

**KEY ROLE-PLAYERS' PERCEPTIONS OF DEVELOPING AND
IMPLEMENTING THE INTEGRATED DEVELOPMENT PLAN IN
THE MUNICIPALITY OF uMHLATHUZE**

HD RENALD

**Mini-dissertation submitted in partial fulfilment of the requirements for the degree
Master of Development and Management at the North-West University**

**Supervisor: Dr E J Nealer
Co-supervisor: Prof G van der Waldt**

2007

POTCHEFSTROOM CAMPUS

ACKNOWLEDGEMENTS

I would like to thank the following for their role in making the compilation of this mini-dissertation possible:

- Prof. P J J S Potgieter, Prof. G van der Waldd and Dr E Nealer for their faith and supervisory role;
- All my colleagues at work who both directly and indirectly provided me with the appropriate information, ensuring that the research is comprehensive; and
- My wife, and children, Ralph, Colman and Thorin, for their tolerance and understanding.

DECLARATION

It is hereby confirmed that this research is the work of the researcher and has not been written by anyone else and that this work was not submitted to any other institution for degree purposes.

Hilton Dirk Renald

Date

Researcher

ABSTRACT

The researcher makes a statement that the African National Congress (ANC) driven local government ideology, prescribes a specific strategic mechanism for municipal service delivery, mechanism of which is further endorsed by various pieces of legislation for local government. This mechanism is referred to as the integrated development plan – the IDP.

A perception by the researcher is that the complete mandate for municipalities in both, conventional municipal service delivery and its developmental obligations, as envisaged by the ideology and the respective legislation specific to the IDP, is not sufficiently comprehended by municipal practitioners. It is a further perception by the researcher that effective municipal service delivery through the IDP, as envisaged by the ideological and legislative prescripts is best achieved through the generally recognised process of strategic management. However, using the IDP as a strategic imperative for municipal service delivery, does not appear to be common practice in South Africa. Although the reasons for poor municipal service delivery in South Africa and the challenges municipalities face are numerous, it is perceived by the researcher that one of the primary root causes therefore, lies precisely in the lack of using the IDP in the manner prescribed.

The statement will be validated by presenting the reader with the relevant legislative prescripts. In addition the parallels between the legislative and ideological prescripts for the IDP will also be drawn with the theoretical foundation of strategic management. The perceptions of the key role-players towards the role the IDP fulfils in a municipality will be validated by a case study of the uMhlathuze Municipality. Perceptions of which, will be analysed in detail, concluding with findings there from.

Although the research objectives are not to find solutions, it is perceived by the researcher that from the implications of the findings themselves, a recommendation is possible. A recommendation is put forward in the concluding chapter;- a recommendation of which should provide value to any municipal manager who has a passion to improve and maintain the quality of life for the inhabitants of any municipality in South Africa.

OPSOMMING

Die navorser beweer dat die ANC gedrewe plaaslike regering ideologie sekere strategiese meganismes vir munisipale dienslewering voorskryf. Mekanismes wat verder ondersteun word deur wetgewing vir plaaslike regering. Die meganisme wat hierna verwys word is die IDP.

Dit is die mening van die navorser dat die mandaat vir munisipaliteite in beide die konvensionele dienslewering en die ontwikkelingsverantwoordelikhede, soos gesien deur die ideologie en die wetgewing spesifiek vir die IDP, nie genoegsaam verstaan word deur die munisipale bestuur nie. Die navorser beweer verder dat effektiewe munisipale dienslewering met behulp van die IDP, soos gesien deur die ideologie en die wetgewing, bereik kan word deur meer effektiewe strategiese bestuur.

Ongelukkig blyk dit dat die IDP as strategiese meganisme vir munisipale dienslewering nie algemene praktyk in Suid Afrika is nie.

Die navorser is van mening dat alhoewel daar vele redes is vir swak dienslewering en probleme wat munisipaliteite ondervind, die primêre rede juis is dat die munisipaliteite nie gebruik maak van die strategiese meganismes soos voorgeskryf deur die IDP nie.

Die navorser sal hierdie stelling staaf deur aan die leser die relevante wetgewing deur te gee. Parallele tussen die voorskrifte van die wetgewing en die ideologie van die strategiese komponent van die IDP sal ook getrek word met die konsep van die teorie van strategiese bestuur. Die waarnemings van hoe sleutelfigure in die munisipaliteit die rol van die IDP in dienslewering sien word gestaaf deur 'n gevallestudie van die uMhlatuze Munisipaliteit. Hulle waarnemings word geanaliseer en verdere gevolgtrekkings word gemaak.

Alhoewel die doel van die navorsing nie was om oplossings te vind nie, is dit die mening van die navorser dat deur die gevolgtrekkings sekere aanbevelings gemaak kan word. Aanbevelings word in die finale hoofstuk gemaak en is die navorser van mening dat dit van onskatbare waarde kan wees vir enige munisipale bestuurder wat 'n passie het om dienslewering in munisipaliteite in Suid Afrika te verbeter.

TABLE OF CONTENTS

CHAPTER 1: GENERAL INTRODUCTION	1
1. INTRODUCTION	1
2. ORIENTATION AND PROBLEM STATEMENT	1
3. RESEARCH QUESTIONS	6
4. RESEARCH OBJECTIVES	6
5. CENTRAL THEORETICAL STATEMENTS.....	7
6. RESEARCH METHODOLOGY	7
6.1 Literature review.....	7
6.2 Empirical study.....	8
7. STRUCTURE OF THE MINI-DISSERTATION	9
CHAPTER 2: STATUTORY AND REGULATORY FRAMEWORK OF DEVELOPMENTAL LOCAL GOVERNMENT	11
1. INTRODUCTION	11
2. THE CONSTITUTIONAL AND IDEOLOGICAL MANDATE.....	11
3. SPECIFIC LEGAL MANDATE FOR THE IDP	15
3.1 The Local Government Transition Act 209 of 1993	15
3.2 The Municipal Structures Act 117 of 1998.....	18
3.3 The Local Government: Municipal Systems Act 32 of 2000	20
3.3.1 Municipal planning to be developmentally oriented – Section 23	21
3.3.2 Municipal planning in co-operative government – Section 24.....	22
3.3.3 Adoption of Integrated Development Plans – Section 25	23
3.3.4 Core components of integrated development plans – Section 26	25
3.3.5 Process for planning, drafting, adopting and review of the integrated development plans – sections 27 to 34	28
3.3.6 Status of the Integrated Development Plan – Section 35	28
3.3.7 Municipality to give effect to integrated development plan – Section 36	29
3.4 The Local Government: Municipal Finance Management Act 56 of 2003	30
3.4.1 Budget and IDP preparation	30
3.4.1.1 The Mayor's general responsibilities – Section 52.....	30
3.4.1.2 Budget processes and related matters – section 53	30
3.4.1.3 Budget preparation process – section 21	32

3.4.2	Tabling of Draft Budget.....	32
3.4.2.1	Budget contents – section 17.....	32
3.4.3	Approval of the Final Budget	33
3.4.3.1	Approval of the annual budget – section 24.....	33
4.	CONCLUSION.....	34
CHAPTER 3: FOUNDATIONAL PERSPECTIVE OF THE INTEGRATED DEVELOPMENT PLAN AS A STRATEGIC IMPERATIVE		35
1.	INTRODUCTION.....	35
2.	STRATEGY, STRATEGIC PLANNING AND STRATEGIC MANAGEMENT ..	35
2.1	<i>Strategy</i>	36
2.2	<i>Strategic planning</i>	39
2.3	<i>Strategic Management Process</i>	43
3.	STRATEGIC MANAGEMENT PROCESS AND THE STRATEGIC COMPONENT OF THE IDP	45
3.1	<i>Strategic Management in accordance with the ideological reform</i>	46
3.2	<i>Strategic management in accordance with the legislative framework</i>	47
4.	STRATEGIC LEADERSHIP	48
4.1	<i>Who is responsible for strategic leadership?</i>	49
4.2	<i>Strategic thinking</i>	50
5.	STATUS OF IDPS IN SOUTH AFRICA.....	52
6.	CONCLUSION.....	53
CHAPTER 4: SITUATIONAL ANALYSIS OF THE INTEGRATED DEVELOPMENT PLAN FOR THE UMHLATHUZE MUNICIPALITY		55
1.	INTRODUCTION.....	55
2.	THE CREATION OF THE UMHLATHUZE MUNICIPALITY	55
3.	THE HUMAN RESOURCE CAPACITY OF THE KEY ROLE-PLAYERS FOR THE IDP IN THE MUNICIPALITY.....	59
4.	THE STRATEGIC COMPONENT OF THE UMHLATHUZE IDP	65
4.1	<i>Background</i>	65
4.2	<i>Vision and Mission Fundamentals of Municipality of uMhlathuze</i>	66
4.2.1	<i>Vision Statement</i>	66
4.2.2	<i>Principles underlying the Vision</i>	67
4.2.3	<i>Mission</i>	68

4.3 Strategic Objectives and Goals	68
4.4 Review Process 2005/2006.....	71
4.5 The lack of an IDP Steering Committee	72
4.6 Departmentalised strategies.....	74
4.7 Performance Indicators	75
5. CONCLUSION.....	77
CHAPTER 5: PERCEPTIONS OF KEY ROLE-PLAYERS IN THE UMHLATHUZE MUNICIPALITY: EMPIRICAL FINDINGS	80
1. INTRODUCTION	80
2. METHODOLOGY	80
2.1 Key Role-Players.....	80
2.2 Questionnaire and interviews	81
3. ANALYSIS OF IMPIRICAL FINDINGS	84
3.1 Analysis of Questionnaire and Interview.....	84
3.2 Objective 1: To determine the key role-players perception of the origins and purpose of the legislative and ideological framework for the IDP	86
3.3 Objective 2: To determine the key role-players perceptions of the role and responsibilities of the relevant role-players in developing and implementing the IDP	89
3.4 Objective 3: To determine the key role-players' perceptions of the management intervention required to satisfy South Africa's ideological and legislative mandate for local government and the link the IDP fulfils in satisfying this mandate.	91
4. CONCLUSION.....	96
CHAPTER 6: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS	97
1. SUMMARY	97
2. CONCLUSIONS	98
3. RECOMMENDATIONS	100
BIBLIOGRAPHY	102
APPENDIX 1: QUESTIONNAIRE	109
APPENDIX 2: QUESTION, OBJECTIVE, ANSWERS AND SCORING TO QUESTIONNAIRE.....	119

APPENDIX 3: ANALYSIS OF ANSWERS IN CONTEXT OF OBJECTIVES.....	135
APPENDIX 4: INTERVIEW QUESTIONS FOR MAYOR AND MUNICIPAL MANAGER	163
APPENDIX 5: QUESTIONS, ANSWERS, AND RESULTS FROM INTERVIEWS.....	166
APPENDIX 6: ANALYSIS OF FINDINGS FROM INTERVIEW IN CONTEXT OF OBJECTIVE	179

FIGURES

FIGURE 1: THE STRATEGIC MANAGEMENT PROCESS	45
FIGURE 2: UMHLATHUZE MUNICIPALITY WITHIN THE CONTEXT OF KWAZULU NATAL	57
FIGURE 3: SPATIAL DEVELOPMENT WITHIN UMHLATHUZE MUNICIPALITY	58
FIGURE 4: CURRENT TOP MANAGEMENT STRUCTURE	60
FIGURE 5: ORGANOGRAM OF DEPARTMENT OF SUSTAINABLE DEVELOPMENT AND PLANNING.....	62
FIGURE 6: MANAGEMENT STRUCTURE FOR STRATEGIC PLANNING	74

CHAPTER 1: GENERAL INTRODUCTION

1. INTRODUCTION

This research focuses on the place and role of the integrated development plan (herein after referred to as the IDP) as a strategic planning element with particular reference to the Municipality of uMhlathuze.

The introductory chapter provides a background and rationale as well as a motivation for the research in order to put the research problem in context. The perceived problem statement, the research objectives and the approach to the study are also provided. Attention is also given to the manner in which data was collected, as well as the research method employed. This introductory chapter concludes with an indication of the chapters contained in this mini-dissertation.

2. ORIENTATION AND PROBLEM STATEMENT

Local government is that part of the public sector closest to the communities and is therefore indispensable in the role it plays in ensuring the delivery of municipal services. Through democracy, community needs are identified at the local sphere of government.

In terms of the Constitution of the Republic of South Africa Act 108 of 1996 (herein after referred to as The Constitution), local authorities have an important role in promoting social, economic, and environmental reform. More specifically Chapter 7 section 152 states that the objects of local government are to:

- Provide democratic and accountable government;
- Ensure the provision of services to communities on a sustainable manner;
- Promote sound and economic development;
- Promote a safe and healthy environment; and
- Encourage the involvement of communities in local government.

It is also abundantly clear from the White Paper on Local Government, March 1998 (herein after referred to as The White Paper.) that municipalities need to take heed of their “developmental” obligations. In the context of this mini-dissertation, the White Paper will be used synonymously with the term “ideology”.

The White Paper asserts that the central responsibility of local authorities is to work together with local communities to find sustainable ways to meet their needs and improve their quality of life. This is endorsed by Atkinson (2002:26):

“The rationale for local government has undergone a major shift. Before 1994, and even before 2000, municipalities were primarily concerned with the operations and maintenance of basic functions within their localities. Since the publication of the Local Government White Paper, a new developmental role for municipalities has become paramount. This involves a much more strategic, innovative, and multi-sectoral involvement in infrastructural, economic, and social development.”

The new role that local authorities should fulfil is best captured in a statement made by the South African State President, Mr Thabo Mbeki:

“Our action as local government should make an invaluable contribution to the important task of creating a humane society and a humane city where the local authorities work selflessly for the betterment of local communities where they fully understand that their responsibilities are to be people and that they are every step of the way accountable, sensitive and responsive to the needs of the people” (Leibbrandt 2001:2).

Pycroft (1998:155) reports on the developmental role of local government in South Africa as follows:

“Developmental local government seeks not only the democratisation of local government, but also the transformation of local governance with a focus on improving the standard of living and the quality of life of previously disadvantaged sectors of the community.”

Two years ago, there were countrywide celebrations of 10 years of true democracy in South Africa. At this point, it should have been quite appropriate for Local Government which is closest to the citizens of the Country, to be celebrated as a successful sphere of government. Sadly, prior to and subsequent to the latter commemorations, Local Government is characterised by municipalities facing the following challenges:

- crippling cash flow problems;
- poor municipal service delivery;
- limited community participation;
- decaying Central Business Districts;
- infrastructure backlogs;
- incomplete Integrated Development Plans (IDPs);
- budgets and financial statements not completed on time in terms of legislative timeframes;- in some cases not completed at all; and
- most municipalities being unable to deliver free basic services to the indigent sector's of their communities.

The aforementioned problems and many more have been referred to in several publications, such as Leibrandt (2001), a report by the Portfolio Committee on Provincial and Local Government (2003), a presentation at an Institute of Municipal Finance Officers conference by Kumar (2004), and numerous other publications in recent years. Many may argue that the root cause of the identified problems is a result of too much change required in too short a timeframe. As stated by Patel (2000:391):

"A key dilemma faced by all levels of government is the simultaneous pressure for wide participation and pressures for the rapid delivery of spatial development infrastructure in order to reduce inequality".

Others may argue that the lack of effective public service delivery is due to too many unfunded mandates from National and Provincial Government. In research done by the Centre for Development and Enterprise, the latter is exposed as one of the causes for the lack of delivery in local government.

"These difficulties are not because the fundamental vision regarding municipal government is at fault. Rather, it is because various role players (particularly at national sphere) are directing diverse – and often contradictory – mandates and requirements at municipal governments, at a time when municipalities are still reeling from the consequences of the dramatic spatial restructuring caused by the re-demarcation process. Often, the motives of these national stakeholders are not at fault either – in fact, many politicians and government officials are keen to help local governments to become the spearheads of development envisaged in the Local Government White Paper. But there is a sense of a lack of overarching strategic direction and integration in the alignment of municipalities within their new developmental role" (Atkinson 2002:11).

There is no doubt that the change in the political regime in South Africa with the advent of democracy has automatically put pressure on municipalities to deliver to a wider range of needs. As reported by Atkinson (2002:10), significant developmental expectations placed on municipalities by their residents, and the political pressure to deliver is immense.

An observation peripheral to the objectives of this mini-dissertation made by the researcher who has twenty years working experience in municipalities, but important for the reader to clearly contextualize these objectives, is the fact that a fundamental root cause of poor service delivery in municipalities lies with a gross lack of technical skills (appropriate human resource capacity) in all the municipal sectors. The irony as observed by the researcher is the irresponsible way in which both the political call for affirmative action and the Employment Equity Act 55 of 1998 are being used to fast track the racial representation of staff in municipalities, which has resulted in a massive exodus and lack of recruitment of skilled personnel from municipalities in South Africa.

It is the researcher's opinion that where management capacity does exist, the abovementioned challenges can be comprehensively addressed by proper strategic management. An example of specific strategies to address the risk associated with the application of employment equity could be:

- effective skills development programs;

- succession planning;
- having a dynamic employment equity plan; and
- for the retention of skills, having incentive schemes for those skilled individuals whose careers will be prejudiced due to employment equity.

The researcher is also of the opinion that although most of the 284 municipalities in South Africa have produced a document called an integrated development plan (IDP), it remains simply a document. It appears that this “management tool” does not become the central driving terms of reference for all the strategic objectives of a municipality, in addressing the challenges and root causes thereof in meeting the ideological and legislative mandate outlined above.

The problem in bringing about more effective municipal service delivery with an over arching developmental mandate therefore lies in the effective development and implementation of a municipality’s integrated development plan itself. Using the uMhlathuze Municipality’s approach in developing and implementing the IDP as a case study, it would appear that the strategic planning element of the IDP is almost non-existent. Although the Municipality’s development objectives appear sound, they are not supported by developmentally orientated strategies. Instead, service department strategies become the driving force for budget appropriations and are only broadly aligned with the principle development objectives of the Municipality. Consequently, the budget process is driven by the functional departments’ specific strategies, and not by municipal strategies which take the bigger picture into account. As a consequence, a common focus may not prevail.

Therefore (as the primary problem statement in this research) it can be asked:

To what extent do the key role-players’ perceptions of the role the IDP fulfils in the uMhlathuze Municipality’s service delivery and its developmental mandate, contribute to the IDP’s effectiveness or ineffectiveness?

3. RESEARCH QUESTIONS

The objective of the research is to understand the degree to which the formal prescriptions and regulations regarding IDPs have taken hold on the actual practice within the uMhlathuze Municipality.

Given the above mentioned problem statement, the following research questions arise:

- (i) What is the statutory and regulatory framework for a developmental local government?
- (ii) What are the strategic processes for the successful development and implementation of the IDP?
- (iii) With specific reference to the development and implementation of the IDP in the uMhlathuze Municipality, who are the key role-players?
- (iv) What are the key role-players' perceptions about the development and implementation of the IDP in the uMhlathuze Municipality?

Now that the problem statement has defined the research questions, the objectives of this mini-dissertation can be clearly identified.

4. RESEARCH OBJECTIVES

Through research and support from empirical evidence gathered from the uMhlathuze Municipality, the following are the research objectives of this mini-dissertation:

- (i) To provide an exposition of the statutory and regulatory framework of developmental local government in South Africa and to contextualize the IDP;
- (ii) To determine the requirements for the strategic process within a municipality and the factors which may influence that process;
- (iii) To describe the uMhlathuze Municipality's management structure with a view to identifying the key role-players in developing and implementing the IDP; and

- (iv) To determine the key role-players' perceptions about the IDP as a strategic imperative in the uMhlathuze Municipality.

5. CENTRAL THEORETICAL STATEMENTS

Taking into account the relevant South African legislative prescriptions and based on research done by the researcher the following statements can be made:

- (i) The IDP should be the primary strategic tool for a municipality, as clearly stated in The Local Government: Municipal Systems Act 2000, Chapter 5 Section 35 (1):

"An integrated development plan adopted by the Council of a Municipality;

(a) is the principal strategic planning instrument which guides and informs all planning and development, and all decisions with regard to planning, management and development, in the Municipality."

- (ii) The human dimension of strategic management is imperative and could determine the key role-players' commitment to the IDP (Segal-Horn, 2004:3).

6. RESEARCH METHODOLOGY

The following are the sources of information, together with the approach taken in this mini-dissertation.

6.1 Literature review

Numerous case studies, papers and abstracts have been obtained from the Business Source Premier and Academic Search Premier databases of the North-West University (Potchefstroom Campus).

Literature has also been obtained from the Centre for Urban Development Studies – Harvard University Graduate School of Design.

In addition, information has been gathered from publications in the *South African Local Government Digest*, Institute of Municipal Finance Officers, The National Business Initiative on Local Economic Development and the "Business Times" Section of the *Sunday Times* newspaper.

Of great significance (as reflected in Section 1 above) is reference to The Constitution of the Republic of South Africa, Act 108 of 1996, The Local Government: Municipal Systems Act, Act 32 of 2000, The Local Government Transition Act, Act 209 of 1993 together with the relative amendments and the White Paper on Local Government.

The following databases have been consulted to source study material for the purposes of this research:

- Catalogue of theses and dissertations of South African Universities;
- Catalogue of books: Ferdinand Postma Library, North-West University, Potchefstroom;
- Nexus (database maintained by the Human Sciences Research Council on information on current and completed masters and doctoral research done at South African tertiary institutions); and
- Internet.

6.2 Empirical study

To be as objective as possible the research has been done with a qualitative design within the Municipality of uMhlathuze.

To ensure the validity of the research evidence, the researcher has used the triangulation approach, where the data gathered from the legislation and literature (theory) together with the interviews and the questionnaire converged to support the theoretical statement (Leedy & Ormrod, 2001:105).

Due to the nature of the researcher's perceived problem with the non-implementation of the Integrated Development Plan in the uMhlathuze Municipality, the questionnaire and interviews were in a structured format, with closed and open ended questions and scaled in a manner so as to obtain objectivity in the analysis.

What is of crucial importance to the validity of the evidence obtained from key role-players in the uMhlathuze Municipality is, what is "*really taking place*" and not what "*should*" or "*will*" be taking place within the context of developing and implementing the IDP.

A structured questionnaire was sent out to all thirty-three (33) of the senior and most senior managers of the Municipality, in addition structured interviews were conducted with the Municipality's Chief Executive Officer (Municipal Manager) and the Mayor.

The interviews and answers obtained through the questionnaire adequately reflect the perceptions of the most important leaders of integrated development planning and the implementation thereof within the uMhlathuze municipality.

7. STRUCTURE OF THE MINI-DISSERTATION

To operationalise and give effect to the research objectives, the mini-dissertation is divided into the following seven chapters:

Chapter 1 has been an introductory chapter which orientated the reader to the problem statement which in essence centres around what the researcher perceives to be the root cause for the IDP in the uMhlathuze Municipality not being used as that Municipality's primary strategic management tool. From this problem statement the research questions and the research objectives have been explained together with the theoretical statement for, and the methodology used in, this mini-dissertation.

In chapter 2, the statutory and regulatory framework for a developmental local government in South Africa will be discussed. The purpose of this chapter is to contextualise the IDP in terms of the Constitutional and ideological prescriptions of the National Government. The latter must be read together with the specific legislation

prescripts which explain the role the IDP must fulfil in public service delivery in municipalities in South Africa.

Chapter 3 will give effect to the foundational perspectives of the IDP as a strategic imperative. It will draw parallels between theory and the legislative prescriptions to be applied in practice.

In chapter 4, the situational analysis of the IDP for the uMhlathuze Municipality will be described. The key role-players who are involved in developing and implementing the IDP, will be identified. The strategic component of the IDP will be analysed.

Chapter 5 will comprise a detailed analysis of answers and opinions obtained from a questionnaire and interviews administered to the key role-players of the uMhlathuze Municipality. Included in this chapter will be the findings from this analysis.

Chapter 6 of this study will conclude the mini-dissertation, providing a summary and conclusion and by implication a recommendation for the successful development and implementation of a municipality's IDP.

7. STRUCTURE OF THE MINI-DISSERTATION

To operationalise and give effect to the research objectives, the mini-dissertation is divided into the following seven chapters:

Chapter 1 has been an introductory chapter which orientated the reader to the problem statement which in essence centres around what the researcher perceives to be the root cause for the IDP in the uMhlathuze Municipality not being used as that Municipality's primary strategic management tool. From this problem statement the research questions and the research objectives have been explained together with the theoretical statement for, and the methodology used in, this mini-dissertation.

In chapter 2, the statutory and regulatory framework for a developmental local government in South Africa will be discussed. The purpose of this chapter is to contextualise the IDP in terms of the Constitutional and ideological prescriptions of the National Government. The latter must be read together with the specific legislation

CHAPTER 2: STATUTORY AND REGULATORY FRAMEWORK OF DEVELOPMENTAL LOCAL GOVERNMENT

1. INTRODUCTION

In the introductory chapter, the orientation to and the problem statement to this mini-dissertation, was presented, together with the respective research questions, objectives, theoretical statement, methodology and chapter layout.

The purpose of this chapter is to give an exposition of the respective legislation pertinent to the developmental form of local government and the prescriptions specific to integrated development planning required by the South African government. It is critical that the reader understands the role the IDP is meant to fulfil in municipalities, with specific reference to the developmental mandate laid out by the Constitution, the White Paper and the respective legislative prescriptions in South Africa.

2. THE CONSTITUTIONAL AND IDEOLOGICAL MANDATE

It is essential that the reader be reminded of the relative sections of The Constitution to get a real understanding of the over arching mandate for municipalities in South Africa, a mandate of which needs to be achieved through integrated development planning.

The objects of local government in terms of the Constitution (section 152) are:

- “1. (a) to provide democratic and accountable government;
- (b) to ensure the provision of services to communities in a sustainable manner;
- (c) to promote social and economic development;
- (d) to promote a safe and healthy environment; and
- (e) to encourage the involvement of communities in Local Government.

2. A municipality must strive, within its financial and administrative capacity, to achieve the objects set out in subsection (1)." (South Africa, 1996:67.)

In Section 153 of the Constitution, it is stated:

"A municipality must -

- (a) structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community." (South Africa, 1996:56.)

Within municipalities in South Africa, there are key role-players who ask the following questions: "Why the big fuss?" "What is the difference between municipal practices in the past and those required now?" "The actual types of service are exactly the same, therefore why should there be a shift in management practices?" The researcher perceives these typical questions coming generally from individuals whose mindset has not come to terms with the overwhelming need for transformation in municipalities.

Those key role-players who have taken notice of the significant diversity of community needs and the inability that municipalities have in meeting these needs, and who have simultaneously understood the legislative mandate in meeting these needs, recognise that a major transformation is required. This is a key theme of this mini -dissertation.

Another aspect of the transformation that municipalities are undergoing in South Africa, is the incorrect perception by many stakeholders, that the transformation required is only as a result of democracy and the new African National Congress-led National Government (hereafter referred to as the National Government). They believe that transformation in municipalities is unique to South Africa. However, even on an international level, traditional service delivery mechanisms have increasingly come under criticism. In this regard, Schwella (2001:10) is of the opinion that local government transformation is an international phenomenon to enhance the legitimacy, effectiveness and efficiency of municipal service delivery across the world.

There may not be a significant shift in technical and business processes required by the new framework within the functional areas (sectors) of municipalities. For example, the business processes a municipality has in place, to manage its computer network or its waste water network maintenance program, will essentially remain the same. However, there needs to be an unquestionable paradigm shift in overall municipal governance. This requires a shift from a traditional service delivery and regulatory organisation to one that has the ability, but more importantly, the real intention of addressing the following challenges as defined in the White Paper for Local Government, 1998:

- "Skewed settlement patterns;
- Extreme concentration of taxable economic resources in the formerly white areas, demanding redistribution within the wider community;
- Backlogs in service infrastructure;
- Creating viable municipal institutions for dense rural settlements;
- Great spatial separations and disparities between towns and townships and urban sprawl;
- Creating municipal governance that recognises the linkages required between urban and rural settlements;
- Entrenched modes of decision-making, administration and delivery inherited from municipalities geared for the implementation of urban and rural apartheid;
- Inability to leverage private sector resource development due to a breakdown in the relationship between capital markets and municipalities, the lack of a municipal bond market and the poor creditworthiness of many municipalities;
- Substantial variations in capacities; and
- The need to rebuild relations between municipalities and the local communities they serve."

(South Africa 1998:35.)

With the clear identification, definition and prioritization of needs through comprehensive community participation (not just a "wish list" of material "wants"), municipalities will be able to undertake effective strategic integrated development planning. In this regard,

the following information quoted from the White Paper (South Africa, 1998:42) is very explicit:

“Developmental local government requires that municipalities become more strategic, visionary and ultimately influential in the way they operate. Municipalities have a crucial role as policy makers, as thinkers and innovators, and as institutions of local democracy. A developmental municipality should play a strategic policy-making and visioning role, and seek to mobilise a range of resources to meet basic needs and achieve developmental goals”.

It is quite clear from the White Paper (South Africa, 1998:42) that although the outcomes that need to be achieved by Local Government may change over time (the very long term), the current requirements are:

- “Provision of household infrastructure for services;
- Creation of liveable, integrated cities, towns and rural areas;
- Local economic development; and
- Community empowerment and redistribution.”

To achieve these outcomes, it is envisaged in the White Paper (South Africa, 1998:46) that the following “tools and approaches” should be adopted in an integrated manner to assist in achieving these outcomes:

- “Integrated development planning and budgeting;
- Performance management; and
- Working together with local citizens.”

The Constitution and the White Paper clearly prescribe the overarching mandate for municipalities. Municipalities must be more than just municipal service delivery organisations. They must be developmental in nature, to ensure that all communities can enjoy an equal quality of life. To achieve this overarching outcome, it is prescribed that municipalities become more strategic, visionary and ultimately influential in the way they operate.

3. SPECIFIC LEGAL MANDATE FOR THE IDP

Given that the ideological stage had been set for a "developmental" form of local government during the transition phase of Local Government in South Africa (1996 to 2000), it is no surprise that specific legislative prescriptions endorse this ideological reform.

The following subsections will highlight some of the relevant prescripts for the IDP which were legislated to guide municipalities through the first transitional phase to the final transition phase and beyond (2000 to 2005 and beyond) for the transformation of local government in South Africa.

3.1 The Local Government Transition Act 209 of 1993

The Local Government Transition Act, Second Amendment Act 97 of 1996 (herein after referred to as the LGTA) was the first piece of legislation that gave local government specific instruction to formulate and implement an Integrated Development Plan (IDP) during the transitional phase of local government in South Africa. The researcher is of the opinion that the LGTA lacks a comprehensive definition of how an IDP was to be developed, the scope of municipal activities it was meant to cover and what exactly it was meant to achieve. This opinion is supported by Harrison (2002), "The Local Government Transition Act, Second Amendment Act, 1996, provided little clue as to what an IDP should contain or how it should be prepared" (Harrison, 2002:5).

