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AN INVESTIGATION INTO THE EXTENT TO WHICH THE DISTRICT MUNICIPALITIES' PERFORMANCE MANAGEMENT SYSTEMS IMPACT UPON LOCAL MUNICIPALITIES ON SERVICE DELIVERY: A CASE STUDY OF THE VHEMBE DISTRICT MUNICIPALITY.

by

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Submitted in fulfillment of the requirements for the Degree of

MASTER OF ADMINISTRATION

Department of Public and Development Administration

UNIVERSITY OF VENDA

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DECLARATION

I, **NYAWASEDZA PHELLECY LAVHELANI** hereby declare that the research submitted for the Masters Degree in Administration at the University of Venda is my own work, and that all the sources that I have used, or quoted, have been indicated with complete references and acknowledgements. This research is original and never submitted by me for a degree at this, or any other tertiary institution.

Signature---------- Date 03/ 05/ 2012

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DEDICATION

I dedicate the outcomes of this study to my husband, Patrick, my sisters Mpfariseni and Mutshutshudzi, my brother Nthuseni and my children: Funanani, Phathutshedzo, Vhulenda and Riphuluse. May God give you strength to reach a higher level than what I have achieved so far.

To Shumani, Thilivhali, Thifhelimbilu, Livhuwani and my beloved friends, may you use this document a source of encouragement in pursuance of your careers.

May our lovely God bless all your future plans.

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I am grateful to my son, Riphuluse who has never disturbed me throughout my studies.

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ABSTRACT

The study sought to investigate the extent to which the district municipalities performance management system impact upon service delivery in local municipal communities. The research focused on whether the Human Resources Department sets targets, objectives and priorities. In addition, the study identified some challenges of performance management systems experienced by the Human Resource Department of the Vhembe District Municipality.

The quantitative approach was adopted in the present study. The study used a structured questionnaire to collect data. The questionnaire was administered to a sample of Human Resource officials (managers), Political office bearers, Administrators and Political Structures. The study sample was composed of 70 participants who were selected using the purposive sampling method. The Statistical Package of Social Sciences (SPSS) was used to analyse and interpret the data for, example, frequencies and percentages were computed.

The findings showed that regular monitoring may improve performance management system of the municipality activities / improves productivity and profitability. Managers have the responsibility to monitor employees about their daily working performance. Furthermore, it is important for the supervisors to monitor service delivery rendered to the community.

The findings showed that the Human Resource Department of the Vhembe District Municipality implemented performance management systems. Monitoring of the employees performance promotes productivity and profitability in the municipality. Results suggest that managers should ensure that employees sign the attendance register. The majority of the respondents agreed that the Human Resources Department had enough resources to monitor performance of the employees. Most participants indicated that if the municipality does not have performance monitoring tools, it will not be productive.

It also emerged that performance management system promotes productivity of the municipality. These results suggest that the Human Resource officials, political office bearers and councillors

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should participate in the performance management systems. The survey findings indicated that employees of the Vhembe District Municipality should be motivated so that they maximize their performance level. The employees whose performance is demonstrably exceptionally good should be rewarded through a once off performance bonus. The employees whose performance is above average should be rewarded with a ones off performance bonus, the thirteenth cheque, promotion to motivate them to work hard.

The findings of the study reflected that the financial support system affects the employees' performance. The VDM must develop fundraising strategies to generate funds to enable the employees to perform their assignments.

The findings showed that employees needed to attend workshops regularly to improve their daily activities. The supervisors and the employees should discuss the performance management system of the VDM, to realize the vision of the municipality, and the performance levels expected from them. In addition, the findings of the study reflected that policies and procedures were set as guidelines for all employees in the municipalities and employees were expected to comply with them. Employees needed policies and procedures to be reviewed regularly.

Based on the results of this study, the following recommendations are made:
Through workshops, the Vhembe District Municipality employees could acquire more skills and competencies including the following: vision, communication, listening, have a sense of purpose, ability to perform the expected performance and the ability to transfer skills.

It is crucial for the departmental supervisors to discuss the vision and mission of the Vhembe District Municipality (VDM) with their subordinates. This will enable the employees to realize the performance expectations. Employees should be involved in all activities done in the municipality to feel ownership.

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The performance management systems must be conducted and communicated regularly to all VDM employees. The necessary financial support system needs to be put in place to enable the employees to perform their assignments.

The Human Resource officials and / or municipal managers have a crucial role to play in monitoring the performance management system. It is crucial that mechanisms are put in place to provide for formal inclusion of employees to participate in the performance management system workshop.

There should be a link between employees and the VDM in order for the municipality to achieve its strategic objectives.

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LIST OF ACRONYMS

VDM	Vhembe District Municipality
PMS	Performance Management System
MSA	Municipal Systems Act
MFMA	Municipal Finance Management Act
IDP	Integrated Development Plan
HRM	Human Resources Management
LGSETA	Local Government Sector Education Training Authority
KPA	Key Performance Areas
KPI	Key Performance Indicators
SDBIP	Service Delivery and Budget Implementation Plan
CFO	Chief Financial Officer
SPSS	Statistical Package for Social Sciences
LGMSA	Local Government Municipal Systems Act
LGMFA	Local Government Municipal Finance Act
LGMSA	Local Government Municipal Structures Act
LRA	Labour Relations Act

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TABLE OF CONTENTS

Declaration (i)
Dedication (ii)
Acknowledgements (iii)
Abstract (iv-vi)
Acronyms (vii)

CHAPTER 1: BACKGROUND TO THE STUDY

1.1 Introduction 1-2
1.2 Problem Statement 2-3
1.3 Purpose of the study 3
1.4 Objectives of the study 3
1.5 Research hypotheses 3-4
1.6 Research questions 4
1.7 Significance of the study 4
1.8 Delimitation of the study 4
1.9 Limitation of the study 4-5
1.10 Definition of key concepts 5
1.10.1 Performance indicators 5
1.10.2 Human Resource Department 6
1.10.3 Vhembe District Municipality 6
1.10.4 Municipality 6
1.10.5 Population 6-7
1.10.6 Councillor 7
1.10.7 Employee 7
1.10.8 Integrated Development Plan 7
1.10.9 Impact 8
1.10.10 Local communities 8
1.10.11 Service delivery 8
1.11 Structure of the study 8-9

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CHAPTER 2 : LITERATURE REVIEW

2.1	Introduction	10-13
2.2	Location of the Vhembe District Municipality	13
2.3	Background and history of the Vhembe District Municipality	13-14
2.4	Background on monitoring of performance management	14
2.5	Scope, definition and aim of performance management	15
2.6	Nature and orientation of performance management	15-16
2.6.1	Philosophical approach	16
2.7	Legal framework for the Vhembe District Municipality performance Management system	17
2.7.1	The Constitution of the Republic of South Africa Act (1996)	17
2.7.2	Compliance to be monitored	18
2.7.3	Regulations and guidelines	18
2.7.4	The Municipal Systems Act. 32 of 2000	18-19
2.7.5	The Municipal Finance Management Act 32 of 2003	19-20
2.7.6	The White Paper on Local Government of 1998	20
2.7.7	White paper on Service Delivery, Batho Pele of 1998	20-21
2.7.8	Municipal Planning and Performance Management Regulations of 2001	21-22
2.7.9	The Municipal Performance Management Regulations Act of 2006	22
2.8	Principles of performance management systems	22
2.8.1	Fairness, objectivity and transparency	22-23
2.8.2	Motivation	23
2.8.3	Public official development	23
2.8.4	Training and development	24-25
2.8.5	Active participation of senior officials and their senior municipal officials	25
2.8.6	Maximum communication	26
2.8.7	Guidelines for effective performance coaching	26-27
2.8.8	Political driven	27
2.8.9	Incremental implementation	27
2.8.10	Integration	27

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2.9	Initialising the performance management system	28-29
2.9.1	Structure of the Performance Management System in the District	29-30
2.10	Development of the performance management system	30
2.10.1	Relationship between IDP and PMS	31
2.10.2	Assessment	32
2.10.3	Identification of stakeholders	32
2.10.4	Creating structures for public participation	32
2.10.5	Developing the system	32-33
2.10.6	Publication of the system	33
2.10.7	Adoption of the system	33
2.11	Legal context for the performance management and IDP annual review	33-34
2.12	Legal services	34
2.13	Labour Relations	34-35
2.14	Misconduct	35
2.15	Performance Management System (PMS)	36
2.15.1	Performance Management System process	36-37
2.15.2	Score	37
2.15.3	Performance management and its purpose	38
2.15.4	Organizations suitable for performance measurement	38
2.16	Performance management	38-41
2.17	Elements of employee performance management	41
2.18	Performance indicators and targets	41-42
2.19	Types of indicators	42
2.20	Performance reporting	42
2.20.1	Monthly reporting	42
2.20.2	Quarterly reporting	43
2.20.3	Mid-year reporting	43
2.20.4	Comprehensive annual reporting	43
2.21	Basic steps in designing a performance management	43
2.22	Vhembe District Municipality generic standards	44

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2.23	Internal audit	44-45
2.24	Council and Mayoral Committee Secretariat	45
2.25	The responsibilities of the executive committee of the municipality	45
2.26	Annual performance reports	45-46
2.27	Performance targets of the executing institution	46
2.27.1	What is monitored and reviewed	46
2.27.2	Definition of a model	46
2.27.3	Purpose of a model	46-48
2.28	The revised municipal scorecard model	48
2.29	Organisational scorecards	48
2.29.1	The strategic scorecards	48-49
2.29.2	Service Delivery and Budget Implementation Plan	49-50
2.30	Performance managing systems and review	50
2.30.1	Place where performance management applied	50
2.30.2	Improved management control	50-52
2.31	Performance management planning	52-53
2.32	Human resources functions as the basis of performance management	53
2.32.1	Recruitment, selection and placing of candidates	53-54
2.32.2	Probationary period	54-55
2.32.3	Providing feedback on performance through performance appraisal	55-57
2.33	Transfers, promotions and other changes in status	57
2.34	Policy for promotion	57-58
2.35	Promotion requirement	58-59
2.36	Eligibility for promotion	59
2.37	Procedure for submitting applications for promotion	59-60
2.38	Appeals procedure	60
2.38.1	Role of the Promotion Appeals Committee	60
2.38.2	Promotion Appeals Committee outcome	61
2.38.3	Notification of outcome	61
2.39	Employee benefits	61
2.40	Defining Human Resource Management	62

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2.41 Human resource performance management and performance appraisals 63
2.42 Performance appraisal 63
2.42.1 Conceptualizing performance appraisals 64
2.43 Poor work performance 65
2.43.1 Reasons for poor performance of a municipality 65
2.43.2 Performance targets 65
2.43.3 Organisational performance targets 66
2.43.4 Individual performance targets 66
2.43.5 Performance monitoring and evaluation 66-67
2.43.6 Where performance management is applied 67-68
2.44 Addressing poor performance 68
2.44.1 Challenges faced by the Human Resource Department 68-69
2.44.2 Human Resource Department Focus 69
2.44.3 Advantages of performance management 69
2.44.4 Responding to good employee performance 69-70
2.44.5 Disadvantages of performance management 70-71
2.44.6 Measuring employee performance 71-72
2.44.7 Determination of performance 72
2.44.8 Why ratings based appraisals fail 72-73
2.44.9 Usefulness of performance based ratings 73-74
2.44.10 Ratings give a false sense of security, protection and objectivity 74
2.44.11 Ratings do not convey sufficient information 74-75
2.44.12 Why rating is popular 75
2.44.13 Final comments 75
2.45 Conclusion 75-76

CHAPTER 3 : RESEARCH METHODOLOGY / DESIGN

3.1 Introduction 77
3.2 Research design 77-78
3.3 Population 78

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3.4 Study area 79
3.5 Sampling 79
3.5.1 Sample size 79
3.5.2 Sample methods 79
3..6 Research instrument 80
3.6.1 Handling returned questionnaires and data 80-81
3.7 Data analysis 81
3.8 Validity and reliability 82
3.8.1 Reliability in qualitative research 82
3.8.2 Reliability in internet research 82
3.8.3 Validity in qualitative research 82-83
3.8.4 Validity in internet research 83
3.9 Ethical considerations 83-84
3.10 Conclusion 84

CHAPTER 4 : DATA PRESENTATION, INTERPRETATION AND ANALYSIS

4.1 Introduction 85
4.2 Representation in the research 85
4.2.1 Gender 86
4.2.2 Age 86
4.2.3 Status of participant 86
4.2.4 Residential area 87
4.3 Participants in the monitoring of the performance management system 87
4.3.1 Regular monitoring for performance of employees 87
4.3.2 Performance management system 88
4.3.3 Attendance register 88
4.3.4 Monitoring of performance 89
4.3.5 If the municipality has monitoring tools, it will not be productive 89-90
4.3.6 Resources for monitoring performance management system 90
4.3.7 Lack of manpower in the municipality results in poor service delivery 90
4.3.8 Performance management system and productivity 91

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Creating Future Leaders

4.3.9 People who should management performance management system 91-92
4.3.10 Regular workshops attendance by employees 92
4.3.11 Employees motivation 92
4.3.12 Impact of performance Management Systems on officials 93
4.3.13 Preferred Performance Management System they prefer. 93
4.3.14 Role of the municipal manager in determining the need for a performance management system 94
4.3.15 Financial support systems and the performance management system 94
4.3.16 Evaluation of performance 95
4.3.17 Guidance on performance management System 95
4.3.18 Clarity of performance priorities should be clear 96
4.3.19 Distribution of priorities 96
4.3.20 Managers evaluation of daily work performed by the employees 97
4.3.21 Municipal priorities and the service standard 97
4.3.22 Policies and procedures of the VDM 97-98
4.3.23 Role of managers in policies and procedures 98
4.3.24 Employees and policies and procedures 98
4.4 Conclusion 99

CHAPTER 5 : FINDINGS, CONCLUSION AND RECOMMENDATION

5.1 Introduction 100-101
5.2 Findings of the study 101
5.2.1 Regular monitoring of performance of employees 101
5.2.2 Performance management system 101
5.2.3 Monitoring tools 101
5.2.4 Performance management system and productivity 102
5.2.5 Motivation of employees 102
5.2.6 Financial support system 102
5.2.7 Regular workshops 102
5.2.8 Monitoring of policies and procedures 103

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Creating Future Leaders

5.2.9 Provision of early warning signals 103
5.2.10 Facilitation of decision making 103-104
5.3 Recommendations 104-109
5.4 Conclusion 109-110
5.5 Bibliography 111-114
Appendix A : Questionnaire 115
Appendix B : Information letter 119

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CHAPTER 1 : BACKGROUND TO THE STUDY

1. 1 INTRODUCTION

The term performance management began around 60 years ago as a source of income justification and was used to determine an employee's wage based on performance. Organisations used performance management to drive employees towards achieving specific outcomes. This approach of managing performance was developed in the United Kingdom and the United States much earlier than it was developed in Australia. Performance management came to particular prominence in the late 1980/S early 1990s (Williams, 2002:1). It links individual objectives and organisational objectives and is closely connected to performance measurement as a component. There are, however, a number of perspectives on the concept of performance management which make its precise nature indistinct. In this chapter, the concept performance will be defined, leading to the discussion of the different theoretical perspectives on performance management.

Performance management describes the range of processes, techniques and methods to achieve improvement. It is an approach to management which harnesses the endeavours of individual managers and workers to an organisation's strategic goals. It defines goals and the outputs needed to achieve those goals. Also, it gains the commitment of individuals or teams to achieve those outputs and monitors outcomes (Patel, 994 : 34). Performance measurement has several functions. For example on transparency; an organisation can make clear what products it supplied by means of an input analysis and the costs involved. On learning, an organisation takes a step further when it uses performance measurement to learn.

Performance management is the process of assessing progress toward achieving predetermined goals. Its main purpose is to link individual and organisational objectives. Performance management tries to develop skills of people to achieve their capability to satisfy their ambitions and also increase profit of a firm. There is performance appraisal

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where individual performance is formally documented and feedback delivered. A performance problem emanates when desired results and actual results are not connected (Gildenhuys, 1997:112).

Performance Management by the Human Resource Department of the Vhembe District Municipality was investigated. Human Resources Department should monitor policies and procedures designed for the municipal employees with regard to performance. According to Gildenhuys (1997:113), a model of Human Resource Management has to consider acquisition, development, motivation and maintenance. In this context the Vhembe District Municipality is expected to implement the facets of the model.

According to Namara (2005:2), the Human Resource Management function and Human Resource Development profession have undergone tremendous change over the past 20-30 years. Many years ago, large organisations looked to the "Personnel Department" most to arrange the paperwork around employing and remunerating people. More recently organisations consider the "Human Resource Department" as playing a major role in staffing, training and helping to manage people. The aim is to enable staff and the organisation perform at maximum capability in a highly fulfilling manner. Organisations are constantly struggling with how to effectively manage employees in a way that maximises their productivity and satisfaction.

1.2 PROBLEM STATEMENT

The Municipal Systems Act no.32 of 2000, Chapter 6 enforces the idea of Local Government Performance Management System. Section 38 requires all municipalities to establish a Performance Management System that is commensurate with its resources, best suited to its circumstances and in line with the priorities, objectives, indicators and targets contained in its Integrated Development Plan (IDP). This is a requirement for effective service delivery. The implementation of performance management systems should actually impact on service delivery in the municipality. In many municipalities the performance management system is not implemented to the full thereby having no impact

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on service delivery. The study investigates whether the implementation of performance management systems at the Vhembe District Municipality is having the desired impact on the functions and service delivery.

1.3 PURPOSE OF THE STUDY

The purpose of the present study was to investigate performance management on service delivery.

1.4 OBJECTIVES OF THE STUDY

Specifically, the study sought to achieve the following objectives,

- To establish whether the Human Resource Department of the Vhembe District Municipality was monitoring performance management systems;
- To establish whether the targets, objectives and priorities for developing the local communities were clearly set;
- To explore the impact of performance management on the Human Resource Department of the Vhembe District Municipalities with regards to community development.

1.5 RESEARCH HYPOTHESES

- Lack of effective performance management systems in the Vhembe District Municipality may result in poor service delivery to the communities;
- Poor implementation of performance management system by the officials results in poor service delivery to the communities;
- Inadequate resources (funds, manpower) result in difficulties in implementing the performance management system.

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1.6 RESEARCH QUESTIONS

- Does the Human Resource Department of the Vhembe District Municipality monitor performance management systems?
- Does the Performance Management Systems of the Vhembe District Municipality result in effective service delivery?
- What is the impact of the performance management system on the local communities?

1.7 SIGNIFICANCE OF THE STUDY

It was important to investigate the extent to which the Vhembe District municipality's performance management system impacted upon local communities. The findings of the study enabled communities, students and municipal employees to know the causes of failure of the Human Resource Department of the Vhembe District Municipality to monitor performance management. The study suggested solutions to such problems. The research results also assisted the Human Resource Department to adhere to the pre-established goals and objectives of the Vhembe District Municipality.

1.8 DELIMITATION OF THE STUDY

The study was confined to the Vhembe District Municipality. It focused on investigating the extent to which the district municipalities performance management systems impacted service delivery in the local communities.

1.9 LIMITATION OF THE STUDY

The constraints of the study included shortage of funds for stationery, transport, printing and binding. There were transport constraints to visit the Vhembe District Municipality employees. To cover the whole area of the Vhembe District Municipalities was costly.

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Some participants thought that their responses would be recorded, read to other people at other places, and they thought that they might be called to account.

