

MONITORING AND EVALUATION MECHANISMS FOR SUSTAINABLE DEVELOPMENT IN SEDIBENG DISTRICT MUNICIPALITY

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Abstract: The restructuring of local governance in South Africa requires municipalities to serve the communities within their areas of jurisdiction. This has brought capacity challenges for the municipalities. They are charged with delivering acceptable standards of services to the residents. The current lack of deliverance is evident in the widespread protests, with community members showing their dissatisfaction with sub-standard service delivery and backlogs. Furthermore, municipalities are required to formulate their own by-laws to improve the lives of community members, and to implement their legislative mandates satisfactorily. In order for the municipalities to perform more effectively a transformative model is necessary. The quality of services currently delivered at municipal level must be reviewed. Monitoring and evaluation, key elements of assessment must be undertaken. The rationale behind this monitoring and evaluation is to make the system of governance more effective by an even-handed assessment of policies, programmes, projects, strategies, performance of personnel, and indeed of the organization as a whole.

The article is based on a study conducted to investigate the implementation of monitoring and evaluation mechanisms at South African municipal level. The local government structure requires more attention because of marked skill challenges. However, there is a need not only to enhance the performance of employees but also the quality of services provided and the effective management of municipalities as a whole. The focus area of this research is Sedibeng District Municipality (SDM), a Category C municipality in the Gauteng Province.

The study was based on the hypothesis that *effective monitoring and evaluation mechanisms can provide sustainable development in Sedibeng District Municipality with improved service delivery*. In order to validate the hypothesis, empirically based questionnaires on the monitoring and evaluation, and service delivery were utilized. Frequency analysis, which lends itself to correlation analysis, of employees' responses and residents' responses was conducted using the Pearson Correlation.

The study tried to identify gaps within municipal capabilities to assess community needs. The quantitative study has revealed gaps in infrastructure delivery related to lack of capability mainly in primary resources, viz. financial, technical and human. The capabilities of Sedibeng District Municipality require effective utilization of these primary resources, resulting in acceptable standards of service delivery to satisfy community needs. The municipal performance to address community needs can be identified, reviewed, prioritized and strategized through a Municipal Assessment Tool, discussed in a proposed model called as Monitoring and Evaluation for Sustainable Development (MESD). Once the above model is in place the municipality may well achieve a level of efficiency towards sustainable development.

Keywords: monitoring and evaluation; municipal assessment tool; Sedibeng District Municipality; service delivery; sustainable development.

INTRODUCTION

Sustainable development can be considered as “a concept that could be abstract and hard to relate to the priorities and problems of people in places where the environment, economy and community have all suffered from neglect, poverty, industrial decline, unemployment summarised in the policy-makers language as social exclusion” (Charley & Christie, 2000, p. 197). According to Burke (2001) monitoring can be significant to provide the following for sustainable development of a community and the relevant society of a country at large. Monitoring involves: “analysing the situation in the community and its project; determining whether the inputs in the project are well utilized; identifying problems facing the community or project and finding solutions; determining whether the way the project was planned is the most appropriate way of solving the problem at hand; and using lessons from one project experienced on to another” (p. 59). Evaluation, on the other hand, is the “process of measuring or reviewing a subject, and determines how much or how little something is valued, on the arrival of the judgment on the basis of criteria that could be defined” (Noella et al, 1996, p. 36). Evaluation is helpful in offering valuable suggestions and recommendations for improvement.

Municipalities also need to implement the monitoring and evaluation process to ensure that the communities in their areas have the basic services they need. The most important basic services provided by the municipalities are: water supply, sewage collection and disposal, refuse removal, electricity and gas supply, municipal health services, municipal roads and storm water drainage, street lighting, and municipal parks and recreation. The purpose of monitoring and evaluation process is to enhance the effective delivery of services, enhance sustainable development, to create an environment of good governance through transparency and accountability, improve the system of governance with enhanced performance. To make sure “that performance is implemented according to plans, it should be monitored. Such monitoring should not only focus on financial performance, but should also include non-financial performance. Reporting should be targeted at managers so that the data is useful and practical” (Van der Waldt, 2004, p. 95; also refer Kgechane, 2013). Local governments also need to ensure that the established vision, mission, goals, and objectives are achieved (or achievable) with transformative outputs and outcomes. This article aims to explore the challenges of monitoring and evaluation and its impact on sustainable development using Sedibeng District Municipality as a case-study.

SUSTAINABLE DEVELOPMENT: AN OVERVIEW

To “sustain”, according to Fox and van Rooyen (2004) means to keep going without interruption (p.102) and “sustainability” therefore implies a strategy that “does not run into insurmountable obstacles” (p. 102). It is imperative to understand sustainability in terms of the adjective “adequate”, given examples like political sustainability, economic sustainability, environmental sustainability and sustainable social development. Sustainable development remains elusive for many African countries¹. Poverty is an ever-present challenge and few African states have benefited from globalisation. “Efforts to achieve sustainable development have been hindered by conflicts; insufficient investment; limited market access opportunities and supply side constraints; unsustainable debt burdens; declining levels of official development assistance; and the impact of HIV/AIDS” (Strachan et al. 2005, p. 7). “South Africa’s definition of sustainable development is influenced by the globally accepted definition provided by the Brundtland Commission and which is entrenched in the Constitution (1996). Section 24 (b) (ii) of the Constitution guarantees everyone the right to have “the environment protected, for the benefit of present and future generations, through reasonable legislative and other measures that secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development”. Furthermore, South Africa has formalized its definition of sustainable development by passing it into law (Department of Environmental Affairs and Tourism (DEAT) (2008). Sustainable development, is defined in the National Environmental Management Act (NEMA), Act No. 107 of 1998, as “the integration of social, economic and environmental factors into planning, implementation and decision-making so as to ensure that development serves present and future generations” (Department of Environmental Affairs and Tourism (DEAT) (2008). In South Africa and the African continent as a wholeⁱⁱ, the term sustainable development is still rather new and thus lacks a uniform interpretation. Important as it is, the concept is still being developed and its full meaning is currently being “revised, extended, and refined” (The World Bank Group, 2004, p. 2).

MONITORING AND EVALUATION AND SUSTAINABLE DEVELOPMENT

Osborn and Gaebler (1992) stated that “the White Paper on local government sets out a broad vision for the development of South Africa’s local government. This is a vision that calls on municipalities to find a means of

confronting the legacy of underdevelopment and poverty in their local areas” (p.2). The White Paper further “recognized integrated planning, performance management and community participation as crucial mechanisms to this. These mechanisms reinforce each other to bring about change, transformation and improved service delivery at local level” (Mufamadi 2001, p.2; also refer Radebe, 2013). The Department of Provincial and Local Government [DPLG] (2009) further adds that the “Batho Pele White Paper notes that the development of a service- orientated culture requires the active participation of the wider community. Municipalities need constant feedback from service-users if they are to improve their operations. Local partners can be mobilised to assist in building a service culture. For example, local businesses or non-governmental organisations (NGOs) may assist with funding a help line; providing information about specific services; identifying service gaps; or conducting a customer survey” (p.2). The White Paper on Local Government (1998) proposed the introduction of performance management systems at local government level as an effective tool to ensure developmental local government. It concludes that: “Integrated development planning, budgeting and performance management are powerful tools which can assist municipalities to develop an integrated perspective on development in their area.” This makes it possible for local governments to focus on priorities in an “increasingly complex and diverse set of demands”. It also enables them to modify resource allocations and institutional systems to meet a new set of demands and development objectives.

Performance management, and monitoring and evaluationⁱⁱⁱ are therefore efficient means to manage government programmes. They promote transparency and accountability in the system giving rise to sustainable development as a whole.

