

**EVALUATING THE INTEGRATED DEVELOPMENT PLAN (IDP) AS A
PERFORMANCE MANAGEMENT SYSTEM FOR A SELECTED KWAZULU –
NATAL MUNICIPALITY**

BY

NKULULEKO TERRENCE HLONGWANE

STUDENT NO

20722459

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Supervisor: Dr B.I Dlamini

DECLARATION

I declare that:

- (i) This dissertation, entitled 'Evaluating the Integrated Development Plan (IDP) as a performance management system for a selected KZN municipality', except where otherwise indicated, is my own work.
- (ii) This dissertation has not been submitted previously as a dissertation or thesis for a degree at any university.
- (iii) This dissertation does not contain any other person's data, pictures, graphs or other information, unless specifically acknowledged as being sourced from other persons.

Signature:

Nkululeko Terrence Hlongwane (Mr)
Durban University of Technology (DUT)

Date:

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ABSTRACT

Notwithstanding the unsurpassed planning efforts, municipalities nationally seem to be losing their battle in pursuit of sustainable development. South African municipalities find themselves confronted with a harsh reality and that is that after 12 years of legislated Integrated Development Planning (IDP), poverty remains widespread and persists alongside affluence, while inequalities are increasing.

The mechanism of service delivery in municipalities is hampered by bureaucratic settings within Local Government and the ambiguity attached to some of the projects. The service and infrastructural developments targeted for the poor, and the involvement of communities in the affairs of the Local Government might be seen as a partial panacea for poverty alleviation in South Africa, however the capacity of Local Governments to effectively carry out this developmental challenge assigned to them might be a new twist in the developmental challenge facing Local Governments in South Africa.

The commonly-employed approach to local development to the challenges of co-ordinating and integrating efforts has revealed clear evidence of the usefulness of sustainable local development which helps to promote effective planning methods based on a multi-sectorial approach to poverty reduction and community development for an integrated local development planning process.

The literature review contained in this research indicates that in South Africa the implementation of the IDP at Local Government level impacts upon by the Performance Management System (PMS).

This research which has been grounded within the positivist paradigm, evaluates the IDP as a performance management system at Ugu District Municipality. Interviews were conducted amongst employees of the Ugu District Municipality and the community served by the municipality to evaluate the extent to which the IDP is used as a tool to deliver sustainable development.

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ACRONYM AND ABBREVIATIONS

IDP	Integrated Development Plan
PMS	Performance Management System
TLC	Transitional Local Council
LDO	Land Development Objectives
DFA	Development Facilitation Act
LGTA	Local Government Transition Act
KPI	Key Performance Indicators
LED	Local Economic Development
MSA	Municipal Systems Act (Act No. 32 of 2000)
MFMA	Municipal Finance Management Act (Act No 56 of 2003)
RD	Reconstruction and Development Programme
GEAR	Growth, Employment and Redistribution Strategy
SDBIP	Service Delivery and Budget Implementation Plan
EXCO	Municipal Executive Committee
MEC	Member of the Provincial Parliament Executive Committee
PCC	Presidential Coordinating Council
IDPNC	Integrated Development Plan Nerve Centre
M&E	Monitoring and Evaluation
KPA	Key Performance Areas
EPWP	Expanded Public Works Programme
DBSA	Development Services Bank of South Africa
MIG	Municipal Infrastructure Grant
CIDB	Construction Industrial Development Board
IGR	Intergovernmental Relations Act
DoRa	Division of Revenue Act
DPLG	Department of Local Government
LGTA	Department of Local Government and Traditional Affairs
SDF	Spatial Development Framework
PCC	Presidential Coordinating Council
DTI	Department of Trade and Industry
MOU	Memorandum of Understanding

CHAPTER 1 INTRODUCTION

1.1 INTRODUCTION

In South Africa the economic gaps imposed by the apartheid regime aggravated injustice and caused considerable disparities which resulted in high unemployment rates. Inequalities were manifested in the neglect of infrastructure and service provision. This led to a call for pro-active initiatives by the post 1994 democratic government to remedy the living conditions of the previously disadvantaged people. As part of the poverty relief drive, the South African government embarked on a series of developmental initiatives to bring infrastructure related services to the poor and to reduce the enormous prevailing backlog, the aim was to increase community participation, improve service delivery and promote the upliftment of the lives of poor people through the medium of Local Governance.

This study evaluates the Integrated Development Planning (IDP), a National Government initiative which is being undertaken in the Province of KwaZulu-Natal in the Ugu District Municipality in response to the prevailing poverty and under-development among the poor communities. Relying on the developmental mandate to initiate and co-ordinate all development activities within their area of jurisdiction through the IDP, the Ugu District Municipality has drawn up a development strategic plan in conjunction with the local communities and with other stakeholders and organizations to identify and assess development backlogs within the communities with the aim of addressing such backlogs.

This study is informed by the interviews conducted with some of the Ugu Municipal personnel and questionnaires administered to sampled Municipal customers/community members in the Ugu District Municipality, Port Shepstone, in the Province of KwaZulu-Natal. Lack of access to some of the most basic facets of infrastructure such as sanitation, water, electricity, roads and local economic development flagship projects are apparent in most municipalities in South Africa, however, the Ugu District Municipality, through the IDP, has achieved some notable achievements in the provision of basic amenities such as water, electricity and sanitation infrastructure development.

The study evaluates and provides an overview of the IDP at Ugu District Municipality and the degree to which is serving as one mechanism to address poverty and ensuring sustainable municipal service delivery.

1.2 PROBLEM STATEMENT

Section 34 of the Municipal Systems Act (MSA) requires Municipal Councils to review their IDP annually. The integrated development planning as a dynamic and continuous process must respond to changing circumstances, demands and municipal functions. The IDP annual review ensures that the municipality remains flexible and responsive to changes, without losing sight of the vision and long-term objectives.

The review process also ensures that the municipal resources are directed at the delivery of projects and programmes that meet strategic development priorities and the municipal performance targets. During the process, the IDP and the performance under the Performance Management System (PMS) are simultaneously reviewed. Through this co-ordinated assessment, the IDP is aligned with the delivery performance plan of the municipality.

From the above statement, it is clear that the views on the IDP indicate that in order for municipalities to be responsive in delivering to their mandate, the IDP needs to be an integral part of the municipal delivery performance plan.

1.3 OBJECTIVES OF THE RESEARCH

According to Kraft (2007:109), the objective of the research is the analyses of the social and economic problems associated with challenges of sustainable development calls by asking fundamental questions and the root causes of problems to be addressed rather than just simply examining possible policy actions to ameliorate.

The objective of this study is to evaluate the integrated development planning as a performance management system, a process used by municipalities as a planning tool for service delivery. The study is not in any way intended to evaluate the Performance Management System (PMS) also use by municipality in promoting better implementation of the IDP. The following forms part of the objectives of the study:

1.3.1 Identification of gaps

The identification gaps in the municipal community infrastructure development planning process through interaction with municipal official involved in community infrastructure development.

1.3.2 Review literature on the IDP of Ugu District Municipality.

1.3.3 Readiness to change

The Ugu District Municipality's viability, values and issues of corporate culture have, like other municipalities, had to be receptive to ongoing transformation and modernization. This called for changing and reviewing developmental strategies every 5 years and has resulted in the creation of a culture that is sensitive to change and the adoption of new strategies.

1.3.4 The evaluation of the current/proposed IDP of Ugu District Municipality.

The focal point being what has been done and what is yet to be done i.e. Planned – Actualized – Ongoing. To relate actual achievements to original plans, identify gaps and possible interventions.

1.3.5 To gauge the success of the IDP Model at Ugu District Municipality

To gauge the success of the IDP Model by assessing tangible indicators such as completed projects, employment created, community involvement based on community and municipal interviews.

1.4 SCOPE AND LIMITATIONS OF THE STUDY.

1.4.1 Geographical Area

The study is conducted at Ugu District Municipality in the Port Shepstone area of the province of KwaZulu-Natal South Africa.

The Ugu District Municipality, by government mandate, is involved in promoting social justice and equity through a more integrated and participatory approach to local development planning and the identification of economic development strategies that provide support to emerging businesses and the informal economic sector.

Ugu District Municipality



	Umuziwabantu Local Municipality		Vulamehlo Local Municipality
	Eziqoleni Local Municipality		Umzumbe Local Municipality
	Hibiscus Coast Local Municipality		Umdoni Local Municipality

Figure 1.1 Map showing part of the province of KwaZulu-Natal of Ugu District Municipality.
(Sourced: Municipal Demarcation Board, 2004)

1.4.2 Limitation of the Study

The study is limited to Ugu District Municipality. In social sciences research it is not always easy to receive co-operation from the participants. The researcher, however, does not foresee threats to internal validity with respect to the location, loss of subjects, extraneous events or maturation because of the duration of the study.

Limitation of the chosen sample is dependent on the municipal type grading in terms of capacity and the level at which the municipality is using the IDP as its strategy.

1.5 RESEARCH METHODOLOGY

1.5.1 The study type

The research is quantitative; the proposed study evaluates the IDP and the PMS at Ugu District Municipality. It is also descriptive in that it explains the phenomena such as attitudinal and behavioural patterns that exist by indicating how variables are related to one another and how they affect each other.

According to Shuttleworth (2008), descriptive research design is a scientific method which involves observing and describing the behaviour of a subject without influencing it in any way.

In addressing the whole question of a research project by adding valuable information to the already existing body of knowledge, Remenyi (2003: 25) states that the researcher must comply with the 'scientific method'. The scientific method ensures that a standard system for interpreting the phenomenon investigated or observed is upheld.

1.5.2 Target population

The target population is the population to which the researcher would ideally like to generalise his or her results (Welman, 2006:126). In this study the targeted population is the following:

1.5.2.1 The rural community and customers of the Ugu District Municipality

The study is focused on identified developmental strategic issues and gaps through public participation. Strategic issues represent development priorities that need to be addressed for the benefit of the collective group or the community (not individuals). In this study the investigation involved the rural community of Mathulini Tribal Authority and customers paying for services delivered by Ugu District Municipality.

1.5.2.2 The employees of the Ugu District Municipality

The employees of Ugu District Municipality were included in order to examine issues of organisational culture, levels of employee morale, communication strategies, resistance to change and understanding organization strategies in terms of service delivery within the municipality. This in turn helped to inform the overall current state of the municipality in terms of its ability to deliver on its IDP objectives.

1.5.3 Sampling method

In this study, cluster stratified sampling is to be used. According to Mouton (2003), stratified sampling is the most commonly-used probability method because it reduces sampling error.

1.5.4 Sampling size

In this study stratified random sampling was used. According to Robson (2002), stratified sampling ensures that estimates can be made with equal accuracy in different parts of the

region and that comparisons of sub-regions can be made with equal statistical power. The power of a statistical test is the probability that the test will reject the null hypothesis when the alternative hypothesis is true.

The sampling size consisted of employees of the Ugu District Municipality from senior to line function employees. The sampling size of the rural community and citizen served by the municipality consisted of research participants that were members of the community development structures nominated by the community as their representatives on community developmental issues and a random sample of payers of services rendered by the Ugu District Municipality.

The sample size relating the **community** served by the municipality, comprised youth (males and females age group less than 35 years old) and adults over 35 years consisting of males and females.

Table 1.1 Sample size of the community

Age Group (Rep.)	Males	Females
Urban	5	5
Rural	5	5
Total Population	10	10

The sampling size (**municipal employees**) consisted of males and females from senior management to lower level employees.

Table 1.2 Sample sizes of the Municipal employees

Levels	Males	Females
Senior Management	3	3
Middle Management	5	5
General Employees	5	5
Total Population	13	13

1.5.5 Data collection

According to Robson (2002), a data collection process is necessary as it ensures that data gathered is both defined and accurate and that subsequent decisions based on arguments embodied in the findings are valid. The survey method in a form of questionnaires was used in this study to gather primary data animating from strategic issues. Below is an example of strategic issues to be used in this study

Table 1.3 Strategic issues

KEY PERFORMANCE AREAS	STRATEGIC ISSUES
1. Infrastructure Development	Access to clean potable water
	Access to hygienic sanitation
	Accessible roads
	Electricity supply
	Solid waste disposal
	Housing
	Land use management systems
2. Economic development	Local economic development
	Tourism planning
	Agricultural development
	Cooperatives and SMMEs
	Public private partnerships
	Business support and development
3. Institutional development and transformation	Batho Pele Principles
	Performance management planning
	Human resources
	Information technology
	Administration
4. Good governance and public participation	Integrated Development Planning (IDP)
	Policy development
	Public participation
	Internal audit
	Anti-corruption strategy
5. Financial management	Budgeting and reporting
	Revenue enhancement
	Expenditure control
	Financial management

Strategic issues inform the rest of the planning, especially in attaching weights in individual employee subsequently organisational PMS.

The following types of questionnaire in the collection of data were administered in this study:

- (i) The Vuna Assesment Model and Batho Pele fitness test questionnaire aimed at allowing the organization to identify its strengths and areas of improvement in implementing its IDP.
- (ii) The customer satisfaction survey questionnaire on the extent to which the community served by the municipality are satisfied with service delivery.
- (iii) An internal organization climate survey questionnaire aimed at municipal employees on the strength and ability of the municipality to deliver on it developmental objectives.

1.5.6 Validity and reliability

According to Welman (2005), reliability is the consistency of measurement or the degree to which an instrument measures the same way each time it is used under the same conditions with the same subjects. According to Crewell (2003), reliability is the repeatability of measurement. A measure is considered reliable if a person's score on the same test given twice is similar. There are two ways that reliability is estimated and they are the test/retest and the internal consistency. To ensure reliability, the test-retest approach method is suggested for this study.

According to Robson (2002), validity is the strength of our conclusions, inferences or propositions, it is the best available approximation to the truth or falsity of a given inference, proposition or conclusion. There are four types of validity commonly examined in social research that is conclusion validity, internal and external validity and construct validity. To ensure validity, conclusion validity method is suggested for this study. Conclusion validity will allow the researcher to make the correct decision regarding the truth or approximate truth of the alternative hypothesis.

1.5.7 Statistical analysis

The SPSS statistical computer programme is used to capture, organise and analyse the collected data.

1.6 STATEMENT OF THEORETICAL AND PRACTICAL CONTRIBUTION

1.6.1 To improve the current state of municipalities in South Africa

The goal of this study will be directed at the realization of real impact that the IDP has on the municipal performance plan that is informed by municipal strategic developmental objectives.

1.6.2 Stimulation of new strategies

It is appropriate to highlight the importance of identification of challenges within the municipal infrastructure development planning process by stimulation of new strategies and approaches in the formulation of the IDP.

These challenges can be better achieved through a process of consolidation where a holistic developmental approach is taken. This approach will ensure capturing of sound knowledge management for sustainable development.

1.6.3 Adoption of an alternative performance management Model

It is important to pave the way for effective and speedy service delivery to local communities through the adoption of a performance management model against which municipal PMS could be positioned.

1.7 OVERVIEW OF CHAPTERS

The study is not meant only for the evaluation of the IDP that is linked to the municipal performance plan, but also to contribute to both policy development and change management strategy knowledge base. What also needs to be noted is that the study does not view the organisational PMS as a tool for punishment, but that of focusing and improving service delivery systems.

In Chapter 1 the importance of the study on the effects of integrated planning is presented. It reviews the current situation of municipalities in South Africa with regard to the perceived impact of the IDP and the PMS in responding to the prevailing poverty and under-development among poor communities. The ex-post facto methodology was explained in detail.

Chapter 2 provides theoretical findings of literature review on policy analysis of the legislative and policy framework of the IDP and the PMS of municipalities in South Africa.

Chapter 3 describes the methodology which was adopted for this study; it contains the research framework which guided the research process.

Chapter 4 presents an analysis on the results of the study and the key findings.

Chapter 5 covers the implications of the findings, recommendations and limitations.

CHAPTER 2

LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1 THEORETICAL FRAMEWORK

2.1.1 Introduction

During the past period (post 1994) of office most of the municipal structures, the Transitional Local Council (TLC) were already involved in preparing IDP, many of them went just as far as preparing Land Development Objectives (LDO). The aim of LDO was to undo apartheid planning and to develop and integrate communities in the most effective way possible.

It is important to understand how LDO fit into the IDP process. According to Calitz (2002), the LDO came about from the Development Facilitation Act (DFA), whereas the IDP resulted from the Local Government Transition Act (LGTA). The switch from LDO to IDP was done under difficult circumstances since conclusive legal framework was not yet in place. Many of the TLC had no capacity to manage such a planning process. There was no tested planning methodology and no comprehensive and systematic training programme.

Quite a few of the local authorities had made significant progress towards establishing a planning practice which helps to improve implementation of projects and programmes. The introduction of Section 5 (25) (1) of 2000 of the Municipal Systems Act which states that 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, resulted in a fully-fledged support system that is now in place for Local Government in South Africa.

The integrated development planning process is the most important mechanism available to government to transform the structural differences of the previously divided society; it is one of the primary means to develop the community.

Municipal management processes have now evolved to a point where the IDP and performance management need to be managed as one integrated management process. Although they need to follow on each other consecutively, they all form an integral part of the macro management process, the one being dependent on the other.

With reference to research objectives, this chapter provides theoretical findings on policy analysis of the legislative and policy framework of the IDP and the PMS of municipalities in South Africa. It discusses the importance of aligning with the performance planning process in integrated development planning to meet the service delivery objectives of municipalities.

2.1.2 The Integrated Development Plan (IDP)

Rauch (2002) describes the IDP is an approach to planning that involves the entire municipality and its citizens in finding the best solutions to achieve good long-term development. Communities cannot develop in isolation and integrated development planning ensures this. For example, if a community needs housing, other related issues also have to be examined such as roads, schools, electricity, water and sanitation.

This means that not only is Local Government involved, but also Provincial and National Government departments. The IDP is a process by which the planning efforts of different

spheres and sectors of government and other institutions are coordinated at Local Government level.

Geyer (2006:23) states that the IDP brings together various economic, social, environmental, legal, infrastructural and spatial aspects of a problem or a plan, in a way that enhances development and provides sustainable empowerment, growth and equity for the short, medium and long term. He further state that if the words IDP are looked at separately, the meaning is as follows:

Integrated means:

- To combine parts into a whole.
- To consider the aspects of an issue at the same time.
- To look at all the circumstances that might affect a project or plan in a holistic manner.
- Co-ordination of all stakeholders, sectors and role-players.

Development means growth, evolution and progress. However, in a Local Government context, its meaning includes:

- The process of improving the quality of life of the community.
- Enhancing opportunities and maximizing choices.

Planning means arranging processes or projects in a structured manner with a particular outcome in mind. The planning documents should indicate the way to proceed to achieve that end. Planning is used to bring about change in an orderly, disciplined and manageable way.

According to Moodley (2003), the reason why every municipality should have an IDP:

- (i) It helps to make more effective use of scarce resources by:
 - Focusing on identified and prioritized local needs, taking into consideration local resources.
 - Searching for more cost-effective solutions.
 - Addressing causes, rather than just allocating capital expenditure for dealing with symptoms.
- (ii) It helps to speed up delivery by:
 - Providing a tool which guides where investment should occur.
 - Getting the buy-in of all relevant role-players for implementation.
 - Providing deadlock breaking decision-mechanisms.
 - Arriving at realistic project proposals taking into consideration limited resources.
- (iii) It helps to attract additional funding

Where there is a clear municipal development plan, private investors and sector departments are willing and confident to invest their money because the IDP is an indication that the municipality has a development plan.

- (iv) It helps to strengthen democracy and hence institutional transformation because decisions are made in a democratic and transparent manner, rather than by a few influential individuals.
- (v) It helps to overcome the apartheid legacy at local level by:
 - Promoting integration of rural and urban areas and different socio-economic groups where people live and work.
 - Facilitating redistribution of resources in a consultative process.
- (vi) It promotes inter-governmental co-ordination by:

Facilitating a system for communication and co-ordination between local, provincial and national government.

2.1.3 The IDP and PMS in Local Government.

2.1.3.1 The IDP at Local Government level

The IDP is a legal process required of municipalities, however, quite apart from the legal requirements; there are good reasons for municipalities to undertake IDP. Planning in general and an IDP in particular is a critically important management tool to help transformation, growth and development at Local Government level.

Chapter 5 of the Municipal Systems Act, 32 of 2000 (MSA) states that an IDP is a process through which municipalities prepare a strategic development plan which extends over a five-year period and which is reviewed annually.

According to Chapter 2 of the Constitution, the IDP is the principal strategic planning instrument which guides and informs all planning, budgeting, management and decision-making processes in a municipality. The Municipal Manager is responsible for the implementation and monitoring of the IDP.

It is important to remember that there is a specific process for municipalities to follow before an IDP implementation can take place. The diagram that follows is a summary of how government role-players are involved in drawing up an IDP at a local level.

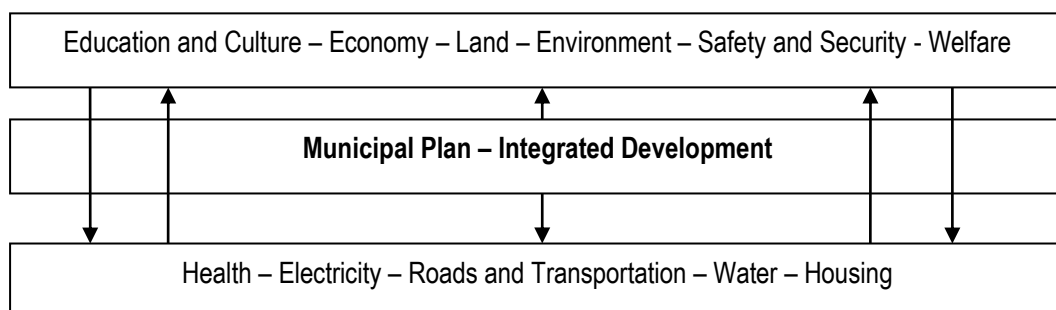


Figure 2.1 The integrated development planning process
(Source: The IDP Handbook series for Community-Based Organizations)

2.1.3.2 The PMS at Local Government level

Radnor and McGuire (2004:22) describes the PMS as a framework that represents the way the municipal cycle and processes of performance management planning, monitoring, measurement, review and reporting will happen and be organized and managed, while determining the roles of different role-players. It provides for the procedure by which the system is linked with the municipality's IDP processes and shows how any general Key Performance Indicators (KPI) will be incorporated into the municipal planning and monitoring process.

The conclusion drawn is that, the objective of institutionalizing the PMS, beyond the fulfilling of legislative requirements, is to serve as a primary mechanism to monitoring, reviewing and improving the implementation of the municipal IDP. In doing so, it should fulfill the following functions:

- Promoting accountability
- Decision-making and resource allocation
- Guiding development of municipal capacity-building programmes
- Creating a culture for best practice, and share-learning among municipalities
- Developing meaningful intervention mechanisms and early warning system
- Creating pressure for change at various levels
- Contributing to the overall development of a Local Government system

The Department of Provincial and Local Government defined performance management as 'a strategic approach to management, which equips leaders, managers, employees and stakeholders at different levels with a set of tools and techniques to regularly plan, continuously monitor, periodically measure and review performance of the organisation in terms of indicators and targets of efficiency, effectiveness and impact.'

2.1.4 The legal and policy framework that informs the IDP constitutional requirements

The Constitution assigns a clear developmental role to Local Government in Sections 152 and 153; this is explained in more detail by legislation. Chapter 2 of the Constitution deals with human rights and it is important when formulating an IDP for Local Government institutions.

2.1.4.1 Legislative framework informing the IDP

To ensure that the IDP processes are followed, there are certain laws that govern the process. The Constitution of the Republic of South Africa (Act No 108 of 1996): Section 152 of the Constitution provides the objectives of Local Government to be:

- To provide democratic and accountable government for local communities.
- To ensure the provision of services to communities in a sustainable manner.
- To promote social and economic development.
- To promote a safe and healthy environment.
- To encourage the involvement of communities and community organizations in the matters of Local Government.

While working to achieve these objectives, municipalities are also expected to transform their approach and focus in order to be developmental in nature (section 153); and in order to do this, the Constitution requires a municipality to:

- Structure and manage its administration and budgeting processes to give priority to the basic needs of the community.
- To promote the social and economic development of the community.
- Participate in national and provincial development programmes.
- Together with other organs of state contribute to the progressive realization of fundamental rights contained in sections 24 to 27 and 29.

The Constitution of the Republic of South Africa (Act 108 of 1996) further states that in addition to providing municipal services, municipalities must (by law) now lead, manage and plan for development through a process of integrated development planning . Municipalities are co-responsible for eradicating poverty, boosting Local Economic Development (LED), creating jobs and generally promoting the process of reconstruction and development.

In addition to the requirement for every municipality to compile the integrated development planning, the MSA requires that in the implementation of the IDP, municipalities must monitor and evaluate its performance. Section 34 of the MSA also puts emphasis on the review and amendment of the IDP. Thus, a municipal Council:

- (i) Must review its IDP annually in accordance with an assessment of its performance measurements in terms of Section 41, and to the extent that changing circumstances so demand.
- (ii) May amend its IDP in accordance with a prescribed process.

Section 26: An Integrated Development Plan (IDP) must reflect:

- (i) 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.
- (ii) The municipal Council's development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs.
- (iii) The municipal Council's development priorities and objectives for its elected term, including its local development arms and its internal transformation needs.
- (iv) The municipal 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.
- (v) A Spatial Development Framework (SDF) which must include the provision of a basic guide for a land use management system for the municipality.
- (vi) The municipal Council's operational strategies.
- (vii) Applicable disaster management plans.
- (viii) A financial plan, which must include a budget project for at least the next three (3) years and the KPI and performance targets determined in terms of Section 41.

The MSA defines the mandate of municipalities as that of an undertaking of integrated development-oriented planning. It states that municipalities should be transformed from a pre-democracy, controlled and regulatory-orientated form to a post-democracy developmental form of municipalities under Section 155(7).

The White Paper on Local Government (1998): The White Paper establishes the basis for a new developmental Local Government and characterizes it as a system which is committed to working with citizens, groups and communities to create sustainable human settlements which provide for a decent quality of life and which meet the social, economic and material needs of communities in a holistic way.

To achieve developmental outcomes will require significant changes in the way Local Government works. The White paper further puts forward three interrelated approaches which can assist municipalities to become more developmental:

- Integrated development planning and budgeting.
- Performance management.
- Working together with local citizens and partners.

The Municipal Finance Management Act (MFMA), Act No 56 of 2003: Arguably the two most critical aspects addressed by the MFMA: the transformation of procurement regime and alignment of budgeting and the IDP, as well as related performance management mechanisms.

With regard to the latter, chapter five of the MFMA identifies the specific IDP time frames that are linked to budget time frames. The Legislation also introduces corporate governance measures to Local Government.

The Local Government: Municipal Planning and Performance Management Regulations of 2001 was passed to develop further guidelines and clarity in the issues of integrated development planning. Regulations were issued in 2001. The Municipal Planning and Performance Management Regulations set out in detail the requirements for terms of content for integrated development planning.

2.1.4.2 Policies

According to Geyer (2006: 26), at national level there are two major policy frameworks that affect the IDP directly. These are:

- The Reconstruction and Development Programme (RDP).
- The Growth, Employment and Redistribution Strategy (GEAR).

(i) The Reconstruction and Development Programme (RDP)

The RDP emphasizes the following aspects of the developmental role that applies to Local Government, as well as to the national and provincial spheres of Government:

- The integration of areas, budgets and economies previously separated by apartheid.
- The provision, upgrading and maintenance of services in all areas.
- Broadening and strengthening the professional and administrative capacity of Local Government.
- Ensuring gender sensitivity and providing a more equitable role for women.
- Ensuring accessibility and participation by all stakeholders.

(ii) The GEAR Strategy

GEAR is primarily an economic strategy designed to:

- Encourage growth.
- Create employment.
- Facilitate the equitable redistribution of wealth.

In South Africa, the government's response since 1994 (Calitz and Siebrits, 2002) has been to re-align its economic policies in terms of GEAR. This has required that government becomes more efficient in the delivery and production of its services. Further, the focus has been on technical efficiency with emphasis on better or improved government services without an increase in taxes.

Calitz and Siebrits (2002) conclude that the South African governments focus at a national level has definitely shifted from its regulatory role to that of a facilitator of growth. At local level this is demonstrated by initiatives and strategies that are designed to rationalize municipal personnel and staffing levels.

The MSA regulates integrated development planning. The following section is of specific importance: Section 25 (1): The 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:

- (i) Links, integrates and co-ordinates plans and takes into account proposals for the development of the municipality.
- (ii) Aligns the resources and capacity of the municipality with the implementation of the plan.
- (iii) Forms the policy framework and general basis on which annual budgets must be based.
- (iv) Complies with the provisions of Chapter 5.
- (v) Is compatible with national and provincial development plans and planning requirements binding on the municipality in terms of legislation.

2.1.4.3 Principles

Rauch (2002) states that the IDP has three clear principles and intended impacts as follows:

- (i) A **consultative process**. It aims to become a tool for democratic Local Government by ensuring that:
 - Engagement is structured.
 - Participation is institutionalized.
 - Bottom-up and top-down decision making processes of engagement are inter-linked.
 - Focused analysis takes place and a forum for debate on real issues affecting service delivery is created.
- (ii) A **strategic process**. The IDP aims to ensure that within a municipality:
 - Most effective and efficient use is made of scarce resources.
 - Innovative and cost and time saving solutions are sought for local problems.

- Underlying causes and not symptoms are addressed.
 - Integration of crosscutting and cross dimensional issues is considered.
- (iii) An **implementation-orientated process**. The IDP aims to become a tool for better and faster delivery by:
- Ensuring that concrete project proposals are designed.
 - Planning-budget links are made for feasibility.
 - Institutional preparedness is addressed.

The IDP therefore ensures that local municipalities are not only informed about their environment but are also sensitive to cross-cutting dimensions and impacts. In this way municipal management is informed on key issues that will affect budgetary and land use management decisions. It also facilitates inter-governmental relations by ensuring that all developmental activities within a municipal area are consolidated and contribute to the furthering of the vision, objectives, strategies and projects of the municipality.

The fact that the responsibility of an IDP lies with the municipalities, executive committee or the mayor ensures that IDP and its implementation receives top priority within decision-making structures. (Source: Department of Provincial Local Government, IDP a Local Pathway to Sustainable Development in South African: Government Print.)

2.1.5 The legal and policy framework that informs the PMS constitutional requirements

Whatever the priorities, by involving communities in setting key performance indicators and reporting back to communities on performance, accountability is increased and public trust in the local government system is enhanced.

The initial PMS was adopted by the Ugu District Municipality municipal council towards the end of 2004. The MSA and the MFMA require that the PMS needs to be reviewed annually in order to align it with the reviewed IDP; it also amends performance agreements of Section 57 employees and keep abreast with the latest developments in the field of performance management.

2.1.5.1 Policies and legislative framework informing the PMS

The framework for performance management is informed by the following policies and legislation on performance management:

- The Constitution (1996)
- The Batho Pele White Paper (1998)
- The White Paper on Local Government (1998)
- The Municipal Systems Act (2000)
- Municipal Planning and Performance Management Regulations (2001)

Sections 38 to 49 provide for the legislative mandates for organisational performance management, which are required to measure and report on progress in implementing the IDP in all components within the organisational hierarchy such as divisions, departments and the municipality as a whole. Each of these components needs to have a Service Delivery and

Budget Implementation Plan (SDBIP) containing a comprehensive set of performance targets with budget allocations that it should achieve over the next financial year.

The abovementioned regulations were passed by the minister responsible for Local Government in terms of Section 49 of the MSA. These regulations spell out the performance management responsibilities of municipalities in more detail. They deal with:

- The nature of the PMS
- The adoption of the PMS
- The setting of key performance indicators
- The general key performance indicators published by the minister, which reflect the object of developmental Local Government
- The review of key performance indicators
- Setting of performance targets
- Monitoring, measurement and review of performance
- Internal auditing of performance measurements
- Community participation

Regulation 7 (1) describes the nature of the PMS by stating that:

‘A municipality PMS entails a framework that describes and represents how the municipality cycle and process of performance planning, monitoring, measurement, review, reporting and improvement will be conducted, organised and managed, including determining the roles of the different role-players.’

The White Paper on Local Government (1998) has largely been superseded by the MSA and associated Regulations. The White Paper however marked an important milestone in introducing the philosophy of performance management and involvement of communities when it stated, *inter alia*, that:

‘Involving communities in developing some municipal key performance indicators increases the accountability of the municipality. Some municipalities may prioritize the amount of time it takes a municipality to answer a query, others will prioritize the cleanliness of an area or the provision of water to a certain number of households’.

The Batho Pele or ‘People First’ is an initiative to get municipal officials to be service orientated, to strive for excellence in service delivery and to commit to continuous service delivery improvement for the benefit of all citizens who must hold them accountable for the level of services they deliver.

The legislative frameworks call for the setting up of service standards, defining outputs and targets, and benchmarking performance indicators against 18 standards international. Similarly, it also calls for the introduction of monitoring and evaluation mechanisms and structures to measure progress on a continuous basis.

The Batho Pele (1998) in which the White Paper on transforming public service delivery includes the following eight principles for improving the level of service delivery:

- Consultation

Citizens should be consulted on the level and quality of the public services they receive and wherever possible, should be given a choice about the services that are offered.

- Service standards and targets

Citizens should be told what level and quality of public services they will receive so that they know what to expect.

- Access

All citizens should have equal access to the services to which they are entitled.

- Courtesy

Citizens should be treated with courtesy and consideration.

- Information

Citizens should be given full, accurate information about the public services they are entitled to receive.

- Openness and transparency

Citizens should be told how municipalities are run, how much they cost and who is in charge.

- Best value

Public services should be provided economically and efficiently in order to give citizens the best possible value for money.

- Dealing with complaints

If the promised standards of service are not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy, and when complaints are made, citizens should receive a sympathetic and a positive response.

2.1.5.2 Objectives

Apart from complying with the legislative requirements, as stated, the municipality requires a PMS that will provide the tool for monitoring, reviewing and improving the implementation of the IDP. In doing so it should fulfil the following objectives:

(i) Facilitate increased accountability

The PMS should provide a mechanism for ensuring increased accountability between:

- The citizens of the municipality and the, municipal Council.
- The political and administrative components of the Municipality.
- The Office of the Municipal Manager and each municipal department.

(ii) Facilitate learning and improvement

The PMS must also provide a platform for learning and improvement. It should enable the municipality to assess which approaches and methods are having the desired impact and in this way enable the municipality to make the necessary improvements that will lead to more effective service delivery. It should form the basis for monitoring implementation, evaluating and improving the IDP.

(iii) Provide early warning signals

The PMS should provide managers and supervisors on all levels, the Municipal Manager, portfolio committees and the executive committee with early warning of performance targets that are not going to be reached and thus adversely affecting the implementation of the IDP. It is important that the system informs decision makers of areas of delivery that are lagging behind so that they can intervene and take corrective action as required.

(iv) Facilitate decision making

The PMS should provide suitable management information that will allow for efficient, effective and informed decision making, particularly on the allocation of resources.

The objectives listed above are not exhaustive, but succinctly summarise the intended benefits of the PMS. These intended objectives, together with other criteria, should be used to evaluate the PMS at the end of each financial year.

2.1.5.3 Principles

De Waal (2002) describes the following six principles of PMS:

(i) Simplicity

The system must be a simple user-friendly system that enables the municipality to operate it with its existing resources with the involvement of external stakeholders.

(ii) Politically driven

The legislation requires the PMS to promote a culture of performance management in the political structures. It further states that the municipal Executive Committee (EXCO) must manage the development of the PMS and assign responsibility in this regard to the Municipal Manager.

Once developed, EXCO must submit the PMS to Council for adoption. This means that the municipal Council is the owner of the system and must therefore oversee the implementation and improvement of the system and in the process inculcate a culture of performance improvement as is required by the MSA.

(iii) Incremental implementation

One of the most important lessons learnt by municipalities that have developed and implemented successful PMS, is that it is an incremental process. The White Paper on Local Government (1998) points out that the most important thing to do is to start measuring and reporting performance and not to carry on developing the 'best' system – start with a basic system, implement it and then improve it incrementally. It is not possible to transform overnight from close to non-compliance to international best practice. In practice it is only possible to move gradually towards a high performance organisation.

