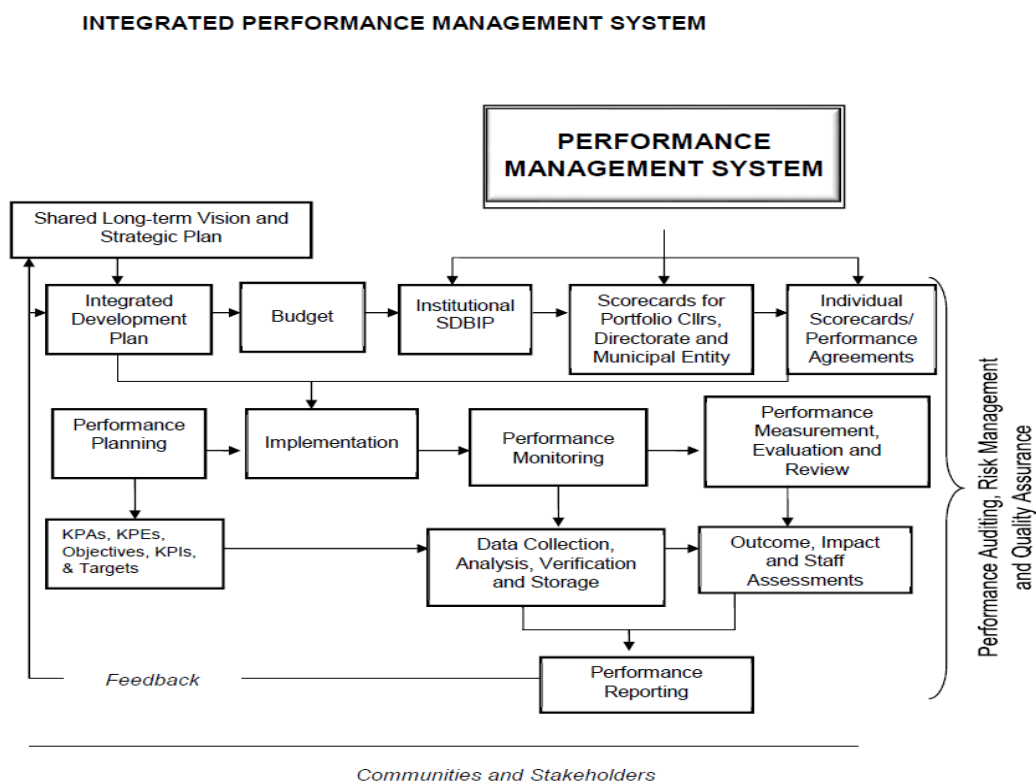
### **3.9.1 Effectiveness of service delivery in performance management systems**

The municipal management function describes, measures, evaluates and reports on how the municipality's processes, relating to the implementation of the IDP, will be conducted, organised and managed. This includes identifying role-players, stakeholders and key timelines. Performance Management and Development Systems therefore hold the key to the successful implementation of the IDP in service delivery ([www.nelsonmandelametro.gov.za](http://www.nelsonmandelametro.gov.za)).

The Integrated Development Plan enables the achievement of the planning stage of performance management. The Service Delivery and Budget Implementation Plan (SDBIP), the Performance Information System, performance agreements and plans underpin the effectiveness of performance management in the delivering of services. Performance management in service delivery seeks to achieve the following:

- Clarifying institutional goals and priorities.
- Ensuring a continuous cycle of planning, coaching and feedback.
- Monitoring and improving service delivery.
- Ensuring accountability, oversight and legal compliance.
- Promoting community participation in local governance.
- Creating and entrenching a culture of performance among employees (www.nelsonmandelametro.gov.za).

**Figure 2: Integrated Performance Management System used in the NMBM**



Source: NMBM's IDP, 2017/18-2021-22

### **3.10 SUMMARY**

This chapter has provided a comprehensive overview of the Nelson Mandela Bay Municipality's Integrated Development Plan and it has also outlined the vision, mission, goals and objective of the municipality. Municipalities are constitutionally mandated to prepare a five-year Integrated Development Plan (IDP) which serves as a strategic action and provide service delivery-oriented resources. The NMBM's IDP outlook is guided by its developmental goals, including the programmes of the provincial and national government. In the NMBM, service delivery and Performance Management and Development System can be regarded as an ongoing process that determines the planning, managing, reviewing, rewarding and development of organisational performance.