It can be deduced that for improved performance, it is vital to have an effective monitoring and evaluation system in place. This is particularly significant at the local level where many municipalities are struggling to cope up with the challenges of mal-administration; lack of accountability; and financial misconduct, complemented by serious capacity blockages. According to De Visser (Gopane, 2012), monitoring and evaluation of municipal government is very necessary in order to “protect the development agendas of the national and provincial government, and to identify early signs of problems in municipalities that might require some form of intervention” (p.1). Fookes (Gopane, 2012) describes monitoring in local government as a means whereby municipal councils can assess their performance, adjust their approach if necessary and generally move closer to achieving their objectives (p.1).

“Measuring performance in local government^{iv} is not a simple task because various qualitative and sometimes unquantifiable variables have to be considered.” These qualitative aspects may well be complex and even intangible, such as the general wellbeing of a particular community making “performance improvement and productivity measurement extremely difficult” (Mpumalanga Branch Symposium, 11 and 12 September 2003). Performance Management is typically a mechanism to enhance internal and external accountability. However accountability is just one function of performance measurement. Performance measurement must be considered a “feedback loop to improve institutional performance, not just a mechanism for assigning ‘praise or blame’”. It should serve to improve employees’ understanding of the municipality’s core business and its commitment to achieving developmental goals. The South African Government is currently developing a Performance Monitoring System to measure service delivery and the state of national and provincial departments and municipalities (Collins Chabane, the Minister in the Presidency responsible for Performance Monitoring and Evaluation, 2011, p. 1).

The performance of the Sedibeng District Municipality can “be assessed on the basis of institutional development and transformation. Performance Management Systems (PMS) for the institution and staff should be aligned to the strategic objectives of the organization as this will also form part of the assessment of each municipality (SDM IDP, 2011).

For many municipalities the lack of an effective service delivery system is a major impediment to job creation, poverty alleviation, access to health facilities, and economic development in local communities. Each municipality has adopted Performance Management (PM) to fit its particular circumstances and needs. The connectivity and the relation between performance management, M&E, and sustainable development, require the setting of clear monitoring and evaluation measurements to deliver the expected levels of communities’ satisfaction. For this reason, Sedibeng District Municipality should be committed to its vision and mission; it must work towards its common objectives. To implement monitoring and evaluation principles effectively should to be identified to ensure that there is an appropriate interaction between M&E and development sustainability. Therefore the essential objective of this study is to challenge and portray the best level of suitability between M&E and sustainable development in Sedibeng District Municipality. In order to portray this suitability, this chapter has focused on M&E inventiveness at

Sedibeng District Municipality. Questions must be asked whether this meets (and perhaps exceeds) the needs of communities living in the Sedibeng District Municipality area of jurisdiction who deserve to have efficient and effective sustainable development. Finally, by adopting M&E as a guiding principle Sedibeng District Municipality can strive towards improving the wellbeing of its residents and a satisfactory level of sustainable development. The impact of monitoring and evaluation on sustainable development, explored in the section above, is concluded with the opinion held by Oumoul Khayri Ba Tal, Chair of the African Evaluation Association (AfrEA) (2006). He maintains that monitoring and evaluation “can only play an effective role in the development of a nation if they are carefully designed to serve the goals of development” (p.10). M&E, he says “must be nationally owned, and they must address issues and questions that are in line with local development needs and priorities”. In addition, he feels that they should be applied at the general policy level, rather than at the level of individual programmes or projects. “Last, but not least, evaluations should contribute to decision-making processes, and serve as instruments for holding policy makers accountable for their choices” (Capacity.org).

To offer services in a sustainable manner, a municipality should have an effective system of monitoring and evaluation and sufficient financial resources to carry the process through. However, it is possible that a municipality may have sufficient administrative and financial resources and yet fail to make a significant impact on the community it serves. The management of resources is importantly linked to the quality of services.

CONTEXTUAL FRAMEWORK: SUSTAINABLE DEVELOPMENT AT SEDIBENG DISTRICT MUNICIPALITY

The monitoring and evaluation process is relevant to assess the following at municipal level: there is a “need for closer investigation of basic service delivery is clear from continuing protests over poor service delivery, i.e. on 27 October 2008, residents from different areas in Sedibeng District Municipality peacefully marched to the municipality offices, to hand over their grievances memorandum against the lack of service delivery and the non-removal of forty council officials and councillors identified by the commission of enquiry” (SDM IDP, 2012). There is “inefficiency and ineffectiveness in the Sedibeng District Municipality are relatively high, particularly in terms of the ability to deliver services that are responsive to the needs of the communities. Inefficiency and ineffectiveness create a Sedibeng District Municipality climate that has a destructive influence on positive ethics in the workplace. Inefficiency results, in part, from the miss-deployment of people in to position they do not qualify” (Mafunisa, 2005, p. 5-6). Almost all the “projects and programmes are facilitated from the service providers and the municipality’s perspective not involving the communities” (www.vaalmeander.co.za). At the municipal level, the “Integrated Development Planning was compliance driven, which fulfilled legal obligations and not meeting the communities’ needs” (Sedibeng District Municipality IDP, 2010). There is a “lack of integration with the municipalities” (Sedibeng District Municipality IDP: 2010/11). There is also a lack of building and (an even more dire need) of maintaining the standards of RDP houses. In terms of staffing the senior managerial positions are not filled. The lack of personnel deal with service delivery portfolios has a negative impact of delivery of services at the Sedibeng District Municipality. This is complemented by a lack of job opportunities; poor infrastructure and capacity-building initiatives, all of which are hampering the development of Sedibeng District Municipality. Against the background of all these challenges, municipalities must engage in working together with local communities to find innovative and sustainable ways of meeting the community’s needs and thereby improving the quality of life of the people on the ground.

Overview of Sedibeng District Municipality

The Sedibeng District Municipality is a Category C municipality in the Gauteng Province. It is situated on the banks of Vaal River and Vaal Dam in the southern-most part of the province, covering the area formerly known as the Vaal Triangle. It includes the towns of Nigel, Heidelberg, Vereeniging, Vanderbijlpark, and Meyerton as well as the historic townships of Evaton, Sebokeng, Boipatong, Bophelong, Sharpeville, and Ratanda, which have a rich political history and heritage. The 2007/2011 Integrated Development Plan (IDP) estimates that the total population in the SDM is 843 006 (Kwaledi, 2011, p. 29; also refer Sedibeng District Municipality Spatial Development Framework, 2009).

Challenges for sustainable development in Sedibeng District Municipality

The challenges exist in the municipality include:

Migration: Migration plays an important role, especially in Gauteng, which is the largest recipient of (in) migration in South Africa. Yet, unlike Gauteng as a whole, Sedibeng is no longer a major recipient of new migrants and there are indications that young people are leaving the area to look for better work opportunities elsewhere in the Gauteng Province and the other provinces (SDM IDP 2011/2012, 2012).

Services: The *Sowetan* newspaper of 19 May 2011 goes on to cite a report which revealed unequivocally that many municipalities are dysfunctional, lack effective financial control mechanisms and are plagued by corruption, the lack of necessary skills, have poor levels of accountability and narrow revenue bases.



Figure 1: Photographic evidence of inefficient service delivery

According to the *Sowetan*, of Wednesday 11 2011: 11 the image above shows one of the 1 600 free-standing, unenclosed toilets which were built by the Moqhaka Municipality in Free State Province. This is an indication of the complete lack of sustainable service delivery. In a similar example, while visiting the SDM (Midvaal), the premier of Gauteng, Ms Nomvula Mokonyane released a report on the performance of the local management from 2006 to 2011. She indicated that for a period of almost 10 years, the relevant authorities were completely unaware that there were no toilets with water-borne sewage systems in the Midvaal Local Municipality.

Upliftment of the geographically scattered area: The Sedibeng Integrated Development Plan for 2010 makes reference to the Spatial Development Framework, emphasizing that “there are a number of informal settlements, which vary in extent, situated in Sedibeng District. Because of the predominantly rural environment, various small, scattered settlements occur throughout the area” (SDM IDP, 2010). In the extensive rural areas that are under Sedibeng’s jurisdiction there a number of existing rural settlement areas which were ignored in the delineation of the previous urban edge (SDM IDP, 2010).

