

**INVESTIGATING COMMUNITY PARTICIPATION IN PERFORMANCE
MANAGEMENT AT O.R TAMBO DISTRICT MUNICIPALITY**

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Master of Public Administration at University of Fort Hare**

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DECLARATION

I, Nandipha Clementine Madalane do solemnly declare that this dissertation is my own work, and has not been submitted by me for evaluation to any other learning institution. It is the product of my own work through the professional guidance of my supervisor.

N.C. MADALANE

SIGNATURE..... *N.C. Madalane*

DATE *02/02/2010*

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DEDICATION

This study is dedicated to my late mother, Nobesutu Madalane.

ABSTRACT

This study is about the investigation of community participation in performance management at O.R Tambo District Municipality. Research questionnaires were used to investigate 70 community members of O.R Tambo, including, councillors, stakeholders, and Chief Officials.

The study was triggered by non-involvement of communities in the IDP road shows, the complaints of slow pace of service delivery and little understanding of the IDP/PMS processes.

The study had the following research objectives:

- To investigate the level of awareness of communities in the IDP and Performance Management processes.
- To evaluate the effectiveness of implementation and monitoring in PMS of O.R. Tambo DM.
- To establish the role of communities in the review process of the performance management system of O.R. Tambo DM.

This report presents the findings of a study conducted in planning, implementation, monitoring and review process of O.R Tambo District Municipality Performance Management System (PMS).

The results of this study show that the communities participate in performance management of O.R Tambo.

The researcher hopes that through the adoption of Total Quality Management System and Community Participation Assessment Tool, community participation in municipal IDP and PMS processes will be meaningful.

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CHAPTER 1: INTRODUCTION

1. Introduction

The purpose of the chapter is to introduce the reader to the path that the researcher takes in an effort to investigate community participation in performance management with specific reference to the O.R.Tambo District Municipality (DM). The chapter also provides the historical background; statement of the problem; significance of the study; research objectives; research questions; and ethical considerations of the study.

1.1 Historical Background

The O.R.Tambo District municipality is one of the six district municipalities in the Eastern Cape Province. It was established in terms of the Section 12 Notice of the Local Government: Municipal Structures Act, (117 of 1998). According to the reviewed Integrated Development Plan (IDP) 2009/2010 of O.R.Tambo District Municipality, the municipality covers about 80% of what used to be the marginalized homeland of former Transkei. In terms of section 155 (j) (C) of the Constitution of the republic of South Africa (1996), the O.R.Tambo DM is a category C Municipality that has municipal executive and legislative authority in an area that includes more than one municipality.

O.R. Tambo DM has seven Local Municipalities within its jurisdiction namely:

- King Sabata Dalindyebo (Mthatha and Mqanduii)
- Nyandeni (Libode and Ngqeleni)
- Port St Johns
- Ingquza Hill (Lusikisiki and Flagstaff)
- Mhlonlto (Qumbu & Tsolo)
- Mbizana (Bizana)

- Ntbankulu

Section 153 of the Constitution, (1996) requires the municipalities to prioritise basic needs of communities in their areas of jurisdiction. It is therefore imperative for municipalities to have a yardstick which serves to measure their performance. Section 38 of the Local Government: Municipal Systems Act, (32 of 2000) stipulates that a municipality must 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. The municipality has to promote a culture of performance management among its political structures, political office bearers and councillors and in its administration. The municipality has to administer its affairs in an economical, effective, efficient and accountable manner.

The O.R.Tambo District Municipality has a Performance Management System (PMS) in place in compliance with legislation. The study investigated community participation in performance management in the municipality and whether communities played a meaningful role in the performance management process.

2. Statement of the Problem

Municipal councillors and municipal senior officials encounter problems from communities during Integrated Development Plan and Budget road shows. Communities complain of slow pace or poor quality of service delivery by the municipality. They also complain of non-involvement in municipal processes. This therefore indicates lack of knowledge of municipal processes and the role that communities should play in municipal affairs. This necessitated the researcher to embark on the study to investigate community participation in performance management at O.R.Tambo District Municipality.

3. Significance of the study

The study will benefit communities in knowing and understanding their role in the process of planning, monitoring and review in the Performance Management System of the municipality. Communities as recipients of municipal services will have an insight into how they can make performance management a tool to improve the quality and pace of service delivery. Communities will be empowered to hold councillors and municipal officials accountable for under performance. Scholars of Public Administration and other disciplines who have an interest in the area of Performance Management can use the study as reference for further research in the field.

4. Research Objectives

The study will be conducted to realize the following objectives:

- To investigate the level of awareness of communities in the IDP and Performance Management processes.
- To evaluate the effectiveness of implementation and monitoring in PMS of O.R.Tambo DM.
- To establish the role of communities in the review process of the performance management system of O.R.Tambo DM.

5. Research Questions

- Are the communities aware of the IDP and Performance Management processes of the municipality?
- Is implementation and monitoring effective enough in the O.R.Tambo DM Performance Management System?
- What is the role of communities in the review process of O.R.Tambo DM Performance Management System?

6. Ethical considerations

The researcher will obtain information legally by seeking permission to conduct the study from the Municipal Manager of the municipality. Permission will also be sought from each community member who participates in the study. Confidentiality will be maintained and each participant will be told that the information will solely be used for the purpose of the study.

7. Format of the study

The purpose of this research is to investigate community participation in performance management of O.R.Tambo District municipality. The presentation of this study is comprised of the following chapters:

Chapter one details the background to the study. It introduces the research topic and provides the background information to the study.

Chapter two reviews and summarises the literature on the research area. It contains literature review that deals with the main concepts covered by the research.

Chapter three outlines the methodology of the study with an explanation on how the researcher conducts the research. The chapter covers issues of data collection and data analysis and the limitations associated with the collection of data.

Chapter four is the presentation, analysis and interpretation of data.

Chapter five is the findings, conclusion and recommendations.

8. Conclusion

This chapter has outlined the research problem; the significance of the study; and objectives of the study. The next chapter will review literature on community participation in performance management.

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

The chapter will review literature on performance management to solicit views of other scholars on the subject. The views will be critiqued and gaps will be identified and bridged to address the research objectives of the study. Legislative framework within the context of South African local sphere of government will be outlined and discussed with specific reference to the O.R.Tambo District Municipality.

2.2 Definition of terms

To avoid any misunderstanding or misinterpretation that may arise in the meaning of terms and to ensure clarity in concepts used in the study, it is necessary to define the following terms:

- 2.2.1 **The Municipality:** The O.R.Tambo District Municipality.
- 2.2.2 **Community Participation:** the participation of citizens as stakeholders in the affairs of the municipality.
- 2.2.3 **Performance Management System:** A framework that describes the municipality's cycle of managing its performance.
- 2.2.4 **Integrated Development Plan:** A five year development plan of the municipality.
- 2.2.5 **Key Performance Area:** Service domain that is crucial to achievement of the organizational goals.
- 2.2.6 **Key Performance Indicator:** Qualitative or Quantitative measure aimed at determining progress towards achieving set objectives.
- 2.2.7 **Service Delivery and Budget Implementation Plan:** A detailed plan approved by the Mayor for implementing the municipality's delivery of services and its budget.
- 2.2.8 **Municipal Council :** Policy and decision making body of a municipality.

2.2.9 Elected Public Representatives: Councillors elected by communities to represent their interests in the municipal council.

2.2.10 Section 57 Managers: Managers and directly reporting to the Municipal Manager.

Since the collapse of the apartheid regime in South Africa in 1994, a democratic dispensation of government was ushered in. Citizens play an important role in the development of their areas of jurisdiction. Communities in the past had been passive recipients of government services especially in municipalities, but now they are to be actively involved. The current system of local government identifies three main pillars of municipalities as:

- the community
- elected public representatives(councillors)
- appointed officials

It is the first pillar (the community) that the researcher wants to focus on as to ascertain whether they play their role in the affairs of municipalities especially in performance management.

2.3 Community Participation

Community participation is defined by Public Health Agency of Canada (2008) as procedure whereby members of a community participate directly in decision making about developments that affect the community. International experience has shown that citizen and community participation is an essential part of effective and accountable governance at local level. It is very important to make a distinction between providing information, consultation and participation. The above definition of community participation suggests that, for communities to be able to participate in decision making, it is imperative to be involved in all the processes that will lead to decision making. It is therefore critical for O.R Tambo

DM to recognize the community as a very important stakeholder and should therefore be encouraged and empowered to participate in processes that will culminate in efficient and effective service delivery.