The introduction of IDP in NMBM ensures that service delivery operates in a manner that that is effective, efficient and sufficient, so that the municipality can perform well in terms of providing basic services to the community. The Nelson Mandela Bay Municipality regards the Performance Management and Development System as an instrument that is used to measure an organisation's performance in achieving its strategic goals and objectives and such systems facilitate cooperation, integration and interface between all functional domains within an institution, in order to meet strategic targets.

It is evident that the local government and municipalities experience challenges. The reality is that service delivery and challenges of non-compliance can only be addressed if the accurate baseline data is available to give a strategic direction to endeavours that are aimed at improving the general performance of the municipality. The NMBM had its fair share of potential service delivery challenges in violent service delivery protests and the municipality was severely hit by a wave of service delivery protests in recent years, that included the crossing off of roads, the burning of tyres by protesters and police firing rubber bullets and teargas to disperse the rioting crowds.

The following chapter will elaborate on the research design and research methodology that provide the guidance in data the collection methods, analysis and interpretation of this study.

## **CHAPTER 4**

### **RESEARCH METHODOLOGY AND RESEARCH DESIGN**

#### **4.1 INTRODUCTION**

This chapter provides the focus on the research design and research methodology that is used for the purpose of this study. This chapter will also provide guidance on data collection methods, analysis and interpretation, amongst others. The primary aim of this study was to evaluate Performance Management and Development Systems in public institutions, with specific reference to the Nelson Mandela Bay Municipality. A descriptive, explanatory and exploratory study was important to conduct this study, since Performance Management and Development Systems play a role in the delivery of services within Nelson Mandela Bay Municipality.

#### **4.2 RESEARCH DESIGN**

According to Babbie and Mouton (2001:71), a research design is the plan or blueprint according to which data is collected to investigate the study question or hypothesis in the most economical manner. The expectation in research design is the development of a plan that enables the researcher to collect data, leading towards solving the problem (De Vos, et al. 2005:132). A research design addresses the planning of scientific inquiry by designing a strategy for finding out something. There are two major aspects of research design, although special details vary according to what a scholar wishes to study. Firstly, a scholar must specify as clearly as possible what he or she wants to study. Secondly, a scholar must determine the best way to do it (Babbie & Mouton, 2001:72). Leedy and Ormrod (2005:94) state that different research problems, dictate the type of research design and methods that are going to be used, which in turn results in the collection of different types of data and different interpretations of such data.

##### **4.2.1 Exploratory research**

It is stated that a large proportion of social research is conducted to explore a topic. This approach is typical when a researcher examines a new interest or when the subject of study itself is relatively new (Babbie & Mouton, 2001:79). The purpose of

exploratory research is to gain a broad understanding of a situation, phenomenon, community or person (Bless, Higson-Smith & Kagee, 2009:47). Exploratory studies are typically done for the following reasons: to satisfy the researcher's curiosity and desire for better understanding, to test the feasibility of undertaking a more extensive study, to develop the methods to be employed in any subsequent study, to explicate the central concepts and constructs of study and to determine the priorities for future research (Babbie & Mouton, 2001:80).

#### **4.2.2 Descriptive research**

It is stated that a descriptive research paints a picture of the specific details of a situation and focuses on the 'how' and 'why' questions (De Vos, Strydom, Fouché & Delport, 2011:109). Descriptive research describes phenomena as they exist and it is used to identify and obtain information on the characteristics of a particular problem or issue (Collins & Hussey, 2003:11). Babbie and Mouton (2001:80) state that a major purpose of social scientific studies is to describe situations and events and the researcher first observes, then describes what was observed because scientific observation is considered to be careful and deliberate. In data collection, qualitative research conveys a descriptive approach that gives the ability to collect accurate data and to provide a clear picture of the phenomenon that is being studied (Mouton & Marais, 1996:43-44).

#### **4.2.3 Explanatory research**

According to Babbie and Mouton (2001:81), the general purpose of explanatory research is to explain things. The major aim of explanatory studies is to indicate causality between variables or events, for example, one may not be satisfied to merely show that intelligence and scholastic achievement correlate highly, but wish to indicate that high intelligence leads to better scholastic performance. In this case, one is attempting to explain differences in scholastic performance by invoking a causal variable (differences in intelligence).

