

**AN ANALYSIS OF MUNICIPALITY MANAGEMENT KEY PERFORMANCE
INDICATOR (KPI) AND ITS RELATION TO MUNICIPAL MANAGER (MM)
TURNOVER: COMPARISON BETWEEN MUNICIPALITIES IN GAUTENG AND
LIMPOPO PROVINCES**

by

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Abstract

Effective public administration and municipal management are vital for developmental states' functioning, such as South Africa. Without efficient and effective municipal managers committed to clearly outlined and systematically implemented development plans, South Africa may struggle to live up to its developmental objectives. As such, good governance of municipal managers needs to be regularly checked through project management appraisal systems. However, it is due to the goal of good governance, which is consistently checked through regular project management appraisals, that we observe a high staff turnover in local municipalities. Staff turnover can be costly if it results in the loss of human capital investment and intellectual capital, exacerbated by costs to replacing management and a loss of productivity (Mzezewa and Raushai, 2019:5). Hattingh (2020:3) notes that the South African local government invests in the human capital and intellectual development of their senior managers through offering training and other capacity building initiatives while also providing financial assistance to further qualifications while under contract. However, a recent financial audit claims that more than half of the local municipalities are currently labelled as financially distressed, which adds to the high employee turnover rate in municipal management positions. According to the Department of Cooperative Governance, of those employees suspended, 21 were municipal managers (Hattingh, 2020:33). As a response to the current problem, the government has allocated R6.6-billion to support municipalities through building capacity and strengthening municipal administrations (Hattingh, 2020:4; Polity, 2021). Based on the implications of managerialism, this dissertation hopes to add a body of knowledge on any trends of accomplishments, or any entry requirements met, which may predict the capability of good governance of municipal managers and to increase staff retention to prevent further loss of capital. The problem, however, is that a shortage of research exists on trends of which municipal manager KPI's (competencies), skills and experiences lead to completion of their contractual term and not suspension. This study therefore aimed to identify which Key Performance Indicators (KPIs) and core managerial competencies (CMCs) are present amongst municipal managers who complete their contractual terms while also performing well within the human resource management retention theory of job fit. In other words, the objective of this study is to explore and compare descriptively

the municipal management turnover and any trends in the managers (MM's) KPI's and experiences that promote completion of managerial contract with the local government. The study is a cross-sectional descriptive quantitative exploration of municipality managers' performance challenges, preventing them from completing their full contractual term as a municipal manager. Information came from multiple sources, including Curriculum Vitae (CVs), KPI, CMCs, audits and exit reviews of managers. Secondary data was thematically categorised into the core competencies and KPI categories required by local government, and lastly, data was analysed and interpreted. This analysis will ultimately assist in the development of guidelines towards determining minimum requirements of managerial positions in municipalities to facilitate greater staff retention.

Chapter 1: Introduction to the Municipal Managers staff turnover concern

Introduction and Background

The success of municipalities depends on the quality of the political leadership, responsible governance of its finances, the strength of its establishments, and staff working skills for the municipality (Mzezewa and Raushai, 2019:2). Sound financial governance is perceived to be most important; however, municipalities are likely to experience difficulty without proper good governance and proper project management and appraisal. The importance of proper good governance in management (particularly municipal managers and council members) has become increasingly clear in large and small municipalities that recently found themselves in precarious financial situations (Hattingh, 2020:41; Mafini and Pooe, 2013:1). An analysis of municipal finances suggests that management turnover lies at the heart of many of the financial problems experienced by municipalities (Mnukwa, 2008:4; Munzhedzi, 2021:2). Based on the implications of managerialism, this dissertation hopes to add a body of knowledge on any trends of accomplishments or met entry requirements which may predict capability of good governance of municipal manager.

Municipal managers (MM) and council members play a crucial role in the human resource practices of a municipality. According to the Municipal Staff Regulations with particular reference to Chapter 3 (Section 20) the position of a senior manager may not be filled unless the municipal manager - or a designated staff member in the absence of an active municipal manager - approves the appointment (as cited in Mzezewa and Raushai, 2019:27). As such, vacant MM positions can have a negative impact on the management and recruitment of staff hence responsive human resource development is significant towards the acquisition and absorption of appropriate employees with relevant skills and experience into public sector organisation (Henry, 2013). Additionally, through its interaction with municipalities, National Treasury has observed that when the position of Municipal Managers (MM) is vacant, accountability is weak (Hattingh, 2020:41; Polity, 2021). The acting MM may be restricted from making certain key decisions if one is appointed. Alternatively, suppose (in cases where a permanent MM is not in place due to resignation, suspension, or termination of service) and an acting MM is not assigned,

the MM's role is divided amongst several senior managers, reducing the chances of accountability. Accountability and performance of personnel are notably weaker at municipalities where the position of municipal manager is vacant or occupied by an acting manager.

According to Hattingh (2020:42) and Munzhedzi (2021:3) the main reason for this occurrence is that acting municipal managers tend to be less inclined to take decisions and responsibility for their actions leading to an ineffective municipality. Therefore, it is critical that the positions of MM's are permanently filled and that the required performance agreements and contracts - foundation for KPIs - are in place to ensure accountability (Hattingh, 2020:43).

Staff turnover occurs for several reasons which include both internal or external factors influencing the decision of employees to terminate employment (Mzezewa and Raushai, 2019:4). Staff turnover is not always negative, especially if the focus is on replacing poor-performing employees by more skilled and efficient personnel aimed at improving productivity and have a positive impact on the organisation, thus (Abdullah et al, 2017:1). However, staff turnover can be costly if it results in the loss of necessary knowledge and skills, exacerbated by costs to replacing employees and managers and a loss of productivity while the position is not filled (Mzezewa and Raushai, 2019:5). According to Hattingh (2020:3), local governments tend to employ less qualified managers while spending considerable resources to enhance qualifications and skills without showing real dividends as managers still do not meet basic competency levels. As of 31 January 2020, the municipal audit shows that out of 2,747 municipal officials, only 1,565 officials (53%) meet the minimum competency levels; and only 53.7% of municipal managers have achieved minimum competency levels (Hattingh, 2020:3; Polity, 2021).

The Department of Cooperative Governance indicated that during the 2020 audit about thirty-five managers in the local government sphere were suspended during the 2019/20 period. Of those suspended, twenty-one of the suspended were senior managers (Hattingh, 2020:33). According to Khumbudzo Ntshavheni, Minister in the Presidency, a probable cause of these suspensions is that nearly half of South

Africa's senior municipal officials do not meet the government's prescribed minimum competency levels post their appointment and opportunities provided (South Africa,

Study problem statement

As a response to the current problem, the government has allocated R6.6-billion to support municipalities regarding capacity building and municipal administration. It will allocate the money during the 2020-21 and 2022-23 financial years (Hattingh, 2020:4, Polity, 2021). To prevent further loss in human and financial resources, strategies to ensure staff retention needs to be explored. Staff retention is "the ability for an organisation to keep their employees working for their organisation or the degree to which current staff members remain with an organisation over a given period" (Mzezewa and Raushai, 2019:98). The problem, however, is that a shortage in research exists intended to identify the competencies, skills and experiences of municipal managers that completed their contractual term without being suspended (Opperman, 2015).

Due to various accounts of misconduct or general under qualification, many municipal officials get suspended due to lack of skills and competence leading to changes in management position and the employment of under qualified managers (Hattingh, 2020:3). The instability in municipal management positions harms service delivery to communities. The constant change in management has several consequences such as the inability to make basic managerial decisions, appointment of service providers and overall financial sustainability. Such a state of affairs often delays project implementation and affects the municipality's ability to spend its capital budget (Nkadimeng, 2019:3). The Department of Cooperative Governance report that in the past year, twenty-one (21) municipal managers have been suspended as they were not regarded as fit for the job. (Hattingh, 2020:33). At an aggregate level, about 30% of the total municipal operating budget gets spent on the remuneration of personnel. According to (Vander Waldt, 2008) this spending trend has remained constant since 2005/06.

To prevent further loss of capital, trends in KPA need to be explored for municipal managers who completed their five-year terms. The focus of this research will be specifically on KPA trends which may be assist in reducing organisational turnover,

assessed through project management and appraisal. By assessing the acceptable margins of municipal managers' ability to meet KPA, the study can understand further appropriate job fit. According to the job fit aspect of the theory, the employee selection process is related to the fit between the candidate and the job as argued by Abdullah Al Mamun and Nazmul Hasan (2017:4). As briefly discussed in the literature, it is essential to have a good fit between a 'candidate's core competencies and the organisations KPI.

It is foreseen that municipalities will stabilize and increase the productivity if suitable candidates are recruited. Staff turnover may be minimized if there is a sound relationship between employees and management of municipalities. As such, municipalities need to consider trends in KPIs and core competencies which tend to perform well and giving space in allowing municipal managers to complete their contractual terms. There is, however, a lack of research focusing on trends in which municipal manager KPI's (competencies), skills and experiences can contribute to the completion of their contractual obligations. As such, the decision-maker could benefit from feedback on municipal manager KPI trends that might assist the process of full-term contractual employment and reduce municipal management (MM) turnover.

This study aim to explore and compare descriptively the municipal management turnover and any trends in the MM's KPI's and experiences that promote completion of managerial contract with the local government. This was achieved by identifying Key Performance Indicators (KPIs) and core competencies are present amongst municipal managers which have completed their contractual terms while also performing well within the human resource management retention theory. In other words, the objective of this study is to explore and compare descriptively municipal management turnover and any trends in the managers (MM's) KPI's and experiences that promote completion of managerial contract with the local government. The government may use feedback from this study in the development of guidelines towards determining minimum requirements of managerial positions in municipalities to facilitate greater staff retention. As such, the study sought to explore and descriptively compare municipalities in Gauteng and Limpopo provinces:

municipal management turnover and any trends in the MM's KPI's and experiences that promote completion of managerial contract with the local government.

Aim and objectives of the study

This study explored and compared the municipal management turnover and identifies trends in the MM's KPI's and experiences descriptively. The researcher was aware of the various working environmental factors that can play a role in municipality management, such as competency, financial distress, political input, corruption of municipal managers. However, the researcher was only interested in investigating a specific managerial KPI (skills and experiences) competency as shown in their CVs. The focus of the analysis was based on the length of stay in their municipal positions and study exit interviews/reviews. This study aim to descriptively examine any KPIs or core competencies that contribute to the successful term completion of MM's.

To achieve this aim, the study breaks down the research question into the following objectives:

- Focus on the municipal management turnover within the 5 years from 2016 – 2021 (i.e., how many completed the full five years?)
- Investigate CVs, KPIs and exit reviews and compile a content analysis according to the core competencies themes for quantitative review.
- Draft a descriptive analysis of all the core competencies themes for those who completed the contract terms (if there are any).
- Draft a descriptive analysis of all the core competencies themes for those who did not complete the contract terms.
- Compare any descriptive differences using descriptive statistics and graphs.

Research Question:

Which municipal management core competencies and KPA trends are attributed to low municipal management turnover in South African municipalities?

Literature review: Turnover and retention a result of the governance model

Various internal and external factors can influence staff turnover in municipalities. One theoretical framework explaining staff turnover focuses on how well an

employee is suited for his or her position (also referred to as a 'job 'fit') that starts with the recruitment process. In job fit, the extent and quality of the 'employees' organisational experiences are proposed to "identify the degree of organisational fit or integration between the needs, interests, and preferences of the employee and those of the organisation" (Mzezewa and Raushai, 2019:98). According to the job fit, the employee selection process is related to the fit between the candidate and the job as argued by (O'Reilly, Chatman, and Caldwell:1991). Abdullah Al Mamun and Nazmul Hasan (2017) - argued that a linear relationship exists between good fit and between qualities of the applicants and the position. Therefore, it is essential to have a good fit between the core competencies of an employee and the organisations KPI.

The South African Municipalities are in a unique position when it comes to regulating local municipalities municipal managers' job requirements (Nkadimeng, 2019:129). South Africa has built its new local governance frameworks after the Apartheid local government failed to deliver services to the people of South Africa. During Apartheid governance, there was no uniform system of local government (De Visser, 2009:8). The apartheid white local government was partially constructed on the Weberian bureaucracy model. However, post-Apartheid, there was an urgent need for rapid delivery of services to rectify the damages. As such, South Africa needed transparent, efficient, participatory, and accountable management of local governance (Williams, 2006:86).

South Africa needed local governments that followed uniform goals to lead the country's progress and allowed equal treatment of all . As such, the usefulness of Weber's model in delivering services based on the need of a community was questioned. However, since 2007, the Weberian Model was not considered suitable, the South African local government sphere shifted its governing framework and adopted most of the principles of the New Public Management Framework (NPM) (Sager and Rosser, 2009: 1142). These key NPM principles which were different from the Weberian Model included: the decentralization of powers; participatory planning; effective and efficient performance management; outsourcing; and contract appointments (De Visser, 2009:&7). However, the NPM model led to various counts of corruption and high staff turnover due to lack of accountability (Thornhill,

2008:492). Due to both the Weberian model and the NPM Model not working in South Africa as mutually exclusive models, the national government has been incrementally reintroducing qualifications-linked meritocracy (Weberian) side by side with the NPM's performance-linked meritocracy in local public administration to reinforce the professionalisation of the sector (Ntliziywana, 2017:14). As such, this research is aware of how job fit of the municipal managers not only focuses on the performance of the KPA's, but also their qualifications prior to their appointment. However, based on a review of the South African governments' changes in theoretical models and lack of concern of public administration of local government, an overview evaluation of the trends in both the KPA and qualifications of the MM is the best approach for this research study to gain further insights for better municipal manager staff retention.

Local municipal structure policies

1.1.1. Municipal structure

In South Africa, the local government operationally governs municipalities through two components; the political and the administrative arms (Mhlahlo, 2014:1). Both components work simultaneously to ensure that the municipality moves continuously towards communities' social and economic upliftment and basic service provision. Even though these arms work together, there must be a separation of powers and adherence to the rule of law (Mhlahlo, 2014:1; Kgantlapane, 2009). Moreover, Munzhedzi, (2021:4) observed that Municipal Managers head the administrative arm of the municipality while the political structure, i.e., the municipal council, of each municipality appoints municipal managers. The municipal manager's role includes (1) accountability and responsibility for the formation and development of an efficient, economical, effective, and accountable administration; (2) the management of municipal administration under the law; (3) the appointment of staff; and (4) managing the communications between the municipality administration and its political structures (Mone and London, 2009). According to section 56 of the Municipal Structures Act 2000, the municipal managers are the "'glue' that holds the administrative side of municipalities together and are custodians of municipal finances (South Africa Municipal Structures Act, 2000) as illustrated in Figure 1.

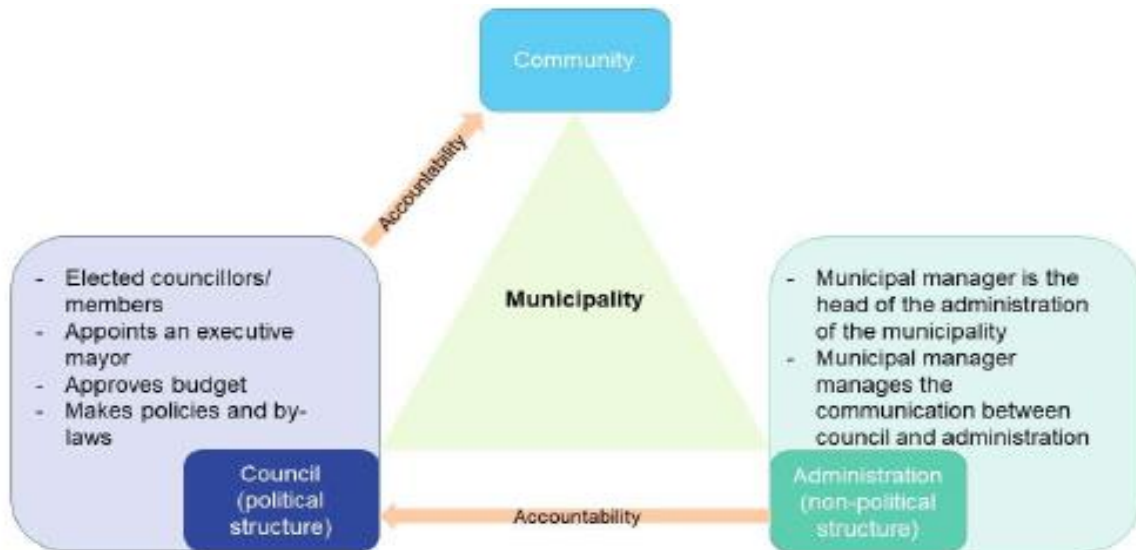


Figure 1. Overview of a municipality (Mzezewa and Raushai, 2019:21)

1.1.2. Municipal Managers

In terms of section 56 of the Municipal Structures Act, the top management of a municipality's administration needs to have in its employ (1) the accounting officer; (2) the chief financial officer; (3) Senior Managers responsible for managing respective votes of the municipality and to whom powers and duties for this purpose of top management are designated by the accounting officer in particular.

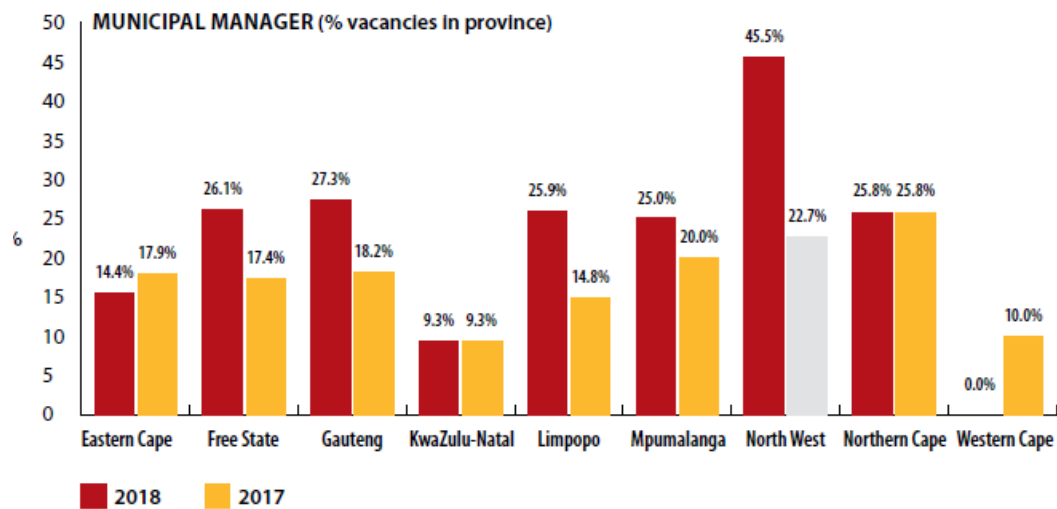
Adding to the above, Section 82 of the Municipal Structures Act (MSA) obliges a municipal council to appoint a Municipal Manager (MM) with relevant skills and expertise to perform the relevant functions required for that position. The MM is the accounting officer of a municipality and manages all major operations. This official assumes overall accountability for the municipality's administration (Maila, 2006). Also referred to as a senior manager, the Municipal Manager is directly accountable to the entity's chief executive officer (South Africa, 2007:3). As per the regulations, the municipal manager and other senior management positions need to be filled within six months of it becoming vacant. The municipal council typically appoints municipal managers and senior managers on five-year contracts, but municipal managers, on average, are serving in their positions for less than that. This constant change in management also contributes to increased staff turnover for these positions (Mzezewa and Raushai, 2019:44).

The table below drafted by Hattingh (2020:31) outlines the average duration municipal managers and chief financial officers (CFOs) in their respective positions based on the 2020 audit outcomes. On the basis of the summaries, the Northwest Province is facing the highest number of MM turnover of 42% followed by Gauteng at 27.3% (Chubb et al, 2011). The Limpopo, Mpumalanga and Northern Cape provinces all display a similar MM turnover rate of approximately 25% (Kgantlapane, 2009). When comparing 2018 and 2019 figures of MM vacancies and turnover, it is clear that the Gauteng, Limpopo, Mpumalanga, and Northern Cape provinces are consistent in municipal management turnover since 2018 (Chubb et al, 2011).

Table 1. Summary of MM Turnover in 2018-2019 and 2019-2020 (Hattingh 2020:31)

2019			ACTING MM		ACTING CFO		BOTH ACTING	
SUMMARY PER PROVINCE			NO.	%	NO.	%	NO.	%
Eastern Cape	39	EC	6	15,4%	8	20,5%	3	7,7%
Free State	23	FS	6	26,1%	7	30,4%	2	8,7%
Gauteng	11	GT	3	27,3%	4	36,4%	2	18,2%
Kwazulu-Natal	54	KZ	5	9,3%	7	13,0%	3	5,6%
Limpopo	27	LP	7	25,9%	9	33,3%	5	18,5%
Mpumalanga	20	MP	5	25,0%	5	25,0%	1	5,0%
North West	22	NW	10	45,5%	11	50,0%	8	36,4%
Northern Cape	31	NC	8	25,8%	10	32,3%	6	19,4%
Western Cape	30	WC	-	0,0%	6	20,0%	-	0,0%
Total	257		50	19%	67	26%	30	12%

2018			ACTING MM		ACTING CFO		BOTH ACTING	
SUMMARY PER PROVINCE			NO.	%	NO.	%	NO.	%
Eastern Cape	39	EC	7	17,9%	4	10,3%	3	7,7%
Free State	23	FS	4	17,4%	6	26,1%	2	8,7%
Gauteng	11	GT	2	18,2%	4	36,4%	2	18,2%
Kwazulu-Natal	54	KZ	5	9,3%	10	18,5%	1	1,9%
Limpopo	27	LP	4	14,8%	7	25,9%	4	14,8%
Mpumalanga	20	MP	4	20,0%	5	25,0%	1	5,0%
North West	22	NW	5	22,7%	13	59,1%	-	0,0%
Northern Cape	31	NC	8	25,8%	10	32,3%	5	16,1%
Western Cape	30	WC	3	10,0%	3	10,0%	-	0,0%
Total	257		42	16%	62	24%	18	7%



Graph 1. Overview of number of MM vacancies in 2019-2020 (Hattingh 2020:32).

1.1.3. Municipal Manager Competency requirements

The literature review covers the competency of municipal managers to create an understanding of the level of competency and number of turnovers reported in the recent audit. To operationalise the quantitative assessment of the CVs and exit reviews in themes of minimum competencies, I will provide an overview of the (1) competency criteria, (2) the number of MM's who are considered qualified and (3) general turnover of MM's assists in operationalising.

The prescribed minimum competency levels were first introduced in 2007 in the Amendments to Municipal Regulations on Minimum Competency Levels, 2007 as part of the Municipal Finance Management Act, 2003 (referred to as the Regulations henceforth); According to the Regulations, any individual to be appointed in a municipal manager's position should meet the competencies and requirements as outlined. If the appointees do not meet or acquire the minimum competency levels after 18 months of appointment, their contract can be terminated with Mzezewa and Raushai, (2019:4) arguing that such occurrences contribute to unnecessary staff turnover

The regulations prescribe the minimum requirements for each position with several municipal positions requiring at least a NQF level 7 such as a bachelor's degree. The adjusted regulations as published in the Government Gazette No. 41996 of 26

October 2018, include other NQF level 7 qualifications such as an advanced diploma) with the equivalent credits. Recent amendments made to the regulations as published in the same Gazette stipulates that a municipal manager needs "At least a bachelor's degree or a relevant qualification registered on the National Qualifications Framework at an NQF level 7 with a minimum of 360 credits" (Chubb et al, 2011). The requirements for the relevant positions, per the 2007 regulations, are displayed in the table below.

Table 2. Minimum Competency Levels for Municipal Managers (South Africa, 2018).

MINIMUM COMPETENCY LEVELS FOR SENIOR MANAGERS		
Description	(a) All municipalities with annual budgets of a value below R500 million; (b) All municipal entities of a parent municipality with an annual budget of a value below R500 million	(a) All municipalities with annual budgets of a value equal to or above R500 million; and (b) All municipal entities of a parent municipality with an annual budget of a value equal to or above R500 million
Higher Education Qualification	At least NQF Level 6 in a field relevant to the senior management position or Certificate in Municipal Financial Management (SAQA Qualification ID 48965)	At least NQF Level 7 in a field relevant to the senior management position
Work-Related Experience	Minimum of 5 years at middle management level	Minimum of 7 years at senior and middle management level, of which at least 2 years must be at senior management level
Core Managerial and Occupational Competencies	As described in the performance regulations	As described in the performance regulations
Financial and Supply Chain Management Competency Areas	Required Minimum Competency Level in Unit Standards	Required Minimum Competency Level in Unit Standards
Strategic leadership and management	116358; 116361	116358; 116361
Operational financial management	119341; 119331; 116364	119341; 119331; 116364
Governance, ethics and values in financial management	116343	116343
Financial and performance reporting	116363; 119350; 119348; 116341	116363; 119350; 119348; 116341
Risk and change management	116339	116339
Project management	119343	119343
Legislation, policy and implementation	119334; 116361	119334; 116361
Supply Chain Management	116353	116353
Audit and assurance	116351	116351

However, an additional amendment in the Government Gazette No. 41996 of 26 October 2018 allows municipalities to appoint officials who have not completed the required unit standards, negatively affecting the number of officials compliant with the regulation since 2007 (Hattingh 2020:3). Several municipalities have hired under-qualified individuals with potential and provide them with substantial resources towards capacity-building programmes and skills development. Upon assuming their role's, newly elected officials are placed on a programme that ensured "capacitation on legislation applicable to local government, key municipal processes, basic concepts of financial management and service delivery" (Polity, 2021). Table 3 below summarises the core competencies which MM managers need to complete before their 18 months of duty in office to be qualified. For the purpose of this study, **table 6** was used to operationalise the CV and exit reviews as well as categorizing the core competencies for descriptive assessment. **Table 4** summarises the 2020

local government audit summarising the level of competency in municipal managers (Hattingh, 2020:28).

Table 3. Core Competencies Required by Municipal Managers (Hibiscus Coast Municipality n.d.:14)

CORE COMPETENCY REQUIREMENTS				
Core Managerial Competencies	Choice of	Weight	Panel Score	Weighted Score
Strategic Capability and Leadership	X	10		
Programs and Project Management				
Financial Management	X	20		
Change Management	X	5		
Knowledge Management				
Service Delivery Innovation	X	15		
Problem Solving and Analysis	X	5		
People Management and Empowerment	X	20		
Client Orientation and Customer Focus	X	15		
Communication	X	5		
Honesty and Integrity	X	5		
Total Percentage		100		
Core Occupational Competencies	Choice of	Weight	Panel Score	Weighted Score
Competency in Self-Management	X	5		
Inspiration of and implementation within the legislative and national policy framework	X	15		
Knowledge of developmental	X	5		

local government		
Knowledge of performance management and reporting	X	15
Knowledge of global and South African specific political, social, and economic contexts	X	10
Competence in policy conceptualisation, analysis, and implementation	X	10
Knowledge of more than one functional municipal field/ discipline	X	15
Skills in mediation	X	5
Skills in Governance	X	5
Competence as required by the national line sector departments	X	5
Exceptional and dynamic creativity to improve the functioning of the municipality	X	10
Total Percentage		100

Table 3 indicates the points allocated for the acting MM's to reach their qualifications and performance scoring. All categories tabulated speak to each required core competency; the higher the score assigned to a skill, the more necessary the skill qualification. Table 2 below outlines the number of appointed MMs but does not meet their qualifications. Currently, the Western Cape and KwaZulu Natal provinces are closet in complying to the majority of the competency requirements.

Table 4. 2020 Audit of MM competency (Hattingh, 2020:28).

Province	Municipal Managers	Meet Min Competency	% Meet Competency
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(MSA S56)			
Eastern Cape	154	87	56,49
Free State	65	29	44,62
Gauteng	79	45	56,96
KZN	166	103	62,05
Limpopo	101	43	42,57
Mpumalanga	72	35	48,61
Northern Cape	70	24	34,29
North West	76	31	40,79
Western Cape	90	72	80,00

This section touches on KPI's defining the term and defining what the local government requires to be the minimum for the municipal manager KPI's. As the study also aim to assess KPI's, the figures being provided in the tabular format below will be used to operationalise the research question in terms of KPI assessment. The study thematically analysed all information from CVs and exit reviews according to the competency categories below.

(William, 2006) describe a 'Key Performance 'Indicator' as a quantitative measure used to assess the success of an organisation or employee in meeting defined performance objectives. This measurable value shows how effectively an institution is achieving key business objectives. Municipalities use KPIs at multiple levels to evaluate their success at reaching targets (Munzhedzi, 2021). Table 5 is a summary excerpt from Swartland Municipality's handbook for interested people who would like to apply for the MM position. Table 5 summarises the duties of managers and how their outcomes are reviewed. Table 6 below is then a general KPI required from MM's, which is part of their contract, which they sign. Table 6 provides insight into how the KPI from the exit reviews can be coded to operationalise the question.

Table 5. Swartland Municipal Generic KPI for MM (Swartland Municipality, 2017:1)

Generic KPIs and targets for Municipal Manager and Directors

MUNICIPAL MANAGER

The performance objectives, KPI's, annual targets and risks in the following table are applicable to the Municipal Manager:

Perf Objectives	Key Performance Indicators	Targets
09-0001: Liaison with business role-players	Annual event with local business held	Yes (before end of June)
09-0003: Sound management	Number of monthly management meetings held	At least 10 p.a.
09-0004: Legally compliant procurement	Number of appeals against the municipality regarding the awarding of tenders that were upheld	0 maximum
09-0005: Performance and financial monitoring	Number of monthly performance and financial assessments done	At least 10 p.a.
09-0006: Annual report compilation and approval	Annual Report as required by MFMA (121) tabled	Yes (annually by end of January)
	Annual Report as required by MFMA (121) approved	Yes (annually by end of March)
09-0007: Council decision Implementation	% of due council decisions initiated	100%
09-0008: Monitoring the IDP / Budget process	Number of months that the IDP / Budget process schedule were checked	At least 10 p.a.
09-0009: Functional macro-structure maintained	Annual review of the macro-structure completed	Yes (before end of June)
09-0012: LED fund management	% of the LED funds actually spent	90% for the year
10-0040: MFMA Section 131(1): Ensure that any issues raised by the Auditor-General in an audit report are addressed	% of issues raised by the Auditor-General in an audit report addressed	100%
14-0026: General KPI: Jobs created through Municipality's LED initiatives including capital projects	Number of jobs created through Municipality's capital project (contracts > R200 000)	100 for the year
14-0029: General KPI: % of capital budget spent on IDP projects	% of capital budget actually spent on capital projects identified for a particular financial year in terms of the Municipality's IDP (% of capital budget spent)	Between 90%% and 105%

Tables 5 and 6 provide a comprehensive summary of the KPIs the MMs are scored against for performance. From Table 6, we can see the municipalities weigh good governance and financial management as the top priority KPIs. Table 5 adds weight to the KPI by indicating that the MM per annum needs at least ten financial reports to keep track of sound governance and management.

Table 6. MM KPI Source: (Swartland Municipality, 2017:1)

Key Performance Areas	Weighting
Municipal Transformation & Organisational Development	15
Service Delivery & Infrastructure	15
Local Economic Development & Social Development	10
Good Governance & Public Participation	25
Municipal Finance Viability & Management	25
Spatial & Environmental	10
Total	100

Methodology

The study used a secondary data analysis of municipal managers CVs hence a qualitative descriptive review of municipality managers' performance challenges, preventing them from completing their full contractual term as a municipal manager through face to face or telephonic interviews. Access to CVs, KPI, performance agreements, performance reviews, audits and exit interviews enabled the analyses of existing data collected by others that enabled the researcher to investigate the research questions using large-scale secondary data sets that are usually inclusive of minority groups while saving time and resources (Donnellan and Lucas, 2013:1).

Research design

This proposed study is a qualitative design. Therefore the qualitative methodology was non-experimental in nature, meaning the researcher is not comparing a manipulated experimental group with a control group to answer a hypothesis (Babbie, 2020:28) The current study is defined as a descriptive qualitative study as it comparatively and descriptively explored the subject and interpret the data from Limpopo and Gauteng municipalities MM for new insights on the phenomenon of municipal manager retention (Kerlinger and Lee, 2000:25). Since the secondary data (i.e., CVs, audits, performance agreements) were recoded into KPI variables, the data can be seen as manipulated; however, the manipulation was solely for thematic categorisation of data for the content analysis and so did not fall under mathematical experimentation.

Data sampling

This research uses a purposive sampling method. Purposive sampling - also known as selective sampling - is when the researcher relies on his or her judgment when choosing members of the target population to participate in the study. Purposive sampling is a non-probability sampling method (Lavrakas, 2008:136). It is used because the study is qualitative in nature through interviews. The sample for the study consisted of selected Municipal Managers in all the municipalities of the Limpopo Province and the Gauteng Provinces. Gauteng and Limpopo are the chosen provinces for review based on the 2020 State of Local Government Finances and Financial Management audit findings, which reports an equal increase of 11% in Municipal Manager turnover from 2019 in both provinces. All audits and municipal

managers information is freely available and public knowledge in the form of annual reports, annual performance agreements (municipal managers are required to sign every year during their term after a performance assessment to set new competency goals) and annual performance assessments. The Promotion of Access to Information Act of 2000 (PAIA) allows the public to access this information. In terms of municipal manager CVs, the municipal managers will need to be contacted to access redacted information. In respect of the afore mentioned, The Promotion of Access to Information Act of 2000 (PAIA) allows the public to access such information on public officials. For more information on the PAIA, please read the ethics section.

The researcher used a sample of thirty-six municipal managers from the fifty possible municipal managers appointed in the Gauteng and Limpopo Municipalities covering the period July 2016 till May 2021. The researcher was mindful of the rule of thumb of a minimum of thirty participants per sample group. However, attrition was taken into consideration to possibly fall at 15%, with a CI of 95% (i.e., the attrition can fall between 2,6% and 27% of the subgroup). The sample number fell well beyond the minimum requirements of at least twelve participants per subdivision of a sample to get sufficiently precise estimates of mean and variance (Julious, 2005:1), if a high attrition rate is considered. In terms of sampling for municipal managers, names, and details of the MMs of the two provinces were not mentioned but kept anonymous in line with the principles of ethics in research.

1.1.4. Sample Inclusion/Exclusion

The sample consisted of secondary data on thirty-six of the fifty municipal managers employed at all the Limpopo and Gauteng provinces from July 2016 till May 2021. Secondary data includes CVs, exit reviews and audit reports on the municipal managers. Additionally, the sample was divided into municipal managers who completed their term and those who did not. Inclusion criteria include firstly, that the MM needs to be employed at the municipality for at least 12 months. Secondly, managers need to have been audited at least once (indicating the completion of a full year of work); and thirdly they (MM's) should have been employed in Gauteng or Limpopo between 2016 and 2021 as municipal elections are held every five years. The researcher excluded managers dismissed on the grounds of corruption because

the study focusses on currently employed municipal managers so that the data obtained from them is relevant and current for effective and efficient analysis and informed decision making.

1.1.5. Rational for sample and sample criteria

This research focuses on municipal managers due to the increasing level of MM turnover and because municipal managers are responsible for the administrative management of the municipalities and for good governance in the management of local municipalities. Information in CVs provided data on educational background, skills, and experience that the MM's may use in their respective roles at municipalities. The requirement of at least one year within the position serves as a baseline to review performance during an audited period.

Data collection

This researcher collected secondary data on municipal managers (i.e., CVs, performance agreements, exit reviews, yearly audits). Data was collected as part of a desktop study of municipal managers public documents on competencies and qualifications. Online desktop research included collecting relevant information available on the internet, by focusing on specific information on municipality and government websites while using various search engines, including Google, LinkedIn and Google Scholar for modulated searching (MSG, 2021). Additionally, where some local government annual reports and performance agreements were missing on their online sites, the municipalities were requested via email to send the missing documentation. Unfortunately, not many municipalities were responsive or cooperative in the request, hence the small sample of 4 municipalities.

Data analysis

The following study conducted a quantitative content analysis of the municipalities' KPI's. The KPI scoring and categorisation was already done by the municipalities, present in their annual progress reports. The data followed an inductive content analysis approach to understand the trends across the selected municipalities between Gauteng and Limpopo. Content analysis is a research tool used to determine the presence of certain numbers, themes, or concepts within some given qualitative data (i.e., text). Using content analysis, researchers can quantify and

analyse the presence, meanings and relationships of certain such numbers, themes, or concepts (Columbia Public Health, 2019).

Since the data was already scored and thematically categorised into the core competencies and KPI categories by the respected municipalities in their annual progress reports, the data analysis only consisted of further tabulating the quantitative data into comparable tables. Thereafter, the data was graphically presented to facilitate further analysis and interpretation.

Data integrity

Data integrity is a way research data is stable, complete, and accurate from the researcher's influence (Blacker, 2015).

1.1.6. Credibility

Credibility refers to the accurate representation of views of the interviewees through researcher involvement, continuous observation of interviewees and triangulation approach. (Polit et al, 2001). The study applied all these techniques to ensure high credibility of data gathered from the field.

1.1.7. Trustworthiness

This entails capturing of the source documents original ideas during fieldwork (Krefting, 1991). The researcher ensured that he has captured all the original ideas of source documents through a video or audio recording during interviews to maximise trustworthiness of data.

1.1.8. Conformability

Conformability refers to the way the data of the study is dependable or reliable (Polit et al, 2001). This is done through data audit which refers to tracing the way or process that was done to acquire and capture research data to ensure it is free from bias and is dependable (Holloway and Wheeler, 2002). The study also made use of the data audit technique to ensure maximum dependability of data is guaranteed.

1.1.9. Dependability

Dependability refers to the way the same data can be used numerous times during different time periods in various situations or environments and still remain dependable (Polit et al, 2001). The study achieved this by ensuring accuracy and consistence of data at hand through data enquiry audit and stepwise replication whereby data is compared by different researchers (Lincoln and Guba, 1985).