The definition of the IDP in the LGTA itself was the best reference to assist key role-players in best understanding the IDP's purpose in municipalities:

"Integrated development plan means a plan aimed at the integrated development and management of the area of jurisdiction of the municipality concerned in terms of its powers and duties, and which has been compiled having regard to the general principles contained in Chapter I of the Development Facilitation Act 67 of 1995, and, where applicable, having regard to the subject matter of a land development objective contemplated in Chapter 4 of that Act" (South Africa, 1993:30).

Although there was a problem in defining the specific purpose of the IDP during the transitional phase of local government, there should have been no misunderstanding regarding the overarching role the IDP was meant to fulfil in municipalities. In this regard, Section 4 (b) of the LGTA reads as follows:

“(4) A district council—

(a)...

(b) shall—

(i) with the approval of the local councils, rural councils and representative councils concerned, formulate and implement an integrated development plan for its area of jurisdiction; and

(ii) with the approval of the local council, rural council or representative council concerned—

(aa) formulate and, if so requested, implement an integrated development plan in respect of each local council, rural council and representative council within its area of jurisdiction; and.”

(South Africa 1993:34.)

Specifically with regard to the link between effective financial planning and strategic planning in municipalities, section 10G of the LGTA was self explanatory:

“10G. Financial matters.

(1) Every municipality shall—

(a) conduct its affairs in an effective, economical and efficient manner with a view to optimising the use of its resources in addressing the needs of the community;

- (b) conduct its financial affairs in an accountable and transparent manner;
 - (c) prepare a financial plan in accordance with the integrated development plan in respect of all its powers, duties and objectives;
 - (d) structure and manage its administration and budgeting and planning processes to give priority to the basic needs of its community, and promote social and economic development within its area of jurisdiction and support the implementation of national and provincial development programmes;
 - (e) manage its financial resources to meet and sustain its objectives;
 - (f) regularly monitor and assess its performance against its integrated development plan; and
 - (g) annually report to and receive comments from its community regarding the objectives set in its integrated development plan.
- (2) (a) A municipality shall—
- (i) not budget for a year-end deficit on its operating account; and
 - (ii) ensure that the budget is in accordance with its integrated development plan.
- (b) In addition to the budget referred to in paragraph (a), a municipality shall compile capital programmes including an investment programme for municipal infrastructure, having regard to the integrated development plan.”

(South Africa, 1996:35.)

Although local government practitioners may have had difficulty in understanding specifically how an IDP was meant to be developed and implemented during the transition period, there can be no doubt that by now (2006) it is not a new concept. This especially for local government and government practitioners who have been holding senior management positions over the past twelve years.

With the advent of the final transition phase for local government from 2000 to 2005, the LGTA was repealed. The Acts described in sections 3.2, 3.3 and 3.4 below took over the responsibility of prescribing the governance for local government in a developing South African context.

3.2 The Municipal Structures Act 117 of 1998

Prior to the commencement of the final transitional phase of local government in South Africa during 2001, the Municipal Structures Act 117 of 1998 (herein after referred to as 'the Structures Act') was assented to on the 11 December 1998. The Structures Act was created in order to:

- Establish municipalities into categories;
- Establish criteria for categories;
- Establish types of municipalities within categories;
- Establish an appropriate division of powers within categories;
- Regulate internal systems, structures and office bearers of municipalities;
- and
- Provide appropriate electoral systems.

For the purposes of this research, specific reference will only be made to the Structures Act's references to a developmental local government in South Africa and the place and role of an IDP.

Although The Structures Act does not give specific instruction on how a municipality's IDP must be developed and implemented, it does give guidance to the developmental form of local government envisaged by the Constitution:

“Preamble.—WHEREAS the Constitution establishes local government as a distinctive sphere of government, inter-dependent, and interrelated with national and provincial spheres of Government;

WHEREAS there is agreement on the fundamental importance of local government to democracy, development and nation-building in our country;

WHEREAS past policies have bequeathed a legacy of massive poverty, gross inequalities in municipal services, and disrupted spatial, social and economic environments in which our people continue to live and work;

WHEREAS there is fundamental agreement in our country on a vision of democratic and developmental local government, in which municipalities fulfil their constitutional obligations to ensure sustainable, effective and efficient municipal services, promote social and economic development, encourage a safe and healthy environment by working with communities in creating environments and human settlements in which all our people can lead uplifted and dignified lives;

WHEREAS municipalities across our country have been involved in a protracted, difficult and challenging transition process in which great strides have been made in democratising local government; and

WHEREAS municipalities now need to embark on the final phase in the local government transition process to be transformed in line with the vision of democratic and developmental local government.”

(South Africa, 1998:2.)

The Structures Act defines the IDP as “a plan aimed at the integrated development and management of a municipal area” (South Africa, 1998:7). Special attention should be paid to the fact that the IDP is not just seen as a sectoral plan, but instead as a plan aimed at integrated development and the management of the whole municipal area. By implication a municipality must use the IDP as its strategic management tool for development.

Section 44 (2) of The Structures Act reads as follows:

“The executive committee must—

- (a) identify the needs of the municipality;
- (b) review and evaluate those needs in order of priority;
- (c) recommend to the municipal council strategies, programmes and services to address priority needs through the integrated development plan and estimates of revenue and expenditure, taking into account any applicable national and provincial development plans; and
- (d) recommend or determine the best methods, including partnership and other approaches, to deliver those strategies, programmes and services to the maximum benefit of the community.”

(South Africa, 1998:45.)

Here, the Structures Act is specific with its reference to the IDP as being the conduit through which the development and implementation of municipal strategies and programs

is made to address priority needs. (Although Section 44 of the Act makes mention of the “executive committee”, in a municipality which has an “executive mayor”, section 56 (2) of the Structures Act echoes the same prescription).

It can be concluded under this subsection that in terms of the Structures Act, a municipality’s IDP is without a doubt the only overarching strategic management tool which a municipality has to use to fulfil its public service delivery and developmental obligations in a more effective manner.

3.3 The Local Government: Municipal Systems Act 32 of 2000

The Local Government: Municipal Systems Act, 2000 (hereafter referred to as the MSA) was assented to on the 14th of November 2000 and became effective as from the 1st of March 2001. The purpose of the MSA is to provide for the core principles, mechanisms and processes that are necessary to enable the South African municipalities to move progressively towards the social and economic upliftment of local communities, and ensure universal access to essential basic services that are affordable to all.

The preamble to the MSA mentions a number of important aspects, of which one is particularly relevant to this mini-dissertation:

“Whereas the Constitution of our non-racial democracy enjoins Local Government not just to seek to provide services to all our people but to be fundamentally developmental in orientation” (South Africa, 2000:2).

Although all the legislation (including the Constitution, LGTA, the Structures Act, the MSA and the Municipal Finance and Management Act (56 of 2003)), has particular bearing on the problem statement of this mini-dissertation, Chapter 5 of the MSA, entitled *Integrated Development Planning*, is particularly significant.

The strategic role the IDP has to fulfil in a municipality must be understood in terms of section 24 of The Structures Act (117 of 1998), which states that a municipal council only serves a term of five years, after which a new election takes place. This implies that the life cycle of an IDP is only five years, thereafter a new IDP is adopted by the new council.

The following subsections spell out the real intentions of Chapter 5 of the MSA with specific reference to the developmental role of municipalities and the role the IDP fulfils in this regard.

3.3.1 Municipal planning to be developmentally oriented – Section 23

This section of the MSA reiterates the local government sphere's constitutional obligations. The following are the pertinent sections of section 23 for the purposes of this mini-dissertation:

“(1) A municipality must undertake developmentally-oriented planning so as to ensure that it—

(a) strives to achieve the objects of local government set out in section 152 of the Constitution;

(b) gives effect to its developmental duties as required by section 153 of the Constitution.”

(South Africa, 2000:34.)

In addition, section 51 in chapter 7 of the MSA (the chapter deals with administration and human resources in municipalities), states that a municipality must “establish and organise its administration in a manner that would enable the municipality to(c) be performance oriented and focussed on its developmental duties as required by section 153 of the Constitution” (South Africa, 2000:54).

3.3.2 Municipal planning in co-operative government – Section 24

This section of the MSA highlights and compels the respective executive departments of the three spheres of government, to ensure sensitivity and alignment of their respective plans and strategies with each other. Constitutionally there are only three official spheres of government, but by implication with the advent of the MSA, the three categories of local government (Category A, B and C) with varied “powers & functions”, now have varied levels of authority and have in practice brought about an additional two spheres of local government.

Section 24 (1) reads as follows:

“The planning undertaken by a municipality must be aligned with, and complement, the development plans and strategies of other affected municipalities and other organs of state so as to give effect to the principles of co-operative government contained in section 41 of the Constitution”(South Africa, 2000:36).

The practical implications of this section of the MSA require complex organisational and logistical arrangements to ensure effective alignment of other surrounding municipalities and other government agencies' "development plans and strategies". However, a specific municipality should at least familiarise themselves with the executive plans and strategies of the surrounding municipalities.

3.3.3 Adoption of Integrated Development Plans – Section 25

This section of the MSA clearly spells out that:

- "(1) Each municipal council must, within a prescribed period after the start of its elected term, adopt a single, inclusive and strategic plan for the development of the municipality which –
- (a) links, integrates and co-ordinates plans and takes into account proposals for the development of the municipality;
 - (b) aligns the resources and capacity of the municipality with the implementation of the plan;
 - (c) forms the policy framework and general basis on which annual budgets must be based;
 - (d) complies with the provisions of this Chapter; and
 - (e) is compatible with national and provincial development plans and planning requirements binding on the municipality in terms of Legislation."

(South Africa, 2000:36.)

It should be quite clear from the abovementioned that all strategic planning in a municipality can only take place as part of its IDP process. For example, the effective and efficient implementation of a municipality's budget, which is a financial planning process, cannot proceed in a manner where the overarching strategies of the IDP are ignored. Refer to section 25 (1)(c) of the MSA above.

Section 25(2) simply prescribes the maintenance of the IDP through a review process prescribed in section 34 of the MSA :

- “(2) An integrated development plan adopted by a municipal council in terms of subsection (1) may be amended in terms of section 34 and remains in force until an integrated development plan is adopted by the next elected council” (South Africa, 2000:36).

The researcher is of the opinion that Section 25 (3), of the MSA may have to a certain extent contributed negatively to the impetus behind sound strategic planning in South Africa. It reads as follows:

- “(3) (a) A newly elected municipal council may, within the prescribed period referred to in subsection (1), adopt the integrated development plan of its predecessor, but before taking a decision it must comply with section 29(1)(b)(i), (c) and (d).
(b) A newly elected municipal council that adopts the integrated development plan of its predecessor with amendments, must effect the amendments in accordance with the process referred to in section 34(b).”

(South Africa, 2000:36.)

The abovementioned offers two distinct options for the adoption of the IDP;- one being the new municipal council adopting the IDP of its predecessor and the second option of adopting a new IDP. This in effect may allow both politicians and municipal officials strategizing only in the short term. The consequences of which may be that emphasis will only be placed on short term outputs, regardless of whether they are contributing to medium or long term outcomes. As a result only short term key performance targets may be met satisfying outputs and not outcomes.

Given that progress in achieving outcomes as envisaged by the White Paper on Local Government (1998) are in most cases medium to long term, it is the researcher's observation that with reference to the uMhlathuze Municipality, outcomes as envisaged by the White Paper on Local Government (1998) can never be achieved, if after every five years, the IDP carries the risk of being renewed. An example of the aforementioned which has already occurred, is illustrated by the following extract of an interview by Michelle Layte (2005) of the IDP division of the Department of Provincial and Local Government with the Head of Corporate Planning for the City of Johannesburg:

Question: "What will be the key priority issues that the metro IDP will focus on for the next five years?"

Answer: "The Council's priorities for the next five years will be informed by the Executive Mayor's and the majority party in the Council after the Local Government elections in early 2006" (Department of Provincial and Local Government, 2005:3).

This suggests that the City of Johannesburg will suffer a serious risk of not attaining its long term developmental objectives if its new Council does not base its short to medium strategies on its long term developmental objectives approved by the previous Council. The researcher is of the view that mitigating the above risk can simply be achieved by municipalities through strict adherence to a consistent process of strategic planning, permanently ensuring the most suitable alignment with long term objectives. This process will be expanded upon in chapter 3 of this mini-dissertation.

Also contributing to a lack of emphasis on longer term objectives, is the appointment of municipal officials on five-year performance contracts in terms of section 57 of the MSA. Key performance indicators in their performance contracts will tend to be more output than outcome orientated. Some practical examples of the latter will be illustrated in Chapter 4 of this mini-dissertation.

3.3.4 Core components of integrated development plans – Section 26

According to Section 26, "An integrated development plan must reflect—

- (a) the municipal council's vision for the long term development of the municipality with special emphasis on the municipality's most critical development and internal transformation needs;
- (b) an assessment of the existing level of development in the municipality, which must include an identification of

communities which do not have access to basic municipal services;

- (c) the council's development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs;
- (d) the council's development strategies which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation;
- (e) a spatial development framework which must include the provision of basic guidelines for a land use management system for the municipality;
- (f) the council's operational strategies;
- (g) applicable disaster management plans;
- (h) a financial plan, which must include a budget projection for at least the next three years; and
- (i) the key performance indicators and performance targets determined in terms of section 41."

(South Africa, 2000:38.)

The aforementioned prescripts cut to the core of the problem statement of this mini-dissertation. It will be illustrated in Chapter 5 to what extent day-to-day operational activities in the uMhlathuze Municipality are not guided by strategies stemming from its IDP, even though this is a legislative requirement in terms section 26(f) of the MSA. It will be shown how the legislative requirements are seen by the key role-players in the uMhlathuze Municipality to address only the capital infrastructure backlogs created by apartheid practices of the past, and nothing else.

In the circumstances of enormous community needs but with municipalities having only a limited volume of resources to address those needs, the researcher has observed many a local government practitioner coin a common phrase – “The IDP financial plan is simply a wish list which in reality will never be achievable”. As will be shown in Chapter 3, it is the researcher’s perception that this view is unfounded in a municipality where strategic management is common practice.

It is extremely unfortunate that the National Government itself did not set the right example for Local Government in the mid-1990s, when it embarked on the Reconstruction and Development Program (hereafter referred to as the RDP). As reported by Pycroft (1998:153), “the RDP Office failed to meet its objectives”. Capital worth many millions of Rand was spent throughout South Africa on infrastructure for community facilities, but with very little (if any) strategic planning at local level attached to the respective initiatives/projects. Important aspects such as the most important needs (prioritised needs) of the community, sustainability, and operational resource support did not appear as important criteria in those initiatives/projects in the mid 1990s. As Harrison (2002) noted, with reference to the RDP, “In retrospect, it is unlikely that a centrally-driven system of inter-governmental planning would have worked as rationally as initially anticipated. Without an established system of municipal planning as a basis, the systems developed by the RDP Office and the FEPD (Forum for effective Planning and Development) may have led to an inappropriate level of centralisation and to unnecessary bureaucracy and...” (Harrison 2002:3). The emphasis here is that there was a gross lack of strategic planning at local level. The roll-out of these RDP projects in many municipalities left local practitioners disillusioned about the success of the RDP process and hence an embedded fear that the same will occur with the implementation of the IDP process.

The researcher’s perception of the RDP initiatives/projects is that although they originated from sound developmental objectives, their implementation was politically driven and not supported by sound strategic planning. The RDP objectives had to satisfy a mountain of infrastructure backlogs arising from the legacy of apartheid, but the actual projects gave scant regard to sustainability in the medium to long term i.e. no strategic planning.

3.3.5 Process for planning, drafting, adopting and review of the integrated development plans – sections 27 to 34

Sections 27 to 34 of the MSA regulate the process of developing an effective IDP document, approved by a municipality's council and thereafter be reported to the respective provincial government. As mentioned in the introductory statements on the MSA, the focus of this mini-dissertation does not cover the regulatory process with regard to the uMhlathuze Municipality's compliance to sections 27 to 34.

3.3.6 Status of the Integrated Development Plan – Section 35

This section illustrates in no uncertain terms the significance of the IDP as the strategic planning tool for municipalities. More specifically the MSA states that:

“(1) An integrated development plan adopted by the council of a municipality-

(a) is the principal strategic planning instrument which guides and informs all planning and development, and all decisions with regard to planning, management and development, in the municipality;” (South Africa, 2000:44).

There can be no misunderstanding of the above statement. The IDP informs all planning and all management decisions. Consequently there cannot be situations where municipal operations fall outside of its primary strategic plan i.e. the IDP. It would make no sense if any municipality's plans conceived during its IDP process to comply with the aforementioned, are done outside of a municipality's vision, mission, strategies, projects, and related time frames, as endorsed by the general principles of effective strategic management.

Given the diversity of functions in a municipality, planning takes a considerable amount of time and uses expensive resources. Producing long-term complex reports, simply to comply with legislation, and then to be filed on the executives and managers' bookshelves, is an absolute waste of very scarce resources.

This section of the MSA goes on to say that the IDP "binds all other persons to the extent that those parts of the integrated development plan that impose duties or affect the rights of those persons have been passed as a by-law" (South Africa, 2000:44).

The compelling impact of the place and role which the IDP fulfil in a municipality is once again, clear. Section 35(2) of the MSA also states that "A spatial development framework contained in an integrated development plan prevails over a plan as defined in section 1 of the Physical Planning Act, 1991 (Act No.125 of 1991)" (South Africa, 2000:44).

The above clearly indicates that spatial planning done by town planners outside of integrated development planning is most certainly peripheral to the objectives and related strategies of the IDP.

3.3.7 Municipality to give effect to integrated development plan – Section 36

Section 36 of the MSA reads as follows: "A municipality must give effect to its integrated development plan and conduct its affairs in a manner which is consistent with its integrated development plan" (South Africa, 2000:44).

By implication, a municipality cannot conduct its operations according to a different agenda other than that as laid out in its IDP. With reference to the uMhlathuze Municipality, evidence will be given in Chapter 5 that only certain activities are perceived by the key role-players as being part of the IDP, a perception which is therefore contrary to the prescripts of section 36 of the MSA.

The last section of Chapter 5 in the MSA, (Section 37) deals with the regulations and guidelines which the Minister may issue for the IDP process. From the research done by the researcher, the only guidelines which give effect to the development and implementation of the IDP, are the IDP Guide Packs brought out by the Department of Provincial and Local Government in 2001. Of particular relevance to this mini dissertation is Guide Pack III dealing with the methodology for developing an IDP, reference to which will be dealt with in the next chapter.

3.4 The Local Government: Municipal Finance Management Act 56 of 2003

The Local Government: Municipal Finance Management Act 56 of 2003 (herein after referred to as the MFMA) was assented to by the South African President on the 9th of February 2004 and gazetted accordingly on the 13th February 2004 and became effective for South African municipalities with effect from 1st July 2004. This legislation was the first that made specific reference to being prescriptive regarding the direct link between the financial planning of a municipality and its IDP.

The objective of this section in the context of the objectives of the mini-dissertation is to highlight prescriptive links between the overarching municipal strategy i.e. the municipality's financial planning strategy and its IDP.

3.4.1 Budget and IDP preparation

This section of the mini-dissertation focuses on the budget process led by the municipality's Mayor, having to work within the framework of its IDP.

3.4.1.1 The Mayor's general responsibilities – Section 52

In terms of section 52 (a) of the MFMA – “The mayor of a municipality must provide general political guidance over the fiscal and financial affairs of the municipality” (South Africa, 2003:47). The implication of this section of the MFMA is that such “guidance” cannot be successful unless it is led by strategic vision, with the framework for such vision already in place i.e. the municipality's IDP.

3.4.1.2 Budget processes and related matters – section 53

Within the context of various budgetary and IDP processes in a municipality, Section 53 of the MFMA is very explicit:

- “(1) The mayor of a municipality must-

(a) provide general political guidance over the budget process and the priorities that must guide the preparation of a budget;

(b) co-ordinate the annual revision of the integrated development plan in terms of section 34 of the Municipal Systems Act and the preparation of the annual budget, and determine how the integrated development plan is to be taken into account or revised for the purposes of the budget.”

(South Africa, 2003:48.)

It is unfortunate that the inference here is that the IDP of a municipality like uMhlathuze must be adjusted to suit its budget. It is the researcher's perception that this is one of the reasons why the IDP has become dysfunctional in the uMhlathuze Municipality. Can the strategic element of the IDP i.e. municipal strategy, be driven by financial strategy? The researcher assumes that this is an oversight on the part of the developers of this section of the MFMA.

However, the important aspect of this section of the MFMA, (in the context of this mini-dissertation) is that there is clear legislative evidence that the “leadership” of a municipality must ensure correlation between its IDP and financial planning.

The eThekweni Municipality (Durban) appears to be making positive head-way in their drive to achieve practical value out of their IDP. The Mayor has pronounced as follows: “We are truly excited about the way in which we have gone about doing our IDP. We are aware that our approach in formulating the IDP is ground-breaking and has never been attempted elsewhere in our Country. Setting aside various methodologies of planning and budgeting separately, we have boldly created a single, strategic, integrated process that responds to citizens needs” (eThekweni, 2004:28).

3.4.1.3 Budget preparation process – section 21

With reference to the budget preparation process, the MFMA states that, before tabling the budget, clear instruction should be given by the mayor. The mayor *must* ensure that policies for both the IDP and the budget processes are “mutually consistent and credible”. This link is repeatedly prescribed in sections 21(1)(a); 21(1)(b)(ii)(aa); 21(b)(iii); 21(2) (a) and (b).

In conclusion it is evident that for the budget process, a municipality’s mayor must give guidance, guidance of which must be given in the context of the IDP framework, therefore linking the two processes.

3.4.2 Tabling of Draft Budget

This section of the mini-dissertation confirms the link between the IDP and the draft budget tabled before a municipal council of a municipality.

3.4.2.1 Budget contents – section 17

Section 17 (3) of the MFMA prescribes the various documents that need to accompany the draft budget which must be tabled at least 90 days before the start of the budget year. Specifically section 17(3)(b) & (d) read as follows:

- (2) “When an annual budget is tabled in terms of section 16(2), it must be accompanied by the following documents:

(a).....

(b) measurable performance objectives for revenue from each source and for each vote in the budget, taking into account the municipality's integrated development plan;

(c).....

(d) any proposed amendments to the municipality's integrated development plan following the annual review of the integrated development plan in terms of section 34 of the Municipal Systems Act."

(South Africa, 2003:23.)

The following two significant observations are made from the abovementioned:

- The mayor must provide proof to the Municipal Council that the results of the IDP's public participation process have been taken into account in preparing the budget; and
- That financial objectives cannot be in conflict with those of the IDP.

3.4.3 Approval of the Final Budget

The following sub-section illustrates that even upon tabling of the final budget a continuous link should be maintained with the IDP process.

3.4.3.1 Approval of the annual budget – section 24

As with the tabling of the draft budget, Section 24(2)(c) of the MFMA states that the final budget, which must be tabled before Council at least 30 days before the start of the next budget year, must amongst others include:

"...must be approved together with the adoption of resolutions as may be necessary-

- (i) imposing any municipal tax for the budget year;
- (ii) setting any municipal tariffs for the budget year;
- (iii) approving measurable performance objectives for revenue from each source and for each vote in the budget;
- (iv) approving any changes to the municipality's integrated development plan; and

- (v) approving any changes to the municipality's budget- related policies."

(South Africa, 2003:29.)

4. CONCLUSION

The various local government legislation appear to converge very well with the constitutional and ideological prescripts for developmental local government in South Africa. It should therefore steer municipalities in a suitable manner to address the micro and macro challenges facing them now and those arising in the future.

The next chapter will illustrate the clear link between the principles of strategic management theory and the legislative prescripts for the strategic element of the IDP.

CHAPTER 3: FOUNDATIONAL PERSPECTIVE OF THE INTEGRATED DEVELOPMENT PLAN AS A STRATEGIC IMPERATIVE

1. INTRODUCTION

The previous chapter presented an exposition of the legislation, which defines the public service delivery mandate for a developmental form of local government in a developing South Africa. This chapter will analyse the theory behind strategic planning and strategic management and illustrate the parallels between the processes of strategy management theory with those prescribed by legislation in the context of developing, implementing, monitoring and re-evaluation of an effective and efficient IDP. Before concluding this chapter, a brief overview of the status of IDPs in South Africa will be provided with specific reference to its strategic planning component.

2. STRATEGY, STRATEGIC PLANNING AND STRATEGIC MANAGEMENT

The purpose of this section is to consider the theoretical process of strategic management, in order to compare it with the processes associated with the IDP. For this purpose, it is necessary to analyse the underlying concepts of strategy and strategic planning.

An in-depth analysis of strategic management and the underlying concepts is a topic worthy of a study on its own. However, strategic management for the purpose of this mini-dissertation is assumed the primary managerial approach most appropriate to drive municipal service delivery in South Africa.

To assist the reader in contextualising the terms for strategy, strategic planning and strategic management both for the following sub sections of this chapter and for the rest of the mini-dissertation, these terms are defined in this section.

2.1 Strategy

Ross and Kami (in Thompson & Strickland, 1996:22) maintain that: "Without a strategy the organisation is like a ship without a rudder, going around in circles. It's like a tramp; it has no place to go."

Before considering some definitions of strategy in the context of public administration, the following are the definitions taken from the Oxford dictionary. Strategy is defined as:

- "the art of war";
- "the art of moving troops, ships, aircraft etc into favourable positions"; and
- "a plan of action or policy in business or politics"

(OED, 1993:1539).

It is the last of the above three definitions that would be employed to define strategy in a municipal IDP.

The idea of strategy has been around since ancient times, historically a way of thinking by leadership in times of war and survival. In more recent times, it was used mainly by military leaders having to make choices in a fashion so as to outwit their opponents. It was only in the twentieth century that "strategy" was consciously acknowledged as a management approach in business. In the 1960s, strategy was popularized by business schools in America. Consequently, it became common practice especially in large companies to use strategy as a prerequisite to actual business decisions (Segal-Horn, 2004:1).

The following are a few definitions from well-known theorists in the field of corporate strategy:

- In a book on strategy by Chandler (1962), strategy is defined as "the determination of the basic long-term goals and objectives of an enterprise, and the adoption of courses of action and the allocation of resources necessary for those goals" (Segal-Horn, 2004:2); and

- Andrews (1971) argues that “every business organization, every sub-unit of an organization, and even every individual ought to have a clearly defined set of purposes or goals which keeps it moving in a deliberately chosen direction and prevents it drifting in undesired directions” (Segal-Horn, 2004:3).

These two definitions contain several positive and negative features, in the context of municipal IDPs. Firstly, the positive features are that a strategy should comprise:

- long term goals and objectives;
- “courses of actions” to achieve objectives; and
- “every organization, every sub-unit of an organization, and even every individual” ought to be working towards the same objectives and goals.

There are two negative features or weaknesses in the abovementioned definitions, which need to be accommodated in an appropriate definition for strategy in the context of the IDP. These are:

- Neither of these definitions accommodate the flexibility required of strategy in the modern world. Although creating strategy, based on anticipated future events, supports sound strategic planning, there also needs to be conscious acknowledgement that there are dynamic variables in the environment. Therefore, strategy needs to be flexible as well. There are essentially two views on what strategy means in terms of planning. On the one hand, there are those that believe strategy to be those pre-planned actions best suited to achieve the organisation’s objectives. On the other hand, there is a view by critics that the latter perspective is too inflexible to accommodate the dynamic environmental changes of the modern world, therefore advocating a more dynamic and reactive approach to strategy. Thompson and Strickland (1996:6) note that strategy is best conceived as “a combination of planned actions and on-the spot adaptive reactions to fresh developing industry and competitive events”.

- The other weakness in these definitions and many others compiled by world renowned experts in the field of strategy is the conspicuous lack of reference to strategy in the public sector. According to Van der Waldt (In Van Wyk, 2002:44), "strategy management is a relatively new phenomenon in public administration/institutions". It is the researcher's perception that, in a South African context, the definitions of strategy for municipalities must make mention of conformity to the ideological and legal framework. This aspect is probably the most important given the political history of the country.

In more recent work done by Quinn (in Grant, 1997:11), strategy is defined as "the pattern or plan that integrates an organisation's major goals, policies, and action sequences in a cohesive whole. A well-formulated strategy helps to marshal and allocate an organisation's resources into a unique and viable posture based upon its relative internal competences and shortcomings, anticipated changes in the environment, and contingent moves by intelligent opponents".

This definition is more appropriate in the context of municipalities, in that it incorporates the fundamental characteristics of both traditional and modern theorists, although still inferring to strategy as a private sector intervention.

Van der Waldt reports that "strategy is the process in which they make use of certain policies, strategies and resources in order to achieve the main objectives of the organisation" (Van Wyk, 2002:44).

With reference to Van der Waldt and Knipe (1998:4), Schutte points out that any organisation in formulating its strategy should be able to identify the following four aspects:

- The mission or overall aim of the organisation;
- The transformation technology used by the organisation;
- The strategic and operational planning to achieve the aims; and
- Strategic control.

(Schutte, 2003:12.)

According to the researcher's personal experience, the definition of strategy in the context of a South African municipality must at least include the following components:

- long term objectives;
- ensure that all the functional areas (departments) of the municipality are included;
- the courses of action required to achieve objectives in the context of the municipality's clear understanding of its internal and external environment;
- be dynamic enough to accommodate changes in the environment; and
- evidence of conformity with the ideological and legal framework of South Africa.

2.2 Strategic planning

The following section defines what strategic planning is and why it is necessary, what the principal steps are, and the regulatory guidelines that are in place in the South African context.

Just as strategy became an acknowledged part of business both in practice and academic theory in the 1960s, so did the concept of strategic planning. Strategic planning or the strategy process is that process which builds the path for strategies to be implemented and permanently attempting to achieve the results envisaged by the organisation's objectives.

Strategic planning is an essential process of the whole strategic management process as the world today is dynamic. Therefore planning rigidly, not allowing for flexibility, will not allow for organisations to stay abreast with modern trends (Van Wyk, 2002:51).

In a municipal context, although the long term objectives are fundamentally a product of the Constitution and the National Government's ideological stance, strategic planning is of particular relevance because of the changing environment, (demographically, economically, socially, politically and the natural environment).

There has been an evolutionary change in planning practices in general, with the strategic planning component becoming identified with the medium term, i.e. looking at performance targets over a three to five year term (Van Wyk, 2002:49).

The following table taken from Van Wyk (2002:53) provides a summary of the characteristic difference between “traditional planning” and “strategic planning”:

Characteristics of Traditional Planning vs Strategic Planning	
Traditional Planning	Strategic Planning
• Short term • Single issue • Organisational issues • Hierarchical • Low involvement/participation • Directive based • Staff-oriented • Management-oriented • Staff awareness • Operational focus	• Long range • Multiple issues • Community issues • Non-hierarchical • High involvement • Consensus based • Citizen-oriented • Politics-oriented • Public awareness • Policy focus

Strategic planning, as reported in Segal-Horn and Boojihawon (2004:31) is an important phase of strategic management. It comprises three principal processes:

- An analysis of the municipality itself, and its environment. This process should at least identify the municipality’s strengths, weaknesses, opportunities and its threats;
- Developing strategies that most appropriately accommodate the municipality’s objectives; and
- Implementing these strategies.