(iv) Transparency and accountability

The process of managing performance should be inclusive, open and transparent. The community should know how the municipality is run, how resources are spent and who is in charge of particular services. Similarly all information on the performance of departments should be available for other managers, employees, the public and interest groups.

(v) Integration

The PMS should be integrated into other management processes in the municipality, such that it becomes a tool for more efficient and effective integral part of the IDP process. It should be seen as a central tool for managing the performance related assignments of the municipality such as individual performance and it should form part of Section 57 employee performance contracts.

(vi) Objectivity

Performance management must be founded on objectivity and credibility. Both the processes of managing performance and information, needs to be objective and credible.

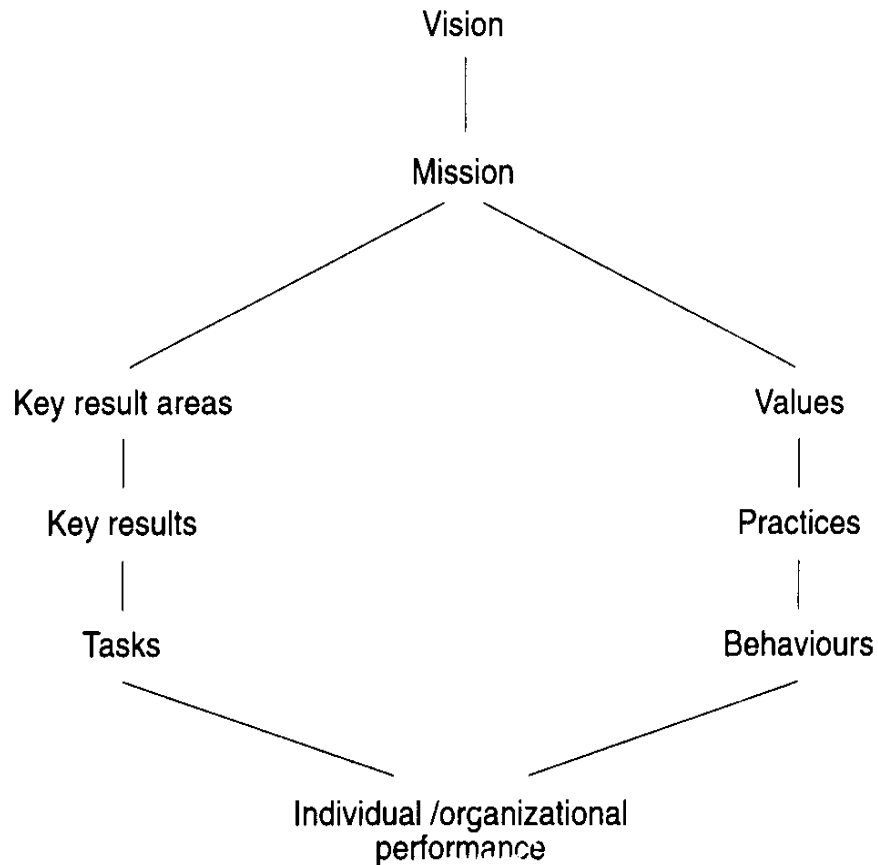


Figure 2.2 Typical PMS Model

(Source from www.impulseconsulting.com, a systems flow chart for implementing performance management)

2.1.6 An overview of the IDP

2.1.6.1 The purpose of the IDP

The IDP is to foster more appropriate service delivery by providing the framework for economic and social development within a municipality. In doing so it:

- (i) Contributes toward eradicating the development legacy of the past by being the local strategic mechanism to restructure a town and rural areas. Integrated development planning should ensure that:
 - A shared understanding of spatial and development opportunities are created.
 - Specific pro-poor strategies are being pursued.
 - An overview of planned public and private investment is provided.
 - Mechanisms to promote social equality through participatory processes of democratization, empowerment and social transformation are put in place.
 - Instruments to address sustainability in its three facets: ecological, economic and social are created.

The integrated and participatory nature of the IDP therefore allows poverty alleviation to be addressed in a multifaceted way within the limits of scarce resources.

- (ii) With operationalization of the notion of developmental Local Government, the IDP ensures that Local Government transformation can take place by making sure that:
 - Integrated and sustainable projects and programmes are formulated.
 - The foundation for community building is laid.
 - A strategic framework that facilitates improved municipal governance is in place.
 - More effective and efficient resource allocation and utilization takes place.
 - Political accountability and municipal performance can be monitored and evaluated against documented decisions.

- (iii) In fostering a culture of co-operative governance, the IDP is a mechanism for alignment and co-ordination between different spheres of government and sectors of development because it:
 - Serves as a basis for communication and interaction between spheres and sectors of government.
 - Ensures accountability and partnership by debating concrete issues, planning and resource allocation decisions.

2.1.6.2 The IDP process

According to Rauch (2002), the process undertaken to produce the IDP consists of five phases:

Phase 1: Analysis

During this phase, information is collected on the existing conditions within the municipality. It focuses on the types of problems faced by people in the area and the causes of these problems. The identified problems are assessed and prioritised in terms of what is urgent and what needs to be done first.

Information on availability of resources is also collected during this phase. At the end of this phase, the municipality will be able to provide:

- An assessment of the existing level of development.
- Details on priority issues and problems and their causes.
- Information on available resources.

Phase 2: Strategies

During this phase, the municipality works on finding solutions to the problems assessed in phase 1. This entails:

- Developing a vision

The vision is a statement of the ideal situation the municipality would like to achieve in the long term once it has addressed the problems outlined in phase one. The following

is an example of a vision statement: *An economically vibrant city with citizens living in a secure, healthy and comfortable environment.*

- Defining development objectives

Development objectives are clear statements of what the municipality would like to achieve in the medium term to deal with the problems outlined in phase one. For example: *Provide access to clean water for all residents living in the informal settlement.*

- Development strategies

Once the municipality has worked out where it wants to go and what it needs to do to get there, it needs to work out how to get there. A development strategy is about finding the best way for the municipality to meet a development objective. For example: *Co-operate with the Department of Water Affairs to provide one water stand pipe for every 20 households.*

- Project identification

Once the municipality has identified the best methods to achieving its development objectives it leads to the identification of specific projects.

Phase 3: Projects

During this phase the municipality works on the design and content of projects identified during phase 2. Clear details for each project have to be worked out in terms of the project beneficiaries, cost of the project and how the project will be funded. Clear targets must be set and indicators worked out to measure performance as well as the impact of individual projects.

Phase 4: Integration

Once all projects have been identified, the municipality has to check again that they contribute to meeting the objectives outlined in Phase 2. These projects will provide an overall picture of the development plans. All the development plans must now be integrated. The municipality should also have overall strategies for issues like dealing with poverty alleviation and infrastructure development. These strategies should be integrated with the overall IDP.

Phase 5: Approval

Process

Once the IDP has been completed, it has to be submitted to the municipal council for consideration and approval. The municipality must look at whether the IDP identifies the issues (problems) that affect the area and the extent to which the strategies and projects will contribute to addressing the problems. The municipality must also ensure that the IDP complies with the legal requirements before it is approved.

Furthermore, before the approval of the IDP, the municipality must give an opportunity to the public to comment on the draft. Once the IDP is amended according to the input from the public, the municipality considers it for approval.

Output

The output of this phase is an approved IDP for the municipality.

Once a municipality has adopted its IDP, it must, within 10 days of adoption, submit a copy thereof, together with the 'Process plan' and the 'Framework for the IDP' to the Member of the Executive Committee (MEC) for Local Governance of the province for assessment.

The MSA does not require the MEC to approve the IDP, only to assess whether or not the IDP complies with the requirements of the act and also sees that it is not in conflict with the IDP and strategies of other municipalities and organs of state in the province.

2.1.6.3 Participation

In the post 1994 of a democratic South Africa, community participation has become a key process in policy and legislative frameworks for legitimate governance, making it mandatory for people driven development to be implemented at local government level. For instance, the Municipal Systems Act, No 32, 2000 (MSA), highlights a number of interrelated goals such as meeting the basic social and economic needs of citizens, such as the previously disadvantaged South African communities. However, it has become increasingly evident that the current approaches to development planning are hindered by the lack of participation and people centred development, which empowers communities to influence decision making process that affect them directly in their respective areas (Madonsela, 2010).

Community participation signifies the direct involvement of community members in the affairs of the overall development planning programmes and governance at the local level. During the above mention phases of the IDP, participation can be encouraged in these ways:

Table 2.1 Method of participation

IDP phases	Methods for participation
Analysis	<ul style="list-style-type: none"> • Community meetings organised by ward councillor. • Stakeholder meetings. • Surveys and opinion polls (getting view on how people feel about a particular issue)
Strategies	<ul style="list-style-type: none"> • IDP Representative Forum. • Public debates on what can work best in solving a problem. • Meetings with affected communities and stakeholders.
Projects	Representation of stakeholders on project sub committees.
Integration	IDP Representative Forum.
Approval	Public discussion and consultation with communities and stakeholders.
Monitoring and implementation	IDP Representative Forum.

(Source from principle of integrated development planning and assessment of process 2001/2002, Government Print)

The diagram below shows information flow between stakeholders. The diagram was used as a framework for institutionalizing the public participation and the decision-making processes at Ugu District Municipality. Participation at a local stakeholder level is coordinated with the local municipalities planning processes in most instances.

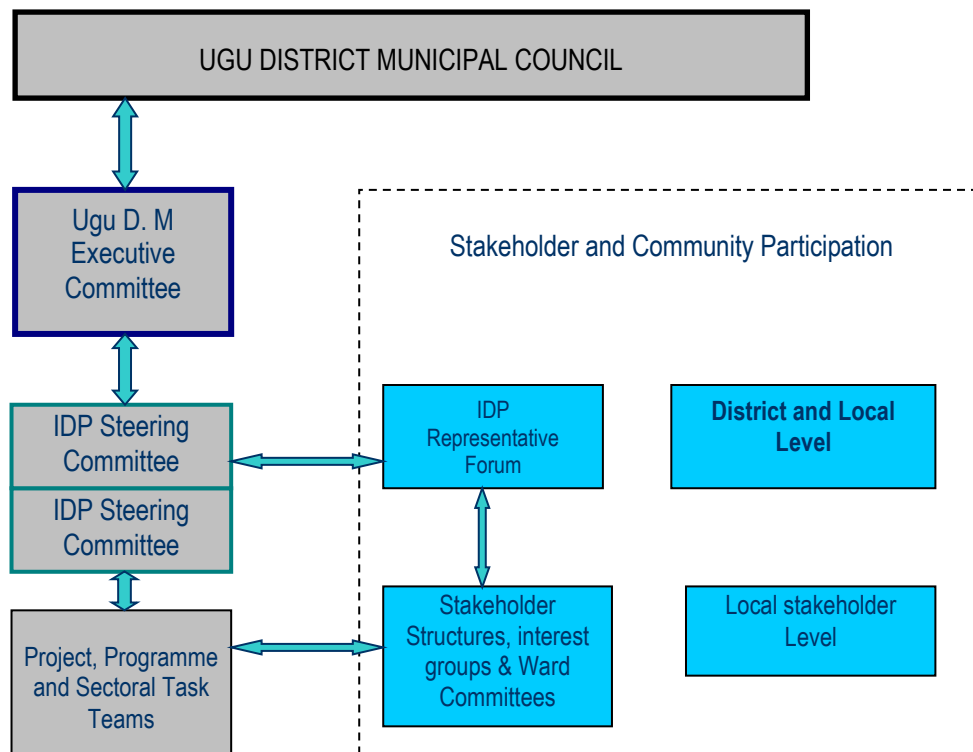


Figure 2.3 IDP Institutional Arrangement and Information Flow
 (Source: Ugu District Municipality IDP (DC 21). IDP Review in terms of Chapter 5 of the Municipal Systems Act, 2000)

2.1.7 An overview of the PMS

In the Local Government context, a comprehensive and elaborate system of monitoring performance of municipalities has been legislated. The system is intended to continuously monitor the performance of municipalities in fulfilling their developmental mandate.

Central to the system is the development of key performance indicators as instruments to assess performance. The indicators help to translate complex socio-economic development challenges into quantifiable and measurable outputs. They are therefore crucial if a proper assessment is to be done of the impact of government in improving the quality of life of all.

The municipal planning and performance regulations (2001) stipulate that a ‘municipalities PMS entails a framework that describes and represents how the municipality cycle and improvement will be conducted, organized and managed, including determining the roles of the different role-players’.

A logical point of departure on the effectiveness of the PMS is the extent to which the system is compliant with legal mandates and the extent to which it is moving beyond compliance towards best practice.

Furthermore, when reviewing the PMS, it needs to be done with the participation of the users of the system. During the evaluation it is necessary to examine the effectiveness of the system in all its phases and to identify areas of improvement by taking into account:

- The experiences in the application of the system
- Best practices in other municipalities
- International trends in public sector performance management.

In the evaluation process it must, however be noted that individual employee performance informs the overall organisational performance of the municipality, therefore it is necessary to establish to what extent the objectives of the organisational and the individual PMS have been met in the various phases as depicted below.

In conclusion, performance management is a relatively new concept for Local Government in South Africa. The current legislation prescribing the implementation of performance management has as one of its objectives the need to transform the organizational culture of Local Government to support the principles and values as contained in the Batho Pele White Paper.

The important values that the legislation is striving to implement include inter-alia, the sharing of information, transparency, consulting broadly with stakeholders within the municipal area, holding government and those working for government accountable, improving government flexibility and responsiveness, and ultimately, general improvement in the levels of professionalism.

Lastly, and importantly, the National Government, which strives to ensure political stability throughout South Africa, is appreciative of the fact that community consultation is a cornerstone of effective communication. Hence, unlike the private sector, the community is encouraged to set and review the key performance indicators of the municipality.

2.1.8 The alignment of the IDP to the municipal performance plan

The municipal PMS is developed in three phases starting with performance planning and followed by performance measurement and reporting and finally performance reviews and recognition of team performance.

During the performance planning stage, the IDP is aligned to the municipal performance plan. A diagnostic analysis of the municipality is conducted that will gauge the level of municipalities health and to identify areas of improvement that will increase the municipality ability to deliver on its objectives.

A diagnostic analysis is aimed at assessing the municipality's ability to deliver on its IDP objectives. The diagnostic analysis will ascertain the current level of the municipality's health by means of a rigorous self-assessment. The self-assessment process allows the municipality to identify its strengths and areas of improvement, set performance targets, prioritise and plan improvement actions and to monitor the rate of improvement. A self-assessment questionnaire has been designed for this study.

The Batho Pele White Paper values are operationalized through the MSA which states that the objective of institutionalizing performance management at Local Government level is to

monitor, review and improve the implementation of the municipality's IDP. According to Section 35 of this act, IDP is the principal strategic planning instrument of the municipality, which guides and informs all of management's planning and development activities. In section 38 of the same act, it is stated that the PMS must monitor the performance of the political office bearers and that of the administration as a whole.

A review of the above criteria indicates the importance of legislative requirements needs to be upheld, a municipality must demonstrate how it is to operate and manage the performance management system from the planning phase through to the performance reporting phase and that the process of implementing the performance management system within the framework of the IDP must be delineated.

2.2 REVIEW OF LITERATURE

The concept of people centred development through the IDP in South Africa has thus far been substantive. The researcher has drawn in part various forms of literature and information derive from sources and authors on the IDP as the primary concern of this study.

Mullen (2005) is of the view that formulating an appropriate strategy for poverty alleviation and the design of an effective delivery mechanism for reaching out to the poor is one of the challenges facing local government today.

In a related context to that of addressing poverty, Midgley (1994:36) defines social development, as a social change designed to provide people's welfare in conjunction with a comprehensive process of economic development, and to bring about sustained improvement in the well-being of the society at large.

Wallis (2002) recognises the need for radical change in eliminating poverty. He further states that the notion that performance management can contribute by enabling state policies to make a better impact has many strands to it. At its core it is about undoing the legacies of apartheid, which still permeate the economy and the society.

He concludes by stating that the successive adoption of the Integrated Development Plan (IDP) and Performance Management Systems (PMS) addresses deep-rooted essentials to democratize the determination and implementation of developmental priorities and institutionalize the processes for accountability for those employed to deliver public services.

Mokate (2001) is of the view that the key issue for local government in South Africa to meet the basic needs of the people is to ensure that their own service provision are in line with national framework of meeting basic needs.

Swilling and Boya (1995) view the IDP as the gearing mechanisms through which national constitutional obligation is marched with the autonomous prioritisation of locally generated development agenda. The IDP seeks to promote integration by balancing social, economic and ecological aspects of sustainability without compromising the institutional capacity required in implementation (Akani: 2002).

Swilling (2004:84) concurs by stating that integrated development essentially recognises the complex interrelationships between various aspects of development: political, social, economic, environmentally, ethical, infrastructure and spatial.

He further states that many of the ideas encapsulated in the IDP process are familiar to international development professionals who have followed the move towards a more management-driven local government process. The South African government has drawn extensively on global trends in urban and regional planning, policy and governance to formulate its agenda.

Castling about for equitable and just solutions to post-apartheid urban poverty, where issues such as global competitiveness overshadow reflection on urbanisation, inner city revitalisation and social exclusion, local government is faced with a massive task of taking a leadership role to involve and empower citizens and stakeholder groups in broader planning initiatives (Madonsela, 2010:3).

When the IDP was first introduced, they were considerable confusion as the IDP competed with other instruments of planning, mostly notably with the Land Development Objective (LDO) set up in terms of the Development Facilitation Act 67 of 1995. In 1998, the White Paper on Local Government clarified the role of the IDP (Parnell and Pieterse: 1999).

They further state that the idea of an integrated development planning did not necessarily flow from ideas of sustainability, but the notion of integrated development planning, with its emphasis on understanding development issues in a complex, multi-dimensional way and on formulating territorially appropriate integrated multi-sectoral strategies, is consistent with sustainability thinking, but simply rewriting the laws and creating a multifaceted planning approach to local reconstruction as envisaged in the IDP framework is not sufficient to secure real change.

There are strong critiques on the IDP. Heller (2001:147) for example, provides an angry account of the 'technocratic creep' of the South Africa's integrated development planning and the extent to which it has been implicated in the demobilisation of South Africa's civil society. He compares the South African IDP with budgetary and planning process in Porto Alegre, Brazil and the state of Kerala in India and concludes that the IDP has been, prescriptive and state-led, it has not allowed the kind of creative input, innovation and learning that popular budgeting (in Porto Alegre) and the Campaign (in Kerala) have generated.

He continues that the planning process in the post-apartheid South Africa have served largely as instruments for exerting bureaucratic and political control and as a vehicle for marketization rather than an institution spaces for democratic mobilization and he contends that the African National Congress (ANC) lead a technocratic democracy in building local participation.

Friedman (2001) too is deeply critical of post-apartheid planning and even of the processes of participation within planning, which he argues, is favoured because they are more amenable to frictionless administration than the robust and messy world of real public mobilization. He further states that the key to effective local government is not better technique and control but rather a revived respect for democratic politics.

Heller and Friedman provide a hard critique, but there are other writers more sympathetic to planning approaches such as the IDP who have warned of the dangers of a technocratic path to development; for example Pieterse (2002:7) reminds us of how easily planning systems can be 'emptied' of transformative political content.

The question remains if these critiques are an unreasonable and excessive ideological assault on a sincere attempt to afford the poor with a better life. The Department of Local Government responded to criticism around the deficiencies in participatory processes. It acknowledges that the participation process has been 'uneven' and that a key objective should be to deepen and strengthen institutionalised participation and to move beyond institutionalised participation (DPLG, 2006:2).

Notably is that the IDP representative forums and ward committees have been extended to include IDP summits and *izimbizo*.

The *Tygerberg case study*: The Tygerberg area signifies a 'classic' post-apartheid local government 'reconstruction product' (Cameron, 1996; Visser, 1998). The City of Tygerberg, located in the Cape Metropolitan Area (CMA), constitutes the restructured remnants of sixteen former apartheid local governments, service areas and management organisations brought about by the highly controversial amalgamation of South African cities in 1994/1995 (see Cameron, 1996a).

The Tygerberg Metropolitan Council published South Africa's first IDP (Van Zyl and Van der Westhuizen, 2003). This represents a broad-based development initiative, hitherto never attempted. It required participants, both within communities and the city council bureaucracy to compile an urban image of post-apartheid Tygerberg as an integrated whole.

The IDP co-ordinator at Tygerberg, Dr Martin van der Merwe, reported that nearly 1400 community organisations were invited to participate in fifteen working groups responsible for the compilation of this development plan. The actual number of participants was never made clear, although it would appear to have included a very significant community input (Van Houwelingen, 1998, 12).

The important point is that city managers set out to develop a post-apartheid urban vision that aimed to accommodate the views of as many civic and community based organisations' as possible (Dyantyi and Frater, 1998). In conjunction with the working groups, civic movements, as well as political and administrative representatives of Tygerberg, the general statutory objectives of the IDP were reworked into a "Vision for the City of Tygerberg" which describes this city as:

"A city of opportunity, at the hub of economic activity in the Cape Metropolitan area, in a safe and secure environment where all its residents have a quality of life in a sharing and participatory atmosphere" (Tygerberg, 1998, no page numbers)

Those that monitors, evaluate and regulate the actions of local authorities in the Western Cape Province perhaps sees the impact of the IDP even more clearly. The provincial government officials' perceive the management of Tygerberg's current approach to have changed radically since the introduction of IDP. Rob Peterson, the Provincial Director for Local Government Finance Western Cape, advocates by stating that:

"The IDP has already brought about much change. It has brought about harmony in the council chambers, as there is a greater understanding of what the main priorities of the municipality are...things are going better than the first round of budgets. The councillors know far more about the various needs in the community...but importantly they now realise that there are some things that are more important than other. There are far more demands on the budget than

the budget can supply. There is an understanding now that there has to be prioritisation in the budget.”

Rudi Ellis, Director of Social Planning in Western Cape Province supports this view suggesting that the Tygerberg’s IDP has shown things that no one would have thought possible two years ago. “I think that if you look at the budget in a few year times, you will see a 180 degree turn in terms of spending priorities.”

Parnell and Pieterse (1999) believe that the critical methodological challenge is to make the link between improvements in service delivery for the poor (to the extent that these have occurred) and the existence and quality of integrated development planning processes.

Although they are highly critical of the managerialist and technocratic tendencies of integrated development planning, they accepted that the IDP has a potential to square different approaches

...the genius of the policy design (for IDP) is that it reconciles the democratic aspirations of South Africans with the service-delivery imperative, which can only be addressed through systematic, incremental and collaborative effort over the long term. It nudges democratic aspirations in the direction of pragmatism control in a system with clear norms and rules and respect for financial durability (Pieterse, 2002:5).

The intention is that the post-apartheid objectives of restitution by redistribution, (re)development and growth will be achieved at the local level. Integrated development planning embodies the core purpose of local government and guides all aspects of revenue raising and service delivery activities, interaction with the citizenry and institutional organisation. It is also the primary tool by which to ensure the integration of local government activities with other tiers of development planning at provincial, national and international levels.

In this sense, it serves as the basis for communication and interaction within government structures. The IDP is thus the gearing mechanism through which national constitutional obligations are matched with the autonomous prioritisation of locally generated development agendas (Parnell and Pieterse, 1999).

Cornwell (1987:88) describes community participation as a formally structured instrument which is used either to bring about or to accelerate the process of change. Similarly Coetzee, (2002:260) defines participation as a process which requires the voluntary and democratic involvement in contributing to the development effort and decision making in respect of setting goals, forming policies and planning and implementing social and economic development programmes.

The above descriptions imply that the concept of community participation is associated with transformation, whereby people who were previously marginalized in decision making are afforded with an opportunity to partake in decision making processes that affect them directly or indirectly.

Section 152 of the Constitution (South Africa, 1996) clarifies the objectives of local government in relation to public participation. All development-related legislation passed since 1994 by national and provincial governments has required participative processes in plan formulation (World Bank, 2003).

As pointed out in the White Paper on Local Government, participation is about the deepening of democracy, as well as about ensuring that all affected parties have a say in determining and prioritizing needs, preparing strategies to address them, and monitoring the delivery and outcomes of such strategies.

The Reconstruction and Development Programme (RDP, 1994) was focused on the people's most immediate needs, and relied on their energies to drive the process of meeting those needs. One of the key principles drawn from the RDP is that development is not about the delivery of goods to passive communities but it is about active involvement and growing empowerment (RDP, 1994:5).

The Municipal Systems Act, No 32 (MSA, 2000) introduced integrated development planning. Chapter Four of the (MSA, 2000) addresses community participation in local government, by stating that municipalities must develop a culture of municipal governance that complements formal representative government with a system of participatory government.

It further emphasises that municipalities must encourage, and create conditions for local communities to participate in the affairs of municipalities which includes the drafting of the IDP. Furthermore, municipalities are also required to contribute building capacities for the local communities in order to empower them to participate in the affairs of their municipalities, and of that of ward councillors so as to foster inclusive community participation.

The Post 1994; local government has become a key role player in the transformation and development process in South Africa and high expectations have been linked to this sphere of government. In order for local government to fulfil its mandate, the IDP has been introduced and legislated as a crucial tool (Madonsela, 2010:4).

According to Williams (2006) public participation is rooted in the IDP hence local government is therefore required to establish appropriate structures in order to ensure effective citizen participation. Additionally, the IDP makes provision for monitoring and evaluation in order to ensure transparency and accountability.

According to Leedy (1993), planning refers to the formulation and execution of a consistent set of interrelated measures designed to achieve certain specific social and economic goals. This formulation and execution process involves conducting a needs assessment, and prioritization thereof of the identified needs.

Therefore in view of this, it is equally critical for the community that is intended, to benefit from a particular development initiative to participate in the planning process. Similarly in most cases communities that are to benefit from a particular development initiative often have indigenous knowledge or first hand information about their area that outsiders heading the initiative do not possess (Swanepoel, 1997:4).

The IDP instrument is one of the key tools for local government to achieve its development role. Overall, active participation in planning and decision-making increases the legitimacy of local government. It gives people the experience to have more influence over their lives, and it is vital to contribute to the determination of the community's development (Madonsela, 2010:5).

Findings by Hindson and Swilling (1994) are that one of the major problems central to the process of development planning is when practitioners and leaders apply a top-down approach

process, whereby all the decisions are made at top levels and the affected communities do not participate. This approach impacts negatively on the affected communities in a sense that transparency and community empowerment is compromised. The results of these impacts could lead to programme and project blockages due to communication breakdown between the parties when consensus is not reached.

In contrast to the above approach Kellerman (1997), states that a two way communication process is essential for development planning and implementation. This means that an inclusive communication strategy must be developed where all the needs and interests of the various stakeholders can be fully addressed and communicated across all channels. The two way communication approach is somewhat similar to what is called the bottom-up approach. This approach involves planning and making decisions with communities. It must be noted however that the bottom-up approach consumes more time due to intense consultations through the various phases of the programme or project.

Hindson and Swilling (1994:12) state that development introduces scarce resources into resource starved communities and focuses the power struggle in these communities as individuals or organisations controlling resources command political allegiance. This statement indicates that there are often limitations to community participation. These limitations are often as a result of factors such as misunderstanding, mistrust, intolerance and conflict. A good example to support the above statement is by looking at the current social landscape in South Africa which is clouded by mass service delivery protests around the country. The poor people are raising their frustrations through these protests to indicate their dissatisfaction with service delivery.

On the other hand, some of the community members can also act as obstacles themselves in the development planning process. Central to this problem is the issue of leadership some community leaders can create tensions which could result in possible divisions and factions within communities. Self-centred community leaders who look to pursue their own interests by keeping crucial information to themselves due to corruption, inefficiency and political motives could also lead to disintegration of planning and decision making (Burkey, 1993).

2.2.1 The IDP development

The literature on the development of the IDP reveals that there are certain logical and typical steps to be taken in the implementation of IDP, such as assessing the current realities, formulating a vision and goals and identifying funding. The IDP process is driven by the council and the councillors should be fully involved in the process.

However, according to Radnor and McGuire (2004:123) like all other municipal functions, the day-to-day management of the IDP remains the responsibility and task of the chief executive officer and the officials and consultants. As such, while it is important for the councillors to know about SWOT and situational analyses, it is not their job to undertake or carry out these tasks.

Friedman (2001:34) eludes in that it is the municipality and councillors' responsibility is to ensure that the needs and desires of the community, as expressed in the vision, are realised by overseeing and evaluating the implementation of the goals and re-assessing the priorities from time to time.

According to Crocker (2006:41) developing a vision, a vision is a short, positive statement that reflects the consensus and broad aspirations of the community or group concerned and that indicates the direction in which they wish to go towards the future. To evaluate a vision, use the 'WARM' system:

- **W**orthwhile
- **A**chievable
- **R**ealistic
- **M**easurable

Vision statements should not be created in a vacuum. To draw up a vision statement, a municipality must have an accurate assessment of its position now. The assessment should reflect the municipality's situation as it really exists now, not as councillors wish it to be. Once this has been done, usually by way of a SWOT analysis, it is necessary to establish the needs and desires of the community, e.g. the community's vision for development.

According to Geyer (2006:12), the IDP, by its nature, involves long-term projections and therefore needs to be checked from time to time to see if the plan is being implemented and if it is working. As such, plans need to be monitored and evaluated. Monitoring is keeping regular watch of progress of a particular action to ensure that it being done.

However, monitoring alone is not enough. It is all very well to see that the work is being done, but the municipality needs to check on the way in which it is being done as well to ensure the end results serve the needs of the community and are in line with the IDP. This is why it is necessary to evaluate the work to ensure it is achieving the goals of the IDP.

Geyer (2006) further states that since the IDP is a long process and circumstances change, it is not possible to anticipate all contingencies when drawing up the IDP. Therefore, monitoring and evaluation not only ensure that the various tasks and work are executed properly, but they also enable the municipality to re-assess the IDP as tasks are completed and revise the IDP as changes and priorities are adjusted.

Monitoring and evaluation serve another purpose: it enables councillors and communities to measure the performance of the municipality in meeting the needs and desires of its community. This is achieved by measuring the performance/implementation against the targets and goals, as defined in the IDP.

Moodley (2003:123) states that in order to measure the performance effectively, it is necessary to put in place realistic and standardised measuring mechanisms. These are called performance indicators (KPI). The KPI should be viewed as a management tool according to which the performance/implementation of various tasks can be measured to ensure efficiency and effectiveness and that a realistic time-frame is provided.

The KPI should be linked to the goals and targets of the IDP and should focus on the main development areas that need to be measured. However, because some projects making up the IDP will need to be completed before others, KPI should be set for specific projects to ensure maximum performance. The KPIs for the specific project should be consistent with those of the whole IDP.

Moodley (2003) further states that KPI should be realistic and achievable. It is not wise to set too many because trying to achieve them might detract from the real focus of the project. The purpose of monitoring, evaluation and setting KPIs is to measure performance, evaluate the achievement of targets and re-assess and revise the IDP (if necessary) in the light of the information received. Therefore, it is necessary to keep records of all monitoring and evaluation in a format that will enable the information to be used to review, re-assess and revise the IDP where necessary.

The information should be communicated to the municipality regularly and councillors should keep the community informed from time to time. The KPI should be linked to the goals and targets of the IDP and focus on the main development areas that need to be measured.

According to Wallis and Kambuwa (2002), a workshop commissioned by the DPLG towards the end of 2001 and at the beginning of 2002 focused on the implementation of organizational performance management in local government. Councillors and municipal officials attended the workshops. The challenges covered related to the 'processes' prescribed for implementing PMS. These are:

1. Setting performance indicators

- Planning, particularly knowing in what areas it will be important to track performance.
- Defining priority areas.
- Defining objectives
- Setting indicators, these being the tools the municipality will require to track success in the programmes and projects and, therefore, the degree to which they contribute to the municipality's ability to meet its objectives.
- Setting targets, e.g. the sharpening of IDP objectives by focusing initiatives around measurable targets.

2. Creating the links between organizational PMS to staff performance, once the targets for the organization have been set, performance indicators and targets must be linked to staff performance commitments.

3. Monitoring performance, involving the routine collection, analysis and use of information to ascertain to what extent the organization is making progress in meeting its performance targets.

4. The determination of sources of information. The major assumption underpinning performance monitoring is that there is continuously available a stream of performance information to feed the system. Being specific about the sources of information; guaranteeing availability of data from the source – these were some of the considerations.

Table 2.2: KPI linked to goals and targets of the IDP

Goals	Strategies	K P I
To provide safe, secure and efficient transport systems for all communities	<ul style="list-style-type: none"> *To upgrade all existing roads and sidewalks *To engage all transport providers *To engage all law enforcement agencies *To extend existing infrastructure to service all communities 	<ul style="list-style-type: none"> *Consistent drop in the number of accidents related to bad road surface *Consistent drop in driver-related accidents *Cut in the average travel time for all commuters *Lower crime statistics.
To provide affordable, healthy, metered reticulated water to all communities by a stipulated time	<ul style="list-style-type: none"> *To upgrade and expand existing services where cost-efficient to do *To provide different levels of affordability linked to the needs and ability of the community to pay. 	<ul style="list-style-type: none"> *Number of households connected on a monthly basis *Number of households receiving potable water daily *Drop in average cost per unit.

2.2.2 Improving municipal performance

In attempting to develop an understanding as to why municipalities are facing challenging in delivery services to local communities, literature describing international experiences of other governments may offer some explanation. Nutt and Backoff (1993) for instance, after having reviewed international studies on the transformation of public organizations, states that factors such as political interference, scrutiny by outsiders, a shift in performance expectations and the limited authority of the leadership because of legislation, all hinder performance efforts.

Radnor and McGuire (2004) maintain that an integrated performance management system should be able to do more than measure what has happened in the past. It should also ensure effective teamwork, create a shared vision, facilitate improved employee involvement and enhance competence in employees, which, in a proactive manner, improves the performance of the organization.

Flapper, Fortuin and Stoop (2006:27) in support, argue that strategies within the municipality must ensure that 'all noses are pointing in the same direction' and that every person within the municipality is contributing to the municipal objectives via their daily activities in support of measurement as contained within the PMS. They further state that all efforts and activities should be aligned and integrated to municipality strategic intent, as contained in the IDP.

Hofstede, Neuijen, Ohayv and Sanders (2005) suggest that the organisational culture and competing values within an organisation not only play an important role in influencing the overall effectiveness of an organisation but also influence individual behaviour and their willingness to welcome and embrace change.

Mwita (2003) agrees in that, inter-alia, leadership, personal, team and environmental factors influence performance in the public sector, while Bunch and Rivers (2005) have shown that in a utility organisation, leadership and culture are important factors impacting on performance measures.

Importantly, stated by Calitz and Siebrits (2002), performance contracts for managers are one of the focus areas in transforming the public service. In Section 57 of the Municipal Systems

Act: Act 32 of 2000, it is stated that the municipal manager (who is the head of the administration and the chief accounting officer) and those managers directly accountable to him/her, must have written employment contracts.

In the case of the municipal manager, the contract must be between the manager and the mayor, who represents the municipality; while for the rest of the managers directly reporting to the municipal manager, signed contracts must be between the incumbent and the municipal manager. The written contract for the Section 57 managers must consist of a performance agreement with stated performance objectives and targets with indicators set from the municipality's IDP. In the case of the municipal manager, the contract is for a fixed term which must not exceed two years after the election of the next council.

Further, the municipal manager's contract must make provision for cancellation of the contract for non-performance. The performance contract must also contain the values and principles as stated in section 50 of the said Act. Further, the contract must also uphold the management standards and practices of section 51 of the said Act. Lastly, the contract must reflect the values as stated in the Code of Conduct contained in Schedule 2 of the said Act.

Importantly, it is clearly stated that the municipal manager is accountable for the overall performance of the administration. Section 51 of the said Act also require the administration to be performance orientated so as to uphold the objectives of local government as stated in sections 152 and 153 of the Constitution.