1.10 DEFINITION OF KEY CONCEPTS

The definition of concepts is a guarantee that there will be clarity to the author, as well as the reader, about what is meant by various concepts (Van der Waldt, 1965:4). The researcher wanted to ensure that the concepts that were described were defined in the precise sense in which they were used in this study. This required that definitions be made operational, that is, they should convey observable behavior under given conditions.

The most important concepts which formed the basis of this research were defined. Other concepts of minor relevance were defined as they arose. The main concepts are explained below.

1.10.1 Performance indicators

According to Isaac-Henry, Painter and Barnes (1997: 89), performance indicators in the public sector should be divided into two distinct areas, namely internal management and public accountability. In the same value, van der Waldt (2004: 53) states that, to be able to monitor and evaluate policy processes, performance and outcomes, it is generally recognized that a set of key performance measures and indicators will need to be put in place. The Vhembe District Municipality performance indicators determine whether a programme is achieving its objectives or not.

1.10.2 Implementation of performance management

The implementation of performance management approach involves a number of key steps, including design, approval, communication, training, administration and follow-up.

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1.10.3 Human Resource Department

According to Municipal Systems Act 32 of 2000 : 117, a municipality in accordance with applicable law and subject to any applicable collective agreement, must develop and adopt appropriate systems and procedures to ensure fair, efficient, effective and transparent personnel administration including monitoring, measuring and evaluating of performance of staff. The Vhembe District Municipality Human Resource Department can be defined as a department whose mission is to deal with labour issues / such issues may entail recruitments and transfer of staff so that it can be functional.

1.10.4 Vhembe District Municipality

The Vhembe District Municipality's headquarters is situated in Thohoyandou. It was established in the year 2000, through the process of transformation of Local Government. It is composed of four local municipalities, namely, Makhado, Musina, Thulamela and Mutale. The area of jurisdiction of the Vhembe District Municipality is predominantly rural with many basic backlogs, for example RDP houses, sanitations and water. The Vhembe is situated in the northern part of the Limpopo Province, It shares borders with Zimbabwe in the North, Mozambique through Kruger National Park in the East, and Botswana in the North West.

1.10.5 Municipality

A municipality is a primarily urban administrative division having corporate status and usually power of self-government. A municipality refers to a geographical area or a municipal area (Local Government Municipal Demarcation Act 27 of 1998).

1.10.6 Population

A population is a group of potential participants to generalise the results of a study. It is only when the results can be generalised from a sample to a population that the results of

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a research have meaning beyond the limited setting in which they were originally obtained and the population in this study is the Vhembe District Municipality employees.

1.10.7 Councilor

Councilors are typically elected as members of political parties or alternatively as independents. Councils may also co-opt unelected councillors to fill vacancies on the council where insufficient candidates have stood for election, although in practice this is rare outside parish councils. Once elected they are meant to represent all their constituents in the whole authority and not just those who voted for them or just those in the district or ward they were elected in. They are bound by a code of conduct enforced by standards boards (Municipal Systems Act 32 of 2000).

1.10.8 Employee

According to Basic the Conditions of Employment Act 75 of 1997, employee means any person, excluding an independent contractor, who works for another person or for the State and who receives, or is entitled to receive, any remuneration, and any other person who in any manner assists in carrying on or conducting the business of an employer.

1.10.9 Integrated Development Plan

According to the Local Government Municipal Systems Act 32 of 2000, an Integrated Development Plan is a principal strategic planning instrument which guides and informs all planning and development, and all decisions with regards to planning, management and development in the municipality. The Vhembe District Municipality conduct public participation for the Integrated Development Plan to the wards.

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1.10.10 Impact

The affective or influence especially in a significant or undesirable manner as budget cuts impacted the research on performance management systems on service delivery (Concise Oxford English Dictionary, 2011).

1.10.11 Local communities

According to Local Government Structures Act no. 117 of 1998, a local municipality means a municipality that shares municipal executive and legislative authority in its area with a district municipality which it falls and which is described in section 155 (1) of the Constitution as a Category B Municipality.

1.10.12 Service delivery

The service delivery refers to 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 or the environment (Local Government Municipal Systems Act 32 of 2000).

1.11 STRUCTURE OF THE STUDY

The dissertation presentation is organised into headings and sub-headings and is composed of five chapters that are outlined as follows:

Chapter 1: Introduction and orientation of the study

This is an introductory chapter, which outlines the purpose and organization of the research. The chapter is composed of an introduction, problem statement, purpose of the study, objectives of the study, research hypotheses, research questions, delimitation of the study, limitations of the study and definition of key terms.

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Chapter 2: Literature review

The aim of the literature review in chapter 2 was to review extensive literature, which provides the theoretical foundation for the empirical studies and / or documentation on challenges faced by the Vhembe District Municipality with regards to the monitoring of the performance management system.

Chapter 3: Research methodology

The chapter describes the methodology which was used when the study was conducted. It consists of the research design, population, sampling, research instrument, data collection, data analysis and ethical consideration.

Chapter 4: Data presentation, analysis and interpretation

The results of the investigation were presented and analysed. The data was compared to identify concurring and divergent views. Frequencies were presented in the form of tables.

Chapter 5: Findings, recommendations and conclusion

The chapter focuses on the findings, recommendations and conclusions and it therefore constitutes a brief summary of the whole study.

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CHAPTER 2 : LITERATURE REVIEW

2.1 INTRODUCTION

According to Royse (1991:221) the purpose of a literature review is to enable the investigator to look for unanswered questions that the present study might address, as well as to compare findings. In this chapter, the researcher consulted different sources on how the municipal performance management systems impact upon local municipalities on service delivery.

The concept of performance management begun apparently three decades in the 1980's. It grew out of the realisation that a more continuous and integrated approach is needed to management performance in government. On June 2007 the Vhembe District Municipal Council adopted its Performance Management Framework as a tool to regulate performance management system in the municipality. One of the hallmarks of a transforming and accountable municipal area that is committed to improving quality of the life for its citizens is the successful application of its performance management system. It allows elected representatives, communities and officials to gain insight into and make judgments about the municipal area, and the effectiveness and efficiency of its processes and people. Many writers express the idea that the policy and legislation imperatives are translated to service delivery.

The development, review and monitoring of the performance management in the Vhembe District Municipality is more than compliance to national legislation. It is regarded as a conscious commitment to translate strategy into action and drives performance improvement. It is also commitment not just to deliver quality services within the context of limited resources but to consistently report on the municipal performance. This constitutes a review framework of the Vhembe District Municipality's Performance Management System adopted for 2007/2008.

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The Municipal Systems Act of 2000, and the Municipal Planning and Performance Regulations of 2001 provide a framework that guides municipalities to develop and implement a PMS. It also stipulates that a municipality's performance management system entails a framework that describes and represents how the municipality's cycle and processes of performance planning, monitoring, measurement, review, reporting and improvement are conducted, organized and managed, including determining the roles of the different role-players. The review of the municipal PMS is in line with this requirement. The framework acts as a municipal policy document that defines, develop and implement its performance management system. The following are considered in this review:

- Complies with all the requirements of the Act;
- Principles and objectives that informs the development and implementation of a PMS;
- An adopted model that defines areas and processes of managing performance;
- Institutional arrangements that are necessary internationally and externally;
- The linkage between organisational and Section 57 managers.

The performance management system was applied in the private institutions. The culture of the organisation changed in the early 1990's where Human Resources were motivated and committed to the organisation. The mission changed to a positive direction towards high productivity level.

There is a need to apply performance management system in the public institutions like government to stimulate progress and change in the right direction from traditional culture to a more sophisticated culture and from poor quality service to a high quality service rendering. Many writers think that the massive results in the business sector convinced both scholars and practitioners that performance management will drive this action to better achievements through an integrated approach.

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A process of managing and rewarding employees, performance management is underpinned by philosophy. The philosophy mentioned about here is the nature and orientation of performance management. Performance management is defined in a broad perspective before outlining the nature and orientation of performance management system.

The literature review does not consist of a mere compilation of separate and isolated summaries of the individual studies of previous researchers. It shows how the studies relate to one another and how the proposed research ties in with them. The availability of the sources of the literature help to develop a good understanding of the insight into previous research and can be divided into three categories namely, primary, secondary and tertiary sources. In order to ensure the relevance of the literature, the study considered recent items, put references to the items and checked methodological omissions within the study.

In this study, the literature review relates its content to the chosen topic. It reviews the information obtained from the sources broadly and later narrows it down to make it more specific to the chosen topic. Literature is presented in a logical and integrated summary. The Municipal Systems Act 32 of 2000 provides that a municipality has the right to do anything reasonably necessary for, or incidental to, the effective performance of its functions and the exercise of its powers.

The literature was sourced from journals, books, the Vhembe District Municipality officials and Internet. It included information on performance management systems at the Vhembe District Municipality. The study reviewed previous work by various authors as a way of ensuring the validity of the research results.

In this study, literature review helped to recognise and identify variables that might have hampered or influenced the results of the study even before the empirical research started. By presenting the findings of other studies relating to the research topic at the start of the literature review, the study familiarised the researcher with the background of the

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investigation. The study narrowed its focus to references relating specifically to the study situation and circumstances in which the empirical research was on- going.

2.2 LOCATION OF THE VHEMBE DISTRICT MUNICIPALITY

Vhembe District Municipality is located at the North-Western tip of South Africa in the Limpopo Province. It is bordered by Zimbabwe to the North and Botswana to the NorthWest. The Limpopo river valley forms the border between the district and its international neighbours. The Vhembe District also borders Mozambique on its Eastern border. It borders the Kruger National Park to the East, the Mopani district to the SouthEast and the Capricorn District to the SouthWest.

The District Municipal offices as well as the Thulamela Local Municipality offices are located in the town of Thohoyandou. The Largest towns in the District are: Musina, Makhado and Thohoyandou. It is composed of four local municipalities namely, Thulamela, Makhado, Mutale and Musina. The Vhembe District Municipality is the mother body of the four municipalities.

2.3 BACKGROUND AND HISTORY OF THE VHEMBE DISTRICT MUNICIPALITY

Vhembe District Municipality with its head quarters in Thohoyandou was established in 2000 through the process of transformation of Local Government. It was established in terms of Municipal Structures Act 117 of 1998 as a demarcated sphere of governance. It covers 21 407km and has apopulation of over 1.1 million living in 274 480 households.

The four local municipalities cover four portions of the former Transitional Local Council disestablished with the December 2000 elections. The amalgamated entities are the former Mutale, Masisi, Vhutswema, Elim, Hlanganani, Tshitale and Thohoyandou and Malamulele. In terms of section 12 of the Government Municipal Structures Act 117

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of 1998, the then existing municipalities were disestablished to make way for the new four municipalities.

The area of jurisdiction of the Vhembe District Municipality is predominantly rural with critical basic services backlogs. Vhembe District Municipality is one of the then Limpopo's six district Municipalities established in 2000. These were Mopani, Capricorn, Waterberg, Bohlabela and Sekhukhune. Bohlabela has since been incorporated into Mpumalanga. Vhembe is situated in the Northern part of Limpopo Province, sharing borders with Zimbabwe in the North, Mozambique through Kruger National Park in the East and Botswana in the North-West. Many writers express the idea that the main towns in the Vhembe District are Thohoyandou, Makhado, Musina, Malamulele, Tshilamba, Sibasa and Dzanani.

2.4 BACKGROUND ON MONITORING OF PERFORMANCE MANAGEMENT

To achieve the above-mentioned core-delivery factors of the IDP, municipalities need to be pro-active towards the development of a Performance Management System (PMS) to undertake an annual review on the IDP. Many authors think that the Vhembe District Municipality is engaging in a process of assessing its performance and undertaking an annual review of the IDP as to:

- Effect immediate, appropriate changes in service delivery and management of resources;
- Identify and strive to overcome major or systematic blockages, and
- Guide future planning on developmental objectives and resource usage.

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2.5 SCOPE, DEFINITION AND AIM OF PERFORMANCE MANGEMENT

Performance management is traditionally viewed as an approach to managing employees that entails planning, employee performance, facilitating the achievements of work-related goals and reviewing performance (Spangenberg, 1994 : xiii).

The performance management draws on Human Resources Management (HRM). The HRM is claimed to be completed by performance management. The two are distinctive subjects. The performance management is broad and looks at four views namely: organisation, process, team work and goal realisation. In this way, the linkage of performance with organization systems, processes and Human Resources is in place (Spangenberg, 1994 : xii).

Another definition from other school of thought is that performance management means getting better results from the organisation's teams and individuals by understanding and managing performance within an agreed framework of planned goals, objectives and standards. The employees should be monitored through signing attendance register daily to improve productivity.

2.6 NATURE AND ORIENTATION OF PERFORMANCE MANAGEMENT

According to Zielinski (1996:53), performance management is a blueprint for the classic approach to effective management. The author further defines performance management as a system that helps people to manage their actions to help their organisations to achieve their goals.

Performance is managed effectively, when people use job descriptions, performance appraisal criteria, that is competencies, behavior skills, key result areas, targets and codes of conduct. Performance management assists employees in their day-to-day roles to maintain good standards of professional or occupational practice (Holyfield and Molonay,1994 :19).

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Performance management supports municipalities overall business goals by linking the work of each individual employee to the overall performance management process starting with identifying goals, which are used (Costello, 1994:3). The author further emphasised that performance management involves analysis of objectives and goals for the municipality departments and ensuring that they relate to the overall goals of the municipality. The VDM employees should attend workshops about the objectives of the employer.

2.6.1 Philosophical approach

The philosophy of performance management is inter alia based upon the following concepts:

- The importance of communicating the organisation's missions and goals to all employees and the need to provide for an upward process of contribution to the formulation of the corporate objectives;
- The need for a process of management which supports the achievements of the institutional strategy by integrating corporate, functional, departmental team and individual objectives for excellent performance;
- The need for this process to be based on values which enable it to support other organizational values such as total quality, customer service and business process re-engineering;
- The belief that performance management should not be regarded as an end in itself but as a natural process;
- It is important for an individual employee to manage their own performance;
- The significant concept of empowering employees through performance management practice. The Vhembe District Municipality employees should know the expectations of the municipality through conducting workshops so that they realise their objectives.

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2.7 LEGAL FRAMEWORK FOR THE VHEMBE DISTRICT MUNICIPALAITY PERFORMANCE MANAGEMENT SYSTEM

The legal framework on monitoring of performance management in South Africa is as follows:

2.7.1 The Constitution of the Republic of South Africa of 1996.

The Constitution of the Republic of South Africa of 1996 is the supreme law of the country. Any law which is formulated should not be contradicted with the supreme law of the Republic otherwise it will be taken as null and void. The local sphere of government consists of municipalities, which must be established for the whole of the territory of the Republic. The executive and legislative authority of a municipality is vested in its Municipal Council. Vhembe District Municipality has the right to govern its own initiatives, the local government affairs of its community, as a council on subject to national and provincial legislation as provided for in the Constitution.

The major development in the local government transformation was initiated by the Constitution in 1996. The Constitution of the Republic of South Africa of 1996 mandates the local government to structure and manage its administration, budgeting and planning process to give priority to the basic needs of the community and to promote the social and economic development of the community. Section 152 of the Constitution mandates local government to:

- Provide democratic and accountable government for local communities;
- Ensure the provision of services to communities in a sustainable manner;
- Promote social and economic development;
- Promote safe and healthy environment;
- Encourage the involvement of communities and community organisations in local government matters. The VDM conducts public participation so that the communities list their priorities on the Integrated Development Plan (IDP) to enable them to monitor service delivery.

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2.7.2 Compliance to be monitored

Local Government Municipal Finance Act 56 of 2003 provides that the Accounting Officer must monitor the finance of the municipality. The accounting officer of any municipal entity under the sole or shared control of the municipality should comply with Sections 121 (1) and 126(2). The Accounting Officer must establish the reasons for any non-compliance and promptly report any non-compliance, together with the reasons for such non-compliance, to the council of the parent municipality, the relevant provincial treasury and the Auditor-General. In the Vhembe District Municipality, the Chief Finance Officer monitors the income and expenditure of the municipality and is accountable for non-compliance to the council.

2.7.3 Regulations and guidelines

The Minister may make regulations or issue guidelines in terms of Section 120 to provide or regulate incentives to ensure that municipalities establish their performance management systems within the applicable prescribed period and comply with the provisions of this Act in relation to performance management systems.

2.7.4 The Municipal Systems Act no. 32 of 2000

Section 39 prescribes that a PMS must be developed where the executive Mayor or the Executive Committee manages the development of PMS, assign the responsibilities to the municipal manager and the system should be adopted by the council. Section 40 of the Act provides that the municipality must establish mechanisms to monitor and review its PMS. There is a Performance Management Systems Manager in the Vhembe District Municipality who monitors performance of the employees and is accountable to the Corporate Services Manager.

Section 41 of the Local Government Municipal Systems Act 32 of 2000 mandates the municipality to set key performance targets which be coupled with monitoring and

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review mechanisms, action steps to improve performance and reporting mechanisms. Section 42 of the Municipal Systems Act requires municipalities to follow appropriate mechanisms, processes and procedures to involve local community in the development, monitoring and review of a Performance Management System and participate in the setting of Key Performance Indicators (KPI's) and targets. The Local Government Municipal Systems Act 32 of 2000, Section 43 confers on the Minister responsible for Provincial and Local Government (DPLG) the authority to prescribe general Key Performance Indicators which are set out in Regulation 2001.

Section 44 of the Local Government Municipal Systems Act 32 of 2000 requires the municipality to make known both internally and externally its KPIs and targets of its PMS to the public. Section 45 prescribes that the results of performance measurement be audited as part of the municipal internal auditing and the Auditor-General should audit the results of the performance measurement annually which complied with the Regulations of 2001. Section 46 requires the municipality to prepare a performance report reflecting the municipality's performance of that financial year. In terms of Section 47, the MEC responsible for local government must compile a consolidated annual report of the performance of the municipalities in the province. Vhembe District Municipality has an Internal Auditor and internal audit committee members who audit the risks of the municipality.

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2.7.5 The Municipal Finance Management Act no.32 of 2003

The Municipal Finance Management Act no. 32 of 2003 states requirements for a municipality that include the annual municipal performance report with its financial statement in constituting its annual report. In essence, the Act requires that a municipality must:

- Establish and develop a PMS;
- Monitor and review the PMS;
- Involve the community;

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- State general key performance measurements and
- Compile annual, performance reports.

2.7.6 The White Paper on Local Government of 1998

The White Paper on Local Government (1998) puts forward for the new developmental Local Government System and identifies tools to realizing a developmental local government:

- Working together with local citizens and partners;
- Performance management;
- Integrated Development Planning and budgeting.

The requirements provide the basis for performance review, assessment and emphasis the important role of the community in the performance review of the municipality. In practice, this translates to communities being part of the process of development and implementing the Performance Management System. This applies to the Vhembe District Municipality.

2.7.7 White Paper on Service Delivery

The Batho Pele : 1998,White Paper, provides that performance management for the local government is part of a wider initiative to create a performance culture and ethos into public service. The Batho Pele requires National and Provincial government departments to develop Performance Management Systems that include the setting of service delivery indicators and measurement of performance. The following principles underpin the development of PMS in the public sector and should be applied to local government:

- Consultation – about the level and quality of services received and the choices provided;

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- Service standards – informing citizens about the standards of services to be expected;
- Access - providing citizens with equal access to the services to which they have entitled;
- Courtesy - treating citizens with courtesy and consideration;
- Information - citizens should be given full and accurate information about public services they are entitled to receive;
- Openness and transparency – informing citizens about how departments are run, how resources are spent and people who in charge of a particular services;
- Redress – in case of poor service delivery, there is a need to a positive response, an apology, a full explanation and a speedy and effective remedy, and
- Value for money – giving citizens the best possible value for money by providing service in an economical and efficient manner. The VDM is implementing the eight (8) principles of Bathopele to monitor its performance.

