

CRITICAL ANALYSIS OF CASCADING FOR PERFORMANCE MANAGEMENT SYSTEM TO SOUTH AFRICAN LOCAL MUNICIPALITY

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*Abstract: The COGTA Municipal Staff Regulations (2021), were published on the 20th of September 2021 with the aim of regulating cascading of performance management and development system (PMDS), the objectives were to promote performance and accountability including identifying development needs of employees. This study critically analyzed the implementation of cascading of performance management system to all KwaDukuza local Municipality employees below section 56&57 with the prime purpose of identifying challenges associated with the implementation of COGTA Municipal Staff Regulations (2021). The study applied qualitative research methodology. In-depth face-to-face interviews were conducted with a sample of 10 participants from KDLM utilizing purposive sampling technique. Based on the analysis of data collected, the study found lack of comprehensive communication strategy to convey performance expectations, objectives, IPMDS policy including absence of an electronic system added to the challenges. This study recommended that the municipality empowers the employees by assisting them with the comprehension of PMS, through various communication channels such as awareness campaigns, workshops, intranet to distribute information and that KDLM should introduce an electronic system which will assist with an effective goal setting by identifying and establishing key performance indicators aligned with defined objectives including KPIs that are measurable, specific, achievable, relevant, and time-bound (SMART).
Keywords: Cascading performance management, COGTA, Integrated Development Plan, IPMDS, KwaDukuza Local Municipality*

Introduction

This study sets the foundation for the analyses aimed at exploring an overview of the implementation process to cascade the Individual Performance Plans (IPPs) as promulgated by former minister Nkosazana Dlamini-Zuma of Co-operative Governance and Traditional Affairs (COGTA), to all KwaDukuza Local Municipality (KDLM) employees below section 56 echelons (i.e., Executive Directors) reporting straight to Municipal Manager. The COGTA Municipal Staff Regulations (2021) were published on the 20th of September 2021 with the aim of regulating the cascading of performance management and development system (PMDS) to all employees below section 56 & 57. The objectives of the COGTA Municipal Staff Regulations are to promote performance, accountability and to identify development needs of the staff, all municipalities in South Africa must adopt a PMDS and a policy which will cater for dispute resolution processes that complies with the provisions of the Municipal staff regulations (2021). The local government underwent significant variation or rather modification from the year 2000 and the process pertaining this transformation which was intended to rectify misalignment

inequalities of the past caused by the apartheid policies. The transformation was motivated by the National Government's realization because the government throughout the world recognized a need to reform or rather modernize all three spheres of the government and an enormous part of it at a Local government in South Africa, which is to ensure that municipalities become more responsive to the needs of the local communities.

The principles of this transformation are all contained in the White paper on Local Government (1998) which indicates, "the variation of the Public Service (1995), Batho Pele White paper (1997) and Municipal Systems Act, 2000 (Act 32 of 2000)." Chapter 6 of the Municipal systems Act, 2000 (Act 32 of 2000) determines that all municipalities must have a Performance Management System (PMS) in order to promote a culture or a norm of performance management amongst all political structures, political office bearers, councillors and administration and that all municipalities controls all the municipal activities effectively, efficiently and officials are held accountable for all their actions and the decisions they make concerning municipal matters. The development of Performance management system in a local government is an extremely deliberately organized approach regulated through different legislations which includes: "The Constitution of the republic of South Africa, 1996 (Act 108 of 1996); Municipal Systems Act, 2000 (Act 32 of 2000); Municipal Finance Management Act, 2003 (Act 56 of 2003); Municipal Planning and Performance Management Regulations (2001); Batho Pele White Paper (1998); White paper on Local Government (1995); Regulations for Municipal Managers and managers directly accountable to MM's 2006; Skills development Act, 1998 (Act 97 of 1998); and Local Government: COGTA Municipal Staff Regulations (2021)." According to new published COGTA Municipal Staff Regulations, the KwaDukuza Local Municipality as since on the 1st of July 2022 embarked on the process of implementing and cascading Individual Performance Plans to all KwaDukuza Municipality employees below Section 56 employees, since previously performance management system was only limited to Section 56 & 57 employees. As the COGTA Municipal Staff regulations (2021) came into effect on the 1st of July 2022, "all municipalities in South Africa are required to develop implementation plans in preparation for the commencement of regulations." Primarily the objective for conducting this study mainly includes analyzing barriers and other aspects preventing the process to progress adequately and to seek intervention methods that will assist in successfully facilitating the implementation and cascading of the COGTA Municipal Staff Regulations (2021) in KDLM.