The conclusion drawn above is that if performance management is to ensure that strategic objectives of a municipality are attained, there is a need for change in culture at Local Government, a sound understanding of culture and, more specifically, and organisational culture must be developed. Langham (2002) in support, suggest that comparing an existing cultural web with a desired cultural web can both help flag up potential problems of implementing the strategy.

It can be concluded that if a complete understanding of performance management and its resultant outcomes of organisational effectiveness is to be developed, the impact that culture has on the implementation of the IDP at a Local Government level must be understood.

In 2004, the Planning Implementation and Management Support Centre (PIMS) conducted an extensive survey of businesses and households in the uGu District Municipality area in support of the PMS. The survey measured the satisfaction levels of 1000 businesses and 1600 households with regards to service delivery in their area.

Following a similar survey conducted in 2003, the 2004 survey reveals a three-year trend in positive perceptions of delivery-performance, and was extended to 2005. The survey provided a novel basis for the identification, comparison, and measurement of municipal delivery and specification of performance standards. It was also used to ascertain the technical support requirements of business and current status of the uGu District Municipality system of levy collection.

In conclusion, performance management is a relatively new concept for local government in South Africa. The current legislation prescribing the implementation of performance management has as one of its objectives the need to transform the organizational culture of local government to support the principles and values as contained in the Batho Pele White

Paper. The important values that the legislation is striving to implement include inter-alia, the sharing of information, transparency, consulting broadly with stakeholders within the municipal area, holding government and those working for government accountable, improving government flexibility and responsiveness, and ultimately, general improvement in the levels of professionalism.

Lastly, and importantly, National Government, which strives to ensure political stability throughout South Africa, is appreciative of the fact that community consultation is a cornerstone of effective communication. Hence, unlike in the private sector, the community is encouraged to set and review the key performance indicators of the municipality.

2.2.3 The IDP as a strategic document for planning and addressing municipal performance and service delivery

In addressing the whole question in the application of municipal strategy, Rauch (2002) recognizes that the IDP as a strategic document for municipalities; has to be considered within the culture and political context of the municipality concern. The implementation of a performance management system at a local government level in South Africa is inter-alia about transforming the culture of the organization. The objective of transforming the organizational culture is to create a more efficient and effective sphere of government, which is responsive to the needs of the community served.

Evans and Rydin (1997) observe that the strategic planning approach must not only become relevant during the 'Strategy Phase'. Strategic planning means making the best use of limited resources considering the given conditions and policy guidelines. It includes:

- **Prioritising** on a few crucial issues rather than dealing in a comprehensive manner with all issues.
- **Focusing** analysis rather than wasting resources for collection of useless information.
- **Addressing root causes** of problems, rather than only symptoms.
- Taking given **resources and relevant context** into account.
- **Identifying and analysing alternative strategic options** (asking the 'how question') rather than going for preconceived solutions.

Johnson (2002), states that strategy needs to be translated into the day to day aspect of the organisation to ensure effective implementation. He further states that the 'cultural web' can be used as a descriptive and analytical device to understand the relationship between strategy and organisational culture.

Kotter (2002), in addressing the issue of change management strategy in an organisational context, state that planning, implementing and managing change in a fast-changing corporate environment is increasingly the situation in which most organisation now work. He further asserts that dynamic environment such as these require dynamic processes, people, systems and an adaptive culture to manage change successfully.

The White Paper on the Transformation of the Public Service (1997:3) describes the public service as being 'immensely centralised, hierarchical and rule-bound', which makes it all quite difficult to hold individuals accountable. Further, because of the inward-looking, inflexible attitude of the municipal service, the service is thus 'at odds' in the servicing of the people. Therefore, for a performance management system to be effective in improving the total

effectiveness of local government, it would appear that the system would need to drive local government out of its bureaucratic culture and allow for the development of a more effective organizational culture.

Wilson (2002:9) seems to believe that 'change emerge' can be 'planned' and can be described primarily as a 'process' or a 'strategy' of implementation. He projects that the IDP and its PMS falls within these two descriptive categories and therefore its evaluation framework should of necessity contain all of the two, if only to avoid having to hold the others constant and free of interference whilst measuring the one.

Noe, Hollenbeck, Gerhart and Wright (2005) states that; highly-committed work force is the source of an organisation's sustainable competitive advantage. Furthermore they state that a well-designed and developed performance management system can ensure worker commitment in delivering to the objectives of the IDP.

It is thus evident, that although municipalities in South Africa are striving to achieve the stated objectives of performance management as stipulated by legislation, the process of a fully functional system is a lengthy and difficult process. Further, it is evident that for a performance management system to be fully functional; it has to be accepted by the staff of the municipality and the senior leadership must take responsibility for embedding the system into the management systems of the organization. Only once top management have embedded the PMS into the overall management system will a cycle of continuous improvement be entrenched into the organizational.

In ensuring sound integrated development, using a holistic approach in planning, the Presidential Coordinating Council (PCC) action plan for Local Government has established an integrated development plan nerve centre, called the IDP Nerve Centre (IDPNC) it has been developed as a tool to support inter-governmental planning.

The IDPNC consists of:

- An Internet-based information system that enables municipalities and their provincial departments to communicate key planning, programme and project-based information to one another.
- Facilities and processes to ensure that the service functions effectively including training, online support and dedicated personnel.
- A council representing the interest of all three spheres of government, overseeing the strategic direction, processes, procedures, standards and change requests of the IDPNC.
- Its aim is to strengthen the link between local, provincial and national priorities and objectives, resource allocation and implementation, and.
- To provide a means whereby municipalities can maintain and communicate key IDP information, thereby supporting ease of access and use by stakeholders across Government.

According to Rauch (2002) of the decentralised development planning task team of integrated development planning, strategic planning approach does not only become relevant during the

'strategy phase'. Strategic planning means making the best use of limited resources considering the given conditions and policy guidelines.

He argues that strategic planning is not necessarily difficult. It tends however, to be an institutional routine which often goes along the non-strategic path of spending scarce public resources in an ineffective manner by trying to deal with symptoms in a comprehensive manner and by applying costly standard solutions.

He further argues that the challenge of strategic planning is not a methodological one. It is an institutional and sometimes a political one. He affirms that prioritizing, focusing and making choices require a debate on distribution and allocation of scarce resources between departments, population groups and locations. Such debates tend to be conflictual ones. The challenge of developmental Local Government is to handle and resolve such conflicts by following policy guidelines, by looking for more effective ways and means which can satisfy more needs with given funds, by finding common ground or by managing negotiation processes for compromises.

In conclusion, he insists that the IDP does not establish that challenge, it tries to provide an appropriate forum and systematic manner of dealing with that given challenge. The IDP approach, by being a strategic planning approach, can be seen as a conflict-resolving process by providing a systematic and transparent decision-making process, it will help find acceptable solutions within given time-periods, thereby overcoming many of the decision-making deadlocks which delay the delivery of services.

In the middle of the 2007/8 financial year Ugu District Municipality EXCO held its Lekgotla. The Lekgotla was held to assess the strategic focus of rolling out key infrastructure projects as per the budget, as well as to undertake a general assessment of all approved programmes. This was done to assist the municipality in conducting its mid-year review.

The Lekgotla session had to also assist the Ugu District Municipality to reconsider the institutional challenges and agree on appropriate interventions to accelerate service delivery. This session included discussion on the Ugu District Municipality progress in the past 6 months and the need for new strategies to deliver on the IDP objectives.

2.2.4 Performance and integrated planning for municipalities

Rauch (2002) state that; local government is a key role-player in the development process of South Africa. The transformation process to establish non-racial and viable municipalities is a crucial strategic move towards enabling local government to fulfil its developmental role. Major steps of this transformation process were:

- Providing a clear and motivating policy framework through the White Paper on Local Government;
- The re-demarcation process which resulted in more viable municipalities.
- Providing a new legal framework for local government by launching the Municipal Structure Act and the Municipal Systems Act.

With the local government elections held on 5 December 2000, the transitional phase come to an end and the local government system are now start operating on a solid basis. Integrated development planning is one of the key tools for local government to cope with its new

developmental role. In contrast to the role planning has played in the past, integrated development planning is now seen as a function of municipal management, as part of an integrated system of planning and delivery.

According to Wilson (2004), the IDP process is meant to arrive at decisions on issues such as municipal budgets, land management, promotion of local economic development and institutional transformation in a consultative, systematic and strategic manner. Integrated Development Plans, however, will not only inform the municipal management; they are also supposed to guide the activities of any agency from the other spheres of government, corporate service providers, NGOs and the private sector within the municipal area.

Geyer (2006) defines the IDP as a process through which municipalities prepare a strategic development plan, for a five year period. The IDP is a product of the integrated development planning process. The IDP is a principal strategic planning instrument which guides and informs all planning, budgeting, management and decision-making in a municipality.

In responding to the question, 'why it necessary to implement the IDP at local government level'? Todes (2004) states that an IDP is a legal requirement in terms of the Municipal Systems Act (MSA); however that it is not the only reason why municipalities must prepare the plans. Under the new constitution, municipalities have been awarded major developmental responsibilities to ensure that the quality of life for its citizens is improved. The new role for local government includes provision of basic services, creation of jobs, promoting democracy and accountability and eradication of poverty. Preparing and having the IDP therefore enables the municipality to be able to manage the process of fulfilling its developmental responsibilities.

Further the IDP set out the development vision for the municipality and allies this to dedicated projects to be undertaken over the life span of the planning process. The IDP is constructed to a five year plan with performance targets and is required to be reviewed periodically (www.dwaf.gov.za).

Moodley (2003) deals with the technical issues within a framework of 'practical implementation of the legislation' by linking it with the IDP. Her point of departure is an observation that, as is the case with municipalities, they left the development of PMS until after they had developed and adopted their IDP, a situation that led to difficulties when having to re-visit their IDP and public participation processes. She then goes on to describing tools for developing a PMS, without discussing and illustrating the key linkages in the entire ladder.

The Jozini Local Municipality: 2008/2009 IDP review process plan outline key elements needed in order to achieve the best IDP review results, it state that both the PMS and the IDP review requirements need to be taken into consideration to ensure that the alignment of developmental strategies, objectives, programmes and projects.

According to the Institute for Democracy in South Africa (IDASA), the IDP also provides specific benefits for different target groups, namely:

Table 2.3: Benefits of an IDP for different target groups
(Source: Institute for Democracy in South Africa (IDASA))

Stakeholder	Benefits
Municipal council	Enables the municipality to: <ol style="list-style-type: none"> a) Obtain access to development resources and outside investment. b) Provide clear and accountable leadership and development direction. c) Develop a cooperative relationship with its stakeholders and communities. d) Monitor the performance of officials.
Councillors	<ol style="list-style-type: none"> a) Provides councillors with a mechanism of communicating with their constituencies. b) Enables councillors to represent their constituencies effectively by making informed decisions. c) Enables councillors to measure their own performance.
Municipal officials	<ol style="list-style-type: none"> a) Provides officials with a mechanism to communicate with the councillors. b) Enables the officials to contribute to the municipality's vision. c) Enables officials to be part of the decision-making process.
Communities and other stakeholders	<ol style="list-style-type: none"> a) Gives them an opportunity to inform the council what their development needs are. b) Gives them an opportunity to determine the municipality's development direction. c) Provides a mechanism through which to communicate with their councillors and the governing body. d) Provides a mechanism through which they can measure the performance of the councillors and the municipality as a whole.
National and Provincial Sector departments	A significant amount of financial resources for the implementation of projects lie with sector departments. The availability of the IDP provides guidance to the departments as to where their services are required and hence where to allocate their resources.
Private sector	The IDP serves as a guide to the private sector in making decisions with regard to areas and sectors to invest in.

Importantly as observed by Harrison (2002), in the absence of an IDP, a municipality would act in an ad hoc, uninformed and uncoordinated manner which would lead to duplication and wastage of limited resources. Furthermore, the lack of a municipal tool to guide development would result in other spheres of government imposing their development programmes, which might not be priority for a municipal area.

Further, the responsibility to prepare and adopt IDP lies with municipalities. However integrated development planning is an inter-governmental system of planning which requires involvement of all three spheres of government. Some contributions have to be made by provincial and national government to assist municipal planning (Radnor and McGuire: 2004).

The different roles and responsibilities between the three spheres include:

Table 2.4: Roles and responsibilities of different spheres of government

Sphere of government	Roles and responsibilities
LOCAL	
Local Municipality	To: <ul style="list-style-type: none"> • Prepare an IDP • Adopt an IDP
District Municipality	<ul style="list-style-type: none"> • Prepare an IDP • Adopt an IDP • Provide support to poorly capacitated local municipalities • Facilitate the compilation of a framework which will ensure coordination and alignment between local and district municipalities
Metropolitan Municipality	<ul style="list-style-type: none"> • Prepare an IDP • Adopt an IDP
PROVINCIAL	
Dept. of Local Government	To: <ul style="list-style-type: none"> • Coordinate training • Provide financial support • Provide general IDP guidance • Monitor the process in the province • Facilitate coordination and alignment between district municipalities • Facilitate resolution of disputes between municipalities. • Facilitate alignment of IDP with sector department policies and programmes • Assess IDP
Sector Departments	Provide relevant information on sector department's policies, programmes and budgets <ul style="list-style-type: none"> • Contribute sector expertise and technical knowledge to the formulation of municipal policies and strategies • Be guided by municipal IDPs in the allocation of resources at the local level
NATIONAL	
Department of Provincial and Local Government	To: <ul style="list-style-type: none"> • Issue legislation and policy in support of IDP • Issue Integrated Development Planning Guidelines • Provide financial assistance • Provide a national training framework • Establish a Planning and Implementation Management Support System
Sector Departments	Provide relevant information on sector department's policies, programmes and budgets <ul style="list-style-type: none"> • Contribute sector expertise and technical knowledge to the formulation of municipal policies and strategies • Be guided by municipal IDPs in the allocation of resources at the local level

The key aspect of integrated development planning is the improvement of intergovernmental links and communication to enhance coordination and facilitate the sharing of best

practices. In 2002/03, an IDP Managers Forum and a District Advisory Forum for Mayors of Ugu District Municipality were established (Integrated Sustainable Rural Development Strategy: 2000).

The forums have met regularly over the past year. However, they have not yet been utilised to their full potential. This remains a challenge, but one that will be faced on with the assistance of the Intergovernmental Relations Bill that identifies a process to facilitate intergovernmental co-operation. The cooperation the district municipality received from local municipalities during the IDP Hearings held in May 2005, formed a strong foundation for intergovernmental relations in future.

Strategic planning general occurs in a cycle which is made up of four stages. Mullen (1995) outlines the following planning methodology:

1. Planning – identification of issues, objectives and strategies.
2. Resource allocation – human and financial resources are committed to the projects.
3. Implementation – the actual execution of the projects which address the objectives.
4. Monitoring and review – during planning performance indicators are formulated to monitor implementation and its impact. The outcome of monitoring sometimes results in the adjustment of the plan and implementation programme.

He further states that there is some preparatory work that needs to be done prior to the commencement of the planning process. Preparation involves the production of an 'IDP process plan'. The programme is necessary to ensure proper management of the planning process. It must contain the following:

- Institutional structures to be established for management of the process.
- Approach to public participation
- Structures to be established for public participation
- Time schedule for the planning process
- Roles and responsibilities
- How the process will be monitored.

Also essentially, as part of the preparation stage, the district council, in consultation with its family of local municipalities must adopt a framework for integrated development planning. The framework determines procedures for coordination, consultation and alignment between the district and the local municipalities and therefore binds them both. The framework guides each local municipality in preparing its process plan.

Harrison (2003:23) argues that the integrated development plans are only as good in so far as help municipal management to improve and fast-track delivery and development. He further states that planning is supposed to become part of municipal management by preparing decisions in a manner which is conducive to turning them into actions. In support, Geyer (2006) states that the understanding of IDP implies some requirements with regard to the nature and quality of the planning process:

- a) The project proposals have to be rather concrete and specific in respect of quantitative targets, quality, timing, location, costs, and responsible implementing agencies. This is required in order to provide the necessary information for the business planning of

- envisaged implementing agencies and for fulfilling approval requirements of potential financing agencies.
- b) The IDP has to be carefully checked for its compliance with the financial resource framework and with the available institutional capacities.
 - c) There has to be a close link between the planning and the budgeting process.
 - d) Those in charge of managing the implementation process have to play a key role in the planning process in order to ensure realism of the plans and to promote their buy-in.
 - e) There has to be sufficient consensus among potential users, affected population groups and other interested stakeholders on the planned projects to avoid delay of implementation resulting from conflicts. This means that concerned population groups have to be involved in the project designing process.

Consequently, noted by Todes (2004:184), the integrated development plans have to go beyond providing a general and vague strategic framework for subsequent project planning, in order to be useful as a management and budget planning tool. The 'real' technical planning work is not supposed to be done after the completion of an IDP; it needs to become an integral part of the IDP process (though not all technical details may have to become part of the IDP document).

2.2.5 The challenge of a simplified and user-friendly integrated development planning methodology

The authors of the IDP methodology were challenged by three major requests:

- (i) To simplify the approach.
- (ii) To encourage a debate on the 'real issues' in a municipality, rather than a comprehensive data collection exercise and a mechanistic application of planning tools.
- (iii) To present a manual in a more user-friendly format.

There is general agreement about the need for clear, concise and user-friendly guidelines, and on the desirability of a planning style which provides an important platform for debate on real issues, rather than motivating for professional planners' lonesome deskwork struggle with the right terminology. Rauch (2002) states that, the challenge of a simplified methodology is more difficult to deal with. He suggests that in order for integrated development planning to be meaningful, it's not that simple and includes:

- A **consultative process** which requires meaningful involvement of a wide range of different stakeholders in various stages of the analysis and the decision-making process. Getting everybody on board when and where they need to be on board (rather than all the time) is a complex task.
- A **strategic process** which requires a focused approach, and a systematic search for the most appropriate and effective solution, keeping in mind given resources, and overall policy guidelines and principles. This goes well beyond simply compiling priority lists and transforming them into budget proposals.

- An **integrated approach** which requires thinking and acting holistically across the conventional sectoral boundaries.
- **Implementation-oriented planning**, which requires becoming quite specific in terms of quantities, quality, responsibilities, location, time and costs to make sure delivery will take place. This goes well beyond a list of project titles.

The challenge of an IDP planning approach is to therefore combine above three requirements in order to arrive at a decision-making process which is consultative, strategic and implementation oriented at the same time.

According to Sowman (2002), the IDP methodology uses four means of making the complexity of IDP manageable:

1. It involves an **event-centred approach** to organising the IDP process, instead of a tool-or method-centred approach. Thinking of planning as a sequence of organisational events is easier than thinking of a sequence of planning tools. And it tends to encourage a consultative and strategic discussion process on real issues which is not disturbed by requirements to stick to a certain terminology or certain formats.
2. It clearly differentiates between a **generic IDP Approach** which applies to all types of municipalities, and specific planning techniques and tools which may differ greatly from municipality to municipality.
3. It aims at a more user-friendly language by **avoiding planners' jargon**.
4. It **unpacks** the overall process into five sequenced '**phases**', and into '**planning activities**' for each phase (which are not necessarily to be followed in a certain sequence).

The challenge of strategic planning is not a methodological one. It is an institutional and sometimes a political one. Prioritising, focusing and making choices require a debate on distribution and allocation of scarce resources, between departments, population groups and locations.

Swilling and Boya (1995) states that, such debates tend to be conflictual ones. The challenge of developmental local government is to handle and resolve such conflicts by following policy guidelines, by looking for more effective ways and means which can satisfy more needs with given funds, by finding common ground or by managing negotiation processes for compromises.

2.3 LOCAL ECONOMIC AND SOCIAL CONDITIONS AT UGU DISTRICT MUNICIPALITY

The following economic and social conditions at Ugu District Municipality forming part of the IDP planning and review exercise (source: www.ugu.gov.za)

2.3.1 Geographical location

The Ugu District Municipality is located on the southernmost part of the KwaZulu Natal province. It is located on the border between KZN and Eastern, provinces. The Ugu is a nodal area that covers approximately 5866 kilometre square, and has a population of approximately

687 735. This district municipality comprises six local municipalities namely: Umuziwabantu, Ezingoleni, Umzumbe, Umdoni, Hibiscus Coast and Vulamehlo.

The spatial pattern of Ugu District municipality resembles a 'T' shape where areas along the coast have a well-developed infrastructure and thus a reasonable economic growth, whereas the hinterland is characterized by the poor infrastructural provision and a high unemployment levels. The biggest towns in the area are Port Shepstone followed by Margate, and these towns are the tourism centres of the area. The town of Scottsburgh is the third most popular tourist area. Port Shepstone remains the major employment centre in the area. There are other rural towns which act as administration centres in the rural areas.

The infrastructural backlog in the area is very high, but the most affected people are the rural communities in the hinterland. There is lack of access to economic opportunities and social services. There is also a high level of unemployment in the node. The unemployment level within Ugu District municipality is currently estimated at 30%. The majority of the people within this node are employed in the domestic industry, tourism industry, sugar cane and banana farms in the area. The manufacturing sector also contributes a little in the development of the area and it is concentrated in the Port Shepstone area, however there are certain industrial areas that are scattered in other parts of the District.

2.3.2 Key Nodal challenges

The challenges that are highlighted below are generic within the district. In other words they do not only represent context that are peculiar to certain municipalities within the node. It is important to highlight the fact that the focus below is only on key nodal challenges and the list below is not exhaustive.

- **Shortage of basic services** - There is an acute shortage of basic services across the rural hinterland whilst urban areas are relatively well serviced.
- **Capacity and resource shortage** – All municipalities within the district municipality have an acute staff shortage to implement the municipal IDP. In most cases there is no IDP Manager, and the Municipal Managers are acting as IDP Managers. There is a shortage of funding for the implementation of IDP projects that were identified by the communities.

This is partly caused by the fact that most municipalities do not have a strong rates base. They largely rely on government departments and the district municipality for funding. This capacity shortage forces them to rely on the consultants who tend to leave the municipality once they have completed their task without any skills transfer.

- **Poor understanding of the IDP by the councillors and the community members**

Some councillors within the municipalities of Ugu still submit projects to their respective municipalities for implementation, if those projects fall outside the municipal IDP. Some projects are implemented without the Councils being aware of them, and definitely outside of the IDP. This proves that councillors still battle to understand the IDP process.

- **Government departments and development agencies still operate outside of the IDP** - Some government departments still do their work outside of the municipal IDP. In

some instances the municipality discovers about the project during the site identification stage.

- **Some IDP, are urban biased** – this is due to the lack of participation by the rural communities in the IDP preparation (please refer to the above section on institutional dynamics).
- **Poor participation of Service providers in their IDP** – This manifests itself in the form of junior staff members being sent to the IDP Forum meetings. Most municipalities do not send any representatives at all and this has far reaching implication when it comes to integration and co-ordination.
- **Lack of internal co-ordination** – Most municipalities within Ugu do not implement projects in an integrated manner. This means, there is no co-ordination of activities between various departments within the municipalities. For example, if the IDP is the responsibility of the management services within the municipality, it is therefore regarded as one of the sectoral plans that need to be implemented by the management services within the municipality. Therefore certain departments within the municipality implement projects without adhering to the IDP priorities.
- **Poor participation by ordinary community members on development issues** – In some municipalities there are no ward committees and other relevant structures that could be used to communicate information to ordinary community members. This leads to a situation where the needs of the ordinary community members are not well articulated in the municipal IDP.

2.3.3 Municipal services

The Ugu District Municipality is responsible for providing water services in all six of the local municipalities within the district. Although it only took over sanitation from July 1, 2003, it managed sewer plants in the Hibiscus Coast Municipality during the same year. Not only does it provide water services, but it is also responsible for providing the related infrastructure to extend this service.

In its Community Based Public Works Programme (CBPWP) during the year 2002/2003, Ugu developed five access roads, a community hall, informal trading stalls, a multi-purpose centre, three taxi ranks, two schools, a bakery, a sports field and an arts and crafts centre. Also built was the Harding Sports Centre in Umuziwabantu. Some of the funding for this project came from the Consolidated Municipal Infrastructure Programme (CMIP). Other CMIP-funded projects were street lighting in three areas, four cemeteries, four access roads, a service centre, an access bridge and a taxi rank.

The municipality has also established a tourism authority that markets the entire district as a package, rather than municipalities doing it individually. The Ugu Tourism Marketing Association was a brainchild of this initiative and many activities have been organised, including a weeklong coverage of the entire district on SABC 2 Morning Live programme in respect of the Sardine Run. Currently the focus of this initiative is urban based and rural local municipalities need to benefit from it.

2.3.4 Population demographics

Approximately 16% of the population is located within the urban coastal strip, which is four to 10km wide. The balance of 84 percent resides in the rural areas, which are characterised by a low density and dispersed settlement pattern.

Approximately 50% of the population falls between the 15 to 64 year age group. Approximately 54% of the population is female and 46 percent male. The demographic profile calls for initiatives targeting women-headed households. An important aspect of this profile is that it reflects a cohort that is more vulnerable to HIV/Aids, crime and violence. The population distribution by race is 89 percent African, one percent Coloured, three percent Asian and five percent White.

According to national records, the district is growing at a rate of less than one percent. While this can be attributed to a number of factors, including emigration, the impact of HIV/Aids cannot be ignored. This slow growth rate is expected to continue for at least the next eight years.

As a result of the distribution of natural and economic resources, there is a noticeable uneven development within the district. High-density settlements are found in coastal areas and at mission stations, industrial and commercial centres, while in rural/traditional areas, where the majority of people live, settlements vary from 120,21 to 368,29 people per square kilometre.

2.3.5 Ugu District Municipality: Investment Profile

The Ugu District (also known as the KwaZulu-Natal south coast) is a microcosm of South Africa. The IsiZulu word "Ugu" means "coast". It incorporates some of the best examples of unspoiled sub-tropical bush lands and forest in KwaZulu-Natal, as well as cultivated land and small rural villages, contrasted by bustling urban centres and major industrial complexes.

Ugu has a thriving manufacturing sector, with some 235 industries supporting a consistently higher growth rate than the rest of KwaZulu-Natal. As an agricultural stronghold, Ugu has been growing and milling much of the nation's sugar since the 1890s. One fifth of all the bananas eaten in South Africa are produced, and tea has grown for more than decade.

With a total population of approximately 700 000, it offers a considerable local market as well as a pool of increasingly skilled personnel, with access to approximately 640 established primary and high schools and a number of tertiary education institutions. A vibrant economic climate and an agglomeration of six local municipality's intent on maintaining growth and stability make Ugu a prime area for investment.

2.3.6 Economic development issues

The key sectors of the Ugu district economy can be categorised as: agriculture, manufacturing, community service, construction, trade & tourism, the 'informal sector', and transport. The economic profile of the district as informed by the local economic regeneration latest study indicate that community services contributes 34% of GGVA, trade 16.7%, manufacturing 12.8%, transport 10% finance 11.3% and agriculture 8%. In 1996, manufacturing contributed 15% to GGVA.

There has been a reduction in the manufacturing sector in the past nine years. Trade has decreased from 18.2% in 1996 to 16.7% in 2002. Agriculture has decreased from 8.8% to 8%. Community services have increased from 30.2% in 1996 to 34% in 2002. Finance has increased from 9.7 % in 1996 to 11.3% in 2002 and transport has increased from 8.4% to 10% in 2002 (Adapted Data GI 1996-2002).

Port Shepstone is the main commercial centre and major source of employment. Tourism is also a major economic activity in the district and is based on the sea and associated activities. Most tourist facilities are found along the coastal corridor. Priority issues from the district perspective. The demographics show a noticeable uneven development within the district. On the one hand there is a noticeably rural urban divide coupled with high levels of poverty in rural areas. The causes of rural poverty are very complex and are a mixture of various forces. Basic to poverty in the Ugu district is access to basic services; health services, employment, and land.

The Ugu district municipal vision elements; in relating to addressing imbalance of the past and service provision needs to be translated into substantial development strategies in order to address challenges. Listed below are the district's development priorities:

- Provision of basic services and infrastructure
- Promoting and enhancing local economic development
- Ensuring integrated sustainable rural development
- Management, maintenance and expansion of water and sewerage schemes
- Decrease HIV infection, progression to aids and caring for the affected
- Speeding land reform programme
- Tourism development and marketing and broadening access in the industry
- Institutional development
- Special focus for youth, women and disabled

2.3.7 Poverty alleviation

In order to create employment within the Ugu district, strong emphasis has been placed on the sustainability of program implementation. The district currently utilizes the Preferential Procurement Policy framework in order to ensure preference is given to historically disadvantaged and local service providers. In cases where capacity cannot be found in the district, we then look to the rest of the Province. The current Expanded Public Works Programme (EPWP) is being viewed as an implementation tool to ensure capacity is created and maintained within the district.

2.3.8 Local economic development

The district is currently focusing on the agriculture and tourism industry being the two main strengths to ensure job creation. The district has successfully launched a fresh produce market and its implementation is underway. The Ugu fresh produce market will ensure that small growers and subsistence farmers are capacitated and have a market to be able to convert spare crops into cash. The district envisages training and capacitating a minimum of 300 new farmers, packers and traders per annum for the next five years.

2.3.9 Basic services

2.3.9.1 Water

The district is currently providing water to 60% of the population and the infrastructure extension rate currently stands at 6% per annum. Other initiatives of providing water to the communities, like spring protection and boreholes are also explored as interim measures.

2.3.9.2 Sanitation

In terms of sanitation there are two initiatives; one is addressing backlogs in the areas where sanitation was not provided before as part of basic services and in the developed coastal areas, the municipality is currently rehabilitating and refurbishing existing infrastructure.

2.3.9.3 Education

The district is aiming to raise the level of education by improving the teaching capacity and quality of schools. Projects include prioritising schools that need basic infrastructural improvements, water provision and establishing a technical training and skills centre in Umzumbe.

2.3.9.4 Health care

Primary health care services focuses on the needs of women, children and the disabled. General projects include the establishment of 24-hour emergency services, feeding schemes, and care programmes for street children, the elderly, the disabled and substance abusers. A specific objective is a district-wide integrated HIV & AIDS strategy which aims at prevention, care for the affected and infected and awareness programmes.

2.3.9.5 Roads and transportation

Ugu district is characterized by a good road network system. The plan is to strengthen road and rail networks and develop a public transport system. A specific project in this regard is the formulation of the district's public transport plan in partnership with the Department of Transport (DOT).

2.3.9.6 Profile of Ugu district family of municipalities

- Municipal status

The re-demarcation of Ugu district created three new municipalities; however, the outer boundary has remained largely unchanged. Hibiscus Coast Local Municipality is a consolidation of five former Transitional Local Council (TLC). All municipalities, including the new ones, have organisational structures and systems in place. A Capacity Support Programme (CSP) was launched in the three new municipalities with respect to corporate, technical, financial and human resource management services with success.

- Finance and grants

The financial situation of municipalities in this district is sound. The two largest councils (Ugu and Hibiscus) show a slight decrease in the recovery of debt, however, in each, the debt figure increased from R34 to R35 million and R58 to R78 million respectively. The three newly established local municipalities have no ability to generate their own income and are entirely dependent on provincial and national grant funding. The rest have a dependency of less than 30% on grant funding.

- Integrated Development Planning (IDP)

All local municipalities submitted their 2009 IDP's and their 2010 Review to the MEC who noted substantial improvements to the original IDP document.

- Land development frameworks and systems

The Ugu District Municipality has established a good Geographic Information System (GIS) and is supporting local municipalities. All municipalities have prepared initial Spatial Development Frameworks (SDF) and guidelines for land development and management. All six municipalities have begun preparing 'wall to wall' land use management systems in order to facilitate the appropriate development of land.

- Service delivery

Ugu district is the second most densely populated district area in the province at an overall density of 145 people living per square kilometre. There is a large backlog regarding the provision of water with more than 70% of the population not having access. The district has made available R124 million for this service. The 40% of the district has access to RDP standard sanitation. A budget of R40 million was provided for this service. In the provision of electricity there is a backlog of 50% within the district and only 20% of the population has access to refuse removal.

This function was allocated to all municipalities. A collective amount of R16 million was made available in the budget for the provision of refuse removal. An amount of R2 million has been collectively provided for the provision of free basic electricity.

- Local Economic Development (LED)

The unemployment rate is estimated at 23%. More than 80% of the total number of households earns less than R1 600 a month. The securing of funding for LED strategies remains a challenge.

- Priority issues to receive further attention

The key departments of Strategic Planning and Finance need to be strengthened in most municipalities. Serious attention needs to be paid to reduce their financial dependency on provincial and national grant funding. Debt recovery is becoming a serious problem and must be addressed. The Ugu district has to concentrate on reducing backlogs in basic service delivery and the roll-out of free basic water needs to

be fast-tracked. The eradication of poverty and reduction in unemployment are major challenges to be addressed.

- Infrastructure

The new road on the N2 has cut travelling time to Durban to approximately one hour from the southernmost part of the district. The national route, N2, comprising a toll route and non-tolled alternatives, serves as link with the Wild Coast and the Eastern Cape and also further afield to Johannesburg and the port of Richards Bay. A network of secondary metalled roads links smaller communities to the busy coastal belt.

The railway line from Durban to Port Shepstone offers an alternative for the movement of heavy goods and passengers. The standard gauge line is supplemented by a narrow gauge line from Port Shepstone to Harding, mainly for transport of agricultural products and timber. Margate airport provides an air link with the rest of the sub-continent. The airport has an all weather runway that is suitable for aircraft up to the size of a Boeing 727 - and international standard air traffic control. Electricity is available throughout the district via Eskom national grid and the high level of rainfall ensures there is an abundance of water.

- Tourism

The Ugu coastline is the second most popular tourism destination in KwaZulu-Natal. The district's excellent sporting facilities, notably its golf courses, are internationally known and host a number of international events. One leisure resort in the district has conducted a feasibility study which has shown that an investment in a golf course of approximately R2 million would garner some R560 000 a year net profit.

The Ugu district features sites that are suitable for ecologically balanced development to meet the demands of local and foreign travellers. A 10 000 ha tract was identified in tribal trust areas as suitable for a game farm and leisure development.

- Forestry and Timber

Due to South Africa's climatic conditions, trees grow four to eight times more quickly than they do in the northern hemisphere. Expansion of the forestry and timber industry in the Ugu district means adding value by manufacturing timber products such as doors, windows and furniture and the like. There are a number of businesses successfully exporting timber products of high quality (to ISO9000 standards) and taking advantage of the exchange rates. The Ugu district produces some 195 000 tons of pine a year in addition to the 1755 million tons of gum and wattle used by a major pulp mill. There are about 200 sawmills operating and producing approximately 6 000 tons of board a year.

- Agriculture

The Ugu district's climate is excellent for agriculture. Tea growing, cut flowers, nuts, sugar and banana cultivation are examples. These are a number of businesses successfully exporting to some of the most exclusive packers in the United Kingdom.

- Fishing & Diving

Scuba diving is popular in the district and represents an opportunity for investment, as there are a number of world class dive sites just offshore, namely Aliwal Shoal and Protea Banks.

- Manufacturing

The Ugu district is in close proximity to markets in Durban, as well as neighbouring districts in the Eastern Cape. The proximity to Durban port links the district to the global market. Ugu has the only 'marble' delta within the KwaZulu-Natal province, mined for cement and calcium carbonate. There are also firms that manufacture clothing, textiles, metal products, food and beverages and wood products.

The commitment of local municipalities within the district to job creation and economic growth is visible in proactive steps to encourage investment. The availability of housing, education, health & recreational facilities all contribute to an advantageous lifestyle. Amenities include internationally acclaimed golf courses, cinemas, social services and large shopping malls.

2.4 CONCLUSION

The IDP forms the basis for a PMS. The structures that are developed for the development of the system and for implementation, monitoring, review, evaluation and reporting are integrated with those of the IDP.

In order for the Ugu District Municipality to monitor and track performance of all strategy linked projects, there is a need for a common approach in measuring performance or progress that will be of benefit to the whole municipality and this should be identified. This will assist the municipality to improve service delivery, meet targets set out in the PMS while ensuring that the municipality achieves its IDP objectives.

In this chapter theoretical findings on policy analysis of the legislative and policy framework of the IDP and the PMS and the review of literature on the IDP were discussed.

