11. Performance management

The performance management system (PMS) is one of the mechanisms through which the City aims to improve organisational and individual performance to enhance service delivery.

The City’s process of establishing and developing the PMS ensures integration between strategic planning and performance management by linking the planned IDP programmes to indicators and targets used to measure performance. In addition, the process promotes alignment between planned organisational performance, as reflected in the IDP and organisational scorecard and individual performance as contained in the individual scorecards.

Legislative environment governing performance management

Various pieces of legislation exist to govern the performance management of local government. This includes:

- The Municipal Systems Act, (Act 32 of 2000) (MSA);
- The Municipal Planning and Performance Management Regulations, 2001 (MPPMR);
- The Municipal Finance Management Act, (Act 53 of 2003) (MFMA), and
- The Municipal Performance Regulations for municipal managers and managers directly accountable to municipal managers, 2006.

The City’s performance management with regard to each of these Acts is summarised below.


The City’s IDP contains five-year IDP sub-programmes which include key performance indicators (KPI) and targets to measure progress over the medium and short-term. The IDP contains annual performance targets that determine the targets to assess implementation progress on a year-to-year basis.

These KPIs and targets are translated into business plans to inform expected city-wide, departmental and individual performance outputs. The City’s performance is monitored and reviewed on a quarterly and annual basis, informed by achievement reports on identified organisational, departmental and individual performance plans.

**Municipal Planning and Performance Management Regulations, 2001**

As required by the 2001 regulations, the City’s Performance Management System (PMS) allows for reporting to council on a quarterly basis. The quarterly reports are prepared for the purpose of identifying performance achievements and gaps, based on the set IDP indicators.

In enhancing performance monitoring, measurement and review, the City has an internal audit committee which is responsible for auditing the results of performance measurements. In addition, the City has a performance audit committee (JPAC) which considers the quarterly performance audit reports and reviews of the City’s PMS to recommend improvements.
As part of the reporting processes and in addition to quarterly reports, the City compiles midyear and annual reports on service delivery performance related to the achievement of targets and indicators. All the quarterly service delivery and budget implementation plan reports are prepared and submitted to the provincial and national treasuries and the department of local government and housing.

In terms of annual reporting, annual reports have been prepared and published on the City's website and submitted to the auditor general as required.

Local Government Municipal Performance Regulations for municipal managers and managers directly accountable to municipal managers, 2006
In accordance with the 2006 regulations, the appointment of all Section 57 employees is in terms of written employment contracts and subject to the signing of performance agreements which are submitted to the MEC for local government as well as the national minister.

Progress on the implementation of the individual scorecards is assessed and monitored on a quarterly basis through action-driven balanced-scorecard reports. A five-point rating scale is used, which ranges performance from unacceptable to outstanding.

Linking the long-term vision of the city to performance monitoring and evaluation

The City has entered a new term of office and has therefore focused on reviewing and refining the City's priorities, strategies and plans as well as commitments in areas of service delivery. This is linked to continuous monitoring and evaluation of all actions and outputs that are aligned to the Joburg 2040 Strategy outcomes as well as the impact envisaged of the new plans. The main aim of monitoring and evaluation is to assist in keeping plans on track, with findings allowing for the identification of risks or challenges, facilitation of improvements and on-going active learning.

The City has defined six guiding principles which serve to provide clarity in terms of the City's approach to development, aiding decision-making, prioritisation and budgeting. In addition, through consideration of the GDS paradigm, the defined principles and the identified vision for the City in 2040, four cross-cutting outcomes have been identified, against which the City aims to navigate in the short, medium and long term. The principles and outcomes are represented below, in the context of tensions at play within the GDS paradigm.
Figure 11.1: The Joburg 2040 GDS principles and outcomes – in the context of the GDS vision and paradigm

**JOHANNESBURG**

a World Class African City
of the Future
a vibrant, equitable African city; strengthened through its diversity;
a city that provides a real quality of life;
a city that provides sustainability for all its citizens;
a resilient and adaptive society

**OUTCOME 1:** Improved quality of life and development-driven resilience for all

**OUTCOME 2:** A resilient, livable, sustainable urban environment – underpinned by low carbon economy

**OUTCOME 3:** An intensive, job-intensive, resilient and competitive economy

**OUTCOME 4:** A leading metropolitan government that proactively contributes to and builds a sustainable, socially inclusive, locally integrated and globally competitive GCR