Literature review

The MSA (2000), requires municipalities to establish a performance management system which commensurate with its resources, that is best suited to its circumstances, in line with the priorities, objectives, indicators and targets contained in its IDP including promoting a culture of performance and administer its affairs in an economic, effective, efficient, and accountable manner (Section 38 (a) of Local Government Municipal Systems Act, 2000 (Act 32 of 2000). The municipality is responsible for delivery of primary necessities including advancement in respective wards within local communities (Matyana & Thusi, 2023). The needs (services) in the IDP, and the apportionment of resources which helps in implementation of plans which PMS contributes enormous responsibility in realization of services. Performance Management System (PMDS) was previously limited to only section 56 & 57 employees; hence the Minister promulgated the COGTA Municipal Staff

Regulations (2021), with the intention of regulating cascading Performance Management System, from senior managers to all employees below to improve performance within municipalities.

Regulatory Framework and Legislations underpinning Performance Management System in Local Government

Development of PMS at local government is an extremely organized process that is determined by a range of different legislations which includes: The Constitution of RSA No. 108 of 1996; Local Government: Municipal Systems Act, 2000 (Act 32 of 2000); Local Government: Municipal Finance Management Act, 2003 (Act 56 of 2003); Local Government: Municipal Planning and Performance Management Regulations (2001); White paper on Local Government (1998); The Regulations for Municipal Managers and managers directly accountable to Municipal Managers (2006); Local Government: Skills Development Act, 1998 (Act 97 of 1998); Local Government: COGTA Municipal Staff Regulations (2021).

The Constitution of South Africa, 1996 (Act 108 of 1996)

Statutory and regulatory framework which supports implementation of PMS in South Africa's local government are connected to an extensive enhancement intention of government provided by the Constitution of South Africa, 1996 (Act 108 of 1996): "Providing democratic and accountable government for local communities; Ensuring the provisions of services to communities in a sustainable manner; Promoting social and economic development; and Encouraging the participation of communicated and community organisations in issues related to local government". PMS is the legitimate necessity which determines quality, budget, proficiencies including the configuration of objectives. The said goal is backed by democratic values and principles of competent, accountable governance, as referred to section 152 and section 19 (2) of the Constitution of South Africa, 1996 (Act 108 of 1996). Munzhedzi (2011); Thusi & Matyana, (2024) asserts that performance management is intended to enhance productivity and to ultimately ensure delivery of services in the public sector. PMS is managed through the application of the following activities: "Examining and assessing performance agreements between participants of the performance management system; Human capacity enhancement, where a commitment of performance is lacking; Promoting responsible behavior towards ones job purpose and the goals of the organisation."

Local Government Municipal Systems Act, 2000 (Act 32 of 2000)

Chapter 6 of the Local Government Municipal Systems Act, 2000 (Act 32 of 2000), mandates municipalities to implement PMS that is in line with the priorities, objectives, indicators and targets contained in the IDP. Subsequently, final end of quarter reports is to be accessible to the public and distributed to stakeholders which are linked to municipalities. Its further requires an annual evaluation of PMS by municipalities (Van Dijk 2007, Matyana & Mthethwa, 2022). Consequently, Municipalities ought to: "Develop a performance management system consistent with its circumstances and priorities; Set measurable performance targets, monitor, and review performance based on key indicators linked to their integrated development plan (IDP); Put in place two phases of auditing: an internal audit on performance and another by the Auditor-General in accordance with

acceptable standards and practices as prescribed by Section 89 of the Public Finance Management Act (Act 1 of 1999); Publish an annual report on performance within one month of auditing for the council, other political structures, staff, the public, and other relevant levels of government; and Ensure community participation in setting indicators, targets, and reviewing municipal performance.” Objectives are quantifiable levels of transformation of an indicator within a specific time frame. A key performance indicator is measurements that tells whether progress is being made in achieving stated goals. The performance indicator permits for substantiation of prospective transformation emanating from development intervention, or the outcomes in relation to the initially projected (Imas & Rist, 2009: 110).

Local Government: Municipal Planning and Performance Management Regulations of (2001)

The regulations ensure alignment, and that PMS of municipalities complies with the Municipal Systems Act, 2000 (Act 32 of 2000). PMS is described as 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 (Republic of South Africa, 2001). It specifies the evaluation of performance and advancement measurements which needs to be employed in a consistent way across all departments (Visser, 2005).