2.7.8 Municipal Planning and Performance Management Regulations Act of 2001

The detailed requirements for Municipal Performance Management are set by the Municipal Planning and Performance Regulations (2001). It entails a framework that describes the municipal cycle and processes of performance planning, monitoring, measurement, review, reporting. In addition, it speaks out how improvement will be conducted, organised and managed including the determining of the roles and responsibilities of different role players. In developing in the system, the VDM must ensure that the system complies with the entire requirement set out in the Municipal System Act no.32 of 2000.

The regulations stipulate the frequency of reporting and the lines of accountability for performance and setting up internal performance audit committees and alternatives. It is crucial to set up Key Performance Indicators that is input, output and outcome. The municipality employees' performance management processes are explained and the processes of implementing the system within the framework of the IDP process. The

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Human Resource Department of the VDM clarifies the roles and responsibilities including the local community in the functioning of the system.

2.7.9 The Municipal Performance Management Regulations of 2006

The Local Government Municipal Performance Regulations for municipal managers sets out how the performance of Section 57 managers will be uniformly directed, monitored and improved. The regulations address both the employment contract and performance agreement of municipal managers and managers directly accountable to municipal managers. It provides a methodology for performance management system as well as criteria for performance bonus payments. The regulations provided an approach for addressing under-performance and reward for good performance. Section 57 managers of the VDM have performance agreement, employment contract and are accountable to the Municipal Manager who is responsible for the administrative functions of the municipality.

2.8 PRINCIPLES OF PERFORMANCE MANGEMENT SYSTEMS

The following principles should form and guide the development and monitoring of Performance Management System:

2.8.1 Fairness, objectivity and transparency

The process link to broad and consistent staff development plans, and align with the departments strategic goals. The performance management procedures should minimize the administrative burden on supervisors while managing transparency and administrative justice.

The performance management systems require joint discussion of job descriptions and work procedures and encourages discussion between senior municipal officials and their subordinates. The performance management systems should not only be objective but

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transparent. Transparency concerns itself with the extent to which the functioning of the municipality and actions of senior municipal officials are open to public scrutiny (Schwella et al, 1996: 16). It requires a mechanism to ensure that all municipal processes and programmes are open to the communities and the media.

2.8.2 Motivation

It is not only ability and motivation that affect the output, but also the way municipal employees view their role in the municipal institution. Although super officials of the Vhembe District Municipality can certainly create a climate of positive motivation, in the final analysis, motivation comes from within each individual. Motivation occurs through the interaction of intrinsic and extrinsic rewards which a public officials need. It is modified by the municipal official's expectations. The senior municipal official can motivate the subordinates towards improved performance by creating a positive climate where people can be motivated from within. Motivation provides the best potential source of increased productivity (for the public service) and profitability (for the private sector). It implies that subordinate public officials' abilities will be used more economically, which in turn, should lead to improved job satisfaction as well as increased productivity (Meggisoni Mosley & Pietri, Jr :423-424).

2.8.3 Public official development

The development of the municipal official refers to the broader scope of improvement and growth of the municipal employees' abilities, attitudes and personality traits (Meggison et al, 1992:93). The performance management system assist in identifying strengths and weaknesses of the municipal officials in terms of the skills and competencies required to meet mutually agreed performance objectives. The appropriate intervention must be put in place to facilitate the capacitation of the municipal employees in order to improve the quality of performance.

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2.8.4 Training and Development

The United Nation (1966:15) defines training as a specific preparation received just before entering public employment or at a later stage in the career and directed towards the performance of the responsibilities assigned to the individual. The senior officials must be offered hands-on training to ensure that they are empowered to conduct a fair performance evaluation. A fair performance evaluation is based on the merit system, as opposed to spoils system. The merit system refers to basing the performance appraisal of senior municipal officials to share their experiences in using performance appraisal systems. The senior municipal officials should be held accountable for the manner in which they appraise the performance of their subordinates. It can make them to act ethically and to treat all subordinates equally. Many scholars express the idea that equality means that the performance of an individual subordinate must not be based on grounds such as race, ethnicity, disability, political, social, cultural, religious and sexual orientation.

The first training helps to equip all public employees, whether senior or junior, with the necessary knowledge, skills and competencies to carry out their jobs effectively in pursuit of the new vision and mission for the public service. Such skills and competencies will not only be occupational, technical and professional in culture.

- They must also relate to problem-solving, innovation and leadership, to enable the municipality employees at all levels to take advantage of the new opportunities for open and participative management, team building and decision-making;
- Training can enable the employees to acquire a new development programme;
- Training enables the employee to re-orientate many of the values and practices which they acquired under the previous dispensation (White Paper in the Transformation of the public service, 1995: 26);
- The instilling and acquisition of skills at work places should be increased in the Human Resources of the Vhembe District Municipality. The tailor-made courses need to be conducted and presented to employees who deal with human resources

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and financial functions. The front-line workers need to be equipped with a variety of skills so that they can improve their performance and their understanding of the trust bestowed upon them by the members of the municipality. Training courses should be designed and made relevant to the top, middle and lower management. For training to be effective and relevant there should be a person in each department whose role is to identify the manifestation of training needs and co-ordinate with training institutions of different levels depending on the discipline or area of competence (White Paper in the Transformation of the public service, 1995: 26).

- Many writers express the idea that induction workshops are organised and conducted within two weeks of assumption of duty and a skills audit is conducted in March of each year. The workplace skills plan is submitted to Local Government Sector Education Training Authority (LGSETA) on or before 30 June of each year. Annual Training Report is submitted to LGSETA in June of each financial year. And internal training programme is developed and circulated to all Departments on a quarterly basis. Arrangements to attend a conference including accommodation are finalised 3 days prior to departure and implementation of training programmes including costs is monitored and recorded on a monthly and quarterly basis. Training is evaluated on quarterly basis.

2.8.5 Active participation of senior officials and their senior municipal officials

A newly appointed employee should be given a job description and procedural manual. The new appointee must be asked to suggest the cheaper or shorter work procedures for performing the assigned duties. The new appointee should be informed about his/her main duties in the job description that are going to serve as standards against which his/her performance will be measured. The new appointee must also be involved in problem solving, planning and setting standards. The job description is a set of performance objectives and standards mutually agreed by the senior officials and their subordinates of the Vhembe District Municipality and serves to clarify roles and expectations (Meggison, et al 1992 : 93).

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2.8.6 Maximum communication

It is cruel to have maximum communication as specific feedback to a subordinate about their behavior. Fournies (1987: 196-197) argues that approximately fifty per cent of non-performance problems occurring in the private sector can be related to feed back problems. A high frequency of feedback during the improvement process will support the improvement efforts. The senior municipal official's feedback as recognition of previously agreed-upon changes will reinforce the changing behavior. Performance management systems must be communicated in a simple and understandable language prior to implementation, to ensure that employees understand its values as a tool for personal empowerment and the transformation of the public service into an effectual service delivery mechanism. The Vhembe District Municipality gives feedback to its employees to improve their performance.

2.8.7 Guidelines for effective performance coaching

Flanagan and Finger (1998:150-151) provide the guidelines for effective performance coaching. They stated that one should know when to coach and decide if a formal remedial coaching session is warranted. The Human Resource Department should ensure that real performance problem that is beyond the control of the employee to solve before engaging in coaching. The managers should prepare a coaching session and agree on a need for change. It is important for the managers to define and discuss different options. It is also vital to agree on specific actions to be taken and to set up a programme of review.

According to Fournies (1987:197), the coaching process itself is broken down into two distinct steps namely analysing the reasons why unsatisfactory performance is occurring, (coaching analysis) and the face-to-face discussion. The VDM follows the similar steps of coaching techniques and are listed hereunder to monitor performance:

- get the subordinate's agreement that a problem exists;

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- mutually discuss alternative solutions;
- mutually agree on action to be taken to solve a problem;
- follow-up to measure results, and
- recognise any achievement when it occurs.

2.8.8 Politically Driven

The legislation clearly tasks the municipal council and the mayor as responsible for the Performance Management Systems while the Executive drives the implementation and improvement of the system.

2.8.9 Incremental implementation

It is important that while a holistic Performance Management System is being developed, the municipality should adopt a phased approach to implement it dependent on the existing capacity and resources with the municipality. The Municipal Performance Management is a new approach to local government functioning and therefore requires adequate time to be given to the organisation's process of change. The Performance Management System will not be perfect from the start. Therefore it should be constantly improved based on its workability. The Vhembe District Municipality Performance Management System was recently introduced and it started with section 57 managers down to the service workers. It was difficult to implement the Performance Management System because other employees did not have knowledge about it (Municipal Performance Management Regulations Act of 2006).

2.8.10 Integration

The Performance Management System should be integrated into other management processes in the municipality. It should become a tool for more efficient and effective management rather than an additional reporting burden. This, should be seen as a central tool to the ongoing management functions.

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8.9 INITIALISING THE PERFORMANCE MANAGEMENT SYSTEM

Initialising a PMS in the Vhembe District Municipal area is a crucial phase and it involves the development of a framework within which performance management processes will happen. The Vhembe District Municipality is involved from the outset of the Performance Management System and looks into things that need to be done to make it work. This is shown in the figure below.

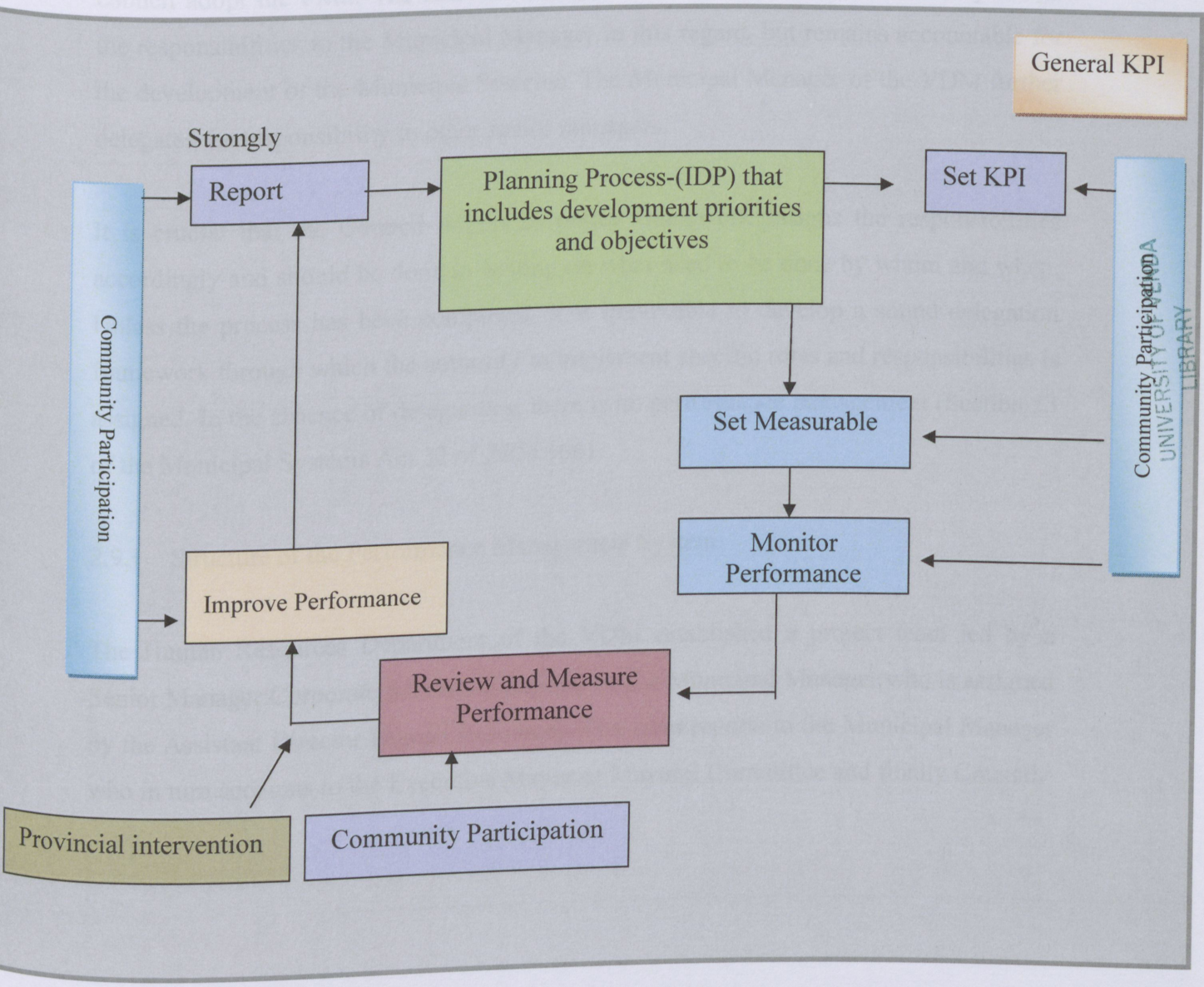

Figure 1 : The initialisation of the Municipal Systems Act (Vhembe District Municipality, 2008: 11)

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Section 53 of the Municipal Systems Act 32 of 2000 requires all municipalities to define the specific roles and responsibilities of each political and administrative structure, functionary. This also applies to the Human Resources Department of the VDM as it monitors the performance of its employees. The Municipal Systems Act places responsibility on Council to adopt the PMS, while giving the Executive Committee or Executive Mayor the responsibility to develop the Performance Management System. The Human Resources Department of the Vhembe District Municipality ensures that the council adopt the PMS. The Executive Mayor or the Executive Committee may assign the responsibilities to the Municipal Manager in this regard, but remains accountable for the development of the Municipal Systems. The Municipal Manager of the VDM further delegates the responsibility to other senior managers.

It is crucial that the Council within its policy framework assigns the responsibilities accordingly and should be done in writing on what need to be done by whom and when. Unless the process has been completed, it is impossible to develop a sound delegation framework through which the authority to implement specific roles and responsibilities is assigned. In the absence of delegations, there is no performance management (Section 53 of the Municipal Systems Act 32 of 2000:166).

2.9.1 Structure of the Performance Management System

The Human Resources Department of the VDM established a project team led by a Senior Manager:Corporate Services delegated by the Municipal Manager who is assigned by the Assistant Director Human Resources. The team reports to the Municipal Manager who in turn accounts to the Executive Mayor or Mayoral Committee and finally Council.

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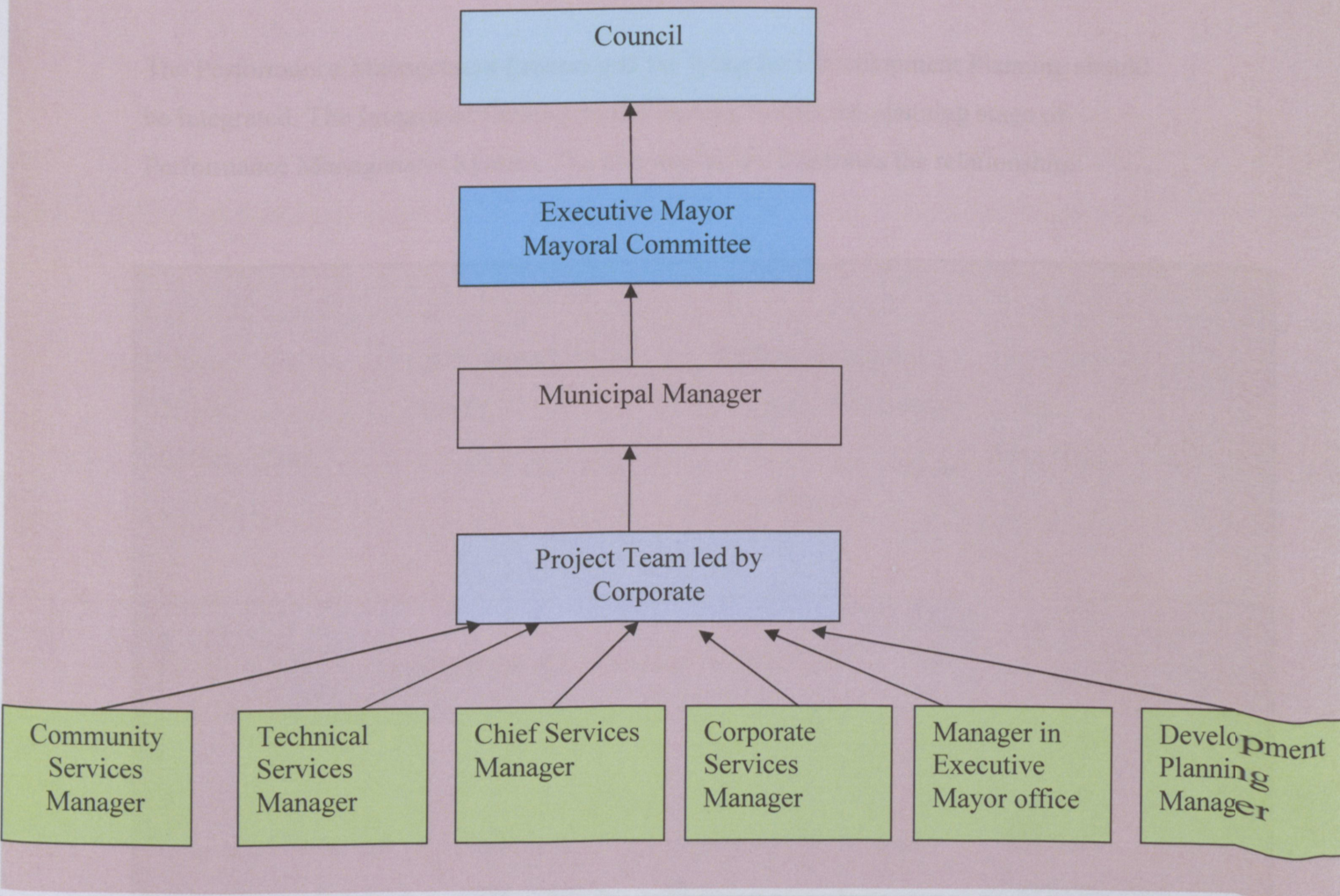

Figure 2: Project Team led by Senior Manager (Vhembe District Municipality, 2008:12)

2.10 DEVELOPMENT OF THE PERFORMANCE MANAGEMENT SYSTEM

The process of developing the Vhembe District Municipality involves the assessment of the planning, implementation, monitoring of the gaps of the Integrated Development Plan and Performance Management System.

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2.10.1 Relationship between IDP and PMS

The Performance Management Process and the Integrated Development Planning should be integrated. The Integrated Development Planning fulfills the planning stage of Performance Management System. The diagram below illustrates the relationship.