Commonly held views about Service Delivery in Sedibeng District Municipality: The SDM IDP Report (2011) states that there have been irregular outbreaks of service delivery unrest in SDM, especially in Ratanda, Sebokeng, Rustervaal and Evaton. On 13 September 2012, the executive mayor of the Sedibeng District Municipality, Councillor Mahole Simon Mofokeng delivered a public lecture on service delivery. He stated the fact “that many residents still do not enjoy the services they deserve” (Sedibeng District Municipality, 2012, p. 1).

MATERIALS AND METHODS

Sample description

In this pilot study, the sample consists of the junior and senior managers of different directorates in Sedibeng District Municipality across gender, race, and work experience. Only permanent managers formed part of the study.

The employees and communities of Sedibeng District Municipality included those in Lesedi, Emfuleni, and Midvaal local municipalities which jointly make up Sedibeng District Municipality. The “agree” and “disagree” are utilised to indicate cumulative frequencies for “agree and strongly agree”, and “disagree and strongly disagree”, respectively.

Grouping of questionnaire statements

The statements in the questionnaire that was distributed to the employees of the Sedibeng District Municipality (SDM) are grouped in relation to the dimensions of monitoring and evaluation, and sustainable development. This grouping can be viewed in Table 1. Furthermore, the grouped questionnaire statements are linked to empirical research objectives. These objectives can still be viewed in Table 1.

Table 1: Empirical objectives and the corresponding questionnaire statements

Empirical research objectives	Key dimensions of monitoring and evaluation system, and sustainable development	Questionnaire statement number
<p>Research objective 2 To give a clarity regarding the indicators applied for monitor and evaluate as sustainable development projects in Sedibeng District Municipality</p>	Development of the goals of monitoring and evaluation; the development of key performance indicators	B3, B6, B10, B14, Q17, B18
<p>Research objective 3 To determine if monitoring and evaluation is linked to sustainable development at Sedibeng District Municipality</p>	Establishing a link between monitoring and evaluation, and sustainable development	B21, B24, B26, B27, B30
<p>Research objective 4 To investigate the controlling measures and the critical success factors for sustainable development in Sedibeng District Municipality</p>	The development of key performance areas; the development of critical success factors and the formulation of key job responsibilities	B16, B23, B28
<p>Research objective 5 To examine the strategies regarding implementation of monitoring and evaluation mechanisms for the sustainable development in Sedibeng District Municipality</p>	<p>Development and implementation of POA</p> <p>The training of managers and the subordinates in the design and implementation of the monitoring and evaluation system</p> <p>The role of resources support to the monitoring and evaluation</p> <p>Monitoring and evaluation orientation and results</p>	<p>B11, B13, B15, B19</p> <p>B4, B5, B7, B8, B20</p> <p>B2, B9, B12</p> <p>B1, B22, B25, B29, B31, B32, B33, B34</p>

The statements in the questionnaire that was distributed to the community members are grouped to correspond with constructs such as the development and implementation of monitoring and evaluation mechanisms and delivery of services. Table 2 indicates these constructs and their corresponding questionnaire statement numbers.

Table 2: Grouped statements from the community questionnaire

Constructs from the questionnaire	Questionnaire statement number
The development and implementation of monitoring and evaluation mechanism	B1, B2, B6, B7, B16
Delivery of services	B3, B4, B8, B9, B10, B11, B13, B14, B15

RESULTS AND DISCUSSION

Analysis of questionnaire data from employees

The following areas were explored.

The development of sustainable development goals, and key performance indicators: In this section of the study, the purpose is to establish if sustainable development goals are set and key performance indicators formulated at the Sedibeng District Municipality. The data relating to this purpose is presented in tables 3 to 8.

Table 3: Employees’ responses relating to clarification of objectives

B3

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid 1	5	100.0	100.0	100.0

Table 4: Employees’ responses relating to goals of sustainable development

B6

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
1	1	20.0	20.0	20.0
Valid 2	4	80.0	80.0	100.0
Total	5	100.0	100.0	

Table 5: Employees’ responses relating to the mission of SDM

B10

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
1	2	40.0	40.0	40.0
Valid 2	3	60.0	60.0	100.0
Total	5	100.0	100.0	

Table 6: Employees' responses relating key performance indicators**B14**

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid 1	4	80.0	80.0	80.0
2	1	20.0	20.0	100.0
Total	5	100.0	100.0	

Table 7: Employees' responses relating to involvement of communities in IDPs**B17**

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid 1	4	80.0	80.0	80.0
2	1	20.0	20.0	100.0
Total	5	100.0	100.0	

Table 8: Employees' responses relating to the understanding of APPs**B18**

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid 1	4	80.0	80.0	80.0
2	1	20.0	20.0	100.0
Total	5	100.0	100.0	

The results for table 3 to 8 are graphically illustrated in figure 2.

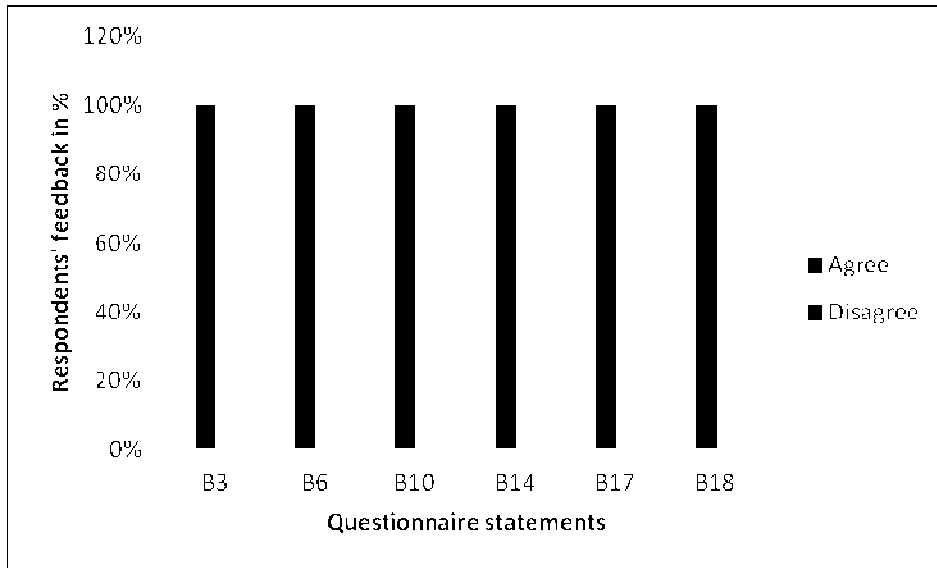


Figure 2: Employees’ responses to sustainable development goals and KPIs

From figure 2 it is generally clear that the employees are of the opinion that goals of sustainable development are developed. The practice of setting goals upfront has the potential of providing direction to individual and collective efforts of employees. Goal setting has the advantage of measuring performance against preset goals and taking corrective action in respect of deviant performance. The employees involve communities in the development of IDPs so that the objectives to be achieved bear relevance to community needs. The goals sustainable development and IDPs are translated into annual performance plans to harness the performance activities across the municipality towards the attainment of the goals of sustainable development. As figure 2 illustrates, key performance indicators involve finances which have the spin-off of determining the financial implications of the set goals, that is, whether the goals are financially achievable or not.

Development of key performance areas, critical success factors, and formulation of key job responsibilities: The key objective at this juncture is to determine whether the key performance areas, critical success factors are developed and job responsibilities of both managers and subordinates are formulated. Data in respect of this objective is found in tables 9 to 11.

Table 9: Employees’ responses relating roles and responsibilities of employees

B16

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid 1	5	100.0	100.0	100.0

Table 10: Employees’ responses to key performance area

B23

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid 1	5	100.0	100.0	100.0

Table 11: Employees' responses relating to responsibilities of employees with respect of monitoring and evaluation for sustainable development

B28

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
1	3	60.0	60.0	60.0
Valid 2	2	40.0	40.0	100.0
Total	5	100.0	100.0	

The results for tables 9 to 11 are shown in figure 3.