The following are two definitions for strategic planning followed by an objective:

- Van der Waladt (in Van Wyk, 2002:50) indicates that “strategic planning can further be defined as the process of responding to the results of an institution’s assessment of its external and internal environments. Its purpose is to help the institution capitalise on its strengths while minimising its weaknesses, and to take advantage of opportunities and defend against threats”.
- Drucker (in Van Wyk, 2002:49) indicates that “strategy planning does not deal with the future decisions. It deals with the futurity of present decisions. What we have to do today to be ready for an uncertain tomorrow”.
- Mercer (in Van der Waladt and Du Toit, 1999:286) suggests that, “The main purpose of strategic planning is to improve the productivity and effectiveness of an institution by analysing community needs, formulating institution objectives and identifying steps to achieve these objectives”.

Given that the IDP is a five year plan which is constantly being reviewed, it should be apparent to the reader how important strategic planning should be as an approach to developing and implementing the IDP.

Consequently, the Planning Division of the Department of Provincial and Local Government, together with the German Agency for Technical Cooperation, published a series of six guide packs for the development and implementation of an IDP. These guides were circulated to all municipalities in South Africa during 2001.

Guide pack III and IV of the IDP Guide Packs, titled “Methodology” and “Toolbox” respectively make specific reference to the processes for developing an IDP and the “tools” municipalities should use to achieve this.

The following table is a summary of the suggested methodology for developing an IDP.

Process Description	Purpose
Analysis	To ensure that decisions will be based on: - People's priority needs and problems - Proper information and on a profound understanding of the dynamics influencing the development in a municipality.
Strategies	To ensure that there will be a broad inter-sectoral debate on the most appropriate ways and means of tackling priority issues, under consideration of policy guidelines and principles, available resources, interlinkages, competing requirements and an agreed vision. The strategy debate shall help avoid the usual short cut from identified needs to sectoral projects. It shall help find more appropriate, innovative and cost-effective solutions under due consideration of various options. It is the phase of making choices.
Projects	To ensure a smooth planning/delivery link by providing an opportunity for a detailed and concrete project planning process done by project task teams of professionals and relevant stakeholders who provide proposals with tentative target figures, technical standards, locations, time horizons and cost estimates. This phase will give the sector specialists their appropriate role in the planning process, thereby contributing to a smooth planning –implementation link
Integration	To ensure that the results of project planning will be checked for their compliance with vision, objectives, strategies and resources and that they will be harmonised. The harmonisation process will result in a consolidated spatial, financial and institution framework as a sound basis for smooth implementation.
Approval	To ensure that, before being adopted by the Municipal Council, all relevant stakeholders and interested parties, including other spheres of government have been given a chance to comment on the draft plan, thus giving the approved plan a sound basis of legitimacy, support and relevance.

(DPLG, 2001:15)

The section dealing with “Strategies” of Guide Pack III is particularly important. With reference to the process of strategic planning, this section makes the following profound statement: “This process is not only the most crucial one in the IDP process, but possibly also the most challenging one. It is the event where people and places have to be brought together with sectors and subjects” (DPLG, 2001:47).

Guide Pack III confirms by implication that the prescriptions of the MSA regarding strategic planning “correspond perfectly to the requirements of modern municipal management. All role-players in a municipality need a joint vision as a common ground which provides guidance to everybody – the municipal governing bodies as well as the residents – and which gives direction beyond a council’s term of office” (DPLG, 2001:45).

Guide Pack IV provides municipalities with a range of procedures and methods to assist with:

- The public’s participation in the IDP process;
- The gathering of the appropriate data for an IDP;
- Decision-making by planning activity;
- The strategic planning process of an IDP; and
- Financial planning.

It is the researcher’s observation that both the above guide packs are too process-orientated. The “tool box” appears to have too many tools for municipalities to select from to correctly guide them through a proper strategic planning process.

Although some criticism is levelled towards the Guide Packs referred to in this section, it can be concluded from these guides, the underpinnings of the White Paper and the legislation for integrated development planning, that strategic planning is the most important part of the IDP process.

2.3 Strategic Management Process

Strategic management is the overarching process to manage strategy. Van der Walddt suggests that strategic management “should be regarded as an umbrella concept that includes various dimensions of strategic planning, long-term planning and environmental analysis” (Van Wyk, 2002:47).

From research in the theory of strategic management and practical experience in strategic management by the researcher, it is apparent that strategic management is not a science with a single blueprint of processes for managers to apply in any given

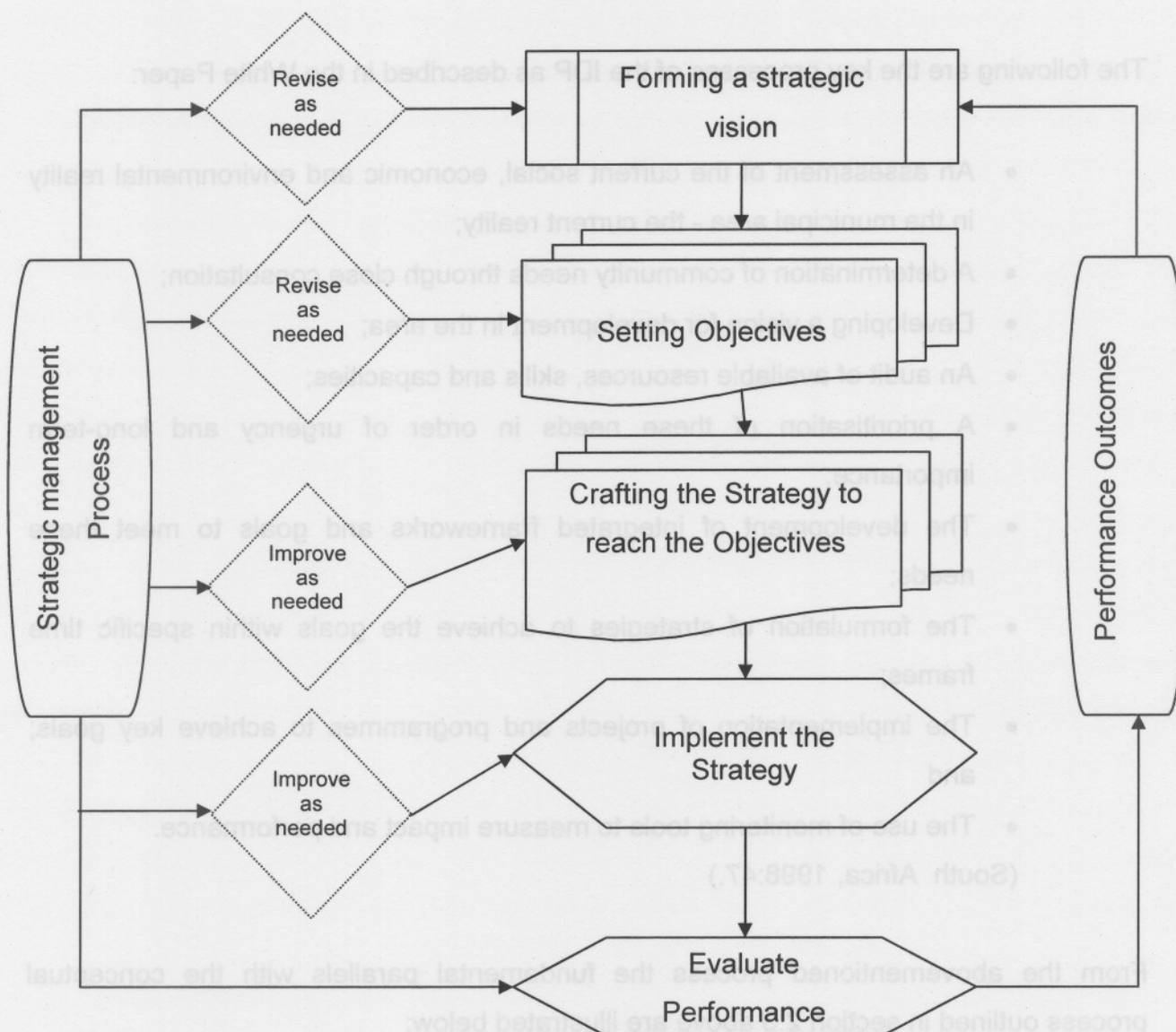
scenario. There are, however, five basic steps in an effective strategic management process, which are internationally applied in its execution:

- Creation of a vision and mission for the institution (One of the commonly used tools in achieving this, is through a strengths, weaknesses, opportunities and threats analysis - SWOT exercise);
- Converting the institution's vision and mission into measurable objectives and performance targets;
- Crafting specific strategies to achieve desired results (goals);
- Implementing and executing the aforementioned strategies; and
- Monitoring and evaluating performance and making corrective adjustments where necessary.

(Thompson & Strickland, 1996:3.)

The researcher presents the following illustration based on diagrams taken from Thompson and Strickland (1996:4) and Van Wyk (2002:55), which best illustrates the aforementioned process.

Figure 1: The Strategic Management Process



This strategic management process is the most important process for a municipality to use to successfully develop and implement the IDP.

3. STRATEGIC MANAGEMENT PROCESS AND THE STRATEGIC COMPONENT OF THE IDP

This section of the chapter compares the parallels between the overarching concept of strategic management with the ideological reform and the legislative framework in chapter 2.

3.1 Strategic Management in accordance with the ideological reform

The following are the key processes of the IDP as described in the White Paper:

- An assessment of the current social, economic and environmental reality in the municipal area - the current reality;
- A determination of community needs through close consultation;
- Developing a vision for development in the area;
- An audit of available resources, skills and capacities;
- A prioritisation of these needs in order of urgency and long-term importance;
- The development of integrated frameworks and goals to meet these needs;
- The formulation of strategies to achieve the goals within specific time frames;
- The implementation of projects and programmes to achieve key goals; and
- The use of monitoring tools to measure impact and performance.

(South Africa, 1998:47.)

From the abovementioned process the fundamental parallels with the conceptual process outlined in section 2.3 above are illustrated below:

- Doing an environmental assessment in order to formulate a vision and mission;
- Given the available resources establish strategic objectives;
- Formulation of strategies in order of priority to meet objectives;
- Implementation of strategies; and
- Monitoring performance.

3.2 Strategic management in accordance with the legislative framework

Section 25(1) of the MSA describes an IDP as the *single, inclusive strategic plan for a municipality* (South Africa 2000:36). The core components of an IDP are prescribed in terms of section 26 of the MSA are:

- Environmental assessment;
- Vision;
- Development objectives prioritised and aligned with National & Provincial plans;
- Spatial development, operational & financial plans; and
- Performance targets.

In section 35 of the MSA, the IDP of a municipality is described as the “principal planning instrument which informs all planning and development...” (South Africa, 2000:44).

It is therefore clear that the ideological and legislative processes prescribed, which municipalities must follow in fulfilling their delivery mandate, is significantly similar to the theory of the strategic management process. In addition, the Provincial regulations and guides prescribe processes for planning that are clearly strategic in nature. The five generic steps of strategic management theory are in essence identical to the strategic steps as prescribed by both the prescripts of legislation in the MSA and with the ideological reform of the White Paper.

Although the exact detail of the process of strategic management in itself is not spelt out in the legal framework, it is by implication, a process that has to take place for the strategic planning process of a municipality to be effective. An important similarity between the IDP process and the principles of effective strategic management is that the plans and related strategies are all-inclusive in an institution. This means that all functions and all resources available, have to be used to formulate and implement the respective strategies.

It will be shown in Chapter 5 that the majority of the key role-players in the IDP process of the uMhlathuze Municipality do not perceive the operational budget as part of the IDP. This would imply that there are whole functional areas and departments of the uMhlathuze Municipality which are perceived as not being part of the Municipality's IDP. "Strategic management is interested in all aspects of the development and long term performance of the company – including areas of interest that were once the preserve of other fields of study: organization theory and design, the management of technology, marketing and operations management" (Segal-Horn 2004:161.) Endorsing the same principle is Porter, "there can only be a very poor second place for an organization that addresses operational processes in isolation from strategic intent" (Segal-Horn, 2004:8).

Another aspect of this mini-dissertation pointing to a possible root cause of the ineffectiveness of the IDP process in the uMhlathuze Municipality, is the perception by its key role-players (as reported in Chapter 5 below) of a lack of sufficient human and financial resources. In this regard, Prahalad and Hamel (in Segal-Horn, 2004:16) broke new ground on strategic management by illustrating that "successful strategy is that driven by management aspirations and ambitions dictating the way forward and not the resources that are available to them".

The latter is of particular significance in local government where there is a traditional tendency to blame a lack of progress on the absence of sufficient financial and human resources. In fact, any failure of projects or interventions due to a lack of resources simply implies that proper planning in the context of the municipality's strategic plan was either non-existent in the first place or poorly applied.

4. STRATEGIC LEADERSHIP

At the outset the researcher wishes to highlight the fact that leadership is only one functional aspect of management. The other generally recognised functions being; planning, organising, controlling and co-ordination are equally important (Van der Waldt & Du Toit, 1999:180). However, in the context of the onerous responsibility placed on municipal managers (chief executive officers) and senior managers reporting directly to the municipal manager by the legislative prescripts for local government, the researcher

thought it appropriate to emphasise leadership as an extremely important part of the strategic management process.

4.1 Who is responsible for strategic leadership?

As reported in Thompson and Strickland (1996:15), the most important strategy manager in an organisation is the chief executive officer (CEO). Obviously from a practical and logistical perspective it is impossible for a municipal manager (CEO) to be solely responsible for all strategy making and implementation. Therefore all managers have a direct hand in strategy making and implementation (Thompson & Strickland, 1996:16).

The implementation of institutional strategy as envisaged by the leadership of the institution is contingent on two basic imperatives:

- Ensure that employees are best equipped to carry out their own specific responsibilities; and
- Implement an operating system that keeps the whole team in the loop and ensuring rapid and regular feedback on issues and events that can effect the organisation.

(Manning, 2002:63.)

It is reported in Van der Walldt and Du Toit (1999:196) that, "the success or failure of public institutions' functions starts with the vision and leadership skills of top management, then managers and supervisors".

In municipalities such strategic leadership cannot be simply driven solely from the office of the municipal manager as such leadership decisions need to be endorsed by the executive committee or executive mayor depending on what political system a municipality is bound. This fact is confirmed by section 44 (2) (c) of the Structures Act which states that:

"The executive committee must –

(c) recommend to the municipal council strategies, programmes and services to address priority needs through the integrated development plan and estimates of revenue and expenditure, taking into account any applicable national and provincial development plans" (South Africa 1998:45).

It is certainly not perceived by the researcher that the above legislative requirement is a handicap in any way. In terms of Guide Pack II on IDP preparation, the role of the executive committee/executive mayor, the IDP manager and the IDP Steering Committee are clearly laid out. It is reported in the latter guide pack that – " It is recommended that the responsibility for managing the drafting of the IDP is assigned to the Municipal Manager or IDP Manager on his behalf " (DPLG, 2001:20).

4.2 Strategic thinking

A definition from Van der Walddt and Du Toit for strategic thinking in the public sector reads as follows:

"Strategic thinking refers to the ability of public managers to orient themselves and their institutions strategically with regards to the future by means of their thinking pattern. By simply thinking strategically, strategic planning becomes considerably easier in that it places the managers' perspectives beyond the current situation" (Van der Walddt & Du Toit, 1999:400).

Emphasis here being, that for a leader involved in the process of strategic planning, thinking strategically enhances the process of strategic planning automatically.

It is concluded under this section, "Strategic Leadership", that both, in terms of strategic management theory and Provincial guidelines for IDP development, principally lies with the municipal manager (CEO). The effectiveness of such strategic leadership of the municipality will depend on the extent and manner to which the municipal manager includes the rest of management of the municipality in the strategic planning process.

The following section deals with an overview of the status of IDPs generally in South Africa.

5. STATUS OF IDPS IN SOUTH AFRICA

This section gives a brief overview of the status of IDPs in South Africa with specific reference to the strategic value they add to the municipalities.

In a report for the Department of Provincial and Local Government by Harrison (2002:15) on the status of IDPs in South Africa, he calculates that there is only a 25 % success rate in the strategic process of the IDP. "With very few exceptions the municipalities have either not taken up or not managed the big challenge of strategic planning" (Harrison, 2002:15).

A study tour commissioned by the National Assembly for the Portfolio Committee on Local Government (2003) on the status of local government, sampled 63 municipalities which they believed was a fair reflection of South Africa's 284 municipalities. From this study, two specific observations regarding the IDP were made by the Committee: Firstly, "Almost all the municipalities visited had completed their IDPs (Integrated Development Plans). Many of them are aware that the IDPs are not of a good quality and intend to improve them through their annual review"; and secondly, "Several also said that the reconciliation of the IDPs of the Districts to the Local municipalities in their area is far from satisfactory." The Commission's concluding remarks on the status of IDPs, give clear evidence to the fact that the IDPs are on a whole largely dysfunctional, although there appear positive signs for improvement in the future (Portfolio Committee on Local Government, 2003:17-21).

The South African Local Government Research Centre published a report on the status of municipalities in 2004. Under the section heading, "*A lack of real strategic planning: No clear sense of a strategic approach in the IDP process*", it is stated that the nature of the problem relates to the skipping of the critical phase in which strategic options are explored and weighed and the "lack of real debate" (Local Government Research Centre, 2004:18).

Further evidence supporting the researcher's perception, that IDPs essentially offer little strategic value to municipalities in South Africa, is contained in a report done by the Council for Scientific and Industrial Research (CSIR) on the provincial support

5. STATUS OF IDPS IN SOUTH AFRICA

This section gives a brief overview of the status of IDPs in South Africa with specific reference to the strategic value they add to the municipalities.

In a report for the Department of Provincial and Local Government by Harrison (2002:15) on the status of IDPs in South Africa, he calculates that there is only a 22 % success rate in the strategic process of the IDP. "With very few exceptions the municipalities have either not taken up or not managed the big challenge of strategic planning" (Harrison, 2002:15).

A study tour commissioned by the National Assembly for the Portfolio Committee on Local Government (2003) on the status of local government, sampled 63 municipalities which they believed was a fair reflection of South Africa's 284 municipalities. From this study, two specific observations regarding the IDP were made by the Committee: Firstly, "Almost all the municipalities visited had completed their IDPs (Integrated Development Plans). Many of them are aware that the IDPs are not of a good quality and intend to improve them through their annual review"; and secondly, "Several also said that the reconciliation of the IDPs of the Districts to the Local municipalities in their area is far from satisfactory". The Commission's concluding remarks on the status of IDPs, give clear evidence to the fact that the IDPs are on a whole largely dysfunctional, although there appear positive signs for improvement in the future (Portfolio Committee on Local Government, 2003:17-21).

The South African Local Government Research Centre published a report on the status of municipalities in 2004. Under the section heading, "A lack of real strategic planning: No clear sense of a strategic approach in the IDP process", it is stated that the nature of the problem relates to the skipping of the critical phase in which strategic options are explored and weighed and the "lack of real debate" (Local Government Research Centre, 2004:16).

Further evidence supporting the researcher's perception, that IDPs essentially offer little strategic value to municipalities in South Africa, is contained in a report done by the Council for Scientific and Industrial Research (CSIR) on the provincial support

municipalities should receive for their IDPs. In their concluding remarks they say that provincial government support has been largely to help municipalities produce the “right IDP documents” with little support for producing “meaningful IDPs – which would enable both provinces (in a broader sense) and municipalities to deliver integrated development on the ground. In consequence, and also due to a variety of reasons, municipalities have struggled to produce IDPs that are strategic, relevant for their environments, can easily be implemented, and that are easy to understand and work with” (Local Government Research Centre, 2005:13).

In the South African publication, *Leadership in Local Government*, an article referring to Johannesburg it was reported that: “The need was expressed to move towards exploring its role (the IDP) as *one of* the critical instruments and technologies to strategically direct investment and service delivery in the city over a medium-term period in a very complex metro setting” (Anon, 2006:33). Clearly here the IDP had not been used as the Municipality’s primary strategic tool for “investment and service delivery”, as they are only now moving in that direction. In addition, the writer of the article alludes to the IDP only being “*one of* the critical instruments and technologies to strategically direct investment and service delivery....” This approach of using the IDP as only one of many of the “critical” interventions in driving service delivery as reported in the legislative prescripts in chapter 2, is contrary to the legal mandate itself.

6. CONCLUSION

This chapter has shown that:

- The legislative framework put forward in the MSA and the White Paper, clearly states that the IDP is the principle strategic management tool required to transform local government in South Africa;
- Municipal planning formulated in line with its vision and mission has to be in accordance with the internationally recognised process of strategic management;
- The five year strategic planning component of the IDP is ideally suited to the modern theory on strategic planning being both futuristic and adaptive to immediate environmental changes;

- The perception that failure in a municipality of not achieving its objectives is due to insufficient resources, is simply not correct. It is management's prerogative through strategic planning that will drive existing resources and not visa-versa i.e. in the context of proper strategic planning, action plans created to achieve certain goals are done so with the knowledge of a municipality's available resources. Therefore, failure of service delivery due to a lack of resources will only arise in a situation of inadequate or non-existent strategic planning. A municipal council approved strategically compiled IDP simply ensures that the municipality's goals and application of resources are in alignment with one another.
- The effective development and implementation of an IDP and strategic planning is essentially the same process. The only failures in trying to bring about effective municipal service delivery should be those that arise from poor management and leadership and/or local or national mandates received outside the IDP processes.

It can be concluded, that due to a lack of adherence to the strategic planning process and the management thereof in terms of a generally recognised process illustrated above, IDPs in South Africa are essentially dysfunctional from a strategic perspective.

The next chapter of this mini-dissertation will give a situational analysis of the uMhlathuze Municipality. The chapter will give the reader a clear understanding of its geographical positioning and its related socio and economic influence in that area of South Africa. In addition, the chapter will contextualise the key role-players in the development of the IDP for the uMhlathuze Municipality.

CHAPTER 4: SITUATIONAL ANALYSIS OF THE INTEGRATED DEVELOPMENT PLAN FOR THE UMHLATHUZE MUNICIPALITY

1. INTRODUCTION

The previous chapter provided evidence that the IDP must be used as a municipality's primary strategic tool to satisfy both the legislative mandate and the principles of effective strategic planning.

This chapter gives a brief overview of the uMhlathuze Municipality's coming into being within the district and the creation of the staff structure required to administer and manage the municipality. Information on the municipal area of uMhlathuze's economic and geographical position within the district will be given, demonstrating the significance of its influence within this area. The strategic components of the Municipality's actual IDP will also be put forward with a comparison made between some of the strategies and the normative assumptions of the White Paper in Chapter 2 of this mini-dissertation. The purpose of this chapter is to describe the management structure with a view to identifying the key role-players in developing and implementing the IDP in uMhlathuze Municipality, given the backdrop of its social, environmental and economic influence in the area.

2. THE CREATION OF THE UMHLATHUZE MUNICIPALITY

The uMhlathuze Municipality was formed on the 5th December 2000 following the first local government election for the final transitional phase of local government in South Africa (2000 to 2005). This new municipality (code KZ 282) within the District of Uthungulu (code DC 28), was formed in terms of the Local Government: Municipal Demarcation Act 27 of 1998. Included in the newly demarcated area are large tracts of land under leadership of four traditional leaders areas of Amakozi Dube, Koza, Mkwanzazi and Zungu.

Included in the Transitional Local Municipality (herein after referred to as the TLC of Empangeni) of Empangeni was the township of Ngwelezane and in the Transitional Local Municipality of Richards Bay (herein after referred to as the TLC of Richardsbay), the townships of Nseleni, Esikhaweni and Vulendlela. Esikhaweni is currently the biggest urban residential suburb in the Municipality with a population of approximately 73000 in 2006 (Urban-Econ, 2002:17). This suburb is the typical South African example of an urban development created through the previous National Party government's interventions of developing residential areas for certain race groups.

The name uMhlathuze comes from the Zulu name of the river that runs through the middle of the Municipality's area of jurisdiction – the uMhlathuze River. The geographical size of uMhlathuze is 800 square kilometres with a population of 325 000 (Statistics South Africa Census 2001). However, according to an in-depth analysis done by the Town Planning division of the Municipality in 2001 with an orthophoto system (Aerial photographs taken in digital format) together with an overlay from the Municipality's General Information system, the population was estimated to be approximately 500000 in 2003.

Approximately 95% of economic activity within the District of Uthungulu occurs from within uMhlathuze according to Coetzee (2006:17), in an economic survey done for the District of Uthungulu. From this report it is apparent that the uMhlathuze Municipality is of great influence economically, environmentally and socially over the whole of the north-eastern region of KwaZulu Natal.

In terms of the total budget for the financial year 2006/7 of R1.1billion, this is the third largest municipality in KwaZulu Natal, according to comparisons done by the researcher. The following two locality maps, provided by the Department of Sustainable Development and Planning in the uMhlathuze Municipality depict firstly the Municipality in the context of all the other municipalities within the Uthungulu District, and the second illustrating the segregated development nodes within the Municipality. The locality maps are referred to as Figure 2 and 3.

Figure 2: uMhlathuze Municipality within the context of KwaZulu Natal

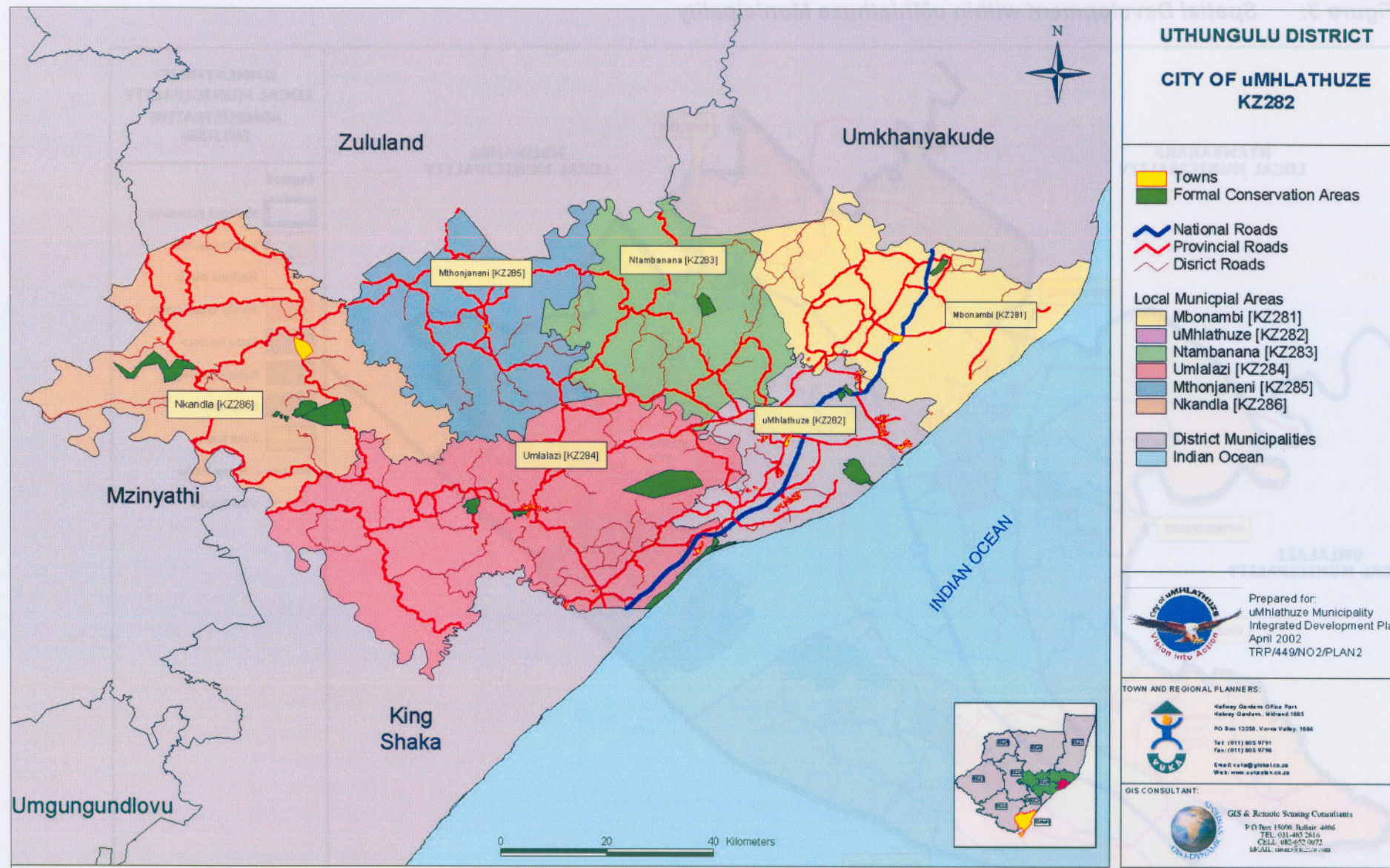


Figure 3: Spatial Development within uMhlathuze Municipality

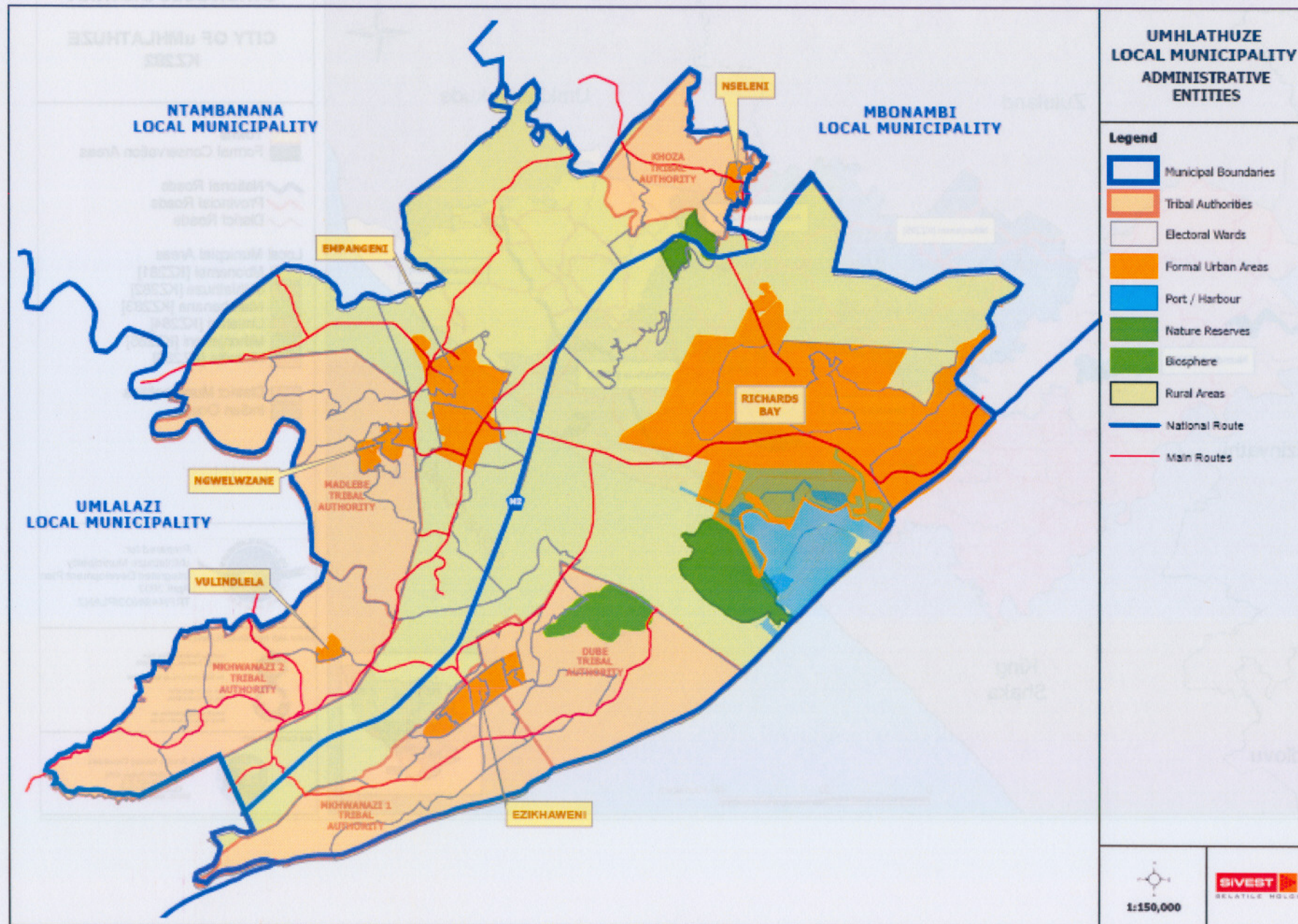


Figure 2 highlights the importance of the spatial development framework for the IDP given the segregated development nodes and the areas held under traditional leadership – “Amakozzi” (“Amakozzi” is the plural for “Inkozi”, which means chief). It is important for the researcher to point out the influence which the spatial development framework should have on the strategic planning element of IDP development. Without a comprehensive spatial development plan it is unlikely (if not impossible) to accommodate the complex issues surrounding effective economic, social and environmental development in underdeveloped areas. This issue is further complicated because much of the underdeveloped areas is held under traditional leadership land tenure agreements.