### **4.3 RESEARCH METHODOLOGY**

According to Babbie and Mouton (2001:75), a research methodology focuses on the research process and the kind of tools and procedures that are to be used. There are two major and recognised approaches to research in the social sciences and humanities, namely: the qualitative and the quantitative paradigms and each approach has its own purposes, methods of conducting inquiry, strategies for collecting and analysing the data and criteria for judging quality (De Vos, et al., 2011:63). Instruments that are used in research methodology should enable the researcher to analyse data in order to draw conclusions from the collected data. Leedy and Ormrod (2005:2) provide two terms, namely validity and reliability, where validity is an instrument that measures what it is supposed to measure and reliability is the consistency in the measuring instrument to yield accurate results. In ensuring maximum validity in the findings of this study, the researcher followed a qualitative research approach during the data collection and analysis.

#### **4.3.1 Qualitative research**

Leedy and Ormrod (2005:96) explain that qualitative research is when the researcher seeks a better understanding of a complex situation. The work of the researcher is often exploratory in nature and it may use observations to build theory from the ground up. According to Leedy and Ormrod (2005:96), the purpose of qualitative research is to describe, explain, explore, interpret and build theory. A qualitative research study can serve an evaluation purpose as it provides means through which the researcher can judge the effectiveness of a particular policy, practice or innovation. Data collection in qualitative research is a means of conducting interviews, observation and, from documents, data analysis and interpretation presents itself in a form of themes, categories, words and interpreted narratives (Leedy and Ormrod, 2005:96).

The research design of this study is a qualitative research design, as the study is aimed at making an in-depth analysis of institutional performance management and the effects of Performance Management and Development Systems on service delivery in the Nelson Mandela Bay Municipality.



### **4.3.2 Quantitative research**

It is stated that a quantitative research design is when a researcher seeks to explain, predict, confirm, validate and test theory. The intent of quantitative research is to establish, confirm or validate relationships and to develop generations that contribute to theory (Leedy & Ormrod, 2005:95). Quantitative researchers choose methods that allow them to objectively measure the variables of interest. In a quantitative approach, data is collected by means of questionnaires, checklists (direct observation), indexes and scale as well as data analysis and interpretation is mainly presented in numbers, symbols, statistics, deductive reasoning and scientific style (Leedy & Ormrod, 2005:95).

### **4.3.3 Differences between qualitative and quantitative research**

The following characteristics provides the differences between the qualitative research and quantitative research paradigms:

**Table 4: Differences between qualitative and quantitative research**

QUALITATIVE	QUANTITATIVE
Data is in the form of words from documents, observations and transcripts.	Data is in the form of numbers from precise measurements.
Captures and discover meaning once the researcher becomes immersed in data. Hypotheses are frequently undeclared or stated in the form of a research goal.	Tests the hypothesis that the researcher begins with. Hypotheses are stated explicitly and are formulated beforehand.
Analyses proceeds by extracting themes or generalisations from evidence and organising data to present a coherent, consistent picture.	Analyses proceeds by using statistics, tables or charts and discussing how what they show relates to hypotheses.
Measures are created in an ad hoc manner and are often specific to the individual or researcher. The researcher is involved with the events/ phenomena.	Measures are systematically created before data collection is standardised. The researcher remains largely aloof.

*Source: Mouton and Marais, 1996:159*

#### **4.3.4 Evaluation of research**

The evaluation of research is the systematic use of research methods to make judgements about the effectiveness and the overall merit, worth, or value of some form of practice (Weinbach, 2005:2). According to Bless, Higson-Smith and Kagee (2009:57), evaluation research refers to the methods of social science that can be used to assess the design, implementation and usefulness of social interventions. Social interventions are defined as any attempt to change the conditions under which people live no matter how simple, or who is responsible for them. It is stated that the aim of evaluation is to determine the value of the fulfilment of objectives and the

efficiency, effectiveness, impact and sustainability of service delivery and development (Tsatsire, 2008:308).

The NMBM has experienced service delivery protest actions which included violence and disruption in service delivery. Section 152 of the 1996 Constitution requires municipalities to give attention to monitoring and evaluating service delivery performance. As mentioned before, the primary purpose of this research study is to evaluate service delivery in Performance Management and Development Systems in public institutions in the Nelson Mandela Bay Municipality.

#### **4.4 DATA COLLECTION**

Brink (1996:146) states that the researcher must carefully consider the exact type of information that is needed to answer the research questions. According to Welman, et al. (2005:149), data is distinguished between primary and secondary data sources, where primary data is the original data that is collected by the researcher for the purposes of his or her own study at hand and secondary data is information collected by individuals, agencies and institutions other than the researcher him or herself.