The Municipal Finance Management Act, 2003 (Act 56 of 2003)

The primary objective of the MFMA is to improve the principles of sound governance and modernizing municipal budgeting, fiscal, and financial management including accountability, transparency and performance within the municipal organization. In addition, it intends to set out lines of accountability and reporting in accordance with established norms and standards (Republic of South Africa, 2013:17). The MFMA aids as a crucial guide framework for the financial management and policy outcomes of the municipalities in South Africa.

The White Paper on Local Government (1998)

The White Paper on Local Government (1998) arranges cohesive developmental planning, financial management, and performance management as imperious and helpful measures to directly accessing service delivery. Furthermore, the Act comprises of activities, and procedures for legislative and administrative action. The Act controls local governments’ capability and responsiveness to the practical needs of the communities they serve (Uys & Jessa, 2013: 109–110; Republic of South Africa, 1998). The culture of customer central services supported by the ministry of Public Service and Administration (1998) which established the Batho Pele principles. These eight (8) Batho Pele principles (as described in Chapter 3 of the White Paper on Local Government, 1998; White Paper on Transforming Public Service Delivery, 1998) and they are as outlined below: “Consulting citizens about the choice and quality of public services; Setting service standards expected by the citizens; Equal access to services; Courteous and selfless treatment; Information regarding services that is accurate, reliable and useful; Openness and transparency with regard to resources allocated to service delivery plans; Redressing lack of service not given by means of apologies, explanations and a positive response; and Value-for-money: rendering public

services that is of high quality but affordable.” The principles were intended at positioning the citizens of South Africa first and to transform the relationship between public servants and political leadership for the better.

Local Government: COGTA Municipal Staff Regulations (2021)

The COGTA Municipal Staff Regulations (2021), were published on the 20th of September 2021 with the purpose of regulating the cascading of Performance Management and Development System (PMDS), from senior managers and staff below. The aims are to promote performance and accountability and to identify development needs of the staff. Performance Management System (PMS) is the crucial tool in local government as it assists to ensure that employees are delivering as expected and working towards achieving targets, mission, and objectives of their respective organizations. This legislation provides establishment and implementation of Performance Management System for every municipality, enabling compliance in prescripts assisting in improving excellent governance including the delivery of services to the communities.

Conceptual Framework

Performance management has emerged from the context in transformation of the municipalities in South Africa. The foundations of such complete changes were outlined in the Constitution, which requires municipalities to be development orientated. Manyaka & Madzivhandila (2013) are of the view that the notion of a developmental local government was introduced as an important feature for laying the ground of the complete change pertaining to the system of the local government in South Africa.

It is crucial to highlight, that the broad vision of a developmental local government was comprehensively and extensively outlined in the White Paper on Local Government, that was promulgated in 1998, thus giving a momentum of the developmental nature and character in local government. The notion of a developmental local government is explained as local government which is committed towards working together with the citizens and groups within the community to find sustainable ways of meeting social, economic and material needs of community members within the municipality. Sebashe and Mtapuri (2011) are of the view that municipalities in South Africa are a central point of delivery of services, hence PMS in municipalities becomes a critical component in the delivery of services improvement. This assertion is further supported by Thusi et al (2023) that municipalities must strive to improve the lives of local inhabitants located in their jurisdictions.

The notion is that performance management and development system entails summing-up assessments of performance, aligning objectives with key performance areas, discussing what is expected, evaluating the submitted portfolio of evidence and monitoring progress on the set key performance indicators, providing outcome that is based on the submissions made and assisting members of staff to advance and develop them in areas where they are lacking or where intervention is required to assist with the delivery of what is required from the employee (Manyaka & Sebola 2012). Performance management system (PMS) must be designed so as to improve strategic focus and organizational effectiveness through continually seeking to improve the overall performance of the municipality and the individuals within the municipality (Chuta,2010).

Defining Performance Management

Viedge (2011:117) defines performance management as a “system that consists of interlocking elements designed to achieve high performance”. PMS is implemented by setting of objectives, projection, feedback, assessment, monitoring consistently including analysing lack of performance. Mello (2015) is of the view that performance management is a process that is integrated within other institutional systems and strategies for the optimal achievement of organisational goals, objectives including the career-long development of employees through a personal development plan. The concepts “interlocking” and “integrated”, as used in the above definitions, they emphasize on the fact that performance management is neither an isolated set of activities nor an end in itself. Performance management is an end goal, which is the achievement of an organisational goals, objectives and continuous employee development through training, coaching including mentoring.