In the context of this mini-dissertation’s problem statement, it will be illustrated below how little the abovementioned aspect of strategic planning is taken into account in the strategies of the IDP by the key role-players of the uMhlathuze Municipality.

3. THE HUMAN RESOURCE CAPACITY OF THE KEY ROLE-PLAYERS FOR THE IDP IN THE MUNICIPALITY

The two TLCs were in a fortunate situation of having the municipal grading of the Richards Bay TLC on a higher level than that of the Empangeni TLC (Richards Bay was a Grade 10 municipality and Empangeni Grade 9). This conveniently allowed the “easy” slotting in of the Heads of Department for the erstwhile Richards Bay TLC as the new Heads of Department posts for uMhlathuze, with the previous Heads of Department of the Empangeni TLC taking up Deputy positions. (The researcher, for example, was the previous Treasurer for Empangeni TLC and was placed in a Deputy Treasurer’s post for the amalgamated Municipality).

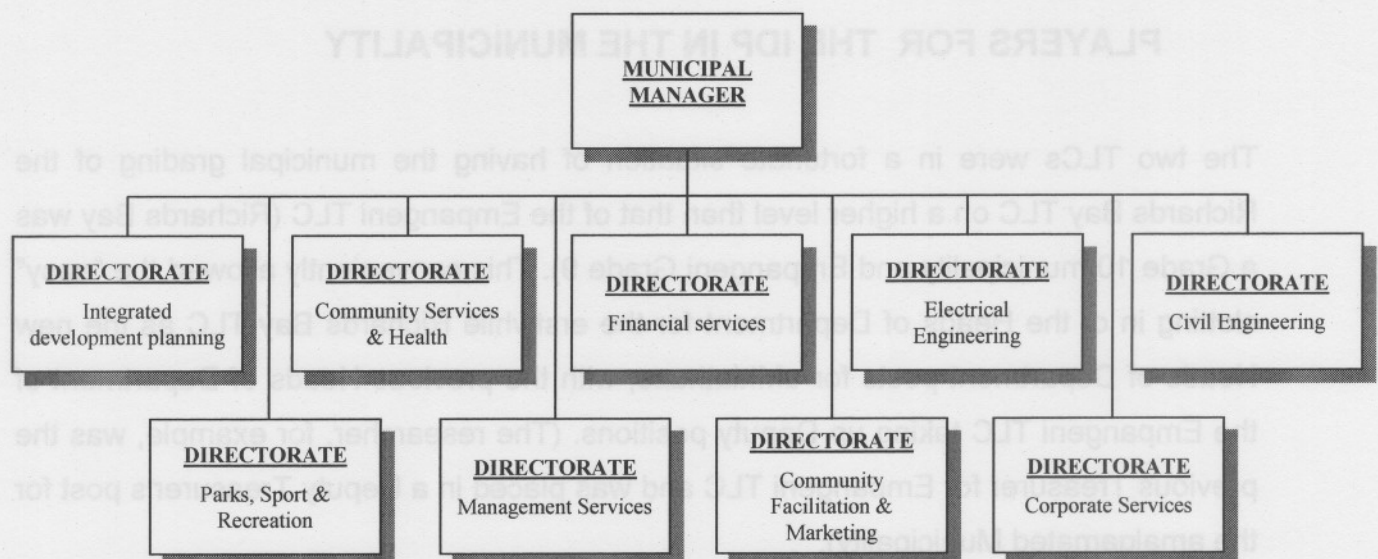
There were, however, two new positions created: One post was for Marketing and Community Facilitation, which was filled by the previous Municipal Manager from the Empangeni TLC; the second post was a position for the Integrated Development Planning Department which was filled by the former head of Town Planning of the Richards Bay TLC.

As illustrated above, this approach was used for the rest of the employees in the creation of the new organogram. Although the new Municipality endured a few short-lived personnel pains, the amalgamation of organograms from the previous two TLCs was completed within eighteen months after the first election in 2000.

In defence of the approach “Structure before Strategy” taken by the Municipal Manager, which was endorsed by the Council, one can argue that one cannot develop strategy unless one has a management structure in place to do so. In addition, the MSA and the Structures Act were new pieces of legislation at the time, therefore it was unlikely that officials could get a real understanding of the legislative implications at that time.

The following depicts the current organisational structure for the uMhlathuze Municipality.

Figure 4: Current Top Management Structure



(uMhlathuze Municipality: 2006)

This top structure of the Municipality is typical of the functional (silo) form used over the past few decades within municipalities throughout South Africa, where managers are appointed to lead a functional area for municipal service delivery.

Reporting to the above nine directors are another two levels of management making up another 24 personnel, therefore 34 in total (including the Municipal Manager) who should be the key role-players in contributing to the management of the IDP. The reality in the Municipality of what key role-players perceive the IDP to be and their contribution thereto is analysed in chapter 5. The compilers and drivers of the IDP are illustrated by the organogram below (Figure 5), with the corresponding explanation thereto.

A recent decision taken by the latter department to rename its title, decision of which was endorsed by Council on the 18 July 2006 via resolution 3940, was to change the Department Head's title to that of Sustainable Development and Planning:

“RESOLVED THAT:

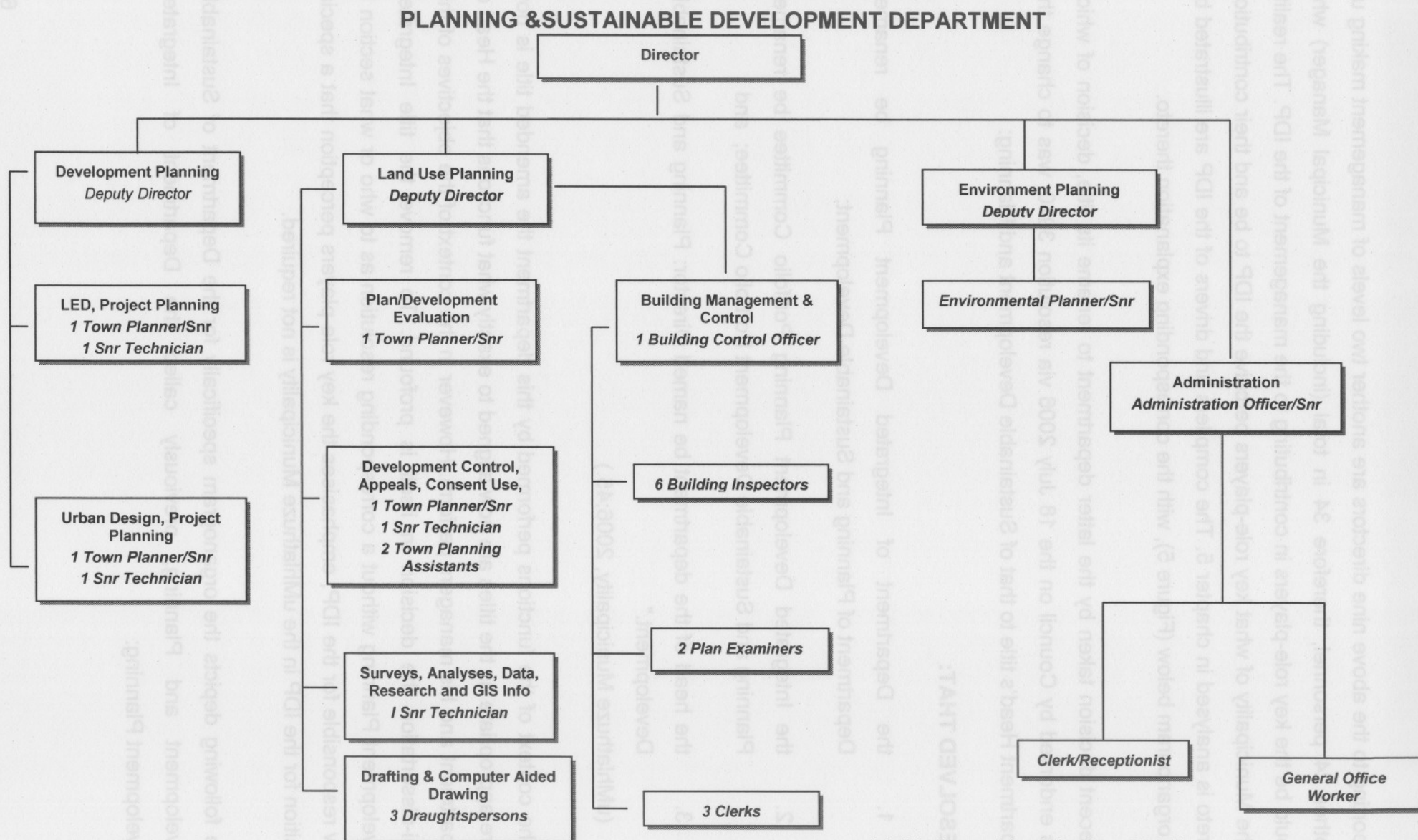
1. the Department of Integrated Development Planning be renamed Department of Planning and Sustainable Development;
2. the Integrated Development Planning Portfolio Committee be renamed Planning and Sustainable Development Portfolio Committee; and
3. the head of the department be named Director: Planning and Sustainable Development.”

(uMhlathuze Municipality, 2006:45.)

In the context of the functions performed by this department the amended title is now more appropriate as the titles are now aligned to exactly what functions that the Head of Department and his managers perform. However in the context of the objectives of this mini-dissertation the decision in itself is profound. To remove the title Integrated Development Planning without a corresponding resolution as to who or what section is now responsible for the IDP, emphasises the key role-players perception that a special position for the IDP in the uMhlathuze Municipality is not required.

The following depicts the organogram specifically for the Department of Sustainable Development and Planning, previously called the Department of Integrated Development Planning:

Figure 5: Organogram of Department of Sustainable Development and Planning



(uMhlathuze Municipality: 2006)

The Deputy Manager for Development Planning shown above is responsible for the compilation of the IDP. Other than this deputy together with an appointed consultant to perform this task there is no overarching committee to deal with the strategic planning component of the IDP in the Municipality. An IDP Steering Committee (DPLG, 2001:18) in Guide Pack II is recommended as a standard for municipalities. The purpose of this committee is indicated as being a "technical working team of dedicated Heads of Departments and senior officials who support the IDP Manager and ensure a smooth planning process. The IDP Manager is responsible for the process but will often delegate functions to members of the Steering Committee" (DPLG, 2001:21).

It should, not be assumed that the lack of human resource capacity is one of the root causes for a perceived dysfunctional IDP in the uMhlathuze Municipality. The assumption by the researcher is that the senior management levels (the top three levels) of the Municipality are the key role-players for the development and implementation of the IDP. By implication, it is therefore, assumed that from the latter group any key role-player from their respective functional areas would have both the necessary technical and management skills correctly suited to serve on an IDP Steering Committee to drive the whole IDP process if such a Committee was in place.

The following are a few facts qualifying the abovementioned assumption:

1. The Municipality is rated as a high capacity Municipality by the Department of Finance (South Africa, 2004:773). Although the exact formula for the rating of municipalities is not known, uMhlathuze Municipality is one out of 49, out of a total of 284 municipalities in the Country to be classified as a high capacity municipality.
2. Section 156 read together with Part B of Schedule 4 and Part B of Schedule 5 of and section 229 of The Constitution, assigns the powers and functions to municipalities. In terms of the Municipal Structures Act, section 84, "Division of functions and powers between district and local municipalities" (South Africa, 1998:40) read together with section 85, "Adjustment of division of functions and powers between district and local municipalities", the powers and functions of

the uMhlathuze Municipality are almost the same as those assigned to a metropolitan municipality, of which there are only six in the Country.

3. According to the Municipal Manager all the senior levels of management are occupied by individuals with both sufficient experience and the correct qualifications to meet the Council's job description requirements;
4. From the questionnaire used to gather empirical evidence for this research, the key role-players were asked to do their own assessment of the management capacity in their own departments and in the Municipality as a whole (Appendix 1, 2 & 3 – Question 8). The following results were obtained:
 - 67% thought they have good capacity but 48% thought that the Municipality as a whole has good capacity.
 - 29% thought their capacity is satisfactory and 29% thought that the Municipality as a whole has satisfactory capacity.
 - 4% thought that their departments have poor capacity and 23% that, the rest of the Municipality had poor capacity. "We are good but they are weak" is a typical scenario that evolves in a traditional "silo" structure.

The finding by the researcher here is that key role-players on a whole perceive their capacity as good/satisfactory.

5. From observation of the researcher who works in the financial department, the Municipality is one of an absolute minority of municipalities that consistently receives unqualified audit reports for its financial statements.
6. The Municipality was 1 out of the 17 (6%) of the 284 municipalities in South Africa that timeously produced financial statements for the 2003/04 financial year according to South African Local Government Research Centre (November 2005:20);

7. From various municipal reports, it is quite evident that the Municipality has one of the highest recovery rates on debtors with an average of 98% between 2000 and 2005; and
8. It is observed by the researcher that most (if not all) of the various legislative deadlines in terms of the Municipal Systems Act, 2000, the Municipal Finance and Management Act, 2003 and numerous provincial and national directives are always met.

In short, it is the researcher's opinion that in the context of the regulatory mandate given in terms of both the relevant legislation and other directives from the national government sphere, the uMhlathuze Municipality is exemplary in terms of compliance with form.

The following section addresses the strategic component of the IDP for the uMhlathuze Municipality, giving an overview of the process embarked upon by the Municipality to bring the IDP to its current status.

4. THE STRATEGIC COMPONENT OF THE UMHLATHUZE IDP

4.1 Background

An external consulting company, Vuka Town and Regional Planners Inc., was appointed by the Municipality early in 2001 to undertake the formulation of a comprehensive Integrated Development Plan. The CSIR's Environmentek was simultaneously appointed to undertake a Strategic Environmental Assessment, with the intention of integrating the two processes. It can be argued that the Strategic Environmental Assessment can be equated with the *environmental analysis* referred to in the process of strategic planning reported on in the previous chapter. The important implication here is that one of the important processes of strategic planning i.e. *environmental analysis*, is in place in the uMhlathuze Municipality. This process was initiated in April 2001 and was completed in March 2002.

The IDP reviews in compliance with the MSA section 34 (Annual review and amendment of integrated development plan) were completed by Consultants for all the subsequent years, except for the 2002/2003 financial year when it was done internally.

With regards to the strategic component of the IDP, there were no changes made from 2001/02 through to 2005/06, in the context of reviewing the specific goals under each development objectives. As observed by the researcher, no all-inclusive strategic (Council reflective) workshops between all of the key role-players or a selected team of key-role players have been held to review the goals and related strategies of the IDP.

It can be concluded that, although the strategic planning component of the IDP is prescribed by the relevant legislative prescripts and the DPLG's Guide packs as being the most important process for the development of the IDP, it is not seen by the key role-players of the uMhlathuze Municipality in this light.

4.2 Vision and Mission Fundamentals of Municipality of uMhlathuze

4.2.1 Vision Statement

The vision of the Municipality is seen as the ultimate destination in terms of the integrated development planning process, with the development objectives, goals, strategies and consequential programmes of projects being the steps required to reach the vision or destination. The vision is the overall developmental aim for the Municipality and performance management measured against the development objectives that stem from that vision.

The vision for the City of uMhlathuze is as follows:

"The City of uMhlathuze metropolitan area, as a port city, will offer improved quality of life for all its citizens through sustainable development. It will be a renowned centre for:

- Trade;
- Tourism and nature-lovers;

- Coastal recreation;
- Commerce;
- Industry;
- Forestry; and
- Agriculture.”

(uMhlathuze Municipality, 2005:17.)

This vision was work-shopped at several of the Representative Forum Meetings during 2001 and broad agreement was reached regarding the vision. The sentiment was that the vision should be specific in referring to the City of uMhlathuze as a port city, while referring to the status of an aspiring metropolitan area. It was also felt that the vision should be concise and that all stakeholders should be able to identify with the vision.

4.2.2 Principles underlying the Vision

The vision is underpinned by the following principles:

- “Sustainable growth and development;
- Quality, affordable services;
- Financial health and fiscal discipline;
- Transformation and integration;
- Accountable and transparent local government;
- Recognition – diversity;
- Respect - fundamental rights;
- Equity;
- Focus on supply side economics and asset management;
- Safe and secure living environment; and
- Importance of a Metropolitan Open Space System and natural assets.”

(uMhlathuze Municipality, 2005:17.)

These principles appear sound in the context of both the White Paper and the legislative framework for the purposes of developing strategies in the strategic planning process.

4.2.3 Mission

The uMhlathuze Municipality has set the following mission for itself:

"We aspire to develop uMhlathuze as the industrial, commercial and administrative centre within the natural beauty of the region, providing a range of efficient municipal services thereby ensuring economic development, dynamic investment growth and the improvement of the quality of life for all" (uMhlathuze Municipality, 2005:18).

The abovementioned mission statement is also sound in that it provides the right platform on which objectives and the related strategies can be set.

4.3 Strategic Objectives and Goals

The following is quoted directly from the 2005/06 Integrated Development Plan for the uMhlathuze Municipality.

"Development Strategy 1: Sustainable Environment

Aim: To improve physical and functional integration within the City of Umhlathuze, whilst protecting the City's natural resources and assets through effective Environmental Management, in order to improve access to opportunities.

Goals:

- Prepare IDP & facilitate annual Review;
- Establish a Hierarchy of Nodes throughout the City of uMhlathuze;
- Formalise Emerging Urban Settlements;
- Promote a Diversity of Land Uses, Activities and Opportunities;
- Enable access to Land and Security of Tenure;
- Implement the Outcomes of the Strategic Environmental Assessment;
- Extend the Metropolitan Open Space System; and

- Improve liaison, communication and consultation with all stakeholders and role-players in order to facilitate effective and efficient provision of infrastructure, services and facilities.

Development Strategy 2: Sustainable Infrastructure & Services Provision

Aim: To maintain existing and provide new infrastructure and services, in a sustainable manner, in order to ensure at least a basic standard of living to all residents in the city.

Goals:

- Provision and Upgrading of Basic Infrastructure to address Backlogs;
- Maintenance of Infrastructure to maintain and enhance Service Levels;
- Improve Public Transport; and
- Provide basic Engineering Services to existing Social Facilities.

Development Strategy 3: Social & Economic Development

Aim: To create employment opportunities through economic growth and development within the City of uMhlathuze and to promote social and economic upliftment of its communities, in order to achieve a safe, secure and healthy environment.

Goals:

- Enhance the Tourism Potential of the City of uMhlathuze;
- Support Existing Local Economic Development Initiatives & Encourage New Initiatives;
- Promote Primary Industrial Development;
- Create and Entry Level into the Market System for Emerging Businesses, the Informal Sector and SMMES;
- Promote a Diversity of Economic Activities throughout the City;
- Maintenance and Improvement of Development Standards;
- Create a Safe and Secure Environment;
- Improve Access to Social Facilities and Infrastructure for Rural Communities and disadvantaged Groups, particularly Women, Children and the Elderly;

- Raise Development Levels of Disadvantaged and Vulnerable Groups in Society;
- Promote a variety of Housing Typologies and Densities to provide for all Demand Categories; and
- Promote the Status of the City of uMhlathuze as an Aspiring Metropolitan Area.

Development Strategy 4: Organisational Development

Aim: To ensure democratic, responsible, sustainable and equitable governance, as well as efficient and effective service delivery.

Goals:

- Improving the Institutional Capacity of the uMhlathuze Municipality on a continuous basis;
- Ensure efficient and effective Secretarial and Administrative Services to the Organisation;
- Ensure efficient and effective Human Resource Management;
- Ensure continuous Organisational Analysis and Improvement in efficiency and effectiveness;
- Promote appropriate Information Management System/s for the Municipality.

Development Strategy 5: Sound Financial Management

Aim: To ensure the alignment of the Municipal budget with the IDP, in order to ensure efficient, effective and sustainable service delivery.

Goals:

- Ensure that Financial Planning, Budgeting & Expenditure aligns with the IDP through the Municipal Financial Plan; and
- Increase the Municipal Revenue Base.”

(uMhlathuze Municipality, 2005:20.)

The above objectives and goals are the limit of detail which the IDP currently has in the context of its strategic planning component.

Again it is the researcher's perception that these objectives and goals would go a long way in satisfying the developmental form of municipality that is envisaged by the National Government, except that there was no collective team of key role-players involved in the initial formulation or the annual review thereof. The absence of a dedicated team to review the goals and strategies is perceived by the researcher, as the first serious flaw in the strategic process for the uMhlathuze Municipality.

The second major flaw in the context of strategic planning results as a consequence of the above mentioned. What happens in the Municipality hereafter is that functional or departmental strategies are developed independently of one another to attempt to satisfy the Municipal goals above. Key role-players from each department of the Municipality, but specifically the heads of department (directors), decide for themselves what projects to embark on to satisfy the abovementioned objectives (uMhlathuze Municipality, 2005:15).

Therefore, the strategic planning process and the budget process of the Municipality are driven by functional needs, not by the Municipal objectives and goals depicted above. Another factor that plays a role in the planning process is that the availability of departmental financial resources which dictate the planning imperatives. Consequentially, the uMhlathuze Municipality aligns the above objectives with the budget and not *visa versa*. Evidence to this effect is provided below.

4.4 Review Process 2005/2006

The following is taken directly from the Municipality's 2005/6 IDP Review document:

"As part of the IDP Process Plan, SiVEST interviewed all the Municipal Heads of Department in order to determine, from their perspectives, key priority issues. The structure of the uMhlathuze IDP document has emerged, *inter alia*, as a key priority issue to be addressed via a

proposed restructuring of the document. The document has subsequently been revised and through its revision, it is considered that the uMhlathuze IDP Review 2005/2006 document will:

- Simplify the document, without prejudicing its strategic intent, in such a manner that it will be more clearly understood, by officials and the public, and also be user-friendlier.
- More closely align to the current uMhlathuze Municipality Organisational Structure.
- Enable Departments within the uMhlathuze Municipality to clearly “place” themselves within the context of the IDP Document and hence also clearly identify in which manner they contribute towards the proposed Programmes, Development Strategies and ultimately the Vision for uMhlathuze.
- Facilitate the setting of Departmental Key Performance Indicators.
- Facilitate easier integration with the Municipality’s Budgeting processes.” (uMhlathuze Municipality, 2005:15.)

It must be noted that this process only involved consultative meetings between the consultant, the deputy director from the Sustainable Development and Planning department (the deputy director who is responsible for the whole IDP process) and the head of department of a particular department. There were no mutually all-inclusive workshops held with an IDP Steering Committee, the Executive Committee or the rest of senior management in this review. The only collective consultation that took place with the rest of management and the executive council was the report back once the IDP document was completed.

4.5 The lack of an IDP Steering Committee

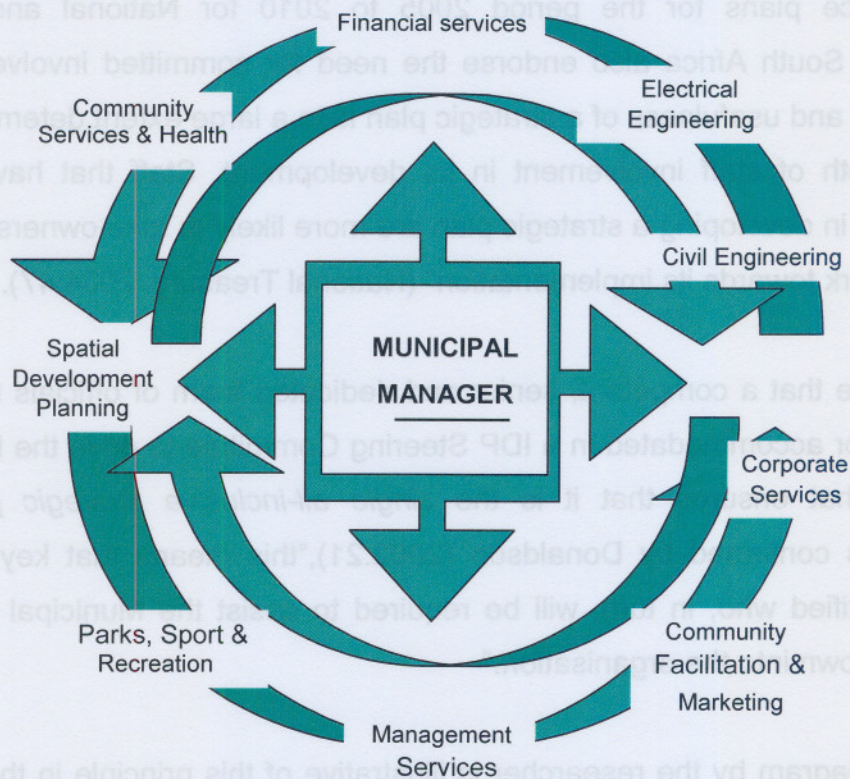
The review process here similarly to the previous years did not have the strategic planning component driven by a strategic team. For this year (2005/06) the consultants (SiVEST) only engaged with the Heads of Department. In contrast, for the strategic planning component of the IDP to be truly effective, there needs to be “high

involvement” of key role-players (Van Wyk, 2002:53). The National Treasury strategic and performance plans for the period 2005 to 2010 for National and Provincial departments in South Africa also endorse the need for committed involvement: “The meaningfulness and usefulness of a strategic plan is to a large extent determined by the extent and depth of staff involvement in its development. Staff that have played a meaningful role in developing a strategic plan are more likely to take ownership of it and thus actively work towards its implementation” (National Treasury, 2004:47).

It is argued here that a competent, senior and dedicated team of officials needs to be structured into or accommodated in a IDP Steering Committee to drive the IDP process in a manner that ensures that it is the *single all-inclusive strategic plan* of the Municipality. As confirmed by Donaldson (2002:21), “this means that key champions should be identified who, in turn, will be required to assist the Municipal Manager to drive the plan down into the organisation.”

The following diagram by the researcher is illustrative of this principle in the context of the uMhlathuze Municipality’s situation. The management structure that accommodates this principle could possibly take any number of forms on condition that it must be totally void of any functional bias.

Figure 6: Management structure for strategic planning



The above, strategic approach undertaken by any municipality which possesses an appropriate level of management competence, relative to the size of the municipality, will ensure automatic elimination of wasted resources, traditionally a symptom of the bureaucracy that arises from service delivery being driven through a functional approach.

4.6 Departmentalised strategies

The strategies of the IDP were now “more closely aligned to the current uMhlathuze Municipality Organisational Structure” (uMhlathuze Municipality, 2005:15). This is very reminiscent of a traditional planning process compared to strategic planning, as reported by (Van Wyk, 2002:53), where strategies deal with “organisational issues” and are “management-oriented”, instead of dealing with “community issues” which are “citizen and politically oriented”.

The latter weakness is further compounded by the consultant's comment that the IDP review will "Enable Departments within the uMhlathuze Municipality to clearly "place" themselves within the context of the IDP Document and hence also clearly identify in which manner they contribute towards the proposed Programmes, Development Strategies and ultimately the Vision for uMhlathuze" (uMhlathuze Municipality 2005:15). This amplifies that the IDP in the uMhlathuze Municipality is more staff, and not citizen and public oriented. The contrary should be common practice in modern day public sector strategic planning (Van Wyk, 2002:53).

4.7 Performance Indicators

At the bilateral meetings that were held between the Heads of Department and the consultant, key performance indicators were derived and included in the IDP document as deliverables for the 2005/06 financial year.

The following is an illustration of the key performance indicators for just one department of the Municipality – the Electricity Department.

It needs to be noted that these are the only key performance indicators provided for the Electricity Department. In addition they are provided only under one of the five development objectives - "*Sustainable Infrastructure & Services Provision*". This would imply that the key role-players in this department perceive their activities only to influence one objective of the IDP. It is the researcher's opinion that based on the legislative and theoretical evidence provided in chapters 2 and 3 of the mini-dissertation, electricity operations should be integrated to a far wider degree in strategic objectives of the Municipality's IDP.

The other departments all offer the similar amount of detail, but more importantly, illustrate the same fundamental flaws as perceived by the researcher.

The following is quoted directly from the IDP key performance indicators for the Electricity Department of the Municipality:

"Development Strategy 2: Sustainable Infrastructure & Services Provision

- Manage the implementation of the Retrofit pre-payment meter project;
- Manage the implementation of the audit meter installations project;
- Ensure sustainable and efficient electricity cost;
- Control energy losses;
- Comply with Quality of Supply as specified in NRS 047 & 048;
- Revision of tariff charges for call-outs;
- Regular feedback to large customers;
- Official visits to large customers;
- Progress against capital and operational plans to be provided – progress to be in line with plan from both a time and budgetary perspective;
- Establish technical policies, procedures and specifications;
- Ensure and manage domestic consumer connections service connection; and
- Ensure and manage industrial and commercial consumer connections service connection."

(uMhlathuze Municipality, 2005:80.)

In the context of the ideological and legal mandate spelt out in Chapter 2 above, together with the Electricity Department that contributes to 44% of the municipal operating budget and 35% to the capital budget and serves some 35000 customers with a potential of +- 70000 (uMhlathuze Municipality Budget 2005/6), the following observations can be raised:

Firstly, a combination of both key performance indicators and key performance areas, is confusing.