The Constitution of the Republic of South Africa(1996) outlines the objects of local government. In terms of Section 152 (1) the objects of local government are:

- (a) to provide democratic and accountable government for local communities
- (b) to ensure the provision of services to communities in a sustainable manner;
- (c) to promote social and economic development;
- (d) to promote a safe and healthy environment and
- (e) to encourage the involvement of communities and community organizations in the matters of local government.

As dictated by the Constitution, local government “should enhance opportunities for participation by placing more power and resources at a closer and more easily influenced level of government”. (Mogale, 2005: 136). In theory, the significance of community participation is well captured in the legislation. The study however, seeks to establish whether in practice community participation especially in performance management is effective at O.R.Tambo District Municipality.

Actors of community participation in this study are:

- Councillors
- Officials and
- IDP Representative Forum

In O.R.Tambo District Municipality, the community is represented by its Executive Mayor and the Mayors of the seven local municipalities; Executive Councillors responsible for planning in the eight municipalities including the

District Municipality as well as Directors for planning in the eight municipalities; Stakeholders (Government Departments, Community Based Organisations and Non-Governmental Organisations).

2.3.1 The Municipal Integrated Development Plan

The Integrated Development Plan (IDP) is a five year strategic development plan for the municipality which is reviewed annually to be informed by the priorities of community needs. The plan seeks to find the best solutions to achieve sustainable development. In terms of Chapter 5 of the Municipal Systems Act, (32 of 2000) the community should be involved in the planning as to make the plans more relevant to the local needs and conditions. In the case of O.R. Tambo DM, communities are involved in all the stages of the IDP process. The Integrated Development Plan sets targets and key performance indicators based on the key performance areas of a municipality, namely:

1. Good Governance and Public Participation
2. Service Delivery
3. Institutional Transformation and Development
4. Local Economic Development
5. Financial Viability and Management

It is evident from the first key performance area that community participation is a cornerstone for good governance in municipalities.

2.3.2 The Municipal Budget

The Municipal Finance Management Act, (56 of 2003)(MFMA) requires municipalities to manage their finances in a transparent and accountable manner. It is the responsibility of the Accounting Officer of the institution (Municipal Manager) to ensure that financial resources are utilized economically,

effectively and efficiently. The MFMA requires that the Integrated Development Plan and Budget processes must be aligned so that the budget gives effect to the development plan by translating the plan into concrete projects. Municipal Budget hearings of O.R.Tambo District Municipality afford communities an opportunity to participate in the budget process and their inputs are considered. The IDP and the Budget are tabled and approved by the Municipal Council simultaneously, and once approved, senior Municipal Officials should prepare a Service Delivery and Budget Implementation Plan (SDBIP).

3. Performance Management System

Performance Management is an approach to management that harnesses the endeavors of individual managers and employees towards the strategic goals of an organization and the outputs needed to achieve those goals. Performance management gains the commitment of individuals or teams to achieve those outputs and monitors outcomes (Van der Waldt, 2004:39).

A manager who defines performance ensures that individual employees or teams know what is expected of them, and that they stay focused on effective performance by paying careful attention to three key elements: goals, measures and assessment (Casio, 1998:3)

According to Smit & Cronje □ (2002: 9), management can be defined as the process of planning, organizing, leading and controlling the resources of the organization to achieve the organizational goals as productively as possible. Newstrom (2007:39), defines performance Management as an ongoing process of clarifying and communicating performance expectations to employees and then providing coaching and feedback to ensure the desired actions. Armstrong and Baron (1998) as cited by Foot and Hook define performance management as a process which contributes to the effective management of individuals and teams in order to achieve high levels of organizational performance. Van Dyk,

Haasbroek, Schultz, Sono & Werner (2008:491), define performance management as a holistic approach and process towards the effective management of individuals and groups to ensure that their shared goals ,as well as organizational strategic objectives are achieved.

The definitions of performance management by the authors highlight the role of both individuals and teams or groups in the realization of the organizational objectives. Sloman (1997:167) cited by Nel, Van Dyk, Haasbroek, Schultz, Sono & Werner (2004:475), comes with a different view from the above authors by referring to performance management system as :

...operating when the following conditions are met:

- A vision of objectives is communicated to employees.
- Departmental and individual performance targets are set within wider objectives.
- A formal review of progress towards targets is conducted.
- The whole process is evaluated to improve effectiveness.

All the above definitions refer to PMS of the employees whereas this study focuses on performance management of the municipality.

3.1 Developing Performance Management

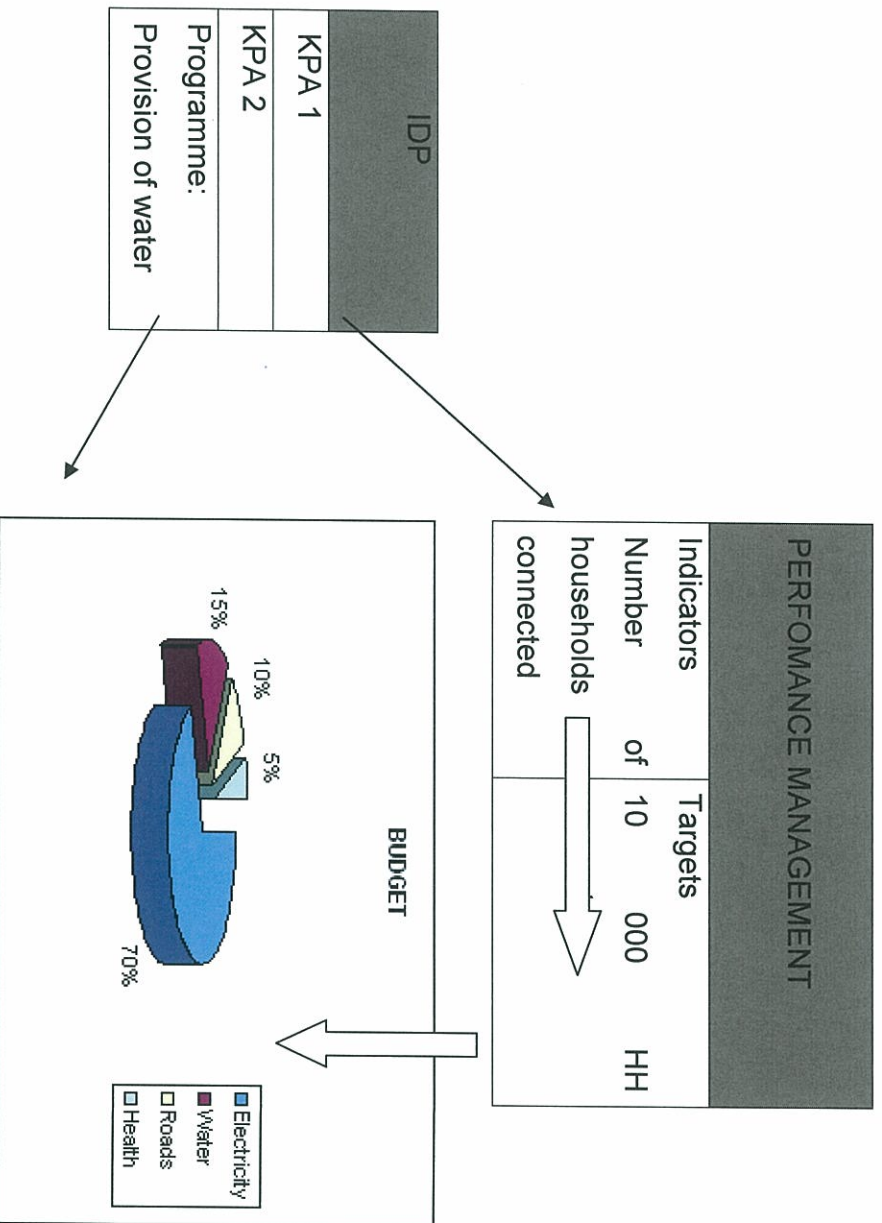
Developing performance management does not mean re-inventing the wheel. An institution can modify its strategic plans to fit respective performance management. Organizations can consult other organizations with similar functions that are already engaged in performance management and obtain a sample indicator from these organizations as well as outlines of the development process (Epstein & Olsen, 1996: 42) O.R.Tambo can view performance management systems of the other district municipalities because it is a legal

requirement for municipalities in South Africa to have such. An effective performance management would be when municipalities receive feedback from service users thereby enabling municipalities to improve on their operations.