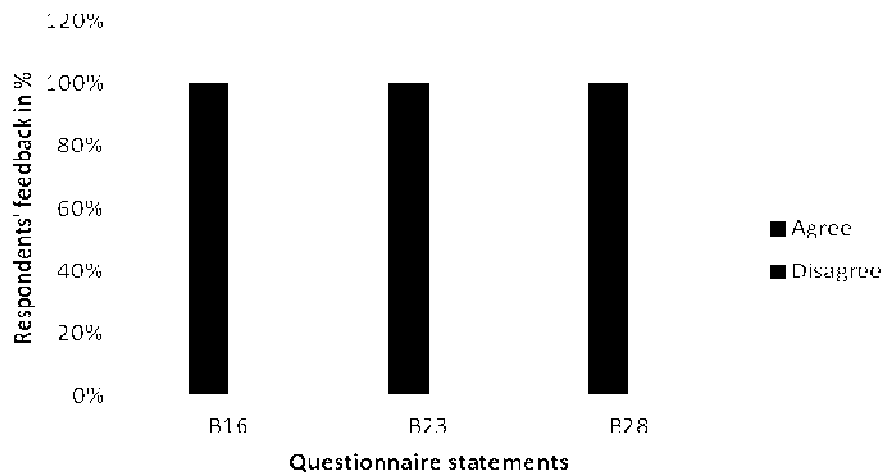


Figure 3: Employees' responses to KPAs, CSFs and key performance responsibilities

In figure 3, the employees agreed that key performance areas are identified ensuring that the resulting performance is geared towards the KPAs which are linked to sustainable development. The employees agreed that their roles and responsibilities are clarified. The performance management system is used as a tool to measure the linkages between the roles and responsibilities with the KPAs. The evidence gathered that the performance management system is fair is indicative of the validity of the performance management system and also in the manner that it is administered to employees. Where everybody becomes a participant in monitoring and evaluation, as in the Sedibeng District Municipality, the monitoring and evaluation gets accepted by employees, hence an acceptance of its results.

Development and implementation of programme of action: The key objective relating to this section is to investigate whether the programme of action is developed and implemented. Data pertinent to this objective is captured in tables 12 to 15.

Table 12: Employees’ responses relating to the development and implementation of programme of action
B11

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid 1	1	20.0	20.0	20.0
Valid 2	3	60.0	60.0	80.0
Valid 5	1	20.0	20.0	100.0
Total	5	100.0	100.0	

Table 13: Employees’ responses relating to common agreement about programme of action

B13

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid 1	4	80.0	80.0	80.0
Valid 2	1	20.0	20.0	100.0
Total	5	100.0	100.0	

Table 14: Employees’ responses relating to service delivery-driven programme of action

B15

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid 1	5	100.0	100.0	100.0

Table 15: Employees’ responses relating to number of programme of action

B19

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid 4	5	100.0	100.0	100.0

Figure 4 is a graphic illustration of data in tables 12 to 15.

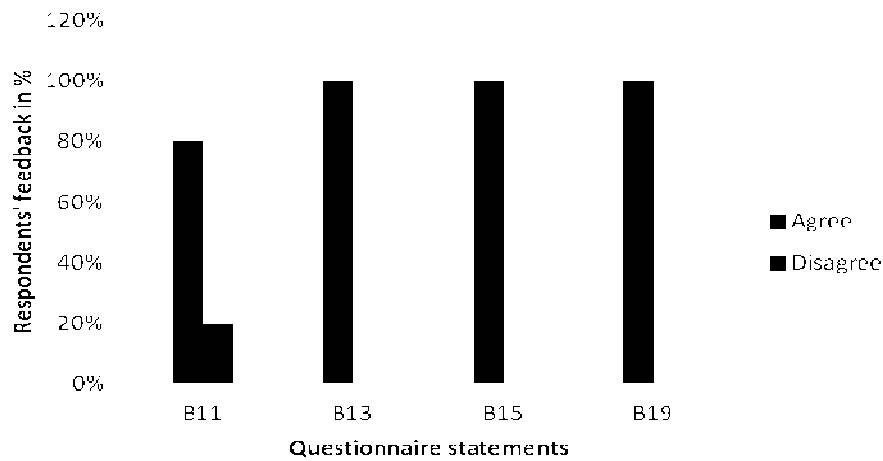


Figure 4: Employees' responses to programme of action

Highlighted in figure 4 is that the programme of action is understood thereby creating sense of purpose for employees. The fact that they understand the programme of action ensures that their respective roles and responsibilities are aligned to the programme of action. The compatibility of the programme of action with service delivery ascertains the achievement of sustainable development milestones in which community needs are taken account of. However, employees have the opinion that there are many programmes of actions. The multitude of these programmes does not assist in the achievement of sustainable development goals but serve only to distract employees from such goals. The danger of many programmes of action is that available time and resources will have be evenly spread and deployed to activities that do not really matter to effective service delivery, thereby hampering the attainment of sustainable and development milestones.

Training and development: The researcher intends to establish the implementation of training and development required for acquisition of appropriate skills and knowledge. These skills and knowledge acquired are determined for their relevance with the effective implementation of monitoring and evaluation mechanism. Data relating to the objective is illustrated in tables 16 to 19.

Table 16: Employees' responses relating to requisite skills and knowledge

B4

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
1	1	20.0	20.0	20.0
Valid 2	4	80.0	80.0	100.0
Total	5	100.0	100.0	

Table 17: Employees’ responses relating to implementation of proper training

B5

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
1	2	40.0	40.0	40.0
Valid 2	3	60.0	60.0	100.0
Total	5	100.0	100.0	

Table 18: Employees’ responses relating to the attitude of employees to monitoring and evaluation

B7

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
1	2	40.0	40.0	40.0
Valid 2	3	60.0	60.0	100.0
Total	5	100.0	100.0	

Table 19: Employees’ responses relating to positive attitude instilled through training

B20

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
1	2	40.0	40.0	40.0
Valid 2	1	20.0	20.0	60.0
4	2	40.0	40.0	100.0
Total	5	100.0	100.0	

The data for tables 16 to 19 are shown in figure 5.

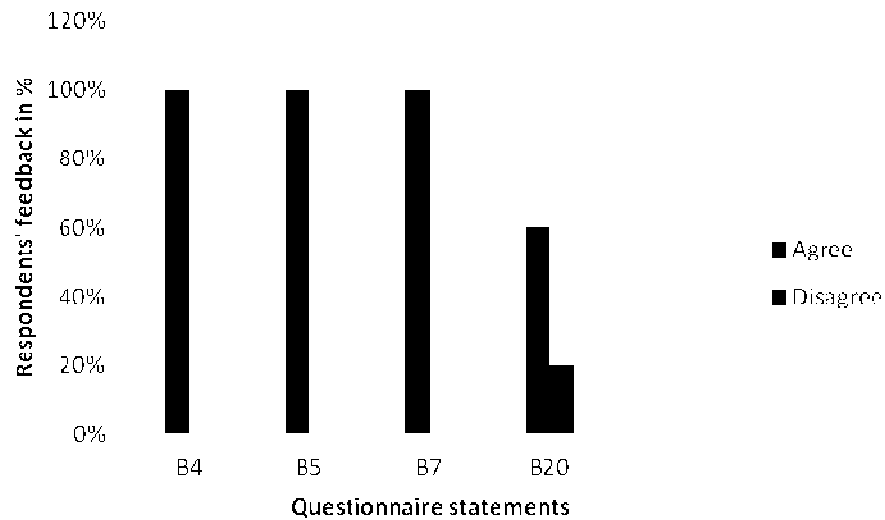


Figure 5: Employees' responses to training and development

Figure 5 revealed that the employees have the required skills and knowledge to implement monitoring and evaluation at the municipality. Where employees have deficiencies training and development is carried out. Empirical evidence from this study indicates that the training and development at the municipality is carried out with the goals of sustainable development in mind. Such training is bound to leverage efforts targeted at attainment of the goals sustainable development. It therefore does not become training for its own sake. Coupled with relevant training and development on is the fact that training and development that is carried out at the municipality imbues employees with a positive attitude for monitoring and evaluation as well as sustainable development.