Secondly, there are no key performance indicators in place to address backlogs for the potential customers who are currently voting inhabitants of the Municipality. According to the departmental head, the consumers not within the Municipality's licensed area of jurisdiction, is the Electricity Supply Commission's (ESKOM) responsibility. The fact that this approach is contrary to the vested powers and functions that this Municipality has as prescribed in Section 156, Chapter 7, Schedule 4, Part B of the Constitution, does

not appear to be of importance. In terms section 156 of the Constitution read together with section 84(3)(a) of the Structures Act, uMhlathuze Municipality is responsible for the "bulk supply of electricity, which includes for the purposes of such supply, the transmission, distribution" (South Africa, 1998:41.) throughout its area of jurisdiction. In fact, in terms of the Constitution, ideology and the development objectives of the IDP, there should be performance indicators illustrating the Municipality's attempt to deliver electricity or ensure electricity is delivered to all the residents of the Municipality where it is equitably possible. The reluctance from the key role-players perspective in the Electricity Department to address the uMhlathuze Municipality's constitutional obligation is qualified by historic licence permits issued by the National Electricity Regulator to municipalities prior to promulgation of both the Constitution (Act 108 of 1996) and the Structures Act (Act 117 of 1998).

Thirdly, there are no key performance indicators addressing indigent relief. This does not coincide with the Strategic Objective no 3 for "social upliftment" mentioned in the IDP.

Fourthly, there are no indicators mentioning tariff targets addressing the goals to "Create and Entry Level into the Market System for Emerging Businesses, the Informal Sector and SMMEs" as mentioned in Strategic Development Objective number 3.

Many more observations of similar nature can be made for the other functional areas of the Municipality, highlighting similar flaws throughout all the departments.

5. CONCLUSION

These flaws in the Municipality are, in the opinion of the researcher, not a result of intent, but more likely ignorance on the part of the key role-players. The following are the fundamental conclusions that the researcher draws from this chapter:

Firstly, it is evident that the uMhlathuze Municipality is by many accounts the most significant Municipality in the north eastern region of South Africa.

Secondly, the fact that the Municipality received numerous municipal accolades, proves that it has the potential personnel capacity to deliver on the mandates laid out by the ideological and legislative framework.

Thirdly, although the researcher perceives the uMhlathuze Municipality's development objectives and their related goals in the IDP to be suitably "developmental" as envisaged by the ideological and legislative mandate, there is very little evidence of actual projects and initiatives supporting the goals. It appears that actual projects and initiatives are functionally orientated in the uMhlathuze Municipality.

Fourthly, to successfully implement a process of strategic planning which cuts across all departments of the Municipality, the traditional "silo" or compartmentalised personnel structure needs to be transformed. If the departmentalised structure were to remain intact, each department's goals would need to be driven by a dedicated strategic steering committee made up of key role-players from each department.

Fifthly, whatever personnel structure is most suitable to drive the strategic planning process, it is that structure that needs to be the primary driving body of strategic planning, not an independent consultant. A consultant should be used only to facilitate and not drive the strategic planning process as a whole. The implications of having a consultant driving the strategic planning process are:

- Achieving little buy-in from key role-players and Council i.e. not conducive to being a home grown strategic plan;
- Having less understanding by key role-players, and the implied misunderstanding then cascading down through to the rest of the Municipality including the Councillors; and
- Having the most important plan of the Municipality in the hands of individuals, whose inherent objectives might be fundamentally different from those of the Municipality.

In the absence of improvements in the abovementioned, it is the researcher's opinion that the uMhlathuze Municipality will have an inability to exploit the strategic value of the IDP. This is unfortunate, because the results of the first process of strategic management i.e. "strategic environmental analysis", "vision", "mission" and "strategic objectives" for the uMhlathuze Municipality appear to be fairly laudable.

The following chapter of this mini-dissertation analyses the perceptions of the individual key role-players in the uMhlathuze Municipality of the role the IDP fulfils as a strategic imperative.

2. METHODOLOGY

To be as objective as possible, the process of qualitative research was based on empirical evidence obtained within the Municipality of uMhlathuze.

To ensure the validity of the research evidence, the researcher has used the triangulation approach, where the data gathered from the legislation and literature (theory) together with the interviews and the questionnaire converged to support the theoretical statement.

The basis of this research is an analysis of the answers and opinions given by key role-players in the uMhlathuze Municipality through a questionnaire completed by the first three levels of management (thirty three respondents in total) and an interview with the Mayor and the Municipal Manager.

2.1 Key Role-Players

The term key role-players need to be defined in the context of this mini-dissertation.

CHAPTER 5: PERCEPTIONS OF KEY ROLE-PLAYERS IN THE UMHLATHUZE MUNICIPALITY: EMPIRICAL FINDINGS

1. INTRODUCTION

The previous chapter introduced the reader to the uMhlathuze Municipality as well as the whole strategic component of the IDP itself, illustrating the IDP's structure, and who the key role-players are in the development and implementation thereof.

The objective of this chapter in the context of the mini-dissertation's research objectives is to do an in-depth analysis of views of the key role-players in the Municipality. This was done by means of a questionnaire and interviews on the role the IDP fulfils in the Municipality of uMhlathuze as a strategic imperative.

2. METHODOLOGY

To be as objective as possible, the process of qualitative research was based on empirical evidence obtained within the Municipality of uMhlathuze.

To ensure the validity of the research evidence, the researcher has used the triangulation approach, where the data gathered from the legislation and literature (theory) together with the interviews and the questionnaire converged to support the theoretical statement.

The basis of this research is an analysis of the answers and opinions given by key role-players in the uMhlathuze Municipality through a questionnaire completed by the first three levels of management (thirty three respondents in total) and an interview with the Mayor and the Municipal Manager.

2.1 Key Role-Players

The term key role-players need to be defined in the context of this mini-dissertation.

In terms of section 82 of the Structures Act, a municipal council must appoint a municipal manager who is the head of administration and the accounting officer for the municipality. Section 55 (1) (a) (i) of the MSA assigns among others the responsibility and accountability to the Municipal Manager for -

“(a) the formation and development of an economical, effective, efficient and accountable administration—

(i) equipped to carry out the task of implementing the municipality’s integrated development plan in accordance with Chapter 5” (South Africa, 2000:56).

The MSA goes on in section 56 to instruct a Council to, “after consultation with the municipal manager, appoint a manager directly accountable to the municipal manager” (South Africa, 2000:58).

The above-mentioned legislative appointments in terms of legislation are the key role-players in the uMhlathuze Municipality, which makes up 10 officials – a municipal manager plus nine heads of department.

It is the researcher’s perception that given the fact that the IDP is an “all inclusive strategic plan” together with the size of the Municipality, the perception of key role-players would be best reflected by including the first two levels of below the heads of department as well.

From a political perspective, the mayor has legislative obligations in terms of the MFMA detailed in chapter 2 of the mini-dissertation towards ensuring the budget is aligned with the IDP and therefore the Mayor of the uMhlathuze Municipality is included as a key role-player for this mini-dissertation.

2.2 Questionnaire and interviews

Structured interviews were held with the Municipality’s Chief Executive Officer (Municipal Manager) and the Mayor. The interviews and answers obtained through the questionnaire adequately reflect the perceptions of the most important leaders of

integrated development planning and the implementation thereof within the uMhlathuze Municipality.

A structured questionnaire was sent out to thirty-three (33) of the senior managers of the Municipality. The 33 managers comprise nine heads of department (See organogram in chapter 4 – Figure 4) and twenty-four of the next two subordinate levels of management.

The questionnaire is attached as Appendix 1. Appendix 2 contains the question objectives with answers and scoring, with Appendix 3 containing an analysis of the scoring and answers in the context of the mini-dissertation objectives. Of the 33 senior management presented with the questionnaire, 22 responded (67%). Statistically, a 67% response from the whole of the management team is an adequate “judgement sample” to validate evidence required for this mini-dissertation (Neter, Wasserman & Whitmore, 1982:190).

More importantly, all of the nine departmental heads of the Municipality responded. The heads of department are the leaders of the nine functional areas of the Municipality. Having all these key role-players responding is of particular importance as the success of integrated development planning hinges on the organization’s leadership in understanding the delivery mandate for local government.

The rationale behind format and style of questions in the questionnaire needs some elaboration. The subjective nature of the problem statement is such that empirical testing through a simple set of precise questions, specific observations and interviews has to produce an obvious “black and white picture” or clear piece of evidence supporting the problem statement. The principal objective of this chapter is to reflect the key role-players’ perceptions of the role the IDP fulfils as a strategic imperative in the Municipality.

In addition to the specific questions, it was perceived essential, to elicit the respondent’s personal understanding or interpretation. Hence, in the questionnaire, prompts were given at the end of most questions, allowing the respondents the opportunity to offer their own opinions. This approach appeared to be very successful.

There were essentially four major hurdles when designing the questions in the questionnaire. Firstly, the problem with asking questions perceived to be too difficult, could carry the risk of having respondents not completing the questionnaire sufficiently enough for the researcher to make any constructive observations.

The second problem, to obviate, was that of giving the obvious impression that the professional knowledge, integrity and understanding of the topic by the key role-players themselves, is being criticized or interrogated. To protect this professional integrity, the researcher attached a covering letter to the questionnaire asking officials to be objective and truthful, assuring them that the questionnaire answers would not become public information in their personal names. Therefore, the answers, as source material are kept on file by the researcher in simple numbered order of 1 to 22.

The third hurdle was to ensure that the questions would not, produce answers which portrayed what officials *ought* to know or understand, but rather what they *actually* know and practice. To overcome this, the questions related to a particular dissertation question (for example, extracting the officials understanding of the role strategic planning has in the IDP process) had related questions placed at random positions throughout the questionnaire with no obvious connection.

Fourthly, most of the Heads of Department and the Municipal Manager (excluding the rest of senior management) are on five year performance contracts. It has become quite apparent to the researcher in recent years that these officials protect their performance targets at all costs. Hence, if an "arbitrary questionnaire" placed before such an official is perceived as negatively exposing them in any way, questions carry the risk of not getting the objective answers they deserve. That is why the researcher included the whole of senior management of the Municipality in the survey to mitigate this perceived risk.

To investigate the key role-players' perceptions of the role the IDP fulfils in the Municipality as a strategic imperative, both the questions in the questionnaire and the interview, were divided into three sub mini-dissertation objectives:

- To determine the key role-players' perceptions of the origins and purpose of the legislative and ideological framework for the IDP;
- To determine the key role-players' perceptions of the management interventions required to satisfy South Africa's ideological and legislative mandate for local government and the link the IDP fulfils in satisfying this mandate; and
- To determine the key role-players' perceptions of their roles and responsibilities, for developing and implementing the IDP in the Municipality.

3. ANALYSIS OF IMPIRICAL FINDINGS

The following two sub-sections analyse the questionnaire and interview respectively.

3.1 Analysis of Questionnaire and Interview

The questionnaire, results and detailed analysis are presented in Appendix 1, 2 and 3 respectively, and the interview through Appendix 4, 5 and 6.

With reference to the questionnaire the answers to the three sub mini-dissertation objectives were analysed as follows:

- **Objective 1:** To determine the key role-players' perceptions of the origins and purpose of the legislative and ideological framework for the IDP. These perceptions were determined through their responses to questions 1; 2; 3; 6; 7; 10; 12; 13; 14 and 17 of the questionnaire.
- **Objective 2:** To determine the key role-players' perceptions of the roles and responsibilities of the relevant role-players for developing and implementing the IDP. This was achieved through the analysis of the 22 management members' responses to questions 4; 5; 8 and 16 of the questionnaire.

- **Objective 3:** To determine the key role-players' perceptions of the management intervention required to satisfy South Africa's ideological and legislative mandate for local government and the link the IDP fulfils in satisfying this mandate. This manifested through the responses to questions 1; 2; 3; 6; 7; 11;14; 15 and 18 of the questionnaire.

The questions in the questionnaire, were evaluated firstly on a scoring system and secondly on the analysis of the elicited comments made by the respondents to the various questions.

The scoring was based on a mark per point sought. Due to the subjectivity of the answers sought, the researcher was extremely lenient. For example, in question (1) of the questionnaire where the understanding of the IDP should elicit at least a dozen points (illustrated in the answer), only four points were sought by the researcher, hence an official should have scored full marks comfortably.

Secondly, where questions were totally subject to personal opinion no scoring was given, only an analysis of the answers was made.

To obviate the overall result being skewed by the fact that some questions had more points than others, the overall mark is based on an average of the percentages of each question and not a percentage per questionnaire i.e. each question carries the same weighting in the context of the overall mark.

Similarly to the questionnaire the sub objectives for the interview were divided in the following order:

- **Objective 1:** To determine the key role-players' perceptions of the origins and purpose of the legislative and ideological framework for the IDP. These perceptions were determined through their responses to questions 1; 2; 7; 11; 14; 15 and 16.

- **Objective 2:** To determine the key role-players' perceptions of the roles and responsibilities of the relevant role-players for developing and implementing the IDP. This was achieved through questions 6; 7; 8; 9; 10; 11 and 14.
- **Objective 3:** To determine the key role-players' perceptions of the management intervention required to satisfy South Africa's ideological and legislative mandate for local government and the link the IDP fulfils in satisfying this mandate. This was obtained through the responses to questions 1; 3; 4; 5; 6; 7; 12 and 13.

The following findings reflect the scoring from the questionnaire in aggregate and the findings there in. This, together with the findings obtained in aggregate from the respondents' perceptions obtained from the relevant questions in both the questionnaire and the interview.

3.2 Objective 1: To determine the key role-players perception of the origins and purpose of the legislative and ideological framework for the IDP

The average percentage gained with answers to questions 1; 2; 3; 6; 7; 10; 12; 14 and 17 was 53%. This reflects a very limited understanding of the origins and purpose of the legislative and ideological framework for the IDP.

Given the skills set within the management team of the Municipality and the amount of experience such officials have as illustrated in chapter 4, the researcher's perception is that this result would appear inadequate, as it is imperative that the Municipality should move forward with the basic understanding of the National Government's delivery mandate for municipalities.

From the scoring and specific answers elicited from the questionnaire and interview, the following are the findings:

➤ ***Little acknowledgement of ideological and legislative framework.***

- Although a specific question in this regard was posed in the questionnaire, the respondents did not mention the LGTA, very little mention was made of the MSA, no mention of the Structures Act and only one respondent making mention of the White Paper;
- No reference was made to the very explicit terms of reference for a developmental form of local government contained in the Constitution, the White Paper and the MSA, in any of the respondents answers or elicited comments;
- A minority of respondents acknowledged that public participation is an important component of the IDP which is prescribed in the MSA;
- Councillors do not understand the “complexity” of Integrated Development Planning process in the Municipality;
- The consequences of management not understanding the public service delivery mandate leads to misunderstandings between officials, councillors and the community at large.

➤ ***Not all budgeting provisions are perceived as IDP related.***

This implies that, whereas the legislation explicitly prescribes the IDP to be an “all inclusive plan”, the key role-players do not see it as such. More specifically, the following are the implications:

- No common approach to the budgeting process;
- No common strategic plan;
- Duplication of administration therefore adding to the “red tape” (bureaucracy) of the Municipality;

- Less effort towards the IDP process, weakening its status even further;
- Wasted expenditure; and
- Un-exploited revenues streams.

➤ ***The IDP is perceived to be a process only to address the backlogs in service delivery resulting from the discriminatory service practices of the past.***

This implies that the extensive process, as laid out in Chapter 5 of the MSA need not be followed as all the many other developmental obligations of the Municipality to improve the quality of life for its citizens are not paramount. Alternatively, it could be implied by key role-players that the other obligations will be addressed, but by other plans or processes? What is not debatable is that there is without doubt many more municipal obligations in terms of its developmental mandate as pointed out to the reader in chapters 1 and 2.

➤ ***The IDP has no or very little influence on the Operating Budget***

This is contrary the prescriptions of section 25 (1) (c) of the MSA which states that the IDP must form “the policy framework and general basis on which annual budgets must be based”.

This implies that:

- Day to day operations are not focused towards objectives and goals of the Municipality;
- Wasted expenditure;
- Functional departments will unwittingly perform functions according to their own plans; and
- Perpetuating the “silo” system within the Municipality.

3.3 Objective 2: To determine the key role-players perceptions of the role and responsibilities of the relevant role-players in developing and implementing the IDP

The average percentage gained from the scoring aspect of questions: 4; 5; 16; and 17 was 39%.

The overarching implication of this mark is that the key role-players do not perceive the development and implementation of the IDP as a process requiring an all-inclusive input from all functional areas of the Municipality. The following were key findings:

➤ ***The integrated development plan is perceived by some as a tool only to address spatial development plans.***

This implies:

- That only the Town Planning and Engineering Departments must partake in driving the IDP; and
- Other departments must work according to another agenda or strategic plan.

➤ ***From the questionnaire and interviews, the observation was that the “silo effect” is a handicap and stumbling block towards common focus.***

From observation of the relevant answers to the questions and some elicited comments, it is very apparent that key role-players are often too focused on their functional areas of responsibility and consequently fail to see the bigger picture. This has a few major implications for the IDP of the Municipality:

- The mindset for individuals to plan and act within the ambit of their own departmental plan alone, results in a dysfunctional IDP;

- Departmental strategies need to be in place, but not at the expense of the overarching strategies of the IDP;
 - The important outcomes of the specific strategies of the IDP will constantly have the risk of only partially or never materializing, because departments have their own agendas and plans; and
 - If key role-players continue seeing the current delivery mandate being achieved through a traditional functionally structured municipal organogram, the compartmentalized mindset ("silo effect") will be perpetuated into the future.
- ***There needs to be a specific/dedicated representative from each department for the IDP process and leadership to come directly from the Municipal Managers office.***

This finding from the questionnaire responses highlights three issues:

- The Municipality's current organogram has a weakness in the context of IDP development and implementation. This however does not automatically imply changes are required in a functional context. It is the researcher's perception that the autonomy of departments needs to be retained but not to the extent that such autonomy drives Municipal wide strategy;
- It would appear that a dedicated team of representatives from all functional departments is required. The other option is to locate the IDP in the Municipal Manager's office, so that it is "superior" to the line departments. Although a topic for a dissertation in itself, the researcher does allude to a possible solution found in forming a dedicated Integrated Development Steering Committee, which should be the most important management committee of a municipality, hence recommending

Chairmanship coming from the Municipal Manager of Deputy Municipal Manager.

- Not having a dedicated steering committee for the IDP is contrary to the guidelines provided by the Department of Local and Provincial Government.
- Having leadership of the IDP coming directly from the Municipal Manager, is a practice that is endorsed by the theory and generally accepted practice of strategic leadership (Refer chapter 3).

➤ ***Key role-players had very divergent views on whether there is sufficient capacity within the Municipality to deliver in the context of the requirements of the IDP process.***

This implies that, if Management does not share mutual perceptions of the delivery mandate and the role the IDP fulfils in achieving that mandate, combined with divergent views on capacity, this will definitely lead to a dysfunctional IDP in the Municipality

3.4 Objective 3: To determine the key role-players' perceptions of the management intervention required to satisfy South Africa's ideological and legislative mandate for local government and the link the IDP fulfils in satisfying this mandate.

Findings from the questionnaire were deduced through the answers to questions 1; 2; 3; 6; 7; 11; 14; 15; and 18. The average mark for the pertinent questions here was 41%.

Given that the uMhlathuze Municipality is reported as being a "high capacity" Municipality (see chapter 4) and is perceived by the researcher as having a fairly well qualified compliment of management officials, it would appear somewhat contradictory to have the same officials not perceiving strategic management as the ideal intervention to drive the IDP.

In terms of the interviews, the findings were obtained by analyzing the answers given to questions 1, 3, 4, 5, 6, 7, 12 and 13. The following findings were significant:

- ***Key role-players do not perceive strategic planning or strategic management as a primary intervention for the development and implementation of the IDP.***

This is a profound finding validating the problem statement in this mini-dissertation.

- ***Strategic planning, if such process does take place, is perceived as a process done outside the IDP process.***

This research has highlighted the importance of strategic planning in a multi-functional organization such as a municipality. Here possibly lies one of the most important root causes for a lack of comprehensive service delivery, not only for the uMhlathuze Municipality but also for many other municipalities across the Country. In the context of the uMhlathuze Municipality, if strategic planning is practiced, it is done so at functional level, because at corporate/municipal/council level, it is not clearly evident.

More specifically this implies the following:

- Resources wasted through the unnecessary administration of two processes running in parallel, one for the IDP and the other for perceived strategic planning process taking place outside the IDP process. It needs to be pointed out that although some key role players made mention that strategic planning does take place, the research could not find any evidence of this fact, other than the initial exercise completed in 2001 and the departmental planning for budget purposes;
- The strategies arising from two separate processes could be in conflict;
- More resources will be required to deliver services than is necessary. In the researcher's opinion this amounts to "Wasteful and fruitless expenditure" as defined in the MFMA (South Africa, 2003:9);

- If from a strategic planning perspective the IDP becomes artificial, so will the performance evaluation thereof as prescribed in terms of chapter 6 of the Municipal Systems Act (2000). Performance management will dilute to a process which will simply be compliance orientated;
 - It will be difficult for the Municipality to implement the new budget reforms as prescribed by National Treasury, as the new reform, which is meant to be activity, output, and outcome based as per the objectives of the Municipal IDP, will now be clouded by different outputs and outcomes arising from two separate processes. (uMhlathuze Municipality is a pilot municipality in terms of a National Treasury driven initiative to align budgets with the IDP);
 - The IDP just becomes a document completed for compliance purposes;
 - The IDP just becomes a community "wish list" made up of unrealistic material "wants", which may or may not ever form part of the functional/departmental strategic plans;
 - The IDP becomes simply a secondary "road map" or "guideline", to which the Municipality can only make broad reference to; and
 - Due to the consequential bureaucracy there will result, by pure default, a lack of "transparency", which is contrary to a number of prescripts, the most important of which is section 215 of the Constitution (South Africa, 1996:96).
- ***Although it is perceived by key role-players of the Municipality that the process of strategic management is taking place, there is no or very little evidence to this effect.***

This implies that:

- The IDP's needs as identified in the IDP process, will not be properly synthesized and aligned with a correctly prioritized strategic plan;
- Resources will not be aligned to "a single inclusive strategic plan" as defined in the MSA (South Africa, 2000:36), and therefore expenditure will therefore be ignorantly/unwittingly misappropriated;
- For the same reasons mentioned above, opportunities to source additional revenue streams will not be exploited; and
- In short, the IDP will be dysfunctional from a strategic perspective.

➤ ***Managers with five year performance contracts in the Municipality may be forced to focus only on short and medium term outputs, therefore neglecting to ensure that those outputs are contributing to the more important long term outcomes as defined by the Municipality's long term objectives.***

The consequences here, are potentially far reaching, but are certainly worth research, as a study of its own.

➤ ***The municipal service delivery mandates are distorted by more emphasis on formal compliance, rather than the substance of such compliance. Form is seen to be more important than substance.***

The finding echoes a point made earlier, that the need to be "seen to be performing" in terms of performance contracts with short term performance targets, is easier to achieve in the short and medium term with lots of key performance indicators (KPIs) which are compliance oriented, and not output and outcomes based. Examples of such KPIs of meeting legislative deadlines for processes are the tabling of the Municipal Budget, the completion of Financial Statements, and the tabling of the Annual Report. More emphasis gets placed on the completion of these documents than their real contents.

- ***The misunderstanding and freely interchangeable use of the term “outputs” and “outcomes” in the context of strategic planning could be detrimental to the success of strategic planning and management.***

The finding has the implication of simply causing confusion in the strategic planning process. For managers involved in the process of strategizing around community needs and the prioritization thereof, there needs to be a common understanding of a basket of specific project outputs which are intended to achieve a specific outcome. If misunderstood, multiple projects could be lumped together and prioritized equally, therefore resourced equally but which project outputs are contributing to different outcomes, if any at all.

- ***Municipal policies, are not perceived as related to the IDP***

This is also a significant finding in both the context of this sub objective and in the context of this research's problem statement. This implies that Municipal policies, will not be driven by the overarching strategies of the IDP.

- ***It is quite apparent that the budgeting process itself takes preference and is seen as more important than the IDP process of short, medium, and long-term strategy.***

The implication of this trend is that the Municipality will never have a real or meaningful vision with short, medium, and long-term goals. Consequently, the Municipality will be forced to have a year-to-year budget, instead of an effective long- medium- and short-term budget. Every year a new budget is created, instead of simply having an annual review and refinement of the forecasted figures supplied in the previous years budgeting process. As reported in Chapter 3, experts in the field of corporate financial strategy confirm that financial strategy cannot be looked at in isolation of the overarching institutional strategies.

In addition to the evidence in the answers to the questionnaire and the interviews that finances is perceived as more important than strategy, the researcher has made the following personal observation:

Each year's functionally driven budget process is carried out in a fashion that entails a total rehash of the capital projects implying no real planning in the preceding year. Consequently, the bulk of the projects and initiatives indicated as "planned" in the previous years budgeting process simply disappear. The only "planned" projects or initiatives that remain are the "carry-overs", i.e. projects that have already commenced. This practice confirms the finding that strategic planning does not exist. There is only superficial planning purely for compliance purposes.

This particular finding is endorsed by leaders in the field of corporate strategy as reported in Chapter 3. It was also specifically mentioned by David Norton in an interview with *Sunday Times* reporter Barron (2002:1) – "This fixation on financials made them short-sighted. Their focus was so short-term that they weren't seeing the bigger picture. And strategy is all about the big picture".

4. CONCLUSION

The findings made in this chapter together with the corresponding implications give clear evidence to the effect that the key role-players' perceptions of the role the IDP fulfils in the Municipality's service delivery, has and will result in the IDP never fulfilling its envisaged mandate as prescribed by all the relevant legislation for Local Government.

The following chapter concludes this mini-dissertation with a summary of the previous chapters including some recommendations for the successful implementation of an IDP for the uMhlathuze Municipality and by implication for any other municipality in South Africa.

CHAPTER 6: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

1. SUMMARY

This mini-dissertation illustrated that municipalities generally, and specifically the Municipality of uMhlathuze, do not use the IDP as their primary strategic planning tool for municipal service delivery to the extent it is envisaged by the ideological and legislative framework in South Africa.

Given this perceived problem statement the research questions posed were:

- (i) What is the statutory and regulatory framework for a developmental local government?
- (ii) What are the strategic processes for the successful development and implementation of the IDP?
- (iii) With specific reference to the development and implementation of the IDP in the uMhlathuze Municipality, who are the key role-players?
- (iv) What are the key role-players' perceptions about the development and implementation of the IDP in the uMhlathuze Municipality?

To provide answers to these questions, the objectives were therefore to:

- (i) To provide an exposition of the statutory and regulatory framework of developmental local government in South Africa and to contextualize the IDP. Chapter 2 of the mini-dissertation achieves this objective.
- (ii) To determine the requirements for the strategic process within a municipality and the factors which may influence that process. This objective was accomplished in Chapter 3.

- CHAPTER 8: SUMMARY, CONCLUSIONS AND
- (iii) To describe the uMhlathuze Municipality's management structure with a view to identifying the key role-players in developing and implementing the IDP. The identification of key role-players together with a situational analysis of the IDP in the uMhlathuze Municipality was presented in Chapter 4.
 - (iv) To determine the key role-players' perceptions about the IDP as a strategic imperative in the uMhlathuze Municipality. The empirical evidence of the actual perceptions of the key role-players is provided in chapter 5 of the mini-dissertation.

The conclusions drawn from the findings in the abovementioned chapters provided the researcher with sufficient evidence to arrive at the following conclusions and recommendations.

2. CONCLUSIONS

It should be clearly evident that from the ideological and constitutional framework for government and the supporting legislation, that the Municipality has to transform itself into an organisation that ensures that the quality of life for all communities is improved in a sustainable manner.

The legislative framework put forward in the MSA and the White Paper, clearly states that the IDP is the principal strategic management tool required to transform local government in South Africa. The process to follow in accomplishing the ideological mandate is that covered by the Municipal Systems Act (38 of 2000), supported by the prescripts of the Structures Act (117 of 1998) and the Municipal Finance and Management Act (56 of 2003). More specifically, it is only through the Integrated Development Plan (IDP) as prescribed in Chapter 5 of the Municipal Systems Act that a municipality in South Africa can deliver an all-inclusive package of public services to its respective communities.

With regard to the various prescripts for the development and implementation of the IDP, it is illustrated that those prescripts are appropriately suited to the theoretically and practically accepted processes of strategic planning and strategic management.

The nature of this research is such that it fundamentally extruded evidence illustrating the relevant municipal officials' perception of the role that the Integrated Development Plan (IDP) fulfils in satisfying the ideological and legislative delivery mandate for the uMhlathuze Municipality.

Findings made from the observations in the research point to the following as the root causes of the dysfunctional IDP in the uMhlathuze Municipality from a strategic perspective:

- A lack of understanding by key role-players of the ideological and legislative framework, principally of the Municipality's developmental obligations in terms of such framework;
- A lack of understanding that, the IDP is the Municipality's strategic tool for fulfilling its delivery mandate and in this regard, not exploiting the value of strategic management; and
- The strategic leadership of the IDP needs to stem directly from the Municipal Manager.

The great value of a strategic management approach in managing the IDP will arise from:

- Ensuring economic, social and environmental analysis of the Municipality's area of influence is properly synthesized. This to ensure that all strengths, weaknesses, opportunities and threats are identified;
- Ensuring the best objectives, goals and strategies will be developed for the Municipality;
- Ensuring that functionally (departmental objectives) are driven by the Municipal objectives, goals and strategies;
- Ensuring proper implementation of strategies will be chosen and consequently ensuring that appropriate choices will be made in the

process of prioritising between an unlimited number of needs but with a limited number of resources; and

- Following this process will allow an objective monitoring and evaluation of implemented strategies, consequently ensuring the most efficient use of scarce resources.

A truly developmental Municipality which is faced with an almost infinite number of social, economic, and environmental challenges will stand a far better chance of accomplishing its desired outcomes where common focus prevails, and the principals of strategic management are applied to a strategic plan i.e. the IDP.

3. RECOMMENDATIONS

Although the research does not deal in great depth with solutions to the above shortcoming disclosed in the conclusion, it does provide by implication some guidance. In this regard, evidence produced from this research, illustrates how effective municipal service delivery, can be achieved through integrated development planning.

In accordance with the objectives of this mini-dissertation, the researcher puts forward the three key ingredients for the Municipality to succeed in South Africa. These ingredients are for the key role-players in the Municipality to:

- Have a comprehensive knowledge of the ideological and legislative mandate prescribed for Local Government in South Africa;
- Use the process of strategic management as the only management process to develop, implement, monitor and re-evaluate the IDP for the Municipality; and
- Using an over-arching strategically structured management team to develop, implement, monitor and re-evaluate the IDP.