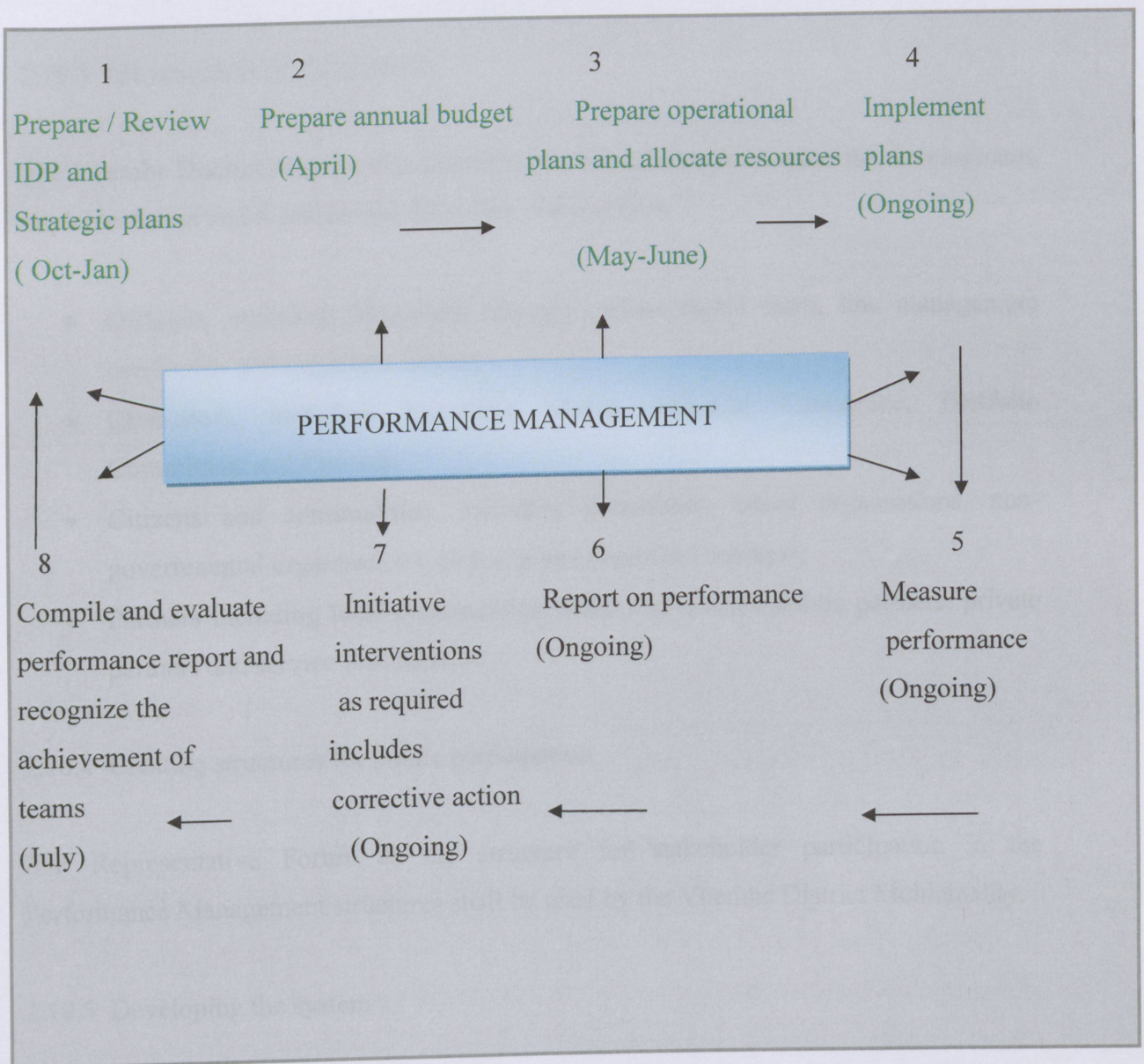

Figure 3 : Performance Management System fulfills the implementation, monitoring and evaluation of Integrate Development Plan process (Vhembe District Municipality, 2008 : 13)

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2.10.2 Assessment

Many authors express the idea that the responsibility of the project team members is to conduct assessment on how planning, implementation and monitoring happen within the Municipality. The same system is used by the VDM. It assists to identify gaps in terms of the Integrated Development Plan and the requirements of the performance management.

2.10.3 Identification of stakeholders

The Vhembe District Municipality identifies the role players to monitor the development, implementation and it utilizes the following stakeholders:

- Officials, including Municipal Manager, management team, line management employees and organised labour;
- Councilors, including Executive Mayor, Mayoral Committee, Portfolio Committees and Council;
- Citizens and communities, including community based organsations, non-governmental organisations, business and organised business;
- Partners including local communities within the district, public partners, private partners and service providers.

2.10.4 Creating structures for public participation

IDP Representative Forum as the structure for stakeholder participation in the Performance Management structures shall be used by the Vhembe District Municipality.

2.10.5 Developing the system

The VDM has developed a balanced scorecard in the last financial year as an attempt to move away from a narrow (unbalanced) perspective of performance defined in utilitarian terms such as profit or production targets, for example, it moves towards a more human

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centered approach that takes more account of the complex web of competencies that are required for a worker to perform effectively and productivity.

2.10.6 Publication of the system

After the Human Resources Department of the Vhembe District Municipality establishes the system, it publishes it in the local media for public comments together with the key performance indicators and targets in accordance with its Integrated Development Plan. This is done before the commencement of the financial year and also as part of the publication of the Integrated Development Plan review document of the following year.

2.10.7 Adoption of the system

The public comments are recognised when adopting the final system and the comments incorporated into the draft system. The Project Team members prepare the final draft for submission to Council. It is the responsibility of the Council to adopt the system when it is satisfied and to hand the process in accordance with the legislation and the proposed system complies with the requirements of the law, especially the regulations governing the nature of the system.

2.11 LEGAL CONTEXT FOR PERFORMANCE MANAGEMENT AND IDP ANNUAL REVIEW

In addition to the requirement for every municipality to compile an IDP, the Municipal Systems Act, 32 of 2000 (hereinafter referred to as Municipal Systems Act), also requires that the IDP is implemented, and that the municipality monitors and evaluates its performance. Section 34 of the MSA also emphasizes the review and amendment of the Integrated Development Plans. Thus, a Municipal Council:

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(a) must review its Integrated Development Plan, annually in accordance with an assessment of its performance measurement in terms of section 41, and to the extent that changing circumstances so demand, and

(b) may amend its IDP in accordance with a prescribed process. Vhembe District Municipality complies with the above-mentioned legislative requirements in the review of the Integrated Development Plan.

2.12 LEGAL SERVICES

The Vhembe District Municipality should include the following in the legal services document:

- Internal requests for legal opinion are responded to within seven (7) working days of referral;
- Pro-forma contracts are developed within seven working days of request;
- The external service contract is done within one (1) week of referral;
- All Contracts and or Service Level Agreements are reviewed three months prior to the expiry date;
- Organisational legal compliance audit is conducted twice a year in March and September;
- Action plans for legal compliance are submitted within one month after the audit report is presented to Management;
- Progress reports are submitted monthly and on a quarterly basis and implementation of municipal By-laws is monitored on monthly and quarterly basis (Vhembe District Municipality Service Standards : 9).

2.13 LABOUR RELATIONS

According to the Vhembe District Municipality Service Standards, a grievance is lodged on a prescribed form within 10 days from the time the employee becomes aware of the matter that gives rise to such a grievance.

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- The immediate superior shall endeavour to resolve the grievance within 5 working days of receipt of a grievance;
- If unresolved the immediate superior shall refer the matter in writing to the Head of Department within 5 working days;
- The Head of Department shall endeavour to resolve the grievance referred to him/ her and inform aggrieved employees of the outcome in writing within 5 working days;
- If unresolved, the Head of Department refers the matter in writing to the Municipal Manager within 5 working days:

  The Municipal Manager holds an enquiry into the grievance and endevour to reach the decision within 5 working days (Vhembe District Municipality Service Standards : 16).

2.14 MISCONDUCT

Vhembe District Municipality Service Standards provides the following misconduct that:

- Accusation of misconduct is brought to the attention of the Municipal Manager in writing within 24 hours of occurrence;
- The investigating is instituted within 5 working days after the case is reported;
- Charges are formulated within 30 days of the investigation;
- The Presiding officer is appointed within 5 days after the investigation;
- Notice of disciplinary hearing is issued within 5 working days of appointing the Presiding officer;
- The disciplinary hearing is held within 10 working days after the notice is delivered to the alleged offender.

  The presiding officer communicates the final outcome of the hearing to the alleged offender within 5 working days of the conclusion of the hearing (Vhembe District Municipality Service Standards: 16).

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2.15 PERFORMANCE MANAGEMENT SYSTEM (PMS)

The District established a Performance Management System framework, which is still pending for public participation. The framework is in line with the priorities, objectives, indicators and targets contained in the IDP of the Vhembe District Municipality.

The implementation of the PMS framework needs to be in line with the implementation of the IDP. The PMS must be adopted before the adoption of the IDP. The key performance areas, indicators and targets are reviewed annually in April and are in line with IDP process. The Service Delivery and Budget Implementation Plan (SDBIP) is finalised and approved by the Executive Mayor within one month after the adoption of the budget. The performance agreements are signed annually within one month after the adoption of the budget. The performance appraisal is conducted on quarterly basis and overall assessment is done annually. Quarterly assessment reports are sent to the internal audit unit within seven days after assessment. The annual performance report is tabled in Council on 25 January of each year and an oversight report is tabled in Council within two months after the tabling of the annual report. An oversight report is tabled in Council within two month after the tabling of the annual report and it is published within 14 days of adoption by council (Vhembe District Municipality Service Standards : 17).

2.15.1 Performance Management System Process

Performance Management Systems Regulation Act of 2006 provides that each person's performance shall be appraised by his/her supervisor with the assistance of a chosen panel. Supervisors and the subordinates should have signed performance agreements which clearly stated key performance areas and key performance indicators. Each appraisee completes his / her own score for each performance area. The appraisee does a presentation on each KPA. Performance must be demonstrable and measurable. Each appraise should provide a portfolio of evidence. The supervisor and panel shall score the person from their own knowledge of the portfolio, the presentation and the information provided in the portfolio of evidence. If there is a significant difference between the

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employee's own score and panel score then there must be a discussion. At all times the aim must be to reach understanding and consensus on the persons performance applying an open and transparent system. The Human Resources Department of the VDM ensures that Section 57 managers sign performance agreements to monitor their performance. Supervisors should periodically assess the strengths and weaknesses of each subordinate. Performance appraisal systems can serve as the basis for devising a strategy for assisting the employee to improve not only his/her performance but also the public service (Lee, 1979 : 143).

2.15.2 Score

The system may use a five point scale to measure performance of an employee in the VDM as follows:

59% and below : performance totally inadequate
60%-69% ; performance below target but not inadequate
70%-79% : performance on target
80%-89% : performance exceeds target
90% and above: performance can hardly been improved upon

Scoring

KPA'S	DESCRIPTION	WEIGHTING	RATING	SCORE
KPA1				
KPA 2				
KPA 3				
KPA 4				
KPA 5				

CALCULATION OF FINAL SCORE:

WEIGHT / 100 X RATING =SCORE

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2.15.3 Performance Management and its purpose

Many authors express the idea that performance measurement has many meanings, but it is defined here as regular measurement of the results (outcomes) and efficiency of services programs. The new element in this definition is the regular measurement results or outcomes. Regular measurement of progress toward specified outcomes is a vital component of any effort at managing a client-orientated process that focuses on maximising benefits and minimum negative consequences for clients of services and programs.

A major use of performance information is to establish accountability. Therefore the community and elected officials can assess what programs have been achieved with funds provided. The information is also used to develop and make budget proposals. The supervisors need the performance monitoring process to help them ensure that tasks are completed with available resources.

2.15.4 Oganisations suitable for performance measurement

Many authors think that managing results applies to all agencies including the VDM that provide services to the communities. It involves agencies which have highly limited resources, small or large, public and private, developing or developed country. The poorer agencies with fewer resources have to rely on less sophisticated process and, perhaps, more volunteers to complete the tasks.

2.16 PERFORMANCE MANAGEMENT

According to Zielinski (1996:53), performance management is a blueprint for the classic approach to effective management. Performance management requires set objectives with employees, finds out where the problem lies, offers regular feedback on how employers are doing, measures progress, coaches those who would help, offers, rewards and

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reinforcement. The author further defines performance management as a system that helps people to manage their actions to help their organisations to achieve their goals. Performance is managed effectively when people use job descriptions and performance appraisal criteria such as competencies, behaviour, skills, key result area, targets and codes of conduct. Performance management assists employees in their day-to-day roles to maintain good standards of professional or occupational practice (Holyfield and Molonay,1994: 19).

Performance management supports municipalities' overall business goals by linking the work of each individual employee to the overall mission of the work unit. An effective performance management process starts with identifying clear goals which are used for coaching and performance review (Costello, 1994 : 3). The author further states that performance management involves analysing the objectives and goals for the municipality departments and ensuring that they relate to the overall goals of the municipality. It is important to analyse employees' skills and assignments as they relate to the municipality's departmental goals. There is clear communication of performance goals and expectations to each employee. There is recognision and acknowledge the good performing employees. Supervisors must recognise where performance needs to be improved and provide them with the necessary support so to do. Spangenberg (1994:25) Mohman's levels of performance management approach provides an excellent perspective on performance management, by combining levels of organized performance with various stages in the progression of the performance management.

Armstrong and Baron (1998) defined performance management as a strategic and integrated approach to increase the effectiveness of the municipality by improving the performance of the people who work in them. This can be achieved by developing the capabilities of individual contributors.

Performance management encompasses numerous activities to improve the efficiency and effectiveness of the Human Resources Department of the Vhembe District Municipality. Performance management requires clarifying agency goals and adopting

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the actions that will achieve them. It also requires the development of credible performance data to measure achievement. It relies on all aspects of performance, both individual and Human Resource Department of Vhembe District Municipality. The performance management for the Vhembe District Municipality is measured not by efficiency but by how well the community is served including democratic values on which the system is based. The investigation on how the VDM performance management system impact upon local municipalities on service delivery requires the systematic collection and reporting of data.

Performance management includes activities to ensure that goals are consistently being met in an effective and efficient manner. Performance management focuses on the performance of an organisation, a department, employee or even the processes to build a product of service. Performance management system is used most often in the workplace but applies wherever people interact, for example, schools, churches, community meetings, sports teams, health setting, governmental agencies and political settings. Performance management principles are important. Wherever in the world, people interact with their environments to produce desired effects, cultures are different but the laws of behavior are the same.

The approach uses a performance audit to examine productivity data, along with other information, to evaluate overall performance and improve productivity. The employees, clientele and citizens can be surveyed to determine whether the organization is perceived as being productive and whether its service is effective and useful.

The employee works best when work is planned and goals are consistent. This means having a clear way to communicate regarding work expected at the moment and upcoming work. Planning and setting goals in performance management creates a system of predictable rewards for good performance and consequences for poor performance. Performance management involves feedback to employees on a consistent basis than the annual review. The employees should be monitored on a monthly basis to meet the goals. The employees who perform better receive compliments and rewards. The performance

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management process should modify the behavior of an employee who performs below the expected standard.

2.17 ELEMENTS OF EMPLOYEE PERFORMANCE MANAGEMENT

Different writers view issues relating to the implementation of regulations as follows:

- Developing the capacity to perform;
- Continually monitoring performance;
- Planning work and setting expectations;
- Periodically rating performance in a summary fashion;
- Rewarding good performance.

However, performance management should also be focused on:

- The functioning of the municipality;
- Processes (budgeting, service delivery, human resource management);
- Programmes (implementing new policies and procedures or ongoing delivery of service to the community);
- Service delivery to the community (both internally and externally);
- Projects (associated with policy programmes).

2.18 PERFORMANCE INDICATORS AND TARGETS

There are two issues to be considered when performance is planned namely; the area where performance is required and performance targets, which quantify the indicators and translate them into measurable terms. The key performance indicators help an organisation to define and measure progress towards organizational goals. Once an organization has analysed its mission, identified all its stakeholders and defined its goals, it needs a way to measure progress toward those goals. Key performance indicators are

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quantifiable measurements, agreed to beforehand, that reflect the critical success factors of a municipality.

2.19 TYPES OF INDICATORS

During performance planning, decision makers should define what must be achieved (goals and objectives). They must also define what must be done to achieve it (activities), and divide these activities. They must identify tasks and jobs for individual employees.

2.20 PERFORMANCE REPORTING

Reporting in the Vhembe District Municipality has to do with meeting the requirements of public accountability. This refers to accountability to the community through regulators, political executive and the legislature for what has been done with the public resources and the results of the efforts. The primary source of this information are the reports generated from the performance evaluation sessions between supervisors and subordinates. The reports because they focus on the results produced by individual employees in relation to the requirements of the municipality performance plans. In South Africa, government municipalities are expected to report in terms of a specific reporting statutory framework. The Vhembe District Municipality may use different types of reporting and these are as follows:

2.20.1 Monthly reporting

This focuses on the operational budget performance to establish how much money has been approved by the legislature, how much money has been spent to date and how much the executing municipality expects to spend until the end of the financial year in question.

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2.20.2 Quarterly reporting

It has to do with the budgetary as well as performance element. The Human Resource Department of the Vhembe District Municipality is expected to do both employee and municipal quarterly performance evaluation and link them to an evaluation of budget performance over the same period.

2.20.3 Mid-year reporting

The midyear reporting has a performance, and budgetary reporting element. It is comprehensive and formal than quarterly reporting. It should be based on the results of the formal individual performance, evaluation sessions and copies of the reports should be submitted to the national and provincial treasuries as well as the office of the Auditor-General.

2.20.4 Comprehensive annual reporting

This is a full report on progress made towards achieving strategic objectives. It should include a complete set of annual financial statements, a copy of the Auditor-General's management report in respect of the opinions of the municipal audit committee regarding both.

2.21 BASIC STEPS IN DESIGNING A PERFORMANCE MANAGEMENT SYSTEM

- Select the process and build support;
- Determine current performance;
- Determine where performance should be;
- Determine the performance gap;
- Design an action plan;
- Continually improve initiatives.

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2.22 VHEMBE DISTRICT MUNICIPALITY GENERIC STANDARDS

Information on Municipal activities excluding information that is specifically protected by law, is made available on request, within 14 working days. Employees give reliable information at all times. The public rights are observed and respected by all officials all the time. Once a client has lodged a complaint, progress relating to the full investigation is communicated within 14 working days. Any verbal query or message is responded to within 2 working days. Any correspondence is responded to within 5 working days even if only to acknowledge receipt. Where services were not rendered according to public expectations, an apology is tendered within three working days. Investigation on service delivery complaints is finalised within 30 days. All messages are written down and passed on to the relevant person or unit (Vhembe District Municipality Service Standards: 6).

Invitations and agendas are issued 48 hours before the meeting and where a scheduled meeting cannot be attended to, a written apology is submitted before the meeting unless alternative arrangements are made. Municipal officials strictly adhere to the starting time on pre-arranged scheduled meetings and minutes are circulated within 5 working days after every meeting. Departmental monthly reports including financial reports are submitted to the Municipal Manager no later than the 7th day of every month. All reports to external stakeholders are submitted by the 10th day of each month and quarterly reports are submitted to the Municipal Manager at the end of September, December, March and June. The annual reports are submitted to the Municipal Manager no later than the 7th of July of each year and standards are reviewed annually and when the need arises (Vhembe District Municipality Service Standards : 7).

2.23 INTERNAL AUDIT

Internal audit steering committee meetings are held once a quarter and are conducted once per quarter. Responses to internal audit queries are submitted within five working days of referral and the report is submitted to the Municipal Manager within 14 working

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days after the audit. The results of performance measurements in terms of section 41 (1) (c) may be audited as part of the municipality's internal auditing processes and must be audited annually by the Auditor-General (Vhembe District Municipality Service Standards: 9).

2.24 COUNCIL AND MAYORAL COMMITTEE SECRETARIAT

The Council meetings and the mayoral committee meetings of the VDM are held once a month or when there is a need. Council meeting notice is made public 5 days prior to the meeting and the Mayoral committee and Council agenda is circulated not less than 48 hours before the meeting, unless it is an urgent special meeting. Minutes are circulated within 5 working days after the meeting. Many writers express the idea that application for leave of absence is submitted in writing before the meeting to improve service delivery (Vhembe District Municipality Service Standards: 13).