Availability of resources: For the effective implementation of monitoring and evaluation resources are required to support that process. To this effect, the objective is to found out if resources are deployed to meet the challenge at the Sedibeng District Municipality. Relevant data can be viewed in tables 20 to 23.

Table 20: Employees' responses relating to support of information technology

B8

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid 1	4	80.0	80.0	80.0
Valid 2	1	20.0	20.0	100.0
Total	5	100.0	100.0	

Table 21: Employees’ responses relating to availability of sufficient resources

B2

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
1	1	20.0	20.0	20.0
Valid 2	4	80.0	80.0	100.0
Total	5	100.0	100.0	

Table 22: Employees’ responses relating to management style

B9

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
1	1	20.0	20.0	20.0
Valid 2	4	80.0	80.0	100.0
Total	5	100.0	100.0	

Table 23: Employees’ responses relating to data for monitoring and evaluation

B12

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
1	2	40.0	40.0	40.0
Valid 2	3	60.0	60.0	100.0
Total	5	100.0	100.0	

The results for tables 20 to 23 are captured in figure 6.

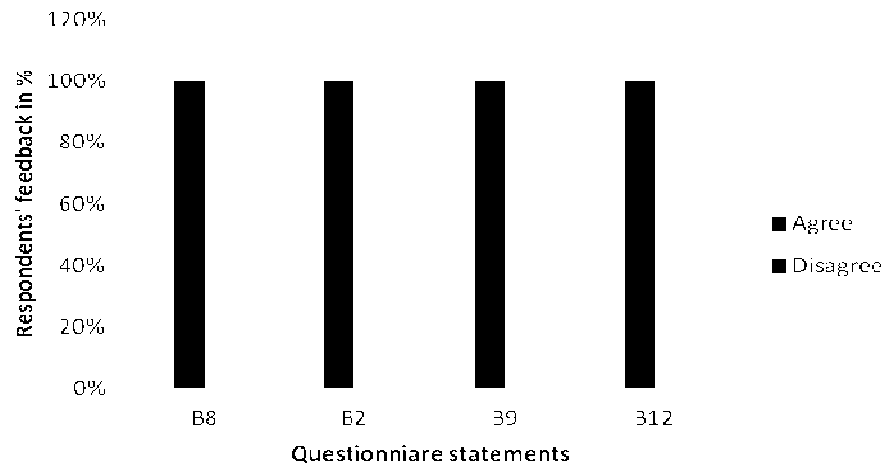


Figure 6: Respondents' responses to available resources

It is apparent from figure 6 that the management at Sedibeng District Municipality commits resources to the implementation of monitoring and evaluation. The information technology, in particular supports the implementation of monitoring and evaluation. The support of information technology is made more relevant because that data captured through information technology is well defined. Management, through their relevant management style, ensures that monitoring and evaluation is focused on sustainable development. Management further ensure that resources are sued efficiently deployed towards the implementation of monitoring and evaluation that is in tune with sustainable and development goals.

Monitoring and evaluation orientation and results: Critical at this point is to test whether the employees are involved in the development and implementation of monitoring and evaluation. The idea is to assess whether the developed and implemented monitoring and evaluation is linked to performance management and whether enhanced service delivery results from the implementation of the monitoring and evaluation mechanism. The results pertaining to these objectives are presented in tables 24 to 29.

Table 24: Employees' responses relating to employee involvement in the development of monitoring and evaluation

B1

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
1	1	20.0	20.0	20.0
Valid 2	4	80.0	80.0	100.0
Total	5	100.0	100.0	

Table 25: Employees’ responses relating to the link between monitoring and evaluation and performance management

B22

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid 1	5	100.0	100.0	100.0

Table 26: Employees’ responses relating to accurate handling of service delivery accounts

B31

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
2	2	40.0	40.0	40.0
Valid 5	3	60.0	60.0	100.0
Total	5	100.0	100.0	

Table 27: Employees’ responses relating to timeous issuing of tax accounts

B27

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
2	2	40.0	40.0	40.0
Valid 3	1	20.0	20.0	60.0
5	2	40.0	40.0	100.0
Total	5	100.0	100.0	

Table 28: Employees’ responses relating to the level of service delivery

B28

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid 2	5	100.0	100.0	100.0

Table 29: Employees' responses relating to the convening of IPDs**B34**

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
1	3	60.0	60.0	60.0
Valid 2	2	40.0	40.0	100.0
Total	5	100.0	100.0	

The data for tables 24 to 29 are graphically represented in figure 7.

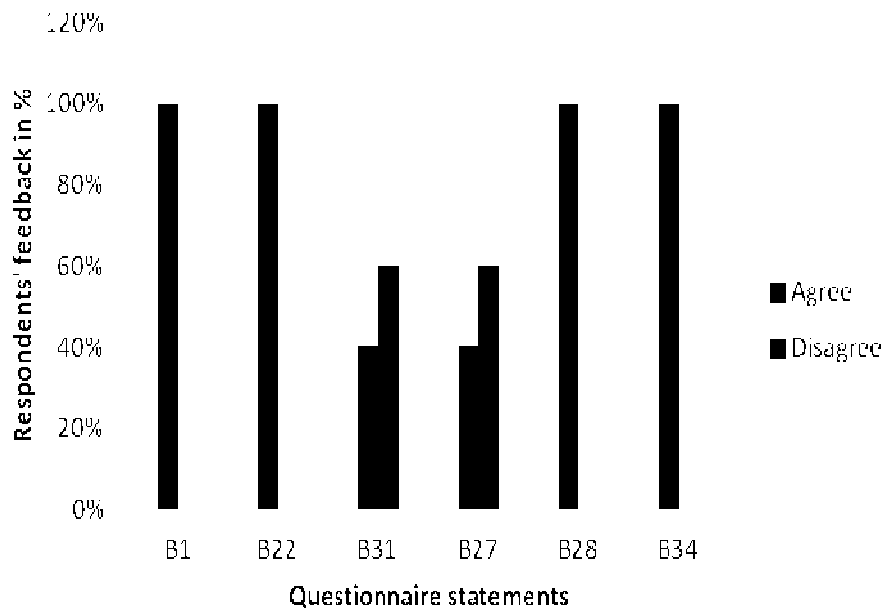
**Figure 7:** Residents' perceptions of monitoring and evaluation

Figure 7 highlights a number of issues:

- B1 – managers and subordinates are involved in the development and implementation of monitoring and evaluation mechanism
- B22 – there is a link between municipality's performance management system and monitoring and evaluation
- B31 – tax and rates accounts are not accurately handled
- B27 – tax and rates accounts are not issued out in time
- B28 – service delivery is excellent

- B34 –SDM IDPs are convened

Employees express the view that monitoring and evaluation mechanism is developed and implemented effectively although there may be a problem with the handling and issuing of tax accounts. This seems to be an isolated challenge because employees contend that, generally, service delivery is excellent.

Establishing a link between monitoring and evaluation and sustainable development: The crux of the research is to determine the existence of a link between monitoring and evaluation as well as sustainable development, and establishing there is clear understanding of the two concepts among employees. The results for these objectives are found in tables 30 to 35.