Finally, it is perceived by the researcher that if the above-mentioned approach, is adopted by any municipality in South Africa, such approach, will go a long way in

improving both municipal service delivery and fulfilling a municipalities' developmental and service delivery mandates.

- ANON. 2008. Johannesburg IDP Revisited. Service Leadership in Local Government. 8:33, March/April.
- ATKINSON, D. 2002. A Passion to Govern: Third Generation Issues Facing Local Government in South Africa – A Think Piece in the Interests of Public Sector Debate for Local Government. Report for the Centre for Development and Enterprise. June. 84 p.
- ATKINSON, D. 2003. Post-Apartheid Local Government Reforms: Focus for the Centre for Development and Enterprise. March. 11 p.
- ATKINSON, D. 2004. Towards Reconceptualising Income-Generation Activities: How Do We Build A Supportive State? Centre for Development Support, University of the Free State. October. 42 p.
- BARRON, C. 2002. Management guru heads for SA. The Sunday Times : Business Times : Careers : 1; April. 14.
- GRUYWAGEN, P. 2004. Conference Summary. (Paper delivered at the Institute of Municipal Finance Officers Conference in Durban). September.
- GOETZEE, C.E. 2008. Economic and Business Report – Richards Bay and Uthungulu District. University of KwaZulu/Natal – Pietermaritzburg. 49 p.
- DEPARTMENT OF PROVINCIAL AND LOCAL GOVERNMENT. 2001. IDP Guide Pack. Pretoria. 56 guides.
- DEPARTMENT OF PROVINCIAL AND LOCAL GOVERNMENT. 2005. IDP News. January. 2nd ed. January. 11 p.

BIBLIOGRAPHY

ANON. 2006. Johannesburg IDP Revisited. Service Leadership in Local Government, 6:33, March/April.

ATKINSON, D. 2002. A Passion to Govern: Third Generation Issues Facing Local Government In South Africa – A Think Piece in the Interests of Public Sector Debate for Local Government. Report for the Centre for Development and Enterprise. June. 84 p.

ATKINSON, D. 2003. Post-Apartheid Local Government Reforms. Focus for the Centre for Development and Enterprise. March. 11 p.

ATKINSON, D. 2004. Towards Reconceptualising Income-Generation Activities: How Do We Build A Supportive State? Centre for Development Support, University of the Free State. October. 42 p.

BARRON, C. 2002. Management guru heads for SA. The Sunday Times : Business Times : Careers : 1, April. 14.

CRUYWAGEN, P. 2004. Conference Summary. (Paper delivered at the Institute of Municipal Finance Officers Conference in Durban). September.

COETZEE, C.E. 2006. Economic and Business Report – Richardsbay and Uthungulu District. University of KwaZulu/Natal – Pietermaritzburg. 49 p.

DEPARTMENT OF PROVINCIAL AND LOCAL GOVERNMENT. 2001. IDP Guide Pack. Pretoria. 5Guides.

DEPARTMENT OF PROVINCIAL AND LOCAL GOVERNMENT. 2005. IDP News. January. 2nd ed. January. 11 p.

DE VILLIERS, J.N. 2002. Leadership, Systems Thinking and Service Delivery: Isn't it time for some serious introspection?. Journal of the Institute of Municipal Finance Officers. 3(2):6-9, Summer.

DONALDSON, W. 2002. Driving and Enhancing a Balanced Service Delivery in Local Government. Journal of the Institute of Municipal Finance Officers. 3(1):21-22, Spring.

ETHEKWENI MUNICIPALITY. 2004. Making City Strategy Come Alive. 2nd ed. Durban : Impress. 124 p.

GOVERNMENT DIGEST. 2002. (a) Ekurhuleni's Integrated Development Plan. 22(1):6 – 13, August.

GOVERNMENT DIGEST. 2002. (b) Integrated Development Planning - High Priority and Top Management Intervention. 22(3):15-16 & 25, October.

GOVERNMENT DIGEST. 2003. (a) Integrated Development Planning. 22(11):18 – 20, June.

GOVERNMENT DIGEST. 2003. (b) Integrated Development Planning – Legal Framework Analysis. 22(8):14 – 28, March.

GOVERNMENT DIGEST. 2004. (a) Westonaria – once cash strapped now second best in Gauteng. 23(8):33 – 35, March.

GOVERNMENT DIGEST. 2004. (b) Research Reveals Reasons for Non-Delivery by Municipalities. 24(1):13-14, August.

GOVERNMENT DIGEST. 2004. (c) Emfuleni Local Municipality - Realistic Governance Will Enhance Economic Stability. 24(1):15-18, August.

GRANT, R. M. 1997 Contemporary Strategy Analysis – Concepts, Techniques, Applications. 2nd ed. Georgetown. Malden : Blackwell Publishers Inc. 452 p.

HARRISON, P. 2002. Towards Integrated Inter-Governmental Planning in South Africa: The IDP as a building block. Prepared for DDP Task Team, DPLG.

HARVARD UNIVERSITY. 2001. Infrastructure and Partnerships for Local Economic Development. Centre of Urban Development Studies. (Paper delivered at a conference in Durban from 19 to 23 August 2002). August. 6 p.

INTERNATIONAL REPUBLICAN INSTITUTE (IRI) & NATIONAL BUSINESS INITIATIVE (NBI). 1998. The Local Authority's Role in Economic Development. Durban : Artworks. 78 p.

JOHANNESBURG MUNICIPALITY. 2001. Johannesburg an African City in Change. 1st ed. Cape Town: Zebra. 221 p.

JONI, S. 2005. Conversations that shape strategy. Sunday Times: Business Times: Careers :4, June, 26 p.

KUMAR, K. 2004. Presentation by the Chief Financial Officer of the eThekweni Municipality – Empowering the Financial Manager of Tomorrow. Institute of Municipal Finance Officers Conference. October.

LEEDY , P. D. and ORMROD, J. E. 2001. Practical Research – Planning and Design. 7th ed. Ohio : Merrill Prentice Hall. 311 p.

LEIBRANDT, J. 2001. New Integrated Development Planning (IDP) Process. (Paper Delivered at the Institute of Municipal Finance Officers Conference in September 2001) Durban. 15 p (unpublished).

LEIBRANDT, J. 2002. Integrated Development Planning – An update. Journal of the Institute of Municipal Finance Officers, 2(3):12-14, March.

LOCAL GOVERNMENT SECTOR SUMMIT. 2004. Sustainable, Democratic Local Government through Quality Job and Affordable Services. (Position Papers by IMATU, SALGA & SAMWU at Summit in Johannesburg). September. 106 p.

MANNING, T. 2002. Discovering the essence of leadership. Cape Town : Zebra Press. 103 p.

MORGENROOD, P. 2002. Municipal Economic Development : The Microeconomic Dimension. Government Digest, 22(3):8 – 10, October.

MORGENROOD, P. 2004. Municipal Strategising: Some Crucial Aspects. Government Digest, 23(7):2 – 3, February.

NATIONAL TREASURY. 2004. Framework and templates for provincial departments for the preparation of Strategic and Performance Plans for 2005-2010, and Annual Performance Plans for the 2005 financial year. August. 83 p.

NEL, H.J. 2001. A Project Management Approach to the Implementation of Development Programmes Within the Local Government Sphere: An Empirical Analysis. Journal of the School for Public Administration and Management of the University of Port Elizabeth, 18(5):605-624, December.

NETER, J., WASSERMAN, W. & WHITMORE, G.A. 1982. Applied Statistics. 2nd ed. Boston : Allyn and Bacon. 773 p.

NZIMANDE, B. 2002. Development is the prize for refocused SACP. Sunday Tribune: Perspectives : 4, August.

PATEL, Z. 2000. Rethinking Sustainable Development in Post-Apartheid Reconstruction of South African Cities. Journal of the University of Cambridge, 5(4):383-399, 2000.

PYCROFT, C. 1998. Integrated Development Planning or Strategic Analysis? Municipal Development during the Local Government Transition and beyond. Journal of the Liverpool Institute of Public Administration and Management, 15(2):151-163, Winter.

REPUBLIC OF SOUTH AFRICA (RSA). 1993. Local Government Transition Act (Act 209 of 1993). Pretoria: Government Printer.

REPUBLIC OF SOUTH AFRICA (RSA). 1995. Development Facilitation Act (Act 67 of 1995). Pretoria: Government Printer.

REPUBLIC OF SOUTH AFRICA (RSA). 1996. Constitution of the Republic of South Africa (Act 108 of 1996). Pretoria: Government Printer.

REPUBLIC OF SOUTH AFRICA (RSA). 1996. Local Government Transition Act (Act 97 of 1996 as amended). Pretoria: Government Printer.

REPUBLIC OF SOUTH AFRICA (RSA). 1998. The White Paper on Transforming Public Service Delivery (Batho Pele White Paper). Government (Notice 18340 of 1997). Pretoria: Government Printer.

REPUBLIC OF SOUTH AFRICA (RSA). 1998. The White Paper on Local Government (Notice 423 of 1998). Pretoria: Government Printer.

REPUBLIC OF SOUTH AFRICA (RSA). 1998. Local Government Municipal Structures Act (Act 117 of 1998). Pretoria: Government Printer.

REPUBLIC OF SOUTH AFRICA (RSA). 2000. Local Government Municipal Systems Act (Act 32 of 2000). Cape Town: Government Printer.

REPUBLIC OF SOUTH AFRICA (RSA). 2003. Municipal Finance and Management Act (Act 56 of 2003). Pretoria: Government Printer.

REPUBLIC OF SOUTH AFRICA (RSA). 2004. Delays and exemptions to provisions of the Municipal Finance and Management Act (Act 56 of 2003) in terms of capacity classification. Government Gazette, 26511 : 773, July. 1.

SCHUTTE, N. E. 2003. Development of a Strategic Management Model for the South African Police Service (Free State Province). Potchefstroom : PU for CHE. (Dissertation – M.P.G).

SCHWELLA, E. 2001. New Models for Service Delivery in Local Government. Journal of the Institute of Municipal Finance Officers, 1(3):9-10, March/April.

SEGAL-HORN, S. 2004. The Strategy Reader. 2nd ed. Malden : Blackwell. Parts 1, 2 and 4. 505 p.

SEGAL-HORN, S. & BOOJIHAWON, D. K. 2004 Strategy. Study Units for the Open University Business School. Milton Keynes:Open University. Study Units 1 and 2. 42 p.

SOUTH AFRICAN LOCAL GOVERNMENT RESEARCH CENTRE. 2004. South African Local Briefing. Cape Town. August. 47 p.

SOUTH AFRICAN LOCAL GOVERNMENT RESEARCH CENTRE. 2005. South African Local Briefing. Cape Town. March. 52 p.

SOUTH AFRICAN LOCAL GOVERNMENT RESEARCH CENTRE. 2005. South African Local Briefing. Cape Town. November. 40 p.

SOUTH AFRICAN PORTFOLIO ON PROVINCIAL AND LOCAL GOVERNMENT–NATIONAL ASSEMBLY. 2003. Report on Study Tour of Municipalities. April. 63 p.

STATISTICS SOUTH AFRICA. 2001. Municipal Population Statistics. <http://www.statssa.gov.za/publications/populationstats.asp>

THOMPSON, JR. A. A. & STRICKLAND, III. A. J. 1996. Strategic Management : Concepts & Cases. 9th ed. Chicago : Irwin. Chapters 1 and 2. 1023 p.

URBAN-ECON. 2002. A Window on the Economy of the uMhlathuze Municipality. (Survey done for the Municipality) Richardsbay. October, 44 p.

uMHLATHUZE MUNICIPALITY. 2005. uMhlathuze Municipality IDP Review 2005/2006 : Development Strategies and Implementation. Richardsbay. 72 p, January.

VAN DER WALDT, G and DU TOIT, D.F.P. 1999. Managing for excellence in the public sector. 2nd ed. Cape Town : Juta. 474 p.

VAN DER WALDT, G. and KNIPE, A. 1998. Project Management for Strategic Change and Upliftment. International Thompson Publishing Southern Africa.

VAN WYK, W.J. 2002. Public Management. Potchefstroom : PU for CHE. 72 p. (Study Guide for MPGA 816.)

WARD, K. 1993. Corporate Financial Strategy. Oxford : Butterworth-Heinemann. Chapter 1: 23. 287 p.

APPENDIX 1: QUESTIONNAIRE

Covering Letter

PO Box 102925

MEERENSEE

3901

OFFICIAL :

Sir/Madam

DISSERTATION FOR MASTERS IN PUBLIC GOVERNANCE

I am presently attempting the completion of my masters, which includes the completion of a dissertation.

It is in this regard that I seek your assistance.

The proposal I am busy with centres around a few specific challenges facing the successful implementation of the Integrated Development Plan, with a case study of those Challenges facing the City of uMhlathuze specifically.

Attached is a questionnaire, which I request you to complete as objectively as possible. However, the special request pertains to the manner in which you complete the questionnaire and that is:

- ☐ Please complete the questionnaire alone with no assistance from your fellow Colleagues/ Councillors.
- ☐ It is absolutely crucial that you answer the questions in the context of how practices are actually taking place and not how you think they

should be done. However, under most of the questions your personal opinion, observation or suggestions can be given.

- The questions require you to apply your mind constructively, so please bear with me.

I am acutely aware how busy you are and regret to burden you with more work, hence in this light your co-operation and assistance is absolutely appreciated.

Obviously I am working within a certain time-frame, therefore, I would appreciate your reply on or before the 17th of September 2005.

To avoid the handicap of possible delays through using the internal or external mailing system, I will rather fetch the questionnaire from you when completed. Please let me know accordingly.

The final product of this dissertation will not be for public consumption (except for the respective university assessors), hence if you feel any of the information you supply is potentially sensitive, you can be assured, it will be kept confidential.

Yours appreciably

HILTON RENALD

CASE STUDY QUESTIONNAIRE ON ASPECTS OF THE INTEGRATED DEVELOPMENT PLAN

-CITY OF uMHLATHUZE-

[Where a "Yes" or a "No" box is shown, please tick (✓) in the box of your choice]

Q1. In you own words – what is your understanding of the IDP?
(Point form would be preferable)

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

Q2. Outside of specific projects (Capital and Operationally financed) do you think there is a link between the Integrated Development Plan and the day-to-day administration and management of the municipality's operations?

NO	YES
----	-----

If your answer is "Yes", in order of ranking, approximately how much time is linked to IDP related activities?

100%		80%		60%		40%		20%	
------	--	-----	--	-----	--	-----	--	-----	--

Observations if you wish?

(Where a "Yes" or a "No" box is shown, please tick (✓) in the box of your choice)

Q1. In your own words – what is your understanding of the IDP?

- Q3.** With regard your specific projects, which could be either on the Capital or Operational budget, in order of ranking, approximately how closely are they related to an identified and recorded specific strategy of the IDP?
(Please take note that specific strategy must not be confused with one of the five key objectives of the current IDP. A specific strategy can be a result thereof but not the objective itself).

100%		80%		60%		40%		20%	
------	--	-----	--	-----	--	-----	--	-----	--

Observations if you wish?

Q2. Outside of specific projects (Capital and Operationally financed) do you think there is a link between the Integrated Development Plan and the day-to-day administration and management of the municipality's operations?

YES NO

- Q4.** In your opinion what department/ departments are currently key in developing the strategies to achieve the needs identified in the current IDP?

100%	80%	60%	40%	20%
------	-----	-----	-----	-----

Observations if you wish?

.....

.....

.....

.....

.....

.....

.....

Q5. With regard Q4 above, do you believe there could be an improved method or manner in developing appropriate strategies for the IDP?

NO	YES
----	-----

If your answer is “Yes”, please explain how?

.....

.....

.....

.....

.....

.....

Q6. With regard the development and implementation of the integrated development plan and in local governance in general, was there change required in municipal management approach or style from the beginning of the transitional period up to now? In order of ranking to what extent?

100%		80%		60%		40%		20%	
------	--	-----	--	-----	--	-----	--	-----	--

Please motivate your choice here:

.....

.....

.....

.....

.....

.....

Q7. If your choice above is above 40%, what would you say the key element/ characteristic of that change was?

.....

.....

.....

.....

Q8. Specifically in our situation, to what extent is our municipal management suitably capacitated to develop and implement the IDP strategies? Please rank with reference to the following aspects:

(1=excellent, 2=Good, 3=Satisfactory, 4=Poor, 5=Very Poor)

- 8.1 Leadership
- 8.2 Knowledge
- 8.3 Departmentally Focussed
- 8.4 Politically Sensitive
- 8.5 Community Sensitive/Participative
- 8.6 Organogram Structure

Your Department	Munic. As a Whole

Q9. Specifically in our situation, to what extent do you believe the development of and implementation of IDP strategies is supported by the following aspects? Please rank accordingly:

(1=excellent, 2=Good, 3=Satisfactory, 4=Poor, 5=Very Poor)

- 9.1 Training
- 9.2 Appropriate Legislation
- 9.3 Support from Provincial Government
- 9.4 Support from National Government
- 9.5 Support from our local Council

Your Department	Munic. As a Whole

Q10. List no more than five challenges (if any) for the successful development and implementation of the IDP strategies, which you believe to be the most important.

- 1.....
- 2.....
- 3.....
- 4.....
- 5.....

Q11. There are obviously many styles of management that exist within our municipality, which one would you say would be the most important for the successful development and implementation of the IDP?

.....

.....

.....

.....

.....

.....

Q12. In your own opinion, from where do you believe the concept of the IDP originates?

.....

.....

Q13. What do you believe the five most important advantages of the development and implementation of IDP strategies to be?

- 1.....
- 2.....
- 3.....
- 4.....
- 5.....

Q14. Within the Integrated Development Plan, to what extent should the following be included? Rank the following:

(1=100% inclusion, 2=80% inclusion, 3=60% inclusion, 4=40% inclusion, 5=20% inclusion, 0=zero inclusion):

- 14.1 The Capital Budget
- 14.2 The Operating Budget

If you wish to qualify any of the above, please feel free to do so below.

.....

.....

.....

.....

Q15. For the purposes of achieving the best service delivery what do you believe to be the correct order of these seven processes?

Policies, Budget, Strategies, Procedures, Plans, Service Delivery, Objectives

ANSWER:

.....

NO	YES
----	-----

.....

.....

.....

.....

117

- 17.1 Equity Plan _____
- 17.2 Water Services Development Plan _____
- 17.3 Rural Road Framework Plan _____
- 17.4 Information Technology Systems Plan _____
- 17.5 Budget Process Plan _____
- 17.6 Tariff Policy _____
- 17.7 Credit Control Policy _____
- 17.8 Departmental Objectives _____
- 17.9 Skills Development Plan _____

Comments if you wish?

.....

.....

.....

.....

.....

.....

.....

Q18. As we are all aware in the local government environment there is an unlimited number of needs to be addressed with a very limited number of resources. In this light, in what order of importance would you rank the following three factors?

(0= All of equal importance, 1= Most Important, 2= Middle, 3=Least of the Three)

- * FINANCE
- * PRIORITISATION
- * STRATEGY

**THANK YOU VERY MUCH FOR TAKING YOUR
TIME TO COMPLETE THIS QUESTIONNAIRE.**

HD RENALD

APPENDIX 2: QUESTION, OBJECTIVE, ANSWERS AND SCORING TO QUESTIONNAIRE

The answers to the questions asked are derived from all the source documentation relevant to this mini-dissertation, most of which has been referred to in the first four chapters.

This appendix provides the essence of each question, the rationale behind the question, the answer to the question and the result.

The findings are reported in appendix 3, where such findings are made in the context of a sub mini-dissertation objective.

Questions 1:

What is the key role-players understanding of the IDP.

Answer:

The question is intended to extrude managements understanding of IDP. This will assist in formulating the overall perception the key role-players have of the IDP concept.

The list of issues addressed below is not exhaustive however respondents should make reference directly or indirectly to at least four of these points.

- 1) L.G.T.A., White Paper on L.G., Chap. 5 of Systems Act, **Pato Pele Principles, The South African Constitution;
- 2) Co-operative local government;
- 3) Developmental local government;
- 4) Strategic road map for Municipality/Driver of all activities;
- 5) Strategic Management/Planning;
- 6) Project Management;
- 7) All inclusive common vision;

- 8) Delivery measures through performance;
- 9) Dynamic instrument;
- 10) Prioritisation;
- 11) Back logs in service delivery;
- 12) IDP is the budget driver;
- 13) Sustainable Development;
- 14) Improve quality of life for all; and
- 15) Reporting back to the community/stakeholders.

**** Pato Pele Principles** are public service delivery standards set by the National Government's Department of Public Service and Administration in a White Paper on Transforming Public Service Delivery, to be applied by all public sector institutions as reported in the scope of the White Paper (1998:14). These principles are :

- Consultation - regularly consult with customers;
 - Service standards - set and communicate service standards;
 - Access - increase access to services;
 - Courtesy - ensure higher levels of courtesy;
 - Information - provide more and better information about services;
 - Openness and transparency - increase openness and transparency about services;
 - Redress - remedy failures and mistakes;
 - Value for money - give the best possible value for money
- (South Africa 1998:15).

POINTS: 88(4x22) ACTUAL RESULT: 69 PERCENTAGE: 78%

Question 2:

Are day to day operations linked to IDP in the Municipality and to what extent?

Answer:

The researcher's observation is that the day to day activities of the City of uMhlathuze are not in line with the strategies of the IDP. Proof of this fact is verified by the answers to questions 14 and 17 of the questionnaire and to answers to question 13 of the interviews. The objective is therefore to see to what extent this situation is acknowledged.

Two points were given here, one for acknowledging that there is a link - "Yes", and the second for acknowledging that such link is minimal in the uMhlathuze Municipality's.

POINTS: 44(2x22) ACTUAL RESULT: 24 PERCENTAGE: 55%

Question 3:

What percentage of projects are linked to specific IDP strategies?

Answer:

The objective here is again to test the key role-players understanding of the uMhlathuze Municipality's IDP strategies and to see if there is any acknowledgement of the lack of alignment between strategies and budget.

In terms of the MSA should all be 100% linked (Refer Chapter 2). Analysis by researcher indicates no more than 40% are linked to specific strategies in uMhlathuze.

POINTS: 22(1x22) ACTUAL RESULT: 6 PERCENTAGE: 27%

Question 4:

Which are the key Departments currently involved in developing the IDP?

Answer:

Researcher's perception is that the IDP is almost 100% functionally driven excluding support departments. This perception is supported by the conclusions in chapter 4.

Objective is to test whether the key role players confirm the latter fact. Whether they acknowledge a flaw or not, is not relevant in this question. The next question tests whether any improvement are required if a flaw is acknowledged.

POINTS: 44(2x22) ACTUAL RESULT: 23 PERCENTAGE: 52%

Question 5:

In current situation should there be a better method of developing IDP strategies?

Answer:

Coupled with question 4 & 16 which attempt to extrude management's perception of the current organigram and opinion of possible alternatives. This question attempts to determine if the current methodology in developing the IDP strategies is perceived to be acceptable and if not what improvements could be made.

In terms of legislative framework all departments should be involved in developing and implementing the IDP. The departments or functional areas could contribute to the strategic planning process vide a strategic representative on a IDP Steering Committee. Chapters 2 and 3 validate the latter.

Two points were given for a "yes" answer with another two points for any aspect related to the IDP process. A few of the sought after answers are listed below:

- 1) Yes
- 2) Greater community input. Ward Committees, public meetings, opportunities for individual input – currently poorly attended.
- 3) Greater departmental input, departmental strategising should be aligned to Municipal objectives and goals.

- 4) Greater senior management & Executive Council strategizing. (Besides the 2001 SWOT analysis no further strategic sessions have been held in the Municipality).
- 5) Developmental form of local government needs to become institutional culture.
- 6) Prioritization of unlimited needs will require prioritization of goals.
- 7) Change/transformation required in structure and leadership. At a minimum, the driver of IDP Steering Committee needs to be Municipal Manager.

POINTS: 88(4x22) ACTUAL RESULT: 40 PERCENTAGE: 45%

Question 6:

Was there a change in management approach required with the new dispensation?

Answer:

Although this question is subjective, with regard to what extent there was a paradigm shift in management approach required, and with reasons for that change being almost infinite. The objective of the question is to illustrate to the reader on the one hand the researcher is not dealing with a Municipality that is totally "blind"/ignorant to change, but on the other hand it is the extent and form of such change/transformation as perceived by key role-players and the reasons therefore, that is sought by the researcher.

Given the extent of the change required in terms of the Constitution and the corresponding legislation, one mark was awarded for answers indicating change from 40% to 100%. Answers illustrating the extent of change to below 20% would obviously not be accepted. (It is the researcher's perception that the transformation required is

between 80% & 100%). Another mark would be given for the elicited motivation if related to the new legislative reforms.

- 1) Addressing needs of a wider community than in the previous dispensation.
- 2) More community needs driven than management driven.
- 3) Strategy to be less functionally focussed but to be more directed to a broader scene i.e. "look at the bigger picture"
- 4) Addressing backlogs in service delivery due to discriminatory practices of the past required a greater emphasis on redistribution of delivery towards the poorer areas without simultaneously lowering the standards of best practice.
- 5) There should be evidence of a more strategic form of management including a participative style. There is certainly a trend moving away from autocratic styles of management.
- 6) More emphasis on a developmental form of Local Government.
- 7) Careful attention given to the social and environmental returns on investment, than simply the conventional emphasis given to the economic returns. For example – Municipality's effort to attract national and international investors, with superficial regard given to investors impact on the social and the natural environment, is not a *developmental* practice.
- 8) Careful consideration given to the long term sustainability of projects.

POINTS: 44(2x22) ACTUAL RESULT: 31 PERCENTAGE: 70%

Question 7:

Motivate, question (6) by highlighting most important characteristics.

Answer:

The objective here was to extrude with more certainty the fact that although there is a perception amongst the majority of the key role-players that change/transformation is required, they cannot characterise/define it, hence do not understand the reason for transformation.

Three marks were awarded for at least 3 points repeated from or added to the motivation provided in question 6 above.

POINTS: 66(3x22)

ACTUAL RESULT: 24

PERCENTAGE: 36%

Question 8:

Does uMhlathuze have the right management capacity?

Answer:

The objective here was to provide the reader with some evidence of key role players perception of their own management capacity.

No scoring is given here as the answers are essentially an individual's opinion, although an analysis of the answers is made in appendix 3. Twenty one officials answer the question.

Result

In respect of their own department first and the Municipality as a whole:

- 1) 67% thought they have good capacity but 48% thought that the Municipality as a whole has good capacity.

- 2) 29% thought their capacity is satisfactory and 29% thought that the Municipality as a whole has satisfactory capacity.
- 3) 4% thought that their departments have poor capacity and 23% that, the rest of the Municipality had poor capacity. "We are good but they are weak" is a typical scenario that evolves in a traditional "silo" structure.

Question 9:

Does the IDP receive adequate support?

Answer:

It is the researcher's perception that support in terms of legislation, guidelines, Provincial and National circulars and workshops for the IDP are good. Proof hereof is provided in chapters 2, 3 and 4.

Although the answer to this question is subject to opinion, the objective here is to illustrate that, if an official gave any low rating (4 or 5) on average between the five aspects supplied, it would indicate that the official is not in touch with developments in this environment of "development and implementation of the IDP". The answer would provide an indication of a lack of acknowledgement and consequential lack of commitment to the new reforms for municipal service delivery.

The view on departmental support and municipal support from both internal and external sources was much the same therefore an overall analysis is given and not split between the perceived support for the Department and that for the Municipality as a whole.

Result:

35% of officials believe that the support is good, 25% believe that support is satisfactory and 40% believe support to be poor.

Question 10:

“List no more than five challenges (if any) for the successful development and implementation of the IDP strategies, which you believe to be the most important”.

Answer:

The wording in this question needs qualification. “List more than five challenges (if any).....”

The researcher purposely worded the question as such, instead of saying “list five challenges”, because the list in reality is almost infinite. It should be extremely easy for any experienced management official to mention five challenges unless the mindset is such that little attention is paid to the IDP process and unless key role-players do not attend the IDP forums to which they are invited. They may only mention one or two points here, but ideally, one would expect respondents to list at least five points here.

At least five challenges should be listed, a point for each would be given.

The following is a list which is not exhaustive:

- Sustainability;
- Institutional capacity;
- Common vision within the institution;
- Marketing of the common vision;
- Synergy that needs to be exploited by teamwork;
- Prioritization;
- Many unfunded mandates arising directly or indirectly from National and Provincial Governments interventions and legislation;
- Obtaining skilled, efficient and cost effective service providers; and
- Equity in the redistribution of service delivery;

POINTS: 110(5x22) ACTUAL RESULT: 84 PERCENTAGE:76%

Question 11:

What would you say is the preferable style of management for the successful implementation of the IDP?

Answer:

The objective here is to test respondents whether the IDP can be developed and implemented with a strategic management approach. It is the researchers perception supported by the analysis made in chapter 3 that strategic management is by default the only management style appropriate for strategic planning.

A point would have been given to any inferences towards strategy, strategic planning and strategic management.

POINTS: 22(1x22) ACTUAL RESULT: 1 PERCENTAGE: 5%

Question 12:

Where does the concept of the IDP originate?

Answer:

The objective of this question is similar to question one, where key role-players knowledge of the IDP is sought.

One point would be given to any reference made to the National Government, Reconstruction and Development Program, Local Government Transitional Act, the Constitution, the White Paper for Local Government, the Municipal System Act and the Municipal Structures Act.

POINTS: 22(1x22) ACTUAL RESULT:14 PERCENTAGE: 64%

Question 13:

List advantages of development and implementation of an IDP?

Answer:

Here again the question tests the key role-players conceptual understanding of what the IDP is meant to achieve. If a respondent does not understand the concept it is unlikely that they will define many advantages.

The list of advantages is infinite. A point for each was be given. The following are a few:-

- Synergy (getting rid of the “silo” effect that has evolved within municipalities.);
- Strategic;
- Targeting community needs;
- Transparent strategies;
- Short, medium and long term road map for the municipality;
- Sustainability;
- All inclusive management terms of reference;
- Common vision;
- Democratic; and
- Addressing the Pato Pele Principles.

POINTS: 110(5x22) ACTUAL RESULT: 68 PERCENTAGE: 62%

Question 14:

To what extent must capital and operating expenditure be influenced by the IDP?

Answer:

The objective here is considerably important in the context of this mini-dissertations problem statement. Do the key role players perceive the IDP as having an overarching influence on all aspects of the budget.

In terms of both ideology and legislation both capital and operating should be one hundred percent influenced.

The researcher allocated two points here and zero points for any deviation here from.

POINTS: 44(2x22) ACTUAL RESULT: 16 PERCENTAGE: 36%

Question 15:

What is the correct order of the following processes in municipal service delivery:

Policies, Budget, Strategies, Procedures, Plans, Service Delivery, Objectives

Answer:

Although there is an element of subjectivity in the question, the key principle of, Objective before Strategy before Budget before Service Delivery, are not debatable in terms of theory on strategic management and the South African legislation relevant to the implementation of the IDP (Both addressed in chapters 2 & 3 of this mini-dissertation).

The objective here is to test key role players perception of the basic strategic management processes.