In this study, secondary data is collected through annual performance targets that are set in the Service Delivery Budget Implementation Plan (SDBIP), which is reflected in the Annual Performance Reports. Service Delivery Budget Implementation Plans (SDBIP) are developed by municipalities as required by the Finance Management Act, Act 56 of 2003. The requirement in the Service Delivery Budget Implementation Plan (SDBIP) is that each objective in the Integrated Development Plan (IDP) is to translate into a performance target and indicator by utilising the Performance Management System (PMS) and allocating a budget to each performance target.

Primary data, which is collected first, is highly factual as it is the original source of the material and its main purpose is to provide solutions to the researcher's problems (Yin, 2016:32). Yin (2016:32) states that secondary data is the interpretation of the initial or primary data as it was originally collected by another researcher and it is largely available in journals, newspapers, records and other publications. The differences between primary and secondary data is that both are important in information gathering. Whether qualitative or quantitative, they are essential in statistical analyses

and are sometimes compared to each other to verify changes and they can also fill each other's gaps by employing their practical approaches (Yin, 2016:33).

Ritchie and Lewis (2003:25) provided the summary of primary vs secondary data:

- Both primary and secondary data are crucial in research,
- Primary data is first-hand information from a direct source,
- Secondary data was previously gathered and is often used to support primary data,
- As compared to primary data, secondary data is more economical in terms of time, money and effort,
- As compared to secondary data, primary data is more specific, relevant and beneficial for time-sensitive topics (Ritchie & Lewis, 2003:25-26).

#### **4.4.1 Document study**

Ritchie and Lewis (2003:34) state that the term 'document' in research study, is broadly defined and can refer to a number of different forms of text, public records, historical archives, personal narratives and corporate documents. According to Ritchie and Lewis (2003:35), documents illuminate deeper meanings which may be revealed by their style and coverage. Terre Blanche, et al. (2009:316) state that document sources such as letters, newspapers, official documents and books are useful in gathering data in research study. In qualitative research, documents are important sources, as they provide historical review of concepts. The following documents were analysed in this research study:

- Nelson Mandela Bay Municipality, Integrated Development Plan, 2017/18-2020/21,
- The Local Government: Municipal Systems Act 32 of 2000,
- The Local Government: Municipal Finance Management Act 56 of 2003
- Department of Local Government: Municipal Planning Performance Management and Regulations, 2001,
- The Nelson Mandela Bay Municipality Annual performance report for 2017/2018,

- The Nelson Mandela Bay Municipality: Service Delivery Budget Implementation Plan (SDBIP), 2017/18.
- The White Paper on Transforming Public Service Delivery, 1997, and
- Newspaper articles relating to the study,
- Constitution of the Republic of South Africa, 1994: Developmental Mandate.

#### **4.4.2 Literature review**

It is stated that every research report should be placed in the context of the general body of scientific knowledge, so one must dictate where the report fits into in the bigger picture. Having presented the general purpose of study, one should then bring the reader up to date with previous research in the area, by pointing to general agreements and disagreements among the previous researchers (Babbie & Mouton, 2001:565).

Hart (2001:2) states that a thorough critical evaluation of existing research often leads to new insights by synthesising previous unconnected ideas and can provide methods for the collection of data. There are five reasons why a literature research is important when beginning a research study, namely:

- It will help you to identify work that has already been done or in progress that is relevant to your research study,
- It prevents you from duplicating work that has already been done,
- It helps you to avoid some of the pitfalls and errors of previous research,
- It will help you to design the methodology for your project by identifying the key issues and data collection techniques best suited to your topic, and
- It will enable you to find gaps in existing research, thereby giving you a unique topic (Hart, 2001:2).

The literature review was helpful for the purpose of this research study and it assisted in addressing the research questions as outlines in Chapter 1 and providing a perspective on research findings that are relevant to the topic.

#### **4.5 SUMMARY**

This chapter provided an outline of the research design, the research methodology and research instruments that were adopted for the purpose of this study. This chapter

has also clarified the difference between qualitative and quantitative research design and methodology, even though only the qualitative approach is used for this study. In this study, the different data collection methods were discussed for the purpose of this study and a document analysis and literature review were utilised as means of collecting data.

The following chapter will provide the findings and analysis of the study in detail and it will also provide the summary of the research study as well as show whether the objectives of the study have been achieved by providing conclusions and recommendations.