1.1.10. Transferability

Transferability refers to the extent to which the research results can be utilised again in similar contexts by another person (Holloway and Wheeler, 2002)

Ethical consideration

Section 32 of the Constitution protects the right of South African citizens to access information. This section states that everyone has the right to access any information held by the state, or held by any other person, that is to be used for the protection or exercise of any right (Corruption Watch, 2014). The Promotion of Access to Information Act of 2000 (PAIA) is the law that gives effect to this right. Under PAIA, anybody can request information from both natural and juristic persons. Information can be requested from public and private bodies and at the national, provincial, and municipal levels. As such, a person requesting information must present such a request in writing by completing the prescribed form. When applying to a public body, the requester/researcher is not obliged to provide reasons for his request (Corruption Watch, 2014).

As the researcher conducted desktop research and using secondary data readily available as public knowledge, ethical clearance is not required. In the event of the researcher failing to find certain information (e.g., municipal manager CV), municipalities will be contacted for the purpose of collecting the information. The researcher will comply with the basic ethical standards of keeping information confidential. The study's objective is not to specifically focus on certain municipalities or municipal managers, but rather to identify trends to facilitate the development of guidelines in the development of recruitment criteria that enhanced staff retention, productivity, and accountability.

1.1.11. Ethical clearance

Section 32 of the Constitution protects the right of South African citizens to access information. This section states that everyone has the right to access any information held by the state, or held by any other person, that is to be used for the protection or exercise of any right. As no person was interviewed and all data is secondary data collection which falls under public information, ethical clearance is not required.

Chapters outline

Chapter 1

This chapter **introduced** the study. It discusses the background, the problem statement, aims and objectives of the study. The chapter further provides a conceptual orientation of important terminology; literature review to frame the study and identify weaknesses in previous research and substantiate why the study could contribute towards strengthening local governments; description of the methodology and theoretical framework to be used in the study.

Chapter 2

This chapter is divided into two parts. Part 1 discusses the theories of governance which have influenced the legislation and roles of local municipalities and municipal managers. This part first dives into the history of local governments in South Africa to better understand the governing theories and political transformation. It then discusses the two government theoretical models which exist in cohesion within the South African government to help frame the issues local municipalities face in a more holistic light. From understanding the theoretical frameworks of governance and its layouts between the Weberian model and the New Public Management (the NPM) model, this chapter leads into a discussion on literature relevant to performance management in part 2. A literature review regarding the performance management and performance appraisal system in the context of local government is first discussed, followed by the legislative framework

Chapter 3

This chapter extensively discusses the operationalisation of the themes used for analysis and adds details of the sample chosen to the research design and methodology proposed.

Chapter 4

The chapter presents the analysis of the data using summarised content analysis graphically, with additional qualitative analysis of the graphic illustrations.

Chapter 5

In this chapter provides the findings of the analysis followed by recommendations for possible consideration. The chapter also presents a conclusion.

Chapter 2: Literature Review

Introduction

This chapter is divided into two parts. Part 1 discusses the theories of governance which have influenced the legislation and roles of local municipalities and municipal managers. The first section discusses the history of local governments in South Africa to better understand the governing theories and political transformation. It then discusses the two government theoretical models which exist in cohesion within the South African government to help frame the issues local municipalities face in a more holistic light. From understanding the theoretical frameworks of governance and its layout between the Weberian model and the New Public Management (the NPM) model. The chapter also focuses on literature relevant to performance management in part 2. A literature review regarding the performance management and performance appraisal system in the context of local government is first discussed, followed by the legislative framework - which is regarded as the only tangible metric way by which an organisation can know the level of performance of its diverse employees, according to Akinyele (2010). The chapter further discusses the involvement of employees in setting their goals and measurement criteria. Lastly, the linkage between performance feedback, incentives, and rewards, as well as employee productivity, is also explored. The chapter concludes with a discussion of the gap in the literature in performance management and appraisal systems within South African municipalities.

Part 1: Theories of Governance influencing the roles and minimum requirements of Municipal Managers

1.1.12. History of South African Governance and Political Framework

As discussed in Chapter 1, effective public administration and municipal management are vital for developmental states' functioning, such as South Africa. Without efficient and effective municipal managers committed to clearly outlined and systematically implemented development plans, South Africa may struggle to live up to its developmental objectives (Munzhedzi, 2021:25).

South Africa has built its new local governance frameworks after the Apartheid local government failed to deliver services to the people of South Africa. During Apartheid governance, there was no uniform system of local government (De Visser, 2009:8). According to De Visser (2009: 8), each province had its own local government arrangement modelled from the British regional government framework. The state of affairs was heightened by developing separate local authorities for separated racial groups (De Visser, 2009:8). This separation of local governments was meant to limit the affluent white local authorities' financial burden of servicing disadvantaged African areas (White Paper, 1998: 23). The conception of different local government establishments for different racial groups resulted in various administrations being responsible to multiple political authorities (Chipkin, 2011:77). The differentiation of local governments also resulted in a skewed distribution of wealth, resources, and services to South Africans based on their race (Chipkin, 2011: 41).

The apartheid white local government was partially constructed on the Weberian bureaucracy model. The five critical components of this model focus on (1) the hierarchy of authority; (2) qualifications-linked meritocracy; (3) application of impersonal rules; (4) security of tenure; and (5) division of labour (Weber, 1973:6). However, only the local government institutions in areas reserved for white people incorporated the elements of the Weberian bureaucracy in their governance style (De Visser, 2009:8). It was only towards the end of the apartheid era that the white local authorities fully embraced the Weberian bureaucracy and became 'premised on the idea of a machine-like Weberian bureaucracy' (Chipkin, 2011:136). As a result, white local authorities bureaucracy has been described as very rigid and intensely geared towards material exploitation through the extraction of resources and creations of colonial markets, with little to no interest in improving the quality of life for the colonized communities (Gumede and Sipholo, 2014:50). At the end of apartheid, South African governments re-incorporated previously excluded communities into the mainstream of the civil service. However, the separation of local governance by race had deeply damaged the spatial, social, and economic environments in which people lived, worked, and raised families (White Paper, 1998:13). Apartheid governance left various townships and homelands in distressing social and economic conditions (White Paper, 1998: 24 para. A.1). As such, South Africa's legacy was divided into well-governed white urban areas at the cost of black

peri-urban regions facing deep, glaring structural disparities, extreme poverty, and distorted settlement patterns (White Paper, 1998: 13). Post-Apartheid, there was an urgent need for rapid delivery of services to rectify the damages. South Africa needed transparent, efficient, participatory, and accountable management of local governance (Munzhedzi, 2021).

In summary, to mend the damages, the country needed local governments that followed uniform goals to lead the country's progress and allow equal treatment of all. As such, the usefulness of Weber's model in delivering services based on the need of a community was questioned by the South African government. The Weberian model's requirements of qualifications and practical experience would have continued excluding the African majority who wanted to participate in political and economic governance (Ntliziywana, 2017:35). Therefore, the Weberian bureaucracy stood in the way of the new democratic government's intention for the political transformation of the public services towards de-racialisation (Picard and Mogale, 2015). Consequently, the government adopted the New Public Management (NPM) as a local and national government policy to ensure rapid service delivery and deracialising public administration (Gumede and Sipholo 2014:50).

The South African government set up an elaborate legal framework to enforce the NPM at the local level, to restructure local government internally and externally to ensure effective service delivery. However, despite the introduction of the NPM at local government, poor service delivery is still prevalent in many municipalities, partly due to corruption, patronage, and skills deficits. Approximately nine years after the piloting of the NPM, the majority of local municipalities were showing signs of distress or dysfunctionality (Twenty Year Review, 2014:3). In 2009, an assessment on the 283 municipalities that existed in the country was conducted by the Department of Cooperative Government and Traditional Affairs (CoGTA). The CoGTA identified various service delivery and governance problems reported in municipalities over the years' (State of Local Government Report, 2009:4).

These problems included (State of Local Government Report, 2009:4):

- issues with the political-administrative interface;
- intra- and inter-political party issues negatively affecting governance and delivery;

- corruption and fraud;
- massive service delivery and backlog challenges on housing, water, and sanitation;
- poor communication and accountability relationships with communities;
- weak civil society formations;
- poor financial management; and
- insufficient municipal capacity due to a lack of scarce skills.

These problems manifested themselves (1) in service delivery protests which increase in frequency and violence over time (Powell D, O'Donovan and De Visser, 2015); (2) poor financial management resulting in adverse and qualified audit opinions by the Auditor-General; and (3) a various court cases and reports on corruption, maladministration, and fraud in the procurement of goods and services (De Visser and Steytler, 2016:1). According to the 2020 State of Local Government Finances and Financial Management audit, three major factors for municipalities' provincial interventions were identified: governance failures, financial failures, and service delivery failures. The report confirms a high level of municipal manager turnover due to inadequate human resource capital to ensure professional administration and positive relations between labour, management, and councils. The *Twenty-Year Review South Africa (2014)* had also presented similar conclusions about the state of local government. Comparing the *Twenty-Year Review (2014)* with the 2020 audit confirm that despite the efforts allocated to improve service delivery, the local government struggles with its goals due to a lack of skilled personnel. The State of Local Government Finances and Financial Management audit (2020) states that a variety of issues are at play, including: instability of municipal administration; little to no experience in key management positions; high vacancy rates after local elections; the length of time it takes to conclude performance contracts; and poor relations between elected and appointed officials.

Given the abovementioned concerns, the South African government noted that the NPM method does not work for efficient service delivery in their governance. In an attempt to turn the tide at the local-government level, we now see resurgence in the Weberian service delivery model (Ntliziywana, 2017:329). There has been a shift in

thinking from a wholehearted commitment to the NPM paradigm in the past few years. The NPM initially provided hope of bringing efficiency and effectiveness while getting rid of tardy, incompetent, and time-serving public service providers. The ongoing dysfunctionality of many municipalities and municipal entities has forced the government to rethink its theoretical position (Ntliziywana, 2017:330). The return of the Weberian service delivery model was occasioned by the disenchantment with the NPM paradigm within five years of its operation (Gumede and Sipholo, 2014:52). Although the government had not entirely abandoned the NPM paradigm, it swiftly moved towards the Weberian service delivery model. However, the difference in this application of the Weberian model is a stern focus in reintroducing qualifications-linked meritocracy, alongside the NPM's performance-linked meritocracy, in local public administration (Ntliziywana, 2017:330).

1.1.13. The Weberian administrative model

Max Weber, a German scholar who was one of the most influential social scientists of the twentieth century (Raadschelders, 2010:304), proposed that the most effective and efficient form of an administrative state was a purely bureaucratic one (Weber, 1947:337). Weber's proposal of a modern bureaucratic state or organisation emphasized its efficient means of controlling the work of large numbers of people, ensuring that decisions are taken according to standard criteria (Weber, 1947:119). It is technically superior to any other type of organisation in accomplishing complex goals. Furthermore, it brings about equality because civil service rules and codes of conduct reduce discrimination (Weber, 1947:122).

In his publication *Economy and Society* (1922), Weber maintained that administrations or organisations must follow a specific structure (Weber, 1922: 967). According to Weber, the following structure needs to be in place for effective service delivery: positions must be fixed and legally prescribed; organisational procedures must be codified in written rules; employment in a bureaucratic post must require proven skills in the tasks involved; there must be clear lines of authority connecting superior and subordinate positions; in return for their pay, the service delivery official must devote full working time to the organisation and not allow personal concerns from outside work to influence the performance of tasks (Weber, 1973:13). From this structure, one can readily identify some of the key characteristics that Weber's ideal

type of bureaucracy should possess. An administration or organisation must have a hierarchy of authority; division of labour; impersonal rules, be meritocratic, and provide security of tenure. The key characteristics are briefly discussed below.

1.1.13.1. Hierarchy of authority

Weber maintained that the authority to give commands required for the execution of official duties should be distributed stably and strictly constrained by rules placed at officials' disposal (Weber, 1946:196). In this respect, positions are arranged pyramidally, with each position responsible to the one above them. This creates a monocratic hierarchy, where eventually, all persons are answerable to the one person at the top. (Weber, 1946:195). The creation of posts must start from the top and move down to the lowest level of public officials. Creating a cascading system of command makes coordinated decision-making possible (Weber, 1922: 198). It creates a firmly ordered system of super- and subordination in which there is the supervision of the lower offices by the higher ones. Such a system creates clear lines of accountability between superior and subordinate positions and offers citizens the possibility of appealing the decisions of a lower office to its higher authority. It also imposes strict and uniform discipline and control over the personnel. Given the current municipal system, we still see a hierarchy of personnel reporting to the municipal manager, who then reports to the mayor (South Africa, 2011:6).

1.1.13.2. Division of labour

Concerning the division of labour, Weber proclaimed that the modern bureaucracy involves a neatly articulated division of labour, with personnel subject to strict and uniform discipline (Weber, 1922: 125). He wrote that 'the regular activities required for the bureaucratically governed structure are assigned or distributed in a fixed way as official duties' (Weber, 1922: 197). Each office has a well-defined sphere of competencies, with duties or jobs clearly defined and marked off from other offices. By their nature, these functions are assigned to each position instead of being assigned to a person (Weber, 1947:122). These functions are also objective and have been explicitly fixed by previous decisions. This characteristic, in essence,

creates a principle of fixed and official jurisdictional areas, each area being assigned regular activities as official duties (Sager and Rosser, 2009: 1142).

1.1.13.3. Impersonal rules

In his ideal type of bureaucracy, Weber held that the management of the office follows general rules, which are somewhat stable, exhaustive, and can be learned by anyone who joins (Weber, 1922: 123). According to Weber (1922:123), bureaucracy means subjection to impersonal rules. Thus, requiring officials to deal with their subjects impersonally and without respect to a person or their status. According to Weber, to rule over a multiplicity of people typically requires a staff of administrators reliably executing the leader's general ordinances and specific commands (Weber, 1922:124). Decision-making in this ideal bureaucracy must be based on the application of standardized rules to similar situations (Klingner, 1983:46). These rules should not be formulated on a case-by-case basis but be abstract and general, applying equally to every bureaucrat or official (Sager and Rosser, 2009:1142). The generality of these rules requires the categorisation of individual cases based on objective criteria (Klingner, 1983:46).

1.1.13.4. Meritocratic or professional appointments

In order to hold a position in Office, individuals need to meet the requirements of a prescribed course of training and a prescribed special examination as employment prerequisites (Weber 1946:198). To this end, professional qualifications and knowledge are essential for office employment and the bureaucracy's proper functioning. Officials are selected based on objective qualifications acquired by training and established by examinations. As such, officials owe their positions to examinations and diplomas certifying their professional qualifications (Weber 1922:126). This selection is made by superior authority based on a contractual relationship between the officials and the organisation (Weber 1922:127). Bureaucrats should be 'appointed to administrative offices because of their skills (meritocracy) and not their ancestry' (Sager and Rosser 2009:1139).

1.1.13.5. Security of tenure

In Weber's model, the provision of opportunities for long-term career rewards is also central to the effectiveness of the bureaucracy. In this regard, bureaucratic jobs are for life and carry a right to a pension and relative security against random dismissal (Weber 1922:127). Making employees full-time career workers fosters increased organisational control over them. Promotion is by seniority, not merit. This means that there is no way of jumping the queue because junior staff cannot overtake senior staff for promotion based on performance (Sager and Rosser 2009:1139). Performance or merit is not a requirement for a promotion. It is a requirement only for appointments (Chipkin and Lipietz, 2012). Similarly, salaries relate to status, not performance (Weber 1922:127), thus making the office a sought-after position.

1.1.13.6. Considering Political-Administrative Dichotomy

In his later works, Weber was uncertain about the political implications of bureaucracy, especially those for democracy (Ntliziywana, 2017:54). He recognised that the power of the modern bureaucracy was in danger of becoming overwhelming, and this presented a possibility that bureaucracy would overpower democracy (Weber, 1973: 22). He was deeply concerned that those who staffed the bureaucracy would themselves become the masters of the state (Weber, 1973: 22). He saw a potential situation in which the everyday rule of the bureaucracy over parliament and parliamentary government might develop into an uncontrollable bureaucratisation (Sager and Rosser 2009: 1138). In an effort to make the state work efficiently and rationally while at the same time keeping the public servant's influence in check, Weber advocated for a strict separation of the political and the administrative spheres. He stressed the subordination of bureaucracy to its political master, the elected politician. He held that the bureaucrat should be bound by obedience to the political power holder (Weber, 1973: 29).

1.1.14. Summarising the Weberian administrative model

In sum, Weber pictures an effective public administration as a formal, professional, hierarchically organised, and meritocratic public administration (Weber, 1922). He insists on a bureaucracy that displays a clear pattern of authority, the efficient specialization of tasks, the impersonal and professional ethics of the bureaucrat, and

comprehensive record-keeping for ensuring reliability and accountability (Weber, 1946). Weber's ideal type of bureaucracy is structured in a manageable and predictable way: manageable, in the sense that jobs are clearly defined, work is performed by experts, and lines of accountability are clearly drawn; and predictable, in the sense that rules are not formulated on the case-by-case basis but are rather abstract and general, applying equally to everyone (Weber, 1947). However, Weber was not completely at ease with what he saw as the inevitable ascendancy of bureaucracy, fearing that it could become a tool too big for society to handle (Weber, 1973). Thus, he proposed a strict separation between administration and politics in order to keep the highly efficient and effective but potentially overwhelming bureaucratic apparatus out of politics (Sager and Rosser 2009: 1140).

1.1.14.1. Problems with the Weberian administrative model

Over time, the Weberian model reported efficient service delivery and financial management problems due to office size, rigid procedures, hierarchy, and tenure problems (Chipkin, 2011:75). The critique relating to the size of the bureaucracy in a Weberian model was on two fronts, namely waste and poor performance. It was charged that the bloated administration size meant excessive expenditure is being devoted to funding administrative positions that are now thought unnecessary. It should be noted that Weber did not envisage a large organisation. It only became large due to the specialisation of tasks where everyone performed tasks solely related to his or her office (Sager and Rosser 2009:1140). The critique of rigid procedures is that in the Weberian bureaucratic model, the achievement of results is less important than maintaining processes and rules. Rules themselves become what the organisational effort is directed at achieving instead of fulfilling the organisation's purpose (Raadschelders, 2010:310). Despite some of the advantages of the Weberian bureaucratic model, critics argue that fixed and rigid procedures and orderly working patterns were not suitable for a constantly changing environment (Osborne and Gaebler, 1992:12).

As such, Osborne and Gaebler (1992:12) argued that a Weberian bureaucracy will not function well in a rapidly changing, information-rich, governing world. The critique on hierarchy argues that the organisation system runs on the assumption that

establishing the hierarchy of the personnel system and jobs would lead to satisfactory results by themselves. As such, all personnel assume that they are not accountable for the efficiency and effectiveness of the organisation in performing its tasks, as it becomes the concern of someone else (Hughes, 2012:44). Lastly, in the Weberian bureaucracy, personnel rules are protective of individual employees. These rules make it difficult to discipline employees and near impossible to dismiss them despite evident incompetence. The critique is that this breeds 'timeservers, not innovators (Hughes, 2012:44) in that one cannot make the employees responsive if the employees do not feel like it. Because of their assurance of tenure and job security, there is no incentive to respond to changes, resulting in disinterest (Cayer, 2004: 64).

A post-Apartheid South Africa needed an efficient and accountable government that focused on budgeting finances for service delivery and was innovative with social and economic problem-solving. However, the Weberian model did not leave much room for creativity or change, nor did it push its municipal personnel to be accountable or take the initiative. As such, a sole Weberian model did not suit the South African governance, which insists on creativity, attainment of goals, and accountability (Cayer 2004:68).

1.1.15. The New Public Management Framework of Governance

The late 1970s and early 1980s saw the emergence of a theory of effective public administration called the New Public Management (the NPM) (Dreschler, 2005:23). It is an alternative theory representing a response or a reaction to the bureaucratic theories by Weber. This new model is not a coherent theory but has several embodiments representing the rejection of some elements of the Weberian bureaucratic state and merging under the broad title of New Public Management.

In essence, this model seeks to reorganise governance in a way that mitigates Weber's 'accountability deficits through the introduction of market-based mechanisms' (Chipkin and Lipietz 2012:3). The NPM's emphasis is on transferring business and market principles and management techniques from the private into the public sector, which is in line with the neoliberal understanding of state and economy (Drechsler 2005:17). The NPM follows that the bureaucratic arrangements

once successfully provided security, jobs, and economic stability, ensured fairness and equity, and delivered the 'one size fits all' services needed for most of the twentieth century (Picard and Mogale, 2015:35). Since the mid-1960s, however, organisational arrangements invented at the dawn of the industrial era have become outdated (Drechsler 2005:18).

The South African local government sphere has adopted most of the principles underpinning NPM. These key NPM principles include: the decentralization of powers; participatory planning; effective and efficient performance management; financial service reforms; outsourcing; and contract appointments (Chipkin and Lipietz 2012:5). Although the focus of this research is mainly increasing the outcome of performance management to increase efficiency of municipalities, these other principles are discussed in the following paragraphs with small insights into their applicability to the local government as they all interconnect with managerial performance outcomes.

1.1.15.1. Decentralisation

One of the features of NPM all over the globe is the abolition of centralisation of decision-making powers and personnel and financial control mechanisms (Polidano, 1999:51). Decentralisation in the context of NPM refers to delegating greater managerial authority and responsibility to public or municipal managers (Cameron, 2009, p. 915). Decentralisation also includes delegating some of the selected administrative functions to lower levels within municipalities (Cameron, 2009: 915). As specified earlier, pre-democratic South Africa was highly centralised as provided by legislations such as the State Tender Board Act, 1968 (Act 86 of 1968). This centralisation of human resources powers conflicted with international best practices and the provisions of the NPM (Ncholo, 2000:89). However, at a later stage in all spheres of government - through the Public Service Laws Amendment Act, 1997 (Act 47 of 1997) and Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) respectively - line departments were given greater autonomy to manage and report on human resource matters.

This change in legislation aimed to achieve an effective and efficient service delivery provision. Executing Authorities (mayors in municipalities) were allowed to also delegate some of these powers to their municipal managers (in municipalities). Equally, these municipal managers as provided by the Local Government: Municipal Finance Management Act, 2003 (Act 56 of 2003), may delegate some of their powers to their departmental managers through the delegation of authority framework. Such powers to be delegated to the departmental managers include (but are not limited to) the municipal and staff issues, the appointment, promotion and transfer of staff members, and performance management (Ncholo, 2000:89-90). This delegation may even go to the junior employees of the municipality in that they are the ones charged with day-to-day operations of the municipality as well as service delivery. However, of outmost significance is the fact that delegation goes with accountability. However, the NPM framework requires that any powers delegated by a higher authority must be accounted for by the official who receives the delegated with powers (to ensure accountability) (Cameron, 2009:915). Municipalities in South Africa are obliged to delegate functions as per the legislative framework underpinning their operations (Picard and Mogale, 2015: 54). However, the level of delegation varies from one municipality to another.

1.1.15.2. Participatory planning

Community participation is the core of the provisions of the policy framework regulating the participation of municipal stakeholders in the integrated development planning (IDP) process of the South African local government (Van Rooyen, 2013:126). Van Rooyen (2013:134) argues that community participation is an essential element of local democracy. Community participation refers to allowing local communities to contribute to the municipality's planning, policymaking, and budgeting positively (Ntliziywana, 2017:352). In the South African context, community participation in all municipalities is enshrined in several legislative frameworks and policies, including but not limited to the Constitution of the Republic of South Africa of 1996, the Local Government: Municipal Structures Act, 1998 (Act 117 of 1998), the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) and the White Paper on Local Government of 1998 (Vivier and Wentzel, 2013:239). The most common types of community participation are direct citizen participation

and participation through associations such as business forums. Direct citizen participation in South African municipalities relates to a process where members of the community participate as individuals. Participation through associations signifies representative participation whereby community structures are elected to participate in their municipality's integrated development planning and budgeting process (Madumo, 2014:132). The participation of local communities in the municipal programmes and activities is one of the essential elements of NPM, which encourages participatory planning through democratic structures. The NPM concept contrasts with the perception that local communities, particularly in the local sphere of government, are merely recipients of municipal services and do not have to be actively involved in the planning of municipal programmes. However, there is a challenge in reality, as this process in South Africa is prolonged and considered tedious to attempt interactions between local communities with their local and district municipalities. Due to this tedious and cumbersome participation process in many South African municipalities, potential for conflict often arises in that communities often become impatient of forever waiting for the promises of their municipalities (Madumo, 2014:141).

1.1.15.3. Performance management

There are two central values to performance management. These relate to it being both a mechanism to tie managerial independence to the actual delivery of services, as well as an accountability system for senior managers (Ntliziywana, 2017). Performance management relates to entering agreement, written, and negotiated, between government and managers in which quantifiable targets are neatly set out for a given period. At the end of the set period, the performance is measured against those targets (Larbi, 1999:52). Performance management ensures that the chosen public officials are held accountable for their actions while they enjoy the freedom to make service delivery decisions. All municipalities in South Africa are required to set explicit goals and targets to measure the performance of that specific municipality (Munzhedzi, 2011:23). Under the NPM, every municipality employee must enter into a performance contract or agreement with his/her immediate supervisor. Measurement of employees and municipal performance is basically the core of public management reform in many countries of the world (Pollitt and Bouckaert,

2004:90). In the South African public service performance management was introduced through the Public Service Laws Amendment Act of 1997 and the Public Service Regulations. Within the local sphere of government, Local Government: Municipal Structures Act, 1998 (Act 118 of 1998), Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) as well as the Local Government: Municipal Finance Management Act, 2003 (Act 56 of 2003) were the main pioneering legislations (Miller, 2005:86–89).

Consequently, scholars observe that accountability in performance through contracts have replaced rule-based employment practices. However, most municipalities lack an effective and efficient performance management system to enhance performance (Miller, 2005:191). The efficiency of the municipality is usually measured primarily on the success of the project implementation and municipal service delivery (Ntliziywana, 2017). However, challenges such as political-administrative interface, low compliance of signing of performance agreements by senior officials, and lack of understanding by municipal officials often hinder the effective implementation of the performance management system (Ramuvhundu, 2012:42). Additionally, the targets of municipal managers are cascaded down to the respective directors of the municipality until the most junior person in that municipality (Ramuvhundu, 2012:43). It, therefore, means that if two directors of the municipality have not achieved their targets, then the municipality as a whole might not achieve its targets (Van Der Waldt, 2014:158).

1.1.15.4. Financial service reforms

Reforms in the financial services sector of many countries of the world are at the centre of NPM reforms. One of such financial reforms is the shift from line-item budgeting towards programme budgeting (Cameron, 2009:917). The fact is that there was also a shift away from detailed financial regulations and compliance management (which were the underpinnings of traditional public administration) towards providing managers more financial discretion to make financial decisions (Hughes, 2012:52). This means that the introduced NPM entailed offering managers in municipalities more significant control over budgets for which they are held accountable. In addition, the local sphere of government has Local Government:

Municipal Finance Management Act, 2003 (Act 56 of 2003), which introduced budgetary reforms making provision for the participatory planning (budgeting) where relevant stakeholders such as local communities are consulted. The Local Government: Municipal Finance Management Act, 2003 (Act 56 of 2003) initiated a performance-based approach whereby the emphasis has now been moved from rules and inputs to responsibilities and outcomes.

One of the main objectives regarding financial reforms has been that managers in the municipalities must be offered more responsibilities while also holding them accountable for their strategic and operational functions (Republic of South Africa, 2003). Greater emphasis is now put on efficiency and performance, particularly as it relates to municipal service delivery (Ramuvhundu, 2012). However, most municipalities in South Africa are not doing well regarding municipal financial management, judging by the report of the Auditor-General on a year-to-year basis (The Twenty-Year Review, 2014). Unfortunately, multiple municipalities in South Africa have been obtaining negative audits consistently for years without enduring any consequences.

1.1.15.5. Contract appointments

The NPM emphasizes the private sector management style to bring about effectiveness and efficiency in the public sector (Carstens and Thornhill, 2000). Amongst other provisions of the NPM framework is that appointment of senior staff must be contractual and that the appointments must be based on merit, skills, and capacity rather than political association and nepotism. Hughes (2012:57–58) believes that NPM also emphasizes performance, which leads to short-term appointments by contract. It is believed that a person appointed on a contractual basis is more likely to perform well and be more productive in that the renewal of their contract is not guaranteed. Renewal of such a contract is dependent on the performance of a particular employee. Like in the private sector, the NPM framework entails terminating the contracts of those who do not perform (Miller, 2005:89).

In compliance with the principles of NPM, the African National Congress government has introduced five years' renewable contracts for accounting officers since 1999

(DPSA:SMS Handbook, 2009). However, Cameron (2009:927) has raised a concern with a high turnover rate of the South African municipal managers, which is primarily associated with the politics-administration interface. Another contributory factor on these turnovers of accounting officers is that it is not always the best candidate who gets appointed, leading to premature termination of contracts (2009:928). As such, Cameron (2009:928) believes that the system of contractual appointment has not been a success, particularly in developing countries with a shortage of skills.

1.1.15.6. Outsourcing

Another emerging form of decentralisation is outsourcing which implies the transfer of operational powers and responsibilities, as well as service provision activities from public institutions to suitable private sector enterprises, particularly non-core activities (Vyas-Doorgapersad, 2011:240). Vyas-Doorgapersad (2011:240) refers to outsourcing as a means by which municipal services are provided through contracting, subcontracting, or externalising mainly due to lack of capacity. From a wider perspective, outsourcing encompasses a wide range of policies to encourage private sector participation in municipal service provision while eliminating the monopoly status of service provision to the municipalities (Larbi, 1999:27). In such instances, the municipality's responsibility is only to specify what it wanted and pay the private sector enterprise which rendered or provided such needed service or goods (Ntliziywana, 2017). Municipalities in the country are indeed outsourcing their constitutional mandated services to the private sector through what is commonly known as tendering. In most instances municipalities outsource because they lack skills and capacity to render specific services to their localities (Ramuvhundu, 2012:143).

1.1.16. Challenges in the applicability of NPM principles

The NPM framework has good provisions and intentions since it was introduced in the public sector of the western world, and later in Africa (Ntliziywana, 2017). However, South African municipalities have been struggling to implement these good provisions and intentions effectively and efficiently (Ramuvhundu, 2012:187). As stipulated above that decentralisation is one of the core elements of NPM, Cameron (2009: 936) posits that in practice, there has not been much decentralisation from

the executive authority to managers in the South African municipalities in their entirety. In instances where decentralisation is a provision of the law, then several cases of a political-administrative interface are reported. As articulated above, it is a provision of the NPM that local communities and stakeholders should be involved through participatory planning activities. These participatory planning activities are undertaken so as to determine which goods and services are to be provided (Drechsler 2005:15). However, political parties often balance between the needs of the local communities and detrimental political consequences. Put simpler, political interests receive greater consideration at the expense of the needs of the local communities. In essence, a political party's manifesto often becomes the policy of a particular municipality, either as an integrated development plan or a municipal budget (Gumede and Sipholo, 2014:52). As such, attendance and consultation of local communities is very minimal if it does take place at all.

Additionally, South African municipalities continue to struggle regarding financial reforms that encourage effectiveness and efficiency, involvement of relevant stakeholders in the budgeting processes, and internal auditing to identify corrupt practices when they ensue (Hattingh, 2020). Munzhedzi (2021:6) correctly posits that public sector procurement and corruption are like inseparable twins in that most of the government's acquisition processes, including within municipalities, are often infiltrated by corrupt practices. To this end, the implementation of the good intentions of the NPM framework becomes problematic (Chipkin and Lipietz, 2012). The issue of skills and capacity in the South African municipalities equally requires necessary attention so that policies and NPM principles could be adequately implemented (Drechsler, 2005:23). The skills shortage and capacity are the greatest challenge facing the democratic South African municipalities (Munzhedzi, 2021:7). As a result, good programmes and policies are poorly implemented if implemented at all.

1.1.17. The resurgence of Weberian Bureaucracy at the local level

This section discusses the resurgence of the Weberian model of service delivery in local government. Throughout the chapter, it was shown that the Weberian model of service delivery was somewhat displaced (Drechsler, 2005). However, the NPM model, which sought to succeed, never took off as envisaged – it was too difficult to implement (Ntliziywana, 2017). In instances where the NPM was implemented, it

often produced adverse outcomes such as patronage, corruption, maladministration, to mention just a few (Chipkin and Lipietz, 2012). As a result of the NPM model of delivery failures to produce the intended goods and the unintended consequences it brought about, there has been a resurgence of Weberian model of governance alongside the NPM model (Munzhedzi, 2021:9). National government has been incrementally reintroducing qualifications-linked meritocracy side by side with the NPM's performance-linked meritocracy in local public administration to reinforce the professionalisation of the sector (Picard and Mogale, 2014). These developments lend credence to the critique that the NPM is unsuitable to developing countries, South Africa included (Ramuvhundu, 2012).

This resurgence enforces qualification criteria, see updated the Systems Amendment Act, which requires an additional element of suitability, reinforcing both the Weberian and the NPM models (Ntliziywana, 2017). This means that the bar has somewhat been raised as both the Weberian and the NPM elements form part of appointment requirements (Ntliziywana, 2017). The resurgence of the Weberian bureaucracy is further expressed through the separation of politics from the administration (De Visser 2009:8), and the revival of professional institutes that would train and discipline members.

The Weberian elements that are re-emerging also reinforce the NPM, namely qualifications, experience, suitability, professional independence, ethics, and professional institutes, can be summed up in the broad appellation of 'professionalism' (Munzhedzi, 2021). They reinforce the idea of professionalisation of local government. Professionalisation is defined to include the appointment based on professional qualifications and knowledge and subjection to a code of professional ethics to maximize human potential and ensure efficient, economic, and effective use of resources (De Visser 2009:9).

1.1.17.1. Implications for Managerialism with the Resurgence of Weber's Model

The resurgence of some Weberian form of bureaucracy elements has implications for the NPM precepts of managerialism. The autonomy enjoyed by managers must be balanced by proven skills, expertise, qualifications, experience, and

competencies. The resurgence of Weberian bureaucracy has consequences for the open skills recruitment practice. However, as has been noted, the Weberian elements exist side by side with the NPM elements, so a limited form of lateral appointment still remains. Municipalities do not appoint the best and the brightest fresh from college, who then grow within the systems to become senior managers. Senior managers from the private sector or elsewhere are appointed, provided they meet the Weberian competency criteria now in existence (see legislation in Chapter 1). As such, new entrants from outside local government will have to prove their inputs before an appointment. A failure to prove or comply with entry requirements holds severe repercussions despite proven capabilities elsewhere. This blanket exclusion deprives the local government of the kinds of managers required to turn the tide of dysfunction. Based on observations, meeting entry requirements does not guarantee excellence, whereas proven capability does.

Based on the implications of managerialism, this dissertation hopes to add a body of knowledge on any trends of accomplishments or met entry requirements which may predict capability of good governance of municipal manager. The researcher will use secondary data on municipal manager accomplishments, experiences, and progress reports to examine trends which can be added to for consideration above and beyond the update's legislation for Competency Regulations and Section 72 of the Systems Act, which enjoins the national minister responsible for local government to make regulations dealing with capacity-building within municipal administration.

1.1.17.2. Informal initiatives towards professionalisation

The professionalisation initiative of the national government was supported by the 'professionals in the system' who were seeking to establish a gatekeeping mechanism through professional associations. These associations were hoping eventually to obtain statutory recognition as they had under apartheid (De Visser 2009:8). The repeal of the statutes that gave these professional association statutory recognition during apartheid left a vacuum in the regulation of the municipal finance and municipal manager profession. Nothing was put in place to enforce the registration, skills development, and professional status of candidates before they could be appointed into senior municipal positions (Ntliziywana, 2017). Instead,

generic qualifications had no focus on local government and the enforcement of professional ethics, and as such were not appropriate for the local government sector (Munzhedzi, 2021:7). Consequently, the system of local government faced serious problems of incapacity, incompetence, fraud, corruption, and the general dysfunction (see section on NPM). This was due to the exclusion of South Africa's black majority from the training and professional development of municipal managers and finance officials in the past and the halting of such training and professional development in the current dispensation (Ramuvhundu, 2012). The new demands of local government to rectify the after-effects of apartheid required more skills and expertise, which were not there (Buthelezi and Dollery, 2004: 98).

1.1.18. Summary of Part 1:

Although there has been a shift to balancing segments of NPM and Weberian Bureaucracy, incompetence due to skills requirements is still an overwhelming problem for the municipalities (Munzhedzi, 2021:9). Legislations have updated to keep a balance of skills-based appointments, while incorporating progress management and contract employment to encourage accountability of service delivery-based actions. However, there is still an ongoing need for knowledge systems which can inform on which experiences, educational background and KPI capabilities will lead to effective municipal management of the local government, particularly in problem areas. As such, to better assess the current knowledge systems and KPI capabilities. The next section (part two) discusses the conceptual model of performance management and performance appraisal.

Part 2: Performance Management and Performance Appraisal as the tools to assess local municipalities' KPI and management.

1.1.19. Performance management defined

Performance management, which is also known as the "Achilles Heel" of human capital management, is described by Gruman and Saks (2011:123) as a vital component of organisational efficiency since it symbolizes the primary processes via which work must be done and completed. Therefore, each manager in every organisation should make performance management their top concern.