The researcher's solution to the order of process here is as follows:

Objective to Strategies to Policies to Plan to Budget to Procedure to Service Delivery.

The only area of debate here is that Strategy, Policies and Plans could be interchangeable, depending on interpretation. Four points were allocated to at least

have the following order correct. Objective to [Strategies, Plan, Policies] to Budget to Service Delivery.

POINTS: 88(4x22) ACTUAL RESULT: 33 PERCENTAGE: 38%

Question 16:

Is the uMhlathuze Municipality Departmental structure (Organigram) suited to the successful implementation of the IDP?

Answer:

The objective here is to extrude whether the key role-players perceive there is a need to have strategy driven by the leadership of the Municipality including dedicated representatives from all functional areas, i.e IDP Steering Committee.

Given that there is no theoretical evidence supporting any one particular model, model of which has been tried and tested within a South African context, there is no specific answer given here. At least reference to the guidelines supplied in the IDP Guide Packs by the Department of Provincial and Local Government and the conceptual acknowledgement of strategy been driven from the CEO (Municipal Managers office) should be given.

However based on this mini-dissertations research, it is evident that current practice in the uMhlathuze Municipality needs review. Inputs given per event to the Integrated Development Plan cannot be done on a unilateral basis (IDP consultant) or on a functional/departmental basis. Inputs needs to be supplied by key role-players both in the collective and strategically aligned with the Municipal goals and strategies.

POINTS: 22(1x22) ACTUAL RESULT: 8 PERCENTAGE: 36%

Question 17:

To what extent should policies and plans of the Municipality be related to the IDP?

Answer:

This question is a further attempt to extrude managements understanding/perception of the role policies and day to day management and administration plays, in the application of the IDP.

The answer to all these policies and plans is that they should be fully related to the respective strategies of the IDP. This is prescribed in section 26 of the Municipal Systems Act (38 of 2000). An analysis of this section of the MSA is done in Chapter 2.

POINTS: 22(1x22) ACTUAL RESULT: 5 PERCENTAGE: 23%

Question 18:

In the administration of the Municipality with an unlimited number of needs but a limited number of resources, how would the following rank in order of importance:

- FINANCE;
- PRIORITISATION; and
- STRATEGY.

Answer:

This question is a further attempt to illicit managements understanding of the importance of strategy compared to finance.

The exact positioning of "Finance" and "Prioritisation" is obviously debatable depending on interpretation within a specific context or situation. However, there is no debate that both the latter whatever there positioning must follow "Strategy".

One point was given if strategy was placed first. (refer conclusions in chapter 3)

POINTS: 22(1x22) ACTUAL RESULT: 6 PERCENTAGE: 27%

OVERALL RESULT

Question:	1	-	78%
	2		55%
	3		27%
	4		52%
	5		45%
	6		70%
	7		36%
	8	-	
	9	-	
	10		76%
	11		5%
	12		64%
	13		62%
	14		36%
	15		38%
	16		36%
	17		23%
	18		27%

$$730 \div 16 = 46\%$$

The results pertaining specifically to the researcher's mini-dissertation sub objectives are:

- Sub mini-dissertation objective 1 – Key role-players perceptions the ideological and legislative delivery mandate of the IDP:- Questions 1,2,3,6,7,10,12,13,14 and 17 is $(78 + 55 + 27 + 70 + 36 + 76 + 64 + 62 + 36 + 23) \div 10$ equals 53%.

- Sub mini-dissertation objective 2 – Key role-players perceptions of the roles and responsibilities of the relevant role-players for developing and implementing the IDP:- Questions 4,5,16,17 is $(52 + 45 + 36 + 23) \div 4$ equals 39%.
- Sub mini-dissertation objective 3 - Officials understanding the importance of strategic planning as an aspect of the IDP:- Questions 1,2,3,6,7,11,14,15,18 is $(78 + 55 + 27 + 70 + 36 + 5 + 36 + 38 + 27) \div 9$ equals 41%.

OVERALL RESULT

3	27%
4	52%
5	45%
6	70%
7	38%
8	-
9	-
10	78%
11	5%
12	64%
13	82%
14	38%
15	38%
16	38%
17	23%
18	27%

$$730 + 18 = 48\%$$

The results pertaining specifically to the researcher's mini-dissertation sub objectives are:

- Sub mini-dissertation objective 1 – Key role-players perceptions the ideological and legislative delivery mandate of the IDP:- Questions 1,2,3,6,7,10,12,13,14 and 17 is $(78 + 55 + 27 + 70 + 36 + 5 + 36 + 38 + 27) \div 9$ equals 41%.

APPENDIX 3: ANALYSIS OF ANSWERS IN CONTEXT OF OBJECTIVES

The following is an analysis of the scoring and comments quoted from the respective questions pertinent to a specific sub mini-dissertation objective. Questions are repeated where applicable with the with the researcher's finding thereon. Source reference to each quote made is done according to the respondents completed questionnaire marked with a number i.e. author is referred to by number.

Sub Mini-Dissertation Objective 1: To determine the key role-players perception of the origins and purpose of the legislative and ideological framework for the IDP

Question 1:

"In your own words – what is your understanding of the IDP?

(Point form would be preferable)"

Finding

There is almost an infinite number of answers pertaining to local government as a whole which could be construed as IDP related, hence the scoring had to be lenient here. The average mark was 78%. In addition, in the context of the new local government mandate as reported in chapter two, there are arguably more pertinent answers to this question which were addressed by most of the respondents, with answers such as: *public participation; community needs and prioritisation*. There were a few answers predictably absent, such as: developmental; legislation; Municipal Systems Act and all encompassing strategic plan.

The researcher was satisfied with this response as it at least gives the comfort to know that the perceptions sought were not being extracted from a pool of totally ignorant officials. In the context of the mini-dissertations problem statement the following analysis of questions in the questionnaire illustrates how in practice the same officials apply the IDP in the Municipality.

The following is an analysis of some of the common answers for this question:

- “The Integrated Development Plan serves as a guideline...” (Respondent 13, 2005:2); and
- “The information is condensed into a guideline document that provides order...,” (Respondent 15, 2005:2.)

This perception of the IDP would imply that actual service delivery is driven by other plans, which is only fine as long as such plans refer specifically to an IDP strategy achieving the expected outputs and outcomes documented in the IDP.

- “The Integrated Development Plan is a new name for the old five year development programme” (Respondent 3, 2005:2.)

The above would imply that the IDP is used fundamentally as a spatial development plan. What about the myriad of other delivery obligations of the Integrated Development plan as illustrated in the legislative framework pointed out in Chapters 2 and 3?

The following two answers are the complete response from a respondent who's second answer makes reference to a commonly repeated statement that the IDP is only in place to address infrastructure backlogs:

- “It is an overall plan of how the municipal infrastructure will be developed, so as to enable the required services to be delivered to its inhabitants in a sustainable and acceptable manner”
- “To fulfil the service back log that exists in the out lying areas of the former under privileged areas and to give the City a vision into the future” (Respondent 5, 2005:2.)

Quite obviously this is not the sole intention of the IDP as reported in chapters 2, 3 and 4.

Question 2

“Outside of specific projects (Capital and Operationally financed) do you think there is a link between the Integrated Development Plan and the day-to-day administration and management of the municipality’s operations?”

	100%		80%		60%		40%		20%		
					NO	YES					

If your answer is “Yes”, in order of ranking, approximately how much time is linked to IDP related activities?

100%		80%		60%		40%		20%	
------	--	-----	--	-----	--	-----	--	-----	--

Observations if you wish?”

Finding

There was an average of 55% obtained by all the respondents here.

Of the 21 answers, only three officials correctly acknowledge the lack of focus in the day to day activities towards the IDP in uMhlathuze.

From one official who made the correct observation: “There are probably links whose existence with a bit of searching – could be established between certain activities and lines of text in the IDP” (Respondent 9, 2005:2.)

The researcher thought it appropriate to illustrate that, although in a minority, there are other key role-players who also have a similar perception of the problem statement for this mini-dissertation as does the researcher. Therefore appropriate to divulge this fact.

Question 3

"With regard your specific projects, which could be either on the Capital or Operational budget, in order of ranking, approximately how closely are they related to an identified and recorded specific strategy of the IDP?"

(Please take note that specific strategy must not be confused with one of the five key objectives of the current IDP. A specific strategy can be a result thereof but not the objective itself).

100%		80%		60%		40%		20%	
------	--	-----	--	-----	--	-----	--	-----	--

Observations if you wish?"

Finding

In chapter 4 dealing with the Situational Analysis reference was made to the format and detail (or lack thereof) of the strategic planning element/aspect of the Municipalities IDP. As a financial manager directly responsible for the creation of the budgets for the uMhlathuze Municipality, the researcher can factually state that the Operating budget makes no reference to specific strategies(goals) of the IDP and the Capital budget items(projects) only makes reference to the Development Objectives. The latter despite an input document provided per project/asset to each department during the budget preparation process, document of which makes provision for departments to align their request to a specific strategy.

However although the Capital budget does make broad reference to the IDP in terms of its development objectives, there is still no direct link to a specifically targeted output and consequential contributions to a specifically targeted outcome.

Therefore, a strict answer for question (3) should be zero percent, and/or under comments from the respondents, this anomaly/weakness, as alluded to by the researcher, should be made by the respondents.

Due to the fact that by pure default there are budget initiatives that do contribute to the Municipalities Mission Statement via the reference to the development objectives, the researcher only gave a mark for either a very low ranking percentage given in the answer (40% or less) or a mark given if the respondent acknowledged this short coming.

Only six (29%) of the respondents got this question correct, even though the researcher made specific reference to the words "specific strategy" and further elaborated thereon in brackets.

In the context of the mini-dissertation objective 1, the finding is made that the officials do not understand the legislative mandate reported on in Chapter 2 of the mini-dissertation.

Question 6:

"With regard the development and implementation of the integrated development plan and in local governance in general, was there change required in municipal management approach or style from the beginning of the transitional period up to now? In order of ranking to what extent?"

100%		80%		60%		40%		20%	
------	--	-----	--	-----	--	-----	--	-----	--

Please motivate your choice here:"

Finding

As mentioned in the Appendix 2, the extent of transformation required and the definition thereof is subject to opinion. However the fact that change was required by the new legislative and ideological reforms, there is no doubt.

Ninety five percent (20 out of 21) said that change was required. According to the respondents change was ranked from 20% to 100%, indicative of a fact that researcher

is not dealing with a sample of key role-players in a Municipality that are totally “blind” to that fact that change/transformation is required.

Some of the typical comments are:

- “More horizontal communication in the form of team work as opposed to the “chain of command”, “closed down” approach.” (Respondent 2, 2005:4);
- “Problems (under development) outside Municipal area and small issues were addressed with ease. A mind shift had to take place to know that the big challenges are now at one door”(Respondent 11, 2005:4.);
- “Local government had to adapt their approaches of the past to incorporate other groups, to level the playing fields.” (Respondent 20, 2005:4.) ; and
- “Local governance in the past was based on subjective decisions – with the participative method of governance, the needs of the community are addressed and not needs which are perceived to be of importance” (Respondent 6, 2005:4.)

Seventy three percent of the comments on question 6 were in the above tone. The real problem or challenge is illustrated in the analysis of the further questions and the interview, although there is an apparent acknowledgement that some form of change is required, but did that “mental shift” and actual transformation, change in practice?

Although the majority answered this question positively, the following, although in minority, are some of the comments to the contrary:

- “Business as usual to a large extent. (We were not far off the mark!)” (Respondent 22, 2005:4.);

- “Capital expenditure is not considered from a return on investment any longer but now service focused” (Respondent 5, 2005:4.); and
- “Not sure. I suppose so” (Respondent 12, 2005:4.)

In the context of the dissertations problem statement two of the comments given are perceived by the researcher as totally correct, therefore supporting the theoretical statement:

- “Change required does not mean change achieved or even change understood.....” (Respondent 9, 2005:4.); and
- “The IDP was implemented for compliance reasons. But the Municipal structure was not really revisited to suite the IDP era” (Respondent 7, 2005:4.)

Question 7:

If your choice above is above 40%, what would you say the key element/ characteristic of that change was?

Finding

The results lend themselves to validating the mini-dissertations problem statement, i.e. 70% for question six but 36% for question 7. The results imply that key role-players acknowledge that transformation is required but cannot adequately qualify or define the key characteristics of such change.

The following are a few comments, where the majority offer comments of similar nature, endorsing the finding here:

- “Focus is now on extending all services to all, at whatever cost” (Respondent 5, 2005:4.);

- “Political emphasis is now, key” (Respondent 19, 2005:4.);
- “Change was related to financial and legal” (Respondent 14, 2005:4); and
- “New orders from Central Government” (Respondent 20, 2005:4.)

In addition, most of the comments said that the key element of change was a result of the need only to address service backlogs, this understanding/perception by a large percentage of respondents and other stakeholders in the local government arena is further elaborated on in the empirical findings section of chapter 5.

Question 10:

“List no more than five challenges (if any) for the successful development and implementation of the IDP strategies, which you believe to be the most important.”

Finding

The list for the challenges that face the development and implementation of the IDP strategy is almost infinite, therefore almost difficult for respondents not to score well here. The overall scoring was 76%.

Although the score here was satisfactory, the challenges mentioned are all those facing municipalities regardless of an intervention called an IDP. This question would have been more appropriate if it was practically utilised as a strategic tool. In uMhlathuze’s situation the researcher perceives the IDP as simply accommodated in day to day administration and management for compliance purposes.

Question 12:

“In your own opinion, from where do you believe the concept of the IDP originates?”

Finding

You need to know where you come from to know where you are going is a common statement used by many. This is of particular importance for Local Government practitioners to understand the changed ideology so as to understand the under-lying intention of the legislation.

The scoring here was only 64%. This result to a question that should have elicited very simply the correct answers confirms an underlying lack of knowledge.

Question 13:

"What do you believe the five most important advantages of the development and implementation of IDP strategies to be?"

Finding

As with question 10, the list is almost endless and scoring should be fairly high even if practical development and implementation of IDP strategy is not properly understood.

The difference in approach between question 10 and 13 is that in 13 the researcher asked that five points be put down compared to leaving it optional.

Given the vast amount of answers available and the potential capacity of the respondents the scoring of 62% is low, hence endorsing the problem statement of this mini-dissertation.

Some of the comments here are clearly indicative of a lack of key role-players perception of the IDP being an intervention adding more work to the existing practices:

- "Create extra work and Keeps politicians occupied"(Respondent 13, 2005:5.); and

- “I do not see any because nothing is based on economical viability”
(Respondent 5, 2005:5.)

Question 14:

“Within the Integrated Development Plan, to what extent should the following be included? Rank the following:

(1=100% inclusion, 2=80% inclusion, 3=60% inclusion, 4=40% inclusion, 5=20% inclusion, 0=zero inclusion):

14.1 The Capital Budget

14.2 The Operating Budget

If you wish to qualify any of the above, please feel free to do so below”

Finding

This question as simple as it may seem, cuts to the core of the root cause for a dysfunctional IDP. If it is perceived by any practitioner of in the Municipality that funds (whether Operating or Capital) can be allocated to issues not IDP related, it simply implies that there are other operations, plans, agenda's and strategies to which the Municipality is working.

Only 36% answered this question correctly.

The following are some of the comments relating to incorrect answers:

(The % placed prior to the quote reflects the officials perception as to what % must be allocated to the IDP)

- 20% Opex & Capex – “The remainder should be based on economic growth.” (Respondent 5, 2005:6.) ;

- 80% Opex & Capex – “ Certain % to be retained to upgrade and maintain infrastructure requirements.” (Respondent 19, 2005:6); and
- 20% Opex & Capex – “The ratepayer should not be burdened with this.” (Respondent 2, 2005:6.)

(The researcher’s question to the latter comment - does this imply that those serviced by the IDP are not ratepayers?)

- 80% Capex & 60% Opex – “Not all capital needs can be coupled to the IDP.” (Respondent 6, 2005:6.);
- 80% Capex & 20% Opex – “I think that there will be expenditure in the operating budget that might never link 100% up to the IDP.” (Respondent 18, 2005:6.); and
- 100% Capex % 40% Opex – “ Operational budget synopsis /summary should suffice, not every line item” (Respondent 7, 2005:6.)

A few correct answers (36%) were followed with the following comments:

- “It is cardinal that all expenses are purpose driven and using the IDP efforts however remote it maybe.” (Respondent 11, 2005:6.);
- “IDP is a strategic plan that is focused on a better life for all stakeholders.” (Respondent 12, 2005:6.); and
- “The IDP is the plan within which all spending should occur.” (Respondent 4, 2005:6.)

The other very significant finding here is that not all key role-players have the same perception of the role the most important strategic tool plays in the Municipality.

Question 17:

"The following are a few of our policies and plans. Even though some of this policies and plans may not pertain to your department specifically, to what extent you believe they should be related to the strategies of the IDP?"

(0= Not at all, 1= Slightly, 2= Partially, 3=Fully)

17.1 Equity Plan _____

17.2 Water Services Development Plan _____

17.3 Rural Road Framework Plan _____

17.4 Information Technology Systems Plan _____

17.5 Budget Process Plan _____

17.6 Tariff Policy _____

17.7 Credit Control Policy _____

17.8 Departmental Objectives _____

17.9 Skills Development Plan _____

Comments if you wish?"

Finding

Similarly to question 14, the researcher attempts to illustrate that over and above the lack of understanding the role the IDP plays in the allocation of finances, also the lack of understanding the IDP plays in directing all policy within the Municipality.

Only 5 out of 21 respondents marked that all should be linked – 24%.

This question did not elicit any comments from the majority who had the answer wrong, there were however a few encouraging ones from the few who were correct.

- "All our policies and plans should be related to the strategies of the IDP."
(Respondent 4, 2005:7.)

- "All of them are building blocks to accomplish financial IDP results. Omit one and your success is less." (Respondent 11, 2005:7.)

Sub Mini-Dissertation Objective 2: To determine the managements perception of the roles and responsibilities of the relevant role-players in developing and implementing the IDP

Question 4:

"In your opinion what department/ departments are currently key in developing the strategies to achieve the needs identified in the current IDP?"

Finding

The objective here was to firstly illustrate the divergent views on the status quo, hence a true lack of common objectives and consequential lack of integrated planning. Therefore a possible flaw in the human resource structure (maybe leadership as well), driving this process forward.

Secondly the question was posed in a fashion so as to elicit any hidden frustration that is hindering the proper IDP development and implementation.

The results of the questionnaire show that only 55% of respondents understand who is currently driving the IDP. This is indicative of the fact that the IDP process is a fairly insignificant one in the context of their personal responsibilities in the Municipality.

As pointed out for objective 1 when analysing this question above, most officials only see the infrastructure delivering departments (Civil & Electrical) together with the IDP department as being key.

Therefore, in asking officials to offer insight on what organigram would better serve Integrated Development Planning, such organigram will have a civil and electrical

Engineering bias, with other departments such as human resources, administration, finance and information technology as being peripheral.

Out of the 22 respondents none gave the same permutation as to who is involved with the IDP, hence even the current status is very clouded in the context of roles and responsibilities.

Only one respondent acknowledge the flaw here:

"Unfortunately the question uses the term "currently key", had this been "ought to be key" it would be easier to answer"

and

As to being "currently key" I doubt if too many departments could really defend their activities with an immediate and confident reference to the IDP." (Respondent 9, 2005:3.)

Question 5:

"With regard Q4 above, do you believe there could be an improved method or manner in developing appropriate strategies for the IDP?"

NO	YES
----	-----

If your answer is "Yes", please explain how?"

Observation

Even though 16 (71%) of the respondents acknowledge that improvements in the methodology could be adopted, few relevant points were given in the context of the local government delivery mandate prescribed in chapters 2.

Some answers, assessed in terms of the researcher's answer to this question as being correct were:

- "Closer liaison with NGO's / general public on priority issues." (Respondent 20, 2005:3.);
- "The problem seems not so much with the plan/strategy, but structure is too rigid, to be able to respond. The strategy is following a structure reminiscent of the pre-1994 Local Government." (Respondent 7, 2005:3.);
- "All departments must be actively involved e.g. specific people with involvement in the IDP." (Respondent 18, 2005:3.);
- "More interaction between departments as well as between Regional Municipality and Provincial Government." (Respondent 6, 2005:3.);
- "Our IDP is consultant driven and sometimes what they put on documents does not have the immediate effect on the lives of people who are anguishing in poverty." (Respondent 8, 2005:3.); and
- "In theory there is not much wrong with the way in which the IDP is being developed. The problem is that so few people have a real understanding of the concept of "developmental Local Government" that they don't have a clue really as to what an IDP is supposed to achieve. So...
 - a) send everyone concerned on a properly developed course as to what;
 - i) An IDP is supposed to be;
 - ii) Redo the IDP when they get back." (Respondent 9, 2005:3.)

A few comments which will certainly not take the process forward are:

- "I don't know." (Respondent 1, 2005:3.); and

- "Department of Integrated Development Planning must produce the five year programme before the start of budget preparation. Other related departments must then prepare the budget accordingly." (Respondent 3, 2005:3.)

Question 8:

"Specifically in our situation, to what extent is our municipal management suitably capacitated to develop and implement the IDP strategies? Please rank with reference to the following aspects:

(1=excellent, 2=Good, 3=Satisfactory, 4=Poor, 5=Very Poor)

- 8.1 Leadership
- 8.2 Knowledge
- 8.3 Departmentally Focussed
- 8.4 Politically Sensitive
- 8.5 Community Sensitive/Participative
- 8.6 Organogram Structure

Your Department	Munic. As a Whole

Finding

This question makes an attempt to ask Management to do a little self evaluation and introspection.

To ensure objectivity here, respondents were also asked to evaluate the Municipality as a whole. If all respondents believed their department was "good" but the Municipality as a whole was "poor", then respondents are not being realistic and honest or it could indicate the fundamental flaw of the Municipality being managed from a functional perspective and not from an integrated perspective.

The average results illustrated in Appendix 2 are repeated here:

	Excellent/Good	Satisfactory	Poor/Very Poor
Own Department	14(67%)	6(29%)	1(4%)
Municipality	10(48%)	6(29%)	5(23%)

(One respondent did not score for the Municipality as a whole therefore only 21 questionnaires marked on this question).

A positive observation for the Municipality here is that there is a fair amount of objectivity in the evaluation. The picture painted here is that there is an apparent acknowledgement that capacity with regard a number of aspects is lacking i.e. only 67% of officials believe their department has good/excellent capacity and 33% (29+4) believe that they are satisfactory or poor/very poor, and 48% believe that the Municipality as a whole is good/excellent and 52% (23+19) believe that the Municipality as a whole is either satisfactory or poor/very poor.

This finding is important in the context of the researchers assumption that the uMhlathuze Municipality has sufficiently competent management capacity to properly develop and implement the IDP as envisaged by the legislative mandate through a strategic management process.

Question 16:

"Do you believe the Municipality's current Departments are appropriately structured to achieve the objectives of our Integrated Development Plan?"

NO	YES
----	-----

If your answer is NO please explain and offer alternative if you wish."

Finding

This question is directly related to question 4, but now specifically seeking opinion on the appropriateness of the organigram structure, for the purpose of the development and implementation of the IDP.

From the 22 respondents 13 (59%) said *NO* and 9 (41%) said *YES*, that the organigram is appropriately structured.

For those that said "NO" the comments were as follows:

- "Staff not properly trained on this relatively new concept." (Respondent 20, 2005:6.);
- "Much of the functions overlap e.g. renting of open spaces – Corporate Services Department and IDP Department also hawkers, – Community Services Department and Director Community Facilitation & Marketing Department." (Respondent 6, 2005:6.)

The latter comment quoted cuts across a number of issues pertinent to this mini - dissertation objective 2 above. Firstly, the opinion illustrates an already inherent flaw in a functionally structured organigram in the delivery of conventional municipal services. Secondly, it illustrates how the value of having an all encompassing IDP, with a human resource structure designed around the objectives thereof as not being significant.

- "The structure is the best under the circumstance – amalgamation forced it onto the Council. I believe it may change in the future." (Respondent 14, 2005:6.).
- "Certain departments were, created around people and were not functionally designed for the best results." (Respondent 11, 2005:6.)

The above two comments are important in the context of discussing the merits of structure before strategy, which will be discussed further in Chapter 5 under the section dealing with findings.

For those that said "YES", that the organigram is appropriately structured, the question did not ask for comments, however some officials, volunteered some on their own accord, comments of which are relevant:

- "But no strategy. It's currently every one for himself to protect his kingdom and not to achieve what's the objective of the Community." (Respondent 12, 2005:6.);
- "Could be restructured to facilitate better achievement of objectives of IDP." (Respondent 10, 2005:6.)

With regard, suggested solutions which were asked for in the question, there were only two respondents who offered the correct solutions to drive the IDP development and implementation.

- "Each department need dedicated staff to ensure commitment to the IDP and to direct responsibility." (Respondent 18, 2005:6.)
- "Install a Central Strategic Support Office that will be run by Deputy CEO dealing with: Strategic Planning, Negotiation/Liaison, Legal matters, SMME, Tourism, Environment Sustainability, LED, MSP's, Marketing & Communication etc. (You will need to rationalise current departments)." (Respondent 7, 2005:6.)

The first of the above two comments provides evidence again that the IDP is seen as an additional intervention over and above existing practice, hence the official alluding to the need for additional personnel.

The second point, offers the only comment from an official alluding to the formation of a specific strategic team to drive the IDP process, suggestion of which is endorsed by the DPLG IDP Guide Pack II (DPLG, 2001:21).

Sub Mini-Dissertation Objective 3: To determine the key role-players perception of the management intervention required to satisfy South Africa's ideological and legislative mandate for local government and the link the IDP fulfils in satisfying this mandate.

As with the previous section, a number of questions are analyzed again in detail but in the context of the objective above.

Question 1:

In you own words – what is your understanding of the IDP?

(Point form would be preferable)

Finding

Although respondents scored well in this question with an 80%, when closely scrutinised, out of the 22 respondents only three respondents mentioned the issue of prioritization and three (not the same respondents), mention the word “strategy” and only one individual says that the IDP is the “Municipalities Strategic Plan”

The researcher reminds the reader of sections 25 and 35 of chapter 5 of the Municipal Systems Act, 2000:

25(1) - “....adopt a single, inclusive and strategic plan for the development of the municipality which -

- (a) *links, integrates and co-ordinates plans and takes into account proposals for the development of the municipality:*
- (b) *aligns the resources and capacity of the municipality with the implementation of the plan:*

- (c) forms the policy framework and general basis on which annual budgets must be based;
- (d) complies with the provisions of this Chapter; and
- (e) is compatible with national and provincial development plans and planning requirements binding on the municipality in terms of legislation (South Africa 2000:36.)

and

35 (1)(a) - "The Integrated Development Plan adopted by council of the municipality - is the principal strategic planning instrument which guides and informs all planning and development; and all decisions with regard to planning, management and development, in a municipality" (South Africa 2000:44.)

This implies that only and an absolute minority of key role-players associate the IDP with strategic planning for the whole Municipality.

Question 2:

"Outside of specific projects (Capital and Operationally financed) do you think there is a link between the Integrated Development Plan and the day-to-day administration and management of the municipality's operations?"

NO	YES
----	-----

If your answer is "Yes", in order of ranking, approximately how much time is linked to IDP related activities?

100%		80%		60%		40%		20%	
------	--	-----	--	-----	--	-----	--	-----	--

Observations if you wish?"

Finding

Although this question was trying to illustrate that officials at least understand that the “day to day” operations are linked, even if indirectly to the IDP.

More specifically to the sub mini-dissertation objective above, not one official, made mention of the fact, that, there ought to be a 100% link, between strategy (IDP) and day to day operations.

Question 3:

“With regard your specific projects, which could be either on the Capital or Operational budget, in order of ranking, approximately how closely are they related to an identified and recorded specific strategy of the IDP?”

(Please take note that specific strategy must not be confused with one of the five key objectives of the current IDP. A specific strategy can be a result thereof but not the objective itself).

100%		80%		60%		40%		20%	
------	--	-----	--	-----	--	-----	--	-----	--

Observations if you wish?”

Finding

As explained analysing question 3 for sub objective 1, there is no specific strategies in the IDP that budget items can be directly linked to in the uMhlathuze Municipality, although as reported in chapters 2 and 3, there should be. Purely by default and not intentionally, there is a certain link to the development objectives of the IDP, the problem here is that almost any municipal activity could be construed as being associated with the IDP vision and mission statements.

The 29% result here with only one official making the correct qualifying comment (see below), is illustrative of the lack of understanding of the strategic link between the budget and the IDP with possibly an element of ignorance regarding the actual concept of strategic planning in the context of the IDP.

"the strategy statements in the IDP are so vague and all in compassing that any thing could be made of it" (Respondent 9, 2005:3.)

The reader must also be reminded that the respondents are the professionals who are meant to strategize to best accommodate the identified needs of the community as identified in the public participation process.

Question 6 & 7

"Q6. With regard the development and implementation of the integrated development plan and in local governance in general, was there change required in municipal management approach or style from the beginning of the transitional period up to now? In order of ranking to what extent?"

100%		80%		60%		40%		20%	
------	--	-----	--	-----	--	-----	--	-----	--

Please motivate your choice here:"

and

"Q7. If your choice above is above 40%, what would you say the key element/ characteristic of that change was?"

Finding

Although the majority of respondents acknowledged that a change in management approach was required, there are only eleven that made mention of the relevant aspects. The following is a detailed analysis of the eleven respondents.

Break down of the correct responses:

Aspect Description

Responses

Strategic/Big Picture	2
Democratic/Whole Communities	2
Developmental	1
Participative	5
Performance based	1
TOTAL	11

The above results were extracted from comments such as:

- “Local Government had to adapt their approaches of the past to incorporate other groups to level the playing fields.” (Respondent 20, 2005:4.);
- “Previously the budget was done without involvement of any outside parties and very little future planning took place. In the past there was no common goal in Council – each department did what they thought was necessary.” (Respondent 18, 2005:4.); and
- “A need to change mindsets from followers to leaders, to be developers, not maintainers.” (Respondent 9, 2005:4.)

Strategic planning is the key element of the IDP process as reported in chapter 3 and very logically should be one of the primary elements of good governance. In this context it is worth noting that, very few of the key role-players in uMhlathuze (only 10% of respondents) see it as the key element for the management of the Municipality.

Question 11:

“There are obviously many styles of management that exist within our municipality, which one would you say would be the most important for the successful development and implementation of the IDP?”

Finding

Amongst the other objectives of this questionnaire, in the context of this objective above the following observations are made:

From the 22 respondents the following is their response:

SITUATIONAL MANAGEMENT :	1
PARTICIPATIVE MANAGEMENT :	12
DEMOCRATIC MANAGEMENT :	1

STRONG LEADERSHIP STYLE :	3
PERFORMANCE BASED :	1
EMPOWERMENT BASED :	1

(Through delegation)

PROJECT MATRIX APPROACH :	1
DIVERSITY MANAGEMENT :	1
UNKNOWN? :	1

From the above, only one respondent who mentions that you need “*one strong leader who is a strategic thinker*” implies that strategic management is important.