Table 30: Employees’ responses relating to the link between monitoring and evaluation, and sustainable development

B29

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid 1	2	40.0	40.0	40.0
Valid 2	2	40.0	40.0	80.0
Valid 3	1	20.0	20.0	100.0
Total	5	100.0	100.0	

Table 31: Employees’ responses relating to the confusion about monitoring and evaluation, and sustainable development

B21

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid 1	2	40.0	40.0	40.0
Valid 3	2	40.0	40.0	80.0
Valid 4	1	20.0	20.0	100.0
Total	5	100.0	100.0	

Table 32: Employees’ responses relating to monitoring and evaluation as a mechanism for sustainable development

B24

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid 1	4	80.0	80.0	80.0
Valid 2	1	20.0	20.0	100.0
Total	5	100.0	100.0	

Table 33: Employees' responses relating to improvement of annual performance plans**B26**

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
1	2	40.0	40.0	40.0
Valid 2	3	60.0	60.0	100.0
Total	5	100.0	100.0	

Table 34: Employees' responses relating to communication of sustainable development issue**B27**

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
1	1	20.0	20.0	20.0
Valid 2	4	80.0	80.0	100.0
Total	5	100.0	100.0	

Table 35: Employees' responses relating to employee involvement in sustainable development**B30**

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
1	4	80.0	80.0	80.0
Valid 2	1	20.0	20.0	100.0
Total	5	100.0	100.0	

The results shown in tables 30 to 35 are illustrated in Figure 8.

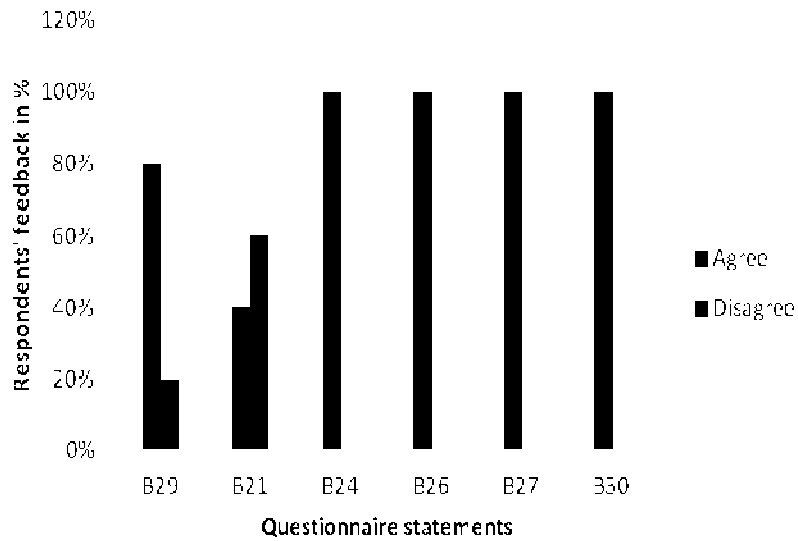


Figure 8: Employees’ responses relating the link between monitoring and evaluation and sustainable development

On the basis of figure 8 it can be safely concluded that:

- B29 – there is a link between monitoring and evaluation, and sustainable development
- B21 – there is a confusion between monitoring and evaluation, and sustainable development
- B24 – monitoring and evaluation would be an easy mechanism to use to implement achieve sustainable development goals
- B26 – sustainable development improves performance plans
- B27 – sustainable development is being communicated constantly
- B30 – employees are involved in sustainable development at Sedibeng District Municipality

These findings clearly indicate that monitoring and evaluation mechanism is geared towards the attainment of the goals of sustainable development. These goals are communicated constantly, hence employees believe that they are directly involved in realising the goals of sustainable development. However, employees battle to distinguish between monitoring and evaluation, and sustainable development. The next section of the study analyses the residents’ feedback.

Analysis of residents’ perceptions. The following areas were explored:

The development and implementation of monitoring and evaluation system: The objective is to assess whether, through residents’ lenses, the monitoring and evaluation is effectively implemented. The data helping such a process is presented in table 36.

Table: 36: Residents’ responses to monitoring and evaluation

QUESTIONNAIRE STATEMENT	CUMULATIVE % FOR “AGREE”	CUMULATIVE % FOR “DISAGREE”
B1	4.3%	96 %
B2	2.2%	98%
B6	6.5%	93.5%
B7	1.1%	98.9%
B16	1.1%	98.9%

The majority of respondents disagreed with the following questionnaire statements:

- B1 - SDM has monitoring and evaluation system in place (96 % - cumulative percentage).
- B2 I am being made aware of the IPDs' meetings by the SDM (98 % - cumulative percentage).
- B6 SDM calls for the community meetings regularly (93.5 % - cumulative percentage)
- B7 SDM communities know their ward councillors (98.9 % - cumulative percentage).
- B16 SDM communities are being involved in the Annual Performance Plans agreement (98.9 % - cumulative percentage).

The data for table 36 is graphically represented in figure 9.

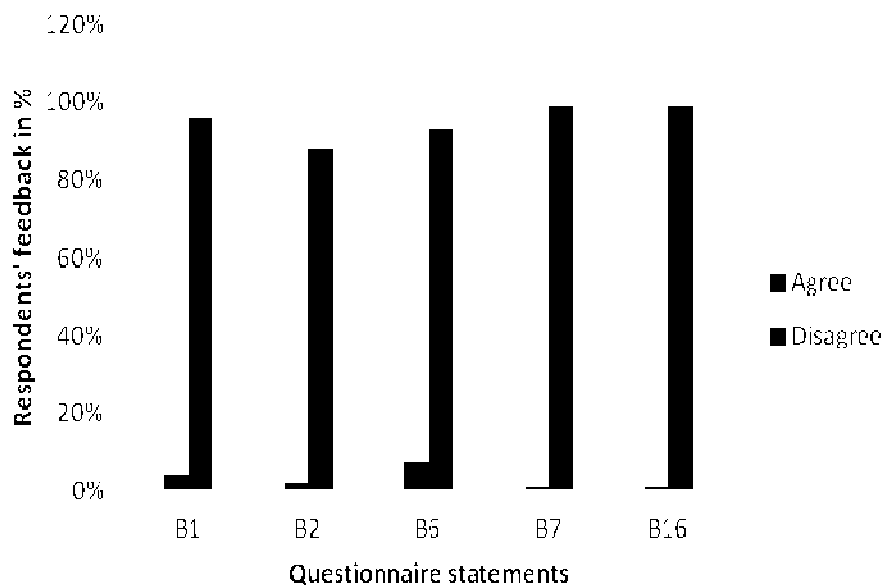


Figure 9: Residents' responses to monitoring and evaluation

Figure 9 clearly shows that the residents are not convinced that there is monitoring and evaluation at Sedibeng District Municipality. They are also of the view that they are not informed when meetings are called to deliberate on IDPs, hence they do not know their councillors. Residents contend that the annual performance plans are developed without the consultation of communities. The view of community involvement in respect of the development of IDPs conflicts with the employees who, conversely have indicated that communities are consulted.

Delivery of services: The assessment of residents' perceptions of service delivery at the Sedibeng District Municipality is conducted in this section with pertinent results found in table 37.

Table 37: Residents’ responses to service delivery

QUESTIONNAIRE STATEMENT	CUMULATIVE % FOR “AGREE”	CUMULATIVE % FOR “DISAGREE”
B 3	1%	99%
B4	14%	86%
B8	6.5%	93.5%
B9	12.9%	87.1%
B10	11.8%	88.2%
B11	1%	99%
B13	2.2%	97.8%
B14	20.	80%
B15	0%	100%

From table 37 it can be seen that residents disagreed that:

- B3 - SDM issues accurate tax rate accounts (99% - cumulative percentage)
- B4 -The tax rates accounts are being issued in time (86% - cumulative percentage)
- B8 - SDM renders sustainable service delivery to the community constantly (93.5% - cumulative percentage)
- B9 - SDM health facilities are up to standard (87.1% - cumulative percentage)
- B10 - Waste is being monitored closely (88.2% - cumulative percentage)
- B11 - SDM libraries are up to scratch (99% - cumulative percentage)
- B13 - SDM is allocating houses to the families staying in the shacks (97.8% - cumulative percentage)
- B14 - SDM is maintaining sewages system regularly (80% - cumulative percentage)
- B15 - SDM has allocated poor families electricity and water on lower cost (100% - cumulative percentage)

The data captured in table 37 is illustrated in Figure 10.