2.25 THE RESPONSIBILITIES OF THE EXECUTIVE COMMITTEE OF THE MUNICIPALITY

The Executive Committee or Executive Mayor of a municipality or if the municipality does not have an Executive Committee or Executive mayor, a Committee of Councilors appointed by the municipal council must-

(a) manage the development of the municipality's performance management system;
(b) assign responsibilities in this regard to the Municipal Manager.
(c) submit the proposed system to the municipal council for adoption.

2.26 ANNUAL PERFORMANCE REPORTS

The Department of Finance for the Vhembe District Municipality should prepare for each financial year a performance report that reflects the performance of the municipality and of each external service provider during the financial year. An annual performance report must form part of the municipality's annual report in terms of Chapter 12 of the

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Municipal Finance Management Act. According to the Municipal Systems Act 32 of 2000 (ss 47-49), the report must identify municipalities that under-performed during the year. The report should include the proposed remedial measures and must be published in the Provincial Gazette. The MEC for Local Government must submit a copy of the report to the National Council.

2.27 PERFORMANCE TARGETS OF THE EXECUTING INSTITUTION

2.27.1 What is monitored and reviewed

In order to assess an organisation's performance, a balance view is required. This should incorporate a multi-perspective assessment of how the organisation is performing as seen by differing categories of stakeholders. To ensure the balanced multi-perspective examination, a model should be adopted to guide performance management in the entire municipal organization. This should be done to gauge progress made towards the achievement of the municipality's strategic goals and ultimately its vision as set out in the IDP.

2.27.2 Definition of a model

Many authors express the idea that performance management conceptual framework that provides guidance as to what aspects of the municipality's performance should be measured and managed. Performance models can range in levels of sophistication and it is suggested that under-sourced municipalities start off with the most basic performance model and then as their resources and levels of understanding of performance management gradually increase they can move incrementally towards a more sophisticated model.

2.27.3 Purpose of a model

Models have proved useful in performance management for the following reasons. They provide:

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- Balance

A good model will prompt the organisation to take a balanced view in terms of how it measures and manages its performance. It should prevent bias by ensuring that performance measurement does not rely heavily on one facet of performance (for instance financial viability) but rather encapsulates a multi-perspective holistic assessment of the municipality's performance.

- Simplicity

Many authors think that a good model should simply organise, what would otherwise be a long list of indicators attempting to comprehensively cover performance, into a set of categories sufficiently covering all key areas of performance.

- Mapping of inter-relationships

Many writers express the idea that a good model maps out the inter-relationships between different areas of performance. These inter-relationships relate to the extent to which poor performance in one category would lead to poor performance in other related areas and the converse. The inter-relationships help in both the planning stage and the review stage, particularly in the diagnosis of the causes of poor performance.

- Alignment to the Integrated Development Planning (IDP) methodology

Different authors view good performance management model as to align the processes of performance management to the IDP of the municipality. It will ensure that the IDP is translated into performance plans that will be monitored and reviewed. The categories of key performance areas provided by a model should relate directly to the identified priority areas of the IDP.

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It relates to the performance expectation set for particular managers and personnel. In an integrated performance management system, the municipality and employee performance targets must relate to each other.

2.28 THE REVISED MUNICIPAL SCORECARD MODEL

The Vhembe District Municipality revised municipal scorecard model should include the following:

Compliant with the requirements of the Municipal Systems Act (2002) and its subsequent Regulations (2001);

- A simple portrayal of municipal performance, where inter-relationships can be mapped municipal-wide, sectoral / departmental and unit /programme levels;
- Tightly aligned to the strategic planning and IDP processes of the municipality;
- Directly relevant to the notion of developmental local government;
- A balanced view of performance based on municipal inputs, outputs, outcomes and process;
- It aligns to 5 Key Performance Areas for Local Government used in the
  - Regulations
  - Five year Local Government Strategic Agenda
  - Vuna Awards for Performance Excellence.

2.29 ORGANISATIONAL SCORECARDS

Performance targets relate to what the institution or a specific subcomponent must achieve. The performance of that unit is measured against those targets.

2.29.1 The strategic scorecards

Many authors express the idea that the strategic scorecard provides an overall picture of performance for the municipality as a whole, reflecting performance on the strategic priorities set in the IDP. The development perspective of this scorecard will therefore

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necessitate that information be collected from other development role players in the municipality area for reporting purposes. These include National sphere and Provincial sphere of government, business formations and civil society organisations. The strategic scorecards are used by the Municipal Manager and Heads of Departments, after review, as a basis for reporting to the Executive Committee, Council and the public. The performance of employees should be reported quarterly to the Council and the bi-annually and the Public annually for review. The Municipal Manager is responsible for performance on the Strategic Scorecard. The strategic scorecard is closely linked to and forms the largest component of how the municipal manager' performance will be appraised.

2.29.2 Service Delivery and Budget Implementation Plan

Kaplan and Norton (19996) express the idea that the scorecards capture the performance of each municipal department. Unlike the strategic scorecard, which reflects on the strategic priorities of the municipality, a service scorecard provides a comprehensive picture of the performance of the department. It is crucial to ensure that the SDBIP scorecards do not duplicate current reporting, but rather be integrated as a core component of the municipality's vertical reporting system. The municipal scorecards will include the following components:

- A development perspective

The departmental outcomes, which set out the developmental outcomes that the service is to impact on. The development perspective of the scorecard will seekS to assess the extent to which the strategies that are driven by the department are contributing towards the intended developments in the municipal area.

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- Service delivery perspective

It sets out the products and services that the department will deliver. This perspective will include service delivery targets and performance indicators for each quarter.

- Institutional Transformation Perspective

It sets out how the department will manage and develop its human resources, information and organisational infrastructure

Financial Management Perspective

- projections of revenue to be collected by source;
- Projections of operational and capital expenditure by vote, and
- Performance reporting on the section of the scorecard will be in terms of actual against projections.

The requirements of the Municipal Finance Management Act and the National Treasury guidelines for the SDBIP scorecard approach provides an additional opportunity to set objectives, indicators and targets for, as well as reporting against service outcomes, institutional transformation issues and stakeholder relations.

Performance in the form of a SDBIP scorecard will be reported to the Municipal Manager and relevant portfolio committee for review and it must be done quarterly. The Section 57 manager is primarily responsible for performance on the SDBIP Scorecard. The SDBIP scorecard is closely linked and forms the largest component of how Section 57 manager's performance is appraised.

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2.30 PERFORMANCE MANAGEMENT SYSTEMS AND REVIEW

The Municipal Systems Act 2000, and the Municipal Planning and Performance Regulations (2001) provide a framework to guide municipalities to develop and implement a PMS. The Performance of the Vhembe District Municipality is integrally linked to the employees. If employees do not perform, the municipality will fail. It is primarily important to link the Performance Management Systems with planning, implementation, monitoring, reporting, review and the overall coordination.

2.30.1 Place where performance management applied

According to Armstrong and Baron (1998), performance management is a strategic and integrated approach to increase the effectiveness of the municipal by improving the performance of the people who work in them and by developing the capabilities of terms and individual contributors. The performance management approach is used most often in the workplace but applies wherever people interact. For example, schools churches, community meetings, sports teams, health setting, government agencies and even political settings. Performance management principles are needed wherever people interact with the environments to produce desired effects. Cultures are different but the laws of behavior are the same worldwide.

It is possible to get all employees to reconcile personal goals with the Vhembe District Municipality. The employees can turn around any marginal business and increase productivity and profitability for the Vhembe District Municipality, with the transparent and hidden forces embedded in this process. It can be applied by the municipal as well as individuals.

2.30.2 Improved management control

The Human Resource Department of the Vhembe District Municipality should improve management control through:

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- Flexibility and being responsive to management needs;
- Displaying data relationships;
- Helping audit /complying with legislative requirements;
- Providing well documented and communicated process documents.

2.31 PERFORMANCE MANAGEMENT PLANNING

Performance planning concentrates on formulating indicators and targets that can be used to active, measure and evaluate performance. The first phase in the performance planning process involves categorising core functions to identify key performance areas (KPAs). These represent the broad areas where the institution must operate well to ensure success in terms of its policy mandate and are vitally important for setting up a balanced performance assessment scorecard.

Key performance area

It is a specific area in respect of which the institution will manage and monitor institutional performance, identified by carefully analysing the institutional mandate. KPAs form the basis for the design and selection of strategies. A specific Key Performance Area may include a number of outcomes identified as core institutional mandate. Identifying KPAs can be regarded as a process of business clustering.

The South African government has identified the following five KPAs for municipalities:

- Basic service delivery and infrastructure investment;
- Local Economic development;
- Municipal institutional transformation and development;
- Municipal financial viability and management;
- Good governance and public participation.

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When the Key Performance Indicators have been identified they must be translated into measureable terms. Each and every goal, objective and activity must be linked to performance indicators and performance targets. In the process, a measureable performance framework is designed for the institution.

2.32 HUMAN RESOURCES FUNCTIONS AS THE BASIS OF PERFORMANCE MANAGEMENT

2.32.1 Recruitment, Selection and placing of candidates

According to (Cloete, 1989:154), it is important to ensure that application forms are standardized to ensure that detailed and comparable information on candidates is obtained. The Human Resources Department advertises vacancies continuously and candidates have to be recruited, selected and placed regularly. Each municipal department ought to have regulations on advertising vacancies. Normally it requires the advertising of vacancies in newspapers and relevant journals and radios.

After applications have been received from recruitment markets, the selection of candidates with the potential to perform effectively has commenced. In some cases, applicants are required to furnish the names and addresses of three individuals who could be approached for confidential reports through standardised forms. Interviews should be undertaken by competent employees with the expertise to conduct them. After the best candidate for the job has been selected, he/she should be placed in the position where he/she is best suited. He / She must be placed under the supervision of senior employees who can introduce him / her to the duties to be performed (Cloete, 1989:154).

Section 214 (4) of the Constitution of the Republic of South Africa (Act 250 of 1993) provides that in the appointment of candidates to any position in the municipality, the qualifications, level of training, merit, efficiency and suitability of the applicant who qualifies for the appointment concerned, and such conditions as may be determined or prescribed by any law, shall be taken into account. It is important to appoint candidates who have appropriate educational qualifications and level of training so that they can

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perform well at work. The recruitment, selection and placement of candidates to the positions in the municipality is the basis of sound performance management. Unless competent staff is available, effective performance is constrained and the effect of training and development will be largely wasted.

2.32.2 Probationary period

All new employees on continuous contract may be required to undergo a period of probation which will be determined by the nature of the position and the time required to determine the employee's suitability for continued employment. The probationary period may be different from one position to another but will normally be not more than three, nor more that 12 months. The student nurses' contracts require completion of an extended probationary training period before appointment and during the probation an employee should undergo an orientation programme which should provide the basic information that he/she will need in order to be able to function in the public service. On-the-job and induction training should also be provided to enable the employee to become productive as fast as possible. The employee should receive counselling and evaluation throughout the probationary period to deal with any difficulties which may arise (White Paper on a New Employment Policy for the Public Service 1997: 29).

There is a need to lay down clear criteria on how the probationary period will be evaluated. The criteria to evaluate employee should be made clear in writing on commencement of the probationary period and should include arrangements for the possible extension of probation and for the discharge of an employee who fails to complete his/her probationary period satisfactorily. A decision to discharge an employee will take account of whether the employee was given appropriate training, instruction, orientation, guidance, evaluation and counselling and whether the employee was given reasonable period of time to improve his/her performance. The employee has a right to appeal against a decision to discharge him/her (White Paper on a New Employment policy for the Public Service 1997: 29-30).

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The interests of the newly appointed employees who are still on probation are subordinate to the interest of the employer. Supervisors must not compile their reports on the newly appointed employees in such a manner that important matters are ignored because the supervisor may wish to protect the incompetence of the newly employees for some specific reasons. Protecting incompetence is the manifestation of unethical conduct and therefore the supervisor who shows incompetence by protecting appointed public employees should be reprimanded or dismissed (White Paper on a New Employment policy for the Public Service 1997: 30).

The future of the newly appointed employees is in the hands of the supervisor and that they should build rather than destroy the newly appointed employees. The supervisors must keep their personal feelings out of the picture, act scrupulously, help the newly appointed employees to overcome performance difficulties and keep the interest of the public service if the service of the newly appointed employee are terminated just because the supervisor cannot give an unqualified report on the suitability of the newly appointed employee (Cloete, 1985 : 122)

2.32.3 Providing feedback on performance through performance appraisal

Performance feedback contributes to effective work performance in several ways.

- Providing continual feedback generally increases an employee's sense of personal accountability and responsibility;
- Performance feedback helps to develop the employee's skills;
- Feedback is an essential source of positive reinforcement. As work becomes intrinsically rewarding people take pride in personal accomplishment. They would like to know how well they performed. Employees who have performed well will be greatly disappointed if their diligence and initiative go unnoticed (Cherrington, 1990: 170-171).

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Performance appraisal of municipal employees is one of personnel practices provided for by Section 210 (1) (a) (ii) of the Constitution of the Republic of South Africa (Act 250 of 1993). Employee performance appraisals are used to determine whether an employee should be retained beyond the probationary period, for promotions but also in the assignment of duties among employees, for determining which employees will be laid of because of reductions in work-force and to provide a basis for employee training and development.

Supervisors should periodically assess the strengths and weaknesses of each subordinate. Performance appraisal systems can serve as the basis for devising a strategy for assisting employees to improve not only their performance but also public service (Lee, 1979: 143).

Performance appraisal is a valuable technique for assessing the performance of an employee. It is an imprecise instrument characterised by a great deal of controversy. Its usage gives rise to essential ethical issues, in large part because there is so much room in the process for the exercise of subjective judgment. Some of the most frequently cited ethical problems of performance appraisal include:

- The attitude of a person strongly influence all other attitudes;
- Some evaluators give mostly favourable ratings to everyone while other evaluators rate employees more unfavourable;
- Different raters do not agree in their evaluation of behaviours;
- Performance has to be evaluated subjectively or indirectly because there are no visible products that can be counted (Cherrington, 1980 : 171).

Performance evaluation can be manipulated by unethical supervisors who advance or impede the careers of particular employees for reasons unrelated to job performance, such as personal friendship or prejudice against particular groups. These performance appraisal systems ought to be treated as problems to be solved, not as insurmountable obstacles. Research by Cherrington (1980: 171) indicates that these areas are particularly troublesome to inexperienced supervisors. Experienced supervisors have usually

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overcome these problems as part of becoming proficient at their jobs. The ability to provide useful and accurate performance feedback is a critical supervisory activity. Kernaghan and Longford (1990: 174) state that one way to help ensure fairness is the use of the performance appraisal system.

Finally the use of performance appraisal in pay, promotion and dismissal or retention furthers the merit principle only if used objectively. Objective measures of work performance are used to make essential personnel appraisal.

2.33 TRANSFERS, PROMOTIONS, AND OTHER CHANGES IN STATUS

Many writers express the idea that when a staff member transfers from one department to another, sick leave benefits and accrued vacation time also transfer and are assumed by the new department and same is practiced by the Vhembe District Municipality.

In the case of a transfer involving movement of a staff member from one department to another, a transfer form is initiated by the appropriate department with the special note that the staff member is transferring to another department. Except for regularly scheduled merit increases in salary, all other changes in the status of a staff member, such as changes in positions within a department, percent of time worked, name and marital status, accounts from which paid and temporary to permanent or student to nonstudent status and vice versa are made by use of the Change in Status Form.

2.34 POLICY FOR PROMOTION

Appointment to a position requiring higher qualifications such as greater skill or longer experience and involving a higher level of responsibility, a higher rate of pay, and title change is considered a promotion and will be classified as such in all personnel documents. The Vhembe District Municipality ensures that promotions done without regard to the race, colour, sex, religion, age, ethnic origin, or disability of the employee.

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The members of staff whose performance is demonstrably exceptional would rewarded through a once off performance bonus that does not exceed 7% of the employees' total package. The municipal employees whose performance is above average is rewarded with a once off performance bonus that does not exceed 35 of their total package. This payment depends on the ability of the municipal to pay, budgetary constraints and level of the individual's performance.

2.35 PROMOTION REQUIREMENT

The Vhembe District Municipality should consider various aspects prior promotion of the employees and are the following:

- The motivation for a candidate's promotion must highlight the exceptional contributions made or project that the applicant has completed in his / her functional area, which distinguishes him/her from his peers;
- The skills, knowledge and expertise that are successfully acquired through educational and skills development interventions from accredited service providers which enhance the individual and departmental performance must be taken into account;
- Members of staff will be eligible for promotion after completing their probationary period;
- A detailed Curriculum Vitae must accompany the application for promotion. The CV must highlight the contributions made in the job environment during the assessment or review period;
- Exceptional performance in a particular piece of work or project, or a sustained performance that is measurably higher than expected over a long period of time will earn a staff member the reward;
- The Human Resource Department of the Vhembe District Municipality ensures that the promotion is treated confidentially, therefore, members of the promotion panel or any committee responsible for the adjudication of such promotions shall not discuss the deliberations and recommendations outside scheduled panel meetings;

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- Recommendations for promotion are accompanied by an assessment form, completed and signed by both the applicant and Head of Department, herewith attached as annexure "B";
- To be recommended for a performance bonus, an employee has to demonstrate that he/she has performed well in all the key areas of his/her job. The employee must demonstrate, during the period covered by the review, consistent exceptional performance beyond that which is reasonably expected (University of Venda Policy on Promotion of non-academic staff, 2009:7).

2.36 ELIGIBILITY FOR PROMOTION

The employee should demonstrate, during the review period that he/she has contributed to the work of the department beyond the level which might reasonably have been expected. An example is willingly performing tasks which are beyond the requirements of the post while still carrying out all the key duties of the post which the incumbent holds (University of Venda Policy on Promotion of non-academic staff '2009:8).

2.37 PROCEDURE FOR SUBMITTING APPLICATIONS FOR PROMOTION

There are several procedures which VDM employees should be followed when submitting applications for promotion to HR department and are the following:

- A new job description must be developed by the line manager and signed by both the incumbent and the line manager on assumption of duty;
- The request for re-evaluation of the post form must be completed and submitted together with supporting documentation;
- The Human Resource Department checks the competencies of the submitted documentation and prepare a submission to the job Evaluation Committee;
- The Job Evaluation Committee is convened and review the job in terms of the changes to the job description. Incumbents and line managers may be invited to attend the meeting to clarify issues, should the committee deem it necessary;

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- The job evaluation process is made in accordance with the Vhembe District Municipality 's job evaluation policy; and
- Once the job has been evaluated, a recommendation is submitted to the Human Resources Committee for approval and ratification by Council (University of Venda Policy on Promotion of non-academic staff, 2009: 8).

2.38 APPEALS PROCEDURE

The appeals procedure is designed to handle appeals for employees who feel grieved that their applications for promotion have not been evaluated to their satisfaction given the supporting evidence provided to the Job Evaluation Committee. The appeals procedure will be the final review stage of this process and its findings will be final and binding.

2.38.1 Role of the Promotion Appeals Committee

The Promotion Appeals Committee is responsible among other things for the following duties:

- Establish whether a breach of process has occurred and, if so, refer the application to the Municipal Manager with a recommendation that the application be reassessed;
- The Appeals Committee is consider the applicant's written notification of appeal with supporting evidence, and
- The Appeals Committee is authorised to obtain any information it requires to help make an informed decision. This information may take the form of further supporting information from the applicant, Municipal Manager and other senior officials, the original application, and / or external assessor reports.