CHAPTER 3

RESEARCH METHODOLOGY AND DESIGN

3.1 INTRODUCTION

Kothari (2008: 418) argues that there are five ways in which knowledge of the world can be gained – scientific, philosophical, mathematical, theological and humanistic. This chapter describes how this research was undertaken within the theoretical realm of knowledge development.

Remenyi (2003: 22) states that when undertaking research, there are three major philosophical questions that should be addressed at the outset of research. The three philosophical questions underpinning a research are:

- Why research?
- What to research?
- How to research?

The, what and why questions have been addressed in the preceding chapters. However, the how part of the study needs to be stated; how the research has contributed to the already existing body of knowledge. This chapter will give a detailed analysis of how the research was conducted.

This chapter outlines and gives reasons why Ugu District Municipality serves as a valuable case-study for the evaluation of the IDP as a performance management system at Local Government level in KwaZulu-Natal.

3.2 QUANTITATIVE RESEARCH MODEL

According to Welman (2005), in quantitative research, the aim is to determine the relationship between one thing (an independent variable) and another (a dependent or outcome variable) in a population.

Approaches to quantitative psychology were first modelled on quantitative approaches in the physical sciences by Gustav Fechner in his work on psychophysics, which built on the work of Ernst Heinrich Weber. Although a distinction is commonly drawn between qualitative and quantitative aspects of investigation, it has been argued that the two go hand in hand. For example, based on analysis of the history of science, Kuhn (1961:162) concludes that “large amounts of qualitative work have usually been prerequisite to fruitful quantification in the physical sciences”.

According to Creswell (2008:18), a quantitative approach is one in which the researcher primarily uses for developing knowledge i.e. cause and effect, hypothesis and questions as well as the use of measurement and observation, and employing strategies of inquiry such as experiments that yield statistical data.

Welman (2005) states that a quantitative approach requires the researcher to be distant and independent from that which is being researched as any involvement could render the results false. In this vein the researcher has to be objective when selecting data collection methods. In view of the nature of the study, the researcher adopted a predominantly positivist approach. It

should, however, be noted that the survey questions provide both quantitative and qualitative data.

The questionnaire survey method was used for two reasons, **firstly** to get views and perceptions from municipal employees on the extent to which the IDP is used in the municipality to address issues of poverty and service delivery; this was done through an organisational self-assessment test questionnaire aimed at allowing the municipality to identify its strengths and areas of improvement in terms of its ability to deliver to its IDP objectives.

Secondly, a questionnaire to get views of what the local community who are customer/citizens of Ugu District Municipality had to say about their socio-economic profile and backlogs and their views about the IDP and the PMS in the Ugu District Municipality.

3.3 DATA COLLECTION STRATEGY

To avoid collection of useless data, it was important to employ a data collection strategy. According to Blanche (2004), data collection involves the use of numbers to assess information. This information can then be evaluated using statistical analysis which offers researchers the opportunity to dig deeper into the data and look for greater meaning.

Collection of data means there needs to be a sampling process followed by collection of data. The following strategy in data collection was employed in this study:

- (a) The researcher worked with a sample of subjects rather than the full population; however, people are interested in the population, not the sample and the researcher had to generalize from the sample to the population; the sample had to be representative of the population.
- (b) To ensure that it was representative, the researcher had to use a stratified random sampling procedure to make sure that there was a proportional representation of the population.
- (c) To avoid bias, the researcher had to randomly assign subjects in a way that ensured the groups were balanced in terms of important variables that could modify the effect of the treatment (e.g. age, gender). This was done by not allowing subjects to select themselves into groups or by selecting groups in any way that made one group different from another; this would have resulted in results that reflected the group difference rather than an effect of the treatment.

3.4 RESEARCH METHODOLOGY DESIGN

3.4.1 The principles of quantitative research design

Crewell (2003) states that the fundamental principle in quantitative research design is that correlation do not imply causation, which is the relationship between cause and effect. This principle follows from the fact that it is always possible that an apparent but not actual valid relationship exists for variables between which covariance is found to some degree. Associations may be examined between any combination of continuous and categorical variables using methods of statistics.

3.4.2 Measuring instrument

The questionnaire was used as a measuring instrument. The process of measurement is central to quantitative research because it provides the fundamental connection between empirical observation and mathematical expression of quantitative relationships.

The statistical method was used in this study in the collection of data, and the researcher collected data based on the hypothesis or theory. As indicated above under section 3.4 of this study, the researcher worked with a sample of subjects rather than the full population. The collected data was subjected to verification and validation.

3.4.3 Collection of data

(i) Characteristics of the subjects

In this study, the researcher measured the characteristics of the subjects and mentioned independent and dependent variables defining the research question. This was done through reporting of information about subjects in order to identify their population group from which they were drawn (i.e. variables such as sex, age and socio-economic status).

(ii) Dependent and independent variables

In this study, the evaluation of the IDP as a performance management system, the dependent variable or outcome variable was some measure of the IDP as a model for performance management.

The research takes the form of an experimental study. According to Mouton (2003), for an experimental study, the main independent variable is the one indicating when the dependent variable is measured for example, before, during, and after the treatment). If there is a control group (as in controlled trials) or control treatment (as in crossovers), the identity of the group or treatment is another essential independent variable.

Mouton (2003) further states that variables such as gender, age, diet, training status and variables from blood or exercise tests can also affect the outcome in an experiment. For example, the response of males to the treatment might be different from that of females. Such variables account for individual differences in the response to the treatment, so it is important to take them into account.

The independent variables identified in this study for municipal subjects were gender, age and the employee level of his or her functionality. In the community subjects the independent variables were age, gender, demographics and socio-economic status.

3.5 RESEARCH METHODOLOGY FRAMEWORK

In accordance with the research aim, the formation of the research methodology framework was undertaken in order to address the following:

- (a) To establish the basic socio-economic profile of local community living in the rural and urban areas in the Ugu District Municipality and also to establish their views on the

effectiveness of municipal intervention in terms of service delivery and their involvement in the IDP process (through participation and consultation).

- (b) The undertaking of structural interviews with officials of Ugu District Municipality aimed at allowing the municipality to identify its strengths and areas of improvement to deliver to the objectives of the IDP.
- (c) The use of accessible and available official documents to compare current Ugu District municipality plans with the needs of its community.

3.5.1 Planning of the survey

Essential was the detailed planning and design of the survey in terms of compilation of the questionnaire, piloting of the questions and sampling. The questionnaires were finalized in conjunction with the supervisors.

The community / customer survey questionnaire was customized to fit the research aim. The questionnaire was design in such a way that the following information could be obtained:

- (a) Social and demographic information (gender, residential area).
- (b) Economic data (employment status).
- (c) Socio-economic data (access to infrastructure, municipal services).
- (d) Attitudinal aspects (ability to pay for services).
- (e) Perceptions about the IDP as well as the impact and benefit of integrated planning such as involvement and participation.
- (f) Community/citizens perception about the speed of service delivery in their areas.

During the questionnaire refinement process, the options for analysis were determined in order to ensure that the questions asked would yield the required output for analysis.

3.5.2 Community and municipal customer survey (Interviews)

The researcher conducted the research survey himself; no external field workers were recruited. The study *required a representative sample* which would be the basis for the generalisation of the representative sample to the whole community, urban and rural. Below is a random sample selection of municipal customers / community.

Table 3.1 Sample frame of municipal community and customers

Age Group (Rep.)	Males	Females	Total (Level)
Urban	4	4	8
Rural	4	4	8
Total Population	8	8	16

3.5.3 Municipal employees (interviews)

Structured interviews were held with officials of the municipality. The questionnaire was design in such a way that information could be obtained regarding municipal planning and development processes and all other aspects informing the integrated development planning.

The municipal officials interviewed were all involved in the Ugu District Municipality integrated development planning.

Table 3.2 Sample Frame of the municipal officials

Levels	Males	Females	Total (Level)
Senior Management	8	3	11
Middle Management	7	15	22
General Employees	5	8	13
Total Population	20	26	46

3.5.4 Secondary data sources

Secondary data was sourced through reading adopted to outline the broader views of integrated planning at a Local Government level in South Africa. The literature review which is relevant to this study was obtained from the text books of authors on Local Government, Durban University of Technology Library, Ugu District Municipality IDP, University of KwaZulu-Natal Library, Journals, Government publication on the IDP and PMS, municipalities, the Constitution of the Republic of South Africa and web search.

3.5.5 Field observation

Observations were undertaken in various areas and at project sites where municipal projects emanating from the IDP had been set up or were still in progress in order to establish detailed economic viability, sustainability and extent to which the Ugu District Municipality was addressing the needs of the community and how aligned the work was with the IDP objectives.

3.5.6 Reporting

The reporting stage was employed to interpret and make sense of the data collected. The IDP was interpreted to be a strategic mechanism in finding the best solution to achieve good long-term developmental objectives.

Cognizance was taken of the needs and perceptions of the local community and customers of the Ugu District Municipality regarding the IDP which were obtained through a survey and documented analysis. The data collected from municipal interviews with municipal employees was augmented and later triangulated.

3.5.7 Ethical consideration

According to Remenyi (2003:110), there are three major ethical considerations to consider when undertaking a research. These are how the information is collected, how the information is processed, and lastly, how the findings are used.

Remenyi (2003) states that when applying the first ethical consideration, namely how the information is collected, it is necessary for the researcher to be open and honest with the informants, to keep informants anonymous or the information they offer confidential if so requested, information should not be obtained under duress.

The researcher declares that his study upheld the first ethical consideration, as at all times, during and prior to the interviews, the relationship was open and honest. The researcher declared upfront the motivation for undertaking the research and how the results would be used.

Remenyi (2003) also states that confidentiality should be upheld to avoid potentially unsatisfactory practices which can endanger staff. To uphold this ethical consideration, the researcher kept the identity of all the respondents anonymous. Furthermore, only respondents, who were willing to be interviewed, were interviewed.

The Ugu District Municipality was assured that:

- (i) Any information obtained from the study would be used exclusively for the purpose of the research.
- (ii) The municipality was under no financial obligation or commitment. There were no foreseeable risks in agreeing to participate in the research.
- (iii) All the information captured would be treated with strict confidentiality.
- (iv) The municipality could withdraw from the study at any time that it chooses, however, it was obviously hoped its participants would see value in the research.

The community and municipal customer respondents were assured that:

- (i) Their identities would remain confidential.
- (ii) The information collected would be used for academic purposes.
- (iii) The results would be made available to the Ugu District Municipality to assist the municipality to identify areas of weakness in its quest for improved service delivery.

3.5.8 Limitations

According to Shuttleworth (2008), delimitations of a study are those characteristics that limit the scope (define the boundaries) of the inquiry as determined by the conscious exclusionary and inclusionary decisions that were made throughout the development of the proposal. Kraft (2007) further suggest that, the researcher need to prepare a statement of purpose or intent that clearly sets out what is meant to be accomplished by the study but which also includes a declaration of what the study does not intend to cover.

The delimitations were within the confines of the study; the evaluation of the IDP for a selected municipality in KwaZulu-Natal. The choice of municipality was Ugu District Municipality because of the feasibility and the relevance of the study to the municipality, the research area being the evaluation of the IDP, a strategic planning process used by the municipal employees in addressing issues of poverty and the extent to which it is being used by the municipality in the provision of basic services to its community and citizens.

The aim of the study was to absolutely evaluate the IDP within a specific municipality. The study did not intend to compare the extent to which different municipalities in KwaZulu-Natal were using the IDP as their strategic planning process and also to evaluate the PMS.

The interpretation of findings in terms of drawing up of a descriptive conclusion from the sampled data about a larger group placed no restraint on this study. The generalisation by the researcher on municipal employees included a finding that differences in responses on views

and perceived levels of about the municipality were predicted by gender, age and the functionality or hierarchical level of the employee in the organisation.

3.5.9 Reliability and validity of findings

The principles of validity and reliability are fundamental cornerstones of any scientific method; together they are at the core of what is accepted as scientific proof.

3.5.9.1 The relationship between reliability and validity

Test validity is a requisite to test reliability. If a test is not valid, then reliability is moot. In other words, if a test is not valid there is no point in discussing reliability because test validity is required before reliability can be considered in any meaningful way.

3.5.9.2 Reliability

The idea behind reliability is that, any significant results must be more than a one-off finding and must be inherently repeatable; other researchers must be able to perform exactly the same experiment, under the same conditions and generate the same results. This reinforces the findings and ensures that the wider scientific community accepts the hypothesis.

Crewell (2003) adheres to the notion that consistency with which questionnaire items are answered or individual scores remain relatively the same can be determined through the test-retest method at two different times. This attribute of the instrument is actually referred to as stability. If dealing with a stable measure, then the results should be similar.

Joppe (2000) is in agreement and state that, a measure is considered reliable if a person's score on the same test given twice is similar. It is important to remember that reliability is not measured, it is estimated. He further states that there are two ways that reliability is usually estimated.

(a) Test/retest

The test-retest is the more conservative method to estimate reliability. The idea behind test-retest is that you should get the same score on test 1 as you do on test 2. The two main components of this method are as follows:

- Implementation of the measurement instrument at two separate times for each subject.
- Computing of the correlation between the two separate measurements and assuming there is no change in the underlying condition (or trait you are trying to measure) between test 1 and test 2.

(b) Internal consistency

According to Joppe (2000), internal consistency estimates reliability by grouping questions in a questionnaire that measure the same concept and after collecting the responses, the researcher must run a correlation between those two groups of three questions to determine if your instrument is reliably measuring that concept.

One common way of computing correlation values among the questions on one's instruments is by using Cronbach's Alpha. In short, Cronbach's Alpha splits all the questions on the instrument in every possible way and computes correlation values for them all.

A computer programme is used for this part. In the end, the computer outputs one number for Cronbach's Alpha and just like a correlation coefficient, the closer it is to one, the higher the reliability estimate of one's instrument.

In this study, the researcher used the test-retest method. The test-retest reliability of the survey instrument was conducted by performing the same survey with the same respondents at different times. The correlation coefficient between the two sets of responses was used as a quantitative measure of the test-retest reliability.

The values of the correlation were between 0.7 and 0.8 in all sets of 6 different questionnaires and the researcher considered the values as satisfactory.

3.5.9.3 Validity

Validity encompasses the entire experimental concept and establishes whether the results obtained meet all of the requirements of the scientific research method.

Joppe (2000) provides the following explanation of what validity is in quantitative research: 'Validity determines whether the research truly measures that which it was intended to measure or how truthful the research results are'.

Crewell (2003) describes the validity of quantitative research as 'construct validity'. The construct is the initial concept, notion, question or hypothesis that determines which data is to be gathered and how it is to be gathered.

He also asserts that quantitative researchers actively cause or affect the interplay between construct and data in order to validate their investigation, usually by the application of a test or other process. In this sense, the involvement of the researcher in the research process would greatly reduce the validity of a test.

Mouton (2003) identifies four types of validity commonly examined in social research.

(a) Conclusion validity

Conclusion validity refers to the degree to which one's analysis allows one to make the correct decision regarding the truth or approximate truth of the null hypothesis. The conclusion validity does not involve determining whether or not a causal relationship exists between the variables of interest, which is a matter of internal validity. The statistical conclusion validity involves the researcher's decision regarding whether or not variables are related to one another.

(b) Internal validity

Internal validity asks if there is a relationship between the programme and the outcome seen and if it is a causal relationship.

(c) Construct validity

Construct validity asks if there is a relationship between how the researcher operationalized concepts in this study to the actual causal relationship his/her is trying to study. What it seeks to do is to generalize conceptualized treatment and outcomes to broader constructs of the same concepts.

(d) External validity

External validity refers to one's ability to generalize the results of the study to other settings. According to Trochim (2006:78), external validity is the degree to which the conclusions in ones study would hold for other persons in other places and at other times (www.socialresearchmethods.net).

In ensuring validity of the measuring instrument, the researcher chose to adopt the conclusion-validity method in this study. Based on the data, the researcher identified a positive relationship between organisational climate and organisational performance and positive relationship between municipal customer satisfaction and the municipality's ability to deliver on its mandate.

3.5.10 Statistical Analysis

Altman (2001:23) describes statistics as a science of making effective use of numerical data relating to groups of individuals or experiments. It deals with all aspects of this, including the collection, and the analysis and interpretation of such data and also the planning of the collection of data in terms of the design of surveys and experiments.

According to Welman (2005: 277), in order to make sense of the collected date, the researcher needs to code and organise the data; coding meaning the identification of the variable that the researcher wants to analyse statistically such as variable level present. Once the data has been coded, it is captured in a computer using the statistical programme.

In this study the researcher used the SPSS computer programme to capture, organise and analyse data in order for the following to be done:-

- (a) **Count** the number of respondents and their perceived level of satisfaction when rating the municipality.
- (b) **Describe** attitudinal patterns that exist amongst employees in the municipality and also municipal customer experience about service delivery in their area and the IDP.
- (c) **Compare** responses of employees from different levels such as gender and age group. Evaluate responses from municipal customers from different demographics, age, gender and socio-economic status.

In order to make sense of the data collected, statistical tool such as the *t*-test and Chi-square will be used to analyse the collected date.

3.6 CONCLUSION

In this chapter, population and sample frame were discussed. The measuring instrument used to gather data in order to answer the research question was discussed in terms of development, validity and reliability dimensions and how the statistical analysis of results was conducted.

CHAPTER 4 DATA ANALYSIS

4.1 INTRODUCTION

Chapter 4 of this study discusses the results of the statistical analysis of data analysed from collected questionnaires from interviews conducted with Ugu District Municipality employees and municipal community/customers.

The results from municipal employee's survey was a comparison of employees at different levels on their perceptions of the level at which the Ugu District Municipality was able to meet its legislative obligation in using the IDP as its channel to effective and swift service delivery to its citizen.

4.2 TYPE OF SCALE USED FOR THE STUDY

The data collection instrument consisted of 4 parts that were informed by key research aims of this study.

4.2.1 The Batho Pele fitness test questionnaire

The Batho Pele Principles (1998), which is the White Paper on transforming public service delivery, identified eight value principles for improving the level of service delivery.

As stated in Chapter 2, the Batho Pele values are operationalized through the MSA which states that the objective of institutionalizing performance management at Local Government level is to monitor, review and improve the implementation of the municipal IDP.

The instrument was used to identify gaps in the Ugu District Municipality in the provision of basic services to communities in a sustainable manner and the extent to which socio-economic development is promoted in the municipality. The instrument also allowed the identification of the Ugu District Municipality's strength and areas for improvement in the implementation of the IDP.

4.2.2 The municipal customer satisfaction survey questionnaire

The customer satisfaction survey questionnaire was used in this study to measure the extent to which the community served by the Ugu District Municipality were satisfied with the level of service delivery.

The instrument also measured the level to which the Ugu District Municipality involved its citizen in the development of municipal key performance indicators and also the extent to which the municipality involves its citizen in all stages in the formulation of the IDP to ensure a consultative process and to increase accountability.

As stated in Chapter 2, the important values that the legislation is striving to implement include inter-alia, the sharing of information, transparency, consulting broadly with stakeholders within the municipal area, holding government and those working for government accountable, improving government flexibility and responsiveness, and ultimately, general improvement in the levels of professionalism.

4.2.3 The municipal internal organisational climate survey questionnaire

The internal organization climate survey questionnaire was aimed at municipal employees with a view to elicit information regarding their readiness to change, issues of corporate culture and transformation within the Ugu District Municipality.

The instrument measured attitudinal patterns, employees moral and job satisfaction; this was done by looking at the Ugu District Municipality organisational design, employee job characteristics, work environment, senior management and communication within the municipality.

The above informed the overall strength and ability of the Ugu District Municipality to deliver on its developmental objectives that is the IDP. As stated in Chapter 1 under the objectives of the research of this study, the objective of this study was the analyses of social and economic problems associated with the challenges of sustainable development calls by asking fundamental questions and to find the root causes of problems to be addressed rather than just simply examining possible policy actions to ameliorate.

4.2.4 The Vuna Assessment Model survey questionnaire – The diagnostic analysis

The Vuna Assessment Model derived from the municipal Vuna Awards, is a diagnostic analysis tool for assessing organisational health. The model was used to gather primary data from the strategic issues below and to measure the level to which the Ugu District Municipality is delivering sustainable services to its citizen in the following three key performance areas:

- a) Infrastructure development
- b) Institutional development and transformation
- c) Good governance and public participation

As stated in Chapter 1 of this study, strategic issues inform the rest of the planning, especially in attaching weights in individual employee subsequently organisational performance.

4.3 DESCRIPTIVE STATISTICS OF VARIABLES AND KEY CONSTRUCTS

4.3.1 The Batho Pele fitness test questionnaire

4.3.1.1 Age

As shown in Table 4.1 below, the largest proportion of respondents (30.8%) were age between 36 – 40 while only 7.7 % were 55 years and older.

Table 4.1 Table distribution of participants by age variables

		age			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	31-35	3	23.1	23.1	23.1
	36-40	4	30.8	30.8	53.8
	41-45	3	23.1	23.1	76.9
	46-50	2	15.4	15.4	92.3
	55 and above	1	7.7	7.7	100.0
	Total	13	100.0	100.0	

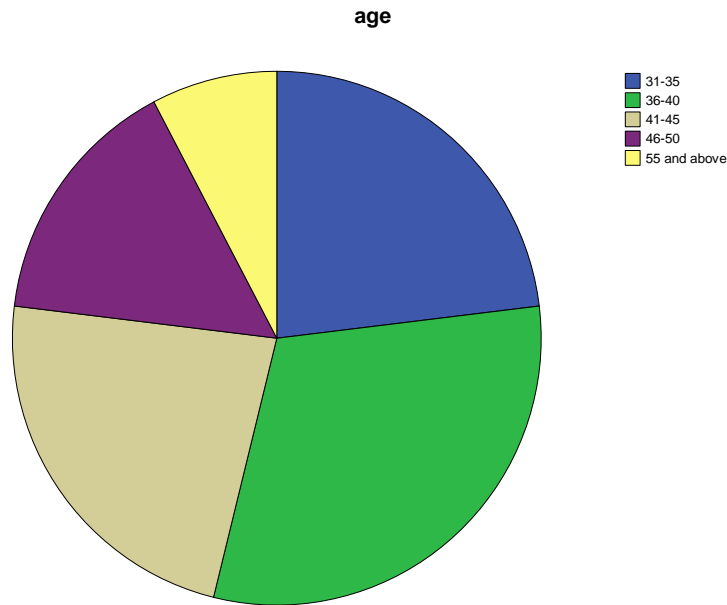


Figure 4.1 Pie chart of participants by age variables

4.3.1.2 Gender

As shown in Table 4.2 below, more females (46.2%) than males (53.8%) respondents participated in the study.

Table 4.2 Table distribution of participants by gender variables

		gender			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	male	7	53.8	53.8	53.8
	female	6	46.2	46.2	100.0
	Total	13	100.0	100.0	

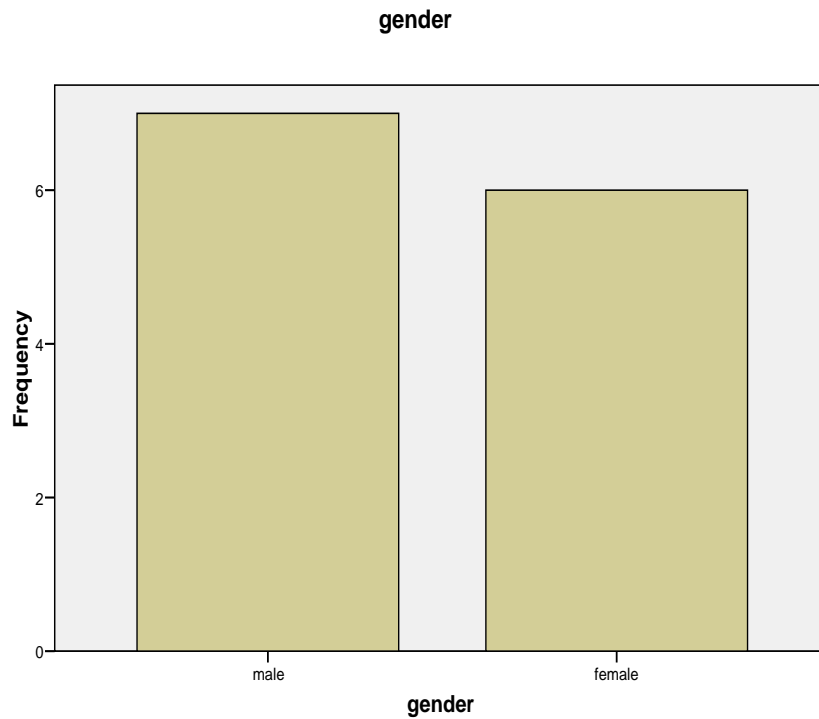


Figure 4.2 Histogram graph of the gender distribution

4.3.1.3 Strategic level (Hierarchy)

As shown in Table 4.3 below, the largest proportion of respondents were senior management (53.8%) followed by middle management (38.5%) then general employees at 7.7 %.

Table 4.3 Table distribution of participants by their strategic level variables

		level			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	employee	1	7.7	7.7	7.7
	middle management	5	38.5	38.5	46.2
	senior management	7	53.8	53.8	100.0
	Total	13	100.0	100.0	

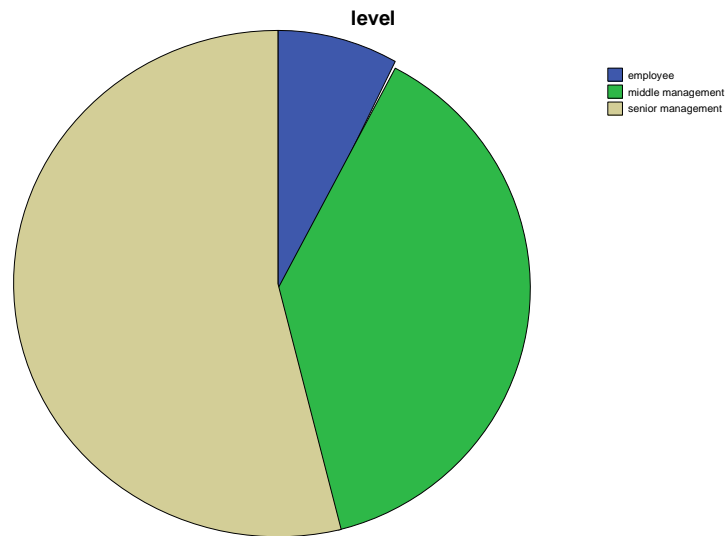


Figure 4.3 Pie Chart of participants by strategic level variables

4.3.2 The municipal customer satisfaction survey questionnaire

4.3.2.1 Age

As shown in Table 4.4 below, the largest proportion of respondents (25.0%) were age from 41 and 45 while minority of 6.3 % were age between 25 – 30 years.

Table 4.4 Table distribution of participants by age variables

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	25-30	1	6.3	6.3	6.3
	31-35	3	18.8	18.8	25.0
	36-40	3	18.8	18.8	43.8
	41-45	4	25.0	25.0	68.8
	46-50	2	12.5	12.5	81.3
	50 and above	3	18.8	18.8	100.0
	Total	16	100.0	100.0	

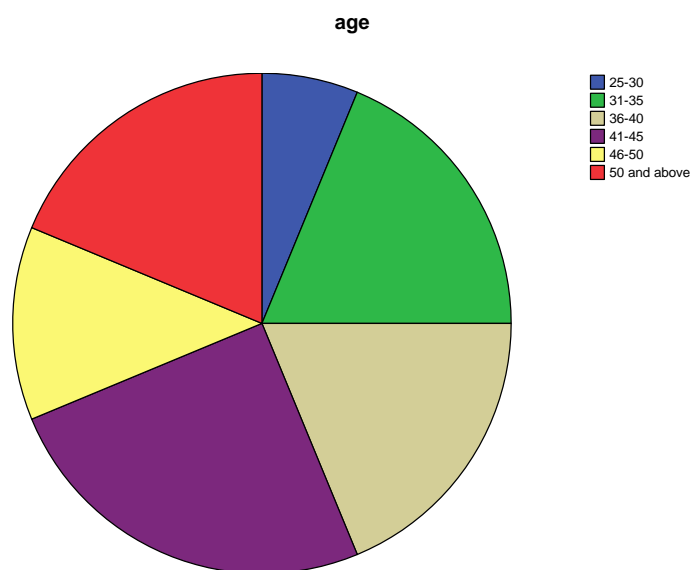


Figure 4.4 Pie Chart of participants by age variables

4.3.2.2 Gender

As shown in Table 4.5 below, there were an equal number of female (50.0%) and male (50.0%) respondents participated in the study.

Table 4.5 Table Distribution of Participants by Gender Variables

gender

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid male	8	50.0	50.0	50.0
female	8	50.0	50.0	100.0
Total	16	100.0	100.0	

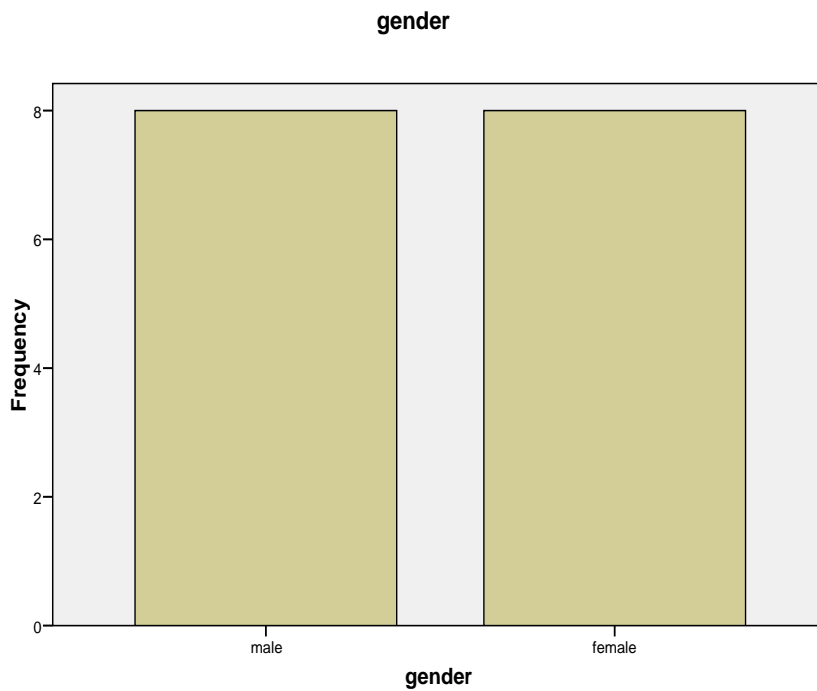


Figure 4.5 Histogram Graph of the gender distribution

4.3.2.3 Demographics

As shown in Table 4.6 below, there was an equal proportion in representation of respondents from urban areas (50.0%) and rural areas (50.0%).

Table 4.6 Table distribution of participants by demographics

		demographic			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	urban	8	50.0	50.0	50.0
	rural	8	50.0	50.0	100.0
	Total	16	100.0	100.0	

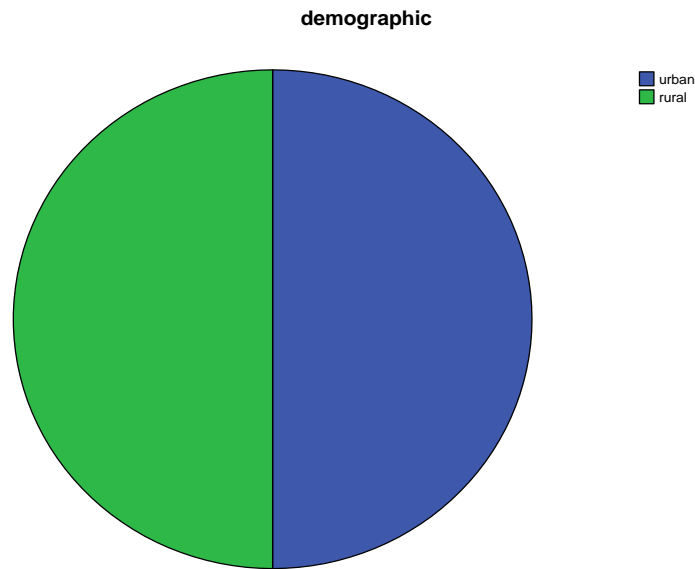


Figure 4.6 Pie Chart of participant's demographics variables

4.3.2.4 Socio-economic status

As shown in Table 4.7 below, 81.3% of respondents were employed and 18.8% unemployed.

Table 4.7 Table distribution of participants by their socio-economic status

Employment data

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid yes	13	81.3	81.3	81.3
no	3	18.8	18.8	100.0
Total	16	100.0	100.0	

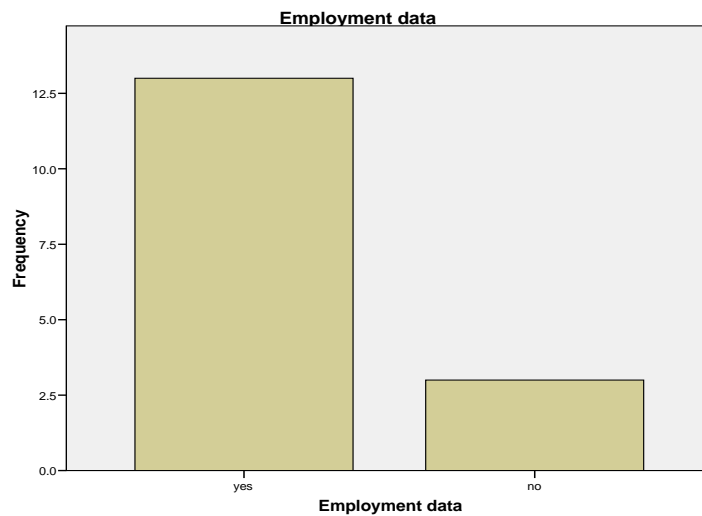


Figure 4.7 Histogram graph of the socio-economic status

4.3.2.5 Ability to pay for services

As shown in Table 4.8 below, 75.0% of respondents were able to pay for services and 25.0% fell within the municipal indigent policy.

Table 4.8 Table distribution of participants by ability to pay for services

Ability to pay for services					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	yes	12	75.0	75.0	75.0
	no	4	25.0	25.0	100.0
Total		16	100.0	100.0	

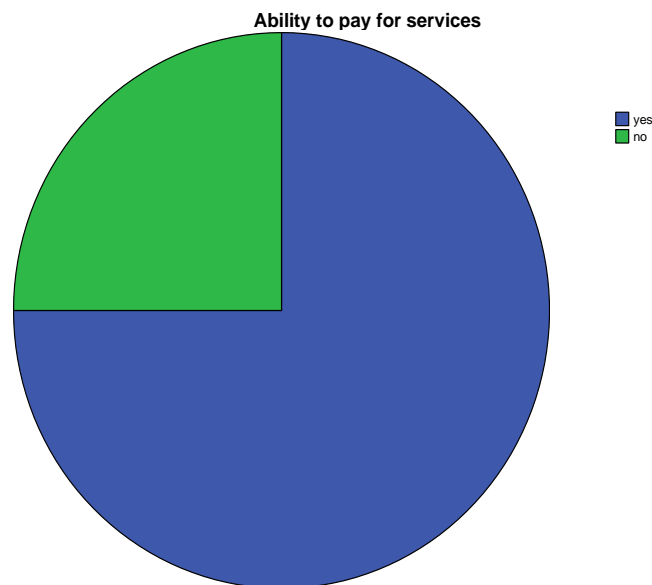


Figure 4.8 Pie Chart of participants ability to pay for services

4.3.3 The municipal internal organisational climate survey questionnaire

4.3.3.1 Age

As shown in the Table 4.9, the largest proportion of respondents (37.5%) were aged 31 – 35 while the minority (6.3 %) were between 46 – 50 years.