In local government this necessitates programs and delivery of services activities to be aligned and integrated to the municipal strategic intent as contained in the municipal Integrated Development Plan. Performance management according to the Municipal Systems Act, 2000 (Act 32 of 2000) must accomplish such objectives. Primary phase of PMS entails a development of the organization’s statement of intent which is the declaration or the mission of the organisation, it also entails the formulation of the key areas of performance which are shared method amongst supervisors and each employee they supervise. The key performance indicators are the pointers of the actions that needs to be actioned by the subordinates which are included in the signed Individual Performance Plans between the supervisor and the employee. In managing performance, directors and senior managers of KwaDukuza local municipality are coerce into inculcating a principle which fosters Individual Performance Plans as it is in the process of being cascaded to even lower levels which is the agreed key performance indicators between the supervisor and the subordinate. The human resource unit is the custodian that encompasses the PMS by retaining the processes that are in place which assists and play a major role in realisation of strategic objectives and by ensuring that every employee’s performance targets are aligned with their departmental scorecard that derives from the executive Director of the department. Cascading of PMS to lower levels at KwaDukuza local municipality will improve the delivery of services to an extensive degree.

Impact of Performance Management System on Delivery of Services

Spheres of government are mandated and responsible for developing organized key performance indicators that measure performance for improving of the delivery of services to the communities they serve. The Municipal Planning and Performance Management Regulations (2001), delineate performance management, “as a strategic approach to management, which prepares leaders, managers, workers and stakeholders at different levels with a set of tools and techniques to regularly plan, continuously monitor, periodically measure and to review performance of institutions in terms of indicators and targets for efficiency, effectiveness”. KwaDukuza Local Municipality, Performance Management policy stipulates that “an institution on annual basis to evaluate and assess performance, and for the Performance Audit Committee (PAC), to annually establish the assessment statement, considering all commitments and efforts made by the different departments towards service delivery”. The KDM policy further provides for PAC and the

Audit Committee (AUDCOM) is responsible for requesting performance inquiries areas which minimum standard performance is recognised or where unsubstantiated targets achievements is professed.

Molofa (2014) states that performance management would be beneficial to municipalities if it addresses the following objectives that are to: “Aligning systems to strategy: performance management system is not just a tool to measure performance but to align employee behavior with organizational objectives; Enable municipality to identify Talent; Enhance individual career development through informed decision- making and focused training; Assist employee to discover their own strengths and recognize their weaknesses; Take full account of employee contribution: align Organizational Performance Management System (OPMS) to Individual Performance Management System Linking Cascading Goals to Individual Performance Management Improves employee Engagement; Ensure a common understanding of performance expected; Create a supportive environment that promotes culture of good performance; Establish clear performance standards; Ensure implementation of municipal development strategies; Provide performance feedback to employees; Promote the development of employees through training, counselling, and coaching in order to realise job opportunities; Improve career development by discussing municipal plans for career advancement and promotion; Improve communication and relationships by establishing mutual goals; Establish a framework for linking remuneration to performance; and Improve the quality of service rendered by municipalities”. The above mentioned performance management objectives implies that if they are adequately considered and applied in the implementation including execution of PMS will result in effective delivery of services.

Challenges facing local government on performance management system

Literature review pertaining performance management, indicates PMDS as insufficiently institutionalised. The stumbling block of this is that municipalities are not able to identify all poor performers who needs to be targeted for training and developmental interventions. Nkuna (2013) is of the view that municipalities do not yet have a direct influence on the realisation of the placing performance management systems into a place that can be operationalised and talk to the actual strategic imperatives as reflected in the IDP. Nkuna’s observation reveals one of the significant challenges that is associated with the management of performance when implementing a PMS within municipalities. Nkuna observed a direct connection between performance management and attainment of strategic imperatives of the municipalities as it is reflected in the IDP and the poor comprehension pertaining central role which performance management should play in assisting municipalities in achieving their desired objectives as outlined in the IDP goals.

Manyaka and Madzivhandila (2013) are of the view that, the IDP has an overarching strategic plan, is ineffectively implemented which results in unresponsive, ineffective, and inefficient and lack of delivery of public services. Butler (2009) identified that in South African municipalities the biggest challenge is a lack of alignment between IDPs budgets and performance methods in Performance Management System implementation to the communities. This assertion is also supported by Matyana & Thusi (2023); Thusi et al (2023). Poor management of municipal budgets results to poor service delivery and further infringe the rights of ordinary citizens. Moreover, other central issue which is presenting a significant challenge for most municipalities is that of capacity constraints. Municipalities

need to review their approved HR structure versus actual structure from OPMS and IPMS point of view to make an informed decision constructed on capacity. PMS if correctly implemented, could significantly play an essential role relating to the enhancement of providing of delivery of services towards communities, which could assist municipalities to harness collective energies of all employees towards the realisation of enhancement of goals and the preferences that are specified in municipal Integrated Development Plan.