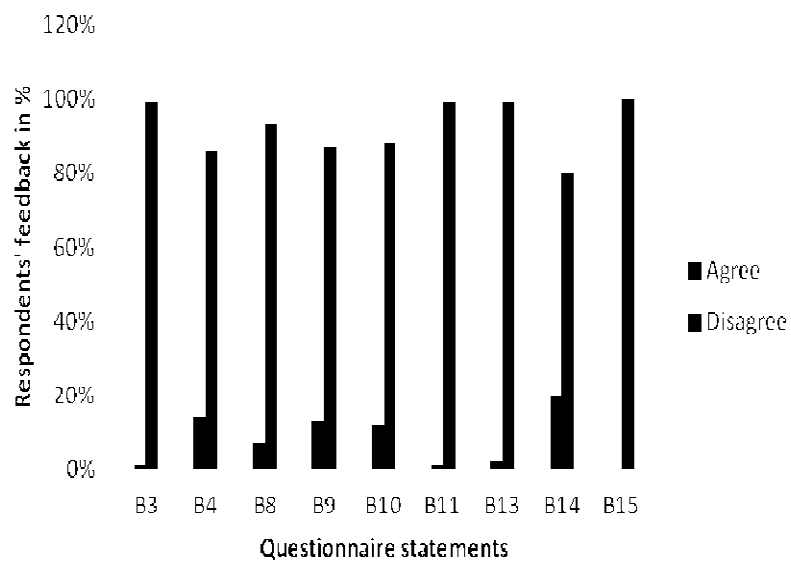


Figure 10: Residents’ responses to service delivery

Looking at figure 10 it can be seen that the residents are generally unhappy with the quality of service they receive. It can be concluded that service delivery rendered to communities in the Sedibeng District Municipality is poor. This is in contradiction to employees' view that the municipality's provision of services was effective. This view of communities shows that the monitoring and evaluation at SDM is focused on improving the monitoring and evaluation mechanism without the consideration of the effects it will have to of communities. Because it is geared towards improvement of internal processes, the monitoring and evaluation process cannot be said to have a sustainable development outlook

RECOMMENDATION

The article proposes a model called Municipal Assessment Tool for Sustainable Development (MAT-SD) for improvement.

The study tried to identify gaps within municipal capabilities to assess community needs. The quantitative study has revealed gaps in infrastructure delivery related to lack of capability mainly in primary resources, viz. financial, technical and human. The capabilities of Sedibeng District Municipality require effective utilization of these primary resources, resulting in acceptable standards of service delivery to satisfy community needs. The municipal performance to address community needs can be identified, reviewed, prioritized and strategized through a Municipal Assessment Tool, discussed in a proposed model.

At Sedibeng District Municipality, there is a need for closer investigation to avoid continuing dissatisfaction over poor service delivery, inefficiency and ineffectiveness create a climate that has a destructive influence on workplace productivity, municipality's perspective not involving the communities, and a lack of building and maintaining acceptable standards of essential services. This is complemented by a shortage of job opportunities; poor infrastructure and capacity-building initiatives, all of which are hampering the development of Municipality. There are a number of existing rural settlement areas ignored in the delineation of the previous urban edge. There are current inadequacies of basic service delivery and the dissatisfaction of communities. The challenge is to raise the level of performance standards at the municipal level. These challenges demand the establishment of an appropriate municipal assessment tool to measure the organizational performance of the municipality through established key indicators. The model suggests that the municipal assessment tool need to incorporate development indicators. Development indicators are quantified in municipal assessment tool revealing gaps between the municipal capability and level of outcome which is expressed as a weighting. Development indicators are significant in that they are able to guide municipalities in the formulation their spatial planning as well as to align their development plans with infrastructure required for sustainable urban development. This will assist policy makers/ relevant authorities to measure the efficiency of the tool. Indicators must incorporate the Key Performance Areas (KPAs); Key Performance Indicators (KPIs) and the targets to achieve. These indicators must be utilized to monitor the levels of performance at institutional, departmental and individual levels.

At institutional level, these indicators should monitor and evaluate organizational structures; processes; business plans; communication plans; and overall objectives. Corporate strategic planning (IDP) at institutional level needs to be reviewed, emphasizing 'what do we deliver'? Some of the critical questions need vital consideration, exploring namely: Is this community need covered by IDP? Is there a clear phasing plan into the medium term for this service delivery? Do we require reliance on subsidy and skill from other spheres of Government? This assessment will assist the strategic leaders/ policy-makers to identify the challenges in the formulation and/or implementation of related programmes and policies. Indicators can assess the organizational performance as a whole and identify areas where improvement is needed. At Sedibeng District Municipality, the institutional performance is associated with the Integrated Development Plan (IDP), whereby performance of the municipality is measured and managed against the service delivery by achieving the strategic objectives as set out in the integrated development plan (IDP) of the municipality. Given that an Integrated Development Plan has a five-year time span, the measures set at this level should be of a strategic and mostly long-term nature.

MUNICIPAL ASSESSMENT TOOL

Notes:
 A gap is an impediment within the Municipality structure to implement service delivery themselves.
 Community needs are basic elements of service as prioritised by the Community themselves
 Weighting :
 1. is the level of urgency by the community (highest 10;lowest 0)
 2. is the level of capability of the municipality (highest 10;lowest 0)

Community Needs											
health	gaps	safety and security	gaps	education	gaps	housing	gaps	water and sanitation	gaps	electricity	gaps
↓		↓		↓		↓		↓		↓	
6		6		6		8		10		6	

community weighting on priority items
Municipalities Capabilities

		Score out of 10															
Institutional	Corporate Strategic planning (IDP) {what do we deliver?}																
	Is this community need covered by IDP?	10	0	10	0	10	0	10	0	10	0	10	0				
	is there a clear phasing plan into the medium term for this service delivery?	10	0	10	0	10	0	10	0	10	0	10	0				
	Do we require reliance on subsidy and skill from other spheres of Govern?	5	5	10	0	5	5	3	7	4	6	3	7				
	GAP Sum	5		0		5		7		6		7					
	GAP ANALYSIS	score		(weight x GAP sum)		30		0		30		56		60		42	
Commentary: Water and sanitation lacks Institutional skill with the highest score of 60 points; followed by housing with 56 points; thereafter electricity by 42 and education and health by 30 points. Safety and security are best handled internally by Municipality.																	

		Score out of 10															
Departmental	Business planning, implementing and monitoring {How do we deliver?}																
	Do we have the skill to programme service delivery against IDP objectives?	7	3	10	0	6	4	7	3	6	4	7	3				
	is there a performance development programme for each individual?	5	5	10	0	3	7	3	7	5	5	3	7				
	Is there sufficient budget to meet the current financial years target?	5	5	10	0	3	7	3	7	5	5	3	7				
	GAP Sum	8		0		11		10		9		10					
	GAP ANALYSIS	score		(weight x GAP sum)		48		0		66		80		90		60	
Commentary: Water and sanitation lacks Institutional skill with the highest score of 90 points; followed by housing with 80 points; thereafter education by 66, electricity by 60 points and health by 48 points. Safety and security are best handled internally by Municipality with no major gaps.																	

		Score out of 10															
Individual	Internal human resources {How do we improve productivity?}																
	Are our job description aligned to business objectives?	7	3	10	0	6	4	7	3	6	4	7	3				
	is there a performance development programme for each individual?	5	5	10	0	3	7	3	7	5	5	3	7				
	How do we measure job satisfaction in the PD programme?	6	4	6	4	6	4	6	4	6	4	6	4				
Is there growth opportunities for individuals?	5	5	5	5	5	5	5	5	5	5	5	5					
	GAP Sum	17		9		20		19		18		10					
	GAP ANALYSIS	score		(weight x GAP sum)		102		54		120		152		180		60	
Commentary: Water and sanitation lacks Institutional skill with the highest score of 180 points; followed by housing with 152 points; education by 120; health by 102 points and electricity by 60 points. Safety and security are lowest at 54 points which is best handled internally by Municipality.																	