Performance management links what is being done to what is being achieved, completion of projects that the communities had prioritized. It focuses attention on the effectiveness and efficiency of achieving government policy objectives, meeting community needs and satisfying statutory and ethical accountability (Lilleyman, 1995: 6). Performance management is essential for linking separate management systems such as budgeting and staffing as a performance measurement. Performance management links the wishes of the top management to service delivery that happens at the bottom of the ladder, those at the centre for producing programmes and dealing with customers (Shafritz & Russel, 2000:278). Performance management consists of a range of activities, the primary aim of which is to assist managers to obtain improved performance from their employees, who will be rewarded accordingly (Cheminais, Bayat, Van der Walder & Fox, 1998: 162).

It is obligatory for municipalities to deliver quality services to communities within their areas of jurisdiction. Individuals perform various functions as per their work units however, the performance of the individual impacts on the overall performance of the institution whether in a negative or positive manner. The study will therefore focus on the performance of the O.R.Tambo District Municipality and its endeavor to deliver quality services to the communities and the role they play in performance management.

DIAGRAM 3.1. THE RELATIONSHIP BETWEEN IDP, BUDGET AND PERFORMANCE MANAGEMENT



SOURCE: Nelson Mandela Bay Metropolitan Municipality Integrated Development Plan (2006-2011)

The diagram illustrates the interrelatedness and interconnection between the Integrated Development Plan, the Budget and Performance Management. One cannot be in a position to monitor the performance without understanding the plan and the budget to implement. Therefore performance management can be monitored if has an indepth knowledge of the IDP and the Budget.

3.2 Aims and Objectives of Performance Management

The Municipal Systems Act, (32 of 2000) explains the aims of establishing a performance management system in a municipality. A municipality must establish performance management system that :

- Is commensurate with its resources;
- Is best suited to its circumstances; and
- Is in line with the priorities, objectives, indicators and targets contained in its Integrated Development Plan;
- Promotes a culture of performance management among its political structures, political office bearers and councilors and in its administration ; and
- Administers its affairs in an economical, effective, efficient and accountable manner

O.R.Tambo District Municipality therefore has to consider incorporating the above statement in its PMS. The Employee Performance Management and Development System (2009) outlines that performance management is aimed at planning and managing employee performance. The aim of performance management is to optimize every employee's output in terms of quality and quantity, thereby improving the department's overall performance in service delivery. The Employee Performance Management Service Delivery has its focus on government departments and how the performance of individuals can impact on the department's performance on service delivery. Municipalities fall in the same category as they provide services to the public as well.

According to the Employee Performance Management Service Delivery, the objectives of performance management are to:

- improve service delivery
- ensure jobholders know and understand what is expected of them
- promote interaction on performance between jobholders and their supervisors
- identify, manage and promote jobholder's development needs
- evaluate performance fairly and objectively
- recognize categories of performance that are fully effective and lower
- manage categories of performance that are not fully effective and lower

The above objectives strike a balance between the performance of the individual performance and how that individual performance has an impact on the performance of the organization as a whole. While it is important for the municipality to deliver services to communities, it cannot overlook individual inputs and how they can assist in developing employees so that they can be more productive. It is therefore critical to integrate the individual performance and the organisational performance for better services to be delivered to the communities.

The Municipal Performance Regulations for municipal managers and managers directly accountable to municipal manager clarifies the objectives of the regulations. The regulations seek to set out how the performance of municipal managers will be uniformly directed, monitored and improved. The regulations address both the employment contract of the municipal manager and managers directly accountable to the Municipal Manager, as well as performance Agreement (PA) that is entered into between respective municipalities, municipal managers and managers directly accountable to the municipal manager. These instruments will contribute in ensuring a basis for performance and continuous improvement in local government.

The Integrated Development Plan as the strategic plan of the municipality is implemented through the financial plan which is the budget. Performance

Management System is an instrument useful to monitor progress on the implementation of the strategic plan and the budget itself.

3.3 Performance Management Process

The Performance Management System of the O.R.Tambo District Municipality is in line with the Municipal Planning and Performance Regulations (2001), that describes the municipality's cycle and processes as follows:

- Planning
- Implementation
- Monitoring
- Review

3.3.1. Planning

Snell (1999:124) , defines planning as the conscious, systematic process of making decisions about goals and activities that an individual, groups, work units or organization will pursue in the future. Planning involves deciding the tasks that need to be done, determining how to do them, allocating resources to those tasks, and then monitoring progress to ensure that they are done (Hellriegel, Jackson, Slocum, 1999:19).

An effective and efficient performance management system is a strategic planning function in human resource management and the reward of employees. It provides the sand and cement that binds the organization together to render a core public service (Agere & Jorm, 2000:6).

It plays a vital role in ensuring that human resources strategies support the direction of the institution by providing a bonus for evaluation and improving

individual and institutional performance against pre-determined strategies and objectives (Du Toit et al., 2002:189).

Faludi's classical planning theory proposes a universally acceptable global definition of planning as a rational process of thought and action which ultimately aims at promoting human growth. The definitions of planning as outlined above agree on the characteristics of the planning process namely:

- Planning is a process not a product.
- It is an anticipated decision making process; activities to take place in the future are decided upon in the present.
- It involves choosing from alternative methods of action utilizing different strategies.

Since the IDP is a strategic plan of the municipality, strategic planning is of utmost importance as described by Kissler (1998: 353) as a management tool that has been used in private sector as a systematic process for relating the organization to environmental changes. Strategic planning process involves assessing strengths, weaknesses, verifying opportunities and threats, determining whether the organization should be going and then establishing goals, strategies and tactics to get there. Dessler (2006:71) also defines personnel planning as an integral part of a firm's strategic planning process. Noe, Hollenbeck, Gerhart and Wright (2006:332), on the other hand define performance planning and evaluation system as any system that seeks to tie the formal performance appraisal process to the company's strategies by specifying at the beginning of the evaluation period the types and level of performance that must be accomplished in order to achieve the strategy.

The Public Service Regulations (2001:32) states that departments must manage performance in a consultative, supportive and non-discriminatory manner in order to enhance organizational efficiency, effectiveness and accountability.

O.R.Tambo has developed a policy on performance management which is a council approved document. The question however, is whether the community knows the policy and whether they participated in its development.

Van der Valt & Du Toit (1999: 32) state that performance management is a cyclical process that commences with strategic planning and moves over to programme implementation, monitoring and performance evaluation. The findings are then reported objectively to accounting officers and executive authorities for use in the next strategic planning process. The study will establish whether the performance management process is understood by the stakeholders and whether they make inputs to inform the next strategic planning process.

Communities as per the prescripts of legislation must be consulted on the needs identification and prioritization. The IDP as a five year strategic plan of the municipality is influenced by the communities in setting of targets for the municipality. The O.R.Tambo District Municipality stakeholders are called to meetings where the IDP is developed and their inputs are considered.

The municipal officials with relevant technical skills play a critical role in the development of the plan. The input by communities is incorporated into the draft document that will be presented in Municipal Council for consideration and approval. It is the duty of the Accounting Officer to ensure that the IDP and Budget are aligned.

Councillors are participants in the IDP representative Forum and are actively involved in the development of the IDP. They also play a role in the Municipal Council in the adoption of the IDP having considered the inputs of the other stakeholders.

Community inputs are considered by the council and the document is adopted with the adjustments. The IDP, Budget and Performance System are approved simultaneously. Twenty eight days after the approval of the budget, the Executive Mayor must approve the Service Delivery & Budget Implementation Plan which is the yardstick to measure performance of various departments.

The Mayoral Committee Members play the leading role in giving strategic direction and developing strategies and policies for the organization. It manages the development of an IDP, identify indicators, set targets and communicate the plan with other stakeholders.

Management assists the council in providing strategic directions and developing strategies and policies for the organization. They also ensure that the plan is integrated, identify indicators, set targets and communicate the plan to other stakeholders.

Sectoral Managers develop plans for integration with other sectors within the strategy of the organization. Organised labour plays a contributory role in giving strategic direction and developing long term vision for the organization.