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2.38.2 Promotion Appeals Committee outcome

Having considered the appeal, the Appeals Committee will provide a recommendation to dismiss or uphold the appeal and arrange that the application be reassessed by the Promotion Committee.

2.38.3 Notification of outcome

- The appellant will be notified in writing of the outcome of the appeal by the Municipal Manager and the Mayor, after which there will be no further right of appeal (University of Venda Policy on Promotion of non-academic staff, 2009:9-10).

2.39 EMPLOYEE BENEFITS

The newly appointed employees are informed about accredited medical aid schemes and pension funds/scheme within one day of assumption of duty. This is practised by the Human Resource Department of the VDM. The applications for medical aid scheme and pension fund are processed within 3 days from the date of receipt and information on leave credits is made available to staff on monthly basis through salary slip / or upon request. Application for annual or special leave is submitted 14 days in advance and leave forms are captured on the system within 2 days of approval. Original leave forms are filed in the Personnel files within 1 day after capturing on the system and application for housing subsidy is processed within 1 week of receipt. Staff is informed of changes in benefits within 1 week of receiving such information and auditing of leave days accrued prior to retirement or resignation is done within 5 days. Stopping of salary is done within 24 hours of receiving a directive and request for Pension benefits is submitted to the Pension Fund administrator within 5 working days for processing. The completed Compensation forms for injury on duty are sent to the Compensation Commissioner within 7 days of the accident from date of receipt.

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2.40 DEFINING HUMAN PERFORMANCE MANAGEMENT

The performance management is about getting better results through people and it consists of a range of activities of which the primary aim is to help managers obtain improved performance from their employees. The responsibility of the Human Resource Department is to look for the future and deals with the development of potential so that employees are capable of taking on greater responsibility and thus earn even higher rewards.

Performance management is a tool for integration at two levels in the organisation:

- At the organisational level, it links individual and team performance to strategic goals through an appropriate organization and management framework;
- At the individual level, it links all the processes to the strategic goals coherently, in a process that starts with human resource planning, knowing what the purpose of a job is and what competencies are required to do it. It is the basis of a set of processes designed to attract, retain, support and develop staff and set them up to succeed;
- In essence, performance management is a shared process between managers and the individuals and teams they manage. It is based on the agreement of objectives, knowledge, skill and competence requirements and work and development plans. It involves the joint and continuing review of performance against the objectives, requirements and plans and the agreement and implementation of improvement and further development plans. Performance management deals with helping individuals and teams achieve their potential and recognises their role in contributing to the goals of the municipality (Van der Waldt,2005 : 35).

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2.41 HUMAN RESOURCE PERFORMANCE MANAGEMENT AND PERFORMANCE APPRAISALS

The Human Resource Department management in the municipality should address the tension between the employee's needs to achieve outputs and its dependence on the goodwill of the employees to get the job done. Modern public institutions face dramatic challenges requiring high levels of performance and are expected to achieve these whilst meeting the simultaneous demands of multiple stakeholders, resource constraints and on-going change. The South African public institutions face the additional challenge of upgrading performance outputs to the levels of productivity required to compete successfully as a member of the world community. Organisational performance is determined in part by the individual performance of the people employed in that organisation. It is the end point of people, resources and certain environments being brought together, with the intention of producing or rendering services. It is in this area that the South African government and the public service face a serious challenge to the success of their policies and programmes. International best practice suggests that effective performance monitoring and evaluation requires the conscious or deliberate creation of a system that can be fully integrated into the total function and activities of the municipality (Van der Waldt, 2005: 32).

2.42 PERRFORAMANCE APPRAISAL

It is where an individual's performance is formally documented and gives feedback. Performance evaluation has a crucial role to play in performance management. It could be utilised to determine whether or not the performance management programme is succeeding. The periodic assessment and reviews of performance in meeting the specified targets should follow the process of setting performance targets.

In a human resource context, performance management consists of a systematic approach to the management of people. It uses performance, goals, measurement, feedback and recognition as means of motivating employees to realise their maximum potential. This

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process may be applied to the Vhembe District Municipality Human Resource systems and includes:

- Position evaluation;
- Placement and job assignment;
- Training and development;
- Team selection, development and assessment;
- Recognition and rewards, including compensation;
- Promotion, redeployment and succession planning.

2.42.1 Conceptualising performance appraisals

The performance appraisal may be regarded as the process by which an employee's contribution to the municipality during a specified period of time is assessed. The managers have a responsibility to inform the employees of their performance in comparison with the standards of the municipality. Performance appraisal and feedback may be an emotionally laden process that affects employees attitudes toward the municipality and themselves (Van der Waldt, 2005: 35).

Performance appraisals need to meet specific objectives. They include tell and sell, tell and listen and problem solving. The supervisor coaches by telling the employee the evaluation and then listens to the employee's reactions to the evaluation in a non-judgmental manner. The supervisor does not offer evaluation but lets the employee decide his or her weak areas and works with the employee to develop an action plan for improvement. The mixed model combines coaching and counselling. The supervisor begins the appraisal with a problem-solving session and concludes with a more directive tell and sell approach. Appraisal is a process of reviewing and making decisions about past performance with the performer, prior to planning for the future (Van der Waldt, 2005: 35).

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2.43 POOR WORK PERFORMANCE

2.43.1 Reasons for poor performance in a municipality

Poor performance in the Vhembe District Municipality promotes poor service delivery in the community. Based on the information, investigation which was conducted, the examples of the poor performance are listed below:

- The poor human resource deployment leading to poor performance;
- Unclear and / or contradictory goals;
- Bureaucratic procedures;
- Lack of sufficient working capital;
- Excessive labour with high costs;
- Lack of qualified technical personnel;
- Poor state of machinery and equipments;
- Non-commercial management approach;
- Inability to respond to market signals, and
- Frequent government intervention.

Dismissals on the basis of poor work performance contemplates a dismissal of an employee who cannot meet the required performance standard as opposed to an employee who won't or couldn't be bothered to meet the standard. Frequently, employees are faced with the dilemma of classifying the employee's conduct correctly. The source of the problem that is misconduct related to the appropriate procedure is different from that which applies if it is incapacity related. The employer is generally obliged to assess the source and extent of the problem, attempt to redress it and investigate the existence of alternative measures prior dismissals of the employee.

2.43.2 Performance targets

According to van der Waldt (2004 : 62) performance target is a process of making explicit to employees the level and type of expected work performance, as well as the

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time frame for realizing such performance. A performance indicator is quantified by linking it to a performance target. The target indicates how many must be delivered.

- Performance targets- it is a process of making explicit to employees;
- The level and type of expected work performance as well as the timeframe for realizing much performance (Van der Waldt, 2004:2);
- Performance targets relate directly to the capacity of the executing institution.

2.43.3 Organisational Performance targets

Performance targets relate to what the institution or a specific sub component must achieve. The performance of that unit is measured against those targets.

2.43.4 Individual performance targets

It relates to the performance expectation set for particular managers. In an integrated performance management system, organisational and individual performance targets must relate to each and then must reflect both the institution and the responsible individuals' capacity to deliver. They should also relate exactly to the performance indicators to which they are linked.

2.43.5 Performance monitoring and evaluation

Performance monitoring is a continuation process. Performance evaluation is done at predetermined, regular intervals to determine and assess the performance of the executing institutions. It is composed of sub-organisations and the individual responsible for delivery for accountability purposes.

According to the performance and development management guide issued by the Free State provincial government in 2001, performance should be monitored to:

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- Determine progress made or obstacles not in an attempt to achieve objectives and targets. This enables the supervisors and subordinates to deal immediately with performance problems;
- Identify and provide the support needed;
- Modify objectives and targets;
- Ensure continuous learning and development.

Performance planning is done for the Vhembe District Municipality (as reflected to the institutional performance plans) and through the performance plans, also for its sub-continents.

2.43.6 Where performance management is applied

The performance approach is used most often in the workplace but applies wherever people interact. For instance, schools, churches, community meetings, sports teams, health setting, governmental agencies and even political settings. Cultures are different but the laws of behavior are the same worldwide. Armstrong and Baron (1998), a strategic and integrated approach to increasing the effectiveness of organizations by improving the performance of the people who work in them and by developing the capabilities of teams and individual contributors".

It is possible to get all employees to reconcile personal goals with organization goals. One can turn around any marginal business and increase productivity and profitability for any organization.

It is claimed that the self-propelled performance management system is

- The fastest known method for career promotion;
- The quickest way for career advancement;
- The surest way for career progress;
- The best ingredient in career path planning;
- The only true and lasting virtue for career success;

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- The most neglected part in teaching about management and leadership principles;
- The most complete and sophisticated application of performance management;
- The best integrated of human behavior research findings, with the latest management, leadership and organisational development principles;
- The best automated method for organisational change, development, growth, performance and profit;
- The surest and fastest way for increased motivation, productivity, growth, performance and profitability for both the individual and the organization;
- The best career builder and career booster for any career;
- Inspirational, as it gets people, moving, makes them self-starters in utilising their own talents and initiative.

The Vhembe District Municipality can ensures that there is a strategic plan, a commitment analysis to be done and that a job mission statement is drawn up for each job. The aim of this analysis is to determine the continuous key objectives and performance standards for each job position.

2.44 ADDRESSING POOR PERFORMANCE

In case of unacceptable performance, the municipality can provide remedial and developmental support to assist the employee to improve the performance. If the situation does not change, the municipality can consider termination of the contract based on poor working performance or operational incapacity. Two warnings should be given before termination of the contract.

2.44.1 Challenges faced by the Human Resource Department

The Human Resource Department has been facing a major challenges that are political, economic and social instability in nature.

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- Negotiations with Unions for introduction of newer methods. This involves educating them making them to feel the necessity introducing the methods without any loss;
- Handling redundancy – Gaps in skill levels and equipping the existing employees to cope with new changes. With the workforce average age above 40 and their educational level less than middle school;
- In tune with the business – For the first time probably, HR had to tune their operation to meet the requirements of the business;
- Handling voluntary / involuntary cessation – Early retirement scheme and making it peaceful and purposeful was another big challenge;
- Continuous improvement – To overcome redundancies once again, focus started shifting to continuous training.

2.44.2 Human Resource Department Focus

The basic function of the Human Resource Department would include the responsibility for the hiring (including recruiting candidates, the interviews process, negotiations and signing contracts), orientation, training and continued professional development, annual appraisals, promotions and races, warnings and layoffs, transfers, employee benefits and other transactions for all employees.

2.44.3 Advantages of performance management

The study is composed of four main advantages of performance management, higher results orientation, better strategic clarity, higher people quality and higher organizational quality.

2.44.4 Responding to good employee performance

The satisfactory work performance of the employee of the Vhembe District Municipality, as recorded in an annual performance appraisal is to be rewarded a personal salary notch

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increase with effect from the beginning of the following financial year. The outstanding work performance of employees of the municipality as recorded in an annual performance appraisal is to be rewarded with:

- A personal salary notch increase to be effected before the end of the first quarter of the next financial, year and
- A cash bonus equal to one month salary before the end of the first quarter of the next financial year.

It should however be noted that a personal notch increase is not the same as the general salary adjustment which is inflation related and negotiated at the bargaining chamber. A worker whose performance is "outstanding" could receive three financial rewards in one year namely:

- General salary adjustment (negotiated at the bargaining chamber)
- Personal salary notch increase and
- Cash bonus;
- Special opportunities;
- Promotion;
- Mayor's merit award.

The Chief Financial Officer be requested to make the necessary provision for the payment of bonuses annually during the consideration of the budget. This will only be applicable to the general employees of the municipality excluding the Section 57 managers.

2.44.5 Disadvantages of performance management

Badly aligned system, low quality information, focuses on control and on strategy are the disadvantages of performance management.

The key environments for identifying key performance indicators are listed hereunder:

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- Having a pre-defined business process;
- Requirements for the business processes;
- Having a quantitative/ qualitative measurement of the results and comparison with set goals;
- Resources to achieve short-term goals.

If one of the organization objectives is to train people so that they are able to gain employment then one performance indicator can be the proportion of trainees that gain employment after the training is completed.

Many writers express the idea that in the United States government office of personnel management, the performance management consists of a system or process whereby work is planned and expectations are set and performance of work is monitored. Staff ability to perform is developed and enhanced and performance is rated or measured and the ratings summarised. The employees who perform well receive awards.

The performance measurement is a regular measurement of the results (outcomes) and efficiency of service programs. The procedures and issues of performance measurement are applicable to public and private services-ranging from public safety programs, to public works programs, to regulatory programs, and to defense programs. The Constitution of the Republic of South Africa of 1996, Section 153 (a) encourages municipalities to structure and manage their administration and to give priority to the basic needs of the community and to promote the social and economic development.

Performance is measured by comparing actual results against desired results. In a business context, desired results consist of increasing profits and continuing growth. Performance is achieved by developing comprehensive plans and implementing control systems that report on actual performance against plans.

2.44.6 Measuring employee performance may be done through the following:

- Plan the work and set expectations;

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- Monitor actual work performance;
- Develop the ability of staff to perform;
- Measure and rate staff performance;
- Reward top performance and recognition;
- Clarifying what is to be achieved;
- Identify the tasks involved in achieving it;
- Creating an organisation that can attend to the tasks performed;
- Equipping people to perform;
- Implementing planning and control systems;
- Give an employee an opportunity to perform.

2.44.7 Determination of performance

Organisations are concerned with productivity. Productivity is output per unit of input, usually expressed as a ratio. Measurement of productivity helps supervisors to examine critical aspects of production. According to Fisher, Schoenfieldt and Shaw (1990:369) there are several different variables that determine and / or influence the productivity of employees and ultimately, an organization. The factors are the following:

- The skill or ability of the employees;
- The effort put forth by the employees;
- The external conditions that may assist or hinder employees performance.

2.44.8 Why Ratings based appraisals Fail

Many authors think that in the Public Sector Manager / Workplace 2001 newsletters meeting the discussion was based on the use of ranking procedures to compare employees to each other. The ranking systems for performance appraisal aren't used that frequently compared to the use of rating systems. Unfortunately, rating systems are also problematic but are used in a huge number of organisations.

The difference between ranking and rating system is that a ranking system evaluates employees based on whether they are better, equal or worse than their peers. It is a

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comparison. A rating system compares employee performance to some set of criterion, and produces either a number or a letter grade that supposedly represents the employee's level of performance. With a ranking system, it is not really possible for everyone to be ranked as excellent even if all employees are excellent. A rating system permits everyone to be rated highly, if they warrant it. The rating systems are so popular that computer programs have been developed to undertake the evaluations. In addition, most 360 evaluation processes are based on ratings systems, with the ratings obtained by not just the supervisor, but peers, customers, etc.

2.44.9 Usefulness of performance base ratings

Some organisations have legal and philosophical pressure to evaluate employees in an objective, consistent and fair way. There is no question of being objective because of the desire to conform to those needs. There is need to create systems that use numerical scales (for example 1-5) to evaluate employees. As an example, the University of California uses the following rating categories (in addition to some other components):

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Job knowledge: Evaluate the use of information and procedures are required for current jobs;

- Quality: Evaluate the accuracy and completeness of work;
- Planning/Organization: Consider areas such as varying work demands, developing efficient measures;
- Initiative: Consider the self-starting ability, resourcefulness, and creativity applied to the duties of the position.

Looking carefully at the criteria above, one can see that they don't eliminate subjective judgments at all. One manager's idea of "self-starting ability" can be quite different from another's idea. How does one objectively evaluate "creativity"?

This would not be a major problem except that often people act as if the ratings are objective. Pay and promotion decisions are made on information that is at best quite subjective. People forget that any rating is only an indication of how one person (the

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manager) applies a fuzzy criterion. In terms of legal consequences, a poorly and badly designed set of criterion is probably not sufficient to protect an employer. Dismissing an employee based on, for example low ranking on creativity is going to be really problematic unless one can justify that rating in terms of hard, concrete events (failed to create a new product between January and December). But if criterion above is used there will be no need for rankings.

2.44.10 Ratings give people a false sense of security, protection and objectivity

Many writers express the idea that one function of performance appraisal is to help employees develop so that they can contribute more effectively. Do rating systems, in and of themselves, contribute to employee development?.

One argument offered by ratings proponents is that the manager can use the rating scale as a springboard to discuss those details. A manager dealing with an employee who is habitually late can simply document the lateness, and discuss with the employee what needs to be done to remediate the problem.

2.44.11 Ratings do convey sufficient information

Three: Fairness Issues

If, as we suggest, ratings system to be too subjective (but appear objective) and ratings do not help employees get better, there would be some serious problems from the position of the employee.

Since the criteria for ratings are so often loose, most employees are going to resist being classified at the low end of the scale. Employees who are lowly rated are more likely to resist the subjective evaluation of the boss. They may argue and claim personal vendettas. Simply put, they are easy to argue with, just because performance compared to vague criteria are unmeasurable. If the manager says performance is unsatisfactory (1) and the employee believes it is excellent (5). where do you go from there?

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It is far more sensible to eliminate the rating completely, and use critical incident reports or firm, measurable objectives where there is less possibility for interpretation. This is less likely to cause resistance on the part of an employee. Telling someone you think they rate unsatisfactorily for dependability, or providing employees with an attendance sheet that documents that they were late eight times in the month in complete.

2.44.12 Why rating is popular?

If ratings are not objective, are not needed to promote employee development (and productivity), and create friction and argument in the workplace, why are they so popular?

The answer is simple. Organisations can use a common, "one-size-fits-all" form that can be administered quickly and easily. It doesn't cost as much as Management by Objectives approach which has the potential for providing objectivity and the perception of fairness. It also does not provide objectivity and fairness.

It is cheap and it does not take a whole lot of time. In a short-term perspective it is true. However, if a rating system does not help people do better, are there costs that are incurred as a result of having such a system? Probably, a poor system is expensive later. There are legal issues, grievances, and the cost of performance problems that are not addressed using a rating system.

2.44.13 Final Comments

- Many organisations report that once a person's salary is no longer tied to doing rating type appraisals, they cease to be done. The reason is that badly implemented systems cost too much in terms of time, money and discomfort on both staff and management sides;
- Where ranking systems appear to be succeeding (and the value they add is not usually assessed), they work in spite of the ratings. A good manager can make a rating system work. A poor manager who relies solely on the ranking system is

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going to do more damage with it than if they did nothing at all. Conflict, bad feelings and arguments are bound to occur.

2.45. CONCLUSION

The aim of the chapter was to review related work written by other authors and come up with unanswered answers. The researcher wanted to investigate how the Vhembe District Municipality's performance management system impacts upon local municipalities communities. It is evident that effective performance management contributes positively to the achievement of the strategic objectives of the Vhembe District Municipality, as well as the development of its employees.

Performance management could be successful when there is effective implementation by senior officials who will play an active role in ensuring that National policy frameworks on performance management are implemented in order to achieve the designed results. The performance target should be identified and be done frequently by the Human Resource Department. The Vhembe District Municipality should provide training on performance management system and development programmes to its employees. The effective leaders should create climates of high achievement and high motivation by their inspiration and influence.

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CHAPTER 3: RESEARCH METHODOLOGY AND DESIGN

3.1 1INTRODUCTION

Hagan (1997:14) postulates that methodology entails the philosophy of the research process, which includes assumptions and values that serve as a rationale for research as well as criteria used for interpreting data. Brown (1996:11) states that methodology refers to the techniques or methods that researchers use to learn facts as they attempt to answer the "whys" of the phenomenon.