**PRINCIPLE 1:** Eradicating poverty

**PRINCIPLE 2:** Building and growing an inclusive economy

**PRINCIPLE 3:** Building sustainable human settlements

**PRINCIPLE 4:** Promoting good governance

**PRINCIPLE 5:** Enabling resources security and environment sustainability

**PRINCIPLE 6:** Achieving social inclusion through support and enablement
These outcomes have shaped the development of the cluster plans as contained in part two of this document. Delivery on the four outcomes is dependent on concerted effort and focus by all within the CoJ group, with awareness placed on the fact that long-term outcomes require targeted activities and outputs in the short and medium term. Given the need for joint delivery, some of the processes and systems required to support and integrate delivery on the envisaged outcomes will be applicable across the group.

Further, new developments regarding the institutional-review process as outlined in chapter four mean that the City has to revise and strengthen performance management systems. The development of the framework acknowledges that while activities relating to monitoring and evaluation have been undertaken for many years as part of performance management processes across the City and its MEs, a range of new priorities, challenges and experiences – within the City, within other spheres of government and within broader society – have heightened awareness of the importance of M&E. This means that the new framework will respond to the new priorities, challenges and experiences while it achieves consistency in the understanding and application of performance management, monitoring and evaluation within the CoJ group – that is, the City as a whole, inclusive of the core (the City’s internal departments) and all of the City’s municipal entities (MEs).

Objectives and principles of the M&E framework

The intention of the M&E framework is to ensure among others:

- Accountability in terms of the manner in which resources and public funds are put to use;
- Sound decision-making relating to resource usage, activities, projects and programmes;
- Timeous identification of issues or challenges where these may otherwise hamper delivery;
- Assessment of delivery against plans;
- Informed communication and engagement with stakeholders;
- Adherence to the principle of public participation, a key requirement for any organisation focused on ensuring good governance and active engagement with the democratic process, with input from members of the public aiding the identification of challenges, new needs and/or solutions, thereby supporting improved delivery; and
- Improvement in the achievement of outcomes defined within strategic plans such the Joburg 2040 GDS, increasing the attainment of developmental objectives.

The City chooses to adopt principles for M&E that are in line with the National Department of Performance Monitoring and Evaluation (2011:5). These stress that M&E should:

- “Be development-oriented and address key development priorities of government and of citizens;
- Be undertaken ethically and with integrity;
- Be utilisation-oriented;
- Be sound;
- Advance government’s transparency and accountability;
- Be undertaken in a way which is inclusive and participatory; and
- Promote learning.”
Implementation of the above principles in the City’s context will take place through:

• A focus on measuring poverty-reduction, economic-inclusivity and other indicators of real service delivery within the city – as per the principles defined within the GDS – with the CoJ group undertaking ongoing monitoring against measures of inclusivity and levels of deprivation and using impact assessments to evaluate development-oriented initiatives;
• Honest, truthful, respect-driven and unbiased data collection, analysis and reporting, supported by capable M&E systems and service providers (both internal and external);
• A focus on presenting information and findings to the City’s internal and external stakeholders in a manner that is accessible, user-friendly, applicable in driving service delivery improvements and able to contribute to the knowledge-base of the City;
• The use of M&E methodology that is appropriate in the context of identified activities, outputs, outcomes and impacts, with triangulation (i.e. the use of multiple sources to improve reliability and validity), sound indicators and customised approaches assisting in the establishment of credible findings;
• Continued use of stakeholder participation and transparent engagement as a key ingredient in the formulation, refinement and review of the City’s strategy and plans, with ongoing interactions on matters of delivery and solution development contributing to the creation of active, responsible citizens, focused on more than just the receipt of goods and services;
• Genuine, focused interactions with all of the City’s stakeholders – regardless of who they are or where they are from – across all M&E activities, in the interests of building “a vibrant, equitable African city, strengthened through its diversity” (CoJ 2011: 3); and
• Including systems and processes which support reflection, learning and an improved understanding of causality, with regular M&E activities leading to refined plans and aligned activities, in support of the GDS 2040 outcomes.

Conclusion

The City’s PMS continues to evolve. It is a critical tool for measuring the City’s progress against its short and medium-term goals, as well as the long-term outcomes identified in the Joburg 2040 Strategy. The unfolding of the monitoring and evaluation process contained in the M&E framework will allow for accountability, better planning and community involvement in the implementation and monitoring of the City’s programmes.
IDP’s 2040

- Eradicate dump sites
- Build a botanical garden
- Affordable houses