Since performance management is significant, no study or organisation adopts the same definition. As a result, performance management and what it comprises are defined differently or numerous times. In order to ensure that the performance targets are accomplished, performance management is crucial for all organisations. It makes sure that each individual, group, or organisation is assessed on their abilities, procedures, and knowledge and given feedback for development. Performance management, according to Aslam and Sarwar (2010), "is not a single process or technique, but rather a concept, a set of processes, or a holistic approach embracing motivation, development, and knowledge of employees' expectations, evaluating and appraising performance with the objective of identifying areas of concern that need improvement." In contrast, according to Bagerkord (2012: 176), "performance management is a technology-science founded in application methods and targeted at helping the established organisations to administer the behavior and results, typically classed as performance." Performance management is described by Sahoo and Mishra (2012) as a structured process that aims to improve an organisation, a group, and an individual. While Aguinis, Joo, and Gottfrdson (2012) "describe performance management as a continuous process of quantifying, identifying, and developing individuals and teams' performance and aligning strategic goals with performance," Dzimbiri (2018) defines performance management as "the integrated and strategic approach to providing continuous success to companies by increasing team and individual work performance." Although multiple meanings have varying uses, they all refer to the same thing in a relative sense.

1.1.20. The objectives of performance appraisal and performance management

1.1.20.1. Performance Management objectives

All relevant stakeholders must reach agreement on clearly stated objectives, often known as "goals," which serve as the basis for the Performance Management System (PMS) process. The key components of performance management, such as planning, communication, data collecting, observation, and coaching, are reviewed and modified as targets while creating the PMS goals. The PMS objectives should

be assessed to accomplish the following overarching performance elements, according to Armstrong and Baron (2006:15):

- To enhance dialogue between staff members and their management
- To make clear the mission, goals, roles, responsibilities, and priorities
- To define success standards for the performance assessment goals
- To establish a direct connection between employee performance and rewards within a fair distribution system.
- To present chances for performance improvement.

It is crucial to periodically review and alter the PMS objectives in accordance with the stated aim because the goals and objectives of the Local Municipalities are subject to constant change as the years go by.

1.1.20.2. Performance Appraisal objectives

The definition of performance appraisal given by Lee (2021) states that it is one component of performance management. It is an ongoing process of monitoring performance and making adjustments within a predetermined time frame. Consequently, performance evaluation has two fundamental goals: evaluation and development (Lee, 2021). In the former, the purpose of performance appraisal is to let employees know how they are doing. Reviewing the performance data gathered allows for both rewarding excellent performers and criticising and, if required, warning those who did not perform as well. The latter, or developmental goal, of performance appraisal aims to uncover the issues or challenges preventing individuals from performing their assigned responsibilities effectively. Performance information is gathered and analysed in this manner to offer potential employee performance improvement strategies. The abilities required to improve employee performance would be determined by the performance data gathered.

In this manner, McGregor (1960) stresses the three main aspects of the performance appraisal objectives:

- Administrative: To offer reasonable methods for deciding on pay raises, transfers, and promotions.

- Informative: To provide management with crucial information about employee performance, including their strengths and limitations.
- Motivational: to design educational opportunities that will inspire personnel to grow personally while also enhancing performance.

The aforementioned classification is significant because it highlights the many functions or purposes of performance evaluation as well as the diverse organisational philosophies that support performance evaluation (Anderson, 1993). It is evident from the explanation above that the purpose of performance reviews is to gauge an employee's aptitude for carrying out the tasks they have been given. In light of this, the goals of performance reviews should centre on employees' growth in order to guarantee that the intended performance is realized. Thus, the following aims are possible from that perspective:

- Periodically reviewing employee performance.
- Finding performance gaps to compare actual employee performance to that anticipated.
- Assisting management in maintaining and enhancing the bond between workers and management.
- Recognizing both the high- and low-performing individuals to advance the goals of rewarding and punishing.

1.1.21. Performance Management System

According to Armstrong and Baron, 2015, a Performance Management System (PMS) assists organisations in achieving long-term gains in organisational performance. The PMS also serves as a change agent, increasing employee motivation and commitment. Individuals can improve their skills and reach their full potential.

1.1.21.1. Development of a performance management system

A Performance Management System (PMS) aids organisations in enhancing their performance over the long term. The PMS boosts employees' motivation and

dedication while serving as a lever for change. People can hone their skills and realize their full potential (Armstrong and Baron, 2015).

- **The introduction of a PMS** - Before the municipality can implement the PMS, it is critical that councillors and employees are familiar with the concept, understand the phases, how it fits into the overall management cycle of the municipality, and the benefits that such a system would bring.
- **Gearing-up for performance management** - The municipality must take action to guarantee that the PMS is ready to be implemented. It is crucial to run an extensive communication strategy that targets every employee.
- **Consultation of performance management** - Communities should be consulted during the IDP process to collect baseline data and set developmental objectives.
- **Setting performance measurement** - The Mayor must establish realistic performance measures for the Municipal Manager and Municipal Manager for the senior managers at the various hierarchical levels of the municipality.
- **The performance management model** - The municipality must decide on a model for organising the measures so that it can be of greater assistance in the management process and track progress toward strategic goals.
- **The performance review and reporting** - The Municipality would have to agree upon reporting structures and processes that need to be followed: monitoring, evaluating, reviewing, giving feedback, and suggesting improvements.
- **Auditing performance measurements** - The Performance Audit Committee (PAC) is in charge of ensuring that reports on PMS achievement are audited and supported by documented proof.
- **Linking organisational and individual performance-** The two systems of organisational and individual performance should be connected in some way.

1.1.22. The conceptual framework

The relationship between the various performance management variables is shown in Figure 2. It demonstrates how the various factors interact.

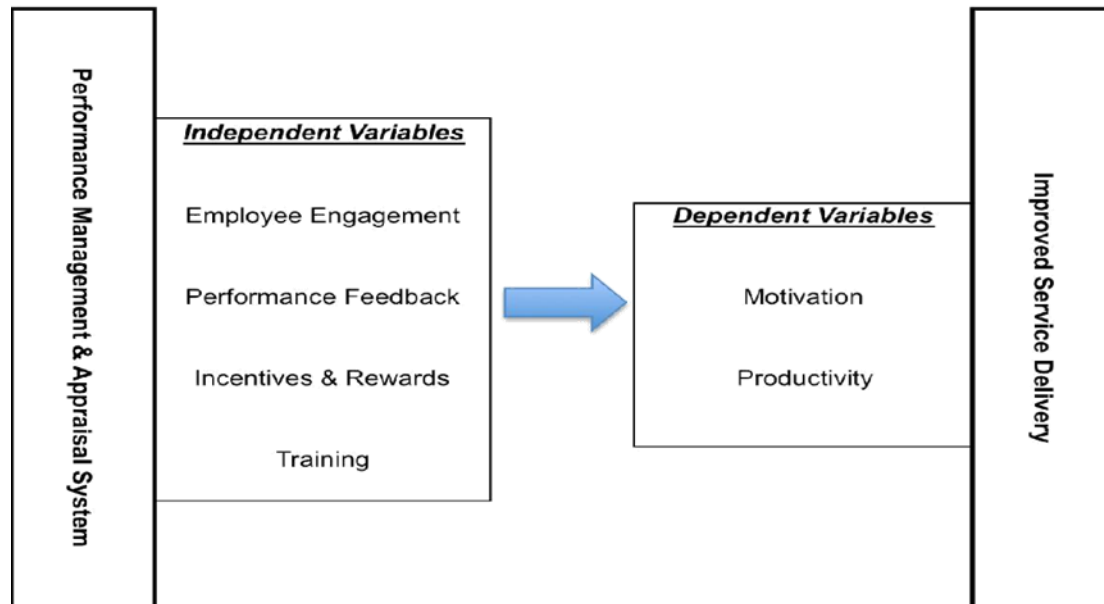


Figure 2: 2. The relationship between independent and dependent variables.

The principle of performance management and appraisal states that employee participation in establishing standards and goals is the most typical occurrence. According to Boice and Kleiner (1997), when organisational goals are established before beginning the PMS, their efficacy is realized.

1.1.22.1. Employee Engagement

Employee engagement is the psychological state that an individual has while executing a job for an organisation (Saks, 2006). It is one's mental and emotional dedication to their organisation (Sundaray, 2011). In other words, employee engagement refers to how much initiative employees take in their work. Positive performance outcomes and productivity results from increased employee engagement (Sridevi and Markos, 2010). The likelihood that an organisation will outperform expectations in terms of growth—both financially and otherwise—increases with employee engagement. When workers are disengaged, they frequently lose focus on crucial tasks, demonstrate less dedication, and may even consider leaving the organisation. For an organisation to perform well and be successful, employee engagement is crucial. It is a proven fact that motivated

personnel are more focused on their work, customers, and productivity (Karim, 2012). Therefore, the workplace, which should be favourable, has an impact on the ability of the employees to perform at their best. Employees would develop an emotional attachment to their jobs and work more passionately as a result. To increase employees' effectiveness and efficiency, management should involve them as much as possible in the planning and execution of the organisation's goals. Employee engagement puts the company in a competitive position, which is crucial for the success of the company (Sundaray, 2011:57). Therefore, a positive outlook is required for employee engagement. Employee engagement, which is crucial for both individual and organisational success, can be defined as the favourable attitude that employees have toward an organisation (Sundaray, 2011).

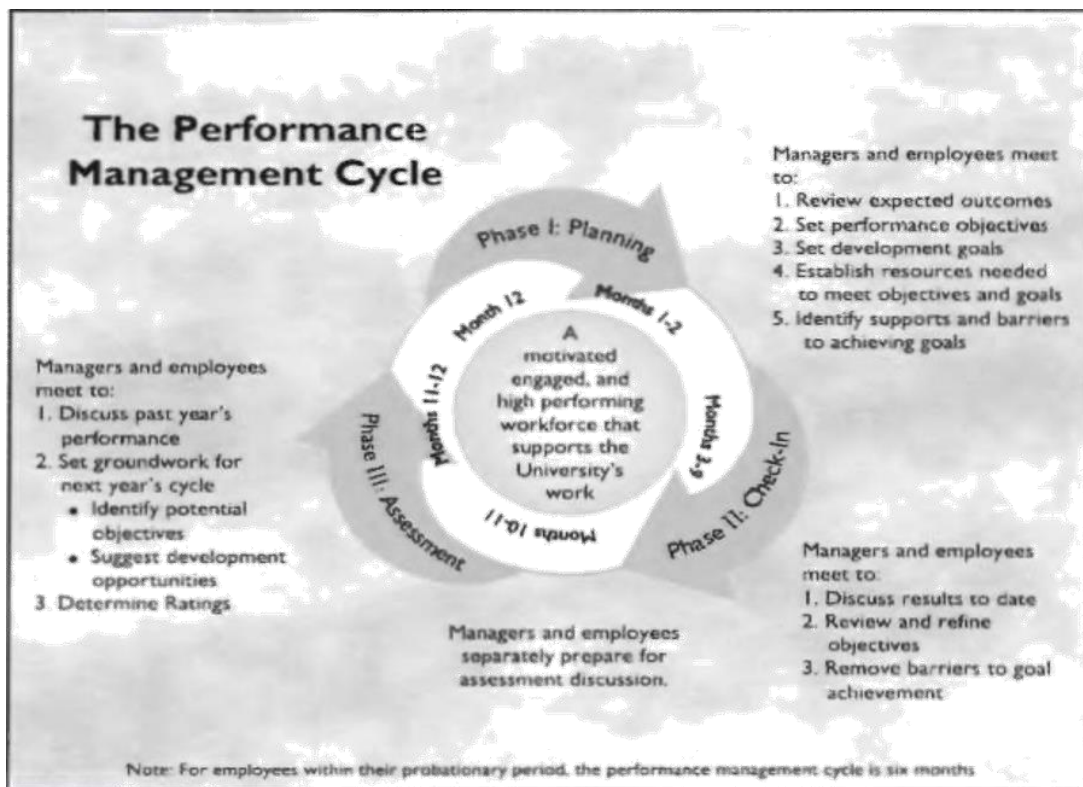


Figure 3. The Performance Management Cycle

1.1.22.2. Performance Evaluation

Performance feedback is the ongoing process where information about expected and delivered performance is shared between a manager and his or her employee, according to Indiana University Human Resources (2006:1). Employees have a right to get regular updates on their performance, their success in meeting their performance goals, and what needs to be altered or improved. Thus, it is critical that there be two-way communication between the employer and the employee (Indiana

University Human Resources, 2006). These two parties should have a mutual respect for honesty, openness, and trust. By regularly giving employees feedback, management can make sure that workers are committed to reaching the goals they have been given. Regular feedback enables workers to advance, and both management and workers can create new standards, goals, and targets (Free State Provincial Government, 2001:10). Constructive criticism is that which is connected to established performance benchmarks. Feedback should therefore be timely, precise, and behaviour-specific (Bee and Bee, 1996). Bee and Bee (1996) go on to say that when providing feedback, management and the individual should both recognize performance issues and take steps to address them. As a result, they should come to an agreement on the course of action to be followed and make sure that this is done. Basically, the management needs to check in with the workers after a predetermined amount of time. When providing feedback, the manager's job is to support the employee, encourage improvement, and address any mistakes. Performance feedback is effective in this manner (Bee and Bee, 1996). Thus, effective performance management promotes learning and inspires employees to grow. Performance management without feedback, according to Good and Carin (2014), is insufficient and ineffective.

1.1.22.3. Incentives and rewards systems

As part of performance management, employees must also receive incentives and prizes. These are ways to acknowledge and reward employees for their performance (Demartini, 2013:177). When standards and objectives are established by management and employees, they should be positively reinforced through praise and prizes to encourage the workers to devote themselves to their task (Demartini, 2013:181). Certificates of achievement, opportunities for professional growth, personal compliments from supervisors, and performance bonuses are all examples of ways to show appreciation for work well done (Demartini, 2013:182). Offering incentives to workers encourages them to carry out their duties well and make progress toward their objectives (Good and Carin, 2004). Employees value praise for accomplishments in general, and it improves their performance.

1.1.22.4. Training and development

It is the responsibility of management to ensure that employees are assisted in performing better in their various roles. According to Ndulue (2012), this can be accomplished by providing the necessary training and development to enable them to perform effectively in their roles. Additionally, training provides employees with knowledge and expertise, allowing them to make informed decisions throughout the process (Ndulue, 2012).

1.1.22.5. Motivation and Productivity

It is a proven truth that a nice work atmosphere inspires employees and leads to better outcomes. Therefore, it is the duty of management to foster a safe and effective workplace. Additionally, one must comprehend the driving forces behind employee motivation. Motivation is the "power that fires, directs, and maintains people's behaviour" in an organisation, according to Bartol and Martin (Senyucel, 2009: 23). Employee motivation at work is what keeps them going, gives them energy, and gives them the urge to stick with it (Grobler et al. 2011). According to Nel et al. (2011), motivated personnel are committed to accomplishing organisational objectives. But it's important to remember that different people experience motivation in various ways. Each person is a distinct individual with their own personalities, hobbies, and viewpoints.

Likewise, despite having the same goals, they are driven by various factors. Employees are driven at work for a variety of reasons, including pay, personal fulfilment, the working environment, fascinating work, etc (Senyucel, 2009). However, one important aspect of the workplace that has an impact on employees' motivation and ultimately, performance (Chandrasekhar, 2011). In general, motivation is crucial for keeping talent, achieving goals, and outperforming expectations. Employee involvement, feedback, rewards, and training are all likely to increase employee motivation, which in turn will increase productivity. Employee motivation is necessary, among other things, for better public service performance.

1.1.22.6. Cycle of Performance Management

The performance management cycle runs continuously and is a process rather than an event. Planning, implementing plans, reviewing performance, and monitoring are the first steps in this continual process (Armstrong and Baron, 2005). According to the University of California's Human Resources Division (Berkeley, 2008), managing performance and giving feedback are not discrete activities that are just concerned with a performance evaluation or assessment. It is a continuous process that happens all year long. The cycle of the performance management process involves discussions that change annually in response to shifting goals.

The three main components of the performance management cycle are planning, checking-in, and assessment (University of California, 2008). The initial review of the general expectations, which also include setting performance goals, is done by the company and the employee. The performance strategy is now prepared at this phase. The goal of the performance plan is to focus employees' efforts on achieving certain outcomes to support organisational excellence and success (Sundaray, 2011). Performance goals for the entire year are discussed at the second step of checking in. This is done to make sure that workers strive to produce the desired results, naturally through coaching and reciprocal feedback. The employee's performance is measured against the established objectives during the assessment phase, which occurs at the conclusion of the performance period, as well as how the objectives were attained. The new goals for the subsequent performance period are determined at this time (University of California, 2008).

1.1.22.7. Performance Appraisal

The public sector has recently come under more scrutiny and performance evaluation, particularly in relation to service delivery. Performance, performance reviews, productivity, job happiness, and efficiency have all been linked by prior studies. Akinyele (2010) observed that one method through which organisations might learn the degree of their employees' performance is through assessment, a component of performance management. The value of employees can be obtained, analysed, and recorded by an organisation through performance evaluation, according to Najafi (2011). The implication is that performance evaluation seeks to

assess and enhance both the current and possible future performance of employees. As a result, it comprises recognising, monitoring, and managing human performance in organisations in order to give individuals feedback and help them figure out how to improve their performance. Accordingly, Dickinson (1993) contends that performance evaluations are crucial components of organisational life because they fulfil several purposes, including goal setting, resolving performance-related issues, rewarding, disciplining, and terminating personnel (Dickinson and Igen, 1993). Najafi (2011) draws attention to the fact that management and employees have distinct goals when it comes to performance evaluation. The objective of performance reviews for employees is personal growth because they get to participate in evaluating their own work, whereas managers use reviews to reward top performers and correct or forewarn underperformers to maintain organisational control.

Performance assessment systems include the procedures of creating standards, application, managing, and notifying the occurrences linked to employees' performance appraisals, according to Choi Sang Long et al. (2013)'s review, "Performance Appraisal System: An Ineffective and Destructive Practices?" In industrialized nations, one of the most popular management approaches is employee performance evaluation. Long et al. (2013) emphasize that performance appraisal systems should be structured and recorded because they have become an essential organisational process, despite the appraisal method or its specific elements being defined.

According to Malik (2013), performance evaluations are used to determine how well an individual completes their work. He added that because the outcomes of the process are used for administrative choices, employee development, and personnel research in addition to being used for managerial decision-making, performance appraisal is seen as a crucially important human resource role. Armstrong (2001: 474) contends that it's critical to uphold accuracy and fairness in performance evaluations. To identify work task deviations and take remedial action, performance management serves as a control mechanism (Akinbowale, Lourens and Jinabhai, 2014). Considering this, a well-designed system for performance evaluation should emphasise factors that contribute to good performance while also providing performance feedback and enabling a just reward structure.

1.1.23. Policy Framework

In Chapter 7 of the Constitution, which outlines the goals and duties of local governments regarding development, the Constitution of the Republic of South Africa (1996) emphasized the necessity for performance management systems in local government. The White Paper on Local Government outlined the justification for an integrated, development-oriented local government structure that pledges to collaborate with societies to find workable solutions to meet their material, social, and economic needs and raise standards of living. To ensure correct planning, execution, development, and effective resource use to establish and maintain a service-oriented kind of operation, performance management is crucial (South Africa, 1998). Performance management and the Integrated Development Plan (IDP) are thus interchangeable when compared. While the Performance Management System (PMS) is designed to manage, measure, and assess how far the attainment of the objectives has gone in terms of what is expected, the IDP specifies what municipalities seek to achieve, i.e., what communities should expect (South Africa, 1998).

Chapter 6 of the Local Government Municipal Systems Act (32 of 2000), which mandates the following for municipalities, outlines the basis for the creation of a performance management system.

- Establish a Performance Management System (PMS) that is constrained within the IDP, proportionate to the resources allotted to it, and in line with its goals, objectives, targets, and priorities;
- Develop a culture of performance management among their political leaders, council members, and administrative staff;
- Organize their operations in a way that is accountable, effective, economical, and efficient;
- Establish appropriate key performance indicators (KPIs) and quantifiable performance targets for their development, while also laying out goals in the IDP and closely working with the communities;

- Create methods for closely collaborating with communities to monitor, measure, and analyse performance at least once a year;
- Implement timely methods for identifying underperformance;
- Conduct internal performance audits;
- Annually submit performance measurement findings for the AG's audit;
- Comply with the requirements of Section 121 of the Local Government: Municipal Finance Management Act (Act 56 of 2003), which requires that reports on performance and audit reports on performance by the AG be included in the municipalities' annual report;
- Finally, disseminate annual reports for the benefit of the personnel, the general public, council members, and other branches of government.

The South African Local Government Association's (SALGA) standards and the law serve as the foundation for the policy framework. Some of the significant pieces of law are listed below:

- **The Constitution of the Republic of South Africa (Act No. 108 Of 1996)** Section 195 (b) stipulates that “efficient, economic and effective use of resources must be promoted”, while Section 195 (h) indicates that “good human resource management and career development practices, to maximise human potential, must be cultivated”.
- **The Local Government: Municipal Planning and Performance Management Regulations No. R.796 published in Government Gazette No. 22605** specifies in great detail the goals that municipalities are expected to accomplish in carrying out their performance management system, including, among other things, requiring this policy that must clearly define all the procedures and the roles and responsibilities of each role-player, including the community, in the operation of the organisation.
- **The Local Government: Municipal Finance Management Act (No. 56 of 2003)** requires a plan for the service delivery and budget implementation (SDBIP) that is centred on clear objectives and performance indicators arising from the PMS, IDP, and the budget.

- **Municipal Performance Regulations for Municipal Managers and Managers directly accountable to Municipal Managers, 2006 published in Government Gazette No. 29089** dated 1 August 2006, includes the performance standards for individuals responsible for managing municipalities and their management. The policies cover the terms and circumstances of employment and ensure future performance will be consistent, enhanced, and closely watched. Clear objectives are established, such as performance bonuses, to reduce grey areas and prevent poor management.

The Acts and Regulations require the Council to create and implement a performance management system with the objective of improving employee performance for the effective and efficient provision of services in accordance with the IDP, as well as developing human resources. This would be accomplished by utilizing the performance management system to identify the training and development needs of the workforce and to implement policies and programs to address those needs with the goal of increasing organisational productivity (SALGA, 2020).

1.1.23.1. Local Government Performance Management System

Performance management plays a crucial role in helping local governments that are still in the developmental stages put the White Paper on Local Government and related laws into reality and produce outcomes. One of the tools that municipalities must use is performance management, according to the White Paper on Local Government. It is a requirement of its developmental mandate, as stated in the Republic of South Africa's Constitution (Act No. 108 of 1996).

According to the local government strategy, performance management is essential at the local government level, with transformation, economic development, governance, finance, and service delivery as the most important factors. Thus, performance management offers techniques to assess if the goals that have been set in order to achieve them are being achieved. A municipality's performance management system includes a framework that describes and represents how the municipality's cycle and processes of performance planning, monitoring, measurement, review, reporting,

and improvement will be conducted, organized, and managed, including determining the roles of the different role players, according to Regulation 7(1) of the Local Government: Municipal Planning and Performance Management Regulations, 2001.

Performance management, then, applies to not just the organisation as a whole but also to the people who work there, to outside service providers, and to municipal organisations. In accordance with Section 19 of the Local Government Municipal Systems Act, performance management is intended to ensure that municipalities monitor the Integrated Development Plan (IDP), continuously improve their operations, and conduct an annual assessment of their overall success in achieving their constitutional goals.

1.1.23.2. The Integrated Development Plan (IDP)

The IDP is a strategic and all-encompassing plan for municipality growth that unifies and coordinates plans, aligns resources, and provides the foundation for annual budgets (Integrated Development Planning for Local Government, 2018). Considering the opinions of all stakeholders, it is the primary strategic instrument driving all planning, management, investment, development, and implementation decisions (Integrated Development Plan Process Plan, 2021).

The IDP must include the following:

- The Municipal Council's long-term vision for the Municipality; An assessment of the existing level of development
- An evaluation of the current level of development;
- The Council's development priorities and objectives;
- The Council's development strategies; - A spatial development framework;
- The Council's operational strategies;
- A disaster management plan;
- A financial plan;
- The Key Performance Indicators and Performance Targets.

As a result, the interaction between IDP and the PMS is governed by law. The municipality's performance in meeting its IDP is measured through the performance management system.

1.1.23.3. Service Delivery Budget Implementation Plan (SDBIP)

The IDP and the municipal budget are put into effect by the Service Delivery Budget Implementation Plan (SDBIP). It acts as a "contract" between the administration, council, and community, expressing the council's goals and objectives as measurable outcomes that the administration may put into practice over the course of a year. This serves as the foundation for comparing service delivery performance to end-of-year targets and carrying out the budget. Although the budget establishes the annual service delivery and budget goals, procedures should be put in place to track performance and development over time.

The SDBIP and PMS provide the essential ties between the executive mayor, executive members, and administrators, enabling the practice of holding officeholders accountable for their actions. In other words, the city manager evaluates senior managers. However, the executive mayor oversees the work of the municipal manager, and the community evaluates the performance of the entire municipality.

1.1.23.4. Organisational performance management link to individual performance

The Local Government Municipal Systems Act's Section 57 contains the legal requirement for measuring individual performance. It mandates that the Municipal Manager and Managers who directly answer to the Municipal Manager sign performance contracts that must contain performance objectives and targets. These must be realistic, quantifiable, and based on the IDP's key performance indicators.

All employees are required to have job descriptions, even though the law only requires municipal managers who report directly to the municipal manager to sign formal performance contracts (Bhoola, 2002). The job description for each employee must match the department head's personal performance plan. The relationship between organisational performance and individual performance management is shown in Figure 4 (below; adapted from Performance Management Policy & Procedure Document for South African Municipalities (SALGA) (August 2001)). Once organisational goals and targets are established, it is then possible to cascade these goals and targets down to the appropriate divisions and people.

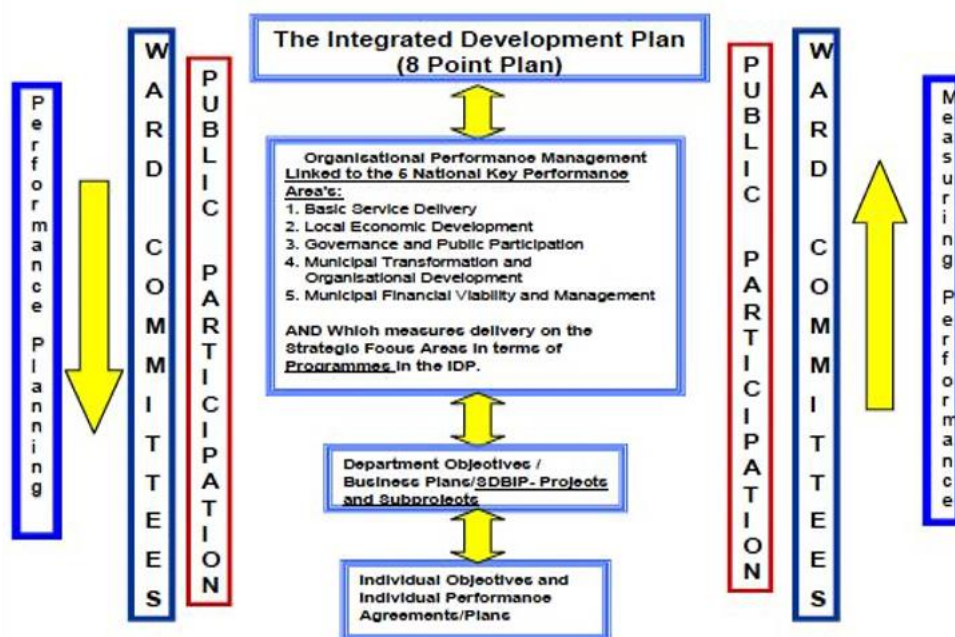


Figure 4. The link between organisational performance and individual performance. Source: (SALGA, 2020)

The necessity of planning, measuring, and reporting organisational performance within municipalities is highlighted in this performance management policy and process document. The Municipal Systems Act's reporting requirements must be followed, and the community must be included in choosing performance metrics at the organisational performance management level. At the level of the working relationship that exists between the employee and their manager or supervisor, individual performance management takes place (Performance Management Policy Framework, 2015).

From a scholarly perspective, various academics have investigated Local Government performance management systems. The Department of Water Affairs and Forestry was the subject of a study by Maila (2006) that focused on performance management as a prerequisite for service delivery. The efficiency of performance management in boosting service delivery was the main issue identified by Maila's study. His research examined the relationship between the Department of Water Affairs and Forestry's performance management and development system and the provision of public services. The Department of Local Government and Housing in

the Limpopo Province served as the subject of Munzhedzi's (2011) investigation on performance management practices and increased productivity. His research centred on the question of whether PMS increases productivity.

Ramuvhundu (2012) defines performance management as a management strategic move designed to provide stakeholders, managers, leaders, and employees at various levels with techniques to continuously monitor, frequently plan, infrequently evaluate, and periodically appraise the performance of the business, with regards to targets and indicators for impact, effectiveness, and efficiency. Ramuvhundu (2012) claims that this method makes sure that all of the organisation's managers, leaders, and employees are held responsible for their activities, which should lead to better service delivery and financial value. The similar way, Joison (2001) claims that performance evaluations are frequently linked to incentives like promotions and pay increases for employees. Gichuhi, Abaja, and Ochieng (2012) quote Joison in support of their claim.

Even if some organisations do not follow this directive, it is customary practice for businesses to award top performers. According to Ishaq et al. (2009), evaluation results are utilized either directly or indirectly to identify high-performing personnel who should be rewarded with raises in pay, promotions, and bonuses. Workers are motivated when they learn that they are treated fairly in terms of salary, advancement, and assessments, according to Fulk, Brief, and Barr (1985), quoted by Kamiti (2014). If employees believe they are being treated unfairly, they will put in less effort, which will reduce production (Kamiti, 2014).

1.1.24. Summary of Part 2

The literature study on performance management in the context of local government was addressed in part two of this chapter. The performance assessment system was then discussed as a method by which an organisation can determine the performance level of its personnel. The chapter also covered how to involve your staff in developing your goals and evaluation standards. The literature also looked at the relationship between employee productivity and performance feedback, incentives, and rewards. Despite the fact that there have been numerous studies on performance management and appraisal systems in local government, none of them

have specifically focused on the municipalities of Gauteng. The research technique and design that were used to accomplish the goals of the study are covered in detail in the next chapter.

Chapter 3: Methodology

Introduction

Research methodology aims to create and discover knowledge and build theory through testing, revising, contesting, and confirming existing knowledge (Creswell et al., 2007). A research study can be conducted using either a quantitative or qualitative approach or both, known as mixed-method research. This research study explored municipality managers' KPI which are linked to them completing their full term of 5-years at their municipalities. This chapter covers aspects of the research design, sampling procedure, data collection procedure, data analysis, and ethical consideration, as well as introducing the operationalization of the study.

Research approach and design

This study follows a qualitative exploratory research design. According to Krippendorff (2018) qualitative research refers to an approach embedded in the empirical philosophy, where empiricism emphasizes on the formation of ideas through the exploration of empirical evidence, rather than following innate ideas or traditions. As such, a qualitative approach allows the researcher to pursue a more flexible approach of inquiring the subject, with the aim to explore the diversity on the topic instead of quantifying it. The flexibility of a qualitative approach helps to explore the municipality managers' performance challenges that prevent them from completing their full contractual term more subjectively (Cresswell, 2009). An exploratory research design does not aim to provide the conclusive and final answers to the research questions but allows a researcher to explore the research topic variables from different frameworks (George, 2021). This research is important as it allows explorative investigations of new problems on which previous or little research has been done. The qualitative exploratory research approach is found to be suitable for the present study as it helps in analysing the current data within a new lens so that we can gain more in-depth information on current municipal management performance abilities and gaps. The main advantage of this methodology is that it helps manage data without destroying context and complexity (Columbia Public Health, 2019).

This qualitative research follows a relativist ontology. Relativism is the viewpoint in which researchers claim that all evaluations of investigations made in the world are subjective, as our understanding of observations are influenced by our

interpretations, thoughts and beliefs (Killam, 2013). Ontology refers to a 'study of being' and is concerned with what kind of world we are investigating, with the reality of structure and with the nature of existence as such (Killam, 2013). Lincoln and Guba, (1989) argue that ontological assumption refers to the question 'what is there that can be known?'. Furthermore, this research follows an interpretive epistemological approach in which collected information is used to interpret the reality of participants and to analyse and construct it objectively (Lincoln and Guba, 1989). Epistemology refers to providing a philosophical grounding for deciding what type of knowledge is possible and how one can ensure that they are both legitimate and adequate (Lincoln and Guba, 1989). In this study, the data collected was used to interpret the reality of participants and not to analyse and construct it objectively.

1.1.25. Qualitative content analysis

The study conducted a qualitative content analysis (i.e., case study) to explore and interpret the data (annual reports and performance agreements) for new insights into the phenomenon of a municipal manager's ability to complete their contractual term. Qualitative content analysis refers to a research method used for text data analysis that pays attention to the contextual and content meaning of the text (Bowen, 2009). Initially, CVs, performance agreements/reviews, and annual audits/reports were chosen to be analysed using content analysis to meet the study aim. However, permission was not received to use CVs, so the current content analysis only utilised performance reviews and audits/reports. Content analysis allows the formation of core constructs from the data of documents through a systematic method of analysis and reduction of documents such as legislation, publications and reports, which gives a clear background on a subject matter (Elo et al., 2014). When content analysis is used as a research design, all available written communication in an organisation can be used.

The qualitative content analysis method is chosen for its transparency and objectivity, which can positively impact the study validity. One of the shortcomings of this approach is that data collection and analysis can be time-consuming and expensive (Bowen, 2009). Secondly, this research approach produces data that is impossible and difficult to convert into numbers (Elo et al., 2014). However, this shortcoming of the qualitative research approach does not negatively influence the approach chosen for this study. As this study uses secondary data by means of performance agreements/reviews and annual audits/reports, the process allows the

investigation of the research questions using large-scale secondary data sets while saving time and resources (Donnellan and Lucas, 2013).

1.1.25.1. Approach

The main object of the analysis is to reduce the information in such a manner that the necessary content remains, in order to create a comprehensive overview of the base material through abstraction. The reductionist approach is applied by using the method of inductive category (Mayring, 2014).

1.1.25.2. Inductive category method

The inductive category method, according to Mayring (2014) aims at a true description without bias due to the researcher's misconception. The logic of theoretical background, summarizing and various rules are the same as summarizing content analysis with three main exceptions: The first is not all the material is considered for analysis and only relevant material which's focus specifically aligns with the research questions are analysed. For this process of selection, a rule of selection is created. Secondly, the step of creating paraphrases is skipped. Thirdly, the level of reduction is defined in advance so that the formulation of categories is predetermined at its level. The main aim here is to directly summarise the categories from the material and not from theoretical considerations. For the content analysis process, the formation of the inductive category has to be systematic, and it can use the same reductive procedures as involved in summarising content analysis (Mayring, 2014).

Sampling Method

This study is targeted at Municipal Managers in all the municipalities in Limpopo Province and the Gauteng Province. In this study, using the convenience sampling method, Municipal Managers are chosen who have completed their 5-year term in Limpopo and the Gauteng Provinces. Convenience sampling is a form of non-random sampling in which people are sampled because they are "convenient" sources of data for researchers (Farrokhi and Mahmoudi-Hamidabad, 2012).

1.1.26. Approach Used for Sampling

A desktop review was conducted with the main focus on the specific information on municipality and government websites while using various search engines, including Google, LinkedIn, and Google Scholar, for modulated searching (MSG, 2021). In addition, a desktop search for performance agreements, reviews and annual reports has been carried out on each municipal website from both sample provinces to identify Municipal Managers who have completed their full contractual term. A desktop search was conducted for Gauteng’s ten municipalities (i.e., City of Tshwane, City of Ekurhuleni, City of Johannesburg, Emfuleni, Lesedi, Midvaal, Sedibeng, Merafong City, Mogale City, Rand West City) and the 327 municipalities of Limpopo (Mopani District, Ba-Phalaborwa, Greater Giyani, Greater Letaba, Greater Tzaneen, Maruleng, Vhembe District, Collins Chabane, Makhado, Musina, Thulamela, Capricorn District, Blouberg, Lepelle-Nkumpi, Molemole, Polokwane, Waterberg District, Bela, Lephhalale, Modimolle-Mookgophong, Mogalakwena, Thabazimbi, Sekhukhune District, Elias Motsoaledi, Ephraim Mogale, Makhuduthamaga, Tubatse Fetakgomo). Following a search for annual reports and PA’s, a list of Municipal Managers was created to confirm the dates during which MMs were employed actively. Based on the number of Municipal Managers in different municipalities, the sample size came out to be a total of four. Currently, all performance reviews and annual reports have not been found for all Municipal Managers. The study uses document analysis as a data collection tool to ensure that selected documents are relevant to the study’s purpose. The table below shows a document list with time frames used in this study for analysis.

Table 7. A Summary Table of the MM Sample

Municipal Name	Province	Name of MM (Names removed for ethical purposes)	Performance Agreement from 2016-2021 available?	Annual Reports from 2016-2021 Available?
City of Johannesburg	Gauteng	Name	Yes	Yes
City of Ekurhuleni	Gauteng	Name	No	Yes
Thulamela	Limpopo	Name	Yes	Yes

Content analysis sources and findings on data analysis

1.1.27. Inclusion/Exclusion Criteria

The inclusion criterion for this study is the following: Municipal Managers (MM) needs to be employed at the municipality for at least 4 – 5 years. Secondly, Municipal Managers need to have been employed in Gauteng or Limpopo between 2016 and 2021 as municipal elections are held every five years across the country, and the last election voting in municipal managers was in 2016. Thirdly, the MM was not found guilty or dismissed on the grounds of corruption.