## **CHAPTER 5**

### **RESEARCH FINDINGS, CONCLUSION AND RECOMMENDATIONS**

#### **5.1 INTRODUCTION**

The previous chapter discussed the research design and research methodology. This chapter aims to provide findings of the study, based on the literature review that has been consulted for this study and a documentary analysis that included the Nelson Mandela Bay Municipality's Integrated Development Plan 2017/18-2021/22, Service Delivery and Budget Implementation Plan 2017/18, dissertations and Nelson Mandela Bay Municipality's Annual Reports for the year 2018/2019.

The primary aim of this study was to evaluate whether the implementation of performance management and development systems in service delivery, with specific reference to the Nelson Mandela Bay Municipality, would carry an impact on service delivery in public institutions. The developmental mandate that was given to the local government by the Constitution, provided additional responsibilities on local government and augmented expectations by communities.

The Nelson Mandela Bay Municipality's overview, institutional overview and situational analysis were also discussed with the intention to gain a broader understanding of the nature of Nelson Mandela Bay Municipality. The vision, mission, brand promise and six pillars of the Nelson Mandela Bay, provided that they were corresponding with the prescriptions of the legislation of the developmental local government.

The importance of the research and the key research questions were outlined in Chapter 1 and amongst the key questions, included the following:

- What are the current methods that are used by the Nelson Mandela Bay Municipality to assess the performance of individual employees and teams in the Municipality?
- What measures can be employed to ensure that municipal employees use Performance Management and Development Systems in a manner that will increase the service delivery in the Nelson Mandela Bay Municipality?

- Do Performance Management and Development Systems affect the outcome of service delivery within the Nelson Mandela Bay Municipality?
- To what extent can Performance Management and Development Systems be used in the Nelson Mandela Bay Municipality in order to provide a sufficient, effective and efficient service delivery in the Municipality?

## **5.2 RESEARCH FINDINGS**

The researcher has noted that the delay in implementing the demands and meeting the basic need of communities, have triggered service delivery protests throughout the country and within the Nelson Mandela Bay Municipality in particular. This study has evaluated the service delivery in Performance Management and Development Systems in public institutions within the NMBM.

The qualitative research method has been conducted for the purpose of providing findings for this study through findings from a documentary analysis that has been supplemented by documentary sources. Documentary sources that were consulted for the purpose of this study, includes the following: the NMBM's Integrate Development Plan (IDP) for 2017/18-2021/22, the NMBM's Service Delivery and Budget Implementation Planning (SDBIP) for 2016/17, NMBM's Annual report for the 2016/17 financial year, the Adjusted Service Delivery and Budget Implementation Plan (SDBIP) for 2016/17, the NMBM's Audited consolidated financial statement, June 2017, Report of the Auditor-general, August 2017 and the Mandela Bay Development Agency (MBDA) Annual Report for 2016/17 financial year. The research findings that were identified, include the following:

### **5.2.1 Effectiveness of the PMDS within the NMBM**

The NMBM has adopted the PMDS as a tool to achieve effective service delivery. This is because effective PMDS need to have well-articulated processes in place, for accomplishing service delivery targets, with defined roles and timelines for senior managers. The findings of this study on the effectiveness of PMDS, revealed that not all senior managers of the municipality within the NMBM have the common views regarding PMDS in the municipality.



Some documents stated that it is effective because it enables the Council to hold each senior manager accountable for the deliverables of targets set for his or her directorate. But for it to be fully operational, it has to be cascaded to the lower levels so that all employees can focus on a similar goal. This is because the overall achievement of the municipality does not only depend on the performance or achievement of Section 57 managers, but the performance of all employees at large. A good Performance Management and Development System enables municipalities to understand how its employees are currently performing and to identify those employees that contribute the most or the least. It is that reason that necessitates the researcher to probe the status of the performance of Section 57 managers, the management of performance of section 57 managers, the rewards used to motivate senior managers who meet their set goals and targets within the time frame and the developmental programmes that have been set in place for poor performance to enhance their performance and service delivery.

While other documents such as the IDP and SDBIP indicated that other senior managers provide that PMDS is not effective and that it is just done for compliance sake. The PDMS need to be rolled out to all staff members of the municipality by senior municipal managers, in order for the system to function effectively, efficiently and sufficiently in providing services to the community.

### **5.2.2 Measuring reviewing and monitoring of PMDS within NMBM**

PMDS is measured on a quarterly basis as per the SDBIP of a municipality. In every quarter, senior managers are subjected to performance assessments and evaluations whereby their performance for the quarter is looked at and they each have to report on how far he or she have come, in terms of the set targets. In the case where the targets are not met, a senior manager is expected to provide reasons as to why the targets are not met. In all municipalities, the system is monitored by the Municipal Manager as well as the accounting officer of the municipality, the Mayor and the Council.