Table 4.9 Table distribution of participants by age variables

		age			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	25-30	4	25.0	25.0	25.0
	31-35	6	37.5	37.5	62.5
	36-40	5	31.3	31.3	93.8
	46-50	1	6.3	6.3	100.0
Total		16	100.0	100.0	

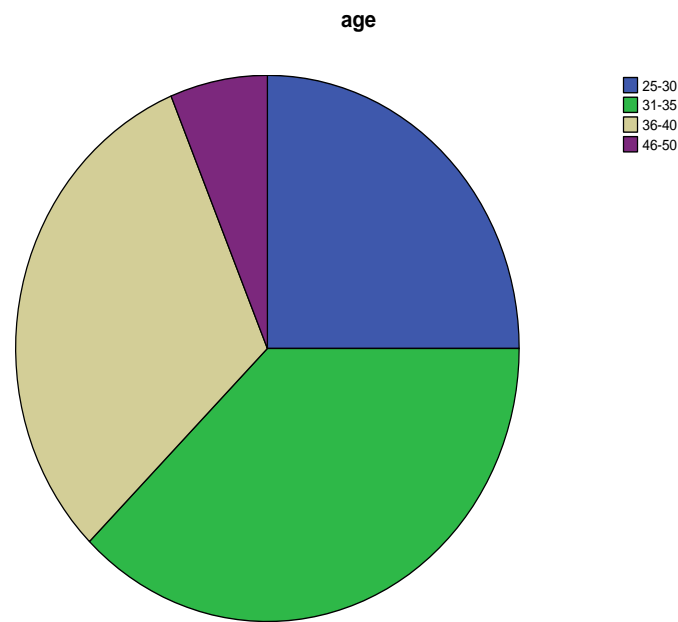


Figure 4.9 Pie Chart of participants age variables

4.3.3.2 Gender

As shown in Table 4.10, the largest proportion of the respondents (56.3%) was female and male respondents represented 43.8% of participants in the study.

Table 4.10 Table distribution of participants by gender variables

		gender			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	male	7	43.8	43.8	43.8
	female	9	56.3	56.3	100.0
Total		16	100.0	100.0	

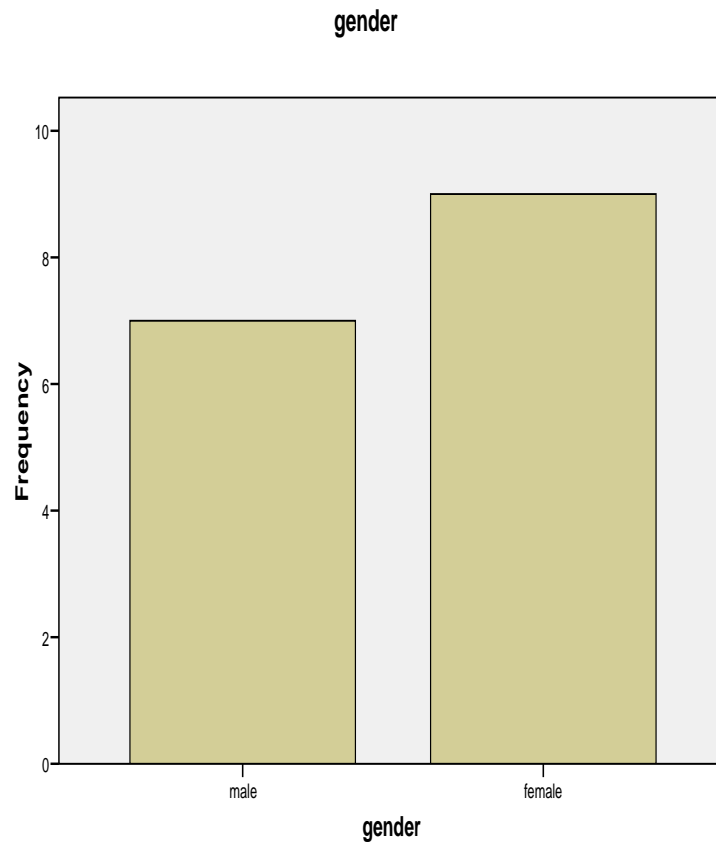


Figure 4.10 Histogram graph of the gender distribution

4.3.3.3 Strategic level (Hierarchy)

As shown in Table 4.11 below, the largest proportion of respondents were general employees (43.8%) followed by middle management (37.5%) then senior management at 18.8 %.

Table 4.11 Table distribution of participants by their strategic level variables

level

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid general employee	7	43.8	43.8	43.8
middle management	6	37.5	37.5	81.3
senior managment	3	18.8	18.8	100.0
Total	16	100.0	100.0	

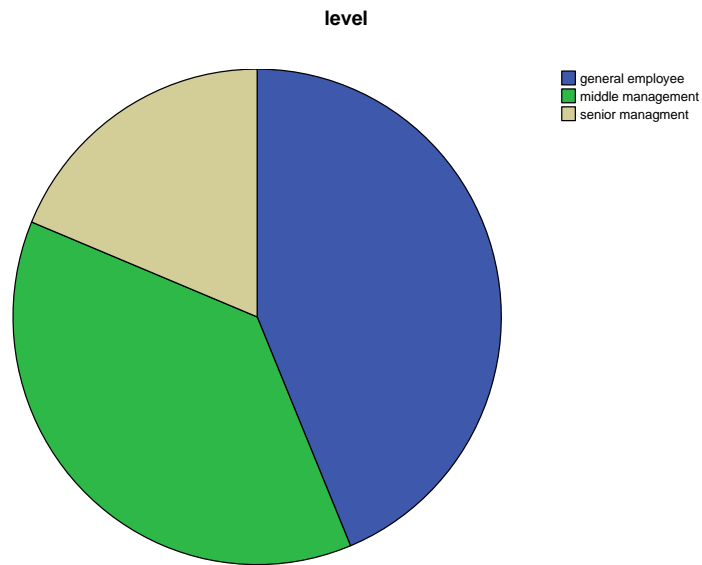


Figure 4.11 Pie Chart of participants by strategic level variables

4.3.4 The Vuna Assessment Model survey questionnaire – The diagnostic analysis

4.3.4.1 Local economic and infrastructure development

a) Age

As shown in Table 4.12 below, the largest proportion of respondents (60%) were aged 25 to 30, the remainder being age 31 - 35.

Table 4.12 Table distribution of participants by age variables

age

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 25-30	3	60.0	60.0	60.0
31-35	2	40.0	40.0	100.0
Total	5	100.0	100.0	

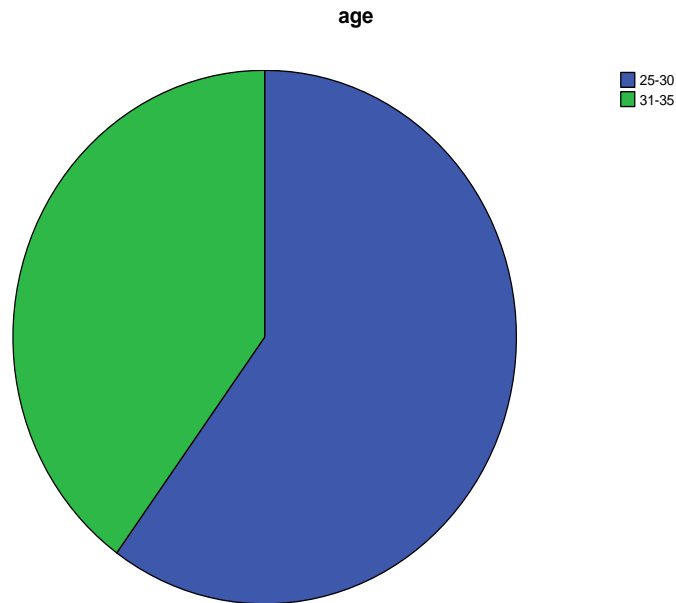


Figure 4.12 Pie Chart of participants age variables

b) Gender

As shown in Table 4.13 below, the largest proportion of the respondents (60%) were females and male respondents represented 40% participation in the study.

Table 4.13 Table distribution of participants by gender variables

gender

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid male	2	40.0	40.0	40.0
female	3	60.0	60.0	100.0
Total	5	100.0	100.0	

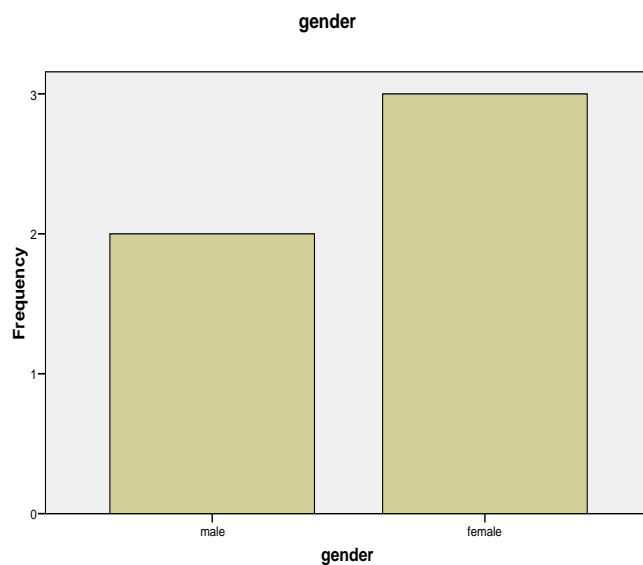


Figure 4.13 Histogram graph of the gender distribution

c) Strategic level (Hierarchy)

As shown in Table 4.14 below, the largest proportion of respondents were senior management (80%), the remainder being middle management at 20%.

Table 4.14 Table distribution of participants by their strategic level variables

		level			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	middle management	1	20.0	20.0	20.0
	senior management	4	80.0	80.0	100.0
	Total	5	100.0	100.0	

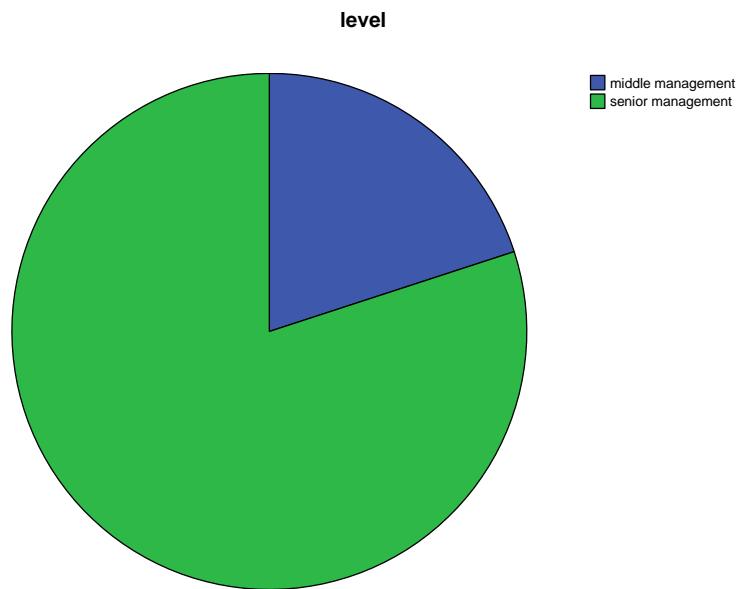


Figure 4.14 Pie Chart of participants by strategic level (Hierarchy) variables

4.3.4.2 Municipal transformation and institutional development

a) Age

Table 4.15 shows that the largest proportion of respondents (33.3%) was aged between 41 and 45, while the rest of the age groups in the percentage of 16.7% in the age distribution of 25 – 40 and 50 and above.

Table 4.15 Table distribution of participants by age variables

		age			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	25-30	1	16.7	16.7	16.7
	31-35	1	16.7	16.7	33.3
	36-40	1	16.7	16.7	50.0
	41-45	2	33.3	33.3	83.3
	50 and above	1	16.7	16.7	100.0
Total		6	100.0	100.0	

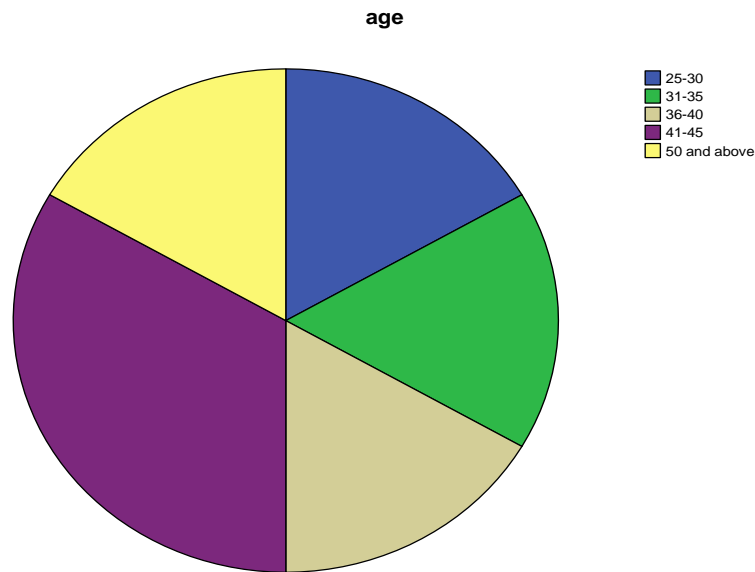


Figure 4.15 Pie Chart of participants age variables

b) Gender

Table 4.16 shows that the largest proportion of the respondents (66.7%) was females and male respondents represented 33.3% participation in the study.

Table 4.16 Table distribution of participants by gender variables

		gender			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	male	2	33.3	33.3	33.3
	female	4	66.7	66.7	100.0
Total		6	100.0	100.0	

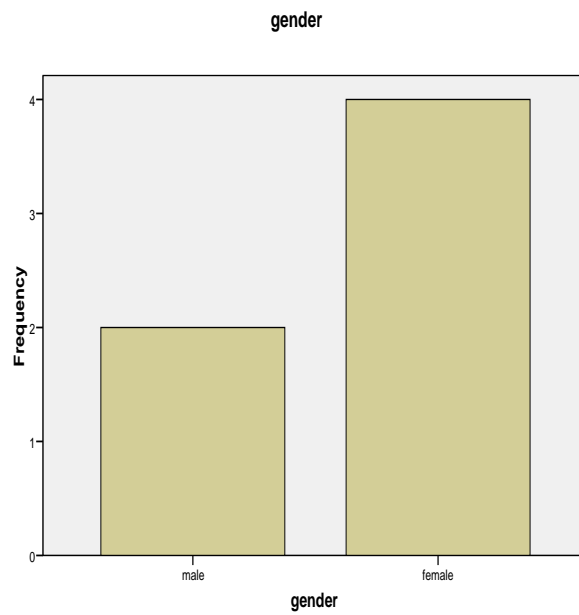


Figure 4.16 Histogram graph of the gender distribution

c) Strategic level (Hierarchy)

As shown in Table 4.17 below, there were an equal proportion of respondents' (33.3%) at all strategic levels.

Table 4.17 Table Distribution of participants by their strategic level variables

		Level			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	General employ ee	2	33.3	33.3	33.3
	Middle management	2	33.3	33.3	66.7
	Senior management	2	33.3	33.3	100.0
Total		6	100.0	100.0	

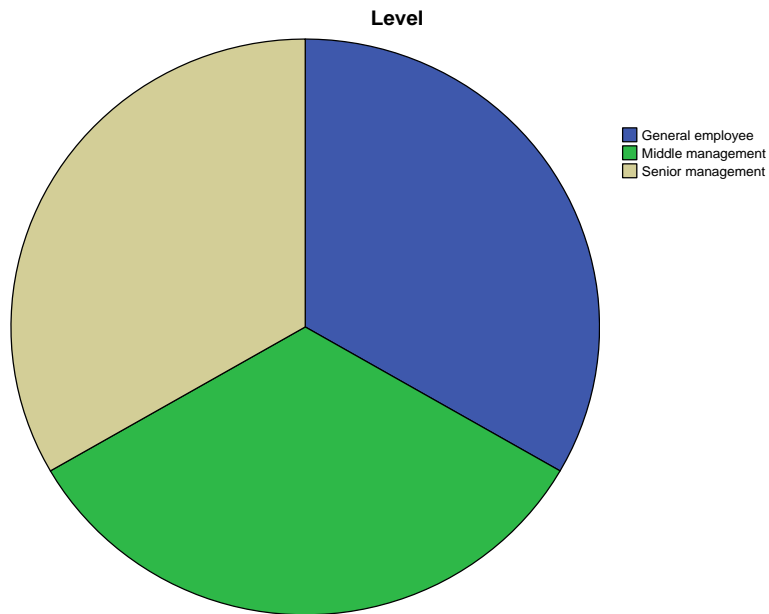


Figure 4.17 Pie Chart of participants by strategic level (Hierarchy) variables

4.3.4.3 Good governance and public participation.

a) Age

Table 4.18 below shows that the largest proportion of respondents (33.3%) were between 25 – 30 and 36 – 40 years of age, while the rest of the age groups percentage of 16.7% in the age distribution of 31 – 35 and 41 – 45.

Table 4.18 Table distribution of participants by age variables

		age			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	25-30	2	33.3	33.3	33.3
	31-35	1	16.7	16.7	50.0
	36-40	2	33.3	33.3	83.3
	41-45	1	16.7	16.7	100.0
Total		6	100.0	100.0	

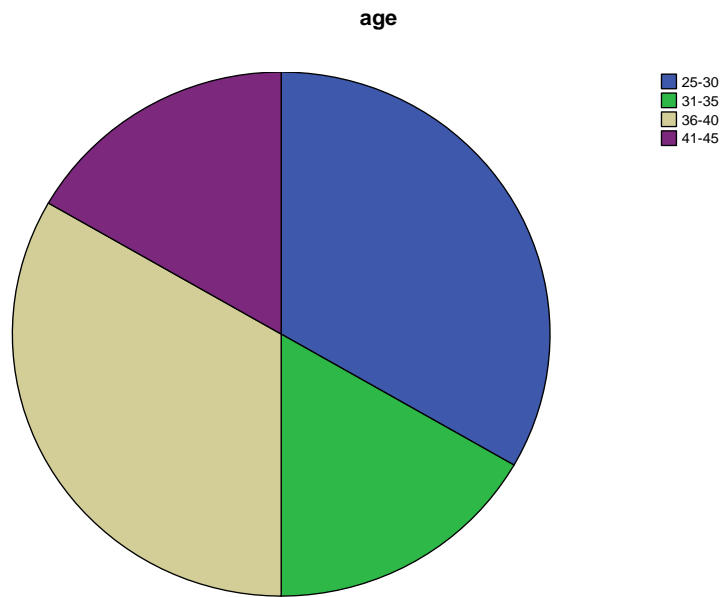


Figure 4.18 Pie Chart of participants age variables

b) Gender

Table 4.19 below shows that the largest proportion of the respondents (66.7%) were female and male respondents represented 33.3% participation in the study.

Table 4.19 Table distribution of participants by gender variables

		gender			
		Frequency	Percent	Valid Percent	Cumulativ e Percent
Valid	male	3	50.0	50.0	50.0
	f emale	3	50.0	50.0	100.0
	Total	6	100.0	100.0	

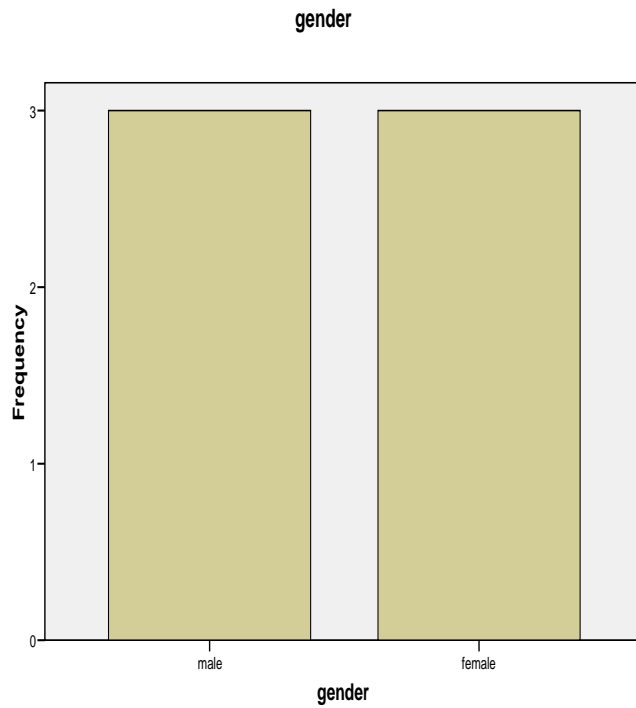


Figure 4.19 Histogram graph of the gender distribution

c) Strategic level (Hierarchy)

As shown in Table 4.20 below, there were an equal proportion of respondents (33.3%) at all strategic levels.

Table 4.20 Table distribution of participants by their strategic level variables

		level			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	general employee	3	50.0	50.0	50.0
	middle management	1	16.7	16.7	66.7
	senior management	2	33.3	33.3	100.0
	Total	6	100.0	100.0	

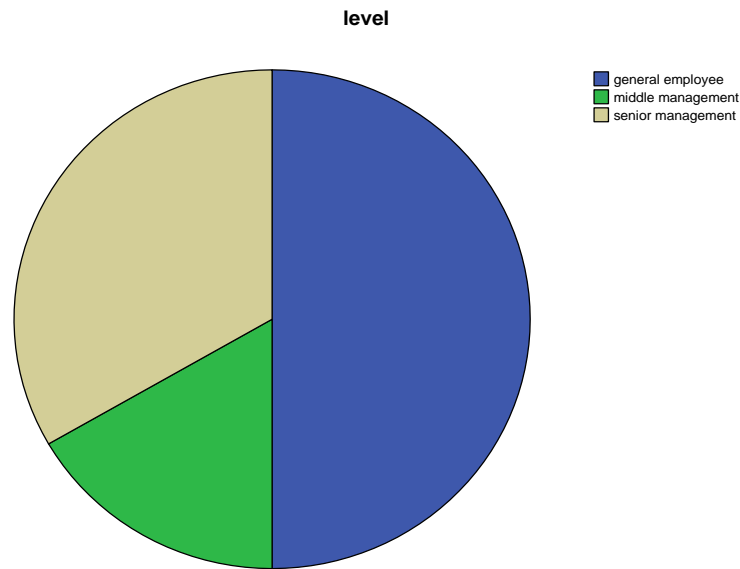


Figure 4.20 Pie Chart of participants by strategic level (Hierarchy) variables

4.4 COMPARISON OF PROPORTION OF RESPONDENTS BY DEMOGRAPHIC VARIABLES

One of the issues for investigation was to determine whether the respondents' location, being rural and urban, had any effects on the scale relating to the speed of service delivery in their demographic areas.

The Chi-square statistical test was used to determine if there were any statistical significant differences in the proportion of respondents to the extent to which they perceived the speed of service delivery in their respective areas

As indicated in item 4.3.1.3 and table 4.6 above, there was equal proportional representation of respondents from urban area (50.0%) and rural area (50.0%) in the customer satisfaction survey questionnaire. The Chi-square statistical test shows that there was a significant statistical difference between the proportions of respondents living in rural or urban areas in their perceived level of speed of service delivery in their demographic areas.

When computing the proportion percentage for rural and urban respondents in terms of Table 4.21. The majority of the 50% proportion of the rural community rated the speed of service delivery to be fair followed by 25% rating it very good and another 25% rating it excellent.

Table 4.21 Chi-square statistical test

Demographic * Please rate your perceived level of speed of service delivery in your area Crosstabulation

			Your perceived level of speed of service delivery in your area					Total
			poor	needs improvement	fair	very good	excellent	
Demographic	urban	Count	0	1	3	2	2	8
		% within Demographic	.0%	12.5%	37.5%	25.0%	25.0%	100.0%
		% within Perceived level of speed of service delivery in your area	.0%	50.0%	42.9%	50.0%	100.0%	50.0%
		% of Total	.0%	6.3%	18.8%	12.5%	12.5%	50.0%
	rural	Count	1	1	4	2	0	8
		% within Demographic	12.5%	12.5%	50.0%	25.0%	.0%	100.0%
		% within Perceived level of speed of service delivery in your area	100.0%	50.0%	57.1%	50.0%	.0%	50.0%
		% of Total	6.3%	6.3%	25.0%	12.5%	.0%	50.0%
Total		Count	1	2	7	4	2	16
		% within Demographic	6.3%	12.5%	43.8%	25.0%	12.5%	100.0%
		% within Perceived level of speed of service delivery in your area	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
		% of Total	6.3%	12.5%	43.8%	25.0%	12.5%	100.0%

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	3.143 ^a	4	.534
Likelihood Ratio	4.302	4	.367
Linear-by-Linear Association	1.985	1	.159
N of Valid Cases	16		

a. 10 cells (100.0%) have expected count less than 5. The minimum expected count is .50.

4.5 THE T-TEST STATISTICAL METHOD

The *t*-test using the group statistic and the independent test was used in this study to analyse the relationship between questionnaires that are informed by key research aims.

4.5.1 The Batho Pele fitness test questionnaire

As stated in item 4.2.1 above, the instrument was used to identify gaps in the Ugu District Municipality in the provision of basic services to its community. The following questionnaires were analysed using the statistical tool and only the predominance of the respondents results were analysed.

4.5.1.1 Service standards and targets

- (i) The ability of the Ugu District Municipality to measures actual performance targets against planned targets than review periodically key performance indicators and performance targets.

Table 4.22 Service standards and targets statistical test

Group Statistics

Review KPI's		N	Mean	Std. Deviation	Std. Error Mean
Measures actual	very good	6	3.5000	.54772	.22361
performance targets	excellent	2	4.5000	.70711	.50000

Independent Samples Test

		Levene's Test for Equality of Variances		t-test for Equality of Means							
		F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference		
										Lower	Upper
Measures actual performance targets	Equal variances assumed	.	.	-2.121	6	.078	-1.00000	.47140	-2.15349	.15349	
	Equal variances not assumed			-1.826	1.429	.257	-1.00000	.54772	-4.53642	2.53642	

The conclusion drawn on the above analysis is that Ugu District Municipality is capable in measuring actual performance targets against planned performance targets and reviewing periodically, key performance indicators and performance targets. This will advance the municipal IDP review process and allow the municipality to gauge its implementation of IDP.

4.5.1.2 Access

- (i) The level at which the Ugu District Municipality sets targets set improving access to services by co-ordinating and co-operating with other municipalities and provincial and national departments and pursuing strategic partnerships with local businesses, other organisations and the communities to increase the availability of development services in its area of operation.

Table 4.23 Access statistical test

Group Statistics

Targets for improving access		N	Mean	Std. Deviation	Std. Error Mean
Strategic partnership with businesses	very good	6	4.3333	.81650	.33333
	excellent	1	5.0000	.	.
Increase access to service for community	very good	6	4.8333	.40825	.16667
	excellent	1	3.0000	.	.

Independent Samples Test

		Levene's Test for Equality of Variances		t-test for Equality of Means							
		F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference		
										Lower	Upper
Strategic partnership with businesses	Equal variances assumed	.	.	-.756	5	.484	-.66667	.88192	-2.93371	1.60037	
	Equal variances not assumed			.	.	.	-.66667	.	.	.	
Increase access to service for community	Equal variances assumed	.	.	4.158	5	.009	1.83333	.44096	.69981	2.96685	
	Equal variances not assumed			.	.	.	1.83333	.	.	.	

The conclusion drawn on the above analysis is that the Ugu District Municipality surpasses its ability to provide equal access to services to its community. This is an indicator of the integrated planning processes in the municipality that is the holistic approach to development planning which is the core objective of the IDP.

4.5.1.3 Best value

- (i) The extent to which the Ugu District Municipality has a structure that presents attainable developmental objectives that are aligned with the municipal IDP and has compiled and managed as one integrated management process the IDP, the budget and the PMS.

Table 4.24 Best value statistical test

Group Statistics					
	Developmental objectives	N	Mean	Std. Deviation	Std. Error Mean
Compiled and managed IDP	very good	9	4.4444	.52705	.17568
	excellent	3	3.6667	1.52753	.88192
Cost benefit analyses	very good	9	3.2222	.83333	.27778
	excellent	3	3.3333	.57735	.33333
Increase productivity	very good	9	3.5556	.88192	.29397
	excellent	3	4.0000	1.00000	.57735

Independent Samples Test										
		Levene's Test for Equality of Variances		t-test for Equality of Means						
		F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
									Lower	Upper
Compiled and managed IDP	Equal variances assumed	8.657	.015	1.406	10	.190	.77778	.55333	-.45512	2.01067
	Equal variances not assumed			.865	2.161	.472	.77778	.89925	-2.82780	4.38335
Cost benefit analyses	Equal variances assumed	.126	.730	-.211	10	.837	-.11111	.52587	-1.28283	1.06061
	Equal variances not assumed			-.256	5.124	.808	-.11111	.43390	-1.21839	.99617
Increase productivity	Equal variances assumed	.063	.806	-.735	10	.479	-.44444	.60451	-1.79138	.90249
	Equal variances not assumed			-.686	3.119	.540	-.44444	.64788	-2.46248	1.57359

4.5.1.4 Innovation and recognition

- (i) The level at which the municipality identified and addressed internal barriers such as low morale, poor work ethic, lack of skills and resources and has endeavoured to create an environment for innovation that enhances capacity to deliver.

Table 4.25 Innovation and recognition statistical test

Group Statistics					
	Staff's capacity to deliver services	N	Mean	Std. Deviation	Std. Error Mean
Identify and addresses internal barriers	very good	4	3.2500	.95743	.47871
	excellent	2	3.0000	.00000	.00000

Independent Samples Test

		Levene's Test for Equality of Variances		t-test for Equality of Means						
		F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
									Lower	Upper
Identify and addresses internal barriers	Equal variances assumed	6.000	.070	.348	4	.745	.25000	.71807	-1.74368	2.24368
	Equal variances not assumed			.522	3.000	.638	.25000	.47871	-1.27348	1.77348

The conclusion drawn on the above analysis is that the Ugu District Municipality is managing to identify and addresses internal barriers and to create an environment for innovation. The employee morale is improving as is service delivery and the implementation of the IDP.

4.5.1.5 Service delivery impact, leadership and strategic direction

- (i) The level at which the management set up, communicated and inspired everyone to deliver on a shared vision, values and goals in the municipality and which enabled the municipality to achieve the outcomes emanating from its vision and mission.

Table 4.26 Service delivery impact, leadership and strategic direction statistical test

Group Statistics

		N	Mean	Std. Deviation	Std. Error Mean
Outcomes emanating from vision	Deliver on shared vision very good	5	3.4000	.54772	.24495
	excellent	3	4.3333	.57735	.33333

Independent Samples Test

		Levene's Test for Equality of Variances		t-test for Equality of Means						
		F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
									Lower	Upper
Outcomes emanating from vision	Equal variances assumed	.117	.744	-2.291	6	.062	-.93333	.40734	-1.93006	.06339
	Equal variances not assumed			-2.256	4.140	.085	-.93333	.41366	-2.06671	.20004

The conclusion drawn on the above analysis is that the Ugu District Municipality management communicated and inspired those responsible to deliver on a shared vision, values and goals of the municipality. The IDP strategy is entrenched in the municipal vision and mission.

4.5.2 Municipal customer satisfaction questionnaire

As stated in item 4.2.2 above, apart from customer satisfaction with the level of service delivery, the instrument used to measure the level at which the Ugu District Municipality involves its citizen in the development of municipal performance indicators and in all stages in the formulation of the municipal IDP to ensure a consultative process and to increase accountability. The following questionnaires were analysed using the statistical tool and only the predominance of the respondents results were analysed.

- (i) The level at which the Ugu District Municipality involved its community in the development of municipal performance indicators and in all stages in the formulation of the municipal IDP to increase accountability.

Table 4.27 Municipal customer satisfaction questionnaire statistical test
(Accountability in the formation of the IDP and KPI)

		N	Mean	Std. Deviation	Std. Error Mean
Municipal key performance indicators	needs improvement	2	.5000	.70711	.50000
	fair	7	1.4286	1.39728	.52812
Formulation of IDP	needs improvement	2	.0000	.00000	.00000
	fair	7	.7143	.95119	.35952

Independent Samples Test

		Levene's Test for Equality of Variances		t-test for Equality of Means						
		F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
								Lower		Upper
Municipal key performance indicators	Equal variances assumed	.895	.376	-.877	7	.410	-.92857	1.05911	-3.43298	1.57583
	Equal variances not assumed			-1.277	3.707	.276	-.92857	.72726	-3.01231	1.15517
Formulation of IDP	Equal variances assumed	9.500	.018	-1.012	7	.345	-.71429	.70608	-2.38389	.95532
	Equal variances not assumed			-1.987	6.000	.094	-.71429	.35952	-1.59399	.16542

The conclusion drawn on the above analysis is that the Ugu District Municipality needs to improve on community involvement in the formulation of the IDP. Consultation is the critical step and the setting up of key performance indicators in ensuring transparency and accountability to the communities being served by a municipality.

- (i) The speed of service delivery and how well the Ugu District Municipality is focused on delivering high-quality municipal services.

Table 4.28 Municipal customer satisfaction questionnaire statistical test
(Speed of service delivery and quality of service)

		N	Mean	Std. Deviation	Std. Error Mean
Delivering high-quality Municipal services	Speed of service delivery needs improvement	2	1.5000	.70711	.50000
	Speed of service delivery fair	7	3.1429	.69007	.26082

Independent Samples Test

		Levene's Test for Equality of Variances		t-test for Equality of Means						
		F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
								Lower		Upper
Delivery high-quality Municipal services	Equal variances assumed	.001	.976	-2.959	7	.021	-1.64286	.55526	-2.95583	-.32989
	Equal variances not assumed			-2.913	1.599	.130	-1.64286	.56394	-4.75792	1.47221

The conclusion drawn on the above analysis is that Ugu District Municipality needs to improve on the speed of service delivery and in delivering high-quality municipal services to its community. There is fair amount of notable endeavour by the municipality in meeting its mandated objectives in delivering quality and sustainable municipal service to its community.

4.5.3 Internal organisation climate survey questionnaire

As stated in item 4.2.3 above, the instrument was intended at municipal employees to measure their readiness to change, issues of corporate culture and transformation within Ugu District municipality and also to measure attitudinal patterns, employees moral and job satisfaction. The following questionnaires were analysed using the statistical tool and only the predominance of the respondents results were analysed.

4.5.3.1 Organisational design

- (i) The level at which the Ugu District Municipality has a clear reporting structure so that goals, objectives and roles and responsibilities within business units were clearly understood by municipal employees.

Table 4.29 Organisational design statistical test

Group Statistics					
	Goals and objectives clear	N	Mean	Std. Deviation	Std. Error Mean
Business Units in the Municipality	very good	7	3.4286	.53452	.20203
	excellent	5	4.4000	.89443	.40000
Clear reporting structure	very good	7	3.5714	.53452	.20203
	excellent	5	3.6000	.54772	.24495

Independent Samples Test										
		Levene's Test for Equality of Variances		t-test for Equality of Means						
		F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
									Lower	Upper
Business Units in the Municipality	Equal variances assumed	2.404	.152	-2.367	10	.040	-.97143	.41048	-1.88602	-.05683
	Equal variances not assumed			-2.168	6.039	.073	-.97143	.44813	-2.06623	.12338
Clear reporting structure	Equal variances assumed	.034	.858	-.090	10	.930	-.02857	.31610	-.73288	.67574
	Equal variances not assumed			-.090	8.631	.930	-.02857	.31752	-.75156	.69441

The conclusion drawn on the above analysis is that Ugu District Municipality had a clear reporting structure to enable municipal employees to deliver according to the common goal that is the IDP.

4.5.3.2 Employee job characteristics

- (i) The level at which the Ugu municipal employee gained satisfaction from their current job responsibilities and had a sense that their work added value to the municipality through the full utilization of their skills and abilities in their current jobs.

Table 4.30 Employee job characteristics statistical test

Group Statistics					
	Satisfaction on current job	N	Mean	Std. Deviation	Std. Error Mean
Skills and abilities fully utilized	very good	10	3.6000	.51640	.16330
	excellent	1	5.0000	.	.
Opportunity to further develop skills	very good	10	4.0000	.81650	.25820
	excellent	1	5.0000	.	.
Work adds value to Municipality	very good	10	4.4000	.51640	.16330
	excellent	1	5.0000	.	.
Feel a sense of security	very good	10	4.1000	.56765	.17951
	excellent	1	4.0000	.	.