3.3.2 Implementation

The implementation stage is an important one as it actively translates the plans into service delivery programmes and projects. During implementation the input with the assistance of financial resources produces an output in the form of concrete projects like sanitation facilities, road construction and water provision. Municipal officials at the operational level are the communities responsible for the implementation stage. According to Noe, et al. (2006: 192) a critical aspect of program implementation is to make sure that some individual is held accountable for achieving the stated goals and has the necessary authority and resources to accomplish this goal. The Municipal Manager as the Accounting Officer is the

one held accountable if there is slow progress or lack thereof. There are three essential skills in implementing strategic plans, that is, change management; performance management; and project management (Anonymous,2009:4)). O.R. Tambo District Municipality is, therefore, using performance management system as a tool for monitoring implementation of the IDP.

The Municipal Finance Management Act (56 of 2003) Section 53 (c) (iii) requires municipalities to compile and submit SDBIP to the Executive Mayor within 28 days after the adoption of the IDP and budget by Council.

The SDBIP is directly translated from the adopted IDP and Budget. They are essentially the management and implementation tools of the IDP. The approved SDBIP by the Executive Mayor will form the basis for performance management of the individuals within the municipality.

The SDBIP will determine the development and signing of Performance Agreements for the Municipal Manager and Section 57 managers with which they will be held responsible. The signed performance agreements will then be translated into Individual Performance Plans for all the staff members of the municipality.

O.R.Tambo District Municipality utilizes the following standard format for compilation of departmental SDBIP:

TABLE 3.1: O.R.TAMBO DISTRICT MUNICIPALITY SDBIP TEMPLATE

KPA	Objective	KPI	Base	Annual	1stQuarter	Quarter	Quarter	Quarter	Budget
			Line	Target	Target	target	Target	target	

Source: O.R. Tambo Integrated development Plan (2009/ 2010)

The SDBIP above is the implementation plan of IDP through which the managers are assessed according to the set objectives and targets.

The communities, councilors and organized labour as IDP, PMS stakeholders have no role in the implementation stage of the process. The senior managers of various government departments ensure that in their respective department O.R.Tambo District Municipality programmes are implemented as contained in the municipality's Integrated Development Plan. The Accounting Officer and senior management of the district municipality are key in the implementation of the development plan.

3.3.3 Monitoring

Monitoring as defined (Anonymous, 2009:5) as keeping track of what is going on in the organization. This is done through consideration of regular operational and functional reports on the organisation's activities. According to McNamara (2008), the advantage of monitoring is to ensure that the organization is following the direction established during the strategic planning. It also enables the management to learn a great deal about the organization and how to manage it by continuing to monitor and evaluate the planning activities and the status of the implementation of the adopted strategy. Another role of monitoring as seen by Morrison, Renfro and Boucher (1984: 26)) begins after decision-makers have developed goals and alternative strategies to reach those goals and have implemented a specific program to implement policies and strategies to move the goals forward.

Communities play an important role in the monitoring phase of the performance management to audit progress on the implementation of the projects. Regular monitoring assists in identifying areas where the progress is slow so that a report can be made to the municipality on time for interventions to be made. Councillor's role in the monitoring stage is crucial so that slow or lack of progress

is identified and the Accounting Officer could be made to account on the progress of the implementation of projects.

The Senior Management's role is to identify risks and challenges at the operational level early and suggest measures to address the situation. Managers from various government departments measure performance according to the agreed indicators and report on regular basis. For example, the Department of Health can be part of Executive Mayor's outreach programmes i.e. HIV/Aids Awareness Campaigns and make interventions.

3.3.4.Review

When reviewing progress towards achieving the strategic aims and objectives, the organization should ensure that activities are kept within the parameters of the agreed strategic aims and objectives; ensure that activities are consistent with organisation's vision, mission and values; and keep under review internal and external changes which may require changes to the organisation's strategy or affect their ability to achieve their objectives (Anonymous, 2009:4). The purpose of this stage is for councillors to review the effectiveness of their existing plans and prepare for future planning activities in light of performances, changing circumstances, or emerging threats and opportunities.

After assessing the progress of the strategic planning process the...needs to review the strategic plan, make necessary changes, and adjust its course based on these evaluations. The revised plan must take into consideration emergent strategies, and changes affecting the organisation's intended course (Anonymous, 2009: 8).

In line with the above citation the community is given an opportunity to review the municipal performance and suggest new indicators and targets.

The involvement of councillors is vital in the review process to cater for emerging threats and challenges. As key role players, they have to ensure that the council adopts the reviewed IDP annually. In cases where goals have not been met, the councillors and the community have to identify causal reasons and adopt new strategies to be implemented.

The management has to ensure the availability of information on implementation progress and challenges and advise the councillors on the strategies to be adopted. This is done through the submission of monthly and quarterly reports to the council. In the public review of the IDP by the council, all the stakeholders, including the organized labour, are given a chance to participate so as to improve municipal performance.

Conclusion

Although the legislation is explicit on community participation in municipal affairs, that does not translate to effectiveness of their participation especially in performance management. The aspects of literature revealed that performance management is a process that has to be informed by the goals of the institution. It is therefore important for the Accounting officer to ensure that all stakeholders understand their individual roles, to have a positive impact on the objectives of the municipality which is quality service delivery to the communities.

CHAPTER 3: DATA PRESENTATION

3.1 Introduction

This chapter describes the research design, target population, sampling design, research instrument, data collection, data analysis, validity and reliability of the study and ethical considerations. The methodology chapter detail how the study will be conducted. Challenges that may arise and how they will be overcome will be discussed. A quantitative method of research will be utilized in data collection.

3.2 The Research Design

Research design is the framework for conducting the research. It encompasses the procedures that are necessary for the gathering of required information and its purpose in designing a study that will test the hypothesis and provide the information needed for decision-making (Malhotra, 2004:10). According to Cooper and Schindler, (2003:146), a research design is the plan and structure of investigation so conceived as to obtain answers to the research question. The research design will therefore enable the researcher to solicit the understanding of the stakeholders, municipal officials and councilors on performance management at O.R.Tambo District Municipality and its effectiveness through community participation.

3.2.1 Types of Research

There are two types of research, namely, qualitative and quantitative . Saunders, Lewis and Thornhill (2000: 85) maintain that there are, in fact, two research paradigms, each with its own underlying philosophy and the worldview is either positivist (quantitative) research paradigm or phenomenological (qualitative) research paradigm.

Quantitative research involves the use of numerical measurement and statistical analysis of measurements to examine social phenomena. It rests on the assumption that reality consists of phenomena that can be observed and measured. This type of research has advantages of high objectivity, reliability and application on the study by other researchers. Its disadvantage in social sciences and business and management research is that all social sciences phenomena cannot be accurately and reliability measured.

Qualitative research, on the other hand, lies on the assumption that the world is socially constructed and that the researcher, as a subjective entity, is part of the world he or she is observing. Instead of aiming for precise measurement, the qualitative researcher concentrates on description, understanding and prediction. The disadvantage of this type of research is that it is low in reliability of the findings in that two researchers may arrive at different conclusions based on their observations of the same phenomena at the same time.

In the study, quantitative research method will be used to measure the effectiveness of community participation in performance management at the O.R.Tambo District Municipality.

3.2.2 Target Population

Saunders, Lewis and Thornhill (2003: 151), define a population as the full set of cases from which a sample is taken. The target population is a collection of elements or objects that have information needed by the researcher. Malhotra (2004: 315) states that target population must be precise because the imprecise definition can lead to ineffective and misleading data collected.

The target population that will be used in the study will consist of the O.R.Tambo District Municipality IDP Representative Forum constituted by councillors (24),

senior managers (18) and IDP Representative Forum Stakeholders (37). The total number of target population is 79.

For the purposes of this study it was believed that community representatives (councillors, senior managers and IDP Stakeholders) are the relevant people to solicit views on performance management and how effective community participation is at O.R. Tambo District Municipality.

3.2.3 Sampling

Sekaran (2003:266) defines a sample as a subset of a population. It consists of some members selected from it, but not all. It is the process of selecting a sufficient number of elements from the population, so that a study of the sample and the understanding of its properties or characteristics would make it possible for the researcher to generalize such properties or characteristics of the population. Sometimes, the entire population will be sufficiently small, and the researcher can include the entire population in the study. This type of research is called a census study because data is gathered on every member of the population. (Anonymous: 2009: 3)

Sampling is divided into two: there is probability sampling and non-probability sampling. According to Malhotra(2004:321) probability sampling consists of sample units selected by chance. It is a fact that not every potential sample may have the same probability of selection and it is impossible to specify the probability of selecting any particular sample size. The types of probability sampling include, simple random sampling, systemic sampling, stratified sampling and cluster sampling and cluster sampling. Non-probability sampling, on the other hand, is seen by Malhotra (2004: 320-321), as relying on personal judgment of the researcher rather than chance. The researcher can consciously decide on which elements to include in the research. Non-probability sampling does not allow for objective evaluation of precision of the sample results. Types

of non-probability sampling include judgmental sampling, quota sampling, convenience sampling and snowball sampling.