1.1.28. Operationalization

The study's objective is not to specifically focus on certain municipalities or municipal managers but rather to identify trends to facilitate the development of recruitment criteria that will enhance employee retention, productivity, and accountability. This study intends to determine to what extent the same categories and concepts can be identified in the different secondary sources and aims to explore and compare any trends in the KPI's and experiences that allow the completion of a managerial contract. Drawing on the previous research and theory, this study explores municipality managers' performance challenges that prevent them from completing their full contractual term. Furthermore, it is important to know which KPI and core competency is important for MMs to complete their contractual terms. Explicit concepts in the data include KPIs of Municipality and core competencies of municipal managers. More specifically, how the KPI and core competencies of the MMs affect municipality managers' turnout was analysed. All documents were firstly perused then studied and attention was given to the figures presented in the annual report.

1.1.29. Documents

Sources of data are mainly categorized into primary and secondary documents. Primary data is the one that is collected for the first time whereas secondary data is the one that has already been produced and collected by others(Cheng and Phillips, 2014). For the purpose of this study, the researcher has made use of the sources of secondary data. In this study, documents have been used as a data source because

they are more effective and efficient in collecting data to achieve the desired outcome. Documents are readily manageable, stable, and reliable in that they can be reviewed and read multiple times and remain unchanged by the research process and researchers' influence. One of the disadvantages of using documents is that, at times, researchers have to read a document repeatedly to understand its objective (Cheng and Phillips, 2014). However, content analysis's advantages are more as compared to its shortcomings. The data used in this study was collected from several documents, i.e., Performance reviews and Annual audits/reports. All audits and municipal managers' information are freely available, and public knowledge in the form of annual reports, annual performance agreements and annual performance assessments (The Promotion of Access to Information Act of 2000 (PAIA) allows the public to access this information). In terms of municipal manager CVs, the municipal managers were contacted to access redacted information. Becker et al., (2012) stated that documents have specific statuses, and it is believed that documents provide an insight into organisational and social realities. However, despite our request for access to the MM CVs, access was denied by the government officials for the security of the chosen MMs character. The aforementioned serves as motivation are why different document types have been included in this research study and not only the annual reports.

1.1.29.1. Annual report

The annual reports form part of the good governance process with the aim on including the public in feedback of governance which are rooted in the core values of accountability, integrity, proactivity, teamwork, service excellence and commitment (Van der Walt, 2014). Annual reports give information on the municipality's success and challenges whilst it updates on the key performance areas (which are also known as the KPA) allocated to the municipality.

The following KPA's are considered for the operationalization of the MM's KPI analysis, as these categories are how all KPIs are scored in all local governments of South Africa in their annual general reports and annual progress reports:

- (1) Municipal Transformation and Organisational development;
- (2) Service delivery and infrastructure;
- (3) Local Economic Municipal financial viability;
- (4) Spatial and Good governance.

This KPI allows determining the challenges that prevent MMs from completing their full contractual term as municipal managers will be evaluated as indicated in the table/list below (Swartland Municipality 2017).

Table 8. KPA indicators from the Annual Reports

KPA	Annual Report
Municipal Transformation and Organisational development	This indicator looks at governance rooted in the core values of accountability, integrity, proactivity, teamwork, service excellence and commitment
Service delivery and infrastructure	Under this KPI, water, electricity, waste, housing, roads, planning and development are selected for the purpose of analysis.
Local Economic	This indicator looks at the statistics related to the performance achieved under the KPI of Local Economic and Social Development that negatively influence the performance.
Municipal financial viability	This indicator looks at the unqualified audit opinion issued by the office of the Auditor-General
Spatial	This indicator looks at the demographic profile of the and Sustainable Environment.
Good governance	This indicator looks at the Organisational development performance, Performance rewards and Skills development and training. This indicator also looks at the transparency, control, accountability, economy, public participation, and efficiency etc.

1.1.29.2. CVs and Performance Reviews

Besides the annual report, CVs of only one municipal manager is included in the analysis. This source is highly significant as it indicates what form of CVs are looked for when hiring Municipal Managers. No matter within what function and level, every employee is required to demonstrate different skills and behaviours that are important to achieve the municipality objectives (Chipkin, 2011: 39). The information from CV was analysed according to the 11 core competencies, accredited against

the South African Qualifications Authority (SAQA). The analysis of the competency level of employees enabled the researcher to explore the municipal management turnover descriptively through the competency criteria and MMs considered as qualified. The competencies included are financial; management, change management, project management, strategic leadership, and capability. Under the core occupational competencies, the following were analysed; self-management, knowledge of performance management and reporting, knowledge of South Africa social, political and economic context, knowledge of competence in policy analysis, conceptualization and implementation, knowledge of more than one functional municipal field, skills in mediation, and governance, competence as required by the national line sector departments and dynamic creativity to improve the functioning of the municipality.

Data Analysis

To make valid and reliable inferences, qualitative content analysis needs to entail a set of systematic and transparent procedures for processing data. A clear and adequate description of qualitative studies' procedures, particularly with regard to the data analysis is essential to ensure a high standardisation and improve the scientific value of qualitative results.

In this study, coding was done manually, and the analysis through familiarizing with the sample and writing initial thoughts. The previous knowledge on the topic and the theoretical framework contributed to the research validity through analytical induction. Making assumptions and testing them with a small data set represented the initial phase of extracting concepts. The qualitative content analysis comprises the organisation of data and summary followed by the interpretation of themes detected. After selecting the research question and material included in the analysis, the next step was forming a coding frame comprising categories and subcategories in qualitative content analysis. Following the revision of the coding frame, it was applied to the complete dataset. The validity and consistency of the analysis were evaluated as a result of trial coding. After this, the main analysis started where coding frame modifications were not available. The qualitative approach is categorized as inductive due to the focus on the non-written and textual data and finding the hidden meaning (Hsieh and Shannon, 2005).

Table 9. Steps for conducting an inductive content analysis

Step 1: Research question	<ul style="list-style-type: none"> • A clear research question is formulated • Theoretical background is described • The research question must fit an inductive logic, that means it must be explorative or descriptive in its nature.
Step 2: Categories Definition	<ul style="list-style-type: none"> • Categories are defined to determine the relevant information from the texts. • Level of abstraction defines the generalization and specificity of the categories created.
Step 3: Coding the Text	<ul style="list-style-type: none"> • All documents were read • Coding frame develop comprising categories and subcategories.
Step 4: Revision	<ul style="list-style-type: none"> • Categories are checked for the relevance with the research question. If it is not, then category definition revision is required. • Degree of generalization is checked by determining the specificity and generalizability of level of abstraction. • If category definition is changed then analysis is started from the start of the material
Step 5: Final Coding	<ul style="list-style-type: none"> • After the revision of the coding frame, the frame was applied to the complete dataset
Step 6: Main Categories	<ul style="list-style-type: none"> • All categories and subcategories are listed that are useful to answer the research question

Step 7: Intra-/intercoder check	<ul style="list-style-type: none"> • Coding is done and results are compared.
Step 8: Results	<ul style="list-style-type: none"> • The results at first are the categories and main categories list. • The category system interpreted in terms of the research question direction.

Limitations of the Study

As the research question and objectives firmly guided this research study, the study delimitation helped to address the concerns raised. This study used annual reports, CVs and performance reports as a secondary source, and there was limited access to these documents that could have been useful for the study. The latter is mainly due to the protocol measures that exist within a municipality (ies). This research study used publicly available documents and was primarily guided by the research questions and objectives presented to define the study.

Ethical Consideration

In any academic research study, research ethics is taken seriously, and it is important that researchers conduct themselves professionally when carrying research (Creswell et al., 2007). Secondly, it is important for researchers to remain honest in collecting data and not be involved in any activity that threatens the study ethical clearance (Creswell et al., 2007). Section 32 of the Constitution protects the right of South African citizens to access information. This section states that everyone has the right of access to any information held by the state, or held by any other person, that is to be used for the protection or exercise of any right (Corruption Watch, 2014). The Promotion of Access to Information Act of 2000 (PAIA) gives effect to the right outlined in the preceding sentence. Under PAIA, anybody can request information from both natural and juristic persons. Information can be requested from public and private bodies, and at the national, provincial, and municipal levels. As such, a person requesting information must make the request in writing by completing the prescribed form. When applying to a public body, the requester is not obliged to provide reasons for his request (Corruption Watch, 2014). As this study was using secondary data, which is readily available as public knowledge, ethical clearance was not required. As the researcher failed to access certain documentation (e.g., municipal manager CVs), despite contacting municipalities for access to such that data, no unaccused CVs were unethically

obtained or reviewed. The researcher complies with the basic ethical standards of keeping information confidential. The names of all four Municipal managers are kept confidential and referred to as the municipality names. All data was be kept in a password-protected computer for security reasons.

3.7 Conclusion

This chapter concludes the steps taken to conduct the research paper methodology. All the required academic ethical review steps were taken to source, view and analyse the data. Data was coded, scored and categorised by the municipalities in their annual progress reports, allowing for a more rigorous approach to the data analysis.

Chapter 4: Presentation of results and findings

Introduction

This section presents the findings collected from the analysis of Managers' performance agreements and annual reports of the four selected municipalities (City of Johannesburg, City of Ekurhuleni, Thulamela, and Polokwane). Only one CV was received out of the four municipalities. In this study, annual reports between 2016/17 and 2020/21 were included (see Chapter 1 for details), except for Polokwane Municipality, which was not able to provide the annual report for 2020/21 for the data collection. Out of the four municipalities in Limpopo and the Gauteng Province included in this study, three of the municipalities had made PDF versions of their annual reports accessible. In contrast, one municipality had some PDF versions and one PowerPoint version available for the annual report. As indicated in the above chapters, the aim of the research report is to identify which Key Performance Indicators (KPIs) and core managerial competencies (CMCs) are present amongst municipal managers that complete their contractual terms. The findings of the results will indicate the competencies required in municipal managers to reduce staff turnover.

For the content analysis, the Municipal Managers' performance was assessed against the outcomes and outputs achieved in terms of their KPI, which were assessed in the annual reports. In addition to the KPI, the research report aimed to look at the Municipal Managers' CVs to assess the core competencies. However as only one CV was received, the study could only evaluate one CV as a reference. The Key performance indicators are indicated below from table 6 in chapter 1.

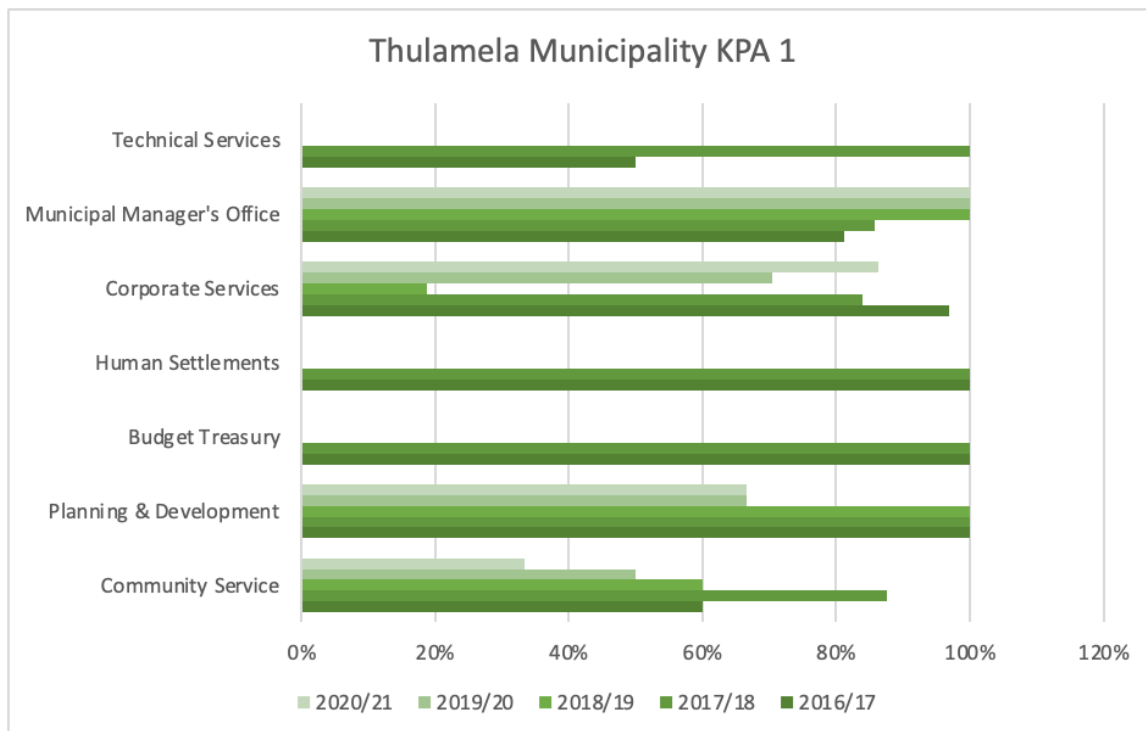
Table 6: KPA Criteria for Qualitative Content Analysis

Key Performance Areas	Weighting
Municipal Transformation & Organisational Development	15
Service Delivery & Infrastructure	15
Local Economic Development & Social Development	10
Good Governance & Public Participation	25
Municipal Finance Viability & Management	25
Spatial & Environmental	10
Total	100

For the purpose of this chapter, all the results of the content analysis have been transformed in graphs for ease of indicating the data. The content analysis tables can be found under the appendices of the paper. Information for the Thulamela KPA content analysis was retrieved from the annual performance reports. Content analysis information for the remaining three municipalities was calculated and tabulated from the annual report and followed the rules and categories outlined in the annual performance reports. As a reflection prior to discussing the results, the researcher was aware that the Covid-19 pandemic may have altered certain goals and may have also affected the performance of these municipal managers between 2020 and 2021.

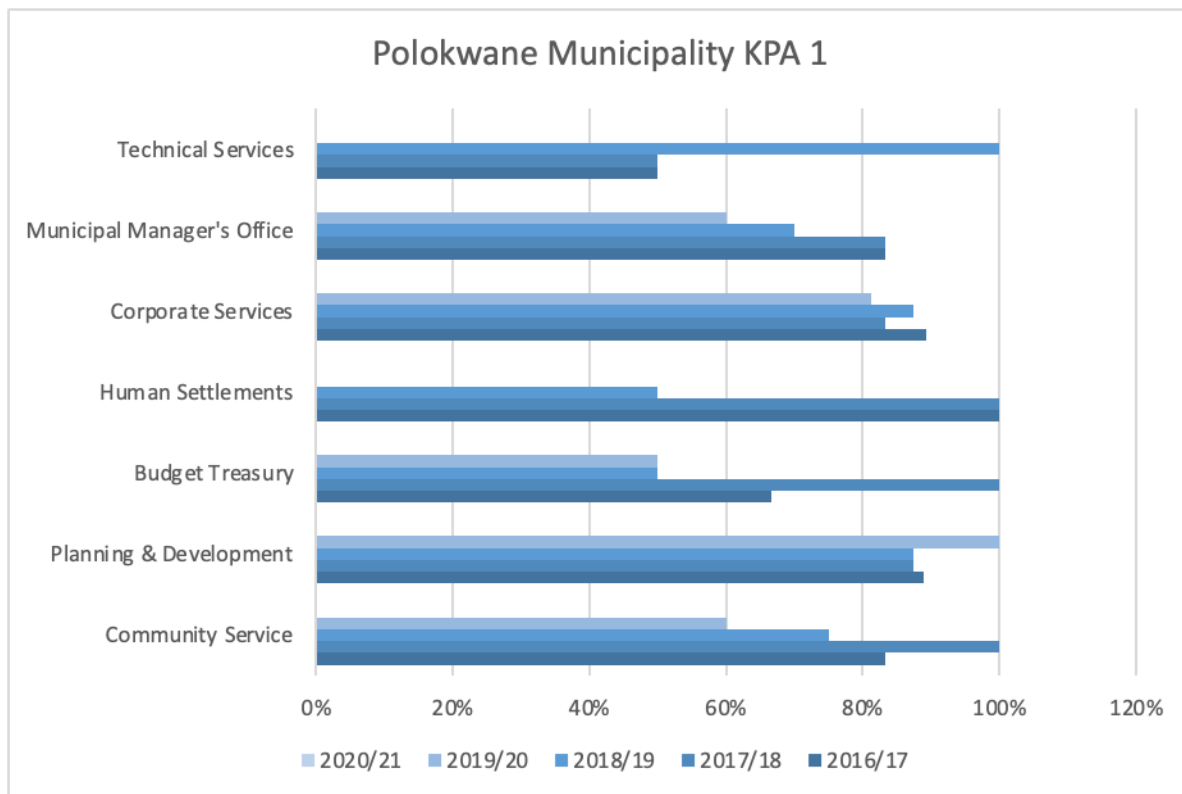
1.1.30. Municipal Manager Performance for KPA 1 (Municipal Transformation and Organisational Development)

The KPA for Municipal Transformation and Organisational Development was calculated under seven sub-headings. Namely, Community Service, Planning and Development, Budgeting, Human Settlements, Corporate Services, Municipal Manager's Office, Technical Services. Due to Covid-19, the Human Settlements sub-category and the Technical Services subcategories were affected in performance throughout all four municipalities.



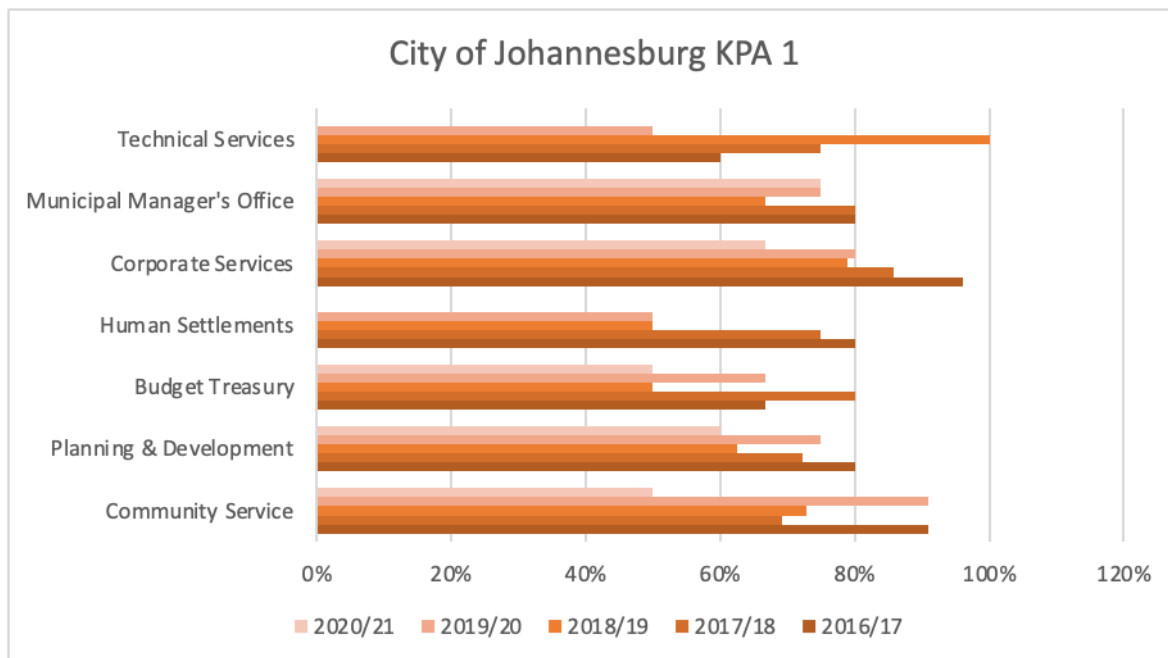
Graph 2. Thulamela Municipality KPA 1 Analysis from June 2016 till June 2021

For the first KPA, Thulamela Municipality Performed at 100% capacity between 2016-2018 for the sub-categories of planning and development, budget and treasury, and human settlements. Budget and treasury, technical services, and human settlements sub-categories goals were not met in 2018/2019; additionally, the three categories were no longer part of the municipality's KPA from 2019/2020 onwards due to COVID-19. Over the course of the five years, the municipal manager's office increased its performance from above 80% to 100%. Due to Covid-19, community service declined from an average of 50% performance to below 40%. Overall, the municipal managers' office performed well over the years, with a performance review of 80% with a steady increase in performance, as did all other sub-divisions except for community services and planning and development. Aside from community service performance in 2020/21 and corporate service in 2018/19, no sub-category performed less than 50% over the years.



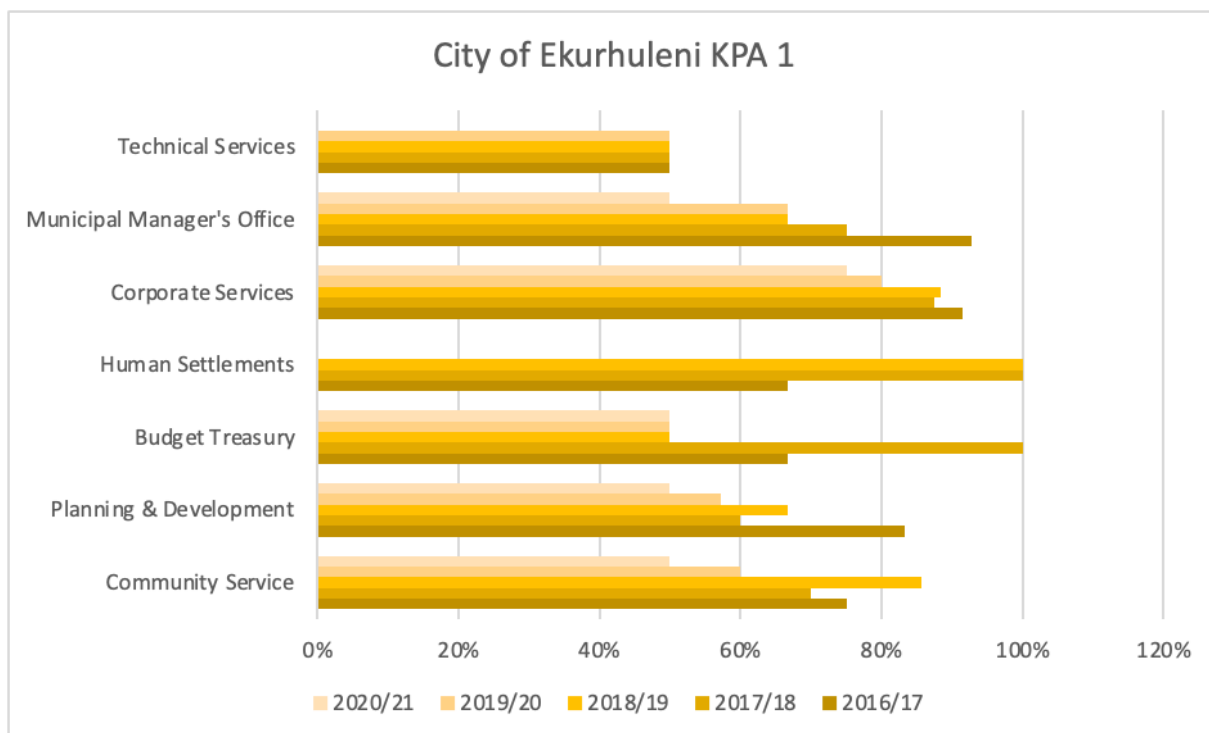
Graph 3. Polokwane Municipality KPA 1 Analysis from June 2016 till June 2021

Polokwane Municipality was unable to provide annual reports and performance reports for the year 2020/21. For the first KPA, Polokwane Municipality Performed at 100% capacity between 2016-2018 for the human settlements sub-category. The Human settlements and technical services sub-categories were no longer part of the municipality's KPA from 2019/2020 onwards due to COVID-19. Over the course of the five years, the municipal manager's office decreased in their performance from above 80% to 60%. Due to Covid-19, community service declined from an average of 80% performance to a performance level of 60% only. Planning and Development was the only sub-category to improve over the years. In summary, performance declined over the years in all sub-categories except for planning and development. No subcategory performance was rated less than 50% in all five years.



Graph 4. City of Johannesburg Municipality KPA 1 Analysis from June 2016 till June 2021

For the first KPA, The City of Johannesburg Municipality Performed at 100% capacity for the human settlements sub-category in 2018/19 only. The human settlements and technical services sub-categories were no longer part of the municipality’s KPA from 2019/2020 onwards due to COVID-19. Over the five years, the municipal manager’s office performed well between 70% and 80%, except for the year 2018/19 when they performed at an average of 68%. Due to Covid-19, community service declined from an initial 90% performance in 2016/17 to a performance level of 50% only. In summary, performance declined over the years in all sub-categories. No subcategory performance was rated less than 50% in all five years.



Graph 5. City of Ekurhuleni Municipality KPA 1 Analysis from June 2016 till June 2021

For the first KPA, The City of Ekurhuleni Municipality Performed at 100% capacity for the human settlements sub-category and the budget and treasury subcategory in the financial year of 2018/19. The human settlements and technical services sub-categories were no longer part of the municipality's KPA from 2019/2020 onwards due to COVID-19. Over the five years, the municipal manager's office decreased in their performance from above 80% in 2016/17 to 50% in 2020/21. Due to Covid-19, community service declined from an average of 86% performance in 2018/19 to a performance level of 50% in the financial year of 2020/21. Technical services were the only sub-category which consistently performed at 50% over the years. In summary, performance declined over the years in all sub-categories, except the human settlements sub-category, which was improving in performance before it was removed from the KPA criteria. No subcategory performance was rated less than 50% in all five years.

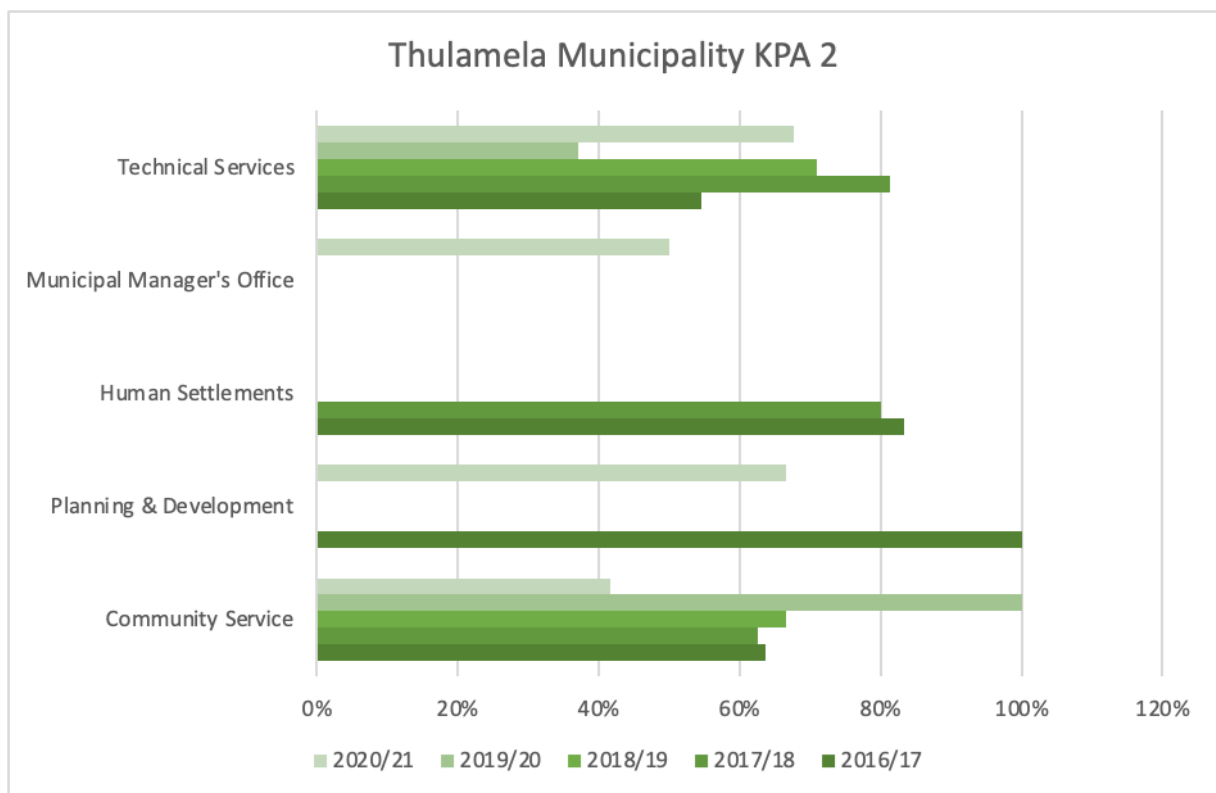
Summary:

Overall, all four municipalities performed, on average, above 50% for all sub-categories. Due to Covid-19, some differences in performance can be seen under community service and technical services. As for the municipal managers' office, aside from Ekurhuleni's performance in 2020/21, all municipalities performed above a 60% average of achieving their KPA goals each year. However, apart from

Polokwane Municipality, the other three municipalities indicated a decline in the KPA performance achievement over the years.

1.1.31. Municipal Manager Performance for KPA 2 (Basic Service Delivery)

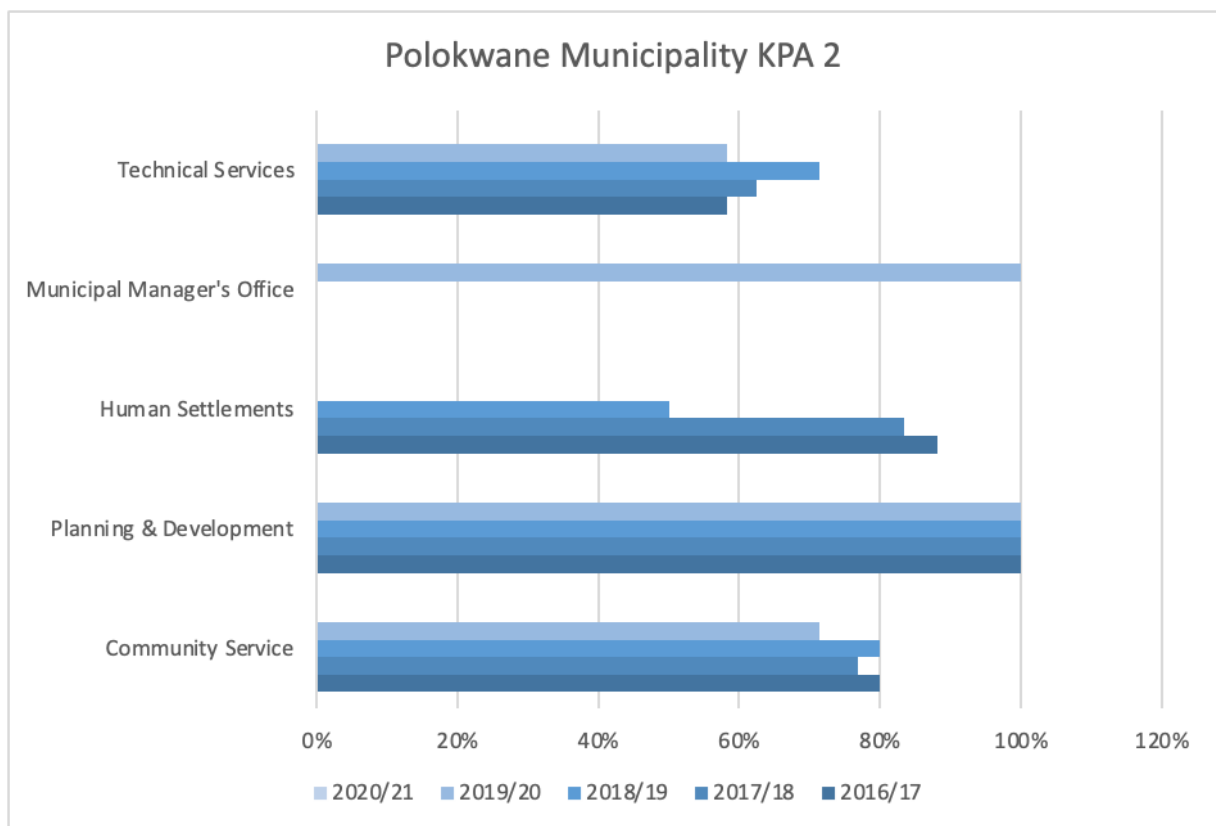
The KPA for Basic Service Delivery is calculated under five sub-headings. Namely, Community Service, Planning and Development, Human Settlements, Municipal Manager’s Office, and Technical Services. Due to Covid-19, the Human Settlements sub-category and the Technical Services subcategories were removed as KPA performance in all four municipalities in 2020/21. Additionally, the Municipal Managers’ Office sub-category was only introduced in the year 2018/19.



Graph 6. Thulamela Municipality KPA 2 Analysis from June 2016 till June 2021

For the second KPA, the Thulamela Municipality Performed at 100% capacity for the planning and development sub-category in 2016/17, and the community service sub-category performed at 100% in 2019/20 only. The planning and development sub-category did not meet any of its performance goals between the financial years of 2017/18 till the year 2019/20. Similarly, the municipal managers’ office sub-category did not meet its goals between the financial year 2018/19 and 2019/20. Between

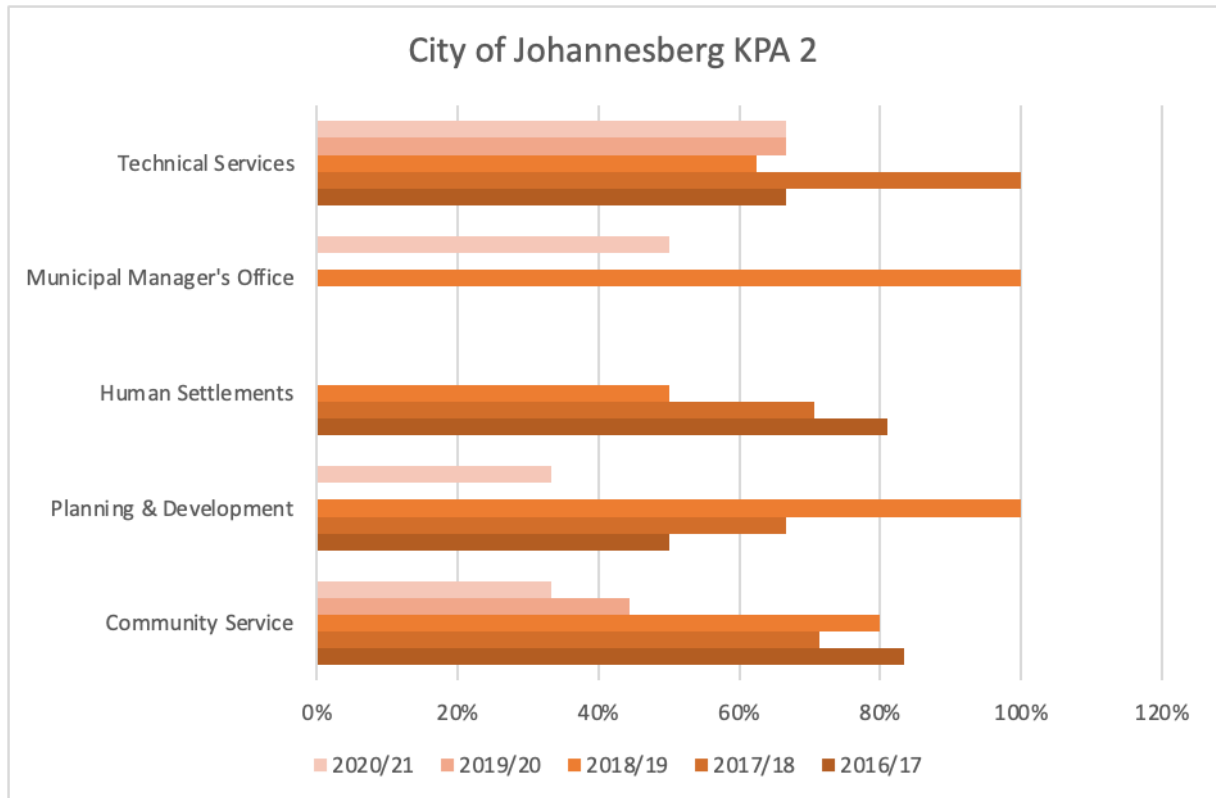
2016 June and 2020 June, the community service sub-category steadily increased in achieving the KPA performance targets. However, due to Covid-19, community service declined from an average of 100% performance in 2019/20, to a performance level of 41,7% in 2020/21. Technical services dropped in performance in 2019/20, the annual report indicates that the lack of performance achievement was due to the Covid-19 lockdown. In summary, planning and development, and the municipal managers' office did not meet their KPA targets at all between 2018/19 and 2019/2.