Research methodology

This section presents the research methodology which was adopted for the study. Kothari (2004) defines research methodology as a way of systematically solving the research problem, as it's understood as a science that studies how scientific research is conducted scientifically. Dawson (2019) is of the view that a research methodology is the principle that will guide your research and that it becomes the general approach in conducting research on your topic and determines what research method you will utilize. He further asserts that, "a research methodology is different from a research method because research methods are tools you use to gather your data. The two basic methods for collecting data are qualitative and quantitative methods. According to Salkind (2009) the prime purpose of qualitative research method is the examination of how humans behave in the social, cultural and political contexts in which they occur including the experiences of individuals through the methods of examination. Qualitative research method relates to qualitative phenomenon, i.e., a phenomenon that associates to or captivating quality or kind. The primary purpose of qualitative research is to discover underlying motives which includes desires, employing depth interviews for the purpose. This type of research methodology requires minimal participants, however sufficient time with each participant to enable them to furnish their perspective on the particular title of the envisage study.

Quantitative research method is a research strategy that focuses on quantifying the collection and analysis of data and it's formed from a deductive approach where emphasis is placed on the testing of theory. It employs method adopted from natural sciences that are designed to ensure objectivity, generalisability and reliability. Quantitative research is closely associated the natural sciences including social survey, experimental designs analysis of the previously collected data and quantitative content analysis. It predominantly seeks explanations and measures what it assumes to be static reality in the hope of developing generalisations. The study applied qualitative research approach through an in-depth face-to-face interview which were constructed and prepared by the researcher to gather data and the research methodology was adopted to gather data from the sampled employees in KDLM.

Discussion of the findings

This section outlines the findings of the study gathered from KwaDukuza Local Municipality.

Employees perspective on the cascading of Individual Performance Management Development System in KwaDukuza Local Municipality

As indicated in the research methodology section, the qualitative method was adopted in this research study it is crucial to tackle and highlight the personal views of the participants who were selected for this particular study. The findings of the study are outlined as

follows: “Cascading of PMS is still new for everybody; the challenges are expected and that employees should not treat PMS as a punitive measure and should be taken as a way to improve service delivery.” Another participant expressed that: “The cascading of PMS is a process and still new, not all employees understand the performance management system and that needs to be rectified by bringing everybody on board.” The participants were further enquired if PMS culture has been inculcated to all KDLM employees. The response was outlined as follows: The leaders and top management are not committed to implementing and sustaining a performance management culture, performance in KDM is just a tick-box exercise where there is no significant impact. The culture is only institutionalized for section 56/57 employees and for other employees, its only being cascaded.

Performance Management culture and its functioning has been covered from management level upwards. It is also needed for junior staff members to be taught in order to understand the linkage in terms of the overall Municipal performance linked to the Municipal vision and service delivery. This is because performance management is a collaborative effort affecting all KDLM employees. The implementation is progressing slowly.

The staff responsible for implementation is not sufficiently capacitated to fully rollout the implementation hence there is lack of information about PMS. Employees are of the view that this system is meant to punish them and another strategy of getting them dismissed from work for poor performance. Workers weren’t effectively notified pertaining PMS policy. Another participant with a different perspective stated that: “We are experiencing challenges with Organisational culture, and it needs to be addressed in a more specific context pertaining Organisational performance management efforts.” The central derivative from the above narratives reflects an absence of comprehension of PMS by employees, including the impacts it has on the organizational productivity which was common a factor that was raised by the executives as their perspective as they were interviewed for this study. The implication is that the employees are in fear that the new Municipal Staff regulations is another strategy of getting them dismissed from work for poor performance and hence they do not want to accept it and hence they are not taking it seriously which creates doubts that this whole implementation exercise will create an impact in their daily duties.