In this study, because it was conducted strictly on members of IDP/PMS Representative Forum, the population was very small and could not be sampled because of the danger of inadequate representation of local municipalities that constitute O.R. Tambo District Municipality.

3.2.4 Research Instrument

According to Saunders et al. (2000:280) it is generally a good practice to rely on a good data collection instrument. De Vars (1999: 290) describes a questionnaire as a data collection instrument in which each person is asked to respond to the same question in a predetermined order. The research instrument that was used is a questionnaire. A questionnaire is a set of questions or statements designed to gather information from the respondents in order to accomplish the goals of the research. A self-administered questionnaire was used as Saunders et al. (2003:282) assert that, the respondents usually complete self-administered interviews, since it allows the collection of large amount of data from a sizable population in a highly economical way, the researcher decided to use the questionnaire (Saunders, et al., 2000:94)

3.2.4.1 Questionnaire Construction

Close-ended questionnaires were used as a method of data collection. There were three different sets of questionnaire, that is for Councillors, Senior Managers and IDP/PMS Stakeholders. The questionnaires were subdivided into subsections that consisted of the following headings:

- Planning
- Implementation

- Monitoring
- Review

Respondents were required to make (X) in the appropriate response box. The following values were allocated for all the statements.

1. Yes
2. No

3.2.4.2 Questionnaire Items

The questions in the questionnaire were grouped in such a way that they address the questions in the research questions. In the compilation of the questionnaire, the statements were grouped under the following headings:

- Planning
- Implementation
- Monitoring
- Review

Although some of the statements were difficult to group under these headings, the above classification provided an indication of the main issues, which were addressed in this study.

3.2.4.3 Pilot Study

A pilot is a standard scientific tool for 'soft' research, allowing scientists to conduct a preliminary analysis before committing to a full-blown study or experiment.

Saunders (2000:308) asserts, "however pressed for time you are, do your best to give the questionnaire a trial run as, without a trial run, you have no way of knowing your questionnaire will succeed." Cooper and Schindler (2003: 86) see the aim of a pilot study as to identify weaknesses in design and instrumentation. A pilot study also supplies alternative data for selection of a probability sample. Before giving out the questionnaire, the researcher conducted a pilot study to ascertain that the respondents will not experience difficulties and problems when answering the questions. The researcher asked the respondents to make suggestions on the structure of the questionnaire and its format.

The researcher took ten questionnaires to O.R.Tambo District Municipality for pilot testing to ensure the validity of the questionnaire. The researcher also looked for the clarity of instructions in the questionnaire. The pilot testing checked which questions were unclear or ambiguous, and which questions invoked the respondent's feelings of discomfort (Saunders et al., 2003:309). The researcher noticed that there were no difficulties in filling in the questionnaires.

3.3 The Research Process

The research process will now be discussed.

3.3.1 Administration and Collection of Questionnaires

Questionnaires were sent to all members of the target population of O.R. Tambo District Municipality IDP/PMS Representative Forum on Thursday. The questionnaires for Councillors were given on the day of a Council Meeting and the respondents were asked to answer the questionnaires after the Council meeting. Senior Managers were requested to gather together in the boardroom specifically for the purpose of filling in the questionnaire. Questionnaires for the stakeholders were delivered to their homes and collected after three days.

The researcher first explained the contents and the purpose of the questionnaire to the respondents so that everybody could be clear about what was expected. Out of 79 questionnaires that were issued out, 70 returned completed. The researcher was assisted by three hired assistants to help in the distribution of questionnaires so as to make sure that all the questionnaires are returned filled in. The questionnaires distributed are appended at the end of the last chapter.

3.3.2 Data Analysis

The data was analyzed through computer program known as Excel.

3.3.3 Reliability and Validity

Reliability is the consistency of one's measurement, or the degree to which an instrument measures the same way each time it is used under the same condition with the same subjects. In short, it is the repeatability of one's measurement. A measure is considered reliable if a person's score on the same test given twice is similar. It is important to remember that reliability is not measured, it is estimated (Anonymous, 2009: 5). Reliability has to do with how well the researcher has carried out the research project. The research must be carried out in such a way that, if another researcher were to look into the same questions in the same setting, they would come up with essentially the same results (Blaxter, Hughes, and Tight (2002:221)

The researcher was aware of participant error as a result a test/retest of the questionnaire was conducted on Thursday when all participants were in a normal mood, as Monday and Friday were perceived not to be suitable days of the week. This ensured consistency of responses to the researcher's questions. The researcher conducted test/retest estimates of reliability which are obtained by correlating data collected with those from the same questionnaire collected under as near equivalent conditions as possible (Saunders, 2003: 309). Test/ retest

(Anonymous, 2009:7) is the more conservative method to estimate reliability. Simply put, the idea behind test/retest is that one should get the same score on test 1 as one does on test 2. The three main components to this method are as follows:

- 1). implement the measurement instrument at two separate times for each subject;
- 2) compute the correlation between the two separate measurements; and
- 3) assume there is no change in the underlying condition (or trait one is trying to measure) between test 1 and test 2.

This meant that the researcher had to give the questionnaires again. A period of two weeks lapsed before the same employees were re-tested. The results revealed similarity of responses.

According to Leedy & Omrod (2001:31) validity is concerned with whether the instrument (questionnaire) measures what it is supposed to measure and whether it will lead to valid conclusions about loyalty programmes.

3.4 Limitations of the study

This study had the following limitations:

- Scarcity of updated text in the nearby libraries.
- Lack of access to Statistical Programme for Social Sciences (SPSS) Software.

3.5 Elimination of Bias

The researcher avoided participant bias in the sense that, the researcher ensured that there would be no intimidation or influence by IDP/PMS manager.

There were different venues used for filling in questionnaires so as to avoid intimidation of participants by IDP/PMS Officials, Municipal Manager and the Executive Mayor.

3.6 Conclusion

After the researcher finished collecting data through the use of questionnaires, the analysis and interpretation of data was conducted through Excel programme. The next chapter is a presentation, analysis and interpretation of data.

CHAPTER 4 : DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4.1 Introduction

In the previous chapter, the method and procedure used for collecting data was stated. A questionnaire was used as an instrument for collecting data. The main purpose of this chapter is to convert the raw data into meaningful information which is presented and interpreted in the form of tables, for easy analysis. To analyse the data, the Excel spreadsheet was used as the researcher did not have access to SPSS. Out of 79 questionnaires issued out, 70 were returned completed and the 89% of returned questionnaires gives credibility to the study.

The sampled population consists of councillors, stakeholders and senior managers of O.R.Tambo District Municipality. There were three sets of questionnaires for the following categories:

- Councillors
- Stakeholders
- Senior officials

The questionnaires for councillors and stakeholders were divided into three subsections that consisted of the following headings:

- Planning Process
- Monitoring Process
- Review Process

On the other hand, the questionnaires for Senior Managers were divided into four sub- sections that consisted of the following headings:

- Planning Process

- Implementation Process
- Monitoring Process
- Review Process

4.2 Councillor's Responses

4.2.1 The councillors responded as follows in the planning process:

Value label	Frequency	Percentage
YES	21	95.45%
NO	1	4.55%
TOTAL	22	100%

Table A above shows that 95.45% of the councillors have been trained on Service Delivery Planning, while 4.55% disagree. The fact that only 4.55% claim not to have received training can be attributed to their absence in the training session that was organized. It can be deduced that that councillors have received training on service delivery planning.

Table B: training on monitoring and review of Service delivery Performance.

Value label	Frequency	Percentage
YES	21	95.45%
NO	1	4.55%
TOTAL	22	100%

Table B above shows that 95.45% of the councilors have been trained on monitoring and review of Service Delivery Performance, while 4.55% disagree. Those who disagree could be councilors who either missed the training or have no knowledge of what they are referring to. It could be the same group that disagrees with the previous item on Service delivery training. The response adds value to the study.