The municipality is guided by the measurement criteria that has been adopted from the regulations of the Local Government: Municipal Systems Act 32 of 2000 and the municipal policy framework for COGTA. The measurement criteria have two areas,

which are the Key Performance Areas (KPAs) and the Core Competency Requirements (CCR) with the weighing of 80:20. The 80% is allocated from KPAs accounting to the main area of work and the 20% is allocated to the CCR, which include managerial attitudes or competencies such as strategic leadership, people management, honesty and integrity, communication and knowledge of the developmental local government.

### **5.2.3 Measurement approaches used to evaluate goals and objectives**

The SDBIP is used to evaluate the progress in attaining the set goals and objectives. At the beginning of each financial year, the municipality will have the budget and the IDP and thereafter it will have the SDBIP followed by the targets that are set by each senior manager, which will inform the basis of his or her performance measurement. These documents play an important part in that the IDP and the SDBIP informs citizens on whether the funds that are allocated, were spent as planned and each municipality must publish their budget, IDP and the SDBIP in order for citizens to be aware of what level and quality of services they need to receive so that they can hold public officials accountable in cases where the services were not delivered as expected.

Once a municipality has committed to implementing performance measurements, they need to develop specific performance measures that are best suited for their municipality. It is important to know which measurement approaches exist in each municipality because these approaches are capable of changing the behaviour of employees through measurement, feedback and learning.

### **5.2.4 Key performance indicators used to measure performance**

Section 41 of the Constitution of the Republic of South Africa, 1996, requires that municipalities must, in terms of its PMDS and in an accordance with any regulations and guidelines that may be prescribed, set appropriate key performance indicators (KPAs) as a yardstick for measuring performance, including the outcomes and impact with regard to the municipality's development priorities and objectives set out in its IDP. This will help to establish how a municipality carries its developmental mandate in providing services to the public. The findings of this study on key performance indicators (KPIs) that are used to measure performance in NMBM, are as follows:

#### **5.2.4.1 Basic infrastructure to communities**

One of the objectives of local government as per Section 152(1) (c) of the Constitution of RSA, 1996, is to promote social and economic development. Municipalities need to employ strategies to attain this mandate and this can be done through the provision of basic services such as water, electricity, waste management, housing, roads and transportation to address the needs of their communities.

#### **5.2.4.2 Ensure sound financial management systems**

Municipalities have to implement the appropriate budget and financial management policies. They must keep full and proper financial records, manage resources effectively, efficiently and economically and they must also have disciplinary proceedings in place where financial misconduct occurs.

#### **5.2.4.3 Promote institutional transformation and organisational development**

The delivery of services to communities rely heavily on the institutional capacity and organisational development level of the municipality. In order for a municipality to implement its powers and functions, it has to establish a Council Committee and administration. This includes the organisational structure, skills development and employment equity of the municipality that must be in place.

#### **5.2.4.4 Promote good governance and public participation**

The developmental local government requires municipalities to promote good governance and community participation. In promoting good governance when providing services, municipalities must establish systems such as communication and community participation, internal audit, performance management, risk management, policies and by-laws.

#### **5.2.4.5 Promote and enhance local economic development**

This can be achieved through the development of enabling policies that advocate the sustainable use of natural resources, human capital and infrastructure. Municipalities need to look at areas such as population growth, economic growth, household income,

community health services, disaster management, library services and community safety. In terms of Section 53 of the Constitution of the Republic of South Africa, 1996, a municipality must structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community as well as to participate in national and provincial development programmes.

If a municipality can achieve the stated objective consistently, with its financial and administrative capacity, it could then be described as a functional, well-performing municipality because a municipality's performance is measured by determining the extent to which its communities have access to the stated objectives.

### **5.2.5 Challenges of PMDS faced by NMBM in service delivery**

The Constitution of the Republic of South Africa, 1996, states that the local government is the sphere of government that is closest to its constituents. PMDS has the potential to assist the municipality to address the performance challenges that they face regarding service delivery. In order for the municipality to continuously monitor its performance in fulfilling its developmental mandate, the municipality has to address the challenges that it is facing such as to explore the challenges of recent violent service delivery protests, the management of underperformance as a challenge in the NMBM and the management of biased assessment as a challenge during the performance assessment process.