Graph 7. Polokwane Municipality KPA 2 Analysis from June 2016 till June 2021

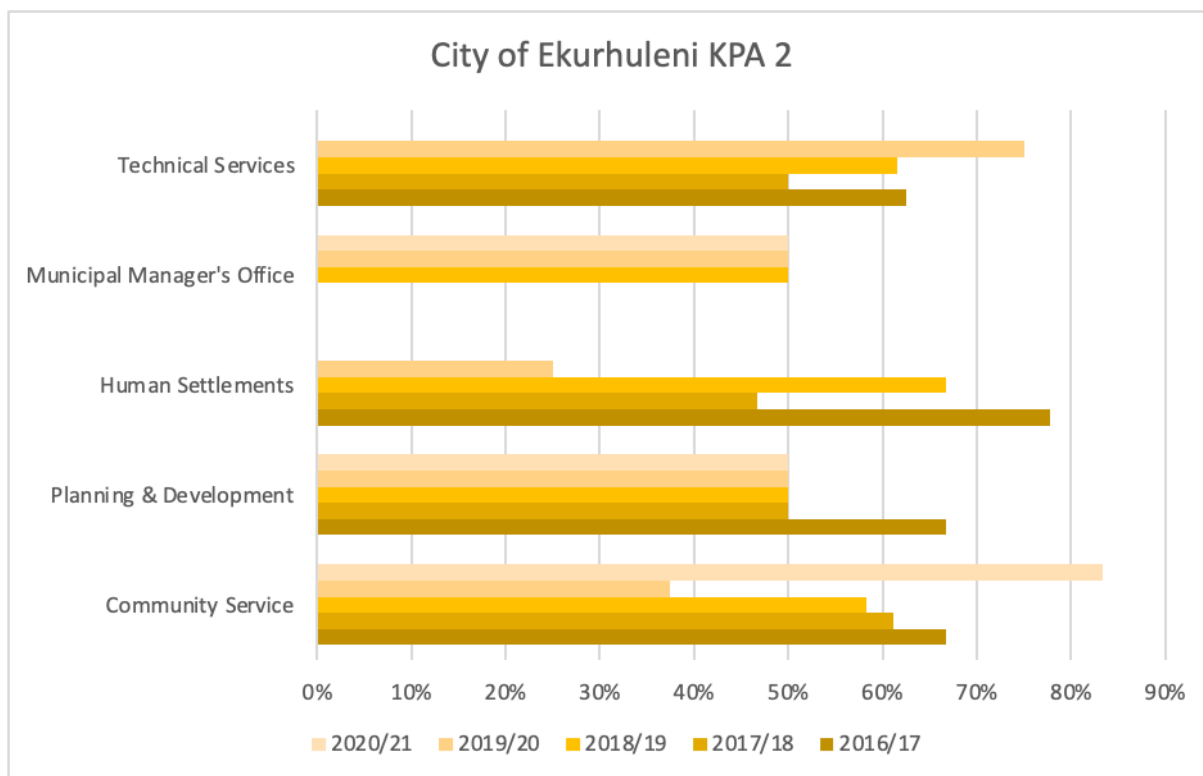
For the second KPA, the Polokwane Municipality Performed at 100% capacity for the planning and development sub-category from 2016/17 till 2019/20, and the municipal managers' office sub-category performed at 100% in 2019/20 only. The municipal managers' office sub-category did not meet its goals between the financial year 2018/19 and 2019/20. Between June 2016 and June 2019, the human settlements sub-category steadily decreased in achieving the KPA performance targets. The community service sub-category remained steady in performing between 70% and 80%. Technical services increased in performance between 2016/17 and 2018/19; however, it dropped in performance in 2019/20. In summary, planning and

development remained consistent in achieving 100% of its KPA targets, and the municipal managers' office did not meet its KPA targets at all between 2018/19 and 2019/20.



Graph 8. City of Johannesburg Municipality KPA 2 Analysis from June 2016 till June 2021

For the second KPA, The City of Johannesburg Municipality Performed at 100% capacity for the planning and development, and municipal managers' office sub-categories in 2018/19, and the technical service sub-category performed at 100% in the financial year of 2017/18. The planning and development sub-category and the municipal managers' office sub-category did not meet any of their performance goals for the financial year of 2019/20. Between June 2016 and June 2021, the community service sub-category steadily declines in achieving the KPA performance targets. However, due to Covid-19, community service declined from an average of 44% performance in 2019/20, to a performance level of 33% in 2020/21. Technical services performance remained an average of 63%-67% throughout, except in 2017/18. In summary, planning and development, and the municipal managers' office did not meet their KPA targets at in the year 2019/20.



Graph 9. City of Ekurhuleni Municipality KPA 2 Analysis from June 2016 till June 2021

For the second KPA, The Ekurhuleni Municipality Performed at 100% capacity for the human settlements sub-category in 2016/17, the technical services sub-category performed at 100% in 2019/20, and the community services sub-category in 2020/21. Ekurhuleni is the only municipality where the municipal managers' office sub-category has met 50% of its goals consistently since the sub-categories introduction in the financial year 2018/19. Between June 2016 and June 2019, the human settlements sub-category steadily decreased in achieving the KPA performance targets. The community service sub-category declined in performance between June 2016 and June 2019 from 67% to 33%. Technical services increased in performance between 2016/17 and 2019/20; however, it dropped in performance in 2017/18. In summary, technical services is the only sub-category that steadily increased in meeting its KPA targets, and the municipal managers' office remained consistent in achieving 50% of its KPA targets.

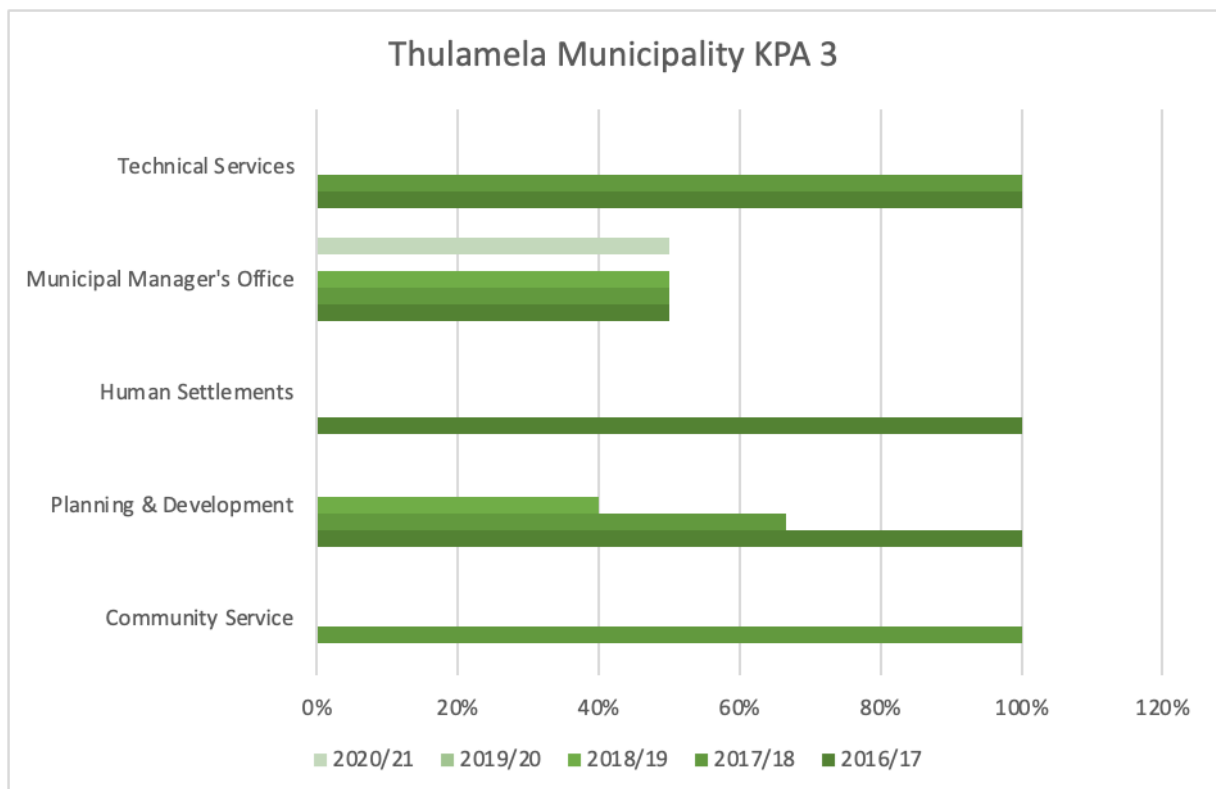
Summary:

Overall, all four municipalities performed, on average, above 50% for all sub-categories, except for the sub-categories of municipal managers' office, and planning and development. City of Ekurhuleni was the only municipality which performed well for the municipal managers' office in 2018/19 and 2019/20. There has been a

consistent decrease in the performance targets met for the community service. Polokwane municipality is the only municipality that performed 100% in the planning and development sub-category for all its years. There seems to be a contradiction in the sub-category of planning and development as Thulamela municipality performed poorly in comparison to Polokwane Municipality; however, it did not affect the employment status of the MM.

1.1.32. Municipal Manager Performance for KPA 3 (Local Economic Development)

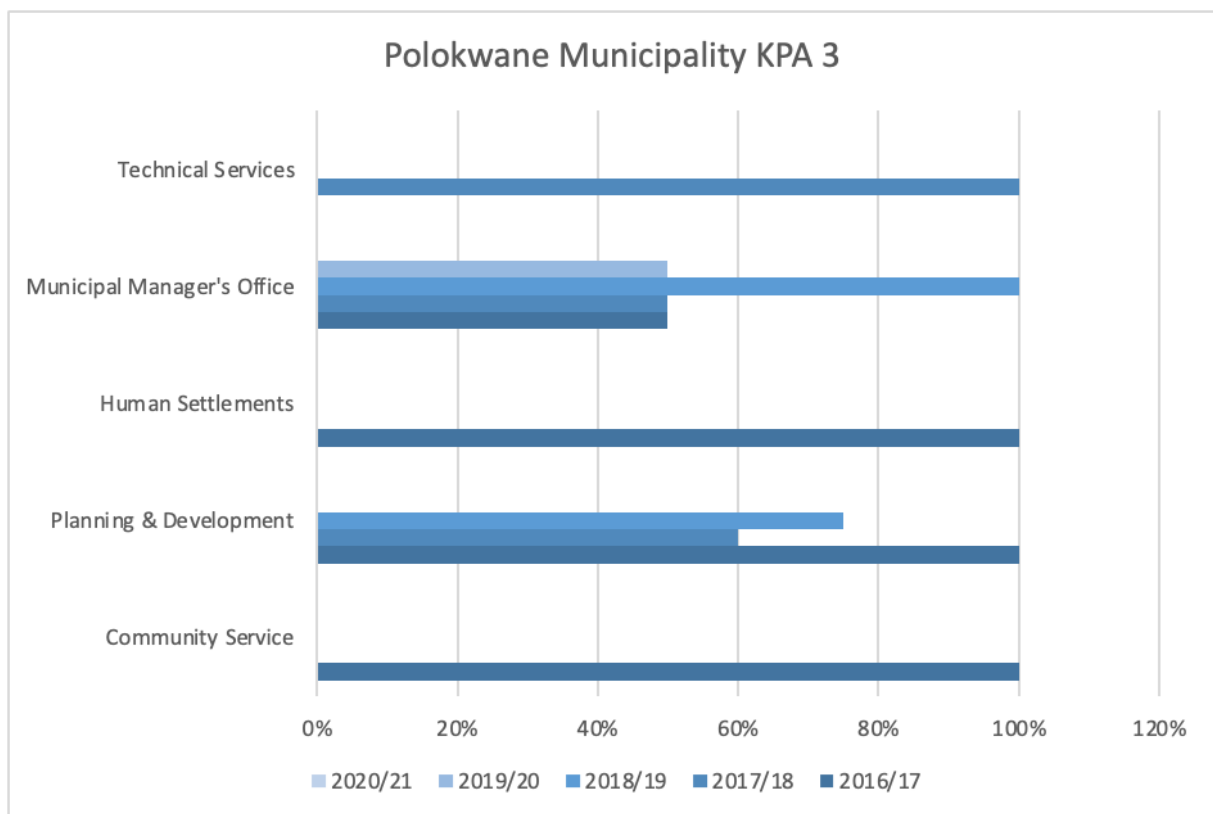
The KPA for Local Economic Development is calculated under five sub-headings. Namely, Community Service, Planning and Development, Human Settlements, Municipal Manager’s Office, and Technical Services. Due to Covid-19, the Human Settlements sub-category and the Technical Services subcategories were affected in performance throughout all four municipalities.



Graph 10. Thulamela Municipality KPA 3 Analysis from June 2016 till June 2021

For the third KPA, the Thulamela Municipality performed at 100% capacity for the human settlements sub-category, the technical services category and the planning and development sub-category in 2016/17. In 2017/18, the municipality performed 100% within its community service subcategory and the technical services sub-

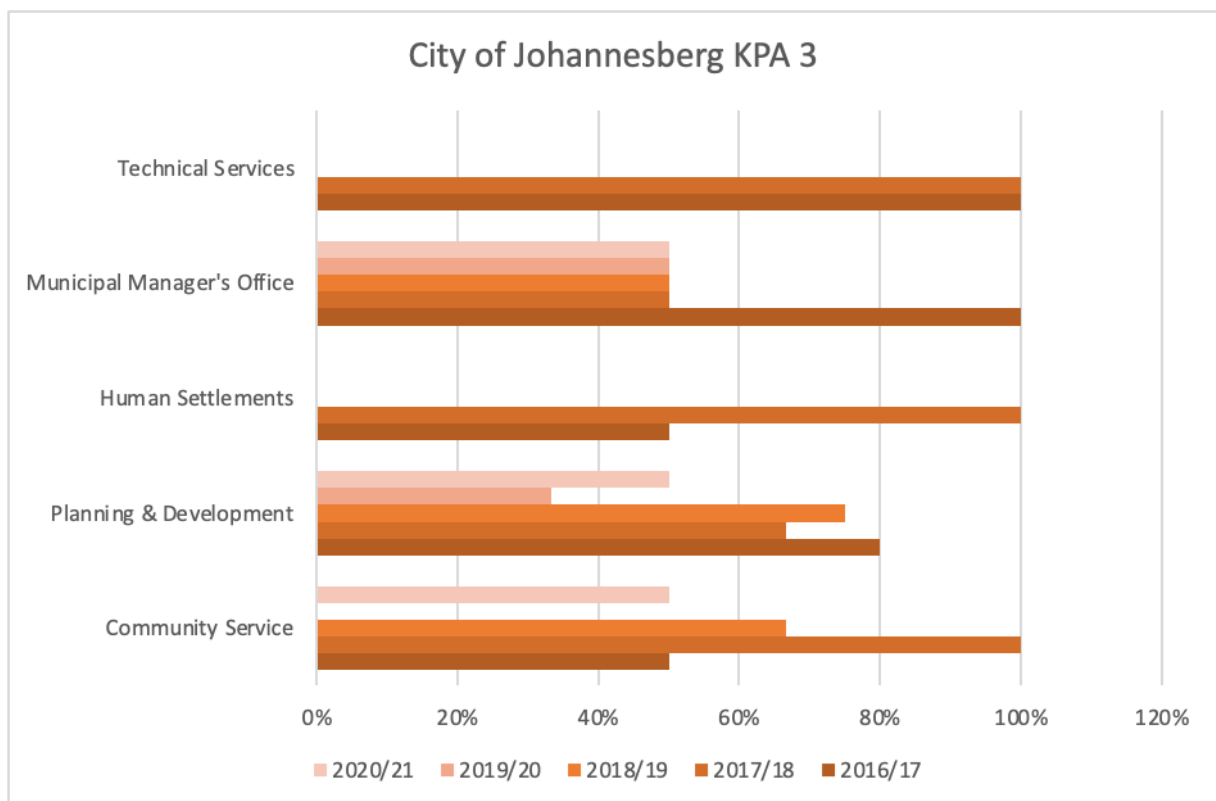
category. The sub-categories of human settlements, community service and technical services were no longer part of the local economic development criteria for Thulamela municipality from 2018/19, indicating that the municipality did not achieve its KPA targets for human settlements and community service in 2017/18. Over the five years, the municipal manager's office consistently performed at 50%, except for the year 2019/20, where the municipal managers' office failed to meet any targets. Planning and Development was the only sub-category to decrease its performance over the years. In summary, no targets were achieved by Thulamela municipality in the year 2019/20; however, the municipality did indicate in its annual report that ongoing development projects were paused due to the redirected focus on Covid-19. Planning and development were the only performance rated less than 50% in 2018/19.



Graph 11. Polokwane Municipality KPA 3 Analysis from June 2016 till June 2021

For the third KPA, the Polokwane Municipality performed at 100% capacity for the human settlements sub-category, the community service category and the planning and development sub-category in 2016/17. In 2017/18, the municipality performed 100% within its technical services sub-category, and in 2018/19 the municipal managers' office performed at 100%. The sub-category of human settlements, was no longer part of the local economic development criteria for Polokwane municipality

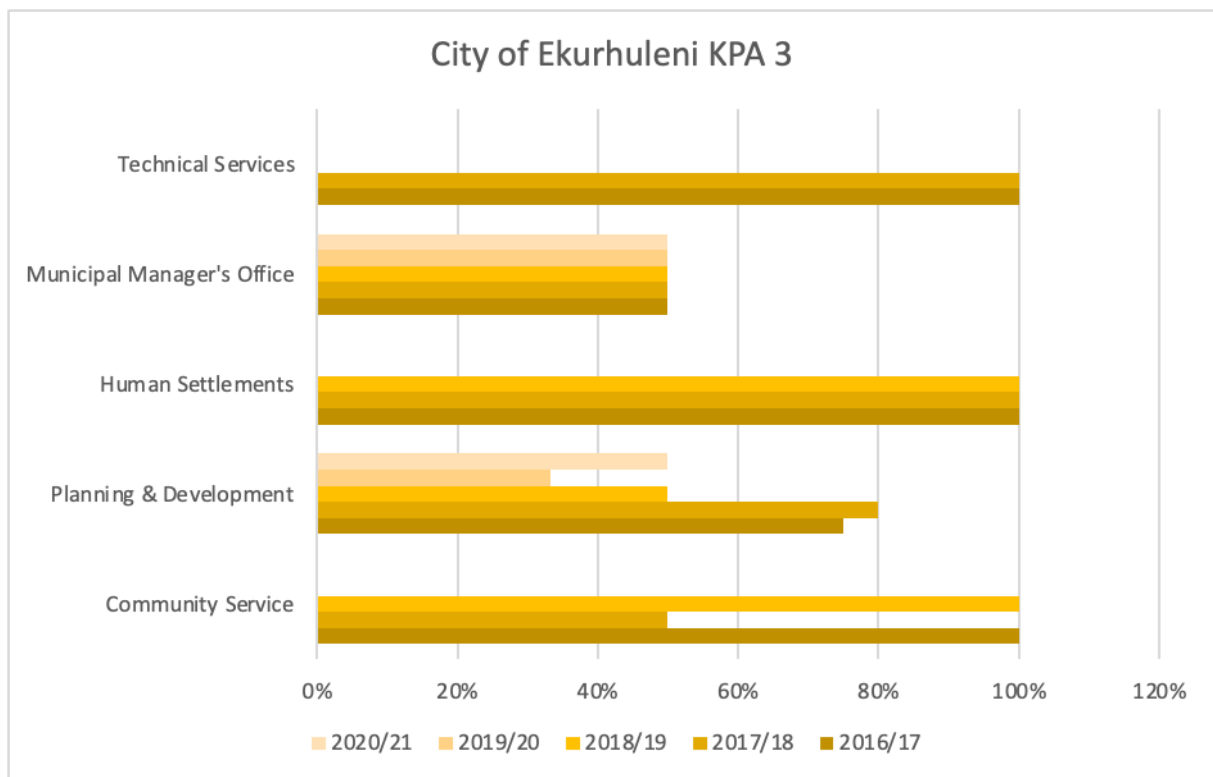
from 2019/20, indicating that the municipality did not achieve its KPA targets for human settlements, technical services, and community service since 2017/18. Over the five years, the municipal manager’s office consistently performed at 50%, except for the year 2018/19, where the municipal managers’ office achieved 100%. Planning and Development was the only sub-category to decrease its performance in 2017/18 before increasing it again in 2018/19. In summary, no targets were achieved by Polokwane municipality from 2017/18 in technical services, human settlements, and community service.



Graph 12. City of Johannesburg Municipality KPA 3 Analysis from June 2016 till June 2021

For the third KPA, The City of Johannesburg Municipality performed at 100% capacity for the human settlements sub-category and the community service category 2017/18. In 2016/17, the municipality performed 100% within its technical services sub-category and the municipal managers’ subcategory. The municipality did not achieve its KPA targets for human settlements and technical services sub-categories since 2018/19. Over the five years, the municipal manager’s office consistently performed at 50%, except for the year 2016/17, where the municipal managers’ office achieved 100%. Planning and Development was the only sub-category to decrease its performance over five years. In summary, no targets were

achieved by City of Johannesburg municipality from 2018/19 in technical services and human settlements.



Graph 13. City of Ekurhuleni Municipality KPA 3 Analysis from June 2016 till June 2021

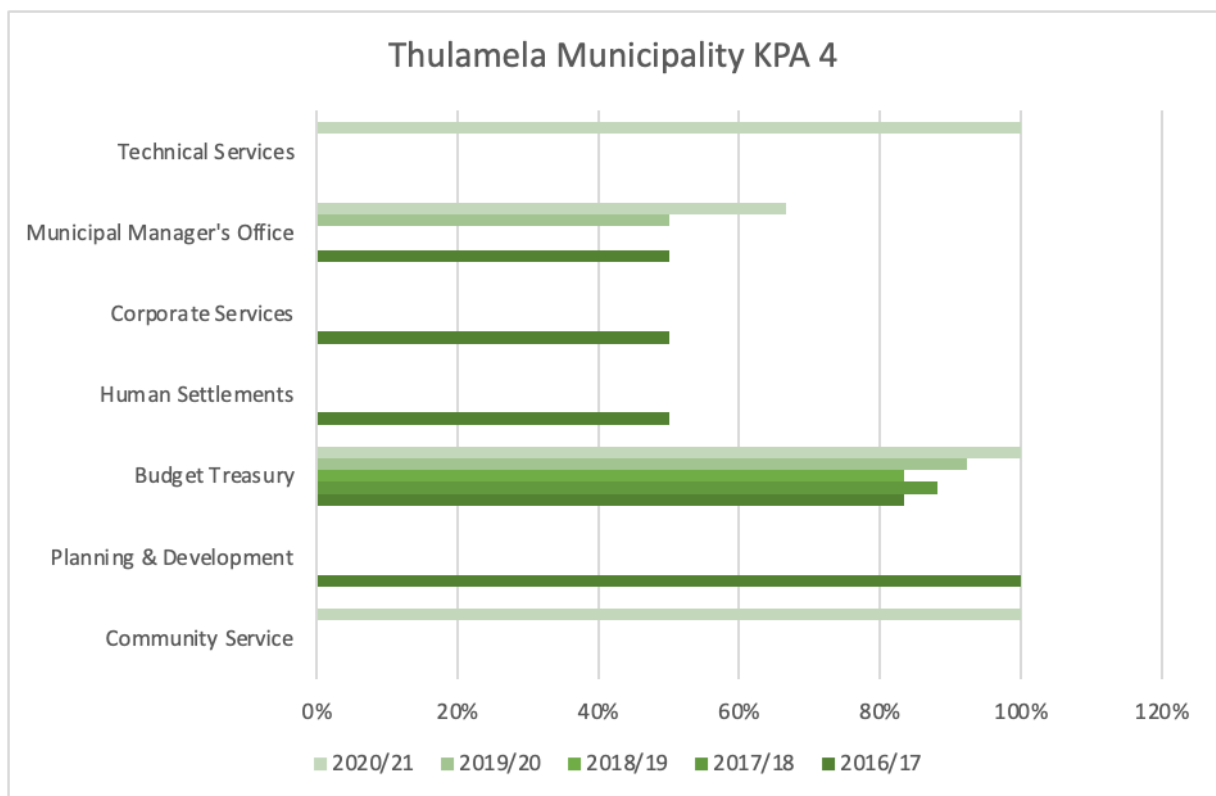
For the third KPA, The City of Ekurhuleni Municipality performed at 100% capacity for the human settlements sub-category, the technical services sub-category and the community service category 2016/17. In 2017/18, the municipality performed 100% within its technical services sub-category and the municipal managers’ subcategory. The municipality did not achieve its KPA targets for technical services sub-categories since 2018/19, and for human settlements since 2019/20. Over the five years, the municipal manager’s office consistently performed at 50%. Planning and Development was the only sub-category to decrease its performance over five years. In summary, no targets were achieved by City of Johannesburg municipality from 2018/19 in technical services, the municipal managers’ office performed at 50% consistently; additionally, the municipality achieved 100% of the human settlement targets for three consecutive years.

Summary:

Local Economic Development did not perform as well as KPA 1 and KPA 2 as the targets of human settlements, community service and technical services were consistently not met for two to three years. Planning and development also declined over the years as the municipal manager progressed with their appointment term. While performing the technical service and human settlement tasks, each municipality achieved 100% of its targets for one or two consecutive years before missing all its targets. Covid-19 was reported to have a major impact in this KPA since 2019/20 in the annual reports.

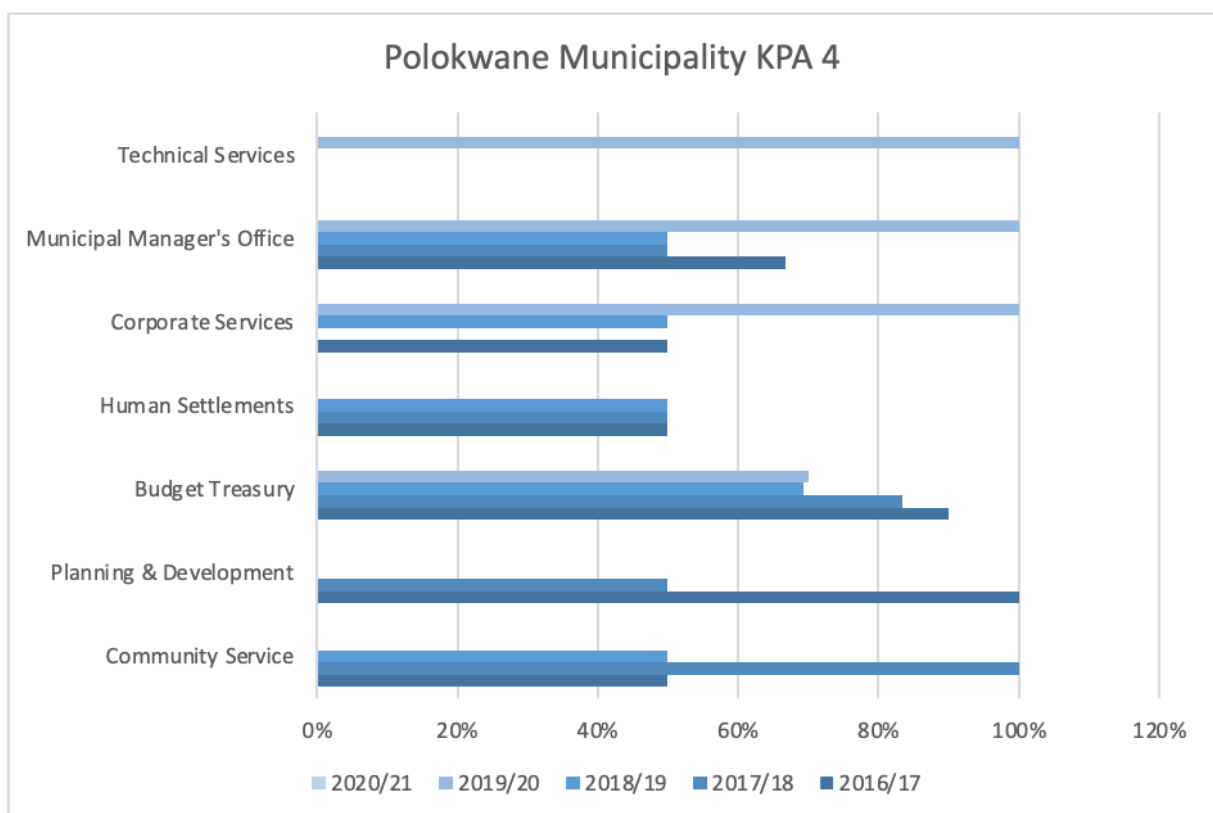
1.1.33. Municipal Manager Performance for KPA 4 (Financial Viability and Management)

The KPA for Financial Viability and Development is calculated under seven sub-headings. Namely, Community Service, Planning and Development, Budgeting, Human Settlements, Corporate Services, Municipal Manager’s Office, and Technical Services. Due to Covid-19, the Human Settlements sub-category was affected in performance throughout all four municipalities between 2019/20 and 2020/21.



Graph 14. Thulamela Municipality KPA 4 Analysis from June 2016 till June 2021

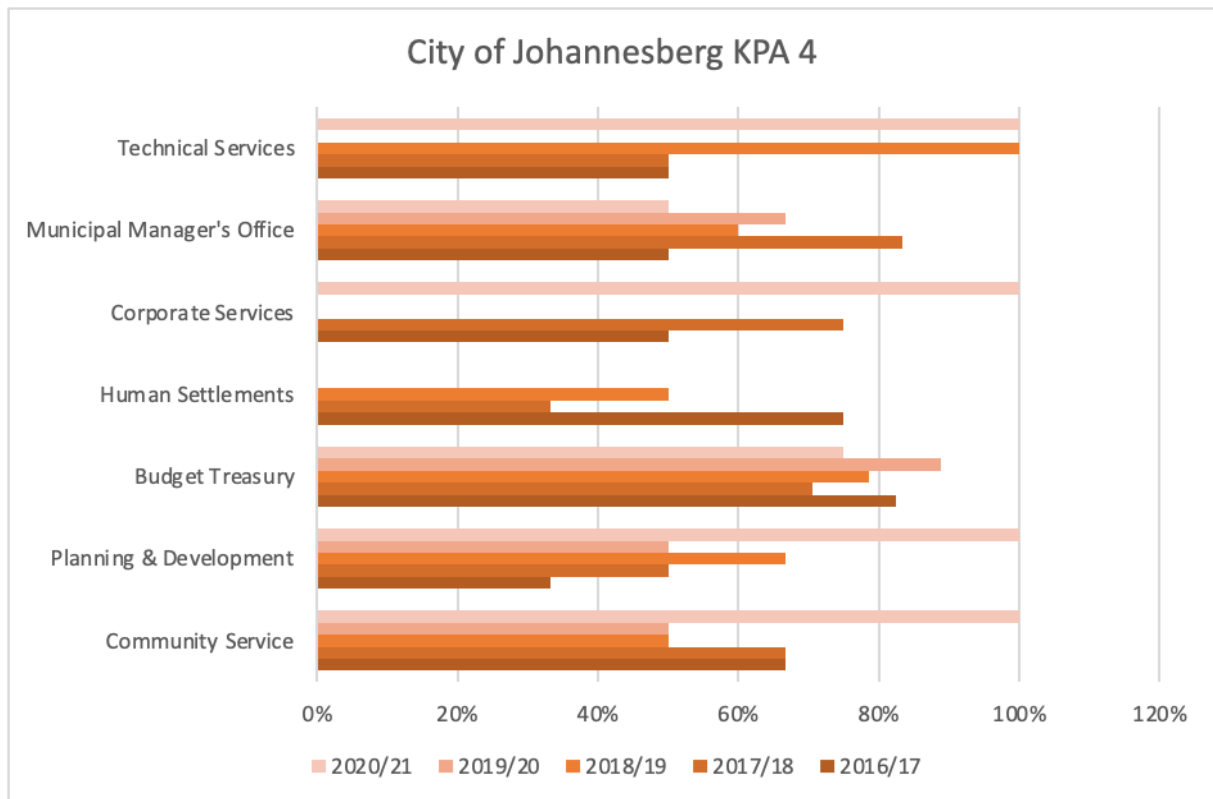
For the fourth KPA, the Thulamela Municipality Performed at 50% capacity for the human settlements sub-category, the corporate services sub-category and the municipal managers' office in 2016/17. The municipality also performed at 100% for planning and development in 2016/17. However, after 2016/17 no targets were met in the KPA for human settlements, corporate services and planning and development. Due to Covid-19, technical services and community services was achieved at 100% performance for the first time in five years in 2020/21. Performance of budget and treasury, and the municipal managers' office improved over the years.



Graph 15. Polokwane Municipality KPA 4 Analysis from June 2016 till June 2021

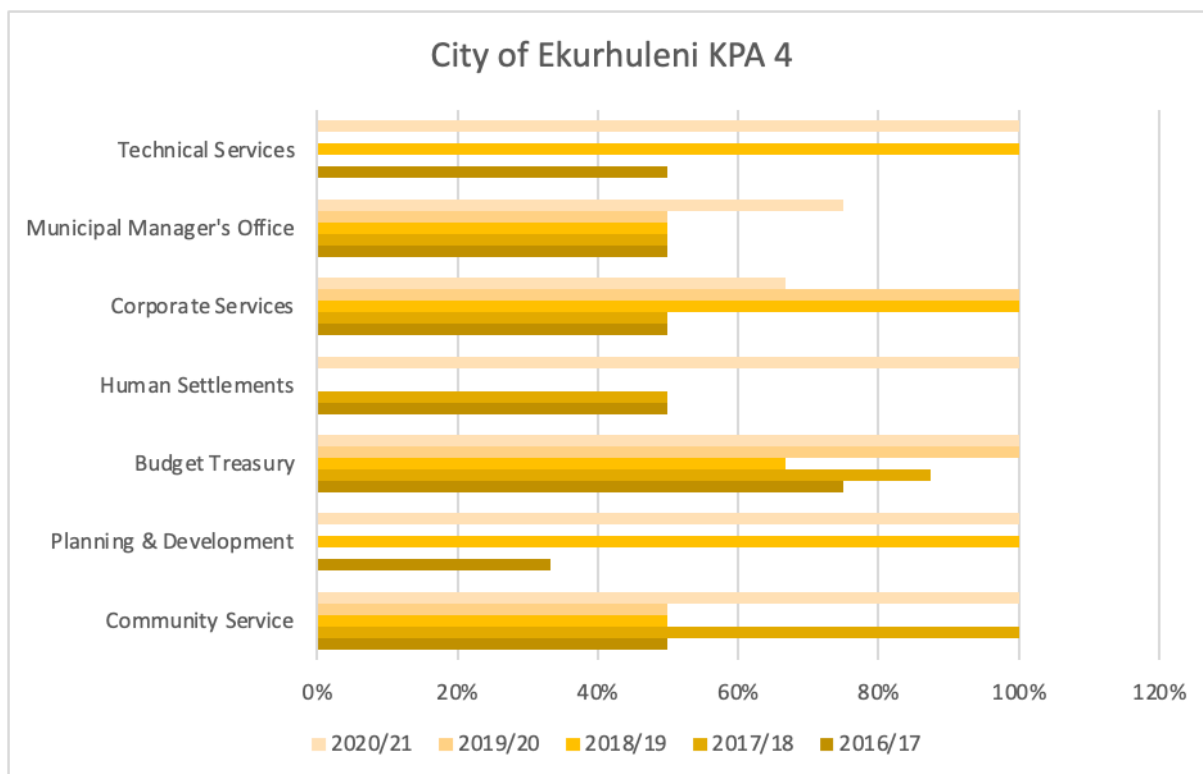
For the fourth KPA, the Polokwane Municipality Performed at 50% capacity for the human settlements sub-category, the corporate services sub-category and the community service sub-category in 2016/17. The municipality also performed at 100% for planning and development in 2016/17. Polokwane municipality consistently performed at 50% capacity for three years before the sub-category was removed from the KPA in 2019/20. Due to Covid-19, technical services, the municipal managers' office, and corporate services performed at 100% capacity for the first time in five years in 2020/21. Performance of budget and treasury, and planning and

development declined over the years. Budget and treasury never performed under 68% throughout the MM's five years.



Graph 16. City of Johannesburg Municipality KPA 4 Analysis from June 2016 till June 2021

For the fourth KPA, The City of Johannesburg Municipality Performed at 100% capacity for the community service sub-category, the corporate services sub-category and the planning and development sub-category, and the technical services sub-category in 2020/21. The lowest performance of the municipality was for planning and development in 2016/17, with a performance rate of 33%, and for human settlements in 2017/18 with a performance achievement of 33% as well. However, the performance rate of planning and development increased over the years. Budget and treasury never performed under 68% throughout the MM's five years and indicated that the municipality strived to perform well within the sub-category as it consistently achieved 68% or more of the performance targets. Corporate services and technical services sub-categories performance criteria were not achieved at all in the year 2019/21, followed by a 100% effort in achieving its performance in 2020/21. The Municipal Managers' Office achieved between 50% and 83% of its performance targets throughout.



Graph 17. City of Ekurhuleni Municipality KPA 4 Analysis from June 2016 till June 2021

For the fourth KPA, The City of Ekurhuleni Municipality Performed at 50% capacity for the human settlements sub-category, the corporate services sub-category, the municipal managers' office, technical services, and the community service sub-category in 2016/17. In 2016/17, planning and development is the only sub-category to perform the lowest, at 33%. City of Ekurhuleni municipal managers' office consistently performed at 50% capacity for four years before an increase in performance to 75% in 2020/21. Due to Covid-19, technical services, planning and development, the budget and treasury, and human settlements at 100% capacity in 2020/21. Budget and treasury generally increased in their performance over the years, with the lowest performance achieved in 2018/19 of 67%. Planning and development, and technical services followed a trend of achieving KPA targets only in 2016/17, 2018/19, 2020/21.