Although none of the above opinions can be categorically disputed or ruled out, a strategic management style/approach for the development and implementation of the “all inclusive IDP” is clearly not seen as significant.

As in the analysis of question 6 and 7, there is very little evidence of strategic management as an approach to best address the change/transformation of the new dispensation. Given this evidence it is unlikely that the outcomes intended by the Constitutions delivery mandate will be appropriately/effectively/efficiently achieved.

Question 14:

"Within the Integrated Development Plan, to what extent should the following be included? Rank the following:

(1=100% inclusion, 2=80% inclusion, 3=60% inclusion, 4=40% inclusion, 5=20% inclusion, 0=zero inclusion):

14.1 The Capital Budget

14.2 The Operating Budget

If you wish to qualify any of the above, please feel free to do so below."

Finding

Only 38% of respondents say that the 100% of financial provisions should be linked to the IDP.

The concluding observation in the context of the objective 3 above is that the Municipality is effectively operating with split budgets – one for the IDP and another for other agendas or plans.

Question 15:

"For the purposes of achieving the best service delivery what do you believe to be the correct order of these seven processes?

Policies, Budget, Strategies, Procedures, Plans, Service Delivery, Objectives

(Example: Service Delivery to Objectives to Budget to Strategies to Plans to Procedures to Policies)

Comments if you wish?"

Finding

As illustrated in Chapter 3 it is an absolute imperative for all management officials to “all be on the same page” with regard their understanding of the process of strategic planning, for effective developmental progress to be made.

Two “alarm bells ring out” here. Firstly, only seven of twenty one, got the basic sequence correct: OBJECTIVE - STRATEGY - BUDGET - SERVICE DELIVERY, where the other elements can debatably can be placed in various positions within the latter basic process (Refer chap 3).

Secondly, the other was the very divergent set of answers given.

This simply implies that there is a lack of understanding by all the key role-players of the role strategic management plays in service delivery.

Question 18:

“As we are all aware in the local government environment there is an unlimited number of needs to be addressed with a very limited number of resources. In this light, in what order of importance would you rank the following three factors?”

(0= All of equal importance, 1= Most Important, 2= Middle, 3=Least of the Three)

- FINANCE.
- PRIORITISATION.
- STRATEGY.”

Finding

Here the objective is illustrating the historical misconception, that finance as the most important element in the process of municipal service delivery.

Only 5 out of 22 respondents confirmed that you can not spend money on budget for a plan unless you first have a strategy. In other words, for the vast majority a generic

question could be designed for them - *"tell me how much money I got then I will tell you how, where, and when I will spend it"*, this as reported in Chapter 3 is a misguided perception. It is a further observation from the researcher himself, that other municipalities, also lead their plans and consequential actions by the strength of there financial position, i.e. Budget leads Strategy.

Two "alarm bells ring out" here. Firstly, only seven of twenty one, got the basic sequence correct: OBJECTIVE - STRATEGY - BUDGET - SERVICE DELIVERY, where the other elements can be placed in various positions within the latter basic process (Refer chap 3).

Secondly, the other was the very divergent set of answers given. This simply implies that there is a lack of understanding by all the role-players of the role strategic management plays in service delivery.

Question 18:

"As we are all aware in the local government environment there is an unlimited number of needs to be addressed with a very limited number of resources. In this light, in what order of importance would you rank the following three factors?"

(0= All of equal importance, 1= Most important, 2= Middle, 3=Least of the Three)

- FINANCE
- PRIORITISATION
- STRATEGY

Finding

Here the objective is illustrating the historical misconception, that finance as the most important element in the process of municipal service delivery.

Only 5 out of 22 respondents confirmed that you can not spend money on budget for a plan unless you first have a strategy. In other words, for the vast majority a generic

APPENDIX 4: INTERVIEW QUESTIONS FOR MAYOR AND MUNICIPAL MANAGER

Covering Letter

I am presently attempting the completion of a Masters degree in Public Governance through the Potchefstroom University.

The dissertation centers round a specific challenge in successfully implementing the Integrated Development Plan, that is, whether a shift in "mindset" is required to do this.

It would be appreciated if the questions could be answered in an objective fashion so as to describe issues how you actually see them not how you think they should be. After each question I will however appreciate your honest opinion on how you believe the practice to be treated differently if in a particular instance necessary.

Given that I have had to support my hypothesis with empirical findings my mentors have requested that I do a case study of the uMhlathuze Municipality, therefore there is a potential level of sensitivity to my findings, however they are not going to be made public. Scrutiny will only be carried out by the respective University assessors.

Your very valuable time dedicated to my effort is greatly appreciated.

Thank you

HD RENALD

Interview questions for Mayor and Municipal Manager

Questions:

1. Would you say if there is any difference between Integrated Development Planning and Strategic Planning?
2. Would you say Local Government now has a different delivery mandate compared to traditional Local Government?
3. In the context of our main IDP objectives and the current success in our actual performance, do you believe there to be significant correlation.
4. If you think there are any short falls in (3) above, could you elaborate?
5. This question relates again to the objectives of the IDP – do you see any short comings in there intended outcomes?
6. For the purpose of determining the Municipal Capital & Operating budget, which process would you say plays a leading role, that of the Budget Process Plan or that of the IDP Process Plan? You can elaborate here?
7. How do you see the process of developing a strategic plan that will give effect to the needs of the community?
8. Who do you see as been responsible for developing the Councils main strategic plans?
9. Who is the responsible driver of the IDP's strategic plans?
10. Do you see any deficiencies in the current department structure in implementing the plans of the IDP?

11. As you well know both the IDP and the budget must be delivered through a process with a corresponding timetable. Given that they are running almost in parallel , in practical terms how do you envisage the needs analysis gathered through the IDP process plan to realistically inform and influence input onto the budget process? It would appear that they are working independent of each other?
12. In the process of placing items/projects on the budget how would you rank the following three factors in order of importance – Strategy, Prioritisation and Financial Resources.
13. Do you see items/projects placed on the Capital & Operating budget to be fully, partly or slightly influenced by the needs as identified in the IDP?
14. If you believe that there is a possible mindset improvement required from officials and/or councilors to improve service delivery, could you elaborate?
15. What would you say are the most important challenges in developing a meaningful IDP?
16. What would you say are the most important advantages of have a meaningful IDP?

Question 2:

APPENDIX 5: QUESTIONS, ANSWERS, AND RESULTS FROM INTERVIEWS

Question 1:

What is the difference between Integrated Development Planning and Strategic Planning?

Answer:

From a strategic planning perspective there is no difference between the two. The only additional facet of an IDP document of a municipality is just that it ensures that all the various functional programs are integrated between the different functions for the Municipality. The IDP is the over arching strategic planning instrument for the Municipality.

Result:

- 1) Both leaders of the organization clearly state that the IDP and Strategic Planning as two different processes.
- 2) The Municipal Manager sees the IDP as a process “forced upon the Municipality externally driven and that the Strategy Planning process is something local. Although this is lacking to a certain extent in our Municipality it is the big driver of progress”.
- 3) The Mayor sees Strategy Planning as being “essentially in place, but largely reactive in nature”.

Question 2:

Is there a difference in the delivery mandate for current Local Government compared to traditional local government?

Answer:

Yes, the local government of body compared to the past need to be:

- More developmental rather than regulatory
- Conscious, sensitive and responsive to community needs
- Needs to govern in a democratic and participative fashion rather than dictatorial and autocratic.
- Due to due a wider delivery mandate, but with more or less the same the resources, decisions need to be driven more carefully by strategy and a priority system.

Result:

- 1) Both say yes.
- 2) The Municipal Manager says that essentially mandate has increased but not with a corresponding increase in resources (unfunded mandates). In addition local perception of what is expected from the Municipality has increased, which on many occasions are unrealistic for example the demand for Housing, which is not a local government function.
- 3) The Municipal Manager also says that "legislations has changed, but is not clearly defined, for example the issue surrounding Environmental Health Services, this is a function that can be defined in many ways".
- 4) The Mayor also makes reference to unfunded mandates as being one of the significant differences.

Question 3:

Is there correlation between the current "success," of the Municipality and the objectives of the IDP?

Answer:

To a certain extent the answer could be "yes". This with regard to good institutional governance of financial, legal and technical matters, the Municipality is satisfactorily addressing some backlogs in basic services and offering some basic services free to indigent consumers. "No" in respect of addressing, equally the delivering of service between the various communities, setting the correct platform for a developmental type of local government, specifically not attaching much performance targets to intended outcomes of the IDP, performance targets are more compliance orientated. i.e. ("form" more important than "substance").

Result:

- 1) Both say there is significant correlation.
- 2) The Mayor says that meeting the "targets set in our key performance areas is proof of such correlation".
- 3) The Municipal Manager says that "we have forced the IDP to conform to our own plan for example the excellent recovery on our billing".

Question 4:

Are there any shortfalls in the measurement of (3) above?

Answer:

The overall strategic objectives of the IDP are relatively standard i.e. Sustainable Environment, Sustainable Infrastructure and Service Provision, Social and Economic Development, Organizational Development and Sound Financial Management. They are fine. It is however the lack of correlation between the actual activities performed by the Municipality, compared to the actual strategies and related programs of the above objectives that the researcher reveals in this dissertation to be the core problem.

Result:

- 1) Municipal Manager says that the document lacks strategic planning input. (The researcher asks the reader to take note of the irony here in the context of the answers given in question (1));
- 2) The Mayor says that the handicaps of the IDP process arise from:-
 - “stakeholders expectations are naïve”;
 - “Lack of prioritization example the need “for a swimming pool in a previously disadvantaged area where other community needs should take preference”. (The researcher understands the community / political drive for the “swimming pool” as it simply stems from the comparison made to the ex white suburbs where in addition to a few (3) Municipal subsidised Country Clubs there are also four Municipal swimming pools which besides the initial capital outlay, are costing millions of Rand’s to maintain and operate. Logic is that there should be equalization in the delivery of services between the different suburbs);
 - “Too politically influenced”;
 - “Too geographically split”; and
 - “Stakeholders to not understand the complexity of the IDP”.

Question 5:

Are there any short comings in the intended outcomes of the IDP Objectives?

Answer:

Question 5 is very similar to question 4 except that the researcher was trying to elicit discussion on the difference between performance outputs arising from the IDP and the actual intended outcome to see if the concept is understood. The difference could not have been asked directly, otherwise an academic answer would have been given.

Reference to the lack of performance measuring tools, data for quality of life targets, crime statistics, economic wealth per capita, job creation etc, should have being mentioned or as a short coming here.

Result:

- 1) Both the Municipal Manager and the Mayor acknowledge short comings, but both simply refer to the discussions in question 4. Here also the questions are subjective in the context of what the researcher was trying to extract it would appear that the difference is not understood in practice.
- 2) The Mayor also said that the approach is essentially "too theoretical".

Question 6:

What's essentially more important for determining the Municipal Capital and Operating budget, the Budget Process or IDP Process Plan?

Answer:

The strategy and resultant programs, specific projects and activities as reflected in the IDP are the primary plans on which the budget is based. Therefore the IDP process needs to play a leading roll.

Result:

- 1) The Municipal Manager believes the budget process plays the leading roll. This point is discussed in the report, but the reader must take careful heed of the above in relation to some reasons why the IDP is perceived by the researcher as partly dysfunctional.
- 2) The Mayor believes it is a "chicken and egg situation", the prioritized needs in the IDP need to be guided, by the availability of financial resources. Here again, this opinion is extremely important in the context of illustrating the root course for a dysfunctional IDP due to financial resources being used to dictate strategy.

Question 7:

How do you see a strategic plan been developed that would meet the needs of the community?

Answer:

There is no other alternative than through the IDP process. Moving in any other direction would result in duplication of effort, because the IDP in any event is compulsory in term of the Municipal Systems Act, 2000. Even if simply, a "compliance" approach was taken, it would result in duplication of administration.

Result:

- 1) The Municipal Manager feels that the most effective method of gathering needs is through the Councillors. Approaching the community directly to formulate a coherent document from which to work is, "somewhat of a myth".
- 2) The Mayor emphasized the importance of a strategic planning, but did not mention how it should be developed. No mention was made as to strategic planning and its relationship with the IDP.

Question 8:

Who do you see as responsible for developing the Councils main strategic plan?

Answer:

Municipal Manager and Heads of Departments.

Result:

- 1) The Mayor says that it is the Head of Department, Municipal Manager and Mayor who are responsible.
- 2) The Municipal Manager says that it is the Councilors and Management that are responsible.

Question 9:

Who is the responsible driver of the IDP's strategic plan?

Answer:

The driver of the process needs to come from the Municipal Manager office directly. The Municipal Manager is in any event the most accountable official, hence in his/her best interest to ensure that the Municipality's primary road map/strategic plan of the Municipality, falls directly under his leadership. Even from an administration perspective under his chairmanship.

Inputs, administration and basically the project management team will be a Strategic Planning Steering Committee, which will be made up of Management from the respective functional departments of functional areas. Project manager should ideally be the Municipal Manager alternatively a deputy municipal manager.

With regards the roll of Councillors in this process, different options are available depending on their needs. But whatever process is followed, if Councillors are directly involved in the Steering Committee, this would imply that they are then getting involved in the administration of the Municipality, which is contrary to their Constitutional roll and their Code of Ethics.

Result:

- 1) The Mayor says that Departments and Treasury as responsible for driving the strategic plan.
- 2) The Municipal Manager says that it is the Head of Department for the IDP's responsibility. (This is an obvious answer as anything to the contrary would go against the structure that he set up himself.

Question 10:

Do you see any deficiencies in the current departmental structure in developing and implementing the IDP?

Answer:

There is potentially no problem of a departmental or "silo" system for implementation purposes (although this is a topic sufficient enough for a dissertation of its own), as long as the driving force/authority of strategy sits above the various functional areas and not on a horizontal level as is currently the case in uMhlathuze (including the majority of departmental structures through out South Africa). From Council resolution taken on 17 July 2006 (uMhlathuze 2006:45) quoted in chapter 4, it is now not clear who is responsible for the IDP.

Result:

- 1) The Municipal Manager says that the current structure is working (The perception here is that there are no serious deficiencies in the current structure). He also says that "any structure could work".
- 2) The Mayor feels that skill deficiencies are a problem, but obviously could not mention where specifically.

Question 11:

Do you see the Budget Plan Process and the IDP Process Plan, which run in parallel, working independently of each other? Is it practically possible for the budget to be timeously informed by the IDP process?

Answer:

The only logistical difficulty will arise when the initial IDP is developed in terms of Chap 5 of the System Act at the same time when the budget for the new Council had to be finalized. In the current situation, this would have been experienced in the 2000/01 financial year when budgeting for the 2001/2002 year had to be finalized. In practice they were influenced largely by whatever practices took place in the Transitional Local Councils.

However after that first year budgets processes in the ensuing four years should have been informed by the preceding years review process of the MSA, therefore no problem in running parallel. In addition if the initial IDP is a very well developed strategic plan. Logically it will only be a few strategies that could change from year to year the budget need not have material changes from year to year.

It is the researcher's perception, that, although we have not had the benefit of the sufficient experience in this final transition period of Local Government, the Municipal IDP's if well developed initially with a long term development plan and reviewed objectively during the Annual Review Process, will not change much after each five year term for a council, even if the political party status within council changes.

Result:

- 1) Mayor feels that the respective processes are not working independently of each other, although "Councilors input in the process is subjective".
- 2) Municipal Manager did not see a problem in the two processes running in parallel.

Question 12:

Is the process of placing items/projects on the budget, how would you rank the following three aspects in order of importance – Strategy, Prioritization and Financial Resources?

Answer:

Obviously as reported to the reader in chapter 3, where the principles of strategic management are practiced, no matter what the circumstance, strategy comes first then prioritization, then financial Resources.

Result:

- 1) The Mayor answered that strategy comes first with finance second and third prioritization. He did however remark that finance and prioritization work simultaneously.
- 2) The Municipal Manager says that you cannot rank these aspects for budgeting purposes. They cannot be looked at in isolation.

Question 13:

Do you see the item placed on both the Capital & Operating Budget to be fully, partly or slightly influenced by the needs as identified in the IDP?

Answer:

Every aspect of a Municipal Budget must be driven by the IDP.

Result:

- 1) Mayors says "partly".
- 2) The Municipal Manager says "partly influenced".

Question 14:

Is there a mindset improvement required for improved service delivery?

Answer:

The answer here is obviously subject to opinion.

The reader should have by now realized, that this question cuts to the core of the objectives of this mini-dissertation.

Result:

- 1) Mayor says "Yes, especially from the Councillors' perspective. They need to understand the IDP better. To a lesser degree there needs to be a change of mindset from officials".
- 2) The Municipal Manager says official's mindsets are "too compartmentalized and that they do not always look at the bigger picture".

Question 15:

What would you say are the most important challenges in developing a meaningful IDP?

Answer:

The following list is not exhaustive:

- Developing and implementing the IDP using the principles of strategic management;
- Implementing programs and projects with sound principles of project management;

- Ensuring thorough community participation to identify “needs” and not projects;
- Sustainable projects;
- Institutional capacity;
- Achieving common vision, both within the Municipality and with external stakeholders;
- Difficulty in prioritization;
- Unfunded mandates directly and indirectly from National and Provincial Government interventions and legislation;
- Seeking strategic leadership; and
- Skilled, efficient and cost effective service providers.

Result:

- 1) The Mayor says that we do develop a meaningful IDP, but it does not reflect properly public needs.
- 2) The Municipal Manager says that legislation is too generic, not actually enabling and there is too much compliance (red tape) surrounding the successful implementation of a particular intervention.

Question 16:

What would you say are the most important advantages of having a meaningful IDP?

Answer:

The following list is not exhaustive:-

- Achieving the many rewards from synergy arising from common objectives;
- Achieving the outputs and consequential outcomes as desired by the Community;
- A democratic, transparent, fair, cost effective and equitable process;

- Measurable and meaningful key performance indicators for effective Performance Management; and
- A meaningful terms of Reference for all stakeholders; and
- An ideal platform for strategic planning and strategic management.

Result:

- 1) The Mayor says that it is useful in that it considers the needs of all areas. The IDP defends the budget and lays a platform for key performance areas.
- 2) The Municipal Manager says the plan does allow better service delivery.

Result:

- 1) The Mayor says that we do develop a meaningful IDP, but it does not reflect properly public needs.
- 2) The Municipal Manager says that legislation is too generic, not actually enabling and there is too much compliance (red tape) surrounding the successful implementation of a particular intervention.

Question 16:

What would you say are the most important advantages of having a meaningful IDP?

Answer:

The following list is not exhaustive:-

- Achieving the many rewards from synergy arising from common objectives;
- Achieving the outputs and consequential outcomes as desired by the Community;
- A democratic, transparent, fair, cost effective and equitable process.

APPENDIX 6: ANALYSIS OF FINDINGS FROM INTERVIEW IN CONTEXT OF OBJECTIVE

As with the questionnaire in Appendix 1, a number of questions were asked repetitively, but for the purpose of this mini-dissertation and the evaluation hereof, the researcher had to be a little pedantic in substantiating the findings, this to reduce doubt being held by the reader as to the researcher's interpretation thereof. The technical difference between the analysis of the questionnaire and the interview is that the researcher did not give scoring to each question, just an analysis of the responses themselves. Substantively the questions in both processes are essentially the same.

To achieve the abovementioned, the interview questions in Appendix 4 were categorised in the following order:

- **Sub Mini-dissertation Objective 1**

To determine the key role-players perception of the origins and purpose of the legislative and ideological framework for the IDP. This through questions - 1; 2; 7; 11; 14; 15 and 16.

- **Sub Mini-Dissertation Objective 2**

To determine the key role-players perception of the roles and responsibilities of the relevant role-players in developing and implementing the IDP. This through questions: 6; 7; 8; 9; 10; 11 and 14.

- **Sub Mini-Dissertation Objective 3**

To determine the key role-players perception of the management intervention required to satisfy South Africa's ideological and legislative mandate for local government and the link the IDP fulfils in satisfying this mandate. This through questions: 1; 3; 4; 5; 6; 7; 12 and 13.

Scheduled appointments were made with both the Mayor and the Municipal Manager on the 19th September 2005 and 21 September 2005 respectively.

Sub Mini-Dissertation Objective 1: To determine the key role-players perception of the origins and purpose of the legislative and ideological framework for the IDP

Question 1:

"Would you say if there is any difference between Integrated Development Planning and Strategic Planning?"

Finding:

The two leaders see the two processes as being totally separate.

It is the researcher's opinion that herein lies one of the root causes for a dysfunctional IDP process, hence its partly successful development and partly successful implementation.

Question 2:

"Would you say Local Government now has a different delivery mandate compared to traditional Local Government?"

Finding:

Both leaders answered in the affirmative. Both leaders highlighted the fundamental challenges of the new delivery mandate as been the main differences between traditional Local Government and current:

- "new legislation which is often unclear/ambiguous;
- unfunded mandates; and
- Community's expectations unrealistically high".

The significant observation here is that no mention was made of:

- The new developmental role the Municipality must fulfil;
- The increased need for strategic planning and prioritization to accommodate the unfunded mandates; and
- The benefits from community participative form of local government.

Question 7:

"How do you see the process of developing a strategic plan that will give effect to the needs of the community?"

Finding:

Both leaders made no mention of a specific or broad path describing a specific or broad process whereby community needs are synthesised and placed into a strategic plan.

The Municipal Manager does feel that the extraction process, identifying community needs, is to be done by their elected representative. Both the Mayor and the Municipal Manager do however mention the importance of strategic planning, but it is seen as an exercise not integrated with the IDP Process.

In the context of the problem statement in this mini-dissertation, the latter perception highlights a fundamental flaw in IDP development and implementation.

Question 11:

"As you well know both the IDP and the budget must be delivered through a process with a corresponding timetable. Given that they are running almost in parallel , in practical terms how do you envisage the needs analysis gathered through the IDP process plan to realistically inform and influence input onto the budget process? It would appear that they are working independently of each other?"

Finding:

Neither leader sees a problem here.

However, neither leader made mention of how the one process would logistically be coupled to the other.

It is the researcher's opinion that the leaders perception that "all is OK" here is based on the Municipality's ability to administer the two processes very successfully from a legislative compliance perspective where deadlines are always being met, i.e. the Municipality produces both documents on time according to legislative timeframes although the processes themselves are not strategically interlinked.

Question 14:

"If you believe that there is a possible mindset improvement required from officials and/or councillors to improve service delivery, could you elaborate?"

Finding:

Both admitted that for the delivery of service with a new democracy there is room for change.

The Municipal Manager says that they are "too compartmentalised in their thinking, they do not always look at the bigger picture".

The Mayor feels that "Councillors do not comprehend the complexity of service delivery and there needs to be a better understanding of the IDP. Officials on the other hand are less ignorant to the new trends but there is room for improvement".

Question 15:

"What would you say are the most important challenges facing the development of a meaningful IDP?"

Finding:

The Mayor did say the IDP needs to be more reflective of community needs, but did not elaborate as for what reason.

The Municipal Manager believes that the legislation is more compliance orientated than it is enabling. This results in "red tape and slows service delivery down"

With regards the perception that the IDP is handicapped with "red tape", it is the researcher's opinion that this perception would by default in the uMhlathuze Municipality automatically arise, if the IDP process itself is carried out in addition to all traditional municipal practices/processes including a certain amount of departmental/ functional planning done without recognition of the IDP goals. This approach will no doubt result in bureaucracy.

For example the following are a few ad-hoc forums or task teams that have been set up outside of the IDP forums identified during the IDP public participation process, to deal with various issues, titles of which are self-explanatory: Community Safety Forum; Project Action Committees; Transformation Committees; Housing Committee; Rural Services Committee etc. Committees who will in turn also function outside of the IDP Forums, proof of which none of these committees have a terms of reference linked to goals of the IDP. Obviously, the administration of the Municipality becomes bloated and bureaucratic with this process.

Question 16:

"What would you say are the most important advantages of having a meaningful IDP?"

Finding:

Both leaders feel positive that it is a useful tool to improve service delivery.

Maybe the researcher has a bias towards all the ideological mandates in the White Paper for Local Government and the Constitution, it is however quite conspicuous how

these ideological mandates are never raised by the leaders of the organization? In addition no mention is ever made of the IDP been used as the primary strategic tool for the Municipality.

Sub Mini-Dissertation Objective 2: To determine the key role-players perception of the roles and responsibilities of the relevant role-players in developing and implementing the IDP

Question 6:

“For the purpose of determining the Municipal Capital & Operating budget, which process would you say plays a leading role, that of the Budget Process Plan or that of the IDP Process Plan? You can elaborate here?”

Finding:

The question essentially asks what of the two processes, Budget Process or IDP Process is more important for developing an Operating and Capital Budget.

This question is in an indirect manor eliciting an answer sought for sub mini-dissertation objective 2, hence the researcher's findings are potentially subjective, however the observation here, together with all the other related questions, do paint a fairly well defined picture.

Although both leaders do not have exactly the same answer here, it can certainly be concluded, that they do not see the IDP Process as been an absolute imperative.

Therefore, in the context of the dissertation question the IDP Process Plan does not have to be driven by more senior leadership than the budget process, in fact even if the IDP Process was driven by more subordinate ranked officials this would not be seen as a problem, which is the case as depicted in chapter 4, where it is shown that the IDP is driven from a second level of management (deputy level) and with no IDP Steering Committee.

Question 7:

"How do you see the process of developing a strategic plan that will give effect to the needs of the community?"

Finding:

The Mayor feels that strategic planning is important and the Municipal Manager feels that community needs are more efficiently acquired through Councillors themselves than through the whole Community.

No mention is made of what type human resource structure should strategise around the identified needs.

Question 8:

"Who do you see as been responsible for developing the Councils Strategic Plan?"

Finding:

Both leaders give similar answers here, essentially saying that Municipal Manager, Heads of Department and Councillors are responsible, as in question 7 no mention is made of an alternative i.e. Status quo is fine for both these leaders.

Question 9:

"Who is the responsible driver of the IDP's strategic plans?"

Finding:

The Mayor feels that all departments are with emphasis on the finance department as been the most important. Outside of this interview, the researcher has observed on more than one occasion where the Mayor refers to the Finance Portfolio Committee being the most important portfolio committee of Council.

The Municipal Manager gave the obvious answer of saying that the Head of Department for the Integrated Development Department (Now changed to Head of Sustainable Development and Planning) as the key driver.

Concluding observation being that neither leader's see responsibility in the same light, hence resulting in different approaches for both regarding their input into this process.

Sub Mini-Dissertation Objective 3 : To determine the key role-players perception of the management intervention required to satisfy South Africa's ideological and legislative mandate for local government and the link the IDP fulfils in satisfying this mandate.

Question 1:

Would you say if there is any difference between Integrated Development Planning and Strategic Planning?

Finding:

Both the leaders see this exercise as separate, therefore implying that the IDP does not have a strategic component to it or it could imply that separate strategies are developed both outside and inside the IDP process.

Not having a strategic element added to the IDP Process will definitely result in a simple development of a wish list of community needs and this is exactly what many key role players believe the IDP to be. Again, this is evidence of the root cause of having a dysfunctional IDP.

Question 3:

"In the context of our main IDP objectives and the current success in our actual performance, do you believe there to be significant correlation?"

Finding:

This is one of the few cases where the researcher's attempt to extrude the root cause for an IDP flaw, was not vindicated by the answer given.

Both leaders say there is significant correlation between the two.

The researcher can understand this as the objectives themselves are so broad and all encompassing that achieving accolades, even if compliance in nature, in almost any aspect of municipal service delivery can unwittingly be construed as been a result of "working towards the IDP objectives".

Question 4:

"If you think there are any short falls in (3) above, could you elaborate?"

Finding:

The Municipal Manager acknowledges that the objectives lack strategic planning to support them.

The researcher trust's the reader notices the irony here, where on one hand strategic planning is seen as a function on its own, but on the other hand the IDP objectives are also seen as lacking in strategic planning.

The Mayor sees shortfalls in the fact that "Councillors do not understand the complexity of the IDP. The IDP is too geographically split and too politically influenced".

It is evident to the researcher, that the leaders do see the value of strategic planning as a management intervention in service delivery, however neither see it clearly and clinically as being a fundamental IDP imperative.

Question 5:

"This question relates again to the objectives of the IDP – do you see any short comings in there intended outcomes?"

Finding:

Similarly to question 4, this question was trying to illustrate the lack of understanding between intended outcomes of the IDP objectives and outputs which are specifically strategy or program related.

Although the result of this line of questioning was somewhat subjective and inconclusive, there was no evidence that either leader could interpret the "success" of the Municipality in the context of outcome or outputs.

Proof in this regard came more from the Mayor who on more than one occasion said that "Councillors do not understand the complicity of the IDP process" and with regard this question specifically, said that the "approach is essentially too theoretical". The latter could imply that even from himself there is an element of not understanding the strategic planning component of the IDP.

Question 6:

"For the purpose of determining the Municipal Capital & Operating budget, which process would you say plays a leading role, that of the Budget Process Plan or that of the IDP Process Plan? You can elaborate?"

Finding:

As with question 12 the intention here was to extrude and provide evidence to the fact that finance is incorrectly seen as the forerunner to strategy.

This particular aspect of municipal strategic and financial management, as mentioned previously, cuts to the core of one of the root causes for a dysfunctional IDP.

Both leaders confirm that the budget process is more important than the IDP process.

Question 7:

"How do you see the process of developing a strategic plan that will give effect to the needs of the Community?"

Finding

Neither leader made mention that strategic planning needs to be an integral part of the IDP process.

The Municipal Manager sees the strategy development been performed by officials outside of the IDP process.

Question 12:

"In the process of placing items/projects on budget how would you rank the three the following three factors in order of importance - Strategy, Prioritization and Finance resources?"

Finding

The same question was asked in the questionnaire and the Mayor with a minority of other key role-players gave the correct answer (The Mayor therefore acknowledges the role of strategic planning, but not as a process in developing the IDP). The Municipal Manager on the other hand said that neither aspect is of more importance than the other as they cannot be looked at in isolation.

Question 13:

"Do you see the items placed on both the capital and the operating budget to be fully, partly or slightly influenced by the needs as identified in the IDP?"

Finding:

Both leaders say that budgets are only “partly influenced” by the IDP.

The picture painted here should be quite apparent to the reader, but will be unveiled more clearly under the chapter 5, dealing with findings.

Finding

Neither leader made mention that strategic planning needs to be an integral part of the IDP process.

The Municipal Manager sees the strategy development been performed by officials outside of the IDP process.

Question 12:

“In the process of placing items/projects on budget how would you rank the three the following three factors in order of importance - Strategy, Prioritization and Finance resources?”

Finding

The same question was asked in the questionnaire and the Mayor with a minority of other key role-players gave the correct answer (The Mayor therefore acknowledges the role of strategic planning, but not as a process in developing the IDP). The Municipal Manager on the other hand said that neither aspect is of more importance than the other as they cannot be looked at in isolation.

Question 13:

“Do you see the items placed on both the capital and the operating budget to be fully, partly or slightly influenced by the needs as identified in the IDP?”