As this study is first and foremost exploratory, a qualitative method was opted for, with the aim of describing and understanding the impact of performance management systems on job performance. The word qualitative implies an emphasis on processes and meanings that are not rigorously examined or measured in terms of quantity, amount, intensity or frequency. The researcher asked permission for this research from the Corporate Manager of the Vhembe District Municipality.

The chapter outlines the methodology, tools and procedures used in the study. This covers the research design, population, sampling, sample methods, sample size, data collection and data analyses at the Vhembe District Municipality.

For this study, the researcher opted a quantitative method to determine existing relationships, practices that prevail, and attitudes of employees towards the investigation into the extent to which the VDM performance management systems impact upon local municipalities on service delivery.

3.2 RESEARCH DESIGN

A research design is a plan according to which we obtain research participants (subjects) and collect information from them. In it we describe what we are going to do with the participants, with a view to reaching conclusions about the research problem. We have to

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specify the number of groups that should be used and whether these groups are to be drawn randomly from the populations involved, whether they should be assigned randomly to groups. What exactly should be done with them in the case of experimental research?

The research design constitutes the blueprint of the study for the collection, measurement, and analysis of data (Cooper and Schindler, 1998: 130). For the purpose of this study, the quantitative design was used. Qualitative research can theoretically speaking, be described as an approach rather than a particular design or set of techniques.

According to Van Maanen (1979) : 520), a qualitative approach it is an "umbrella" phrase "covering an array of interpretive techniques which seek to describe, decode, translate and otherwise come to terms with the meaning of naturally occurring phenomena in the social world "Therefore, the qualitative approach is also fundamentally a descriptive form research".

3.3 POPULATION

According to Arkava and Lane (1993:27), population refers to individuals in the universe, who posses specific characteristics. A population is a group of potential participants to whom the researcher want to generalize the results of a study. The population of this study was all officials of the Vhembe District Municipality.

The aspect of generalizability is extremely important and it is only when the results can be generalised from a sample to a population that the results of research have meaning beyond the limited setting in which they were originally obtained. Population encompassed the total collection of all units of analysis about which the researcher wished to make specific conclusion.

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3.4. STUDY AREA

The study area of this research is the Vhembe District Municipality. The Vhembe District Municipality is located at the North-western tip of South Africa in the Limpopo Province.

3.5. SAMPLING

According to Arkava and Lane (1983:27), a sample is a representative of a population. De Vos (1998: 91) defines a sample as comprising the elements of the population considered for actual inclusion in the study. The sample study is the Vhembe District municipalities performance management systems. The sample in this study included the following: political office bearers, Human Resources manager and administrators.

3.5.1 SAMPLE SIZE

When the researcher determine sample size, it is important to bear in mind the size of the population, the desired sample size does not depend on the size of the population only but also on the variance of the variable. The researcher distributed structured written questionnaires to the following: ten (10) questionnaires were completed by the political office bearers, twenty (20) administrators, twenty (20) Human Resource officials (10) questionnaires by the councillors and ten (10) questionnaires by the political structure. As envisaged, a total of 70 participants were chosen to participate in the study.

3.5.2 SAMPLE METHODS

The purposive method was used to avoid wasting time and reduce the budget. People with information were used to collect data. In order for results to be generalisable, the sample must therefore representative. By "representative" we imply that the sample has the exact properties in the exact same proportions as the population from which it was drawn, but in smaller numbers.

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3.6 RESEARCH INSTRUMENT

According to White (2005:126), a questionnaire is a quantitative data collection tool normally distributed to a large number of respondents. The sample selected from purposive participants of the Vhembe District Municipality who have knowledge of performance management systems on service delivery. The structured questionnaire method to collect data from the purposive VDM employees was used. The researcher designed a self-administered questionnaire, using a 5-point Likert scale. The researcher designed a covering letter to support the questionnaires and the letter explained the purpose of the study, promising confidentiality and voluntary participation, the importance of participation, potential benefits and contact information details. Clapper (2004:3) states that the advantage of using a questionnaire is that it is inexpensive to administer, can be completed anonymously by the respondents, easy to compare and analyse and more information can be gathered. The advantage to use a questionnaire is that a large sample can be reached. The disadvantage of the questionnaire is that, once distributed, it is not possible to change the items (Mason and Bramble, 1997:310).

3.6.1 Handling returned questionnaires and data

The researcher recorded the returned questionnaires and the raw data processed on the Microsoft Excel Program. A total of 4 questionnaires were not completed due to unanswered items. Those questionnaires with unanswered items were removed from the data file. The questionnaire consisted of 3 pages and 23 questions.

The questionnaire was pilot-tested in order to ensure that it was valid and reliable before distribution. The structured written questionnaires were distributed to the employees of the Vhembe District Municipality. As envisaged, a sample of 70 participants was chosen to participate in the study. The researcher distributed the structured written questionnaires directly to the purposive employees: Human Resource officials (managers), political office bearers, councillors, administrators and political structure. The researcher distributed structured written questionnaires to the following: ten (10) questionnaires

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were completed by the Political office bearers, twenty (20) Administrators, twenty (20) Human Resource Officials (10) questionnaires by the councillors and ten (10) questionnaires by the political structure. Seventy participants completed and returned the questionnaires.

3.7 DATA ANALYSIS

According to Punch (1998: 203-204), the process of data reduction was done through editing, segmenting and summarizing the data, then drawing and verifying a conclusion. Data analysis by means of statistical techniques helps the researcher to investigate variables as well as their effect, relationship and patterns of involvement within the world. The Statistical Package for Social Sciences (SPSS) was used to analyse data.

The statistical analysis of the data was done at the University of Venda, Centre for Higher Education Teaching and Learning. The researcher and the statistician were involved in the planning and execution of the analysis. There were two procedures used:

- Cross-tabulation was used to check the frequencies and percentages of the responses to the elicitation items;
- Descriptive statistics (e.g. frequency and tables) were used to describe and interpret data.

The aim of this study was to investigate the extent to which the district municipalities' performance management systems impacted upon local municipal communities. To obtain valid and reliable data prior to undertaking the study, the researcher ensured the measurement procedures and instruments to be used were acceptable levels of reliability and validity.

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3.8 VALIDITY AND RELIABILITY

According to De Vos et al (2002:166), validity and reliability are two of the most important concepts in the context of measurement and are explained hereunder by various authors:

3.8.1 Reliability in qualitative research

Qualitative researchers are often accused of non-reliable research methods by especially qualitative researchers. Although a qualitative approach uses less structured and non-numeric methods, it is still important that qualitative researchers take measures to ensure reliability in their research designs. Qualitative researchers should also describe the research procedure followed in as much detail as possible, to enable other researchers to repeat the study or to evaluate reliability and validity.

3.8.2 Reliability in internet research

According to Struwig & Stead (2001:136-137) although the basic principles of reliability in quantitative and qualitative research also apply to research via the internet, it is important to take note of the specific challenges that internet research poses because of the unique characteristics of this medium.

3.8.3 Validity in qualitative research

Validity should be considered in qualitative research, although it is more difficult to address validity issues than in quantitative research. Qualitative research is still sometimes branded as "speculation"; factually unfounded" and "unscientific", even though it has proven its worth and useless during the past decade. Although qualitative research cannot claim to use one set of strict and limited methods and techniques such as is the case in quantitative research, it must still be valid and reliable. However, validity in qualitative research is a contentious issue and some researchers query the usefulness of

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validation from a qualitative perspective, especially since there are no widely accepted guidelines for testing or determining validity in qualitative research.

3.8.4 Validity in internet research

Although general principles regarding validity is also applicable to internet research, it is important to understand the specific aspects of the medium that could influence validity in both quantitative as well as qualitative research (Struwig and Stead : 2001: 147).

3.9 ETHICAL CONSIDERATIONS

Permission was asked from the Vhembe District Municipality Corporate manager to conduct this study. Once permission was granted, the questionnaire was sent to purposive respondents. The interviews were conducted with employees of the Vhembe District Municipality on a confidential basis. The Councilors, Human Resource officials (managers), political office bearers, administrators and political structure were consulted. The following information was provided to the respondents:

- The respondents were given tips and enough information about the whole study before they have completed the structured questionnaire. This was done to the respondents so that they be honest and provide true information;
- The respondents were informed that the information which they will provide is anonymous and is for study purpose. They were given an assurance that their responses will not be associated with their names and they are not going to be tortured;
- The respondents were informed that their responses will be privacy and this was done to protect the respondents who were not willing for their identities to be known by other municipal employees;
- The participants were informed that the structured questionnaires are completed voluntarily. Employees were informed that they are not forced to provide information in this research;

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- The participants were given clarity on how to complete the questionnaires and they were prohibited to copied information from other participants.

3.10 CONCLUSION

The chapter covers the research methodology and design used with special emphasis on the quantitative approach. Purposive sampling was used when information was gathered. The Statistical Package of Social Science was used to analyse the data collected.

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CHAPTER 4 : DATA PRESENTATION, INTERPRETATION AND ANALYSIS

4.1 INTRODUCTION

In this chapter, the data obtained from questionnaires are analysed and discussed, in order to determine employee satisfaction with the performance management systems impact upon local municipalities on service delivery at the Vhembe District Municipality (VDM). The data was obtained from different individuals including political office bearers, Administrators, Human Resource Officials, Councilors and Political structure. As a result, the nature of the stakeholders involved in this were study were representative of the views of the VDM.

The focus of this section is on the presentation of the data as collected from the municipality. This section is divided into biographical details of the respondents who participated in the study and the research findings according to individuals responses. Each respondent provided questions related to the phenomenon under the study.

Data is presented in terms of frequencies and percentages in the tables and showing the relationship between individual subjects and variables.

4.2 REPRESENTATION OF THE RESEARCH

Table 4.2.1 Gender

		Frequency	Percent
Valid	Male	39	55.7
	Female	31	44.3
	Total	70	100.0

Table 4.2.1 shows respondents by gender. According to the collected data as presented above the majority of the respondents (55.7%) in the study were males. Females accounted for 44.3% of the entire respondents.

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Table 4.2.2 Age

		Frequency	Percent
Valid	22-30 years	5	7.1
	31-35 years	15	21.4
	36-40 years	21	30.0
	41-49 years	23	32.9
	50-65 years	6	8.6
	Total	70	100.0

Table 4.2.2 presents the frequency distribution of respondents in terms of age. The majority of the respondents were between the ages of 41-49 years (32.9%); between 36-40 (30,0) years and 31 to 35 years (21.4).

Table 4.2.3 Status of respondents

		Frequency	Percent
Valid	Councillor	1	1.4
	Human Resource official (manager)	21	30.0
	Political office bearer	11	15.7
	Administrator	35	50.0
	Political structure	2	2.9
	Total	70	100.0

Table 4.2.3 presents the frequency distribution of respondents by status. The majority of the respondents accounting were administrators (50.0%), followed by Human Resource officials (30.0%) participated. Political office bearers (15.7%), Councilors account (1.4%) and Political structure (2.9.%) also took part in the study.

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Table 4.2.4. Residential area

		Frequency	Percent
Valid	Vhembe District Municipality	68	97.1
	Outside Vhembe District Municipality	2	2.9
	Total	70	100.0

Table 4.2.4 shows respondents by residential area. The majority of the respondents who participated in this study resided at the Vhembe District Municipality (97.1%,), while 2.9% were staying outside Vhembe District Municipality.

4.3 PARTICIPANTS IN THE MONITORING OF THE PERFORMANCE MANAGEMENT SYSTEM

Table 4.3.1 Regular monitoring may improve performance management system

		Frequency	Percent
Valid	Agree	42	60.0
	Strongly agree	27	38.6
	Strongly disagree	1	1.4
	Total	70	100.0

Table 4.3.1 show majority of the respondents in the study, constituting 60.0% had an opinion that regular monitoring may improve performance management system,38.6% of the participants strongly agreed that regular monitoring may improve performance management system while 1.4% strongly disagreed. There is an evidence that 98.6% of the respondents were in support of regular monitoring of the performance management system.

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Table 4.3.2 Human Resource Department of the Vhembe District Municipality has a performance management system.

		Frequency	Percent
Valid	Agree	51	72.9
	Strongly agree	16	22.9
	No option	1	1.4
	Disagree	2	2.9
	Total	70	100.0

Table 4.3.2. indicates that the majority of the respondents (72.9%) agreed that the Human Resource Department of the Vhembe District Municipality had a performance management system, 22.9% of the respondents strongly agreed. 2.9% disagreed and 1.4% are undecided. This suggests that Human Resource Department of the Vhembe District Municipality has Performance Management System.

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Table 4.3.3 Managers make sure that employees sign attendance register

		Frequency	Percent
Valid	Agree	40	57.1
	Strongly agree	28	40.0
	Disagree	1	1.4
	Strongly disagree	1	1.4
	Total	70	100.0

Table 4.3.3. indicates that 57.1% of the respondents agreed that the managers ensured that employees signed attendance register, 40.0% employees strongly agreed and only 1.4% of the employees disagreed that managers ensured that attendance register were signed.

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Table 4.3.4 Human Resource manager has a crucial role in monitoring the performance management system

		Frequency	Percent
Valid	Agree	40	57.1
	Strongly agree	24	34.3
	No option	3	4.3
	Disagree	2	2.9
	Strongly disagree	1	1.4
	Total	70	100.0

Table 4.3.4 shows that 57.1% of the respondents agreed that the Human Resource manager has a crucial role in monitoring the performance management system, 34.3% strongly disagreed while, 4.3% were undecided. Only 2.9% of the respondents disagreed that the Human Resource manager has a crucial role of monitoring performance management system and 1.4% strongly disagreed on that matter. Based on these responses, it was clear that the Human Resource manager had a crucial role in monitoring the performance management system.

Table 4.3.5 If the municipality does not have performance monitoring tools, it will not be productive

		Frequency	Percent
Valid	Agree	33	47.1
	Strongly agree	31	44.3
	No option	3	4.3
	Disagree	2	2.9
	Strongly disagree	1	1.4
	Total	70	100.0

Table 4.3.5 above shows the importance of the performance monitoring tools. More respondents (47.1%) agreed. 44.3 strongly agreed that the performance monitoring tools

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were important and 4.3.% no option. However 2.9% disagreed that if the municipality does not have performance monitoring tools, it will not be productive.

Table 4.3.6. Resources for monitoring performance management system

		Frequency	Percent
Valid	Agree	40	57.1
	Strongly agree	10	14.3
	No option	1	1.4
	Disagree	18	25.7
	Strongly disagree	1	1.4
	Total	70	100.0

Table 4.3.6 shows that 57.1% respondents agreed that the Human Resource Department of the Vhembe District Municipality had enough resources to monitor performance management system, 25.7% strongly disagreed; 14.3% strongly agreed and 1.4% had no option on this item.

Table 4.3.7 Lack of manpower in the municipality results in poor service delivery

		Frequency	Percent
Valid	Agree	40	57.1
	Strongly agree	27	38.6
	No option	1	1.4
	Strongly disagree	2	2.9
	Total	70	100.0

Table 4.3.7. shows that the majority (57.1%) agreed; 38.6% strongly agreed; 1.4% no option on the matter and 2.9% strongly disagreed that lack of manpower in the municipality results in poor service delivery.

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Table 4.3.8. Performance management system and productivity

		Frequency	Percent
Valid	Agree	40	57.1
	Strongly agree	15	21.4
	No option	13	18.6
	Disagree	1	1.4
	Strongly disagree	1	1.4
	Total	70	100.0

Table 4.3.8. above shows that 57.1% of the entire respondents agreed and 21.4% strongly agreed that the performance management system improves productivity. 18.6% were undecided; 1.4% disagreed and 1.4% strongly disagreed that productivity of the municipality is promoted by the performance management system. Performance management system assist employees in their day-to-day roles to maintain good standards of professional or occupational practice.

Table 4.3.9. People who should manage performance management system

		Frequency	Percent
Valid	Agree	31	44.3
	Strongly agree	33	47.1
	No option	4	5.7
	Strongly disagree	2	2.9
	Total	70	100.0

Table 4.3.9 shows that 44.3% agreed and 47.1% strongly agreed that councilors, political office bearers and Human Resource managers should be involved in the performance management system. Failure of the municipality to involve councilors, political office bearer and Human Resource in the performance management system will hinder productivity. However, 2.9% of the respondents disagreed that councilors, political office

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bearers and Human Resource managers should be involved in the performance management system whereas 5.7% were undecided.

Table 4.3.10. Regular workshop attendance by employees

		Frequency	Percent
Valid	Agree	34	48.6
	Strongly agree	35	50.0
	Strongly disagree	1	1.4
	Total	70	100.0

Table 4.3.10 shows that 48.6% agreed that employees must regularly attend workshops whereas 50.0% strongly agreed while 1.4% respondents strongly disagreed.

Table 4.3.11. Employee motivation.

		Frequency	Percent
Valid	Agree	38	54.3
	Strongly agree	31	44.3
	Strongly disagree	1	1.4
	Total	70	100.0

Table 4.3.12 shows that (54.3%) agreed that employees should be motivated to maximize their performance level, 44.3% strongly agreed but 1.4% of the respondents strongly disagreed on the matter.

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Table 4.3.12. Impact of performance management system on officials

		Frequency	Percent
Valid	Agree	30	42.9
	Strongly agree	35	50.0
	No option	4	5.7
	Strongly disagree	1	1.4
	Total	70	100.0

Table 4.3.12 shows that 42.9% agreed while 50.0% strongly agreed impact of performance management system on officials. 5.7% no option and 1.4% strongly disagreed.

Table 4.3.13. Preferred performance management system .

		Frequency	Percent
Valid	Agree	42	60.0
	Strongly agree	21	30.0
	No option	5	7.1
	Strongly disagree	2	2.9
	Total	70	100.0

Table 4.3.13 shows that 60.0% agreed that the Human Resource Department of the Vhembe District Municipality determines the type of performance management system they prefer. 30.0% strongly agreed, 7.1% no option while 2.9% strongly disagreed.

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Table 4.3.14 The role of Municipal Manager in determining the need for a performance management system.

		Frequency	Percent
Valid	Agree	38	54.3
	Strongly agree	26	37.1
	No option	5	7.1
	Disagree	1	1.4
	Total	70	100.0

This clearly indicates that 54.3% of the respondents agreed on the crucial role determining the need for a performance management system by the municipal manager.37.1% of the respondents strongly agreed, 7.1% were undecided while 1.4% disagreed.

Table 4.3.15 Financial support systems and the performance management system

		Frequency	Percent
Valid	Agree	24	34.3
	Strongly agree	38	54.3
	No option	6	8.6
	Disagree	1	1.4
	Strongly disagree	1	1.4
	Total	70	100.0

Table 4.3.15 shows that 34.3% agreed, 54.3% strongly agreed financial support systems and the performance management system. 8.6% were undecided while 1.4% strongly disagreed on this matter.

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Table 4.3.16. Evaluation of performance

		Frequency	Percent
Valid	Agree	29	41.4
	Strongly agree	32	45.7
	No option	6	8.6
	Disagree	1	1.4
	Strongly disagree	2	2.9
	Total	70	100.0

Table 4.3.16 shows that 41.4% agreed performance evaluation. 45.7% strongly agreed, 8.6% no option while 1.4% disagreed and 2.9% strongly disagreed.

Table 4.3.17. Guidance on performance management system

		Frequency	Percent
Valid	Agree	37	52.9
	Strongly agree	30	42.9
	No option	2	2.9
	Strongly disagree	1	1.4
	Total	70	100.0

Table 4.3.17 shows that 52.9% agreed guidance on performance management system. 42.9% strongly agreed, 2.9% were undecided while 1.4% strongly disagreed.