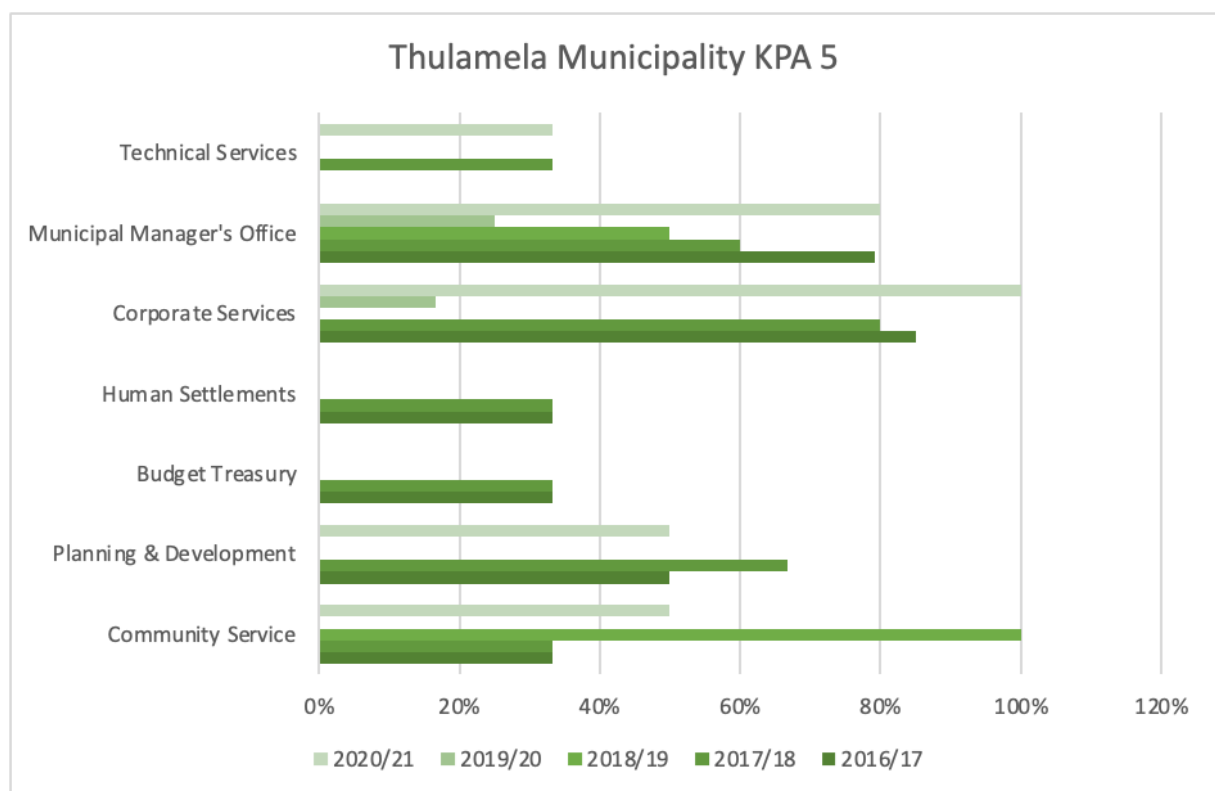
Summary:

The fourth KPA focused on financial viability and management. In all four selected municipalities, the budget and treasury sub-category did not perform lower than 67%, indicating that the focus was for the sub-category to always perform above the average of 50-60%. The municipal managers' office also had to consistently perform

at 50% or above. Although Thulamela municipality and Polokwane municipality did not achieve their targets in one or two years, their MM was still employed as the budget and treasury achievements remained within a performance level.

1.1.34. Municipal Manager Performance for KPA 5 (Good Governance and Public Participation)

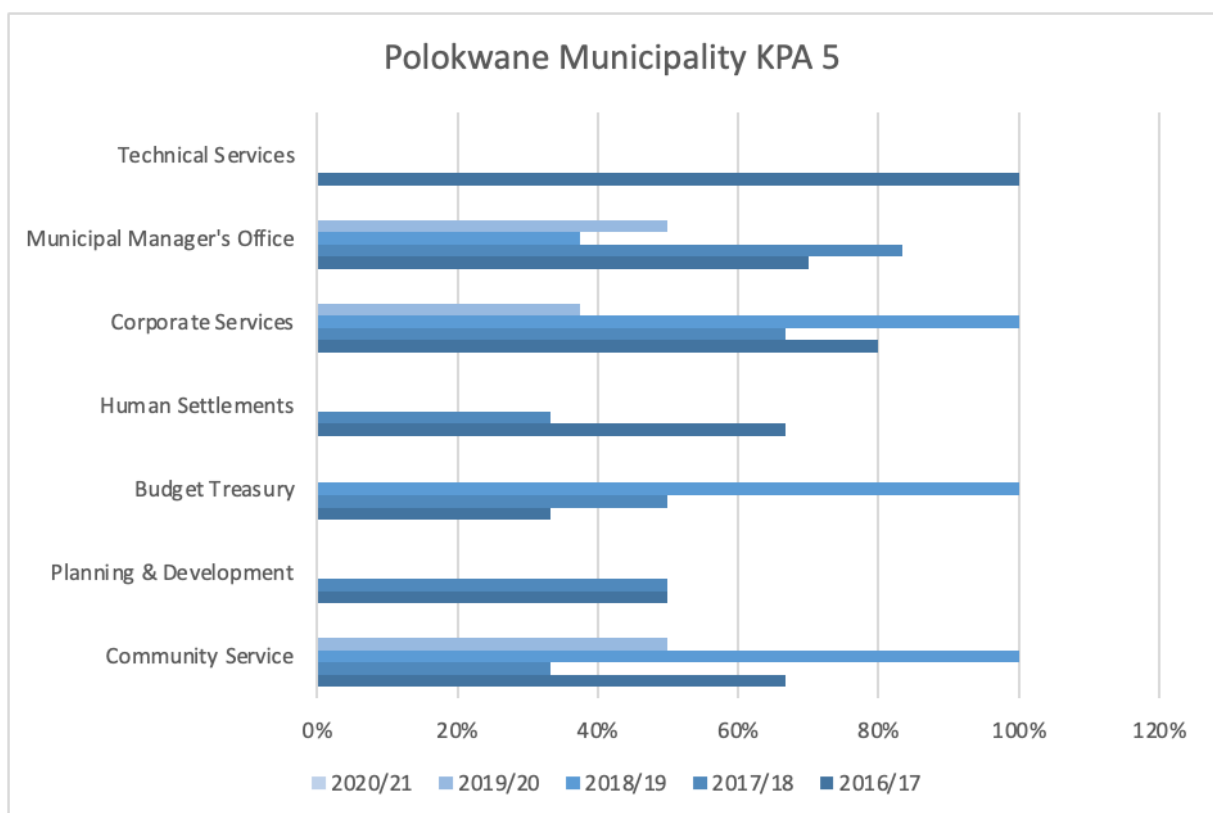
The KPA for Good Governance and Public Participation is calculated under seven sub-headings. Namely, Community Service, Planning and Development, Budgeting, Human Settlements, Corporate Services, Municipal Manager’s Office, and Technical Services. Due to Covid-19, the Human Settlements sub-category was affected in performance throughout all four municipalities between 2019/20 and 2020/21.



Graph 18. Thulamela Municipality KPA 5 Analysis from June 2016 till June 2021

For the fifth KPA, the Thulamela Municipality achieved 100% of its targets in 2018/19 for community service, and in 2020/21 for corporate services. Budget and treasury, human settlements and community service only achieved 50% of their targets in the years 2016/17 and 2017/18, respectively. The sub-categories of corporate services, planning and development, budget and treasury and human settlements were not part of the KPA for 2018/19. Similarly, the sub-categories of community service,

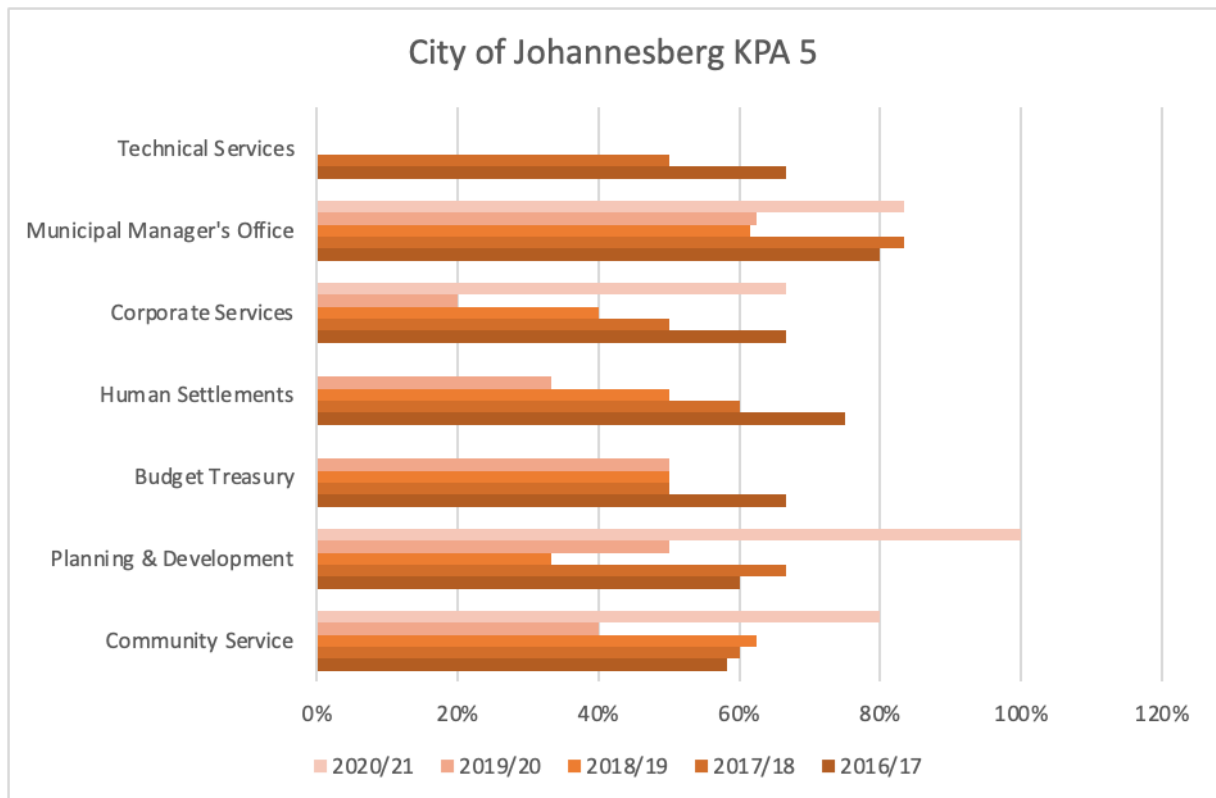
planning and development, budget and treasury and human settlements were not part of the KPA for 2019/20. Over the first four years, the municipal manager's office decreased in its performance from above 79% to 25%, before improving in 2020/21. In 2019/20, no performance targets were achieved for five of the seven sub-categories, only 17% of the corporate services targets were achieved, and only 25% of the municipal managers' office's targets were achieved. In summary, no targets were achieved in 2019/21 for five of the subcategories, the municipal managers' office performance declined over the years, and four of the seven sub-categories performed at an average of 50% achievement of KPA targets.



Graph 19. Polokwane Municipality KPA 5 Analysis from June 2016 till June 2021

For the fifth KPA, Polokwane Municipality performed at 100% capacity for the technical services sub-category in 2016/17, thereafter none of the technical services targets were achieved till 2019/20, when the sub-category was removed from the KPA targets. Budget and treasury sub-category goals were not met since 2019/20. The planning and development sub-categories goals were not met since 2018/19. Planning and development consistently performed at 50% between 2016/17 and 2017/18. Human settlements were the only sub-category to decline in performance. Community service, corporate services and municipal managers' office all increased in performance between 2016/17 and 2018/19, before a decline in performance in

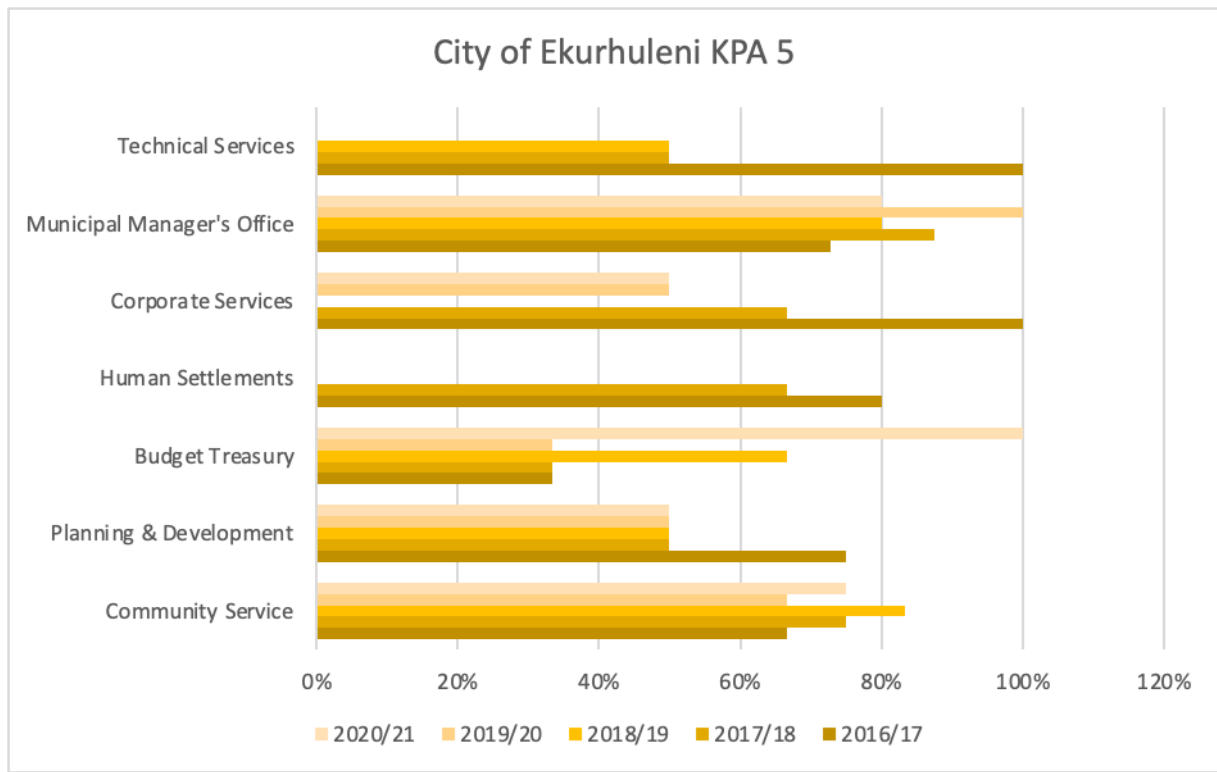
2019/20. In summary, budget and treasury was the only sub-category to increase in performance over the years, human settlements decreased in performance, planning and development performed at a consistent 50%, and technical services met the least targets over the years.



Graph 20. City of Johannesburg Municipality KPA 5 Analysis from June 2016 till June 2021

For the fifth KPA, The City of Johannesburg Municipality performed at 100% capacity for the planning and development sub-category in 2020/21. Technical services declined in performance achievement between 2016/17 and 2017/18, thereafter none of the technical services targets were achieved till 2020/21, when the sub-category was removed from the KPA targets. Budget and treasury and human settlements sub-categories declined in performance achievement between 2016/17 and 2019/20, before they were also removed from the KPA criteria in 2020/21. Budget and treasury consistently performed at 50% between 2017/18 and 2019/20. Community service, corporate services and municipal managers' office all decreased in performance between 2016/17 and 2019/20, before an increase in performance in 2020/21. In summary, budget and treasury was the only sub-category to consistently perform at 50% over a few years, human settlements decreased in performance, and

technical services met the least targets over the years. No sub-category performed at less than 50%.



Graph 21. City of Ekurhuleni Municipality KPA 5 Analysis from June 2016 till June 2021

For the fifth KPA, The City of Ekurhuleni Municipality subcategories of technical services and corporate services performed at 100% capacity in 2016/17, before declining in their performance. Technical services declined in performance achievement between 2016/17 and 2017/18; thereafter none of the technical services targets were achieved till 2020/21, when the sub-category was removed from the KPA targets. The corporate services performance target was not achieved in 2018/19. The human settlements sub-category declined in performance achievement between 2016/17 and 2017/18 before they were also removed from the KPA criteria in 2019/20. Planning and development consistently performed at 50% between 2017/18 and 2020/21. Community service and the municipal managers' office all increased in performance for three to four years before a decrease in performance in 2019/20 and 2020/21, respectively. Budget and treasury performed at 33% over three of the five years. In summary, planning and development was the only sub-category to consistently perform at 50% over a few years, human

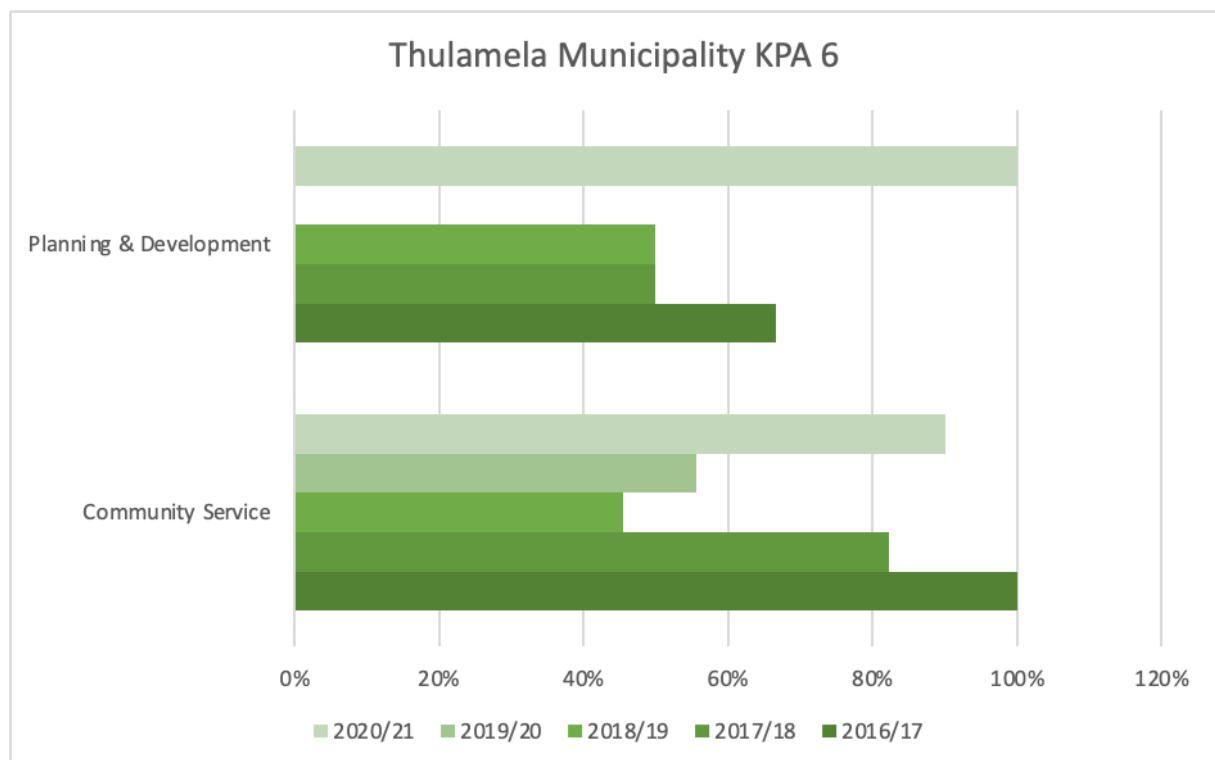
settlements decreased in performance, and technical services met the least targets over the years.

Summary:

For the KPA of good governance and public participation, no sub-category performed less than 50% on average, except for budget and treasury in Ekurhuleni. Technical services and human settlements had the least performance targets achieved across all four municipalities, indicating that it is not a solid criterion to consider when looking at good governance and the MMs' ability to complete the appointed 5-year term. Based on the findings observations, budget and treasury and planning and development need to achieve a minimum of 50% of the set-out targets. However, Ekurhuleni did not meet this target three of the years, indicating a concern in good governance within the municipality. The findings showed various sub-categories performed under 50% for this KPA, indicating that there are concerns in the performance management for good governance.

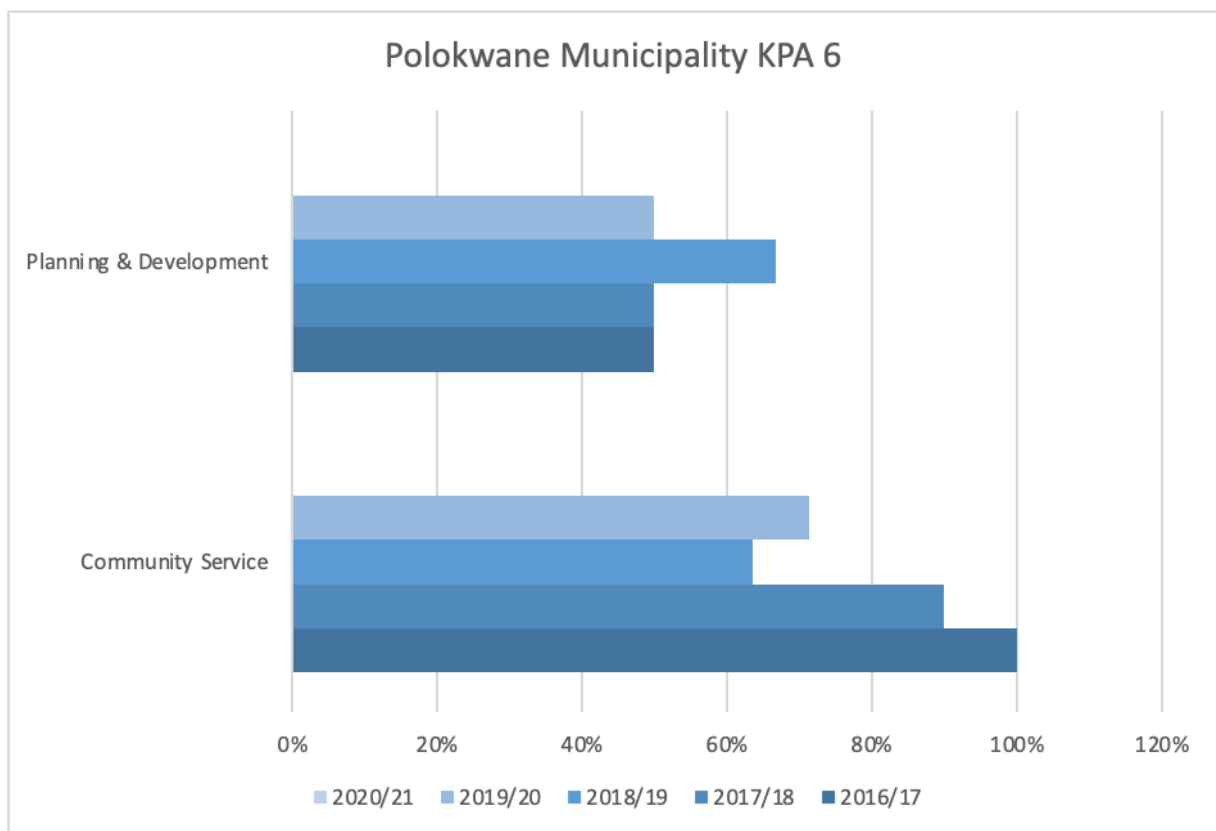
1.1.35. Municipal Manager Performance for KPA 6 (Spatial Rational)

The KPA for Spatial Rational is calculated under two sub-headings: namely, Community Service, and Planning and Development. Neither of these two sub-categories were reported to be affected during Covid-19 for spatial rational.



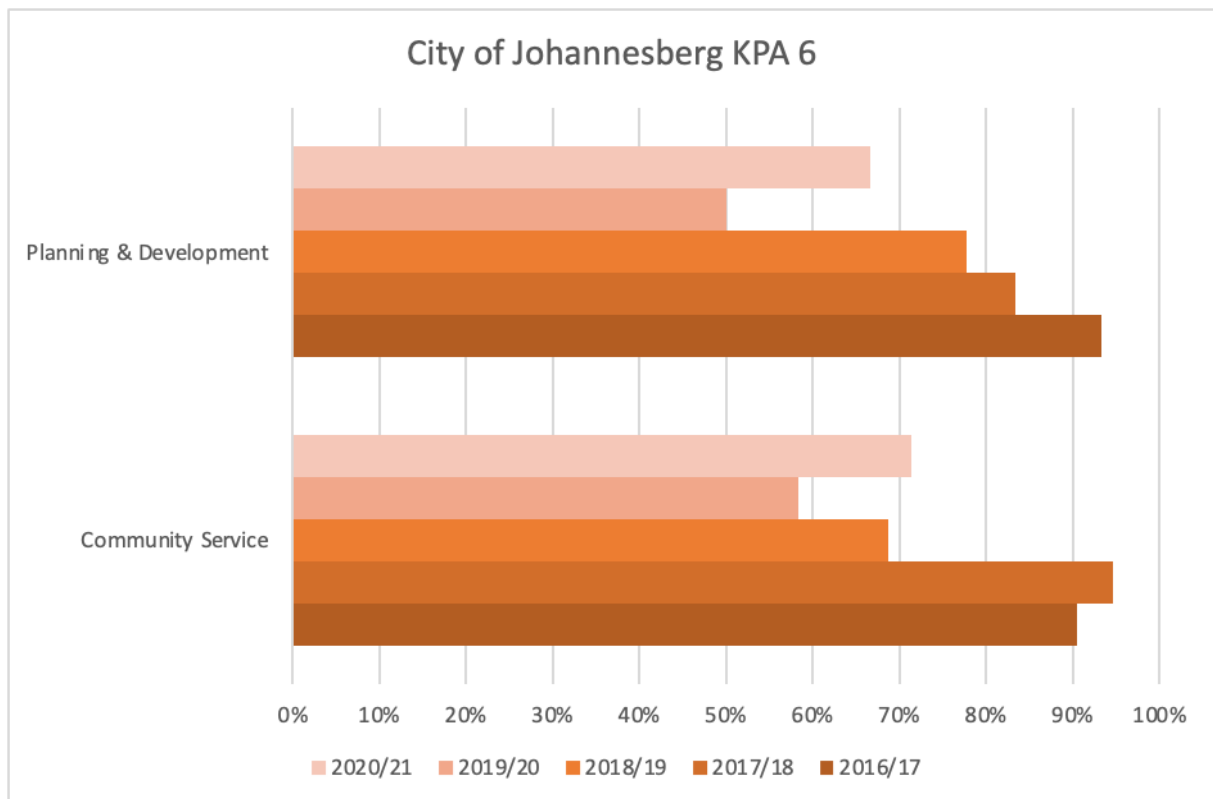
Graph 22. Thulamela Municipality KPA 6 Analysis from June 2016 till June 2021

For the sixth KPA, the Thulamela Municipality performed at 100% capacity in 2016/17 in community service, and in 2020/21 for planning and development. Thulamela municipality failed to meet the performance targets for planning and development in 2019/20. Community service declined from 2016/17 to a 45% performance achievement in 2018/19, which was the lowest performance achievement recorded in the duration of the five years. Overall, spatial rational performed well in achieving more than half of its performance targets each year.



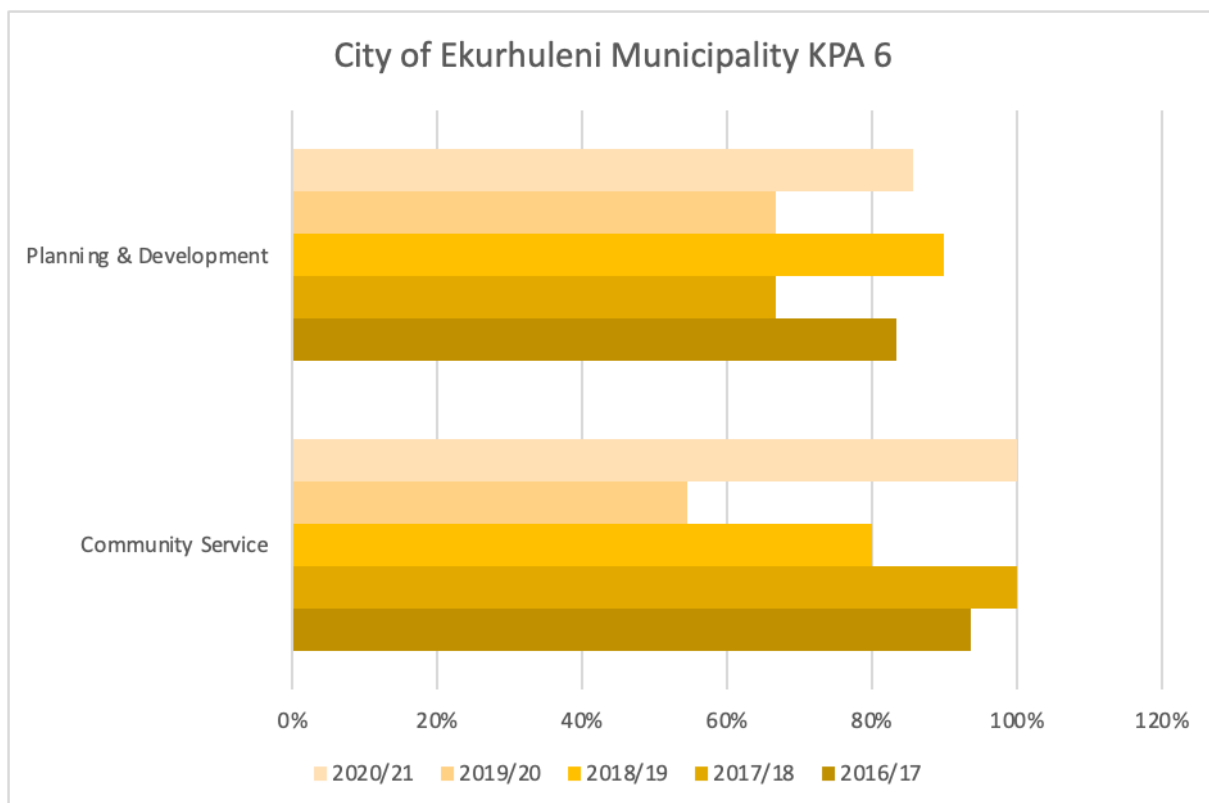
Graph 23. Polokwane Municipality KPA 6 Analysis from June 2016 till June 2021

For the sixth KPA, the Polokwane Municipality performed at 100% capacity in 2016/17 in community service. Community service declined from 100% performance in 2016/17 to a 70%% performance achievement in 2019/20. Planning and development consistently achieved only 50% of its targets, with an improvement in 2018/19 only. Overall, spatial rationale achieved more than half of its performance targets each year.



Graph 24. City of Johannesburg Municipality KPA 6 Analysis from June 2016 till June 2021

For the sixth KPA, The City of Johannesburg Municipality did not perform at 100% capacity for any of the two sub-categories over the five-year period. Both community service and planning and development sub-categories indicate a decline in their performance from 2016/17 to an average of 50% to 58% performance achievement in 2019/20, before improving their performance in 2020/21. Overall, spatial rationale performed well in achieving more than half of its performance targets each year.



Graph 25. City of Ekurhuleni Municipality KPA 6 Analysis from June 2016 till June 2021

For the sixth KPA, the City of Ekurhuleni Municipality performed at 100% capacity in 2017/18 and 2020/21 in the community service sub-category. Community service declined from 2016/17 to a 58% performance achievement in 2019/20, which was the lowest performance achievement recorded in the duration of the five years. Overall, spatial rational performed well in achieving more than half of its performance targets each year.

Summary:

Results from the sixth KPA of spatial rationale indicate that it was the best performed KPA in all four municipalities. When compared to other KPAs, spatial rational has -on average - the most completed targets overall.

Qualitative Content Analysis of Curriculum Vitae from Thulamela Municipality

Municipal Managers need to meet the minimum competency requirement in the financial and supply chain, higher education qualification, managerial and occupational competencies, and work-related experience. The analysis of the curriculum vitae of the Municipal Manager showed that MM met the prescribed level of competence. Municipal Manager has planning and deopment experience,

including spatial planning, land surveying, town planning, Geographical Information system, and local economic development. In addition, the qualitative content analysis of the CV show that Manager had experience in human resource management, financial management, training, and development management, change and transformation management and information technology management.

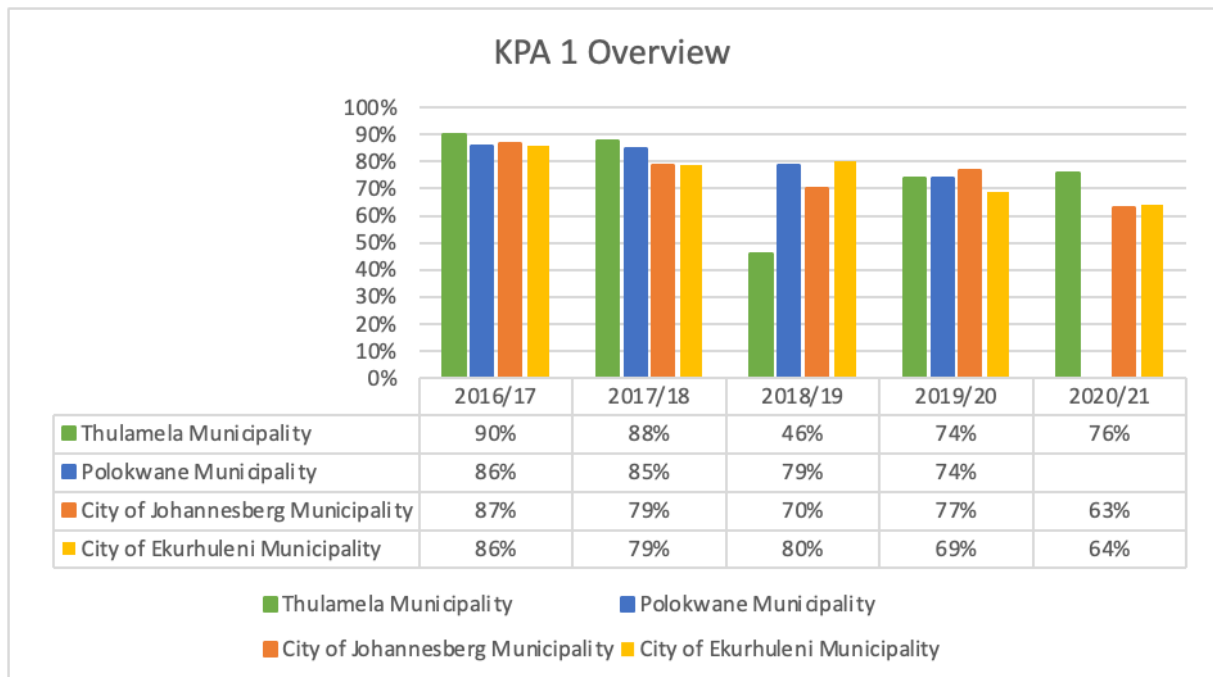
The analysis revealed that Municipal Manager meets the minimum competency levels required as per section 83 of the Municipal Finance Management Act (56 of 2003) and can understand the significance of maintaining required working capital to meet the requirement of the responsibility area. In addition, the Municipal Manager met the minimum competencies and requirements after 18 months of appointment, which allows the completion of service. Although the Municipal Manager possessed a National Diploma in Land, MM failed to develop the financial land use management scheme reported in the annual report. The analysis of CV showed that the Municipal Manager was given the responsibility for the Integrated Development Planning (IDP) /Local Economic Development (LED) Portfolio; however, performance towards local economic development was unacceptable throughout the period (64% in 2017/18, 43% in 2018/19, and 0% in 2019/20). Through analysis of the Manager previous project and job description, it was found that Municipal Manager demonstrated the required work experience needed for the senior Municipal Manager.

Comparison of Data

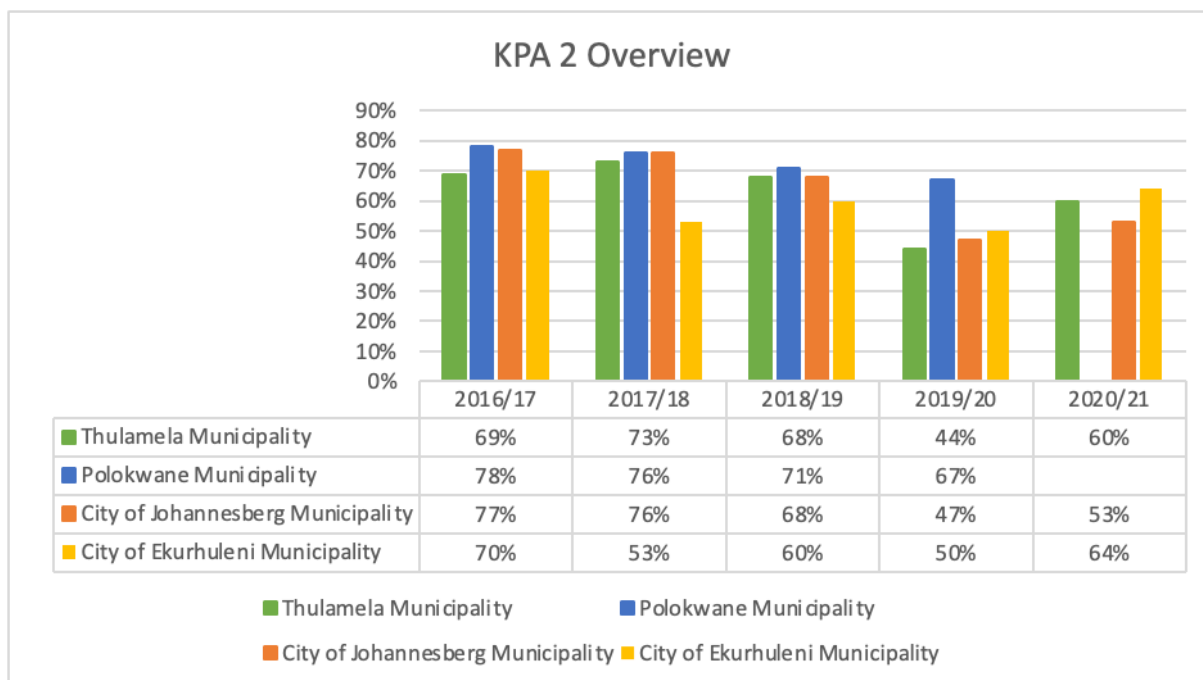
As per the inductive content analysis steps, the aim was to directly summarize the categories from the material and not from theoretical consideration, in a systematic manner. The last step of an inductive analysis is to use reductive procedures to summarise the content analysis. The initial steps of the inductive analysis procedure were to identify the categories for the data to be reduced into, which were provided by the municipality in the progress reports and performance agreements/reviews. Each KPA was illustrated and qualitatively analysed in the sections above to indicate which sub-categories were important and the trends that were followed in process management to achieve targets in order for an MM to keep their position for the entire five years. Additionally, the analysis of Thulamela MM's Curriculum Vitae, all municipalities' annual reports and performance agreements demonstrated that Municipal Managers had failed to meet the municipal targets and goals and did not give 100% performance. However, most categories did perform at 50% and above, and the municipalities did make an effort to keep good performance within their

budget and treasury within KPA 3. However, a further reduction overlooking the average KPA performance per municipality over the years (see graphs below) was necessary to further induce the level of achievements that need to take place overall within the municipality KPAs. The general trend observed was that the municipalities performed above 50% on almost all KPA's per year, with a few exceptions. In graph 32, the graph illustrates that the municipalities did decline in their performance achievement for local economic development post the arrival of Covid-19 in 2019/20 onwards.