Table C: O.R.Tambo District Municipality has a Council Approved IDP

Value label	Frequency	Percentage
YES	22	100%
NO	0	0%
TOTAL	22	100%

Table C above shows that all councilors(100%) agree that O.R.Tambo District Municipality has a Council approved IDP and none of them disagree. O.R.Tambo District Municipality had adhered to the legislation requirements.

Table D: O.R.Tambo District Municipality has a Council approved PMS Policy.

Value label	Frequency	Percentage
YES	20	90.90%
NO	2	9.10%
TOTAL	22	100%

Table D above shows that 90.90% of councillors agree that O.R. Tambo District Municipality has a Council approved PMS Policy. The respondents who do not agree with the statement could be those who joined the municipality later and are not well conversant with its systems. It is incumbent on the municipality though to bring latter on board regarding its systems.

Table E: Involvement in the development of PMS Policy.

Value label	Frequency	Percentage
YES	19	86.36%
NO	3	13.64%
TOTAL	22	100%

Table E above shows that 86.36% of councillors are involved in the development of the PMS Policy, while 13.64% disagree. Respondents who claim not to be involved are probably those who responded negatively on the previous item. This is a matter of concern which requires attention.

Table F: The Accounting Officer(Municipal Manager) signs a Performance Contract.

Value label	Frequency	Percentage
YES	22	100%
NO	0	0%
TOTAL	22	100%

Table F above shows that all councillors (100%) agree that the Accounting Officer (Municipal Manager) signs a Performance Contract and none of them disagree. This shows that all councillors are fully aware that the Municipal manager is employed on a contract basis.

4.2.2 Councillors responded as follows in monitoring process:

Table G: Receiving performance reports on a monthly basis.

Value label	Frequency	Percentage
YES	17	77.27%
NO	5	22.73%
TOTAL	22	100%

Table G above shows that 77.27% of councillors receive performance reports on a quarterly basis, while 22.73% disagree. Those who disagree are probably those who do not attend Council Meetings since quarterly reports are tabled to the Council Meetings.

Table H: Opportunity to input on the Performance Report.

Value label	Frequency	Percentage
YES	18	81.81%
NO	4	18.19%
TOTAL	22	100%

Table H above shows that 81.81% of the councillors are afforded an opportunity to input on the performance report of O.R. Tambo District Municipality .Since the Annual Report is issued for public comments, those who disagree with the statements are probably not clear about their roles and this is a matter a concern to be looked into.

Table I: Input on the Performance Report of O.R. Tambo DM.

Value label	Frequency	Percentage
YES	17	77.27%
NO	5	22.73%
TOTAL	22	100%

Table I above shows that 77.27% of councillors agree that they input on the Performance Report of O.R. Tambo DM. The respondents who disagree with the statement are probably the ones who claimed not to be given an opportunity to input in the previous statement. The positive response from the majority of councillors is encouraging and augurs well for efficiency and effectiveness. Monitoring can be seen as a vital tool to enhance service delivery.

4.2.3 Councillors responded as follows on the review process:

Table J: Receiving Annual Reports

Value label	Frequency	Percentage
YES	22	100%
NO	0	0%
TOTAL	22	100%

Table J above shows that all councillors (100%) receive Annual reports, and none of them disagree. The results reveal that O.R.Tambo DM publishes the Annual Report and this is transparency as required by the Constitution, 1996.

Table K: Receiving Annual Report on time as stipulated in the Municipal Finance Management Act No.56 of 2003.

Value label	Frequency	Percentage
YES	21	95.45%
NO	1	4.55%
TOTAL	22	100%

Table K above shows that 95.45% of councillors receive Annual Report on time as stipulated in the Municipal Finance Management Act whereas only 4.55% disagrees. The results reveal that O.R.Tambo DM complies with the legislative imperatives.

4.3 Stakeholder's Responses

4.3.1 Stakeholders responded as follows in planning processes:

Table L: Involvement in the development of Integrated Development Plan of O.R.Tambo District Municipality.

Value label	Frequency	Percentage
YES	30	100%
NO	0	0%
TOTAL	30	100%

Table L above shows that all stakeholders are involved in the development of Integrated Development Plan of O.R.Tambo District Municipality. The results clearly show that there is involvement of stakeholders in the development of the IDP.

Table M: Involvement in Planning for Service Delivery in O.R.Tambo District Municipality.

Value label	Frequency	Percentage
YES	26	86.66%
NO	4	13.34%
TOTAL	30	100%

Table M above shows that 86.66% of stakeholders are involved in Planning for Service Delivery in O.R.Tambo District Municipality. Some respondents probably do not attend planning sessions due to other commitments in their places of work.

Table N: Involvement in the identification/ prioritization of O.R.Tambo District Municipality Projects.

Value label	Frequency	Percentage
YES	27	90%
NO	3	10%
TOTAL	30	100%

Table N above shows that 90% of stakeholders are involved in the identification/ prioritization of O.R.Tambo District Municipality projects, while 10% disagree. The respondents who disagree with the statements are probably those who do not attend meetings, which is a matter of great concern to the Municipality.

Table O: In-depth understanding of the Performance Management System.

Value label	Frequency	Percentage
YES	26	86.66%
NO	4	13.34%
TOTAL	30	100%

Table O above shows that 86.66% of stakeholders have an in-depth understanding of the Performance Management System, while 13.34% disagree.

This shows that some stakeholders never received training on Performance Management System and a need exists for such training to take place.

4.3.2 Stakeholder's responses in monitoring processes will now be explained:

Table P: Performance report of O.R. Tambo District Municipality.

Value label	Frequency	Percentage
YES	26	86.66%
NO	4	13.34%
TOTAL	30	100%

Table P above shows that 86.66% of stakeholders agree that they get performance reports of O.R. Tambo District Municipality, whereas 13,34% disagrees. The fact that the majority agrees with the statement shows that O.R. Tambo DM publicizes Annual performance report.

Table Q: Quarterly Report of O.R. Tambo District Municipality

Value label	Frequency	Percentage
YES	28	93.33%
NO	2	6.67%
TOTAL	30	100%

Table Q above shows that 93.3%% of the stakeholders agree that they get Quarterly Reports of O.R. Tambo District Municipality, whereas 6.67% disagrees. The fact that the majority of respondents do get quarterly reports of O.R. Tambo DM shows that the municipality has complied with legislation.

Table R: Opportunity to comment on the Quarterly Reports.

Value label	Frequency	Percentage
YES	27	90%
NO	3	10%
TOTAL	30	100%

Table R above shows that 90% of stakeholders agree that they get an opportunity to comment on the Quarterly Report, whereas 10% disagrees. Those who disagree with the statement probably did not get the document or are not aware that they are expected to comment.

4.3.3 Stakeholder's responses in review process will now be explained as follows:

Table S: Receiving Annual Performance Report of O.R. Tambo District Municipality.

Value label	Frequency	Percentage
YES	28	93.33%
NO	2	6.67%
TOTAL	30	100%

Table S above shows that 93.33% of stakeholders received Annual Performance Report of O.R. Tambo District Municipality, whereas 6,67% disagrees. Those who disagree are probably staying far from O.R Tambo District Municipality as results have not received the Annual Performance report.

Table T: Opportunity to comment on the Annual Performance Report.

Value label	Frequency	Percentage
YES	23	76.66%
NO	7	23.34%
TOTAL	30	100%

Table T above shows that 76.66% of the stakeholders agree that they get an opportunity to comment on the Annual Performance Report. Those who disagree are probably the ones who stay and work far away from O.R. Tambo as a result they missed to get the Annual Performance Report.

Table U: Comment on the Annual Performance Report of O.R. Tambo District Municipality.

Value label	Frequency	Percentage
YES	15	50%
NO	15	50%
TOTAL	30	100%

Table U above shows that half (50%) of stakeholders comment on the Annual performance Report of O.R. Tambo District Municipality, while half (50%) do not comment. This could be due to the fact that some of the stakeholders work far from O.R. Tambo.

4.4 Chief Officials (Municipal Manager & Section 57 Managers) Responses

4.4.1 The responses of Chief Officials in planning processes will now be explained.

Table V: Existence of an approved PMS framework at O.R. Tambo District Municipality.

Value label	Frequency	Percentage
YES	16	88.88%
NO	2	11.12%
TOTAL	18	100%

Table V above shows that 88.88% agree that there is an approved PMS framework at O.R. Tambo District Municipality, while 11.22% disagrees. The results clearly indicate the existence of PMS Framework approved by the Council. Those who disagree with the statement are unaware of its existence. This is a concern that requires the attention of the Municipality.