## **5.3 SUMMARY OF CHAPTERS**

The following breakdown of chapters provided an understanding that the research study has followed:

### **Chapter 1: Introduction and background**

This chapter provided an overview background of the study and it has provided the factors that identified the motivation of the research study. It also provided the direction and path that the research study will follow.

## **Chapter 2: Literature review**

This chapter provided the review of literature on service delivery and Performance Management and Development Systems. The chapter also reviewed the applicable legislative framework on service delivery and performance management and development systems as well as the Batho Pele principles in municipalities. Chapter 2 provided an in-depth discussion on literature review as well as a legislative and regulatory framework on service delivery and Performance Management and Development Systems in public institutions. In section 2.3 of the study, the researcher observed from several scholars that Performance Management and Development Systems are a tool to assist all employees to plan, monitor continuously and review the performance of the institution against the set targets.

## **Chapter 3: Performance Management and Development Systems within the Nelson Mandela Bay Municipality**

Chapter 3 of this study addressed performance management and development systems within the Nelson Mandela Bay Municipality, with the aim of providing, amongst others, an overview of a situational and institutional analysis of the municipality. Literature on Performance Management and Development Systems were explored. This chapter also demonstrated that even though Performance Management and Development Systems in the Nelson Mandela Bay Municipality is governed by the legislative framework and regulations, the actual process of measuring, monitoring and evaluating performance requires significant improvement.

This chapter presented a brief overview of the Nelson Mandela Bay Municipality, including the vision, mission, objectives, brand promise and the 6 pillars of the municipality. This chapter reflected on the Integrated Development Plan of the NMBM in the delivering of services and it has also reflected on the municipality's service delivery challenges where violent service delivery protests as well as police brutality during violent service delivery protests in the NMBM, were identified.

## **Chapter 4: Research methodology and research design**

Chapter 4 of this study presented the research methodology and research design that were employed in this study. This chapter outlined the differences between the

qualitative research method as well as the quantitative research method and it provided a discussion on the various methods of data collection, even though the researcher has chosen the qualitative research method and documentary sources as a secondary data collection method.

This chapter presented an indication of the research methodology as well as the research design and instruments that were employed for the purpose of the study. This chapter also provided a discussion on the methods of data collection for the research study.

## **Chapter 5: Research Findings, Conclusions and Recommendations**

Chapter 5 of the study reflected on the research findings from several documentary sources that were consulted as well as the literature review and conclusions. The recommendations are also outlined in this chapter for the purpose of encouraging further research studies. The analysis of research findings for this study are based on the analysis of documents that are based on Service Delivery and Performance Management and Development Systems within the Nelson Mandela Bay Municipality.

The purpose of this chapter was to provide findings of the study based on the literature review as well as the document analysis, conclusions and recommendations of the study from all the identified chapters. The aim of this study was to evaluate service delivery in Performance Management and Development Systems in public institutions, with specific reference to the Nelson Mandela Bay Municipality.

The recommendations of this study are drawn from the challenges facing the municipality. It is important to understand the challenges of Service Delivery and Performance Management and Development Systems in order to develop relevant, informed and appropriate recommendations.

### **5.4 RECOMMENDATIONS**

Recommendations of the study are based on the results, findings and the conclusion. The recommendations on how NMBM can experience positive effects that emanate from the effective and efficient implementation of Performance Management and Development Systems in service delivery, are as follows:

#### **5.4.1 Political leadership and management must ensure development and integration**

The political leadership and management must ensure the alignment, development and integration of the following processes: Integrated Development Plan (IDP). Performance Management and Development Systems (PMDS) and Service Delivery Budget Implementation Planning (SDBIP). This will result in the objectives of the IDP being allocated a budget in the SDBIP, thus achieving the performance targets. This will also ensure the compliance of the municipality with the requirements of the Municipal Finance Management Act, (No. 56 of 2003).

#### **5.4.2 Continuous evaluation of senior manager's performance**

The research recommends that the Accounting Officer of the municipality must ensure that there is a continuous evaluation or assessment of the performance of all senior managers in order to achieve the institutional goals and objectives. The assessments must not be done at the end of the financial year, instead it must be done on a quarterly basis so that the municipality can be alerted to where underperformances are being experienced, which will allow for a relevant intervention to be executed in order to improve the level performance once again. Performance Management and Development Systems must not be seen as a punitive activity and it must not be done just for compliance sake. Senior managers need to understand and be encouraged to take full ownership of the performance management processes.