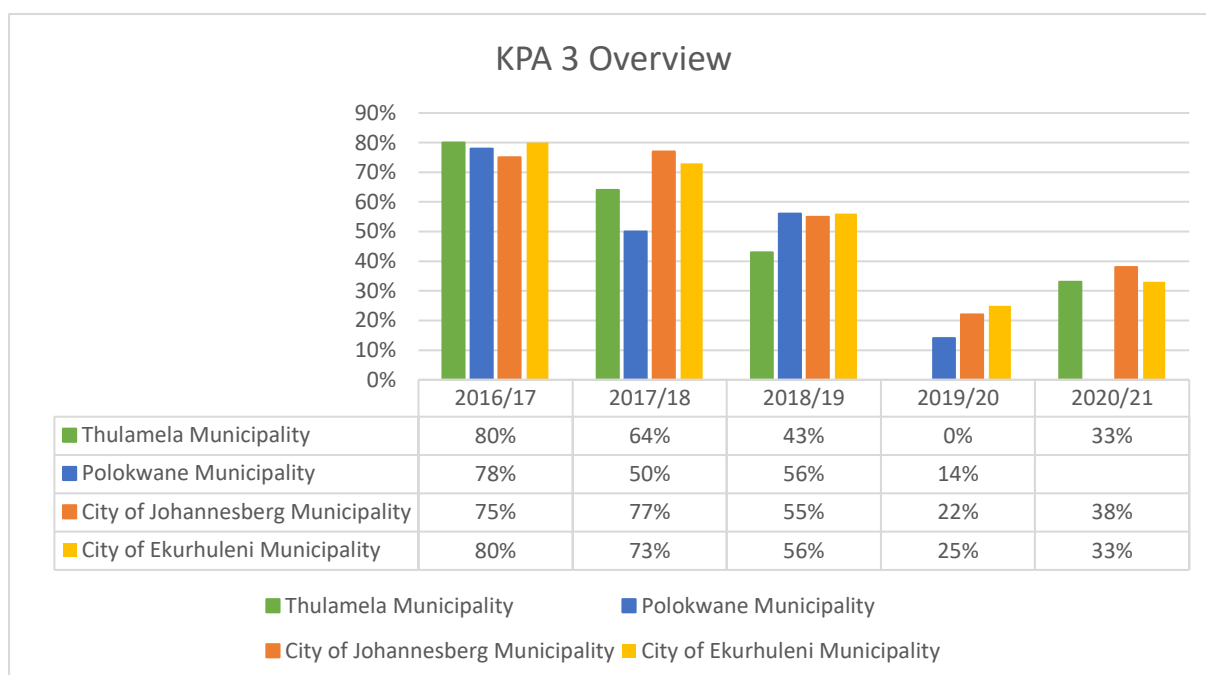
Additionally, a trend observed with Thulamela Municipality in all KPAs is that although performance did drop within the five years, the MM strived to improve its performance within a year or two to ensure that they met the municipality's needs. Apart from a general decline in all selected municipalities in 2019/20 for local economic development, a similar decline is also observed in good governance within the same year. However, all municipalities strived and succeeded in improving their performance the year after. Spatial reasoning was the best performed KPA overall, over all five years in all municipalities. Additionally, financial management and viability (KPA 4) did not perform less than 50% for any of the municipalities on average.



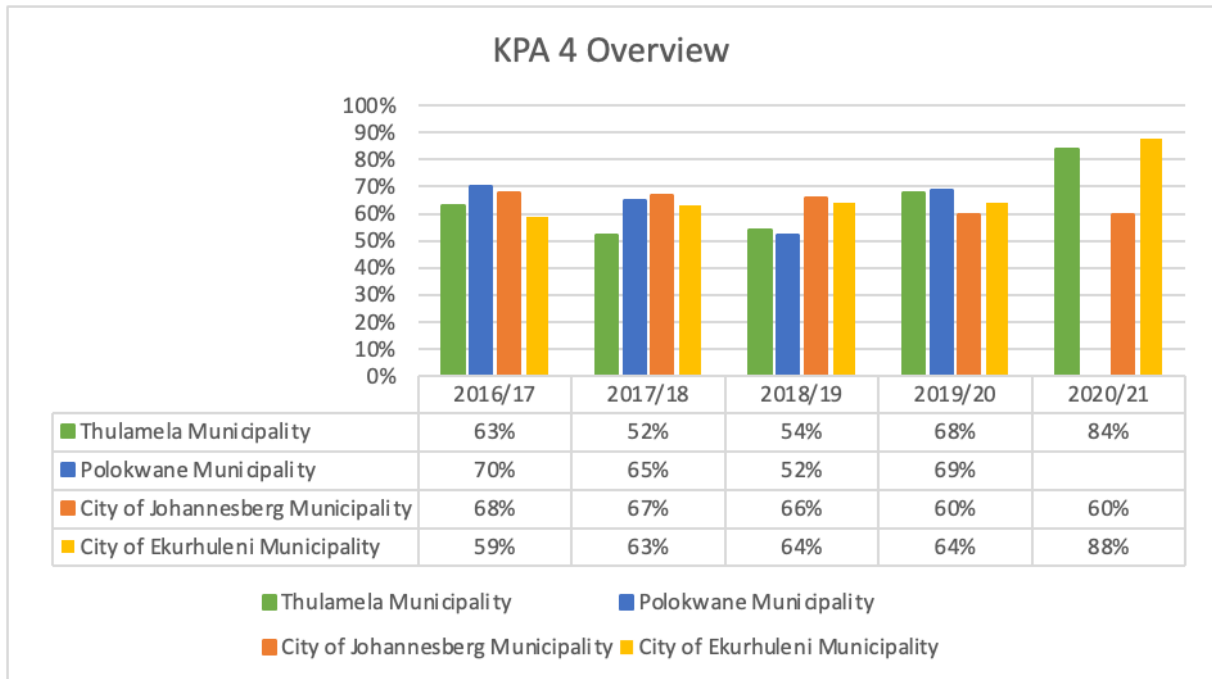
Graph 26. Overview of KPA 1 Per Municipality Between 2016/17 and 2020/21



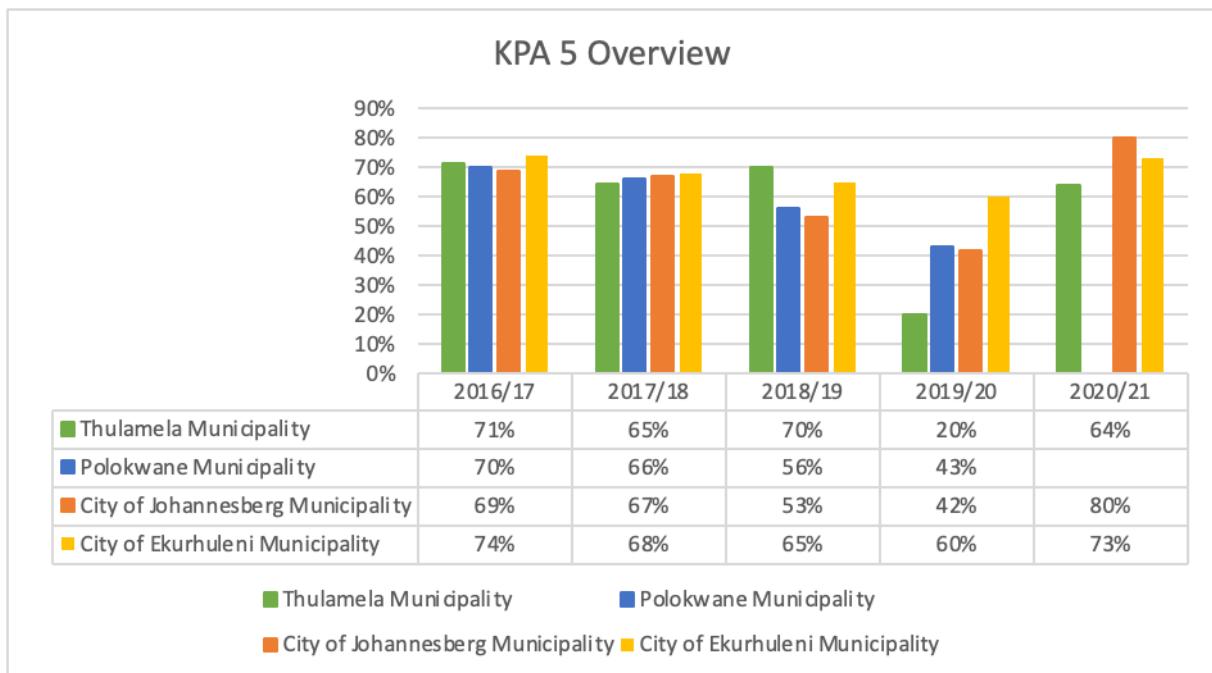
Graph 27. Overview of KPA 2 Per Municipality Between 2016/17 and 2020/21



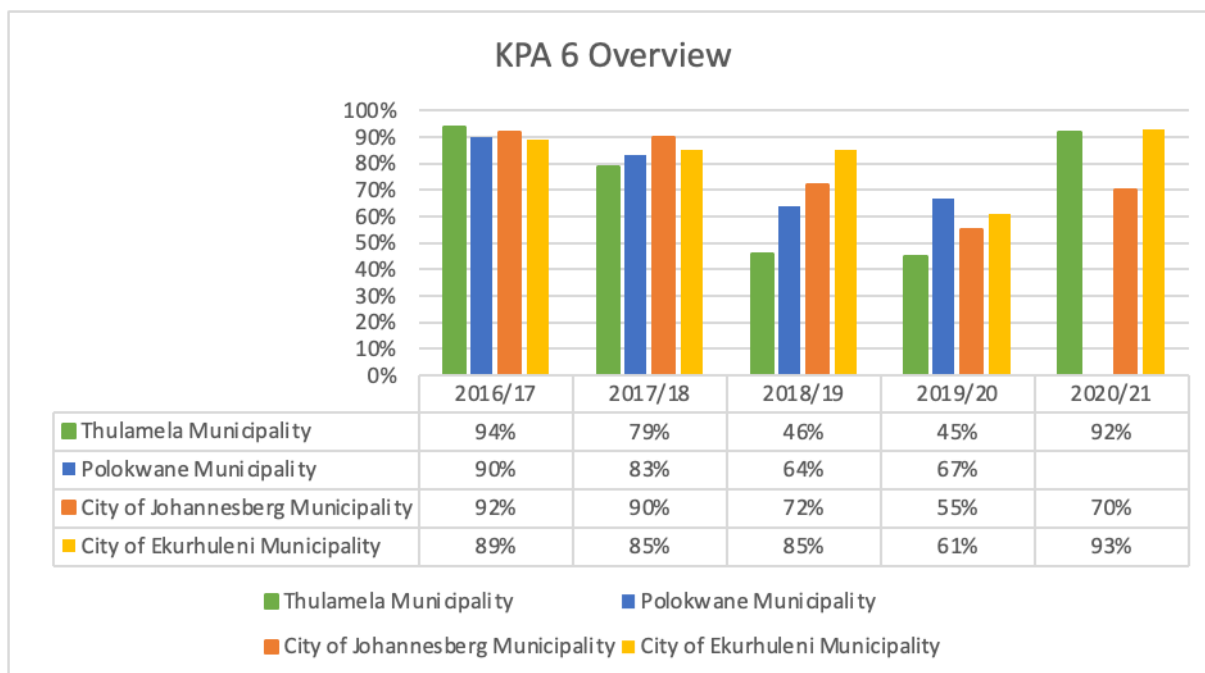
Graph 28. Overview of KPA 3 Per Municipality Between 2016/17 and 2020/21



Graph 29. Overview of KPA 4 Per Municipality Between 2016/17 and 2020/21



Graph 30. Overview of KPA 5 Per Municipality Between 2016/17 and 2020/21



Graph 31. Overview of KPA 6 Per Municipality Between 2016/17 and 2020/21

Looking at the abovementioned findings, the inductive content analysis confirms that all municipalities need to perform at a minimum of 50% performance achievement in all KPAs. Spatial rational is easier to perform well in as compared to good governance and financial management KPAs. Despite their CVs making the MMs adequate candidates for the MM role, there is some need to improve their skills within the local economic development, financial management and good governance KPAs.

Content Analysis Findings on Performance Management, Appraisal Systems, Rewards and Service Delivery

The content analysis findings on the understanding and knowledge of performance management and how it is applied at Limpopo and Gauteng Municipalities revealed that it is an individual plan that assists in identifying areas of focus, as well as areas that the individual employee needs development and that it is a continuous process. In addition, a system assists the municipality and employees to work together, thereby achieving the set goals and standards and ensuring that community members benefit from the team activities. The municipality's intention is good if used objectively and if the correct procedure is followed. The source documents analysed were of the view that this can be used as a punitive measure to those that are not in good standing with their supervisors, especially those supervisors who do not want to follow the procedure as they always get away with their unacceptable deeds. The

weakness of the system, that is, was described as very subjective, if an employee is not in good terms with the supervisors, his/her evidence would never be enough or convincing. In addition, they described the system to be generic and did not talk to an individual and the gaps in her work situation.

Not all municipal managers employees had the same knowledge of PMS. Some showed a deficiency of knowledge; those with a better understanding had a mutual understanding PMS. Therefore, the Limpopo and Gauteng Municipalities under study adopted PMS as a tool for achieving more effective service delivery. Efficient PMS should have a synchronised process for achieving service delivery objectives. The outcomes of the survey on the understanding and knowledge of PMS at the Limpopo and Gauteng Municipalities under examination at all levels, revealed that there were some individuals who did not understand the system. This is evident in the manner in which it is implemented. The content analysis of the source documents revealed that some senior managers would overrule the scores given by immediate supervisors. Some would call a panel and the manager present, on behalf of a subordinate, to this panel of executive managers. The annual reports analysed showed that high ranked staff members are the ones who understood PMS more since they manage performance. For those in the lower categories, they might lack a full understanding of the concept. Also, further finding from the source documents analysis showed that some people were using this system as a punitive measure for poor performing individuals, which is against the objectives of the system. In fact, it was noted from the content analysis from Limpopo municipalities that poor performance should be monitored and where poor performance is identified, individual improvement plans should be developed to address the gaps.

To maintain, sustain and constantly improve Limpopo and Gauteng Municipality activities, employees need to be motivated, rewarded with bonuses, and encouraged for good. The findings of the source documents data analysis, it showed that the performance bonuses and notch progression, whether they were sufficient to enhance motivation and encourage good performance at these municipalities under study or not, they were not good enough to motivate the staff. The deeper analysis revealed also that the performance agreement by some staff members was not properly done because they frequently gave up before their appraisal was completed by their superiors. The content analysis showed that some municipal managers were unhappy about the notch progression appraisal system because it was so small such

that one did not see any difference in the salary scale. Moreover, the content analysis revealed that the municipal managers were of the view that getting bonuses was next to impossible at times due to the fact that some notches were too low to motivate them to work harder.

Conclusion

This chapter presented the findings of the study. It explored and compared descriptively the municipal management turnover and any trends in the MM's KPI's and experiences that promote completion of managerial contract with the Limpopo and Gauteng local government context. The content analysis examined different Key Performance Indicators (KPIs) and core competencies that were present amongst municipal managers who completed their contractual terms while also performing well within the human resource management retention theory. The findings from the content analysis showed that not all municipal managers employees had the same knowledge of PMS. Some showed a deficiency of knowledge; those with a better understanding had a mutual understanding PMS. Moreover, some findings from the content analysis revealed that most Municipal Managers meet the minimum competency levels required as per section 83 of the Municipal Finance Management Act (56 of 2003) and can understand the significance of maintaining required working capital to meet the requirement of the responsibility area. In addition, the Municipal Manager meets the minimum competencies and requirements after 18 months of appointment, which allows the completion of service. Although the Municipal Manager possesses the National Diploma in Land, MM fails to develop the financial land use management scheme reported in the annual report. The analysis of CV shows the Municipal Manager was given the responsibility for the Integrated Development Planning (IDP) /Local Economic Development (LED) Portfolio; however, performance towards local economic development was unacceptable throughout the period (64% in 2017/18. 43% in 2018/19 and 0% in 2019/20). Through analysis of the Manager previous project and job description, it was found that Municipal Manager demonstrates the required work experience needed for the senior Municipal Manager.

Chapter 5: Discussion and Conclusion

As discussed in Chapter 1, effective public administration and municipal management are vital for developmental states' functioning, such as South Africa. With efficient and effective municipal managers committed to clearly outlined and systematically implemented development plans, South Africa may be able to live up to its developmental objectives. The success of municipalities depends on the quality of the political leadership, responsible governance of its finances, the strength of its establishments, and staff working skills for the municipality (Mzezewa and Raushai, 2019:2). Effective public administration and municipal management is a vital aspect for developmental states' functioning, such as South Africa.

However, the South African local government is known to also invest in their senior managers' human capital and intellectual development through offering training and other capacity-building initiatives while providing financial assistance to further qualifications while the MM is under their five-year contract. However, managers still do not meet basic competency levels as recent financial audits claim that more than half of the local municipalities are currently labelled as financially distressed, with approximately 30% of the economic instability attributed to underqualified municipal and senior managers, which adds to the high employee turnover rate in municipal management positions. According to the Department of Cooperative Governance, of those employees suspended, 21 were municipal managers (Hattingh, 2020:33). As a response to the current problem, the government has allocated R6.6-billion to support municipalities through building capacity and strengthening municipal administrations (Hattingh, 2020:4; Polity, 2021).

Before discussing the results of the research findings, it is best to set the developments within its political and theoretical background. As discussed in chapter 2, South Africa has built its new local governance frameworks after the Apartheid local government failed to deliver services to the people of South Africa. During Apartheid governance, there was no uniform system of local government. The apartheid white local government was partially constructed on the Weberian bureaucracy model, which followed five critical models. The five critical components of this model focussed on (1) the hierarchy of authority (so MMs are in charge of all process management and appraisal of KPA targets); (2) qualifications-linked meritocracy; (3) application of impersonal rules; (4) security of tenure; and (5)

division of labour. However, only the local government institutions in areas reserved for white people incorporated the elements of the Weberian bureaucracy in their governance style. As a result, white local authorities bureaucracy has been described as very rigid and intensely geared towards material exploitation through the extraction of resources and creation of colonial markets, with little to no interest in improving the quality of life for the colonised communities (Gumede and Sipholo, 2014: 50). At the end of apartheid, South African governments re-incorporated previously excluded communities into the mainstream of the civil service. However, the apartheid governance left various townships and homelands in distressing social and economic conditions (White Paper, 1998: 24 para. A.1). As such, South Africa's legacy was divided into well-governed white urban areas at the cost of black peri-urban regions facing deep, glaring structural disparities, extreme poverty, and distorted settlement patterns (White Paper, 1998: 13). Post-Apartheid, there was an urgent need for rapid delivery of services to rectify the damages. South Africa needed transparent, efficient, participatory, and accountable management of local governance. Without efficient and effective municipal managers committed to clearly outlined and systematically implemented development plans, South Africa may struggle to live up to its developmental objectives.

In summary, to mend the damages, the country needed local governments that followed uniform goals to lead the country's progress and allow equal treatment of all. As such, the usefulness of Weber's model in delivering services based on the need of a community was questioned. The Weberian model's qualifications and practical experience requirements would have continued excluding the African majority who wanted to participate in political and economic governance. Therefore, the Weberian bureaucracy stood in the way of the new democratic government's intention for the political transformation of the public services towards deracialisation. Consequently, the government adopted the New Public Management (NPM) as a local and national government policy to ensure rapid service delivery and deracialising public administration (Gumede and Sipholo 2014:50).

The South African government set up an elaborate legal framework to enforce the NPM at the local level, and to restructure local government internally and externally to ensure effective service delivery. However, despite the introduction of the NPM in local government, poor service delivery is still prevalent in many municipalities, partly due to corruption, patronage, and skills deficits. Approximately nine years after the

piloting of the NPM, the majority of local municipalities were showing signs of distress or dysfunctionality. A 2009 assessment on the 283 municipalities that existed in the country was conducted by the Department of Cooperative Government and Traditional Affairs (CoGTA). The CoGTA identified various service delivery and governance problems reported in municipalities over the years' (State of Local Government Report, 2009:4).

These problems included (State of Local Government Report, 2009:4):

- issues with the political-administrative interface;
- intra- and inter-political party issues negatively affecting governance and delivery;
- corruption and fraud;
- massive service delivery and backlog challenges on housing, water, and sanitation;
- poor communication and accountability relationships with communities;
- weak civil society formations;
- poor financial management; and
- insufficient municipal capacity due to a lack of scarce skills.

The 2020 State of Local Government Finances and Financial Management audit identified three major factors for municipalities' provincial interventions: governance failures, financial failures, and service delivery failures. The report confirms a high level of municipal manager turnover due to inadequate human resource capital to ensure professional administration and positive relations between labour, management, and councils. Given the abovementioned concerns, the South African government noted that the NPM method does not work for efficient service delivery in their governance. In an attempt to turn the tide at the local-government level, there is a resurgence in the Weberian service delivery model. There has been a shift in thinking from a wholehearted commitment to the NPM paradigm in the past few years. The NPM initially provided hope of bringing efficiency and effectiveness while getting rid of tardy, incompetent, and time-serving public service providers. The ongoing dysfunctionality of many municipalities and municipal entities has forced the government to rethink its theoretical position. The disenchantment occasioned the return of the Weberian service delivery model with the NPM paradigm within five years of its operation (Gumede and Sipholo, 2014: 52). Although the government had not entirely abandoned the NPM paradigm, it swiftly moved towards the Weberian service delivery model.

Understanding that there have been continuous shifts within the local government theoretical framework helps to identify the need to have more structure that effectively manages the needs of South Africa. As a response to the current problem, the government has allocated R6.6-billion to support municipalities regarding capacity building and municipal administration. It will allocate the money during the 2020-21 and 2022-23 financial years (Hattingh, 2020:4 and Polity, 2021). Strategies to ensure staff retention must be explored to prevent further loss of human and financial resources. Staff retention is "the ability for an organisation to keep their employees working for their organisation or the degree to which current staff members remain with an organisation over a given period" (Mzezewa and Raushai, 2019:98). The problem, however, is that a shortage in research exists intended to identify the competencies, skills and experiences of municipal managers that completed their contractual term without being suspended (Opperman, 2015).

Due to various accounts of misconduct or general underqualification, many municipal officials get suspended due to lack of skills and competence leading to changes in management position and the employment of under qualified managers (Hattingh, 2020:3). Proof of the turnover was observed when gathering data to create a sample for this study, where out of multiple municipalities, only two municipalities from Gauteng and two from Limpopo met the inclusion criteria for fulfilling their contractual term. The instability in municipal management positions harms service delivery to communities. The constant change in management has several consequences, such as the inability to make fundamental managerial decisions, the appointment of service providers and overall financial sustainability. Such a state of affairs often delays project implementation and affects the municipality's ability to spend its capital budget (Nkadimeng, 2019:3). The Department of Cooperative Governance report that in the past year, twenty-one (21) municipal managers have been suspended as they were not regarded as fit for the job, which was confirmed by the researcher when collecting data do define the research sample.

As discussed in chapter 1, a shortage of research exists on trends of which municipal manager KPI's (competencies), skills and experiences lead to completion of their contractual term rather than suspension. As such, this study aimed to identify which Key Performance Indicators (KPIs) and core managerial competencies (CMCs) were present amongst municipal managers who complete their contractual

terms. In other words, the objective of this study was to explore and compare descriptively any trends in the managers (MM's) KPI's and experiences that promote the completion of their managerial contract with the local government. As such, the research report analysed the CV of a Thulamela MM, and the annual reports and progress reports of the selected four municipalities in this study.

Although there has been a shift to balancing segments of NPM and Weberian Bureaucracy, incompetence due to skills requirements is still an overwhelming problem for the municipalities (Munzhedzi, 2021:9). This statement is confirmed through the CV analysis. The analysis revealed that Municipal Manager meets the minimum competency levels required as per section 83 of the Municipal Finance Management Act (56 of 2003) and can understand the significance of maintaining the required working capital to meet the requirement of the responsibility area. In addition, the Municipal Manager meets the minimum competencies and requirements after 18 months of appointment, allowing service completion. Although the Municipal Manager possessed a National Diploma in Land, MM failed to develop the financial land use management scheme reported in the annual report. The CV analysis showed the Municipal Manager was responsible for the Integrated Development Planning (IDP)/Local Economic Development (LED) Portfolio; however, performance towards local economic development was unacceptable. Through analysis of the Manager's previous project and job description, it was found that the Municipal Manager demonstrated the required work experience needed for the senior Municipal Manager. Looking back at the literature, according to Khumbudzo Ntshavheni, Minister in the Presidency, a probable cause of these suspensions is that nearly half of South Africa's senior municipal officials do not meet the government's prescribed minimum competency levels post their appointment and opportunities provided (South Africa, 2018:1 and Polity, 2021). However, access to only one CV was granted; this research cannot confirm or deny the fact that minimum competency levels were not met. However, for the MMs who completed their five-year term, they did meet minimum competency requirements yet still did not perform adequately in the local economic development section. As such, we agree with the statement by Munzhedzi (2021) that there is still an ongoing need for knowledge systems which can inform on which experiences, educational background and KPI capabilities will lead to effective municipal management of the local government, particularly in problem areas.

It is foreseen that municipalities will stabilise and increase productivity if suitable candidates are recruited. Staff turnover may be minimised if there is a good relationship between employees and the management of municipalities. As such, municipalities need to consider trends in KPIs and core competencies which tend to perform well and give space in allowing municipal managers to complete their contractual terms. However, there is a lack of research focusing on trends in which municipal manager KPIs (competencies), skills and experiences can contribute to completing their contractual obligations. As such, the decision-maker could benefit from feedback on municipal manager KPI trends that might assist the process of full-term contractual employment and reduce municipal management (MM) turnover.

In a summary, the following trends in KPA were noted:

KPA 1 (Municipal Transformation and Organisational Development): Overall, all four municipalities performed, on average, above 50% for all sub-categories, except for the sub-categories of municipal managers' office, and planning and development. City of Ekurhuleni was the only municipality which performed well for the municipal managers' office in 2018/19 and 2019/20. There has been a consistent decrease in the performance targets met for the community service. Polokwane municipality is the only municipality that performed 100% in the planning and development sub-category for all its years. There seems to be a contradiction in the sub-category of planning and development as Thulamela municipality performed poorly in comparison to Polokwane Municipality; however, it did not affect the employment status of the MM.

KPA 2 (Basic Service Delivery): Overall, all four municipalities performed, on average, above 50% for all sub-categories, except for the sub-categories of municipal managers' office and planning and development. The City of Ekurhuleni was the only municipality which performed well for the municipal managers' office in 2018/19 and 2019/20. There has been a consistent decrease in the performance targets met for the community service. Polokwane municipality is the only municipality that performed 100% in the planning and development sub-category for all its years. There seems to be a contradiction in the sub-category of planning and development as Thulamela municipality performed poorly in comparison to Polokwane Municipality; however, it did not affect the employment status of the MM.

KPA 3 (Local Economic Development): Local Economic Development did not perform as well as KPA 1 and KPA 2 as the targets of human settlements, community service and technical services were consistently not met for two to three years. Planning and development also declined over the years as the municipal manager progressed with their appointment term. While performing the technical service and human settlement tasks, each municipality achieved 100% of its targets for one or two consecutive years before missing all its targets. Covid-19 was reported to have a major impact in this KPA since 2019/20 in the annual reports.

KPA 4 (Financial Viability and Management): In all four selected municipalities, the budget and treasury sub-category did not perform lower than 67%, indicating that the focus was for the sub-category to always perform above the average of 50-60%. The municipal managers' office also had to consistently perform at 50% or above. Although Thulamela municipality and Polokwane municipality did not achieve their targets in one or two years, their MM was still employed as the budget and treasury achievements remained within a performance level.

KPA 5 (Good Governance and Public Participation): For the KPA of good governance and public participation, no sub-category performed less than 50% on average, except for budget and treasury in Ekurhuleni. Technical services and human settlements had the least performance targets achieved across all four municipalities, indicating that it is not a solid criterion to consider when looking at good governance and the MMs' ability to complete the appointed 5-year term. Based on the findings observations, budget and treasury and planning and development need to achieve a minimum of 50% of the set-out targets. However, Ekurhuleni did not meet this target three of the years, indicating a concern in good governance within the municipality. There are various sub-categories which performed under 50% for this KPA, indicating that there are concerns in the performance management for good governance.

KPA 6: Results from the sixth KPA of spatial rationale indicate that it is the best performed KPA in all four municipalities. When compared to other KPAs, spatial rationale has -on average - the most completed targets overall.

So, as can be seen, for the KPA of Municipal Transformation and Organisational Development and the KPA of Basic Service Delivery, the municipal manager's office and planning and development do not need to perform beyond 50% of its targets for the MM to maintain his/her employment. Additionally, findings indicate that a decline in community service for both KPA's did not lead to a change in the employment status of the MM. Additionally, stark differences between Polokwane Municipality and other municipalities for planning and development indicate that it is not a category given much importance when considering the MM's employment status. Similarly, for Local and Economic Development, findings indicate that as long as services for human settlements and technical services are met, and the Municipal Managers' office performs at least at 50%, then the MM's position is safe. Again, implicating that Planning and Development and Community Service are ongoing challenges in the municipalities for multiple KPA's and may not be considered as strict criteria for staff retention.

These insights indicate that although the change between the Weberian Model and NMP are still new, it is an interesting insight to observe that the categories of Budgeting, Human Settlements, Corporate Services, and Technical Services are given higher preference for optimal development of the KPAs than Community Services, Planning and Development, and the Municipal Managers Office. Understandably, planning and development and community services may be wary in meeting targets due to the unpredictability surrounding their achievements. Additionally, the MM's office does not perform above 50% in all KPAs, indicating that some struggle exists within the MM's office internal management for task completion. Looking into the NPM and Weberian Model, it seems that some Weberian rules may need to be applied in the hierarchy of the MM office and the allocation of specific tasks to specific personnel to try improving the chain of command, which would in turn assist in the MM' office performance. Additionally, Planning and Development and Community Service require flexibility and accountability of targets being met. However, further investigations need to take place on why planning and development and community service KPA categories are not met as optimal levels and are not considered for staff retention.

As a conclusion, MM staff retention is highly linked to the ability to perform at 50% and above in Budgeting, Human Settlements, Corporate Services, and Technical Services. The change from NPM to Weberian may assist in hierarchy of power,

distribution of tasks and accountability, however, effort still needs to be made in assisting MMs meet their targets for local economic development.

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Appendices

Appendix A: KPA 1 Content Analysis Tables

Table 10. KPA 1 Content Analysis Table for the Financial Year of 2016/17

KPA 1: Municipal Institutional Development and Transformation						
Thulamela 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	5	3	2	60,0%	40,0%	
Budget Treasury	10	10	0	100,0%	0,0%	
Human Settlements	2	2	0	100,0%	0,0%	
Corporate Services	33	32	1	97,0%	3,0%	
Municipal Manager's Office	16	13	3	81,3%	18,8%	
Technical Services	2	1	1	50,0%	50,0%	
Total	70	63	7	90%	10%	
Polokwane 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	6	5	1	83,3%	16,7%	
Budget Treasury	9	8	1	88,9%	11,1%	
Human Settlements	3	2	1	66,7%	33,3%	
Corporate Services	3	3	0	100,0%	0,0%	
Municipal Manager's Office	28	25	3	89,3%	10,7%	
Technical Services	18	15	3	83,3%	16,7%	
	2	1	1	50,0%	50,0%	
Total	69	59	10	86%	14%	
COJ 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	11	10	1	90,9%	9,1%	
Budget Treasury	15	12	3	80,0%	20,0%	
Human Settlements	3	2	1	66,7%	33,3%	
Corporate Services	5	4	1	80,0%	20,0%	
Municipal Manager's Office	50	48	2	96,0%	4,0%	
Technical Services	20	16	4	80,0%	20,0%	
	5	3	2	60,0%	40,0%	

Total	109	95	14	87%	13%
City of Ekurhuleni 2016/17					
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	8	6	2	75,0%	25,0%
Budget Treasury	12	10	2	83,3%	16,7%
Human Settlements	3	2	1	66,7%	33,3%
Corporate Services	35	32	3	91,4%	8,6%
Municipal Manager's Office	14	13	1	92,9%	7,1%
Technical Services	2	1	1	50,0%	50,0%
Total	77	66	11	86%	14%

Table 11. KPA 1 Content Analysis Table for the Financial Year of 2017/18

KPA 1: Municipal Institutional Development and Transformation					
Thulamela 2017/18					
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	8	7	1	87,5%	12,5%
Budget Treasury	13	13	0	100,0%	0,0%
Human Settlements	2	2	0	100,0%	0,0%
Corporate Services	50	42	8	84,0%	16,0%
Municipal Manager's Office	14	12	2	85,7%	14,3%
Technical Services	2	2	0	100,0%	0,0%
Total	91	80	11	88%	12%
Polokwane 2017/18					
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	4	4	0	100,0%	0,0%
Budget Treasury	8	7	1	87,5%	12,5%
Human Settlements	2	2	0	100,0%	0,0%
Corporate Services	18	15	3	83,3%	16,7%
Municipal Manager's Office	12	10	2	83,3%	16,7%
Technical Services	2	1	1	50,0%	50,0%
Total	48	41	7	85%	15%

COJ 2017/18						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	13	9	4	69,2%	30,8%	
Budget Treasury	5	4	1	80,0%	20,0%	
Human Settlements	8	6	2	75,0%	25,0%	
Corporate Services	42	36	6	85,7%	14,3%	
Municipal Manager's Office	15	12	3	80,0%	20,0%	
Technical Services	4	3	1	75,0%	25,0%	
Total	105	83	22	79%	21%	

City of Ekurhuleni 2017/18						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	10	7	3	70,0%	30,0%	
Budget Treasury	2	2	0	100,0%	0,0%	
Human Settlements	2	2	0	100,0%	0,0%	
Corporate Services	32	28	4	87,5%	12,5%	
Municipal Manager's Office	12	9	3	75,0%	25,0%	
Technical Services	2	1	1	50,0%	50,0%	
Total	70	55	15	79%	21%	

Table 12. KPA 1 Content Analysis Table for the Financial Year of 2018/19

KPA 1: Municipal Institutional Development and Transformation						
Thulamela 2018/19						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	5	3	2	60,0%	40,0%	
Budget Treasury	0	0	0	N/A	N/A	
Human Settlements	0	0	0	N/A	N/A	
Corporate Services	16	3	13	18,8%	81,3%	
Municipal Manager's Office	6	6	0	100,0%	0,0%	
Technical Services	0	0	0	N/A	N/A	
Total	28	13	15	46%	54%	

Polokwane 2018/19

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	4	3	1	75,0%	25,0%
Budget Treasury	8	7	1	87,5%	12,5%
Human Settlements	2	1	1	50,0%	50,0%
Corporate Services	2	1	1	50,0%	50,0%
Municipal Manager's Office	16	14	2	87,5%	12,5%
Technical Services	10	7	3	70,0%	30,0%
	1	1	0	100,0%	0,0%
Total	43	34	9	79%	21%

COJ 2018/19

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	11	8	3	72,7%	27,3%
Budget Treasury	16	10	6	62,5%	37,5%
Human Settlements	4	2	2	50,0%	50,0%
Corporate Services	8	4	4	50,0%	50,0%
Municipal Manager's Office	38	30	8	78,9%	21,1%
Technical Services	12	8	4	66,7%	33,3%
	2	2	0	100,0%	0,0%
Total	91	64	27	70%	30%

City of Ekurhuleni 2018/19

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	7	6	1	85,7%	14,3%
Budget Treasury	6	4	2	66,7%	33,3%
Human Settlements	2	1	1	50,0%	50,0%
Corporate Services	2	2	0	100,0%	0,0%
Municipal Manager's Office	26	23	3	88,5%	11,5%
Technical Services	9	6	3	66,7%	33,3%
	2	1	1	50,0%	50,0%
Total	54	43	11	80%	20%

Table 13. KPA 1 Content Analysis Table for the Financial Year of 2019/20

KPA 1: Municipal Institutional Development and Transformation

Thulamela 2019/20

Department	Annual	Targets	Targets not	%	% Not
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	Target	Achieved	Achieved	Achieved	Achieved
Community Service Planning & Development	2	1	1	50,0%	50,0%
Budget Treasury	3	2	1	66,7%	33,3%
Human Settlements	0	N/A	N/A	N/A	N/A
Corporate Services Municipal	0	N/A	N/A	N/A	N/A
Manager's Office	27	19	8	70,4%	29,6%
Technical Services	6	6	0	100,0%	0,0%
Total	38	28	10	74%	26%

Polokwane 2019/20

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	5	3	2	60,0%	40,0%
Budget Treasury	6	6	0	100,0%	0,0%
Human Settlements	2	1	1	50,0%	50,0%
Corporate Services Municipal	0	N/A	N/A	N/A	N/A
Manager's Office	16	13	3	81,3%	18,8%
Technical Services	10	6	4	60,0%	40,0%
Total	39	29	10	74%	26%