Challenges confronting Implementation of PMS

The participants responded to the question which sought to seek challenges facing PMS in KwaDukuza Municipality. Respondents highlighted that there is a policy however, there is a need for constant awareness of the PMS policy. Another expressed that: “The KDLM did not have an Electronic system, they are still on a traditional system there is a need for an electronic integrated system because the documents can be lost.” This links with the finding of Kalowammfumbi (2013), that the challenges confronting PMS consists of lack of comprehension of the term “Performance Management, the design challenges and ineffective consultation with workers before implementation. Kalowammfumbi (2013) further identified, a lack of linkage between rewards and performance, a lack of leadership and management commitment, a lack of clear legislation on PMS and inadequate financial resources and bottlenecks towards the successful implementation of PMS. The second participant observed that: “There is a lack of cooperation with the Officials that are responsible for the implementation of PMS, there is no consistency.” Another participant

observed that: “Some employees have no Job descriptions which is a major document that assist in populating the Individual Performance Plan (IPP) of the employee, which makes it difficult to even commence with compilation of the IPP.” Another participant expressed that: “The system is not cascaded down to all levels of employment; it is only communicated at senior levels, which makes it complex for employees at lower levels to understand PMS.” The above finding is in alignment with the studies that were conducted by Ndasana and Umejese (2022), and Magqogqo (2016), where they discovered that, “employees were not all well informed or orientated about the importance of PMS of which it was only done for the purposes of compliance purposes.”

Stemming from preceding analysis, there are various barriers, challenges facing PMS at KDLM including an absence of comprehension of PMS, the underlying lack of comprehending the critical importance of PMS and its correlation with the Organisational performance. According to the theory of change, “to success transform an organisation, one must classify the causes of developmental challenges and understand how they influence each other. This assertion is also supported by,” Ringhofer and Kohlweg (2019).

Recommendations

Based from the findings obtained through the study, the following recommendations are some of the founded to address the gaps in the implementation process that were emphasized by the minority of the participants, the include the following: KDLM should develop a comprehensive communication strategy to transmit or rather convey performance expectations and objectives throughout the organization, using various channels of communication such as meetings, emails, workshops, intranet to distribute information. KDLM should ensure that leadership and management are aligned with the performance objectives by engaging them in the process and ensure that they understand their key role in cascading the objectives to their respective teams. The IPMDS needs to be communicated to all levels of employment commencing from the junior staff right up to Executive Directors using various creative methods to enhance the enthusiasm of the employees.

KDLM must introduce an electric system which will assist with an effective goal setting by identifying and establishing key performance indicators that align with the defined objectives including KPIs that are measurable, specific, achievable, relevant, and time-bound (SMART) including strengthening record-keeping minimizing chances of performance information from getting lost. KDLM should establish a system for recognizing and rewarding outstanding performance which can serve as a motivational factor and further encourage employees to consistently strive for excellence. KDLM needs to strengthen the PMS process to develop and motivate employees by tightening the connections between the organization objectives to Individual Performance plans for employees to be able to perceive their performance actions as a larger scale.

KwaDukuza Local Municipality needs to create a culture of open communication and feedback, this will assist in ensuring that employees feel comfortable providing feedback to their managers, and in return this will allow managers to provide constructive feedback to their respective teams. Policy awareness including the content of the policy should be conducted from junior staff to Executive Directors. KDLM needs to develop solid support mechanism that can be utilized by managers as a form of mentoring, coaching, and phasing out barriers preventing outstanding performance of all employee.

Accountability including Consequences should be clearly communicated for poor performance and furthermore, sufficient support and resources should be provided to assist employees to meet the required performance expectations.

Conclusion

The Performance Management System assists by allowing all employees and employers to distinctly identify and establish key performance indicators that are aligned with the objectives of an organisation. Previously performance management system was only limited to section 56 & 57 employees, which made it complex to hold the employees below section 56 & 57 accountable for lack of effective performance and productivity which led to service delivery protests connected to scarce supply of fundamental services.

The COGTA Municipal Staff Regulations (2021), were published with the aim of regulating cascading of “performance management and development system (PMDS),” and the objectives were to promote performance and accountability including identifying development needs of employees to close the accountability gap between senior managers and employees below, hence the Minister promulgated regulations by issuing guidelines setting uniform standards and systems which are consistent with the regulations. KDLM has since the 1st of July 2022, commenced with cascading of performance management system towards all employees below Section 56 & 57.

In conclusion this study has critically analysed cascading of performance management system to all employees below section 56 echelons, in KwaDukuza Local Municipality and explored various measures to ensure that the cascading of Municipal Staff Regulations progresses successfully. The study found that the leaders and top management are not committed in implementing and sustaining a performance management culture; and the fact that PMS in KDLM is a tick-box exercise where there is no significant impact. The accurate implementation of consequence management will assist in ensuring that cascading of PMS in KDLM progresses successfully.

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