Independent Samples Test										
		Levene's Test for Equality of Variances		t-test for Equality of Means						
		F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
									Lower	Upper
Skills and abilities fully utilized	Equal variances assumed	.	.	-2.585	9	.029	-1.40000	.54160	-2.62519	-.17481
	Equal variances not assumed	.	.	.	.	.	-1.40000	.	.	.
Opportunity to further develop skills	Equal variances assumed	.	.	-1.168	9	.273	-1.00000	.85635	-2.93720	.93720
	Equal variances not assumed	.	.	.	.	.	-1.00000	.	.	.
Work adds value to Municipality	Equal variances assumed	.	.	-1.108	9	.297	-.60000	.54160	-1.82519	.62519
	Equal variances not assumed	.	.	.	.	.	-.60000	.	.	.
Feel sense of security	Equal variances assumed	.	.	.168	9	.870	.10000	.59535	-1.24678	1.44678
	Equal variances not assumed	.	.	.	.	.	.10000	.	.	.

Also included on table 4.30 above, is an analysis of the level at which the Ugu District Municipality allows employees an opportunity to further develop their skills and abilities thereby giving employees a sense of security in their jobs.

The conclusion drawn on the above analysis suggests that the level of morale is high at the Ugu District Municipality. As stated above, on item 4.5.1.4, improving employee morale improves service delivery and the implementation of the IDP.

4.5.3.3 Culture / work environment

- (i) The level of morale among employees across the Ugu District Municipality; such that employees of the municipality speak highly about the municipality and enjoy being a part of the municipality.

- (ii) The level at which the Ugu District Municipality has a clear corporate culture and values thereby encouraging municipal employees to come up with better ways of doing their jobs in order to meet customer/community satisfaction.

Table 4.31 Culture / work environment statistical test

Group Statistics

	Feel valued as an employee	N	Mean	Std. Deviation	Std. Error Mean
Enjoy being part of Municipality	very good	6	4.3333	.51640	.21082
	excellent	1	5.0000	.	.
Level of morale among employees	very good	6	3.5000	.54772	.22361
	excellent	1	4.0000	.	.
Staff speaks highly about organization	very good	6	3.8333	.75277	.30732
	excellent	1	3.0000	.	.
Clear corporate culture and values	very good	6	4.0000	.00000	.00000
	excellent	1	3.0000	.	.

Independent Samples Test

		Levene's Test for Equality of Variances		t-test for Equality of Means						
		F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
									Lower	Upper
Enjoy being part of Municipality	Equal variances assumed	.350	.573	-.509	7	.626	-.21429	.42085	-1.20943	.78086
	Equal variances not assumed			-.402	1.287	.744	-.21429	.53293	-4.28231	3.85374
Level of morale among employees	Equal variances assumed	6.914	.034	-.789	7	.456	-.28571	.36221	-1.14220	.57077
	Equal variances not assumed			-1.549	6.000	.172	-.28571	.18443	-.73699	.16556
Staff speaks highly about organization	Equal variances assumed	74.667	.000	-3.600	7	.009	-1.42857	.39678	-2.36681	-.49034
	Equal variances not assumed			-7.071	6.000	.000	-1.42857	.20203	-1.92292	-.93422
Clear corporate culture and values	Equal variances assumed	.350	.573	-2.885	7	.023	-1.21429	.42085	-2.20943	-.21914
	Equal variances not assumed			-2.279	1.287	.216	-1.21429	.53293	-5.28231	2.85374

The conclusion drawn on the above analysis is that at the Ugu District Municipality there was favourable culture and beneficial work environment which led to high employee morale. Improved employee morale improves service delivery and the implementation of the IDP.

4.5.4 Vuna Assessment Model

Derived from the municipal Vuna Award, the Vuna Assessment Model is a diagnostic analysis tool for assessing municipal health. The model was used to measure the level at which the Ugu District Municipality was delivering sustainable services to its citizens.

4.5.4.1 Local economic and infrastructure development

- High level perception survey
 - (i) The ability of the Ugu District Municipality to deliver as per its mandate by delivering accessible services and contributing to improving opportunities and quality of life for all communities it serves.
 - (ii) How the Ugu District Municipality displayed a commendable work ethic, teamwork and morale and was using its resources effectively and imaginatively.
 - (iii) How the municipality was continuously developing and improving and was actively engaged in strategic partnerships with stakeholders, provincial departments, other municipalities and its customers and staff in all areas of business.

Table 4.32 High level perception survey statistical test

Group Statistics					
	Deliv er as per its mandate	N	Mean	Std. Dev iation	Std. Error Mean
Strategic partnerships with stakeholders	very good	3	4.6667	.57735	.33333
	excellent	2	4.0000	.00000	.00000
Accessible services to its communities	very good	3	4.6667	.57735	.33333
	excellent	2	4.0000	.00000	.00000
Continuously developing and	very good	3	4.0000	.00000 ^a	.00000
	excellent	2	4.0000	.00000 ^a	.00000
Resources eff ectively and imaginativ ely	very good	3	3.6667	.57735	.33333
	excellent	2	4.0000	.00000	.00000
Opportunities and quality of lif e	very good	3	4.3333	.57735	.33333
	excellent	2	3.5000	.70711	.50000
Display commendable work ethic team work	very good	3	4.0000	1.00000	.57735
	excellent	2	3.5000	.70711	.50000

a. t cannot be computed because the standard deviations of both groups are 0.

Independent Samples Test

		Levene's Test for Equality of Variances		t-test for Equality of Means						
		F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
									Lower	Upper
Strategic partnerships with stakeholders	Equal variances assumed	9.600	.053	1.549	3	.219	.66667	.43033	-.70284	2.03617
	Equal variances not assumed			2.000	2.000	.184	.66667	.33333	-.76755	2.10088
Accessible services to its communities	Equal variances assumed	9.600	.053	1.549	3	.219	.66667	.43033	-.70284	2.03617
	Equal variances not assumed			2.000	2.000	.184	.66667	.33333	-.76755	2.10088
Resources effectively and imaginatively	Equal variances assumed	9.600	.053	-.775	3	.495	-.33333	.43033	-1.70284	1.03617
	Equal variances not assumed			-1.000	2.000	.423	-.33333	.33333	-1.76755	1.10088
Opportunities and quality of life	Equal variances assumed	.150	.724	1.464	3	.239	.83333	.56928	-.97835	2.64502
	Equal variances not assumed			1.387	1.899	.306	.83333	.60093	-1.88878	3.55544
Display commendable work ethic team work and morale	Equal variances assumed	.150	.724	.600	3	.591	.50000	.83333	-2.15204	3.15204
	Equal variances not assumed			.655	2.882	.561	.50000	.76376	-1.98773	2.98773

The conclusion drawn on the above analysis is that the Ugu District Municipality is continuously developing and improving opportunities and quality of life of all communities it serves. The objective of the IDP is to improve the quality of life of the people through an integrated approach to development planning.

- Leadership and ethics survey
 - (i) The level at which the municipal management has ensured that they and the municipality as a whole operate in an ethical manner in order to demonstrate good governance and to promote confidence within the community by working in partnership with municipal customers/community.
 - (ii) The level at which municipal management has set direction and created a positive environment to encourage efficient and effective service delivery by continuously measuring and tracking performance at all levels.

Table 4.33 Leadership and ethics survey statistical test

		Group Statistics			
	Deliver as per its mandate	N	Mean	Std. Deviation	Std. Error Mean
Strategic partnerships with stakeholders	very good	3	4.6667	.57735	.33333
	excellent	2	4.0000	.00000	.00000
Accessible services to its communities	very good	3	4.6667	.57735	.33333
	excellent	2	4.0000	.00000	.00000
Continuously developing and	very good	3	4.0000	.00000 ^a	.00000
	excellent	2	4.0000	.00000 ^a	.00000
Resources effectively and imaginatively	very good	3	3.6667	.57735	.33333
	excellent	2	4.0000	.00000	.00000
Opportunities and quality of life	very good	3	4.3333	.57735	.33333
	excellent	2	3.5000	.70711	.50000
Display commendable work ethic team work	very good	3	4.0000	1.00000	.57735
	excellent	2	3.5000	.70711	.50000

^a. t cannot be computed because the standard deviations of both groups are 0.

Independent Samples Test

		Levene's Test for Equality of Variances		t-test for Equality of Means						
		F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
									Lower	Upper
Strategic partnerships with stakeholders	Equal variances assumed	9.600	.053	1.549	3	.219	.66667	.43033	-70284	2.03617
	Equal variances not assumed			2.000	2.000	.184	.66667	.33333	-76755	2.10088
Accessible services to its communities	Equal variances assumed	9.600	.053	1.549	3	.219	.66667	.43033	-70284	2.03617
	Equal variances not assumed			2.000	2.000	.184	.66667	.33333	-76755	2.10088
Resource effectively and imaginatively	Equal variances assumed	9.600	.053	-.775	3	.495	-.33333	.43033	-1.70284	1.03617
	Equal variances not assumed			-1.000	2.000	.423	-.33333	.33333	-1.76755	1.10088
Opportunities and quality of life	Equal variances assumed	.150	.724	1.464	3	.239	.83333	.56928	-.97835	2.64502
	Equal variances not assumed			1.387	1.899	.306	.83333	.60093	-1.88878	3.55544
Display commendable work ethic team work and morale	Equal variances assumed	.150	.724	.600	3	.591	.50000	.83333	-2.15204	3.15204
	Equal variances not assumed			.655	2.882	.561	.50000	.76376	-1.98773	2.98773

- Key performance strategic issues
 - (i) Procedures have been put in place to ensure delivery according to the required service standards in terms of the IDP, Batho Pele principles and municipal service charter.

Table 4.34 Key performance strategic issues statistical test (Municipal procedures in place)

Group Statistics

	Performance management	N	Mean	Std. Deviation	Std. Error Mean
Integrated development planning	very good	2	4.5000	.70711	.50000
	excellent	3	5.0000	.00000	.00000
Batho Pele	very good	2	5.0000	.00000 ^a	.00000
	excellent	3	5.0000	.00000 ^a	.00000
Municipal service charter	very good	2	5.0000	.00000 ^a	.00000
	excellent	3	5.0000	.00000 ^a	.00000

a. t cannot be computed because the standard deviations of both groups are 0.

Independent Samples Test

		Levene's Test for Equality of Variances		t-test for Equality of Means						
		F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
									Lower	Upper
Integrated development planning	Equal variances assumed			-1.342	3	.272	-.50000	.37268	-1.68603	.68603
	Equal variances not assumed			-1.000	1.000	.500	-.50000	.50000	-6.85310	5.85310

- (ii) The Ugu District Municipality has business units and is fully capacitated to affect the functions of water services, local economic development and infrastructure development.

Table 4.35 Key performance strategic issues statistical test
(Municipal business unit in full capacity)

Group Statistics

	Water services	N	Mean	Std. Deviation	Std. Error Mean
Local economic development	very good	2	3.5000	.70711	.50000
	excellent	3	5.0000	.00000	.00000
Inf rastructure development	very good	2	4.0000	.00000 ^a	.00000
	excellent	3	5.0000	.00000 ^a	.00000

a. t cannot be computed because the standard deviations of both groups are 0.

Independent Samples Test

		Levene's Test for Equality of Variances		t-test for Equality of Means						
		F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
									Lower	Upper
Local economic development	Equal variances assumed			-4.025	3	.028	-1.50000	.37268	-2.68603	-.31397
	Equal variances not assumed			-3.000	1.000	.205	-1.50000	.50000	-7.85310	4.85310

- (iii) The Ugu District Municipality has a structure and mechanism in place to perform monitoring and evaluation (M&E) on its strategic issues aligned to the IDP e.g. water and sanitation infrastructure development, roads infrastructure development and poverty alleviation (LED).

Table 4.36 Key performance strategic issues statistical test
(Municipal M&E structure and mechanism)

Group Statistics

	Water and sanitation infrastructure	N	Mean	Std. Deviation	Std. Error Mean
Roads inf rastructure developments	needs improvement	2	2.0000	.00000	.00000
	f air	1	3.0000	.	.
Land ref orm programmes	needs improvement	2	2.0000	.00000	.00000
	f air	1	3.0000	.	.
Pov erty alleviation	needs improvement	2	2.0000	.00000	.00000
	f air	1	3.0000	.	.

The conclusion drawn under the key performance strategic issues is that while the Ugu District Municipality has structures, procedures and business units, of these structures fully capacitated, there is need for the municipality to improve on its M&E.

The M&E mechanism acts as an early warning to the municipality in its endeavour to deliver sustainable development through the IDP.

4.5.4.2 Municipal transformation institutional development

- (i) The level at which the Ugu District Municipality has is a structure in place to deliver the objectives of the PMS to increase accountability and provide managers with an early warning of performance targets that are not going to be reached. The early warning information provides suitable management information for effective, informed decision making.

Table 4.37 Transformation and institutional development statistical test
(Municipal structure for the PMS)

Group Statistics					
	To ensure increased accountability	N	Mean	Std. Deviation	Std. Error Mean
Platform for learning and improvement	needs improvement	2	2.0000	.00000	.00000
	fair	1	3.0000	.	.
Provide managers with warnings of performance targets	needs improvement	2	2.0000	.00000	.00000
	fair	1	3.0000	.	.
Provide management information	needs improvement	2	2.0000	.00000	.00000
	fair	1	3.0000	.	.

- (ii) The level at which the Ugu District Municipality has a structure in place to deliver the objectives of the IDP to ensure a consultative process through structured engagements and institutionalized participation.

Table 4.38 Transformation and institutional development statistical test
(Municipal structure for the IDP)

Group Statistics					
	A consultive process	N	Mean	Std. Deviation	Std. Error Mean
Strategic process by making use of scarce resources	very good	4	3.0000	.81650	.40825
	excellent	0 ^a	.	.	.
An implementation orientated process	very good	4	3.5000	.57735	.28868
	excellent	0 ^a	.	.	.

a. t cannot be computed because at least one of the groups is empty.

- (iii) The level at which the Ugu District Municipality has measurable performance targets set at all levels in the implementation of the IDP, PMS and Batho Pele principles.

Table 4.39 Transformation and institutional development statistical test
(Municipal measurable targets)

Group Statistics					
	IDP	N	Mean	Std. Deviation	Std. Error Mean
Performance management system	very good	5	4.0000	.70711	.31623
	excellent	1	5.0000	.	.
Batho Pele service standards	very good	4	4.5000	.57735	.28868
	excellent	1	5.0000	.	.

- (iv) The level at which the Ugu District Municipality has systems and procedures in place to ensure municipal employees participation and involvement in the IDP, PMS and Batho Pele principles.

Table 4.40 Transformation and institutional development statistical test
(Municipal systems and procedures for municipal employees, IDP, PMS and Batho Pele)

Group Statistics

	Sy stems and procedures in place	N	Mean	Std. Deviation	Std. Error Mean
Perf ormance managment system	needs improvement	3	4.0000	1.00000	.57735
	f air	2	4.0000	.00000	.00000
Batho Pele service standards	needs improvement	2	4.5000	.70711	.50000
	f air	2	4.5000	.70711	.50000
IDP	needs improvement	3	4.0000	.00000 ^a	.00000
	f air	2	4.0000	.00000 ^a	.00000

a. t cannot be computed because the standard deviations of both groups are 0.

- (v) The Ugu District Municipality has a structure and mechanism in place to perform M&E to ensure delivery of the IDP, PMS and Batho Pele principles.

Table 4.41 Transformation and institutional development statistical test
(Municipal M&E structure and mechanism)

Group Statistics

	Employment equity	N	Mean	Std. Deviation	Std. Error Mean
Skill development	needs improvement	5	2.2000	.44721	.20000
	f air	0 ^a	.	.	.
Integrated development plan	needs improvement	5	2.4000	.54772	.24495
	f air	0 ^a	.	.	.
Perf ormance managment	needs improvement	5	2.4000	.54772	.24495
	f air	0 ^a	.	.	.
Batho Pele service standard	needs improvement	5	2.4000	.54772	.24495
	f air	0 ^a	.	.	.

a. t cannot be computed because at least one of the groups is empty.

The conclusion drawn above was that there were weaknesses within the PMS unit of Ugu District Municipality; this was also an observation when the researcher was conducting his field study.

The PMS unit has not been well established; performance targets are set and managed at a departmental level by the respective heads of the departments. The municipality need to appoint a PMS Manager to set key performance indicators for all municipal departments, heads of departments and individual employees.

The level of employee participation in the setting of key performance indicators needs to be enhanced; this was also the issue with community involvement in the setting of municipal key performance indicators. The IDP supports a community-centred development approach.

The municipality needs to establish an M&E unit to ensure that the implementation of the IDP is constantly monitored and evaluated to identify gaps in the system and also for it to act as an early warning for the municipality in identifying flaws.

4.5.4.3 Good governance and public participation

- (i) The level at which the Ugu District Municipality has policies and plans in place to ensure good governance and public participation in accordance with applicable legislation.

**Table 4.42 Good governance and public participation
(Accountability, public participation and corruption prevention)**

Group Statistics					
Policies and plans in place		N	Mean	Std. Deviation	Std. Error Mean
Accountability and transparency	needs improvement	3	4.0000	1.00000	.57735
	fair	2	4.0000	.00000	.00000
Public participation and consultation	needs improvement	3	4.5000	.70711	.50000
	fair	2	4.5000	.70711	.50000
Corruption intervention	needs improvement	2	4.0000	1.00000	.57735
	fair	2	4.0000	.00000	.00000

- (ii) The Ugu District Municipality has a structure in place to deliver the objectives of the IDP in terms of service targets, strategic direction and delivery impact assessment.

**Table 4.43 Good governance and public participation
(Service targets, strategic direction and delivery impact assessment)**

Group Statistics					
3	Measurable targets	N	Mean	Std. Deviation	Std. Error Mean
Service targets	very good	9	4.4444	.52705	.17568
	excellent	3	3.6667	1.52753	.89192
strategic direction	very good	9	3.2222	.83333	.27778
	excellent	3	3.3333	.57735	.33333
delivery impact assessment	very good	9	3.5556	.88192	.29397
	excellent	3	4.0000	1.00000	.57735

- (iii) The level at which the Ugu District Municipality has measurable targets in place to fulfil the objectives of the IDP, KPI and corporate governance.

**Table 4.44 Good governance and public participation
(IDP, KPI and corporate culture)**

Group Statistics					
Measurable targets		N	Mean	Std. Deviation	Std. Error Mean
IDP	very good	6	4.3333	.51642	.21083
	excellent	1	5.0000		
KPI	very good	6	3.5000	.54772	.22361
	excellent	1	4.5000		
Corporate governance	very good	6	3.8333	.00000	.00000
	excellent	1	3.0000		

- (iv) The Ugu District Municipality has a corporate strategy in place to enable ERP, internal auditing, shared services and corruption intervention.

**Table 4.45 Good governance and public participation
(ERP, internal auditing and shared services)**

		Group Statistics			
Corporate strategy		N	Mean	Std. Deviation	Std. Error Mean
ERP	very good	10	3.6000	.51640	.16330
	excellent	1	5.0000		
Internal auditing	very good	10	4.0000	.81650	.25820
	excellent	1	5.0000		
Shared services	very good	10	4.4000	.51640	.16330
	excellent	1	5.0000		

The conclusion drawn above was that there were weaknesses in issues of transparency especial public involvement and participation Ugu District Municipality; the researcher observes that there was a reasonable level of compliancy and a need for the municipality to further improve in this area

The municipality has in place within their PMS measurable targets set to self asses the municipality which is a critical to ensure that the municipality is able to deliver in terms of its IDP. The researcher also found that there is a corporate strategy in place to ensure compliance with legislation and mandate of the municipality.

4.6 CONCLUSION

In this chapter, results of the statistical analysis of data were discussed. Descriptive statistics of age, gender, strategic level of operation and demographic variables of the study were discussed. Statistical analysis tools such as the *t*-test using the group statistics and the Chi-square were used to analyse relationships between questionnaires, make comparisons of respondents by demographic variables and the perceived level at the speed of service delivery in their respective inhabited areas.

CHAPTER 5 DISCUSSION AND CONCLUSION

5.1 INTRODUCTION

The aim of this chapter is to formulate a conclusion with regard to objectives of the research as stated in chapter 1 of this study and to discuss the limitation of the research. Recommendations will be made with reference to the research methodology of the study as well as recommendations for further study regarding municipal IDP and PMS at Local Government.

5.2 DISCUSSION AND CONCLUSION

The discussion and conclusion are discussed in terms of the research hypothesis and the study objectives as set out in chapter 1.

The hypothesis was that there is a significant effect when aligning the municipal IDP with the municipal delivery performance plan as a performance management system for a municipality.

The alternative hypothesis is accepted and supported and the null hypothesis is rejected and therefore not supported based on the research results discussed in chapter 4. There is a significant effect in aligning the IDP with the municipal delivery performance plan as a performance management system for a municipality. There is a relationship between the IDP as a holistic approach to planning and monitoring, tracking and measuring performance, ensuring municipal performance and speed of service delivery.

As stated in chapter 2 of this study, the IDP forms the basis for a PMS. The structures that are developed for the development of the PMS for implementation, monitoring, review, and evaluation and reporting are integrated with those of the IDP.

In other words, in order for the Ugu District Municipality to monitor and track performance of all strategically linked projects, there is a need for a common approach in measuring performance or progress that will be of benefit to municipality's holistic approach to service delivery and development planning. These will assist the municipality to improve service delivery, meet targets set out in the key performance indicators while ensuring that the Ugu District Municipality achieves its IDP objectives.

5.2.1 Discussion on methodology study objectives

With reference to the methodology objective of the research (chapter 1) the following discussions are drawn.

5.2.1.1 The first objective was the **identification of gaps** in the community infrastructure development planning process emanating from the questionnaires.

The research results identified certain gaps and the need for improvement in the community infrastructure development planning process, the monitoring and evaluation of the IDP, community participation in formation of key performance indicators and the formulation of the IDP and level of quality of service being offered by the municipality.

It is suggested that the municipality roll out a plan to ensure maximum participation of its citizen in the formation of key performance indicators and critically the IDP. Table 2.1 above suggests ways of encouraging community participation in the key performance indicators and the IDP. The Ugu District Municipality has in place a Batho Pele unit to ensure a high level of services standards, but the research has identified gaps and the need for improvement in the quality of service being offered by the municipality. Quality can be better improved if the municipality starts responding to the community needs; a questionnaire can be administered at the municipal customer centre for the community to rate the municipality's level of service delivery and thereafter the municipality can respond to the inadequacies.

More gaps are discussed under objectives number three of this study, that being the evaluation of the current/proposed IDP of Ugu District Municipality

5.2.1.2 The second objective was to **review literature on the IDP of the Ugu District Municipality** for year 2007/08 – 2011/12.

- What is the Integrated Development Plan (IDP)

The Ugu District Municipality defines the IDP as one of the key tools for Local Government to achieve its developmental role. It seeks to arrive at decisions on issues such as municipal budgets, land management, promotion of local economic development and institutional transformation in a consultative, systematic and strategic manner.

- Key legislative framework informing the IDP Process

The Ugu District Municipality defines the following six legislative frameworks as informing the IDP process.

- (i) **The Constitution of the Republic of South Africa (Act No 108 of 1996): Section 152** of the Constitution provides the objectives of local government.
- (ii) **White Paper on Local Government (1998):** The White Paper establishes the basis for a new developmental local government and characterizes it as a system which is committed to working with citizens, groups and the community to create sustainable human settlements which provide for a decent quality of life and meet the social, economic and material needs of communities in a holistic way.
- (iii) **Municipal Systems Act (Act No 32 of 2000):** The key legislation that gives direction and guidance on the development processes of the IDP.
- (iv) **Municipal Structure Act (Act No 117 of 1998):** The act determines how municipalities are to be structured and sets out the purpose and objectives of these structures.
- (v) **Municipal Finance Management Act (Act No 56 of 2003) (MFMA):** Arguably the two most critical aspects addressed by the MFMA are the transformation of procurement regime and alignment of budgeting and the IDP, as well as related performance management mechanisms

(vi) **Local Government: Municipal Planning and Performance Management Regulations, 2001:** To develop further guidelines and clarity in the issues of integrated development planning, regulations were issued in 2001. The municipal planning and performance management regulations set out in detail requirements terms of content for IDP.

- Execution of the IDP at the Ugu District Municipality

- (i) Strategic focus of the municipality

The strategic focus of Ugu District Municipality in the implementation of the IDP is that, an IDP process does not happen in isolation, i.e. as a stand-alone process, but it happens and exists within and for a living organization.

Planning activities outside the formal ambit of the IDP process, as defined by the process plan, therefore takes place in parallel. In order to ensure relevance and robustness of the IDP, such processes are taken into account and placed in perspective.

- (ii) Executive Committee (EXCO) Lekgotla

The Lekgotla are held to assess the strategic focus of rolling out key infrastructure projects as per the budget, as well as to undertake a general assessment of all approved programmes. Bold decisions are taken at this session.

These assessments assist the Ugu District Municipality in conducting a mid-year review. The EXCO Lekgotla session helps the municipality to reconsider the institutional challenges and to agree on appropriate interventions to accelerate service delivery.

The session includes a discussion on the Ugu District Municipality progress in the past six months and the need for new strategies to deliver on the budgetary objectives.

- (iii) The Implementation Review Indaba

The Implementation Review Indaba is a platform that assists the Ugu District Municipality to improve service delivery to meet target set out in the PMS while ensuring that the municipality achieves its IDP objectives.

It is a formal report-back or summative review session for the service providers. It updates management so that they get a step-by-step understanding about the actual state of affairs on the municipal projects. The implementation review Indaba involves collective responsibility between the Ugu District Municipality and the service providers, whilst it is coordinated by the Ugu District Municipality.

The Indaba is also aimed at outlining and discussing the gaps that might hinder project progress. It helps to strengthen the relationship of the district

with the service providers. The implementation review Indaba gives clear guidance on the approach and processes to be followed in monitoring and evaluating projects progress.

- (iv) State of the District Address: 27 February 2008 - Constitutional Mandate: Planning and Coordination

The Ugu District Municipality wide coordination with the active and productive participation of local municipalities must result in credible plans in respect of:

- ✓ Integrated development
- ✓ Housing sector
- ✓ Local economic development
- ✓ Spatial framework
- ✓ Shared services

- Barriers to the effective implementation of the IDP at Ugu District Municipality.
 - (i) A low level of participation in the IDP process by sector departments (that is attendance at IDP Representative Forums). The resultant non-alignment of the Ugu District Municipality investment and development intentions with that of the sector departments who control a major part of the public sector financial resources.
 - (ii) The IDP implementation and mobilization of resources necessary for improved execution.
 - (iii) The alignments of the IDP review with budgeting and the PMS processes as the three processes are inextricably linked.
 - (iv) The alignment between the district and the local municipalities PMS.
 - (v) The strengthening of intergovernmental relations with a view to aligning the Ugu District Municipality projects with programmes of other spheres of government. This is done to improve the quality of the Ugu District Municipality engagement. It is hoped that the implement ability of the IDP will be improved.

5.2.1.3 The third objective was the Ugu District Municipality **readiness to change** by assessing the municipal viability, values and issues of corporate culture and transformation within Ugu District municipality.

In this section, the researcher explore the municipal state of readiness, relationship between municipal performance management and organizational culture and the impact that organizational culture has on the implementation of the IDP as a performance management system at Ugu District Municipality. The emphasis is on understanding what performance management represents in terms of the organizational culture at a municipal level.

A measure of how effectively a performance management system is being implemented, is the degree to which synergies in the organizational performance are achieved because all employees are working towards the same objective or goal, this entails that all programs,

efforts and service delivery activities are aligned and integrated to the municipal strategic intent as contained in the IDP.

The focus is to understand the cultural system of Ugu District Municipality by describing the values of the municipality that impact on the implementation of the IDP as a performance management system.

- The impact of cultural assumptions

If one is to understand the culture of an organization, it is imperative that the basic 'assumptions' of that culture be made explicit. The most pervasive and overwhelming theme to emerge from the interviews regarding the respondents perceptions, thoughts and feelings pertaining to the organizational culture at Ugu District Municipality, was the element of heavenly.

Employees of Ugu District Municipality spoke highly about their organization and enjoyed being a part of the municipality. The general perception of the respondents was that morale among employees across the municipality was high.

The following were the common views and values shared by most employees:

- (i) Employee job characteristics

Employees gained satisfaction from their job responsibilities and their skills were fully utilized by the municipality. There was a sense of job security in the municipality.

- (ii) Organizational design

The municipality goals and objectives were made clear to all employees, roles and responsibilities within business units in the municipality are clearly understood.

- (iii) Senior management

Senior management set high standards and encourages collaboration across the abroad.

- The impact of the poor institutional arrangements

The only impediment to the implementation process of the PMS itself has been because the institutional arrangements that should have been established to support the implementation process have not been adequately put in place.

In terms of the institutional arrangements, the perception exists that the implementation functions of performance management have been fragmented because there is no manager responsible for it. It has been handed over to an official at a middle management level to administer amongst other municipal programmes that she is involved in.

- The impact of lack of a clear municipal strategy

Some respondents claimed that because of the lack of decisive leadership, Ugu District Municipality had failed to articulate a clear strategy for ensuring that the municipality met the needs of the community in a sustainable manner. The current PMS does not align activities or measure those indicators that necessarily lead to the municipal efficiency.

- The impact of inadequate resource allocation

The general perception of the respondents was that Ugu District Municipality had limited resources with which to do their work and that because of this deficiency it was difficult for the municipality to implement an appropriate PMS.

Some of the employees indicated that they do not always have the available resources or means to adequately execute all their functions as determined by the PMS, therefore, the PMS may be measuring functions not adequately resourced.

- Transformation at Ugu District Municipality

The Ugu District Municipality sees the need for continuous reviewing of its delivery machinery as a matter that must occupy centre stage. The Municipal Manager stated that the municipality could not advance on service delivery and development if did not have in place a collective organ of staff that understood and shared the municipality's vision of creating a better municipality.

- Ugu District Municipality health

The state of the Ugu District Municipality finances has been healthy for a long time. The Municipal Manager indicated that he was pleased that the municipality had received an unqualified audit report for the previous financial years. The municipality's stringent finance reform initiatives continue to be guiding lights in the business of managing public funds in the municipality.

The Municipal Manager also commended his municipality for lowering the cost of doing business and further stated that the municipality would continue to employ prudent fiscal management strategies. In the year ahead, the municipality planned to improve its debt collection ratio to levels above 97%.

The research results indicated that the overwhelming perception of the interviewees/respondents was that the implementation of the IDP at Ugu District Municipality had been successful. One senior manager believed that the implementation had been 'partially' successful but did not believe that it was as successful as it could be. The IDP was deemed to be a strategic mechanism in finding the best solution to achieve superior long-term developmental objectives.

- 5.2.1.3 The fourth objective was to **evaluate the current/proposed IDP of the Ugu District Municipality**, including what had been done and what was yet to be done; to relate actual achievements to original plans and identify gaps and possible interventions. i.e. Planned – Actualized – Ongoing.

Bringing into reality the objectives of the national and Provincial Government policies and programmes of action is central to the existence of Local Government. The Ugu District Municipality vision the IDP as a cross-cutting strategic plan that brings together the work of all three spheres of government for implementation in a local arena.

The IDP is aligned to a five year term of municipal office; this necessitates careful thinking in amalgamating the different aspects, while taking into consideration the core business of municipality.

The key development thrust that informs the development agenda of the Ugu District Municipality and sets the tone for the future, is reflected below under Key Performance Areas (KPA). This development agenda is in line with the provincial spatial economic development perspective which establishes the following development priorities:

- ✓ Increasing investment in the province.
- ✓ Improving skills and capacity building.
- ✓ Broadening participation in the economy.
- ✓ Increasing competitiveness.

(i) Planned – Actualized – Ongoing: **Strategic Objectives**

KPA: Basic service delivery and infrastructure investment

- The upgrading and maintenance of existing infrastructure (communication infrastructure, roads, sewer etc).
- To facilitate elimination of the schools back log in the next 5 years.
- To reconsider the information technology infrastructure implementation.
- To improve the way town planning is currently managed.
- To establish key services in rural areas in order attracts other services from different sector departments.
- To ensure ISO certification of the municipal services.
- The co-ordination and alignment on the plans of the municipality and other spheres of government in order to improve service delivery.
- To ensure water conservation by revising by-laws and the application of Expedited Public Works Programme (EPWP) approach in service delivery.

KPA: Local Economic Development

- To ensure that the Ugu District Municipality plays a pro-active role in land issues.
- To develop agricultural training in rural areas in order to introduce commercial farming.
- To focus on developing or improving the economic hubs in the rural areas.
- To utilize waste management in rural areas for employment opportunities.
- To streamline LED across the whole Ugu District Municipality by emphasizing the LED component when awarding tenders and incorporating the LED aspect in water and sanitation projects.
- To create jobs in order to eradicate crime.

- To ensure attraction of appropriate tourism for the Ugu District Municipality and the South Coast.
- To encourage integration of cultural tourism.
- To identify niche markets.
- To encourage tourism projects in rural areas.
- To develop a clear strategy for providing support for co-operatives.
- To conduct tourism needs survey prior to developing tourism products in the rural hinterland.
- To promote ownership of tourism products by communities.

KPA: Municipal Transformation and Organisational Development

- To reduce poverty and HIV and AIDS.
- To restructure the Ugu District Municipality according after the employee job evaluation audit has been completed.
- To enhance staff development or career path development within the organization by revising municipal human resources policies.
- To ensure change management within Ugu District Municipality.
- To expand the existing bursary schemes to include agriculture.
- To conduct a skills audit partnership with tertiary institutions and advice on the way forward.
- To improve the level of municipal institutional support from the district to local municipalities by introducing a diverse team of specialists.
- To deal with the cross-cutting issues by introducing programmes for youth and women.
- To develop a policy that deals with staff capacity and development.
- To improve morale, capacity, career path development and staff retention.
- To make career path development as one of the key performance indicators for managers in order that they are held accountable.
- To ensure a buy-in of the risk management strategy implementation as a shared service.

KPA: Good Governance and Public Participation

- To build a robust civil society for further strengthening of Local Government through this support.
- To ensure partnership between government and business at local level for growth and development

KPA: Municipal Financial Viability and Management

- To review the approach to budget allocation within departments by allocating percentages according to departmental duties or responsibilities.
- To develop and implement a new revenue enhancement strategy and prevent revenue loss by preventing corruption in the municipality.
- To develop programmes that will enhance life of the municipal assets.
- To budget in a way that will ensure that the Ugu District Municipality would not be dependent on government grants in future.
- To ensure that the services delivered are financially viable.

- To provide funds for simulation exercises for disaster preparatory events in conjunction with relevant stakeholders and provinces.
- To ensure standardization of the water and sanitation targets system.

(ii) Actual achievements to original plans and challenges.

85% of the development drive that informs the development agenda of the Ugu District Municipality IDP has been achieved. Through engagements, common ground for addressing social and economic conditions was established.

The results of these processes informed the status quo analysis and the proposed interventions. Given the socio-economic status, challenges and priority issues of the Ugu District Municipality, key milestones on focus areas identified by this study were as follows:

- Accessing of funds for infrastructure development.
- Accessing of funds to meet the 2009 water target. A financial model was developed in this regard and backed by the Development Services Bank of South Africa (DBSA) and private sector financial institutions. A legal review of this was required and National Treasury was engaged.
- Providing access to adequate and quality land, with secure tenure, in an organized and efficient manner through fast-tracking the land reform programmes. To this end, post transfer support for land reform beneficiaries needs to be significantly improved.
- Streamlining of decision-making procedures which frustrate the work of Local Government such as unlegislated requirements by the province to 'approve' Municipal Infrastructure Grant (MIG) projects, decentralization of some key functions to Local Government level or secondment of key members of staff from these departments.

(iii) Identified gaps/challenges

KPA: Basic service delivery and infrastructure investment

Access to basic services and infrastructure is a constitutional obligation for all citizens wherever they reside. The highlighted challenges are in respect of provision of service delivery to communities. These challenges include amongst others:

- Alignment of priority issues

There is still a challenge in the alignment of government policies and plans in the strategic planning; therefore the relevant binding and non-binding national and provincial legislation, including policies, programmes and strategies need to be considered in the municipal integrated development planning process and interventions.