COJ 2019/20

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	11	10	1	90,9%	9,1%
Budget Treasury	8	6	2	75,0%	25,0%
Human Settlements	3	2	1	66,7%	33,3%
Corporate Services Municipal	4	2	2	50,0%	50,0%
Manager's Office	35	28	7	80,0%	20,0%
Technical Services	12	9	3	75,0%	25,0%
Total	75	58	17	77%	23%

City of Ekurhuleni 2019/20

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	5	3	2	60,0%	40,0%
Budget Treasury	7	4	3	57,1%	42,9%
	2	1	1	50,0%	50,0%

Human Settlements	0	N/A	N/A	N/A	N/A
Corporate Services	20		16	4	80,0%
Municipal					
Manager's Office	6		4	2	66,7%
Technical Services	2		1	1	50,0%
Total	42		29	13	69%

Table 14. KPA 1 Content Analysis Table for the Financial Year of 2020/21

KPA 1: Municipal Institutional Development and Transformation

Thulamela 2020/21						
Department	Annual Target	Targets Achieved	Targets not Achieved		% Achieved	% Not Achieved
Community Service Planning & Development	3	1	2		33,3%	66,7%
Budget Treasury	6	4	2		66,7%	33,3%
Human Settlements	1	0	1		0,0%	100,0%
Corporate Services	0	N/A	N/A		N/A	N/A
Municipal	22	19	3		86,4%	13,6%
Manager's Office	5	5	0		100,0%	0,0%
Technical Services	1	0	1		0,0%	100,0%
Total	38	29	9		76%	24%
COJ 2020/21						
Department	Annual Target	Targets Achieved	Targets not Achieved		% Achieved	% Not Achieved
Community Service Planning & Development	8	4	4		50,0%	50,0%
Budget Treasury	5	3	2		60,0%	40,0%
Human Settlements	2	1	1		50,0%	50,0%
Corporate Services	0	N/A	N/A		N/A	N/A
Municipal	18	12	6		66,7%	33,3%
Manager's Office	8	6	2		75,0%	25,0%
Technical Services	0	N/A	N/A		N/A	N/A
Total	41	26	15		63%	37%
City of Ekurhuleni 2020/21						
Department	Annual Target	Targets Achieved	Targets not Achieved		% Achieved	% Not Achieved
Community Service Planning & Development	4	2	2		50,0%	50,0%
Budget Treasury	2	1	1		50,0%	50,0%
Human Settlements	2	1	1		50,0%	50,0%
Human Settlements	0	N/A	N/A		N/A	N/A

Corporate Services	16		12		4	75,0%	25,0%
Municipal							
Manager's Office	4		2		2	50,0%	50,0%
Technical Services	0	N/A		N/A		N/A	N/A
Total	28		18		10	64%	36%

Appendix B: KPA 2 Content Analysis Tables

Table 15. KPA 2 Content Analysis Table for the Financial Year of 2016/17

KPA 2: Basic Service Delivery						
Thulamela 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	11	7	4	63,6%	36,4%	
Human Settlements Municipal Manager's Office	1	1	0	100,0%	0,0%	
Technical Services	12	10	2	83,3%	16,7%	
Manager's Office	0	N/A	N/A	N/A	N/A	
Technical Services	11	6	5	54,5%	45,5%	
Total	35	24	11	69%	31%	
Polokwane 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	15	12	3	80,0%	20,0%	
Human Settlements Municipal Manager's Office	1	1	0	100,0%	0,0%	
Technical Services	17	15	2	88,2%	11,8%	
Manager's Office	0	N/A	N/A	N/A	N/A	
Technical Services	12	7	5	58,3%	41,7%	
Total	45	35	10	78%	22%	
COJ 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	18	15	3	83,3%	16,7%	
Human Settlements Municipal Manager's Office	2	1	1	50,0%	50,0%	
Technical Services	21	17	4	81,0%	19,0%	
Manager's Office	0	N/A	N/A	N/A	N/A	
Technical Services	15	10	5	66,7%	33,3%	
Total	56	43	13	77%	23%	
City of Ekurhuleni 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	15	10	5	66,7%	33,3%	
Development	3	2	1	66,7%	33,3%	

Human Settlements Municipal Manager's Office	18	14	4	77,8%	22,2%
Technical Services	0	N/A	N/A	N/A	N/A
Total	8	5	3	62,5%	37,5%
Total	44	31	13	70%	30%

Table 16. KPA 2 Content Analysis Table for the Financial Year of 2017/18

KPA 2: Basic Service Delivery						
Thulamela 2017/18						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	16	10	6	62,5%	37,5%	
Human Settlements Municipal Manager's Office	1	0	1	0,0%	100,0%	
Technical Services	15	12	3	80,0%	20,0%	
Manager's Office	0	N/A	N/A	N/A	N/A	
Technical Services	16	13	3	81,3%	18,8%	
Total	48	35	13	73%	27%	
Polokwane 2017/18						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	13	10	3	76,9%	23,1%	
Human Settlements Municipal Manager's Office	1	1	0	100,0%	0,0%	
Technical Services	12	10	2	83,3%	16,7%	
Manager's Office	0	N/A	N/A	N/A	N/A	
Technical Services	8	5	3	62,5%	37,5%	
Total	34	26	8	76%	24%	
COJ 2017/18						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	21	15	6	71,4%	28,6%	
Human Settlements Municipal Manager's Office	3	2	1	66,7%	33,3%	
Technical Services	17	12	5	70,6%	29,4%	
Manager's Office	0	N/A	N/A	N/A	N/A	
Technical Services	10	10	0	100,0%	0,0%	
Total	51	39	12	76%	24%	
City of Ekurhuleni 2017/18						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	

				d		
Community Service Planning & Development	18	11	7	61,1%	38,9%	
Human Settlements Municipal Manager's Office	2	1	1	50,0%	50,0%	
Technical Services	15	7	8	46,7%	53,3%	
Manager's Office	0	N/A	N/A	N/A	N/A	
Technical Services	10	5	5	50,0%	50,0%	
Total	45	24	21	53%	47%	

Table 17. KPA 2 Content Analysis Table for the Financial Year of 2018/19

KPA 2: Basic Service Delivery						
Thulamela 2018/19						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	9	6	3	66,7%	33,3%	
Human Settlements Municipal Manager's Office	2	0	2	0,0%	100,0%	
Technical Services	0	N/A	N/A	N/A	N/A	
Manager's Office	1	0	1	0,0%	100,0%	
Technical Services	62	44	18	71,0%	29,0%	
Total	74	50	24	68%	32%	
Polokwane 2018/19						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	10	8	2	80,0%	20,0%	
Human Settlements Municipal Manager's Office	1	1	0	100,0%	0,0%	
Technical Services	2	1	1	50,0%	50,0%	
Manager's Office	1	0	1	0,0%	100,0%	
Technical Services	28	20	8	71,4%	28,6%	
Total	42	30	12	71%	29%	
COJ 2018/19						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	15	12	3	80,0%	20,0%	
Human Settlements Municipal Manager's Office	1	1	0	100,0%	0,0%	
Technical Services	12	6	6	50,0%	50,0%	
Manager's Office	1	1	0	100,0%	0,0%	
Technical Services	8	5	3	62,5%	37,5%	

Total	37	25	12	68%	32%
City of Ekurhuleni 2018/19					
				%	
Department	Annual Target	Targets Achieved	Targets not Achieved	Achieved	% Not Achieved
Community Service Planning & Development	12	7	5	58,3%	41,7%
Human Settlements Municipal Manager's Office	2	1	1	50,0%	50,0%
Technical Services	6	4	2	66,7%	33,3%
Total	35	21	14	60%	40%

Table 18. KPA 2 Content Analysis Table for the Financial Year of 2019/20

KPA 2: Basic Service Delivery					
Thulamela 2019/20					
				%	
Department	Annual Target	Targets Achieved	Targets not Achieved	Achieved	% Not Achieved
Community Service Planning & Development	5	5	0	100,0%	0,0%
Human Settlements Municipal Manager's Office	0	N/A	N/A	N/A	N/A
Technical Services	0	N/A	N/A	N/A	N/A
Total	41	18	23	44%	56%
Polokwane 2019/20					
				%	
Department	Annual Target	Targets Achieved	Targets not Achieved	Achieved	% Not Achieved
Community Service Planning & Development	7	5	2	71,4%	28,6%
Human Settlements Municipal Manager's Office	1	1	0	100,0%	0,0%
Technical Services	0	N/A	N/A	N/A	N/A
Total	21	14	7	67%	33%
COJ 2019/20					
				%	
Department	Annual Target	Targets Achieved	Targets not Achieved	Achieved	% Not Achieved
Community Service Planning & Development	9	4	5	44,4%	55,6%
Development	1	0	1	0,0%	100,0%

Human Settlements Municipal Manager's Office	0	N/A	N/A	N/A	N/A
Technical Services	6	4	2	66,7%	33,3%
Total	17	8	9	47%	53%

City of Ekurhuleni 2019/20

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	8	3	5	37,5%	62,5%
Human Settlements Municipal Manager's Office	2	1	1	50,0%	50,0%
Technical Services	8	6	2	75,0%	25,0%
Total	24	12	12	50%	50%

Table 19. KPA 2 Content Analysis Table for the Financial Year of 2020/21

KPA 2: Basic Service Delivery

Thulamela 2020/21

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	12	5	7	41,7%	58,3%
Human Settlements Municipal Manager's Office	3	2	1	66,7%	33,3%
Technical Services	0	N/A	N/A	N/A	N/A
Technical Services	2	1	1	50,0%	50,0%
Technical Services	31	21	10	67,7%	32,3%
Total	48	29	19	60%	40%

Polokwane 2020/21

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development				0	#DIV/0!
Human Settlements Municipal Manager's Office				0	#DIV/0!
Technical Services				0	#DIV/0!
Total	0	0	0	#DIV/0!	#DIV/0!

COJ 2020/21

Department	Annual Target	Targets	Targets not	%	% Not
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	Target	Achieved	Achieved	Achieved	Achieved
Community Service Planning & Development	12	4	8	33,3%	66,7%
Human Settlements Municipal Manager's Office	3	1	2	33,3%	66,7%
Technical Services	0	N/A	N/A	N/A	N/A
Total	21	14	7	66,7%	33,3%
Total	38	20	18	53%	47%

City of Ekurhuleni 2020/21

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	6	5	1	83,3%	16,7%
Human Settlements Municipal Manager's Office	2	1	1	50,0%	50,0%
Technical Services	0	N/A	N/A	N/A	N/A
Total	11	7	4	64%	36%

Appendix C: KPA 3 Content Analysis Tables

Table 20. KPA 3 Content Analysis Table for the Financial Year of 2016/17

KPA 3: Local Economic Development						
Thulamela 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	1	0	1	0,0%	100,0%	
Human Settlements Municipal Manager's Office	5	5	0	100,0%	0,0%	
Technical Services	1	1	0	100,0%	0,0%	
Total	10	8	2	80%	20%	
Polokwane 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	1	1	0	100,0%	0,0%	
Human Settlements Municipal Manager's Office	4	4	0	100,0%	0,0%	
Technical Services	1	1	0	100,0%	0,0%	
Manager's Office	2	1	1	50,0%	50,0%	
Technical Services	1	0	1	0,0%	100,0%	
Total	9	7	2	78%	22%	
COJ 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	2	1	1	50,0%	50,0%	
Human Settlements Municipal Manager's Office	5	4	1	80,0%	20,0%	
Technical Services	2	1	1	50,0%	50,0%	
Manager's Office	2	2	0	100,0%	0,0%	
Technical Services	1	1	0	100,0%	0,0%	
Total	12	9	3	75%	25%	
City of Ekurhuleni 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	2	2	0	100,0%	0,0%	
Development	4	3	1	75,0%	25,0%	

Human Settlements Municipal Manager's Office	1	1	0	100,0%	0,0%
Technical Services	2	1	1	50,0%	50,0%
Total	10	8	2	80%	20%

Table 21. KPA 3 Content Analysis Table for the Financial Year of 2017/18

KPA 3: Local Economic Development						
Thulamela 2017/18						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	1	1	0	100,0%	0,0%	
Human Settlements Municipal Manager's Office	6	4	2	66,7%	33,3%	
Technical Services	1	0	1	0,0%	100,0%	
Total	11	7	4	64%	36%	
Polokwane 2017/18						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	1	0	1	0,0%	100,0%	
Human Settlements Municipal Manager's Office	5	3	2	60,0%	40,0%	
Technical Services	1	0	1	0,0%	100,0%	
Total	10	5	5	50%	50%	
COJ 2017/18						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	2	2	0	100,0%	0,0%	
Human Settlements Municipal Manager's Office	6	4	2	66,7%	33,3%	
Technical Services	2	2	0	100,0%	0,0%	
Total	13	10	3	77%	23%	
City of Ekurhuleni 2017/18						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	

				d		
Community Service Planning & Development	2	1	1	50,0%	50,0%	
Human Settlements Municipal Manager's Office	5	4	1	80,0%	20,0%	
Technical Services	1	1	0	100,0%	0,0%	
Total	11	8	3	73%	27%	

Table 22. KPA 3 Content Analysis Table for the Financial Year of 2018/19

KPA 3: Local Economic Development						
Thulamela 2018/19						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	0	0	0	N/A	N/A	
Human Settlements Municipal Manager's Office	5	2	3	40,0%	60,0%	
Technical Services	0	N/A	N/A	N/A	N/A	
Total	7	3	4	43%	57%	
Polokwane 2018/19						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	1	0	1	0,0%	100,0%	
Human Settlements Municipal Manager's Office	4	3	1	75,0%	25,0%	
Technical Services	1	0	1	0,0%	100,0%	
Total	9	5	4	56%	44%	
COJ 2018/19						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	3	2	1	66,7%	33,3%	
Human Settlements Municipal Manager's Office	4	3	1	75,0%	25,0%	
Technical Services	1	0	1	0,0%	100,0%	
Total	2	1	1	50,0%	50,0%	
Technical Services	1	0	1	0,0%	100,0%	

Total	11	6	5	55%	45%
City of Ekurhuleni 2018/19					
				%	
Department	Annual Target	Targets Achieved	Targets not Achieved	Achieved	% Not Achieved
Community Service Planning & Development	1	1	0	100,0%	0,0%
Human Settlements Municipal Manager's Office	4	2	2	50,0%	50,0%
Technical Services	1	1	0	100,0%	0,0%
Total	9	5	4	56%	44%

Table 23. KPA 3 Content Analysis Table for the Financial Year of 2019/20

KPA 3: Local Economic Development					
Thulamela 2019/20					
				%	
Department	Annual Target	Targets Achieved	Targets not Achieved	Achieved	% Not Achieved
Community Service Planning & Development	0	N/A	N/A	N/A	N/A
Human Settlements Municipal Manager's Office	4	0	4	0,0%	100,0%
Technical Services	0	N/A	N/A	N/A	N/A
Total	6	0	6	0%	100%
Polokwane 2019/20					
				%	
Department	Annual Target	Targets Achieved	Targets not Achieved	Achieved	% Not Achieved
Community Service Planning & Development	1	0	1	0,0%	100,0%
Human Settlements Municipal Manager's Office	3	0	3	0,0%	100,0%
Technical Services	0	N/A	N/A	N/A	N/A
Total	7	1	6	14%	86%
COJ 2019/20					
				%	
Department	Annual Target	Targets Achieved	Targets not Achieved	Achieved	% Not Achieved
Community Service Planning & Development	2	0	2	0,0%	100,0%
	3	1	2	33,3%	66,7%

Human Settlements Municipal	1	0	1	0,0%	100,0%
Manager's Office	2	1	1	50,0%	50,0%
Technical Services	1	0	1	0,0%	100,0%
Total	9	2	7	22%	78%

City of Ekurhuleni 2019/20

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	1	0	1	0,0%	100,0%
Human Settlements Municipal	1	0	1	0,0%	100,0%
Manager's Office	2	1	1	50,0%	50,0%
Technical Services	1	0	1	0,0%	100,0%
Total	8	2	6	25%	75%

Table 24. KPA 3 Content Analysis Table for the Financial Year of 2020/21

KPA 3: Local Economic Development

Thulamela 2020/21

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	0	0	0	N/A	N/A
Human Settlements Municipal	0	0	0	N/A	N/A
Manager's Office	2	1	1	50,0%	50,0%
Technical Services	1	0	1	0,0%	100,0%
Total	3	1	2	33%	67%

Polokwane 2020/21

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development				0 #DIV/0!	#DIV/0!
Human Settlements Municipal				0 #DIV/0!	#DIV/0!
Manager's Office				0 #DIV/0!	#DIV/0!
Technical Services				0 #DIV/0!	#DIV/0!
Total	0	0	0	#DIV/0!	#DIV/0!

COJ 2020/21

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
------------	---------------	------------------	----------------------	------------	----------------

				d		
Community Service Planning & Development	2	1	1	50,0%	50,0%	
Human Settlements Municipal Manager's Office	1	0	1	0,0%	100,0%	
Technical Services	2	1	1	50,0%	50,0%	
Total	8	3	5	38%	63%	

City of Ekurhuleni 2020/21

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	1	0	1	0,0%	100,0%
Human Settlements Municipal Manager's Office	2	1	1	50,0%	50,0%
Technical Services	0	N/A	N/A	N/A	N/A
Total	6	2	4	33%	67%

Appendix D: KPA 4 Content Analysis Tables

Table 25. KPA 4 Content Analysis Table for the Financial Year of 2016/17

KPA 4: Municipal Financial Viability and Management						
Thulamela 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	2	0	2	0,0%	100,0%	
Budget Treasury	12	10	2	83,3%	16,7%	
Human Settlements	2	1	1	50,0%	50,0%	
Corporate Services	2	1	1	50,0%	50,0%	
Municipal Manager's Office	2	1	1	50,0%	50,0%	
Technical Services	2	0	2	0,0%	100,0%	
Total	24	15	9	63%	38%	
Polokwane 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	2	1	1	50,0%	50,0%	
Budget Treasury	10	9	1	90,0%	10,0%	
Human Settlements	2	1	1	50,0%	50,0%	
Corporate Services	2	1	1	50,0%	50,0%	
Municipal Manager's Office	3	2	1	66,7%	33,3%	
Technical Services	2	0	2	0,0%	100,0%	
Total	23	16	7	70%	30%	
COJ 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	3	2	1	66,7%	33,3%	
Budget Treasury	17	14	3	82,4%	17,6%	
Human Settlements	4	3	1	75,0%	25,0%	
Corporate Services	2	1	1	50,0%	50,0%	
Municipal Manager's Office	6	3	3	50,0%	50,0%	
Technical Services	2	1	1	50,0%	50,0%	
Total	37	25	12	68%	32%	
City of Ekurhuleni 2016/17						

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	2	1	1	50,0%	50,0%
Budget Treasury	3	1	2	33,3%	66,7%
Human Settlements	12	9	3	75,0%	25,0%
Corporate Services Municipal Manager's Office	2	1	1	50,0%	50,0%
Technical Services	4	2	2	50,0%	50,0%
	2	1	1	50,0%	50,0%
Total	27	16	11	59%	41%

Table 26. KPA 4 Content Analysis Table for the Financial Year of 2017/18

KPA 4: Municipal Financial Viability and Management

Thulamela 2017/18					
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	2	0	2	0,0%	100,0%
Budget Treasury	2	0	2	0,0%	100,0%
Human Settlements	17	15	2	88,2%	11,8%
Corporate Services Municipal Manager's Office	2	0	2	0,0%	100,0%
Technical Services	2	0	2	0,0%	100,0%
Total	29	15	14	52%	48%
Polokwane 2017/18					
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	2	2	0	100,0%	0,0%
Budget Treasury	2	1	1	50,0%	50,0%
Human Settlements	12	10	2	83,3%	16,7%
Corporate Services Municipal Manager's Office	2	0	2	0,0%	100,0%
Technical Services	2	1	1	50,0%	50,0%
	1	0	1	0,0%	100,0%
Total	23	15	8	65%	35%
COJ 2017/18					
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved

				d		
Community Service Planning & Development	3	2	1	66,7%	33,3%	
Budget Treasury	4	2	2	50,0%	50,0%	
Human Settlements	17	12	5	70,6%	29,4%	
Corporate Services	3	1	2	33,3%	66,7%	
Municipal Manager's Office	4	3	1	75,0%	25,0%	
Technical Services	6	5	1	83,3%	16,7%	
Total	39	26	13	67%	33%	

City of Ekurhuleni 2017/18

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	2	2	0	100,0%	0,0%
Budget Treasury	1	0	1	0,0%	100,0%
Human Settlements	8	7	1	87,5%	12,5%
Corporate Services	2	1	1	50,0%	50,0%
Municipal Manager's Office	2	1	1	50,0%	50,0%
Technical Services	2	0	2	0,0%	100,0%
Total	19	12	7	63%	37%

Table 27. KPA 4 Content Analysis Table for the Financial Year of 2018/19

KPA 4: Municipal Financial Viability and Management

Thulamela 2018/19

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	2	0	2	0,0%	100,0%
Budget Treasury	2	0	2	0,0%	100,0%
Human Settlements	18	15	3	83,3%	16,7%
Corporate Services	0	0	0	N/A	N/A
Municipal Manager's Office	2	0	2	0,0%	100,0%
Technical Services	2	0	2	0,0%	100,0%
Total	28	15	13	54%	46%

Polokwane 2018/19

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service	2	1	1	50,0%	50,0%

Planning & Development	2	0	2	0,0%	100,0%
Budget Treasury	13	9	4	69,2%	30,8%
Human Settlements	2	1	1	50,0%	50,0%
Corporate Services	2	1	1	50,0%	50,0%
Municipal Manager's Office	2	1	1	50,0%	50,0%
Technical Services	2	0	2	0,0%	100,0%
Total	25	13	12	52%	48%

COJ 2018/19

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	2	1	1	50,0%	50,0%
Budget Treasury	14	11	3	78,6%	21,4%
Human Settlements	2	1	1	50,0%	50,0%
Corporate Services	2	0	2	0,0%	100,0%
Municipal Manager's Office	5	3	2	60,0%	40,0%
Technical Services	1	1	0	100,0%	0,0%
Total	29	19	10	66%	34%

City of Ekurhuleni 2018/19

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	2	1	1	50,0%	50,0%
Budget Treasury	6	4	2	66,7%	33,3%
Human Settlements	1	0	1	0,0%	100,0%
Corporate Services	1	1	0	100,0%	0,0%
Municipal Manager's Office	2	1	1	50,0%	50,0%
Technical Services	1	1	0	100,0%	0,0%
Total	14	9	5	64%	36%

Table 28. KPA 4 Content Analysis Table for the Financial Year of 2019/20

KPA 4: Municipal Financial Viability and Management

Thulamela 2019/20

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	1	0	1	0,0%	100,0%
Development	1	0	1	0,0%	100,0%

Budget Treasury	13	12	1	92,3%	7,7%
Human Settlements	0	N/A	N/A	N/A	N/A
Corporate Services	1	0	1	0,0%	100,0%
Municipal					
Manager's Office	2	1	1	50,0%	50,0%
Technical Services	1	0	1	0,0%	100,0%
Total	19	13	6	68%	32%

Polokwane 2019/20

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	1	0	1	0,0%	100,0%
Budget Treasury	10	7	3	70,0%	30,0%
Human Settlements	0	N/A	N/A	N/A	N/A
Corporate Services	1	1	0	100,0%	0,0%
Municipal					
Manager's Office	2	2	0	100,0%	0,0%
Technical Services	1	1	0	100,0%	0,0%
Total	16	11	5	69%	31%

COJ 2019/20

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	2	1	1	50,0%	50,0%
Budget Treasury	9	8	1	88,9%	11,1%
Human Settlements	1	0	1	0,0%	100,0%
Corporate Services	2	0	2	0,0%	100,0%
Municipal					
Manager's Office	3	2	1	66,7%	33,3%
Technical Services	1	0	1	0,0%	100,0%
Total	20	12	8	60%	40%

City of Ekurhuleni 2019/20

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	2	1	1	50,0%	50,0%
Budget Treasury	4	4	0	100,0%	0,0%
Human Settlements	0	N/A	N/A	N/A	N/A
Corporate Services	1	1	0	100,0%	0,0%
Municipal					
Manager's Office	2	1	1	50,0%	50,0%
Technical Services	1	0	1	0,0%	100,0%

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	2	2	0	100,0%	0,0%
Budget Treasury	1	1	0	100,0%	0,0%
Human Settlements	2	2	0	100,0%	0,0%
Corporate Services Municipal Manager's Office	3	2	1	66,7%	33,3%
Technical Services	4	3	1	75,0%	25,0%
Total	16	14	2	88%	13%

Appendix E: KPA 5 Content Analysis Tables

Table 30. KPA 5 Content Analysis Table for the Financial Year of 2016/17

KPA 5: Good Governance and Public Participation						
Thulamela 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	3	1	2	33,3%	66,7%	
Budget Treasury	2	1	1	50,0%	50,0%	
Human Settlements	3	1	2	33,3%	66,7%	
Corporate Services	20	17	3	85,0%	15,0%	
Municipal Manager's Office	24	19	5	79,2%	20,8%	
Technical Services	1	0	1	0,0%	100,0%	
Total	56	40	16	71%	29%	
Polokwane 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	3	2	1	66,7%	33,3%	
Budget Treasury	2	1	1	50,0%	50,0%	
Human Settlements	3	1	2	33,3%	66,7%	
Corporate Services	3	2	1	66,7%	33,3%	
Municipal Manager's Office	15	12	3	80,0%	20,0%	
Technical Services	20	14	6	70,0%	30,0%	
Technical Services	1	1	0	100,0%	0,0%	
Total	47	33	14	70%	30%	
COJ 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	12	7	5	58,3%	41,7%	
Budget Treasury	5	3	2	60,0%	40,0%	
Human Settlements	3	2	1	66,7%	33,3%	
Corporate Services	8	6	2	75,0%	25,0%	
Municipal Manager's Office	9	6	3	66,7%	33,3%	
Technical Services	15	12	3	80,0%	20,0%	
Technical Services	3	2	1	66,7%	33,3%	
Total	55	38	17	69%	31%	
City of Ekurhuleni 2016/17						

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	9	6	3	66,7%	33,3%
Budget Treasury	4	3	1	75,0%	25,0%
Human Settlements	3	1	2	33,3%	66,7%
Corporate Services Municipal Manager's Office	5	4	1	80,0%	20,0%
Technical Services	3	3	0	100,0%	0,0%
Manager's Office	11	8	3	72,7%	27,3%
Technical Services	4	4	0	100,0%	0,0%
Total	39	29	10	74%	26%

Table 31. KPA 5 Content Analysis Table for the Financial Year of 2017/18

KPA 5: Good Governance and Public Participation

Thulamela 2017/18					
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	3	1	2	33,3%	66,7%
Budget Treasury	3	2	1	66,7%	33,3%
Human Settlements	3	1	2	33,3%	66,7%
Corporate Services Municipal Manager's Office	30	24	6	80,0%	20,0%
Technical Services	20	12	8	60,0%	40,0%
Technical Services	3	1	2	33,3%	66,7%
Total	65	42	23	65%	35%
Polokwane 2017/18					
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	3	1	2	33,3%	66,7%
Budget Treasury	2	1	1	50,0%	50,0%
Human Settlements	2	1	1	50,0%	50,0%
Corporate Services Municipal Manager's Office	3	1	2	33,3%	66,7%
Technical Services	12	8	4	66,7%	33,3%
Manager's Office	18	15	3	83,3%	16,7%
Technical Services	1	0	1	0,0%	100,0%
Total	41	27	14	66%	34%
COJ 2017/18					
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved

				d		
Community Service Planning & Development	10	6	4	60,0%	40,0%	
Budget Treasury	3	2	1	66,7%	33,3%	
Human Settlements	2	1	1	50,0%	50,0%	
Corporate Services	5	3	2	60,0%	40,0%	
Municipal Manager's Office	6	3	3	50,0%	50,0%	
Technical Services	18	15	3	83,3%	16,7%	
Total	46	31	15	67%	33%	

City of Ekurhuleni 2017/18

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	8	6	2	75,0%	25,0%
Budget Treasury	4	2	2	50,0%	50,0%
Human Settlements	3	1	2	33,3%	66,7%
Corporate Services	3	2	1	66,7%	33,3%
Municipal Manager's Office	8	7	1	87,5%	12,5%
Technical Services	2	1	1	50,0%	50,0%
Total	31	21	10	68%	32%

Table 32. KPA 5 Content Analysis Table for the Financial Year of 2018/19

KPA 5: Good Governance and Public Participation

Thulamela 2018/19

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	4	4	0	100,0%	0,0%
Budget Treasury	0	N/A	N/A	N/A	N/A
Human Settlements	0	N/A	N/A	N/A	N/A
Corporate Services	0	N/A	N/A	N/A	N/A
Municipal Manager's Office	6	3	3	50,0%	50,0%
Technical Services	0	N/A	N/A	N/A	N/A
Total	10	7	3	70%	30%

Polokwane 2018/19

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service	3	3	0	100,0%	0,0%

Planning & Development	1	0	1	0,0%	100,0%
Budget Treasury	1	1	0	100,0%	0,0%
Human Settlements	0	N/A	N/A	N/A	N/A
Corporate Services	2	2	0	100,0%	0,0%
Municipal Manager's Office	8	3	5	37,5%	62,5%
Technical Services	1	0	1	0,0%	100,0%
Total	16	9	7	56%	44%

COJ 2018/19

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service	8	5	3	62,5%	37,5%
Planning & Development	3	1	2	33,3%	66,7%
Budget Treasury	2	1	1	50,0%	50,0%
Human Settlements	4	2	2	50,0%	50,0%
Corporate Services	5	2	3	40,0%	60,0%
Municipal Manager's Office	13	8	5	61,5%	38,5%
Technical Services	1	0	1	0,0%	100,0%
Total	36	19	17	53%	47%

City of Ekurhuleni 2018/19

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service	6	5	1	83,3%	16,7%
Planning & Development	2	1	1	50,0%	50,0%
Budget Treasury	3	2	1	66,7%	33,3%
Human Settlements	0	N/A	N/A	N/A	N/A
Corporate Services	2	0	2	0,0%	100,0%
Municipal Manager's Office	5	4	1	80,0%	20,0%
Technical Services	2	1	1	50,0%	50,0%
Total	20	13	7	65%	35%

Table 33. KPA 5 Content Analysis Table for the Financial Year of 2019/20

KPA 5: Good Governance and Public Participation

Thulamela 2019/20

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service	0	0	0	N/A	N/A
Planning & Development	0	0	0	N/A	N/A

Budget Treasury	0	0	0	N/A	N/A
Human Settlements	0	0	0	N/A	N/A
Corporate Services	6	1	5	16,7%	83,3%
Municipal					
Manager's Office	4	1	3	25,0%	75,0%
Technical Services	0	0	0	N/A	N/A
Total	10	2	8	20%	80%

Polokwane 2019/20

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	2	1	1	50,0%	50,0%
Budget Treasury	1	0	1	0,0%	100,0%
Human Settlements	0	N/A	N/A	N/A	N/A
Corporate Services	8	3	5	37,5%	62,5%
Municipal					
Manager's Office	10	5	5	50,0%	50,0%
Technical Services	0	N/A	N/A	N/A	N/A
Total	21	9	12	43%	57%

COJ 2019/20

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	5	2	3	40,0%	60,0%
Budget Treasury	2	1	1	50,0%	50,0%
Human Settlements	3	1	2	33,3%	66,7%
Corporate Services	5	1	4	20,0%	80,0%
Municipal					
Manager's Office	8	5	3	62,5%	37,5%
Technical Services	1	0	1	0,0%	100,0%
Total	26	11	15	42%	58%

City of Ekurhuleni 2019/20

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	6	4	2	66,7%	33,3%
Budget Treasury	2	1	1	50,0%	50,0%
Human Settlements	3	1	2	33,3%	66,7%
Corporate Services	0	N/A	N/A	N/A	N/A
Municipal					
Manager's Office	2	1	1	50,0%	50,0%
Technical Services	5	5	0	100,0%	0,0%
	2	0	2	0,0%	100,0%

Total	20	12	8	60%	40%
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Table 34. KPA 5 Content Analysis Table for the Financial Year of 2020/21

KPA 5: Good Governance and Public Participation						
Thulamela 2020/21						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	2	1	1	50,0%	50,0%	
Budget Treasury	3	0	3	0,0%	100,0%	
Human Settlements	0	0	0	N/A	N/A	
Corporate Services Municipal Manager's Office	5	5	0	100,0%	0,0%	
Technical Services	10	8	2	80,0%	20,0%	
Total	25	16	9	64%	36%	
Polokwane 2020/21						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development				0 #DIV/0!	#DIV/0!	
Budget Treasury				0 #DIV/0!	#DIV/0!	
Human Settlements				0 #DIV/0!	#DIV/0!	
Corporate Services Municipal Manager's Office				0 #DIV/0!	#DIV/0!	
Technical Services				0 #DIV/0!	#DIV/0!	
Total	0	0	0	#DIV/0!	#DIV/0!	
COJ 2020/21						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Community Service Planning & Development	5	4	1	80,0%	20,0%	
Budget Treasury	1	1	0	100,0%	0,0%	
Human Settlements	0	N/A	N/A	N/A	N/A	
Corporate Services Municipal Manager's Office	3	2	1	66,7%	33,3%	
Technical Services	6	5	1	83,3%	16,7%	
Total	15	12	3	80%	20%	
City of Ekurhuleni 2020/21						

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Community Service Planning & Development	4	3	1	75,0%	25,0%
Budget Treasury	2	2	0	100,0%	0,0%
Human Settlements	0	N/A	N/A	N/A	N/A
Corporate Services	2	1	1	50,0%	50,0%
Municipal Manager's Office	5	4	1	80,0%	20,0%
Technical Services	0	N/A	N/A	N/A	N/A
Total	15	11	4	73%	27%

Appendix F: KPA 6 Content Analysis Tables

Table 35. KPA 6 Content Analysis Table for the Financial Year of 2016/17

KPA 6: Spatial Rationale						
Thulamela 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Planning & Development	13	13	0	100,0%	0,0%	
Municipal Manager's Office	3	2	1	66,7%	33,3%	
Total	16	15	1	94%	6%	
Polokwane 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Planning & Development	8	8	0	100,0%	0,0%	
Municipal Manager's Office	2	1	1	50,0%	50,0%	
Total	10	9	1	90%	10%	
COJ 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Planning & Development	21	19	2	90,5%	9,5%	
Municipal Manager's Office	15	14	1	93,3%	6,7%	
Total	36	33	3	92%	8%	
City of Ekurhuleni 2016/17						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Planning & Development	16	15	1	93,8%	6,3%	
Municipal Manager's Office	12	10	2	83,3%	16,7%	
Total	28	25	3	89%	11%	

Table 36. KPA 6 Content Analysis Table for the Financial Year of 2017/18

KPA 6: Spatial Rationale						
Thulamela 2017/18						
Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved	
Planning & Development	16	15	1	93,8%	6,3%	
Municipal Manager's Office	12	10	2	83,3%	16,7%	
Total	28	25	3	89%	11%	

Planning & Development Municipal Manager's Office	17	14	3	82,4%	17,6%
Total	19	15	4	79%	21%

Polokwane 2017/18

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Planning & Development Municipal Manager's Office	10	9	1	90,0%	10,0%
Total	12	10	2	83%	17%

COJ 2017/18

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Planning & Development Municipal Manager's Office	19	18	1	94,7%	5,3%
Total	31	28	3	90%	10%

City of Ekurhuleni 2017/18

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Planning & Development Municipal Manager's Office	14	14	0	100,0%	0,0%
Total	26	22	4	85%	15%

Table 37. KPA 6 Content Analysis Table for the Financial Year of 2018/19

KPA 6: Spatial Rationale

Thulamela 2018/19

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Planning & Development Municipal Manager's Office	11	5	6	45,5%	54,5%
Total	13	6	7	46%	54%

Polokwane 2018/19

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
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Planning & Development Municipal Manager's Office	11	7	4	63,6%	36,4%
Total	14	9	5	64%	36%

COJ 2018/19

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Planning & Development Municipal Manager's Office	16	11	5	68,8%	31,3%
Total	25	18	7	72%	28%

City of Ekurhuleni 2018/19

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Planning & Development Municipal Manager's Office	10	8	2	80,0%	20,0%
Total	20	17	3	85%	15%

Table 38. KPA 6 Content Analysis Table for the Financial Year of 2019/20

KPA 6: Spatial Rationale

Thulamela 2019/20

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Planning & Development Municipal Manager's Office	9	5	4	55,6%	44,4%
Total	11	5	6	45%	55%

Polokwane 2019/20

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Planning & Development Municipal Manager's Office	7	5	2	71,4%	28,6%
Total	9	6	3	67%	33%

COJ 2019/20

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
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Planning & Development Municipal Manager's Office	12	7	5	58,3%	41,7%
Total	20	11	9	55%	45%

City of Ekurhuleni 2019/20

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Planning & Development Municipal Manager's Office	11	6	5	54,5%	45,5%
Total	23	14	9	61%	39%

Table 39. KPA 6 Content Analysis Table for the Financial Year of 2020/21

KPA 6: Spatial Rationale

Thulamela 2020/21

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Planning & Development Municipal Manager's Office	10	9	1	90,0%	10,0%
Total	12	11	1	92%	8%

Polokwane 2020/21

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Planning & Development Municipal Manager's Office				#DIV/0!	#DIV/0!
Total	0	0	0	#DIV/0!	#DIV/0!

COJ 2020/21

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
Planning & Development Municipal Manager's Office	7	5	2	71,4%	28,6%
Total	10	7	3	70%	30%

City of Ekurhuleni 2020/21

Department	Annual Target	Targets Achieved	Targets not Achieved	% Achieved	% Not Achieved
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Planning & Development Municipal Manager's Office	13	13	0	100,0%	0,0%
	14	12	2	85,7%	14,3%
Total	27	25	2	93%	7%