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Table 4.3.18 Clarity of performance priorities

		Frequency	Percent
Valid	Agree	42	60.0
	Strongly agree	25	35.7
	No option	2	2.9
	Strongly disagree	1	1.4
	Total	70	100.0

Table 4.3.18. above represents the frequency distribution of respondents views on clear performance priorities. 60.0% of the respondents agreed clarity of performance priorities while 35.7% strongly agreed; 2.9% were undecided; 1.4% strongly disagreed.

Table 4.3.19. A distribution priorities

		Frequency	Percent
Valid	Agree	33	47.1
	Strongly agree	33	47.1
	No option	3	4.3
	Disagree	1	1.4
	Total	70	100.0

Table 4.3.19 shows that 47.1% agreed that priorities should be distributed to all municipal employees. 47.1% strongly agreed, 4.3% no option while 1.4% disagreed that the priorities should be distributed to every municipal employees.

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Table 4.3.20. Managers evaluation of daily work performed by the employees

		Frequency	Percent
Valid	Agree	41	58.6
	Strongly agree	28	40.0
	No option	1	1.4
	Total	70	100.0

Table 4.3.20 shows that 58.6% agreed, 40.0% strongly disagreed managers evaluation of daily work performed by the employees while 1.4% were undecided.

Table 4.3.21. Municipal priorities and service standard

		Frequency	Percent
Valid	Agree	35	50.0
	Strongly agree	33	47.1
	No option	1	1.4
	Strongly disagree	1	1.4
	Total	70	100.0

Table 4.3.21 shows that 50.0% agreed municipal priorities and service standard. This clearly indicates that 47.1% strongly agreed, 1.4% were no option while 1.4% strongly disagreed.

Table 4.3.22. Policies and procedures of the Vhembe District Municipality

		Frequency	Percent
Valid	Agree	33	47.1
	Strongly agree	34	48.6
	No option	2	2.9
	Strongly disagree	1	1.4
	Total	70	100.0

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Table 4.3.22 shows that 47.1% agreed; 2.9% were undecided. 1.4% strongly disagreed. while 48.6% strongly agreed policies and procedures of the Vhembe District Municipality.

Table 4.3.23. Roles of managers in policies and procedures

		Frequency	Percent
Valid	Agree	37	52.9
	Strongly agree	29	41.4
	No option	2	2.9
	Disagree	1	1.4
	Strongly disagree	1	1.4
	Total	70	100.0

Table 4.3.23 shows that 52.9% agreed that managers in the municipality must ensure that policies and procedures are clearly designed while 41.4% strongly agreed in this regard. 2.9% were undecided, 1.4% disagreed while 1.4% strongly disagreed.

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Table 4.3.24 Employees policies and procedures

		Frequency	Percent
Valid	Agree	34	48.6
	Strongly agree	34	48.6
	No option	1	1.4
	Strongly disagree	1	1.4
	Total	70	100.0

Table 4.3.24 shows that 48.6% agreed policies and procedures set as guidelines for all employees in the municipalities and employees were expected to comply with them. 1.4% were undecided, 1.4% strongly disagreed while 48.6% strongly agreed.

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4.4 CONCLUSION

In this chapter, data was presented and analysed, and tables were used to analyse data collected with the questionnaires. The questionnaire consisted of two sections namely section A- biographical data i.e. gender, age, residential area and status of the participants. Section B composed of the following categories regular monitoring, performance management system, signing of attendance register, monitoring of performance management system, monitoring tools, enough resources, lack of man power, councilors, political office bearers involved in the performance management systems, workshops, motivation of municipal employees, officials affected by performance management system, financial support, evaluation of performance, guidance to the new and old staff, performance priorities, establishment of the priorities and policies and procedures.

The analysed data revealed different levels of employee satisfaction on the investigation on how the VDM performance management systems impact upon local municipalities on service delivery. Though most of the responses were positive and there were a number of respondents who felt that district municipalities performance management systems impacted negatively on local municipalities communities.

The challenges faced by the municipal employees, political office bearers, Human Resource Officials should be taken into consideration by Section 57 managers, middle managers and senior officials of the Vhembe District Municipality.

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CHAPTER 5 : FINDINGS, RECOMMENDATIONS AND CONCLUSIONS

5.1 INTRODUCTION

The aim of this chapter is to present findings of the study, recommendations and draw conclusions from the study. The findings of this survey cannot be generalised, since the study limited to the investigation into the extent to which the district municipalities performance management systems impacted upon local municipalities on service delivery of the VDM. The findings of the study are presented first followed by recommendations and conclusions drawn from the study.

The following questions were investigated:

1) Do regular monitoring improve performance management system?
2) Do the Human Resource Department of the Vhembe District Municipality have a Performance Management System?
3) Does the Vhembe District Municipality use the Performance Management System?
4) Does Human Resource Department have enough resources to monitor performance management systems?
5) Does Human Resource Department determine the type of performance management system it prefers?
6) Do financial resources affect performance management system?

The definitions of performance management systems were discussed in detail, as well as the factors that influence performance of employees at the municipality.

Key items that influence employee evaluation with monitoring of performance management system are as follows: regular monitoring, performance management systems; monitoring tools; performance management systems promote productivity; regularly workshops; motivation of employees; determination of need for performance

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management system; financial support system; guidance on performance management systems; monitoring of policies and procedures;

5.2 FINDINGS OF THE STUDY

5.2.1 Regular monitoring of performance of employees

The findings show that regular monitoring may improve the performance management system. Regular monitoring on service delivery in the municipality improves productivity and profitability. Managers has the responsibility to monitor employees about their daily working performance. Furthermore, it is important for the supervisors to monitor service delivery rendered to the community. Employees' performance needs to be monitored regularly.

5.2.2 Performance management system

Vhembe District Municipality has a performance management system. The findings show that Human Resource Department of the Vhembe District Municipality is implementing performance management systems. Monitoring of employees performance promotes productivity and profitability in the municipality.

5.2.3 Monitoring tools

The findings showed a high percentage of the respondents indicating that if the municipality does not have performance monitoring tools, it will not be productive. Results suggest that managers should ensure that employees sign attendance registers. The majority of the respondents agreed that the Human Resources Department has enough resources to monitor performance of the employees.

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5.2.4 Performance management system and productivity

The majority of the respondents indicated that performance management system promotes good service delivery. These results suggest that the Human Resource officials, political office bearers and councilors should participate in the performance management systems.

5.2.5 Motivation of employees

The survey findings indicate that employees of the Vhembe District Municipality should be motivated so that they maximise their performance level. The employees whose performance is demonstrably exceptionally good should be rewarded through a once off performance. The employee whose performance is above average will be rewarded with a one off performance bonus, the thirteenth cheque and promotion to motivate them to work hard.

5.2.6 Financial support system

The findings of the study reflect that financial support systems affect the performance of employees on service delivery. The high number of the respondents supported the views. The competent authorities in this regard, the VDM must develop fundraising strategy to generate funds to enable the employees to perform their assignments.

5.2.7 Regular workshops

The findings showed that employees need to attend workshops regularly to improve their daily activities. The supervisors discuss the performance management system of the VDM with the employees. This would enable the employees to realise the vision of the municipality and the performance levels expected of them.

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5.2.8 Monitoring of policies and procedures

The findings of the study reflected that policies and procedures are set as guidelines for all employees in the municipalities and employees were expected to comply. Employees need policies and procedures to be reviewed regularly.

The Vhembe District Municipality wishes to meet the legislative requirements by developing the Municipality's Performance Management System. The purpose of this framework is to provide a policy framework for the development, implementation and roll-out of an institutional and employee Performance Management Systems of the Vhembe District Municipality in a well structured manner.

5.2.9 Provision of early warning signals

The Performance Management Systems should provide managers, the Municipal Manager, Portfolio Committees and the Executive Committee with a diagnostic signal of the potential risks that are likely to affect the realisation of full IDP implementation. Many authors express the idea that it is crucial that the system ensure that decision-makers are regularly informed of risks, so that they can facilitate intervention, where it is necessary and possible to do so.

5.2.10 Facilitating of decision making

The appropriate management information should be provided by the Performance Management System that will allow efficient, effective and informed decision-making, particularly in so far as indicating where the allocation of limited resources should be prioritised. The primary mechanisms to plan for Performance Management and monitor, review and improve the implementation of the municipal IDP should be seen through the successful implementation of a municipal Performance Management System.

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The Human Resources Department of the Vhembe District Municipality has other Performance Management Systems to improve the performance of municipalities on service delivery through:

- Contributing towards the overall development of the local government system in the country;
- Helping to develop meaningful intervention mechanisms, encourage the direction of the resources available to the municipality for the delivery of projects and programmes that meet development priorities, and
- Promoting a culture of best practice and encourage shared learning among municipalities and guiding the development of municipality capacity building programmes.

5.3 RECOMMENDATIONS

Based on the results of this study, the following recommendations are made:
Through workshops, the Vhembe District Municipality could acquire skills and competencies including the following: a good visionary, communicator and listener, have a sense of purpose, ability to perform the expected performance on service delivery and have the ability to transfer skills.

It is crucial for the departments' supervisors to discuss the vision and mission of the VDM with their subordinates. This will enable the employees to realise the performance expectations. Employees should be involved in all activities done in the municipality to feel ownership.

The performance management systems must be conducted and communicated regularly to all VDM employees. The necessary financial support system need to be put in place to enable the employees to perform their assignments.

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The Human resource officials; municipal managers has a crucial role to play in monitoring the performance management systems and it is crucial that mechanisms are put in place to provide formally include employees to participate in the performance management systems workshop.

There should be a link between employees and the VDM in order for the municipality to achieve its strategic objectives.

The Human Resources Department of the Vhembe District Municipality should set key performance indicators for municipalities with regard to its development objectives. The municipality should identify appropriate general key performance indicators that can be applied to municipalities generally and that reflect the object and intent of section 23.

The Human Resources Department should make a regular review of its key performance indicators. There is a need for a setting of a framework for performance targets by municipalities consistent with their development priorities, objectives and strategies set out in their integrated development.

Vhembe District Municipality should have mechanisms system and processes for the monitoring and measurement of performance on service delivery. It should have an internal auditing of performance measurements.

The assessment of progress by the municipality with the implementation of its Integrated Development Plan should be considered. Performance must be improved in the Vhembe District Municipality.

The Human Resource Department of the Vhembe District Municipality should ensure that the Performance Management System provides a mechanism for ensuring increased accountability between the communities and the municipal council; the political and administrative components of the municipality and each department and the office of the municipal manager.

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The Performance Management Systems must provide a mechanism for learning and improvement. It should allow for the municipality to know which approaches are having the desired impact, and enable the municipality to improve delivery. It should form the basis for monitoring, evaluation and improving IDP implementation.

The Human Resource Department of the Vhembe District Municipality must in terms of its performance management systems and in accordance with any regulations and guidelines that may be prescribed set appropriate key performance, including out-comes and impact, with regard to the municipality's development priorities and objectives set out in its Integrated Development Plan.

It should set measurable performance targets with regard to each of those develop priorities and objectives. With regards to each of those development priorities and objectives and against the key performance indicators and targets set in terms of paragraphs (a) and (b), performance of employees should be monitored and it should be reviewed at least once per year.

It is important to take steps to improve performance with regard to those development priorities and objectives where performance targets are not met. The Human Resources Department of the Vhembe District Municipality should establish a process of regular reporting to the council, other political structures, political office bearers and staff of the municipality.

It is important to have possible consolidation of the tasks of reporting and is more streamlined, installation costs and the need for extra resources is reduced. The Human Resource Department of the VDM can reduce operating costs by increasing efficiency, consolidating and analysing integrated data from multiple sites, channels and platforms improving goal setting by measuring agent performance and schedule adherence across an entire municipal operation, reducing installation costs and resources required to develop and support in house cross-platform reporting and performance management application tools.

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Performance management systems lends itself to a performance-based culture, allowing companies to optimise all resources and helping companies to reach the goals that affect bottom line revenues by truly managing the performance of each individual agent.

In the past, government assumed that Human Resources Department officials in the labuor market should acquire skills and abilities. The Human Resource of the VDM should provides training and development programmes to its employees. The training will improve the skills of the municipal employees.

The Human Resources Department should deal with the problem of keeping the retained employees motivated and productivity.

The Human Resources of the VDM should have a continuous performance monitoring process, regular intervals to determine and assess the performance of the employees.

The employees in the municipality should adapt the translation of municipal performance plan. The municipal performance monitoring and evaluation system will make a provision for assessing the executing institution as a whole individual.

Should the employees of the municipality experience problems, the supervisor should be informed and must assist where possible. Should the intervention by the supervisor not be sufficient, the next level supervisor should be involved.

Each staff member should plan and review his / her activities with the Human Resources Department. An annual meeting for the review of the activities of the staff member can suffice. In the large departments, sectional heads may carry out the review process.

The VDM should know time to coach the employees. The coaching should not be applicable every time but an employee should approach a municipal manager for assistance or advice. Be selective in determining when intervention is appropriate.

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A formal remedial coaching session is warranted and ensures that there is a real performance problem that is beyond the control of the employee to solve before engaging in coaching. It is important to prepare for a coaching session and advanced planning for a remedial coaching session. Set up a programme of review and agree upon a schedule of review at the coaching session to ensure the plan of action is working.

Agree on a need for change, on the exact nature of the problem and then follow it up by clearly establishing the purpose and importance of the session.

It is important to make a follow up and to provide feedback. Make sure that progress in terms of the agreed schedule is regularly followed up and that continuous feedback is provided.

The Human Resources Department of the VDM should appoint and promote the candidates within the municipality on probation although probation is not an infallible selection method that guarantees success. During this period the newly appointed employees must prove that they are indeed fit to perform the work for which they have been appointed and their behaviour is acceptable. The probationary period is part of the selection process and should be viewed as such by the senior municipal employees. To ensure that the probationary period is used as an extension of the selection process, senior officials should continuously evaluate the newly appointed employees performance against the requirements of their positions.

Promotion of the Vhembe District Municipality should be made based on the following:

- Applying for and being appointed in a more senior position in response to an advertisement, and
- Job-evaluation;
- Performance bonus for sustained exceptional performance.

If the performance appraisal is used effectively, it can improve employee performance.

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If performance appraisal used in a wrong way, it can have disastrous effects to the employees.

The Head of Department should consider the work portfolio for the current year and the plan for the following review with the staff member. They should establish how the work load compares to departmental and should make efforts to ensure equity in the work load of the staff.

The development needs for the staff should be addressed. Areas of particular needs should be identified and recognised and areas of weaknesses or low output be identified. Where appropriate plans, for improvements and / or development are discussed and recorded.

Plans for the following year should be discussed and recorded clearly by both the staff member and the Head of Department. In this context, development opportunities and needs should be considered with, for examination for preparation promotions set.

A staff member wishing to apply for promotion may use the planning and review meeting as the opportunity for a performance assessor. This should draw the attention of the Head of Department to any special feature, strength and merit which should be taken into account for assessment.

5.4 CONCLUSION

While this study makes recommendations drawn from the findings, it is required that further in-depth studies be done on areas identified in the findings to help in giving impetus to a holistic approach aimed at improving and capacitating the VDM's capability to implement performance management systems. The recommended areas are generic areas of improvement that may see the performance management systems taking a new direction in South Africa.

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In order for employees to contribute positively to the performance management systems of the VDM, section 57 manages, middle managers and senior managers should recognise their subordinates' views, and delegate challenging tasks to them for their own personal development. Employee participation in operational activities could play an important role in reducing staff turnover and absenteeism.

Employees need to be developed in their positions they occupy in order to perform their assignments effectively and contribute positively to the strategic objectives of the municipality. Senior officials and their subordinates need to identify and agree on personal development plans. When an employee is appointed into a position, he/she must undergo competency testing that identifies their personal development areas. Employees can be developed in their positions by attending external courses in the training, job rotation, mentoring and coaching exposure to responsibilities. The senior officials must provide regular performance feedback on service delivery that will assist in identifying the areas of development for employees. This would create a good opportunity for the career-pathing within the municipality and in the job market. The development of employees should be in line with their job responsibilities.

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APPENDIX A : QUESTIONNAIRE

An investigation into the extent to which the district municipalities performance management systems impact upon local municipalities on service delivery. A case study of the Vhembe District Municipality.

Section A

Personal information of respondents

Please supply the following information by marking with an X in the appropriate block.

1.Gender

Male	1
Female	2

2. Age

22-30 years	1
31-35 years	2
36-40 years	3
41-49 years	4
50-65 years	5

3.Status of the participant

Councillor	1
Human Resource official (manager)	2
Political office bearer	3
Administrator	4
Political structure	5

4. Residential area

Vhembe District Municipality	1
Outside Vhembe District Municipality	2

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Section B

Information pertaining an investigation into the extent to which the district municipalities performance management systems impact upon local municipalities on service delivery. A case study of the Vhembe District Municipality.

NB. Please use an X in the box next to the appropriate answer.

	Agree	Strongly Agree	No option	Disagree	Strongly Disagree
Regular monitoring may improve performance management system	1	2	3	4	5
Human Resource Department of the Vhembe District Municipality has a performance management system	1	2	3	4	5
Managers make sure that employees sign attendance register	1	2	3	4	5
Human resource manager has a crucial role in monitoring the performance management system	1	2	3	4	5
If the municipality does not have performance monitoring tools, it will not be productive.	1	2	3	4	5
The Human Resource Department of the Vhembe District Municipality have enough resources to monitor performance management system.	1	2	3	4	5
Lack of manpower in the municipality results in poor service delivery	1	2	3	4	5
Performance management system result	1	2	3	4	5

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in productive of the municipality					
Councillors, political office bearers and Human Resource managers should be involved in the performance management system	1	2	3	4	5
Employees must attend workshops regularly	1	2	3	4	5
The employees of the Vhembe District Municipality should be motivated so that they maximise their performance level	1	2	3	4	5
Councillors, managers and political office bearers are affected by the performance management system.	1	2	3	4	5
The Human Resource Department of the Vhembe District Municipality determines the type of performance management system they prefer.	1	2	3	4	5
The Municipal Manager within the Municipality plays a crucial role in determining the need for a performance management system	1	2	3	4	5
Financial support systems affect the performance management system	1	2	3	4	5
Evaluation of the performance should be started from the senior officials	1	2	3	4	5
New and existing employees should be given guidance on performance management system	1	2	3	4	5

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Performance priorities should be clear	1	2	3	4	5
Priorities must be distributed to every municipal employees	1	2	3	4	5
Managers should be satisfied with the daily performed by the employees	1	2	3	4	5
Establishment of the priorities of the Vhembe District municipality must be in line with the service standard	1	2	3	4	5
Policies and procedures of the Vhembe District Municipality should be monitored	1	2	3	4	5
Managers in the municipality must ensure that policies and procedures are clearly designed.	1	2	3	4	5
All employees are expected to comply with policies and procedures	1	2	3	4	5

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APPENDIX B : INFORMATION LETTER

University of Venda
Private Bag X5050
Thohoyandou
0950

Dear Respondent

I am a post-graduate student at the University of Venda in the School of Management Sciences. I am conducting research for the Masters Degree in Public Administration. My topic is "**An investigation into the extent to which the district municipalities' performance management systems impact upon local municipalities on service delivery. A case study of the Vhembe District Municipality**".

I request you to assist me in this research by providing me with information and your views on the project.

The information of all respondents will be regarded as confidential and will be solely used for the purpose of this study. The names of the respondents who provide information will not be recorded.

Your contribution in this research will be highly appreciated

Thank you

Nyawasedza Phellecy Lavhelani
Mobile : 0823587672

Prof. M.P. Khwashaba
Promoter

Dr. L.A. Marule
Co promoter

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