- Water
 - ✓ Ensuring a continuous supply of potable water to communities.
 - ✓ Ensuring a universal access to portable water.
 - ✓ Difficulties in accessing some areas of the municipality due to poor roads conditions.
 - ✓ The depletion of water as a resource which is a universal concern emanating from poor water management.
 - ✓ Lack of ability of a significant number of households to pay for water use.
 - ✓ There is a dispersed settlement pattern in rural areas.

- Sanitation
 - ✓ Access to basic sanitation by eradicating sanitation backlog.
 - ✓ There is no sanitation policy in place.
 - ✓ Lack of adequate funding to meet the National target of 100% provision of sanitation by 2010.
 - ✓ There are not enough contractors qualified under the Construction Industrial Development Board (CIDB).

- Roads
 - ✓ Poor rural road conditions

KPA: Local economic development

The Ugu District Municipality has economic development potential in the areas of tourism, agriculture and manufacturing (beneficiation). In addition, there is also potential in the retail, trade and services sectors. Lack of detailed and up to date economic data frustrates the development of a more effective response to the economic challenges in the Ugu District Municipality. Economic strategies are therefore based on high level data.

Economic Sector. While an all encompassing analysis is useful and necessary, an in-depth analysis, looking at some of the key economic sectors in the Ugu District Municipality is important. Key economic sectors are analyzed below.

- Agriculture

The economic contribution of the agricultural sector in the Ugu District Municipality has been decreasing over the past years, but the sector still possesses significant development potential. Agriculture in the Ugu District Municipality is characterized by highly-developed and competitive commercial farming and (mainly) subsistence farming on rural communal land.

The major commercial farming enterprises are in sugar cane, bananas and macadamias, and to a lesser extent, timber, coffee, cut flowers, livestock, poultry, game farming, mangoes, and other fruit and vegetables. These are aimed at economically empowering rural communities and changing the

fortune of this sector in general. The Ugu LED Strategy (2007) covers all of the above.

Key factors impacting negatively on the agricultural development at Ugu District Municipality are as follows:

- ✓ The pace of the land reform programme and, in particular, land claims have been disturbingly slow.
- ✓ Lack of land owned by the Ugu District Municipality, zoned for different economic uses, poses a serious threat to the sustainable economic growth and survival of economic sectors.
- ✓ The Ugu District Municipality has a sparsely-distributed population which leads to inefficient utilization of land and the costly provision of services.
- ✓ The apartheid governments spatial planning ensured that high-potential land accommodate urban/formalized development.

- Tourism

Tourism is a growing economic sector internationally, nationally and provincially. Considering the comparative advantage that the Ugu District Municipality has in terms of tourism products (both existing and potential), it is important that strategic plans are in place to manage, market and develop tourism in the Ugu District Municipality to better capture the growing domestic and international market. Tourism has the potential to create employment, reduce poverty and contribute to Ugu District Municipality economic growth.

The key reason for a focus on tourism development at the Ugu District Municipality is that it results in wide-ranging economic development for a given area and on a national scale. Key factors impacting negatively on the development of tourism in underdeveloped areas of the Ugu District Municipality are as follows:

- ✓ Poor road access.
- ✓ Ownership of land.
- ✓ Environmental degradation across the Ugu District Municipality.
- ✓ A huge gap between demand and supply in the rural areas has been observed. The assumptions are that rural areas cannot respond to the pace of the changing demands of the tourism market.
- ✓ The Ugu District Municipality needs to explore a focused tourism approach instead of relying simply on the current influx of holiday makers.
- ✓ Spatially unequal tourism development.
- ✓ No co-ordination between the Ugu District Municipality and tourism associations.
- ✓ No comprehensive and coordinated tourism development strategy.
- ✓ Few partnerships for tourism development.
- ✓ Local tourism associations competing against each other.
- ✓ Little tourism awareness beyond coastal areas.
- ✓ Limited or no involvement of local communities.

- Manufacturing

According to statistics from the Ugu South Coast Tourism Board, the contribution by the manufacturing sector to the municipality economy has decreased between 1996 and 2004, as has its contribution to employment; however, it remains a key sector in the Ugu District Municipality economy as it contributed about 15% to the local economy and 12% to local employment.

The manufacturing sector has been given a new lease of life by different initiatives undertaken by the Ugu District Municipality and its family of municipalities and provincial and national government.

The regional industrial development strategy advocates a new regime of investment incentives that are focusing on directing new investment to the economically declining areas and presidential poverty nodes in the country, the Ugu District Municipality included.

This approach has found practical interpretation in the form of new different policies that have been developed by the Department of Trade and Industry (DTI) in the past few months. The following are the key factors impacting negatively on the manufacturing sector in the Ugu District Municipality.

- ✓ Availability of developed land in appropriate locations for the establishment of modern industries aligning to global standards and requirements.
- ✓ Low level of skills.
- ✓ The impact of HIV/AIDS.
- ✓ Quality of service delivery.
- ✓ Firm structure and strategy impacts negatively on the overall competitiveness of the Ugu District Municipality in terms of industrial development. A concern in this regard would be that the companies often work independently and in isolation from their surroundings, thus having a limited impact on regional development. A need exists to create an environment within which firms want to grow and expand.
- ✓ The benefits for the Ugu District Municipality are limited as a result of local conditions, the regional development dynamics and the close proximity of the municipality to eThekweni Metropolitan area.
- ✓ The Ugu District Municipality has no real competitive advantage in terms of related and supporting industries. If anything, the competitive advantage is localized around the Port Shepstone area.
- ✓ The assessment of government (all spheres) policies, strategies and plans provide mixed messages for industrial development in Ugu District Municipality. Strong support for industrial development is reflected in national and Provincial Government strategies; however, this is not acknowledged and confirmed in Local Government planning.

KPA: Municipal transformation and organisational development

As stated above under the evaluation of the Ugu District Municipality health, values, issues of corporate culture and transformation, the municipality sees the need for on-going reviewing of its delivery machinery as matter that must occupy centre stage.

Key factors impacting negatively on the transformation and organisational development at Ugu District Municipality are as follows:

- Key issues identified
 - ✓ The need to streamline the recruitment procedure for improved turn-around time.
 - ✓ The need to revisit termination procedures in terms of the relationship between the human resources and salaries sections of corporate services and treasury respectively.
 - ✓ The need to review the disciplinary process and procedure taking into account the capacity of the municipal personnel.
 - ✓ The challenge of making the IDP a plan for government as a whole.
 - ✓ Retention of scarce and rare skills, Ugu District Municipality to embark on a programme that would assess what those skills are, assess their availability and therefore embark on programmes to develop the same.
 - ✓ A well organized mechanism to track performance.
 - ✓ The Intergovernmental Relations Act (IGR), there is no proper flow of information from the different structures and there is no dedicated staff member for IGR matters, it is viewed as a responsibility of the Municipal Managers office.

KPA: Good governance and public participation

The 2008/09 IDP review process and process plans of the district and its local municipalities were prepared in line with the IDP framework plan. Key factors impacting negatively on the sound governance at Ugu District Municipality are as follows:

- Key issues identified
 - ✓ Lack of a community participation strategy aimed at consolidating and formalizing initiatives to ensure that there is an effective, well coordinate and ongoing interaction between the Ugu District Municipality and the communities it serves on municipal affairs.
 - ✓ Ward committees, ineffectiveness due to administration, logistics support and the vastness and inaccessibility of rural wards.
 - ✓ Lack of effective communication channels, consultation & information.
 - ✓ A lack of courtesy and consideration towards lower level employees appears to be a treat.
 - ✓ Service standards constantly not met and poor redress by management.

KPA: Municipal financial viability and management

Sound financial viability and management in accordance with legislation, programmes and principles is a vehicle that enables sustainability of a municipality. The highlighted challenges are in respect to the revenue adequacy.

- Key issues identified
 - ✓ Existing infrastructure has not been maintained at the desired level.
 - ✓ As a result of affordability problems, extending municipality services has resulted in an increase in debtors.
 - ✓ The operational budget has not been focused on support of the development priorities.
 - ✓ The strategic split of the capital budget between social and economic expenditure has far-reaching implications on future operating budget and sustainability.
 - ✓ Customer query resolution; in keeping with the Batho Pele principles, this has placed pressure on Ugu District Municipality ability to render uniform services at all its customer care outlets.
 - ✓ Unimproved debt collection strategy.
 - ✓ Exceeding overtime budget.
 - ✓ Statistics is being done manually which poses the risk of not providing a true reflection.

(iv) Intervention implementation plan

The following are the identified strategic interventions to be funded externally in a form grant funding, loan or internally by Ugu District Municipality.

KPA: Basic service delivery and infrastructure investment

Objective	Eradication of Water Backlogs	
Strategies	Projects	Funding Source
Accelerate water infrastructure rollout	Annual budget allocation and expenditure on infrastructure maintenance plan	MIG Grant and DWAF funding
Expansion of water network in a sustainable manner	Construction of three dams: Weza, Mhlabashane and Cwabeni storage dam	MIG Grant
	Upgrading of the existing water schemes for Mthwalume water scheme and augmentation of Umzimkhulu water scheme	Loan
	Construction of the South Coast pipeline	Umgeni Water
Fast track access to water and sanitation in schools and clinics	Provision of water and VIP toilets to schools and clinics in the 2010/2011 finance year	DWAF

Objective	Eradication of sanitation backlogs in rural areas	
Strategies	Projects	Funding Source
Explore a more cost-effective sanitation systems	Prepare business plan on piloting condominal technology	MIG
	Develop a policy that sets minimum norms and standards regarding sanitation system for low income housing	Internal funds
Co-ordination and alignment of municipal plans and other spheres of government in order to improve service delivery	Implement the low income housing sanitation programme (alignment with the Local Municipalities)	MIG Grant/DBSA
	Implementation of sanitation master plan	MIG Grant/DBSA
Connect more areas/ households on full waterborne sanitation system	Upgrade urban sewerage infrastructure to full waterborne	MIG Grant/DBSA
Provision of infrastructure to allow for household waterborne sewerage connection	Construction of reticulation and sub-transmission	Eskom
Enhance the municipal relationship with strategic partners	Enter into MOU with local, national and international private sector player to find best practice.	Internal funds

Objective	Provision of all-weather road network throughout the District Municipality area	
Strategies	Projects	Funding Source
Ensuring mobility and accessibility for the District Municipality particularly for public services	Implementation of the SANRAL roads infrastructure for poverty alleviation programme prioritizing schools and clinics as listed	SANRAL Department of Transport

KPA: Local economic development

Programmes	Cooperative Development Programme	
Strategies	Projects	Funding Source
Identification of business Opportunities and suppliers of raw materials for cooperatives	Promoting sector/ niche markets clustering approach Model	Internal source, Department of Economic Development and Department of Trade and Industry

Capacitate different SMMEs in different sectors to become sustainable.	Emerging contractors development programme	Natal Portland Cement and internal source
To market Ugu as the investor destination of choice	Development of credible investor incentive scheme	Internal funds
Maximum operationalization of the Fresh Produce Market	Securing of credible tenants and facilities operators	Internal funds
	Marketing of the fresh produce market	
Revitalization and expansion of the existing industrial parks	Ugu produce EXPO, Park Rynie and Marburg industrial parks expansion study	Umdoni MIG, internal funds, DBSA, DTI and Growth Fund
Strengthen the economic planning in the District	District Spatial Economic Plan and LED Strategy Review	Internal funds, DBSA LED Fund and DTLGA.
Grow market share by attracting business tourism and new tourists	Trade shows, marketing, events support and information office support	Internal funds
Sound and credible LED policies and strategies	LED FORUM	Internal funds

KPA: Municipal transformation and organisational development

Programmes	Sound labour management and HR relationships.	
Strategies	Projects	Funding Source
Creation of a culture of discipline and responsible employees to enhance the existing Code of Conduct	Consolidation of recruitment and termination of services policy and procedure manual, with adequate human resources.	Internal funds
	Conduct induction and Orientation course.	
Employment Equity Strategy	Develop Employment Equity Strategy	Internal funds
Review organogram by restructuring existing departments and units and filling critical posts	Creation of a Legal Services unit	Internal funds
Embark on a District wide approach towards human resources management within the sphere of Local Government.	Active participation in forum, with sharing of ideas, best practices and District wide approaches in HR practices.	Internal funds
	Develop skills enhancement	

	strategy.	
On-going review of municipal operational systems	Introduce a corporate identity and uniformity at various offices: mission & vision plates, flags and signage.	Internal funds
Policy development and adoption.	Direction and implementation of policy	DLGTA (grant funding)

KPA: Good Governance and Public Participation

Objective	Strategic Planning	
Strategies	Projects	Funding Source
Continuous planning and introduction of alignment tools and data	Reviewed 2009/2010 IDP and IDP Representative Forum	DLGTA Grant
Developing mechanism to ensure municipal performance is on regular basis monitored in line with applicable laws	Developed performance management framework and; service delivery and budget implementation plan 2009/10	Internal funds
	Quarterly performance review reports & meetings and performance appraisal	
Building capacity through shared services	Promotion of shared services concept	Internal funds
Change management	Municipal service week	Internal funds
Service commitment charter	Change management engagement	Internal funds
Capacitate communities to enable them to engage meaningfully with Local Government.	Conduct community meetings and IDP/budget road shows	Internal funds
Implementation of communication strategy.	Utilize newsletters and publications	Internal funds
	Strengthen media relations and engagement	
Develop a comprehensive marketing and promotional strategy	Implement image-enhancement initiatives	Internal funds
	Develop a marketing and promotions strategy	

KPA: Municipal financial viability and management

Objective	To ensure that consumers pay for services rendered	
Strategies	Projects	Funding Source
Explore sources of revenue and grow	Develop revenue-enhancement strategy	Internal funds

revenue stream		
Develop, monitor and evaluate debt management strategy	Develop and implement debt reduction plan	Internal funds
Ensure effective and efficient customer services/relations	The development and implementation of a customer incentive policy	Internal funds
Ensure access to free basic services, billing system and municipal services	The development and implementation of an indigent support policy and the development and implementation of a uniform tariff policy	Internal funds
Objective	To ensure proper allocation of financial resources and full compliance with legislation and financial reforms	
Strategies	Projects	Funding Source
Develop sound financial management systems	Establish effective financial accounting system	DPLG (MSIG)
Strengthen MFMA implementation	Continuously update the municipal financial policies and procedures	National Treasury (MFMA grant)
Objective	Improving the Capital Investment and The Financial Plans to ensure Municipal financial viability	
Strategies	Projects	Funding Source
Improve efficiency in grant transfers	Develop and implement a strategy to fast track accessing loans	Internal funds
	Establish effective accounting system	

5.2.1.5 The fifth objective was to **gauge the success of the IDP Model at Ugu District Municipality** by assessing tangible indicators such as completed projects, employment created and community involvement based on community and municipal interviews.

(i) Infrastructure development and services delivery

- Water

Ugu District Municipality adopted a basket of strategies that ensures the implementation of a 'business unusual' approach that the State President referred to in his address to the nation. These strategies at Ugu District Municipality include, amongst others:

- ✓ Doubling the investment in water services infrastructure through soft loan funding from the DBSA and other development financiers.
- ✓ Targeting areas of highest impact in terms of people served.

- ✓ Planning in terms of water catchment area as opposed to municipal boundaries
- ✓ Forward planning and registration of the municipal MIG projects.

As a result of these strategies, the Ugu District Municipality's track record is excellent resulting in the municipality MIG allocation of R118 million being the highest of all the District municipalities in the country. For the new financial year, the DoRa in draft form allocated to Ugu District Municipality R149 million. The recognition has been earned through sheer hard work at the municipality.

- Sanitation

The Ugu District Municipality waterborne sanitation programme has made notable progress with regards to its 'hot spots' approach. Areas to the north of the municipality in Scottburg, Park Rynie and Pennington have been connected to the system. Work has advanced to connect Shelly Beach and parts of Uvongo to the system with assistance from the DBSA.

The Ugu District Municipality's achievement comes after successful public participation engagements with relevant stakeholders. The waterborne sewerage systems will have a very significant impact on stimulating the property market and reducing the risk factors affecting the environment and threatening blue flag beaches.

The municipality has engaged the DWAF in a programme that will prioritize the provision of water and sanitation services to all schools and clinics in the area. Ugu District Municipality has a priority list of 200 schools and 65 clinics and the programme will incorporate the National Youth Service approach, where young people will be engaged to help provide a better life for the people, while gaining the necessary skills to empower themselves. This is how the Ugu District Municipality advances the cause for service delivery and development.

- Roads

The municipality has invested substantially in the upgrade of the Hibiscus central road network. Sustainable maintenance and cleanliness remains a challenge. The municipality is working in partnership with the KZN Department of Transport to address operation and maintenance issues.

(ii) Local Economic Development

- Poverty alleviation

Guided by the comprehensive local economic strategy that the KZN Department of Economic Development describes as 'credible, realistic and one of the best practice documents', the Ugu District Municipality continues to implement flagship projects that seek to alleviate poverty, empower the municipal community with skills and improve their quality of life.

Flowing from this strategy are sector programmes under implementation, amongst others:

- ✓ The provision of additional support to emerging contractors.
- ✓ Strengthening of co-operative support programmes.
- ✓ Doubling the support given to local municipalities with regards to their economic development initiatives.
- ✓ Intensifying direct foreign investments as well as domestic investment initiatives.

- 2010 flagship projects

The Ugu District Municipality's flagship project, the Ugu Sports and Leisure Centre was completed and operational and the Ugu Fresh Produce Market is well on course. The long-term objective, beyond 2010, is to see the Ugu Sports and Leisure Centre being positioned as a high-capacity training venue for local and international sports federations.

The Fresh Produce Market will ensure that the objectives for which the market was created are met with 84% of the municipality being rural. The municipality saw it as crucial that a market for SMMEs and Co-operatives be created.

- Tourism

According to the South African Tourism Authority, tourism brings in more than R66 billion to the South African economy annually. It is one of the country largest GDP contributors and creates permanent employment at the rate of 1 job for every 7 tourists.

The Ugu District Municipality tourism development and marketing transformation strategies are making good progress. According to the Municipal Manager, during the state of the district address, the municipality noted that it can no longer have segregated and silo mentality approaches when it comes to the Ugu District Municipality tourism positioning.

The Municipal Manager was also pleased to report that the single tourism body, Ugu South Coast Tourism Board had been established. The board of directors is operational and all seats are filled by the representatives of all stakeholders as agreed. The Chief Executive Officer (CEO) of the Ugu South Coast Tourism Board was appointed. Ugu District Municipality has allocated R3 million towards tourism marketing and R2.5 million towards tourism development.

(iii) Sound governance

Recently the Ugu District Municipality called for partnerships for growth and development of its District municipality. The Municipal Manager indicated that he was

pleased by the response the municipality got from a wide range of sectors, he believed that it indicated people's belief and hope in the collective leadership of the municipality system of governance.

The municipality hopes to see far more qualitative partnerships within its labour movement in relation to skills development and productivity. In this regard, the Municipal Manager indicated that the municipality was aware of the recent engagement of workers by the municipal labour movement on a departmental basis and said that the municipality was keen to share their findings.

He further indicated that the municipality was in the process of making a more rigorous effort to engage big business, in particular the top 10 companies in the District in order to gain valuable insights into providing and informing municipal decision making.

- Corruption

The Ugu District Municipality's pledge to wipe out corruption is that, efforts to create vibrant and effective District state machinery that is responsive to the needs of the people cannot be undermined by corruption, whether it is from leaders, officials or the private sector.

The municipality has, through the Department of Local Government and Traditional Affairs (LGTA), signed a commitment to prevent and root out any form of corrupt activities within its systems. The municipality made a call to the public to work together with the municipality in ensuring that high moral prevails in the Ugu District Municipality.

- Public Participation, Communication and Media

In addressing the issue of **public participation**, the Ugu District Municipality recently launched a district Communicators Forum as a step in the right direction. This forum will ensure that community participation becomes the central pillar of the municipality's democratic process as the municipality cannot have policies, systems and programmes that do not reflect the thinking, contribution and ownership of the masses of its community.

Communication, the Ugu District Municipality commences, in partnership with its family of local municipalities, a series of road shows at which Ugu District Municipality tables IDP and budget plans for the new financial years.

Media, the Ugu District Municipality is committed in ensuring that all the municipal committee meetings are open to the media. The Municipal Manager alluded to the fact that the municipality used to have media reporters attending municipal portfolio committee meetings, providing reasonably objective coverage; and sadly it is no longer the case.

The municipality claims the media does not seem to be not prepared to devote adequate resources to something which is of essential public interest. The Municipal Manager felt that it is not surprising therefore that many editorials about the Ugu District Municipality seemed decidedly uninformed. He further

declared that this was a matter that required serious attention as it had an implication on the municipality's image.

(iv) Municipal transformation and organisational development

- **Human Resources Strategy:** A municipality wide approach was adopted to enhance, develop and align human resources practices throughout the Ugu District Municipality.
- **Workplace Skills Plan:** The implementation of strongly-mentored internship programmes within the field of Information Communication and Technology (ICT), Civil Engineering, Geographic Information System (GIS) and Registry Management has resulted in the creation of an employable pool of potential candidates who possess critical skills.
- **Shared Services:** The Ugu District Municipality family of local municipalities decided on the implementation of shared services in the following areas: project management, internal audit, enterprise resources, planning, training, waste management, legal services, emergency services and a one stop customer care centre. The idea is to share expertise and resources necessary for the efficient operation of functions within these areas.

5.2.2 Discussion on the IDP of Ugu District Municipality

The Municipal Systems Act No. 32 of 2000 stipulates that all municipalities must prepare an IDP for their areas of jurisdiction. The IDP is a single, inclusive strategic plan for the municipality that:

- Integrates and co-ordinates service delivery within a municipality.
- Forms the general basis on which annual budgets must be based.
- Aligns the resources and capacity of the municipality with the implementation of the plan.
- Assists a municipality in fulfilling its constitutional mandate as developmental local government.
- Facilitates the process of democratization through vigorous public participation.

In compliance with the Act, the Ugu district took a resolution on the 11th of July 2001 to embark on the process of preparing an IDP. The municipality's intention was to develop a strategic plan which would:

- Firmly place the trajectory of development on a path towards sustainability.
- Make a meaningful and sustainable impact on the provision of appropriate physical infrastructure.
- Establish equitable opportunities for all the inhabitants of the district.
- Form part of the performance plan of the municipality.
- Vigorously attack the high levels of poverty in the district.
- Adopt an advocacy approach towards people who are marginalised.

A dedicated team, led by the Municipal Manager and consisting of the municipality's heads of department, together with the Planning and Geographic Information System (GIS) Unit was assigned the task of preparing the IDP with the communities concerned.

5.2.2.1 Institutional arrangements

The municipality opted to use the existing institutions as much as possible. The roles and responsibilities were thoroughly defined in the adoption of the Council Process Plan as shown below.

INSTITUTIONAL ARRANGEMENTS	
ENTITY	RESPONSIBILITY
Municipal Council	As the ultimate political decision-making body of the municipality, the Municipal Council had to: <ul style="list-style-type: none"> ○ Consider and adopt a Process Plan ○ Consider, adopt and approve the IDP
Executive Committee	<ul style="list-style-type: none"> ○ As the executive authority of the municipality, they had to: ○ Delegate the overall management, co-ordination and monitoring of the process and drafting of the IDP, to the Municipal Manager ○ Approve nominated persons to be in charge of the different roles, activities and responsibilities of the process and drafting
IDP Steering Committee	<ul style="list-style-type: none"> ○ Consisted of the Planning and Environment Portfolio Committee of Council together with the IDP Manager and Heads of Department, the committee had to: ○ Undertake the overall management and co-ordination of the planning process ○ Ensure that all relevant actors were appropriately involved ○ Ensure that the planning process was participatory strategic and implementation orientated and was aligned with and satisfied sector planning requirements
IDP Forum	Consisted of representatives from all local municipalities and service providers, the forum had to: <ul style="list-style-type: none"> ○ Perform all the project reference group functions ○ Link the Steering Committee with interested and affected stakeholders ○ Provide a public and private sector input to the IDP
IDP Manager	The Ugu Municipal Manager as the IDP Manager had to manage and co-ordinate the IDP process. This entailed: <ul style="list-style-type: none"> ○ Being responsible for the day- to-day management of the drafting process ○ Responding to comments on the draft IDP from the public, horizontal alignment and other spheres of government to the satisfaction of the Municipal Council <p>Ensuring proper documentation of the results of the planning of the IDP document.</p>
Heads of Department and Officials	As the persons in charge of implementing IDPs, the technical and sectional officers had to be fully involved in the planning process to: <ul style="list-style-type: none"> ○ Provide relevant technical, sector and financial information for priority issue analysis. ○ Contribute technical expertise in the consideration and finalisation of strategies and identification of projects ○ Provide departmental operational and capital budgetary information; ○ Be responsible for the preparation of project proposals, the integration of projects and sector programmes

5.2.2.2 The IDP approach and process overview

An overview of the phases and the output for each phase is summarized and briefly discussed as follow:

1. Phase 0: Preparation

The roles of various participants were defined as well as the setting up an agreed process. The framework and Process Plan (PP) were prepared during May and June 2001. The PP was adopted on 11 July 2001. It was agreed that the municipality would adopt a LA 21 approach during the planning process in order to strive to ensure:

- Sustainable partnership formation and delivery through the new co-operative governance approach (Phase One)
- Sustainable development strategies and joint decision making (Phase Two)
- Sustainable projects and business plans (Phase Three)
- Sustainable, Integration, implementation and monitoring (Phase Four)

2. Phase 1: Analysis

A district-wide analysis was undertaken. The analysis was based on a wide-ranging consultation with communities as a consequence of active participation in local municipality analysis and the focused district community participation process.

- The inclusion of local activities such as the Gender Workshop, HIV/AIDS Task Team work and the SEA workshop into the IDP.
- Research based on gleaning up to date information from service providers.
- Letters were sent to all service providers, Non Government Organisations (NGO), Community Base Organisations (CBO) and the business sector requesting detailed input into the analysis phase.
- The in depth issue analysis was developed in order to arrive at the underlying causes of issues so that appropriate strategies could be developed. In depth issue analysis summary sheets were developed. The summary sheets record a description of the issue, local communities' perspective of the issue, the district perspective and possible solutions. The summary sheets are shown in the next section of this executive summary.
- Vision statements were developed at the community meetings noted above.

3. Phase 2: Strategies

The completion of this phase was marked by the refinement of the district vision elements by the IDP Representative Forum and the deliberations of the district wide strategies workshop held on the 28th and 29th of January 2002: In that workshop the following was achieved:

- Localised strategic guidelines were outlined and discussed.

- Creating, analysing and deciding on strategic alternatives / best strategies.
- Institutional and financial strategies were developed.
- Development of strategic guidelines on barrier free access and the SDF.
- Identification of development projects concepts.
- Attempted alignment of sector programmes through the design of the strategies worksheets. This was not as successful as had been anticipated.
- Formulation of project task teams terms of reference.

4. Phase 3: Projects

Project task teams were formed at the strategies workshop and the identified projects were modified by the various task teams at the meetings as specified above. The projects were designed in the light of localised guidelines, strategies and objectives developed in the strategies phase.

5. Phase 4: Integration

The integration workshop was held on the 11th and 12th of March 2002 in Port Shepstone. In this meeting, an evaluation and analysis of the draft spatial frameworks and project proposals from various municipalities occurred further comments from the service providers on both vertical and horizontal alignment of initiatives occurred.

Further alignment of sector programmes was attempted since the workshop was designed especially for alignment. Although the meeting was well attended, the depth of alignment expected did not occur since some the budget allocations and detailed input required was not forthcoming. However all the proposed projects were discussed and accepted. Further individualised meetings and discussion between sector departments occurred.

6. Phase 5: Approval

On the 28th of March 2002 the municipality announced its intention to adopt the plan once the final comments had been made within the first 21 days of April 2002. The plan was accordingly adopted on the 25th of April 2002.

5.2.2.3 An overview of the IDP

This section provides a brief overview of the IDP. The national guidelines on preparing an IDP were followed in preparing the IDP. The report comprises the following elements which are briefly discussed:

- Situational analysis
- Development strategies
- Projects
- Integrated sectors and dimensions

A. SITUATIONAL ANALYSIS

The Ugu District Municipality (DC21) is one of the ten districts of KwaZulu-Natal. The key demographic information and service backlogs is shown in the table below:

Table 5.1 Key demographic information and service backlogs

Key Demographic Information and Service Backlogs		
Extent of the District	5866 km ²	
Population	687 735	
Number of Households (average dependency ratio of 1:3)	102 237	66,000 below minimum living level
Urban Population	16%	
Rural Population	84%	
Female Population	54%	
Male Population	46%	
Number of Traditional Authorities	38	
Extent of Traditional Authority Land	3450 km ²	59% of land area
Extent of Private and State Land	2415 km ²	41% of land area
People Satisfied with Services	27%	
People calling for basic needs delivery	88%	
People calling for infrastructure upgrading	83%	
People more than 10 km from a telephone	25.75%	
People in Vulamehlo Municipality more than 10 km from a telephone	32.7%	
Water Services Backlogs		
Local Municipality	% of total backlog	Estimated Cost
Vulamehlo Municipality	23,8%	R 120,150,000.00
Umdoni Municipality	1,7%	R 8,325,000.00
Umzumbe Municipality	35,2 %	R 166,575,000.00
Hibiscus Coast Municipality	12,1%	R 71,640,000.00
Ezinqoleni Municipality	9,8%	R 49,785,000.00
Umuziwabantu Municipality	17,4%	R 87,885,000.00
Total		R 504,360,000.00

(Source of Water Service Backlog: Adapted from Water Services Development Plan 2002:iii)

Table 5.2 Sanitation backlogs in Ugu District Municipality

Sanitation backlogs in Ugu District Municipality				
Municipality	Backlog (Population)	% of Total District Backlog	Estimated Cost	Number of VIP's required
Vulamehlo	81600	19,2	R 27,200,000.00	13600
Umdoni	27279	6,4	R 9,093,000.00	4547
Umzumbe	116740	27,4	R 38,913,333.33	19457
Hibiscus	87982	20,7	R 29,327,333.33	14664
Ezinqoleni	44270	10,4	R 14,756,666.67	7378
Umuziwabantu	67460	15,9	R 22,486,666.67	11243
Total	425331	100%	R 141,777,000.00	70889

(Source: Water Services Development Plan 2002:iii)

(i) Housing

The size and quality of dwellings vary considerably due to household's resource constraints. There has not been any housing development implemented in the district's rural areas. Therefore alarming backlogs exist. There is a need for development intervention in the form of formalisation of expanding informal settlements around towns and rural centres such as Harding, Dududu and Izingolweni to ensure public health and safety in relatively dense living environments. Present housing projects in the district include: (Proposed) Masinenge and KwaNzimakwe in the Hibiscus Coast Municipality, (Proposed) Ifafa Glebe in Umdoni and Winterton in Umuziwabantu.

(ii) Transport network

- Roads

One area of intervention that is urgently required is storm water catchment management since some towns are often flooded by storm water in summer. The main problem in the rural areas is that the existing road network and the resources that are available are not able to cope with present settlement patterns.

- Railway

The district is concerned about the under utilisation of rail infrastructure and the concomitant rapid depletion of the road infrastructure. Whereas the national and provincial governments respectively announced their intention to utilise the rail network more extensively in February and March 2001, it is of concern that not much more has been achieved to this end.

This impasse has regrettably directly affected the Ugu district as it has effectively lost its rail infrastructure. The municipality has approached South African Local Government Association (SALGA), through Kwanaloga, with a view to having this matter discussed at the highest levels of decision-making. Further follow-up is being done to ensure that a funding balance created between road and rail infrastructure is achieved.

(iii) Social analysis

- Health Services

In terms of thresholds, the number of fixed health facilities provides sufficient coverage for the district population.

However, clinics are often understaffed and lack necessary equipment and medication. There are several mobile clinic points but the service is irregular. Community health workers currently lack supervision and support and additional health care training programmes are required.

There are ten different governing and management bodies providing health services within the district. This justifies a need for an integrated approach in

service delivery through the 'District Health System' (DHS), which is regarded as the basis for strengthening primary health care services.

- Education and Skills Development

The population education profile of Ugu suggests a great need for focus on educational development. The key challenges are to improve literacy rates, as well as, to ensure that the existing schools are adequate to perform their functions and that they are provided with the necessary support.

There are 455 schools in the district giving a ratio of approximately 1500 pupils per school. Just over one third, (34.73 %), of these schools fall beyond twenty kilometres of the coastline. 23.3% of schools fall within the 10-20 kilometres distance from the sea and 12.9 % between 5 and 10 kilometres from the coastline.

Skills development in the district is regulated through the Skills Development Act No 97 of 1998. The Act calls for the establishment of 27 sector education-training authorities. Each sector, such as tourism and hospitality, health and welfare, forestry and energy, is represented by a Sector Education and Training Authority (SETA).

The Ugu District Municipality falls under the Local Government: Water and Related Services SETA. The Municipality's skills development facilitator promotes the 'investment in people programme'. This programme aims at attitude change, competencies which are in keeping with best practice on a global scale and skills which are beneficial to people and organization.

A district level SETA for the sector still needs to be established. Local knowledge with a focus on the rural communities employment needs is basic to SETA representation. Central to this process is ensuring gender equity throughout SETA activities.

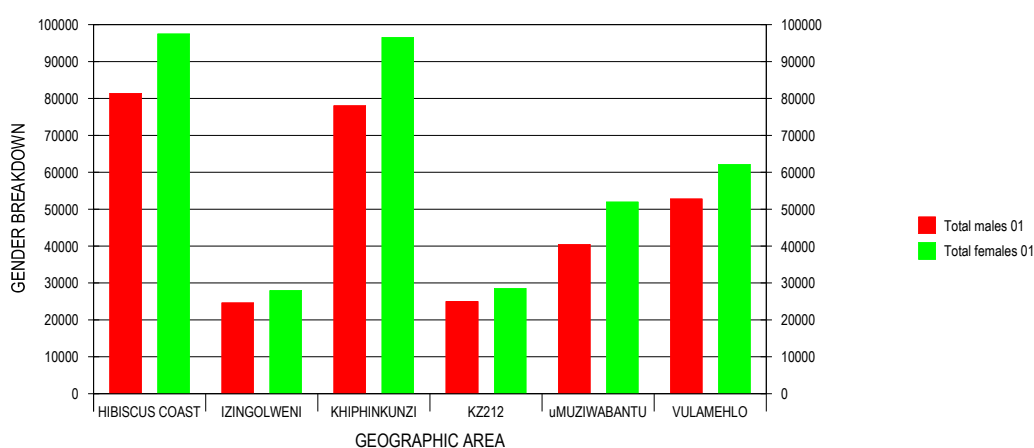
The district chamber of commerce is promoting the SETA concept. The services SETA has been established at a district level; 80% of the services SETA is made up of small, medium and micro enterprises employing less than 20 people

- Poverty and Gender-Specific Issues

There are high levels of poverty in the district with approximately 66,000 people living below the minimum living level. The dependency ratio is 1:3. The high incidence of rape and violence was a recurrent theme during the community consultation process. The 54% of the population is female and 46% are male. The estimated gender profile by local municipality is shown in the graph below.

The below diagram indicates that the extent of gender-based poverty is high and this is increasingly compounded by the HIV/AIDS pandemic. The District has an average dependency ratio of 1:3.