Table W: Clear Policy Framework Policy clear on community participation in the PMS?

Value label	Frequency	Percentage
YES	16	88.88%
NO	2	11.12%

TOTAL	18	100%
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Table W above shows that 88.88% agree the Framework Policy is clear on community participation in the PMS, while 11.22% disagree. The results indicate that the existing PMS framework is clear on the role to be played by the community. Those who disagree are not clear on the legislative aspects of the municipality and a need thus exists for education and training in this regard.

Table X: Training on Service Delivery Planning.

Value label	Frequency	Percentage
YES	16	88.88%
NO	2	11.12%
TOTAL	18	100%

Table X above shows that 88.88% agree that they have been trained in Service Delivery, while 11.22% disagree. Those who disagree with the statement have probably missed the training provided.

Table Y: Training Monitoring of Service Delivery.

Value label	Frequency	Percentage
YES	14	77.77%
NO	4	22.23%
TOTAL	18	100%

Table Y above shows that 77.77% agree that they have been trained on monitoring and review of service delivery, while 22.23% disagree. Those who claim not have been trained probably missed the training session.

4.4.2 The responses of Chief Officials in implementation processes will now be explained.

Table Z: Community is involvement when developing Service Delivery Planning

Value label	Frequency	Percentage
YES	16	88.88%
NO	2	11.12%
TOTAL	18	100%

Table Z above shows that 88.88% agree that the community is involved in developing Service Delivery Planning, while 11.12% disagree. The negative response could be attributed to managers who are not well conversant with municipal processes.

Table Z(i) : Submitting monthly Performance Reports to the Executive Mayor.

Value label	Frequency	Percentage
YES	3	16.66%
NO	15	83.34%
TOTAL	18	100%

Table Z (i) above shows that 16.66% of the respondents always submit monthly Performance reports to the executive mayor, while 83.34% disagree. Those who disagree with the statement are probably not aware that by submitting their reports to the municipal Manager, they are indirectly submitting to the executive Mayor. Another reason could be that O.R. Tambo senior managers do not comply with the legislation (Section 71 reports) as stipulated in the Finance Management Act, No.56 of 2003.

Table Z (ii) Submission Quarterly performance reports to the Executive Mayor.

Value label	Frequency	Percentage
YES	12	66.66%
NO	6	33.34%
TOTAL	18	100%

Table Z (ii) above shows that 66.66% agree that they always submit Quarterly performance Reports to the Executive Mayor, while 33.34% disagree. Those who disagree with the statement are probably not aware that by submitting their reports to the municipal Manager, they are indirectly submitting to the Executive Mayor. Another reason could be that O.R. Tambo senior managers do not comply with the legislation (Section 52 (d) reports) as stipulated in the Finance Management Act, No.56 of 2003.

4.4.3 The responses of chief officials in monitoring processes will now be explained.

Table Z (iii) receiving feedback from the Executive Mayor on Monthly Performance Report

Value label	Frequency	Percentage
YES	1	5.55%
NO	17	94.45%
TOTAL	18	100%

Table Z (iii) above shows that 5.55 % agrees that feedback from the Executive Mayor is received monthly. Performance reports to the Executive Mayor, while 94.45%. It is only the Accounting Officer who receives feedback from the Executive Mayor.

Table Z(iv) Receiving feedback from the Executive Mayor on Quarterly Performance Reports.

Value label	Frequency	Percentage
YES	1	5.55%
NO	17	94.45%
TOTAL	18	100%

Table Z (iv) above shows that 5.55% agree that they receive feedback from the Executive Mayor on Quarterly Performance reports whereas 95.45% disagree. There is a big gap between those who agree & those who disagree. The gap can

be attributed to the fact that it is the Accounting Officer who receives feedback from the Executive Mayor.

4.4.4 The responses of Chief Officials in review processes will now be explained

Table Z (v) The Local Community is given an opportunity to comment on the Annual report after it has been tabled to the Council.

Value label	Frequency	Percentage
YES	17	94.45%
NO	1	5.55%
TOTAL	18	100%

Table Z (v) above shows that 94.45% agrees that the local community is given an opportunity to comment on the Annual report after it has been tabled to the Council, while 5.55% disagrees. Those who disagree are probably those who do not work in the departments that deal with IDP/PMS and Public Participation.

Table Z (vi) The community inputs on the Annual report after it has been tabled to the Council.

Value label	Frequency	Percentage
YES	16	88.88%
NO	2	11.12%
TOTAL	18	100%

Table z (vi) above shows that 88.88% agrees that the community inputs on the Annual Report after it has been tabled to the Council, while 11.12% disagrees. The results show that O.R. Tambo DM is not doing enough in ensuring that the community inputs on the Annual Report.

4.5 Conclusion

The chapter had outlined the quantitative results of the study as collated in the completed questionnaires. Through the usage of tables raw data was presented, analysed and interpreted. The next chapter will contain conclusion and recommendations.

CHAPTER 5: FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

In this chapter, the researcher looks at the objectives, the results and then reconciles the two to come up with conclusion and recommendations. This research has culminated in a number of recommendations.

The study was conducted to realize the following objectives:

- To investigate the level of awareness of communities in the IDP and Performance Management processes.
- To evaluate the effectiveness of implementation and monitoring in PMS of O.R.Tambo DM.
- To establish the role of communities in the review process of the performance management system of O.R.Tambo DM.

Conclusions from Primary Study

PMS Planning Process

The first objective aimed at investigating the level of community awareness of IDP and Performance Management Processes. Findings from primary literature reveal that the community of O.R.Tambo District Municipality is aware of IDP and PMS processes. The councillors have been trained in planning, monitoring and review of service delivery performance. They are also involved in the development of PMS policy. The fact that a majority of stakeholders agree on their involvement in the development and identification / prioritization of O.R.Tambo District Municipality projects clearly reveals that they are aware of IDP/PMS processes. Chief Officials are also aware of IDP/PMS processes.

Based on these findings, one can conclude that first objective has been achieved.

Implementation and Monitoring Process

The second objective aimed at evaluating the effectiveness of implementation and monitoring in PMS of O.R Tambo District Municipality. The findings reveal the Chief Officials submit quarterly reports to the Accounting Officer who subsequently submits it to the Executive Mayor. The councillors and stakeholders are also given performance reports to input on a quarterly basis. It is only the Accounting Officer that receives feedback from the Executive Mayor. It is evident therefore that there is effective implementation and monitoring in O.R Tambo District Municipality PMS.

Review Process

The third objective aimed at establishing the role of communities in the review process of the performance management system of O.R.Tambo DM. The results reveal that both Councillors and stakeholders receive the Annual report immediately after it has been tabled to the Council as stipulated in the Municipal Finance Management Act (56 of 2003) and they participate by adding comments. It is therefore evident that communities play a role of inputting in the Annual Report.

5.2 Conclusions from Literature Study

Planning Processes

It is apparent that O.R Tambo District Municipality community is aware of IDP/PMS processes. According to the Local Government: Municipal Systems

Act, (22 of 2000), a municipality, through appropriate mechanisms, processes and procedures established in terms of Chapter 4, must involve local community in the development, implementation and review of the Municipality's performance management system, and in particular allow the community to participate in the setting of key performance indicators and performance targets of the Municipality. O.R Tambo District Municipality community is fully participating in the IDP/PMS processes. This concurs with the definition by Public Health Agency of Canada (2008) whereby members of a community participate directly in decision making about developments that affect the community.

What is being practiced at O.R Tambo District Municipality is in line with the objectives of local government which, according to Section 132 and 152 (i) of the Constitution of the Republic of South Africa,(1996) encourage the involvement of communities and community organizations in the matters of local government.

Planning involves deciding the tasks that need to be done, determining how to do them, allocating resources to those tasks, and then monitoring progress to ensure that they are done (Hellriegel, Jackson, Slocum, 1999:19). The tasks that need to be done in the planning process of O.R Tambo IDP/PMS include the development and identification / prioritization of the municipality projects and setting targets over a period of 5 years. All these are done in collaboration with O.R. Tambo community members. Based on the above literature, it is evident that O.R. Tambo community is aware of all IDP/PMS processes, therefore the first objective of this research has been achieved.

Implementation and Monitoring Process

Van der Valt & Du Toit (1999: 32) state that performance management is a cyclical process that commences with strategic planning and moves over to programme implementation, monitoring and performance evaluation. It is evident that the community of O.R Tambo is involved in all the above named processes.