#### **5.4.3 Skills development and training to be provided to all municipal employees**

Training must be available to all municipal employees and councillors on the legislative requirements of the PMDS as well as the approved PMDS for NMBM and the setting of performance targets. This will result in a clear understanding of the PDMS, the full support of the implementation of the PMDS and positive changes in the municipal performance with regard to the delivery of services to the community of the NMBM. The training should also be made available to all municipal employees and councillors in the form KPAs and KPIs and this will assist the municipality during the IDP processes whereby all municipal employees and councillors will formulate KPAs and

KPIs that are specific, measurable, achievable, realistic and time bound. All the identified priorities in the IDP will be achieved.

#### **5.4.4 Further research and studies in PMDS**

Based on the literature review, the Performance Management and Development Systems' reach has not been conducted in the Nelson Mandela Bay Municipality. Therefore, it is recommended that further studies be conducted to determine the extent to which the implementation of the Performance Management and Development System has contributed towards the performance of the NMBM.

#### **5.4.5 Continuous monitoring and evaluation of service delivery and PDMS within the NMBM**

The constitutional objective of the local government requires a functional system to monitor and evaluate the performance of the municipality in meeting these objects as well as the impact of municipal actions, whether intentional or unintentional (Tsatsire, 2008:352). Reports regarding service delivery, education and health challenges, clearly indicate the lack of monitoring and evaluation of these programmes that are implemented to address the problems of unemployment, poverty and inequality. It may be necessary to review current practices and to allow for early warning systems regarding municipal failure to be corrected, and to provide for sharper and more immediate preventative interventions.

#### **5.4.6 Batho Pele principles must serve as a guide towards the provision of effective, efficient and improved service delivery**

The Batho Pele principles involve the promotion of transparent actions of municipal officials, which hold municipal officials accountable for their actions. Municipal officials are expected to benchmark their actions in relation to citizen needs, resulting in setting service standards and giving citizens a value for money from tax payers. In South Africa, municipalities are obligated to ensure openness and transparency in processes against the background of the new developmental role that is assigned to the local government in South Africa, which emphasises democratisation, citizen participation



and the empowerment of citizens and communities regarding local government matters.

#### **5.4.7 PMDS must cascade to all levels of municipal employees**

PMDS must cascade to all levels of municipal employees in order to create a performance culture, a culture that will result in the NMBM to benefit from PMDS as all employees' behaviours and attitudes as well as NMBM's processes and systems will be directed towards the achievement of effective and efficient service delivery. The cascading of PMDS to all levels of municipal employees will also result in NMBM compliance with the requirements of the Municipal Systems Act, (No. 32 of 2000) and it will ensure that all municipal employees perform towards the achievement of the vision and strategy of the NMBM.

With the cascading of PMDS to all levels of municipal employees, there is therefore a need for a change of management and communication strategy to be introduced. This strategy will ensure that a need for change is created and communicated to all levels of employees in the NMBM and that PMDS is being cascaded to all levels of employees in order to enhance service delivery.

### **5.5 CONCLUSION**

This research study evaluated and analysed service delivery in PMDS at the public institutions within the NMBM. The PMDS are designed to measure the institutional and individual performance of the municipal employees who are appointed under section 56. The study concludes that the solutions have been provided in relation to the research problem as indicated in Chapter 1, section 1.3, which was to evaluate service delivery in PMDS at public institutions within the NMBM. The discussions in this chapter indicates that all objectives of this research study have been addressed.

The findings and conclusions of the study, contributed to the manner in which the municipality can improve the implementation of PMDS to be more effective, efficient and transparent in service delivery. Therefore, it was concluded that despite the implementation of the PMDS within the NMBM, certain areas were identified as being in serious need of services in order to improve the effectiveness of the NMBM's public

institutions in service delivery and PMDS. Yet the conclusions and recommendations are drawn as a result of the research study objectives. The provided recommendations will assist the NMBM to achieve efficient and effective service delivery in PMDS.

The information on Performance Management and Development Systems (PMDS) in this study, can also be fruitfully applied to other provincial and national departments where it is relevant. The challenges in the future are the integration of all aspects of performance management into one integrated strategic performance system.

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## APPENDIX 1 – LETTER FROM EDITOR

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### To whom it may concern

This document serves to confirm that the following thesis paper has been checked:

**NAME:** Bulelani Bokwana

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This paper has been checked for:

1. Grammar
2. Spelling
3. Punctuation
4. Other formatting errors

I have left my comments in the review section of the document.

Should you have any further enquiries, please do not hesitate to contact me.

(Cell: 0744575336)

Kind regards

Simoné Ferreira