ESTIMATED GENDER BREAKDOWN OF POPULATION (2001)



Estimated Gender Breakdown (2001) [Source: STATSSA (1996), DIB (2001)]. Copyright ©2001 PIMSS.NET

Figure 5.1 Estimated gender breakdown of population (2001)
(Source: Ugu District Municipality – 2001/02 IDP)

(iv) Economic analysis

The Ugu district has a stable manufacturing base, with 235 industries supporting a consistently higher growth rate than the rest of KwaZulu-Natal. Port Shepstone is the major employment centre within the district. Port Shepstone is dominant in respect of government and commercial work opportunities. Transport, commerce, and manufacturing are important economic sectors for job opportunities. The contribution of the various sectors to the Gross Geographic Product (GGP) is shown in Table. (Source: Adapted From Pims.Net)

Table 5.3 Contributions by various sectors to GGP (2000)

Contributions by various sectors to GGP (2000)										2000	1990
Magisterial district name	Agric.	Mining	Manuf.	Electr.	Const.	Trade	Trans.	Finance	Com. service	Total GGP	Total GGP
Alfred	30	0	32	11	2	47	13	2	118	256	245
Port Shepstone	68	65	296	31	105	317	190	304	467	1843	1759
Umbumbulu	1	3	36	1	6	58	13	14	247	380	368

The Ugu district produces 195 000 tons of pine a year in addition to the 1 755 million tons of gum and wattle used by the pulp mills. There are about 200 small sawmills operating and producing approximately 6000 tons of board a year. Emerging sugar cane farmers, the issues of difficulties in harvesting due to poor road conditions, uncontrolled veld fires, lack of management and financial support were raised.

One fifth of all the bananas consumed in South Africa are produced in the district and tea has grown for more than a decade. It is a disadvantage to the district that there is very limited local processing of products taking place and this causes undesirable leakages, which need to be curbed.

The district tourism is based on the sea as primary tourist attraction complemented with golfing, scuba diving, whale watching the sardine run. Most tourism facilities are found along the coastal corridor. The total number of beds offered by the holiday facilities is 51000. More than 50% of these beds are found between Shelly Beach and Port Edward. The hinterland holds a wealth of tourism potential, yet it remains largely undeveloped as an adventure, eco and cultural tourism destination.

(v) In depth issue analysis

The in depth issue analysis was developed in order to arrive at the underlying causes of issues so that appropriate strategies could be developed. In depth issue analysis summary sheets were developed. The summary sheets record a description of the issue, local communities' perspective of the issue, the district perspective and possible solutions. Linkages between issues and potential solutions and initiatives were noted where possible. The key issues are:

- The under utilisation of coastal and inland tourism assets.
- The lack of economic opportunity and employment.
- High levels of poverty and the HIV/Aids pandemic.
- Uncoordinated agriculture, economic /industrial and tourism developments.
- Insufficient, substandard housing and poor quality of infrastructure.
- Hazardous roads and poor accessibility of the rural poor.
- Prevalence of diseases such as cholera related to hygiene, lack of sanitation, waste removal and access to clean drinking water.
- Poor access to electricity and unsustainable energy sources.
- Concerns about safety and security.
- Inappropriate institutional arrangements for implementing the developmental mandate.

B. DEVELOPMENT STRATEGIES

The issues, which were, discussed in the previous section, entail the following development challenges:

- The under utilisation of the inland and coastal resources with which is associated with high levels of poverty and unemployment.
- The issue of high levels of poverty associated with poor land use management leading to poor health and a polluted environment.
- Unsustainable land and settlement delivery.
- Under utilisation of the agricultural potential of the district.
- Unsustainable road construction and the lack of adequate energy sources.
- Lack of access to clean potable water and sewer sanitation backlogs.
- The need for a co-ordinated effort in the wake of the HIV/Aids pandemic.

- Severely under resourced institutional environment which is called upon to fulfil the developmental challenges of the district.

In total, fifty strategies with associated objectives were developed to address the developmental challenges of the District. The objectives and strategies were developed in the light of a vision and mission for the District, which reads as follows:

VISION

'By 2009 Ugu will have developed sustainable agriculture, tourism, and commerce with balanced infrastructure and social amenities. Its people will be empowered through education, skills development, good health and safety. There will be sufficient water services and land for development, investors and settlement. The imbalances of the past, gender equity, and the needs of the youth, the elderly and people with disabilities will have been seriously addressed'.

MISSION

'Ugu District Municipality, a local authority founded on the cherished tenets of democracy, is fully committed to the attainment of the district's vision by the year 2009. To this end, we will enhance our performance and work ethic to reach world class standards, by always placing emphasis on customer service and total quality management of all resources at our disposal'.

The key focus areas developed in order to realise the vision are:

- Agricultural development with an emphasis on:
 - ✓ Export driven agro-industry (macadamia nut cultivation and cracking plant, packaging and diversification for value added benefits).
 - ✓ 'Niche market' agricultural product development such as "bio-diesel, cut flowers, herbs, honey products and local medicinal the plant development.
- Developing sustainable links between coastal and inland tourism assets.
- A focus on rural poverty as a core area of intervention through integrated infrastructure, tourism, agro-industry, human settlement, land reform and sustainable livelihoods.
- A district wide integrated HIV/AIDS programme. In the IDP, HIV/AIDS is not approached as a 'health or behaviour issue'. The HIV/AIDS pandemic is placed into a developmental context since it impacts on all sectors.
- Barrier free access across the district. Through the imbalances of the past, the vast majority of the citizens of the Ugu district have and continue to experience access barriers to information, coastal resources, education, buildings, economic opportunities and human dignity.

Many of these barriers were and continue to be entrenched through:

- The legacy of sexism
- Indifference to the needs of children
- Neglect of the youth and people with disabilities.

Therefore, gender sensitivity, a focus on people with disabilities and the 'voice' of children and the youth is advocated in the IDP.

1. Spatial Development Framework (SDF) Summary

The SDF is a strategic framework which is built up on the one hand, from the LA 21 empirical base, and on the other from the local municipalities preferred options on the direction of development. The main structuring elements in the SDF are:

- The extensive agricultural potential
- Light industry/Agro industry
- Potential tourism corridors
- The coastal and inland development corridors
- Primary, secondary and tertiary nodes
- Growth and retention along the coastal zone

Within the strategic development framework there are two categories of corridors:

- (i) The potential primary coastal tourism corridor
 - The Inland primary agricultural/tourism corridors
 - Route R 68 from Port Shepstone through Saint Faiths to Highflats
 - Route R612 from Umzinto to Highflats.
- (ii) The potential secondary inland agricultural/ tourism corridors
 - From the coastal road through Gcilima to Eziqoleni and back towards the coast through Paddock to Shelley Beach.
 - Route R612 from Umzinto to Highflats and Umzimkulu, which is outside the district but is essential for access to the northern and western areas.
 - The route R77 from Scottburgh to Dududu.
 - Route R73 from Hibberdene to Highflats linking the coastal corridor to the rural hinterland areas of Umsinsini and Hlokozi.
 - Route R75 from Turton/Nyangwini to the R612 via Umgayi.

The proposed hierarchy of nodes which, naturally are associated with the identification of corridors, are:

- The primary district administrative node is Port Shepstone since it functions as the district administrative centre.
- The primary district tourism node is Margate since it functions as the prime tourism locus of activity during peak holiday season.
- The secondary district tourism nodes are Scottburgh, Hibberdene Port Edward and Harding.
- Tertiary district inland and coastal nodes are Eziqoleni, St Faiths, Dududu and Turton/ Nyangwini.

C. PROJECTS

Project Task Teams were formed at the strategies workshop and the various task teams developed conceptual projects. The objectives and strategies were then refined and presented to the task teams for a second time for alignment and further refinement. After alignment, the strategies and project lists were presented to the representative forum for final alignment and preliminary prioritisation. Thereafter the strategies and projects were presented to the full council for final prioritisation. The prioritisation criteria were:

1. Spatial alignment

The project is located within the spatial framework.

2. Sustainability

- Economic sustainability:
The project is economically sustainable.
- Social sustainability:
The project promotes social cohesion. It improves the social conditions of people. The project is gender sensitive and it addresses the needs of youth and children.
- Ecological sustainability:
The project has a positive effect on the environment, as an example, it rehabilitate an area. The project prevents erosion, pollution, and health hazards.

3. Trigger development

The project unlocks other projects or development.

4. Job creation

The project improves job opportunities. The project is rated on a 0 - 5 scale for each section (0 = poor, 3 = average and 5 = good).

5.2.2.4 Integration of sectors

The Ugu IDP is based on an integrated approach. The major integrating principal is the LA21 principal of sustainability. The sustainability framework forms the foundation to the IDP. The sectors in relation to dimensions and the sustainability framework are water, sanitation, tourism, land reform, agriculture, education, health and development dimensions (e.g. social, spatial, economic, institutional and political).

The sustainability framework stresses that the developmental task of the IDP as that of changing the direction of local development towards sustainability so that poverty and social justice can genuinely be addressed while the economic base of the district is strengthened. The framework is an explicit outcome of the planning process since communities, councillors, management and business all stress sustainability as the local agenda. In keeping with national legislation, sustainable development is the integration of social, economic and environmental factors into planning, implementation and decision making so as to ensure that

development serves the present and future generations (National Environmental Management Act No 107 of 1998).

In the Ugu IDP, the sustainability framework is the localized context for cross-sectoral programmes, which are directed towards:

- Sustainable gender equity and barrier free access across all sectors
- Sustainable conservation and harnessing of natural assets
- Combating poverty by enabling the poor to achieve sustainable livelihoods
- Sustainable agriculture, poverty alleviation, tourism, and economic development
- Sustainable land reform and human settlement development
- Sustainable infrastructure development
- Sustainable social services, health, water and sanitation provision
- Sustainable financial and institutional development

In this context, the following integrated programmes were developed:

- The Integrated Sustainability Framework
- The Integrated Spatial Development Framework
- The Integrated Local Economic Programme
- The integrated Poverty Relief, Gender and Development Programme
- The Integrated HIV/AIDS Programme
- The Disaster Management Framework
- The Consolidated Five Year Action Plan
- The Municipal Institutional Programme
- The Integrated Financial Management Framework
- The Monitoring and Review Framework

1. The Integrated Sustainability Framework

The purpose of the integrated sustainability framework is to provide a sound foundation for development, conservation and attacking poverty in the district. The core feature of the framework is that it derives from a local agenda that stresses that the issues of sustainability are not simply 'green' issues in the traditional 'environmental' sense. During the issue analysis and community participation phases of the IDP, the local agenda was to address poverty and development from the perspective of harnessing and managing natural assets. Basic to this approach was the cross cutting issue of integrating the 'rural underdeveloped' areas with the 'urban developed areas' so that all citizens of the district can reap the benefits of integrated development planning.

Gender equity and barrier free access were cross cutting aspects of the objectives set and the subsequent project performance indicators. Eight sustainability framework strategies were developed in order to address the issues of:

- High poverty levels and undeveloped employment opportunities
- Poor management of inland and coastal resources (dunes, wetlands, alien invasive plants, rare birds and ocean mammals, fauna and flora in general)
- Inappropriate pesticide and medicinal plant usage
- Uncoordinated agricultural development

- An historical spatial bias toward 'beach – urban' development
- Various forms of pollution
- Inappropriate storm water and wetland management
- Environmental degradation and associated health risks

During the project prioritisation process, all projects were screened for sustainability. High priority projects, with a priority rating on 1, scored full points (5/5) on the sustainability criterion. All projects were reviewed in order to assess the extent of the integrated sustainability framework.

Table 5.4 Integrated sustainability framework: specific environmental performance areas by project

Integrated Sustainability Framework: Specific Environmental Performance Areas by Project		
Performance Areas	Cross Sector/Dimension Projects	TOTAL
Gender Equity and Barrier Free Access across all projects and programmes		
Projects Requiring Environmental Management Plans (EMP's)	7, 8, 24,26,27,28,29,33,34, 51-68, 70, 89,104, 192, 193, 195, 207, 215, 205-235	60
Environmental education and monitoring projects	3,4,5, 6,13, 17, 22, 24, 25, 26, 29, 31, 36, 67	14
Projects which require an Environmental Impact Assessment (EIA)	1, 34,37, 41,60, 62, 66,104,183,189,191	11
Projects with a 5/5 sustainability rating	1-10,15,16,20-63, 84, 85, 99 –130	116

Table 5.4 above reveals that only 5.1% of the total number of projects within the framework requires Environmental Impact Assessments (EIA). Approximately 51% of projects within the framework require Environmental Management Plans (EMP). The 14 projects and the 17 CBPWP require EMP.

2. The Integrated Spatial Development Framework

The integrated spatial development framework serves as an important decision-making tool since it identifies where public investment should be located. The main structuring elements of the SDF are:

- The extensive agricultural potential in the district
- The coastal and inland development corridors
- Potential tourism corridors
- Administrative, tourism, secondary and tertiary nodes
- The growth and retention zone along the coastal strip,
- The potential location of light industry or agro-industrial development
- The urban edge, west of the north/south conveyer (N2)
- Barrier free access across the district shown by the symbols depicting people with disabilities
- District wide HIV/AIDS and gender sensitive programmes shown by the HIV/AIDS and gender symbols respectively.

3. The Integrated Local Economic Development Programme

The key areas of strategic economic focus in the IDP have been discussed above. In summary form they are:

(a) Agricultural development with an emphasis on:

- ✓ Export driven agro-industries,
- ✓ The 'niche market' agricultural product development,
- ✓ Developing sustainable links between coastal and inland tourism assets,

(b) A focus on rural poverty as a core area of intervention through integrated infrastructure.

(c) Tourism development

(d) Human settlement programmes

(e) Land Reform and sustainable livelihoods

Table 5.5 Integrated local economic development performance areas by project

Integrated Local Economic Development Performance Areas by Project	
Performance Areas	Cross Sector / Dimension Projects Identified
Gender Equity and Barrier Free Access across all programmes	
The Tourism sector in relation to the economic dimension.	37-54, 15, 17, 20, 29, 43,48, 49, 44, 38, 189-204
Infrastructure sectors in relation to the economic dimension	112-131, 132-135,189-176, 177-188, 58-63, 66, 67, 78-86, 87-96,16, 2, 28, 29, 31.
Community Economic Development	1, 2, 3, 4, 5,15, 20, 25, 47,48,51,and 52
SMME Promotion & Support	47,50,and 52
Business Retention & Expansion	37,and 39
Industrial Recruitment & Marketing	39,46,and 49

4. The Integrated Poverty Relief, Gender and Development: Programme Phase 5: Approval

The figures collated during the analysis phase show that gender equity and poverty relief remain as serious challenges within the district. Some of the results mean that:

- Approximately 84% of the district population is located in under-serviced rural areas.
- About 54% of the district population is female (about 60% of the rural population is female).
- 62% of the district population do not have access to adequate water services.
- In certain sections of Umzumbe, Umuziwabantu, Ezinqoleni and Vulamehlo more than 73% of the female population are poverty-stricken heads of households.
- An average dependency ratio in the district is 1:3.
- There are more than 250 319 people living below the minimum level.
- Unemployment is estimated at 68%.

In order to address the situation illustrated above, the institutional element plan offers a foundation for an approach leading to a number of political and policy decision which have to be taken carefully and strategically throughout the municipal term. This includes amongst other things:

- Free Basic Water Policy
- Gender Equity
- Barrier Free Access
- Profitable Growth Linked to Redistribute Financing
- ISRDP and CBPW Programmes

Table 5.6 Poverty relief and gender equity development performance areas by project

Poverty Relief and Gender Equity Development Performance Areas by Project	
Performance Areas	Cross Sector / Dimension Projects Identified
Gender Equity and Barrier Free Access across all programmes	
The 'Free Basic Water Policy' dimension	In addition TO ALL projects which have to accord with the gender equity criterion, 51, 54,99,102, 107, 108, 111, 141, 142, 143 144, 111,
Gender Equity: focused projects with gender criterion	51, 54,99,102, 107, 108, 111, 141, 142, 143 144, 111, 148, 152, 157, 158, 159,160-168
Barrier Free Access	47,50,and 52, 151, 189-204, 177-188, 112-131,101-111,205-235
Profitable Growth Linked to Redistribute Financing	37,and 39
ISRDP and CBPWP	39,46,49,51,52,67,82,85,205-218, 219-235

5. The Integrated HIV/AIDS Programme

The HIV/AIDS pandemic is not approached as a 'health or behavioural issue'. It is placed into the developmental context since it impacts on all sectors of development. The four areas of focus are:

- The development of a district wide institutional structure for multi-sectoral co-ordination and network development.
 - The development of Integrated prevention measures appropriate to rural and urban areas
 - An appropriate care programme for affected and infected people.
 - Advocating for the human and legal rights of affected and infected people
- (i) The development of integrated prevention measures appropriate to rural and urban areas

Stress is placed on young women and children of the district given the gender/age profile of those at risk particularly in the rural area. Structured preventative programmes aimed at schools need to be instituted in order to obviate the lack of knowledge relating to causation, precaution and self defence in the wake of high levels of child rape in the district The integrated prevention programme is based on commissioning a range of sector specific risk profiles across the district. The profiles will then inform the education and training

programmes which need to be initiated. Monitoring of the training programmes is essential for cost effective and focused results.

(ii) The appropriate care of affected and infected people.

There are 14 projects addressing the care of affected and infected people. The projects are inter-sectorial in that they address data base management, support for care givers, strategic youth projects, recreation, sustainable livelihoods, counselling, burial procedures, welfare and safety. Within the integrated care programme, the district mayoress has developed a focused strategy, which aims to address the plight of children in schools, crèches and hospitals.

(iii) Human and legal rights of affected and infected people.

The call locally is for co-ordinated human rights and legal advocacy. A project addressing this issue is contained in the IDP.

(iv) Disaster Management Framework

In Ugu district a detailed disaster management plan based on community participation and consultation with local municipalities is required. This will occur when the Disaster Management Act and its regulations are promulgated.

In keeping with the guidelines outlined in the Disaster Management Bill of 2002 and the Provincial Disaster Management Directorate, the framework plan for disaster management is proposed in the IDP. The framework entails seven strategies. They are:

- The development Strategy
- The Prevention Strategy
- The Preparedness Strategy
- Incident Management Strategy
- Response Strategy
- Rehabilitation Strategy
- Mitigation Strategy

The major risk areas of focus in the Ugu District are:

- Flood
- Fire
- Environmental
- Epidemics
- Civil unrest

A detailed risk profiles for each category need to be developed. Central to disasters related to floods, are the risks communities are exposed to when they settle in flood plains, along riverbanks and in areas with unstable soil conditions. This is particularly relevant in the Ugu district given that there are 42 rivers in the district and the founding conditions of settlements are problematic. Associated with this risk is the high incidence of poverty. Poor communities often do not have the necessary resources to acquire suitable,

safe land for settlement and hence expose themselves to the risks of flood damage as a consequence of poverty.

The risk of fire related disasters is applicable in peril-urban informal settlements particularly in the Hibiscus Coast, Umdoni and Umuziwabantu Municipalities. The trend towards settlement near potential job opportunities exposes communities to the risk of fires stemming from the lack of electricity in the dense informal settlements. Fire related disasters are also closely tied to the forestry industry, which is prevalent in the Umuziwabantu and Vulamehlo areas. Environmental epidemic risks in the district are cholera, water borne diseases and various forms of ground and water pollution. Civil unrest is a risk that could occur again, given the history of unrest in the district.

(v) Five Year Action Plan

The five year Action plan is composite plan containing all the projects placed into a project management framework. The start and completion times, major milestones, and budget is shown. The five-year action plan is shown overleaf.

5.2.2.5 Institutional plan and communication framework.

The district municipality is currently undergoing a restructuring process as part of staff placement and municipal establishment. It would therefore be improper to propose drastic changes on the structure that has just been finalized. The structural arrangement emphasizes the inter-relationship between a strategic leadership team normally referred to as top management and the program or business unit managers responsible for planning and implementation of various programs normally referred to as General Managers (GM). There are four departments namely:

- Planning and environment
- Water services provision
- Corporate services
- Financial services

The PMS for the district is developed once the IDP has been finalized. The issues that that inform the performance areas of various municipal departments are stated in the institutional programme. With regard to the implementation and management of this plan the following points must be noted.

- The IDP Manager located within the municipal manager's office has to be given, and enthusiastically embrace the task of **championing the IDP** and monitoring it throughout the year. The forum of all IDP managers of the district will help in institutionalising this process.
- The task of technical assessment of progress and preparation of the proposed Annual Work Programme (AWP) for the upcoming year is the responsibility of the **IDP Steering Committee** together with top management.
- This draft **Annual Work Programme** is presented to EXCO for confirmation, or modification, of priorities for the year.

- The role of EXCO and the **Audit Committee** (established in terms of Performance Management Systems) is to monitor progress through quarterly summary reports, to address major problems, and for EXCO to endorse the AWP for the following year.
- The **IDP Forum** incorporating service providers' and housing forum plays a vital role in implementation and monitoring. In a sense, the IDP becomes the agenda. In addition, forum meetings need to focus on particular themes (e.g. ISRDP) in addition to ongoing monitoring.
- It is recommended that the first review of the implementation programme, as a whole, take place about three months before the start of a financial year. This will allow adequate time for the municipality to assess what progress has been made towards the implementation of projects and to feed the findings into the preparation of the next AWP. This will then be communicated to the public as part of the municipal budget preparation requirement.
- Hereafter, a similar monitoring and programme review is to be carried out at the budget preparation stage every year in consultation with the GM: Financial Services. This will involve the preparation, by the responsible officers / service provider / agency, of a short status report on all initiatives that are in implementation, or about to be implemented, and the collation of these by the IDP Manager.
- It is emphasised that the municipality needs to activate the public relations functionary and capacitate it to handle the public and implement the communication strategy of council. Specific intervention areas in this regard includes capacitating the office of the speaker, deputy mayor and the mayor so that they can lead the public participation aspects of the IDP and budget processes in consultation with the IDP Steering Committee.

5.2.3 Comparison of respondents by demographic variables.

One of the issues for investigation was to determine whether the respondents' location, being either rural or urban, had any effects on the scale relating to the speed of service delivery in their demographic areas. By making reference to table 4.21 above, the following are observations:

5.2.3.1 Rural respondents

Generally the total combined demographic variable pertaining to the perceptions of the speed at which the Ugu District Municipality delivered services had a widely-held 25% rating of fair, followed by a 12% rating of very good.

5.2.3.2 Urban respondents

The combined demographic variable majority of urban community of 25% pertaining to the perceptions of the speed at which the Ugu District Municipality delivers services to be very good and excellent (12.5% - very good and 12.5% - excellent) followed by the 18.8% rating of fair and the minority of 6.3% rating of needs improvement.

The overall results showed that 43.8% of the community served by the Ugu District Municipality perceived the speed of services delivery to be fair followed by 25% as being very good. The marginal percentage of 6.3% perceived the speed of service to be poor.

The conclusion drawn to the above analysis is that the Ugu District Municipality is meeting its objectives in terms of its mandate to deliver sustainable services to its community, using the IDP as a model to enhance municipal performance by using a holistic approach to developmental planning and service delivery.

5.3 LIMITATIONS

5.3.1 Literature review

There were limitations on the availability of literature on the IDP because so little on the subject.

The researcher came across useful literature on the IDP as posted on the website, Ugu District Municipality IDP and government publication

5.3.2 Descriptive study

With reference to the scope and limitation of the study as set out in Chapter 1 (1.4.2), the limitations of the research were as follows:

- (1) The weakness of the design was in its inability to manipulate the independent variables and its lack of control of the extraneous variables.
- (2) Some of the Ugu District Municipality employees, who had agreed to participate, changed their minds at the last minute and the researcher had to find new participants and re-schedule new appointments, set dates and times.

The same was experienced with urban participants; some were not interested in participating to the study and the only time to reach them was when they came to pay for services at the municipal water office; the office was only open three times a week. This caused loss of valuable time and cost to the research in that the researcher had to spend more time in Port Shepstone than was planned and budgeted for.

5.4 RECOMMENDATION FOR FUTHER STUDY

Recommendations for further study are discussed with regard to methodical objectives with reference to the statement of theoretical and practical contributions in Chapter 1. The following are recommendations:

- (1) Future research can be undertaken to investigate how the IDP at the district municipality level impacts on the IDP at local municipality level. The IDP of the district municipality's must be informed by the integrated development plans of its family of local municipalities.
- (2) Further study can be undertaken to investigate the adoption of a performance *model* against which the PMS of municipalities could be better positioned for the IDP process for effective and speedy service delivery to local communities.

5.5 CONCLUSION

The IDP is a complicated yet well-structured planning and implementation tool for local government to fulfil its objective. This study has identified the need for further research that will expand upon the existing body of knowledge on how the IDP at the district municipality level impacts on the IDP at local municipality level and to investigate the adoption of a performance model against which the PMS of municipalities could be better positioned for the IDP process for effective and speedy service delivery to local communities

Further, this research has revealed the value of integrated development planning and challenges faced by municipalities in South Africa that is political dichotomy, the limited authority of the leadership, lack of consensus on the organizational strategy, poor institutional arrangements, poor resource allocation and the process of municipal integration have all impacted on the implementation of the IDP.

Edgar Pieterse has in a recent paper called for a new 'relational cultural politics' that transcends the traditional modernist aspirations that have so awkwardly and destructively informed the large majority of failed development strategies in developing countries and in South Africa since 1994 (Pieterse, 2002). He suggests that we need to re-imagine the future of the South African cities via a set of lenses that he draws from the work of Malik (2001). These lenses allow us to see the municipalities as compendium of possible futures which include amongst others 'democratic municipalities'. I strongly agree with Pieterse's, his remarks are in the thrust of this study, the IDP is the integral part in the birth of democratic municipalities.

It is without uncertainty that, if the livelihoods of the poor are to be improved drastically in the South African context. The first requirement implies community involvement in planning and management of local development. Drawing from the research conducted on this study, it is quite clear that the developmental processes require an in depth participatory planning approaches from all stakeholders involved and affected if a significant impact on the lives of the poor is to be made.

There is also a greater need for municipalities to apply strategic planning processes in dealing with the conditions of uncertainty that municipalities face today arising from globalization and the unprecedented urbanisation of poverty. These challenges demand for the intensive use of all the available legislation, tools and techniques in order to develop new strategies for urban management and innovative methods to improve and sustain the social justice and infrastructure. While the researcher acknowledges the identified limitations to community participation, he feels that inclusive participatory planning approach remain critical in group decision making processes. The study has revealed and concluded that the IDP is a tool and a system for performance management planning; it also acknowledges that there are areas for improvement in particular the participatory process.

In this Chapter, the methodology study as set out in Chapter 1 (1.2) has been completed. The conclusions have been formulated and the limitations of the research discussed. The chapter concludes with recommendations with references to the methodology study and recommendation for further study to be concluded on the PMS and the IDP at Local Government level. Reference to the planning of the research as discussed in the research methodology in Chapter 1 (1.5) has been completed. The specific study objectives as discussed in Chapter 1 (1.3) have been completed.

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PERSONAL COMMUNICATION

Letter of Consent and Acknowledgement

APPENDIX A

Research Questionnaires

4.	Rate the level to which the management has ensured that they recognise individuals and teams by celebrating their achievements in reinforcing the desired culture and encouraging goal achievement.								
5.	Rate the level to which the management has ensured that they operate within the ethics, values and behaviours aimed at promoting good governance and service delivery.								

Total Scoring

Overall Scoring

--	--	--	--	--	--	--	--	--	--

FOR OFFICIAL USE

Respondent Age

: _____

Gender

: _____

Level

: _____

FOR OFFICIAL USE

Respondent Age : _____

Gender : _____

Level : _____

RESEARCH STUDY SURVEY QUESTIONNAIRE

**VUNA ASSESMENT CRITERIA
CORPORATE AND SOUND GOVERNANCE**

RESEARCH STUDY SURVEY QUESTIONNAIRE
ORGANISATIONAL SELF-ASSESSMENT TEST QUESTIONNAIRE
VUNA ASSESSMENT CRITERIA

The organisational self-assessment tests questionnaire is aimed at allowing the organization to identify its strengths and areas of improvement.

ASSESSMENT CRITERIA

Numerical scale	Descriptive scale	Interpretation
5	Excellent	Exceeds required level of compliance.
4	Very Good	Evidence of consistently and constantly complying with the requirement.
3	Fair	Meets all criteria.
2	Needs Improvement	Something has been done, but the required level of compliance is below standard.
1	Poor	The required level of compliance has not yet been achieved.
0	Not done	This issue has not yet been addressed / no compliance.

High Level Perception Survey

No.	The Degree to which :	RATING SCORE					
		5	4	3	2	1	0
1.	Rate the Municipality as a whole in term of its ability to deliver as per its mandate.						
2.	The Municipality has set standards for continuous improvement.						
3.	The Municipality has actively engaged in strategic partnerships with stakeholders, Provincial Departments, other Municipalities and its customers and staff in all areas of business.						
4.	The Municipality delivers accessible services to its communities / customers.						
5.	The Municipality is continuously developing and improving.						
6.	The Municipality uses resources effectively and imaginatively.						
7.	The Municipality contributes to improving opportunities and quality of life of all communities it serves.						
8.	The Municipality display commendable work ethic, teamwork and morale.						
Total Scoring							

Leadership and Ethics Survey

No.	The Degree to which :	RATING SCORE					
		5	4	3	2	1	0
1.	Municipal management has set direction and created a positive environment to encourage efficient and effective service delivery.						
2.	Municipal management has ensured that they continuously measure and track performance at all levels.						
3.	Municipal management is working in partnership with its customers in meeting, understand and responding to their needs and expectations.						
4.	Municipal management has ensured that they and the Municipality as a whole operate in an ethical manner in order to demonstrate good governance and to promote confidence and trust within the community.						
5.	The Municipal Management has ensured that:						
	1) Its own tailored code is in place for Councillors in accordance with prescribed legislation.						
	2) Its own tailored code is in place for managers in accordance with prescribed legislation.						
	3) A code for how customers / communities will be treated is in place for each division / service area.						
	4) The benefits of operating in an ethical manner are understood and supported by all.						
Total Scoring							

Corporate and Sound Governance Survey

No.	The Degree to which :	RATING SCORE					
		5	4	3	2	1	0
1.	Policies and plans are in place to ensure good governance in accordance with applicable legislation:						
	a) Accountability and transparency						
	b) Public participation and consultation						
	c) Innovation and recognition						
	d) Corruption prevention						
	e) HIV / AIDS prevention						
	f) Youth Development Programmes						
	g) Institutional Transformation (continuous review of the Municipality delivery mechanism)						
	h) Sport Development						
2.	There is a structure in place to deliver the objectives of the IDP in terms of:						

	a) Municipal Strategic Direction								
	b) Service delivery impact assessment								
	c) Service targets								
3.	Measurable targets are in place to fulfil the objectives of:								
	a) Integrated Development Plan (IDP)								
	b) Individual Key Performance Indicators (KPI)								
	c) Corporate Governance – (Batho Pele, Municipal Service Charter, Municipal Service Standards etc)								
4.	There is a Corporate Strategy in place enabling:								
	a) Enterprise Resources and Planning (ERP) (to meet demand and to ensure work integration)								
	b) Internal auditing								
	c) Shared services								
	d) Corruption prevention								
5.	Performance is appraised and reported in the Municipal performance report:								
Total Scoring									

Overall Scoring

--	--	--	--	--	--	--	--	--	--

FOR OFFICIAL USE

Respondent Age : _____

Gender : _____

Level : _____

RESEARCH STUDY SURVEY QUESTIONNAIRE
MUNICIPAL CUSTOMER SATISFACTION SURVEY

RESEARCH STUDY SURVEY QUESTIONNAIRE MUNICIPAL CUSTOMER SATISFACTION SURVEY QUESTIONNAIRE

The customer satisfaction survey questionnaire measures the extent to which the community served by the municipality is satisfied with service delivery.

ASSESSMENT CRITERIA

Numerical scale	Descriptive scale	Interpretation
5	Excellent	Exceeds required level of compliance.
4	Very Good	Evidence of consistently and constantly complying with the requirement.
3	Fair	Meets all criteria.
2	Needs improvement	Something has been done, but the required level of compliance is below standard.
1	Poor	The required level of compliance has not yet been achieved.
0	Not done	This issue has not yet been addressed / no compliance.

		Municipal Customer Satisfaction					
		RATING SCORE					
No.	As the Customer/Community of the uGu District Municipality:	5	4	3	2	1	0
1.	Please rate your perceived level of speed of service delivery in your area.						
2.	Please rate your perceived level of how well the Municipality understands your specific needs.						
3.	Please rate your perceived level of how well the Municipality is focused on delivering high-quality Municipal services.						
4.	Please rate your perceived level of how well the Municipality involves you in the development of Municipal key performance indicators (to increase accountability).						
5.	Please rate your perceived level of how service delivery meets your expectation.						
6.	Please rate the level at which you are regular requested to rate the level of service delivery of the Municipality.						
7.	Please rate the extent to which the Municipality involves you in all stages in the formulation of the Municipal Integrated Development Plan (IDP).						
8.	Please rate the extent to you are satisfied with the deliverables of the Municipal IDP.						
9.	Please rate your perceived level at which the Municipality subscribes to the Batho Pele Principles.						

Overall Scoring

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Respondent Age: (Specific) : _____

Gender: Male or Female : _____

Demographics: Urban or Rural : _____

Economic Data: Employment status
Employed (yes/no) : _____

Attitudinal Aspects: Ability to pay for
Services (yes/no) : _____

RESEARCH STUDY SURVEY QUESTIONNAIRE
INTERNAL ORGANIZATION CLIMATE

RESEARCH STUDY SURVEY QUESTIONNAIRE INTERNAL ORGANISATION CLIMATE SURVEY QUESTIONNAIRE

An internal organization climate survey questionnaire aimed at municipal employees on the strength and ability of the municipality to deliver on its developmental objectives.

ASSESSMENT CRITERIA

Numerical scale	Descriptive scale	Interpretation
5	Excellent	Exceeds required level of compliance.
4	Very Good	Evidence of consistently and constantly complying with the requirement.
3	Fair	Meets all criteria.
2	Needs improvement	Something has been done, but the required level of compliance is below standard.
1	Poor	The required level of compliance has not yet been achieved.
0	Not done	This issue has not yet been addressed / no compliance.

Organizational Design

No.		RATING SCORE					
		5	4	3	2	1	0
1.	Rate the level at which uGu District Municipality goals and objectives are clear to you as an employee.						
2.	Rate your perceived level at which uGu District Municipality employees have a shared understanding of the existence and the functionality of the Municipality in terms of the Municipal Structures Act amendment of 2000.						
3.	Rate the level at which roles and responsibilities within Business Units in the Municipality are clearly understood.						
4.	Rate the level at which uGu District Municipality has a clear reporting structure.						
5.	Rate your perceived level at which uGu District Municipality Management has the right skills/experience and qualification set to perform their job functions with diligence.						
Total Scoring							

Employee Job Characteristics

No.		RATING SCORE					
		5	4	3	2	1	0
1.	Rate the level at which, as an employee, you gain satisfaction from your current job responsibilities.						
2.	Rate the level at which, as an employee, your skills and abilities are fully utilized in your current job.						
3.	Rate the level at which, as an employee, you have the opportunity to further develop your skills and abilities.						
4.	Rate the level at which, as an employee, your work adds value to the Municipality.						
5.	Rate the level at which the Municipality has made you feel a sense of security in your job.						
Total Scoring							

Culture / Work Environment

No.		RATING SCORE					
		5	4	3	2	1	0
1.	Rate the level at which, as an employee, you feel valued as an employee at the Municipality.						
2.	Rate the level at which, as an employee, you enjoy being a part of the Municipality.						
3.	Rate your perceived level of morale among employees across the Municipality.						
4.	Rate your perceived level at which employees of the Municipality speaks highly about their organization.						
5.	Please indicate your perceived level at which the Municipality has a clear corporate culture and values thereby encouraging you to come up with better ways of doing your job to meet customer / community satisfaction.						
Total Scoring							

Senior Management

No.		RATING SCORE					
		5	4	3	2	1	0
1.	Rate your perceived level at which senior management sets high standards of excellence.						
2.	Rate your perceived level at which senior management encourages collaboration across the Municipality.						
3.	Rate your perceived level at which senior management treats employees fairly without fear or favor						
4.	Rate the level at which senior management encourages your development in your work / portfolio.						
5.	Rate the level at which senior management rewards you for good work.						
Total Scoring							

Communication

No.		RATING SCORE					
		5	4	3	2	1	0
1.	Rate the level at which, as an employee, you are clear about how your job supports the Municipality overall objectives.						
2.	Rate your perceived level at which at the Municipality interpersonal communication and relationships contribute to organizational performance.						
3.	Rate the overall communication flow at the Municipality.						
Total Scoring							

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Respondent Age : _____

Gender : _____

Level : _____