The Accounting Officer and senior management of the district municipality are key in the implementation of the development plan.

O.R. Tambo Chief Officials at the operational level are the communities responsible for the implementation stage. According to Noe, et al. (2006: 192) a critical aspect of program implementation is to make sure that some individual is held accountable for achieving the stated goals and has the necessary authority and resources to accomplish this goal. The Municipal Manager as the Accounting Officer is the one held accountable if there is slow progress or lack thereof.

Since IDP/PMS is a five year strategic plan of the municipality and is influenced by the communities in setting of targets for the municipality, O.R.Tambo District Municipality stakeholders are called to meetings where the IDP is developed and their inputs are considered. The chief officials with relevant technical skills play a critical role in the development and implementation of the plan known as Service Delivery Budget and Implementation Plan (SDBIP).

An effective performance management would be when municipalities receive feedback from service users thereby enabling municipalities to improve on their operations. The practices of O.R. Tambo District Municipality are in line with the above statement because councillors and stakeholders are given performance reports to input on a quarterly basis so as to allow the municipality to improve in the review process. It is also evident that community members submit their inputs to the municipality.

Communities play an important role in the monitoring phase of the performance management to audit progress on the implementation of the projects. At O.R. Tambo District Municipality councillors and stakeholders are given the Annual Report to comment. Regular monitoring assists in identifying areas where the progress is slow so that they can report to the municipality on time for interventions to be made. Councillor's role in the monitoring stage is crucial so

that slow or lack of progress is identified and the Accounting Officer could be made to account on the progress of the implementation of projects. Throughout the year O.R Tambo District Municipality ensures that there are frequent meetings organized by Local Government: Structures Act No. 117 (1998) Section 80 Committees for monitoring purposes. In addition to that an Oversight Committee is established yearly to ensure proper monitoring and review.

Review Process

Both Councillors and stakeholders receive the Annual report immediately after it has been tabled to the Council as stipulated in Local Government: Municipal Finance Management Act (56 of 2003) and they participate by adding comments.

In this process O.R Tambo District Municipality gives the community an opportunity to review the municipal performance and suggest new indicators and targets. Councillors are involved in the review process to cater for emerging threats and challenges, by ensuring that the council adopts the reviewed IDP annually. In cases where goals have not been met, the councillors and the community always identify causal reasons and adopt new strategies to be implemented.

5.3 Recommendations

a. Community Participation Assessment Tool

Even though the results reveal that there is community involvement in the PMS of O.R Tambo District Municipality, it is not clear as to which level can it be deemed satisfactory. It is thus suggested that O.R. Tambo District Municipality must develop a Community Participation Assessment Tool. This tool is a means of identifying community concerns and issues, providing useful information on user needs, values and expectations, creating opportunities for community

involvement in the design process and incorporating community concerns in decision-making. This tool will benefit the municipality by being better informed and having the community involved in the design and approval process in a constructive way. A well-constructed community participation process contributes to a quality design outcome and a smoother design process.

b. Total Quality Management

Total Quality Management (TQM) according to Harvey and Brown (2006:374) is an organizational strategy of commitment to improve customer satisfaction by developing procedures that carefully manage output quality. The purpose of TQM is to make the organisation more effective and develop the potential of its individual members. In the case of O.R Tambo District Municipality TQM will help at improving quality and productivity of the municipality. O.R.Tambo District Municipality needs to include total quality management in ensuring that the municipality's performance conforms to standards and expectations of the community.

c. Orientation and Training

Stakeholders, Councillors and Senior Officials charged with the task of ensuring that Performance Management System is effective and efficient should get orientation and training to understanding their roles. This must be done annually so as to accommodate resignations and new members of IDP/ PMS Representative Forum.

d. Performance Management System to be inclusive

The Performance Management System of O.R.Tambo should be inclusive of all levels of employees of the municipality and not focus on senior management as is the case currently. Councillor's performance should also be assessed as they

also have a role in performance management. The O.R.Tambo District Municipality must develop a policy aimed at rewarding good performance and penalizing poor performance and non-performance among its councillors and employees.

6. Conclusion

The study has highlighted a need for the O.R.Tambo District Municipality to meaningfully involve the communities in the affairs of the municipality. The main purpose of community participation in managing municipal performance, is to ensure that the targeted service delivery milestones as depicted in the Integrated Development Plan are achieved in an efficient and effective manner. The O.R.Tambo District Municipality must invest in the communities by capacitating them through regular trainings so as to make informed decisions on service delivery. Ownership of municipal programmes by communities would minimize tensions that are prevalent between municipalities and communities. Communities would understand that poor service delivery and lack thereof is an indication of their failure of not playing their role in the development of their areas.

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RESEARCH QUESTIONNAIRES

TOPIC: INVESTIGATING COMMUNITY PARTICIPATION IN PERFORMANCE MANAGEMENT SYSTEM OF O.R.TAMBO DISTRICT MUNICIPALITY

INSTRUCTION

- Participation is voluntary
- Please do not sign your name
- Mark with an X in the space provided in each section
- Please be honest in answering questions

COMMUNITY

Planning

1. Are you involved in the development of the Integrated Development Plan of O.R.Tambo District Municipality?

Yes	No
-----	----
2. Are you involved in Planning for Service Delivery in O.R.Tambo District Municipality?

Yes	No
-----	----
3. Are you involved in the identification/ prioritization of O.R.Tambo District Municipality Projects?

Yes	No
-----	----
4. Do you have an in-depth understanding of the Performance Management System of O.R.Tambo District Municipality?

Yes	No
-----	----

Monitoring

1. Do you get Performance Reports of O.R.Tambo District Municipality?

Yes	No
-----	----
2. Do you get Quarterly Report of O.R.Tambo District Municipality?

Yes	No
-----	----
3. Do you get an opportunity to comment on the Quarterly Reports?

Yes	No
-----	----

Review

1. Have you ever received Annual Performance Report of O.R. Tambo District Municipality?

Yes	No
-----	----

2. Do you get an opportunity to comment on the Annual Performance Report?

Yes	No
-----	----

3. Do you comment on the Annual Performance report of the O.R. Tambo District Municipality?

Yes	No
-----	----

RESEARCH QUESTIONNAIRE

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COUNCILLORS

Planning

1. I have been trained on Service Delivery Planning.

Yes	No
-----	----
2. I have been trained on monitoring and review of Service Delivery Performance.

Yes	No
-----	----
3. O.R.Tambo District Municipality has a Council Approved IDP.

Yes	No
-----	----
4. O.R.Tambo District Municipality has a Council Approved PMS Policy.

Yes	No
-----	----
5. I am involved in the development of PMS Policy.

Yes	No
-----	----
6. The Accounting Officer (Municipal Manager) signs a Performance Contract Agreement.

Yes	No
-----	----

Monitoring

1. I receive Performance Reports on a Quarterly basis.

Yes	No
-----	----

2. I am afforded an opportunity to input on the Performance Report.

Yes	No
-----	----

3. I input on the Performance Report of O.R. Tambo DM

Yes	No
-----	----

Review

1. I receive Annual reports.

Yes	No
-----	----

2. I receive the Annual Report on time as stipulated in the Municipal Finance Management Act.

Yes	No
-----	----

RESEARCH QUESTIONNAIRE

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CHIEF OFFICIALS(MUNICIPAL MANAGER & SECTION 57 MANAGERS)

Planning

1. There is an approved PMS Framework at O.R.Tambo DM.

Yes	No
-----	----
2. Is the framework Policy clear on Community Participation in the PMS?

Yes	No
-----	----
3. Have you been trained on Service Delivery Planning?

Yes	No
-----	----
4. Have you been trained on Monitoring & Review of Service Delivery?

Yes	No
-----	----

Implementation

1. The Community is involved when developing Service Delivery Planning.

Yes	No
-----	----
2. I always submit Monthly Performance Reports to the Executive Mayor.

Yes	No
-----	----
3. I always submit Quarterly Performance Reports to the Executive Mayor.

Yes	No
-----	----

Monitoring

1. I receive feedback from the Executive Mayor on Monitoring Monthly Performance Reports.

Yes	No
-----	----
2. I receive feedback from the Executive Mayor on Quarterly Performance Reports

Yes	No
-----	----

Review

1. The local community is given an opportunity to comment on the Annual Report after it has been tabled to the Council.

Yes	No
-----	----
2. The community inputs on the Annual report after it has been tabled to the Council.

Yes	No
-----	----