At departmental level, indicators are used to monitor and evaluate the departmental goals and objectives; as well as to assess their alignment with the institutional (municipal) vision and mission. At Sedibeng District Municipality, the departmental performance is linked to the Service Delivery And Budget Implementation Plan (SDBIP) in order to coordinate the performance planning and measurement of the municipal effectiveness. Each department can be allocated a key deliverable with targets, and captured in the annual SDBIP of the municipality. At departmental level, issues surrounding business planning, implementing and monitoring need to be discussed emphasizing 'how do we deliver'? Some of the critical questions need vital consideration, exploring: Do we have the skill to programme service delivery against IDP objectives? Is there sufficient budget to meet the current financial year target?

At individual level, indicators can assess the levels of employees' performance. The institutional programmes and policies, departmental goals, and individual productivity are areas of activity in the organization (municipalities) which require effective monitoring and evaluation to achieve the perceived outputs. At Sedibeng District Municipality, at individual level the performance can be linked to individual key performance areas and job descriptions. The performance of individuals can be measured against personal/individual performance targets which are set in accordance with job descriptions. The roles of these employees are linked to the strategy of the municipality and the business plans (SDBIP) of the operational units (departments) at a municipality. At individual level, issues surrounding internal human resources need consideration, emphasizing 'how do we improve productivity'? Some of the critical questions need vital consideration, exploring: Are our job description aligned to business objectives? Is there a performance development programme for each individual? How do we measure job satisfaction in the performance development programme? Are there growth opportunities for individuals?

Through municipal assessment tool, the institutional, departmental and individual performance can be measured and assessed. The municipal assessment tool can designate clearly the delegated tasks at institutional, departmental and individual levels whereby the stipulated output and outcome can be measured and impact can be assessed. The application tool [reference to the proposed model], indicates the municipal responsibilities (aligned with the municipal IDP), are health; safety and security; education; housing; water and sanitation; and electricity. Municipal capabilities (institutional, departmental and individual) state the clearly stipulated tasks per delegated responsibility. The indicators vary at these levels. At institutional level, the indicator emphasize on 'what do we deliver'? At departmental level, the indicator evaluates 'how do we deliver'? At individual level, the indicator assesses 'how do we improve productivity'? The municipal assessment tool thereafter measures the impact (positive/negative) by identifying the gaps in delegated tasks^v. A gap is an impediment within the municipality structure to implement service delivery mechanisms. At institutional level, the gap analysis indicates that water and sanitation lacks institutional skill with the highest score of 60 points; followed by housing with 56 points; thereafter electricity by 42, and education and health by 30 points. Safety and security are best handled internally by municipality. At departmental level, the gap analysis indicates that water and sanitation lacks institutional skill with the highest score of 90 points; followed by housing with 80 points; thereafter education by 66, electricity by 60 points and health by 48 points. Safety and security are best handled internally by municipality with no major gaps. At individual level, the gap analysis indicates that water and sanitation lacks institutional skill with the highest score of 180 points; followed by housing with 152 points; education by 120; health by 102 points and electricity by 60 points. Safety and security are lowest at 54 points which is best handled internally by municipality.

Municipality, moreover, must formulate and implement the projects listed in the Integrated Development Plan (IDP), and execute the Local Economic Development (LED) programmes efficiently. Continuous monitoring and evaluation of Integrated Development Plans and Local Economic Development programmes is therefore required. The activities of any municipality should be aligned with the envisaged outputs of that municipality. At Sedibeng District Municipality, it is suggested that IDP should incorporate the municipal vision for organizational transformation, need assessment to identify communities which do not have access to municipal services, consider local economic aim, integrate spatial development framework, operational strategies, disaster management plans, a financial plan, key performance indicators and performance targets. With reference to LED programmes, the Sedibeng District Municipality should provide customized assistance targeted at individual businesses that are thought to provide greater economic development benefits. There is a need to plan strategic initiatives in which more general tax, spending, and regulatory policies of government are changed to promote local economic development, and development of SMME forums to enable programmes to include small businesses in procurement.

At Sedibeng District Municipality, Monitoring and Evaluation (M&E) can play a vital role in assisting organizational effectiveness with reference to implementation of their integrated development plans to promote accountability and accelerate service delivery. It can integrate outcomes in the key performance areas (KPA's) in accordance with COGTA regulations. It can provide a comprehensive view of municipal performance and its progress towards achieving its set goals.

Once the above model is in place the municipality may well achieve a level of efficiency towards sustainable development. For sustainable development, an environmental assessment, spatial assessment, social impact assessment, and sustainability assessment are recommended. These should reflect the Integrated Development Plan and Local Economic Development programme and may well have a positive impact on the delivery of service to the community.

Data obtained from a needs analysis/ social impact assessment (at community level), and capability analysis (at municipal level) need to be identified, analysed, interpreted and reported for continuous improvement in the system. This data source is significant to assess whether there is any improvement in the standard of basic service delivery.

CONCLUSION

This research project investigated the impact of monitoring and evaluation systems on sustainable development using the Sedibeng District Municipality as a case study. The findings offer significant recommendation(s) to mitigate the challenges identified in the study. This research certainly offers possibilities for further research in this and other related fields.

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END NOTES

ⁱ The status of sustainable development in Africa is variable. The findings on social and economic sustainability reveal that some countries have experienced notable progress while others are still lagging behind. Existing evidence points to stagnant and sometimes declining levels of quality of life and a poor social environment. This points to the need for concerted efforts to implement policies, programmes, and strategies that have been formulated to facilitate sustainable development. Where such policies are inadequate, the need to formulate, adopt and implement them is urgent. This is an imperative if African countries are to achieve the targets set in the MDGs, JPOI and other related internationally agreed development goals. In doing so, African countries will need to treat all the three dimensions of sustainable development equally and take an inter-sectoral approach in dealing with identified challenges. There is also a need to establish and build the capacity of national and regional institutions to implement, monitor and evaluate sustainable development goals (UN Economic Commission for Africa. Undated).

ii South Africa has been given last place in a study measuring the long-term sustainable development of 31 countries, despite three African countries making it into the top 10. Global banking and investment company Standard Chartered Bank this week launched its Standard Chartered Development Index which that makes use of a number of measures including gross domestic product (GDP) per capita, education, life expectancy, environmental health and the sustainability of the environment to assess the long-term development potential of a country. South Africa received the lowest score overall, based largely on a fall in life expectancy over the review period 2000-2012 and the long-term sustainability of its environment (Benjamin, 2013, p. 1).

iii There are challenges associated with performance management and M&E at municipal level. "Lack of performance management systems both at organizational and individual level has resulted in poor performance. There have been examples of poor oversight by municipal councils provincial legislatures and the National Council of Provinces. Most municipalities have not established effective performance management systems and do not have performance and financial audit committees. The establishment of Internal Audit Units has become a malicious compliance wherein there is only one person appointed at a very low level. The assessment revealed that in some municipalities this unit is staffed by officials who have no knowledge of what Internal Audit and Risk Management is" (Mabidilala, 2010, p. 10). The system of monitoring, reporting and evaluation is weak due the fact that most departments see M&E as an add-on rather than a tool for effective management of resources and accountability. This has resulted in poor management of information and knowledge management that can enable provinces to develop support plans for vulnerable municipalities. Coupled with this is a weakness in early identification of problems in municipalities due to lack of properly established performance, management systems (p. 10).

iv "The publication of reports by the Auditor-General on financial statements and the performance of municipalities shows that municipalities in South Africa are still struggling to perform efficiently and effectively. The root cause of this is the lack of internal controls and of governance principles, and the mismanagement in municipalities" (Local Government Turnaround Strategy [DPLG], 2009; also refer Molofo, 2012, p. 70). Therefore municipalities should establish a comprehensive way of measuring and managing performance, since it would not serve any purpose to only assess the end product or service. Monitoring and evaluation of processes towards the outcomes are critical (p. 77).

v The municipal assessment tool indicates weighting that is the level of urgency by the community (highest: 10; lowest 0).

* The weightings stated in the model and explanation, are hypothetical. This proposed model suggest that weighting can differ based on the municipal community survey, performed at any given time and place.

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