



**INTEGRATED DEVELOPMENT PLAN AS A SERVICE DELIVERY INSTRUMENT
IN EHLANZENI**

MAFIKIZOLO JOHN SIMELANE

STUDENT NUMBER: 21649359

Submitted in fulfilment of the requirements of the degree of Doctor of Philosophy in
Management Sciences: Public Management, in the Faculty of Management Sciences at the
Durban University of Technology

March 2024

Student Name: Mafikizolo John Simelane

Date: 11 March 2024

Supervisor: _____

Date: 11 March 2024

Dr,

Izekiel

Nohumba

Declaration

I hereby submit that this thesis is entirely my own work and it has not been submitted to any other university for a degree.

Name: Mafikizolo John Simelane

Signed: M.J Simelane

Date: 11 March 2024

Abstract

This study examines the Integrated Development Plan (IDP) as a service delivery instrument in Ehlanzeni District Municipality. It assesses alignment of the IDP and the Service Delivery and Budget Implementation Plan (SDBIP) of the local municipalities found in the Ehlanzeni district (Bushbuckridge, City of Mbombela, Nkomazi and Thaba Chweu). The study also explores the relevance of four theories to the IDP, namely stakeholder, sustainable development, new public management and governance theory. The study aim is to provide a guiding framework for the effective operationalisation of the IDP as a service delivery tool in South Africa.

The study examines the legislative and technical aspects of the IDP. The importance of this is that legislation helps in the management of public policy, providing the steps to be taken when these strategic municipal plans are crafted, in order for them to be legitimised. A mixed-method approach was used to gather data, with the advantage of this approach the ability to reach participants geographically spaced in the shortest time and at low cost. The qualitative approach enabled an in-depth understanding of the IDP in Ehlanzeni district. Responses were received from 172 participants to the questionnaires issued and 19 municipal officials were interviewed by the researcher, with triangulation of results also done in this study.

The study found an alignment of the IDP and the SDBIP in Ehlanzeni, important as it ensures the budgets are in sync, and activities are easily monitored. The study also determined, for the IDP to be effective, stakeholders should be prioritised to ensure their needs are captured in the IDP formulation. It was also noted not all needs can be captured in the IDP, however, ranking them and ensuring they do not affect the needs of future generations should be done. The sustainable development theory contributes considerably to ensure when planning is done it does not only focus on the current period but also on generations to come, as was found. The study thus confirms previous studies on participation, sustainability, and the IDP. In addition, the findings further show to ensure IDP effectiveness of as a service delivery tool, the goals set by municipalities should be SMART (specific, measurable, objective, realistic and time-based). The participants confirmed the goals in their respective municipalities are SMART. The NPM theory relevance is also shown by the municipalities' commitment to results, with teams to develop PMS and evaluation of performance. These systems help monitor progress and make adjustments in short spaces of time to remedy these.

The findings from the literature and study were used to craft a model that will guide the operationalisation of the IDP as a service delivery tool in South Africa.

Acknowledgements

I would like to express my sincere gratitude and excitement to the following dedicated people for their assistance, commitment, and contributions to this study:

My appreciations go to my supervisor Dr Izekiel Nohumba with whom I traversed this study journey, “your guidance, encouragement, support, and patience have a product today”.

I am expressing my appreciation to my wife, Mavis Simelane, and children for your unwavering support during this mission. Mncube Lonsundvu, you have done the greatest good in my life, especially during times of hopelessness. My love for you will never be deterred. I will always remain grateful to my late parents for the solid foundation they laid in my life.

Simon Zantshu Simelane, my late teacher and uncle who brought me back to schooling when I dropped out in grade 6 (standard four) due to juvenile delinquency, many thanks Mnguni you have been a pillar of my strength. To Mambo Maguranyanga, whom I met during data collection in Bushbuckridge, your role in this study will not be forgotten.

Last, I would like to thank the Municipal Manager of Ehlanzeni District Municipality, Mr Sigananda Sibozza, for granting permission to conduct a study in his area of jurisdiction. I also want to express my gratefulness to the Department of Cooperative Governance and Traditional Affairs (COGTA), Mr Samkelo Ngubane, for his relentless motivation for education.

Dedication

I dedicate this study to God Almighty who has been my cover from inception to closure. I also dedicate this work to all the Benguni and Mlangeni clans, your encouragement and togetherness have made me feel part of the chess board. God Bless all of you.

Table of Contents

Declaration.....	ii
Abstract	iii
Acknowledgements.....	v
Dedication.....	vi
Table of Contents.....	vii
List of Figures.....	xvi
List of Tables	xviii
Acronyms and Abbreviations	xix
CHAPTER ONE.....	1
INTRODUCTION	1
1.1 Introduction.....	1
1.2 Background and Context of the Research.....	2
1.3 Problem Statement	5
1.4 The aim of the research	8
1.5 Research objectives	8
1.6 Research Questions	8
1.7 Methods.....	8
1.8 Significance of the Study	11
1.9 Chapter Outline	12
1.10 Chapter Summary.....	14
CHAPTER TWO	15
Legislation and Technical Aspects of the Integrated Development Plan	15
2.1 Introduction	15
2.2 Policy Defined.....	15
2.3 The Constitutional and Legislative Basis for the IDP.....	16

2.4 The White Paper on Local Government of 1998	17
2.5 Development Facilitation Act, 67 of 1995 (DFA)	19
2.6 Local Government: Municipal Demarcation Act, 27 of 1998	20
2.7 Local Government: Municipal Structures Act, 117 of 1998	20
2.8 Local Government: Municipal Systems Act, 32 of 2000.....	21
2.9 Emergent themes from the IDP legislation	22
2.9.1 Participation.....	22
2.9.2 Strategic focus	22
2.9.3 Integration.....	23
2.9.4 Focus on those in greatest need.	24
2.9.5 Outcomes and delivery-orientation	24
2.9.6 Ward Committees	25
2.10 Technical Aspects of the IDP.....	25
2.10.1 The Rationale for an IDP	25
2.10.2 IDP Phases	26
2.11 Roles and role payers	31
2.11.1 Municipal Council	31
2.11.2 Mayor’s Executive Committee	31
2.11.3 Ward Councillors.....	32
2.11.4 Municipal Manager (MM).....	32
2.11.5 The IDP Manager	32
2.11.6 Portfolio Committee (Economic Development and Planning).....	32
2.11.7 Planning/ Specialist Professionals/ Consultants	32
2.11.8 Government Departments.....	33
2.11.9 Representative Forums (RFs): consisting of Civil Society, Ward Committees, Traditional Structures and Public and Private Sector entities.	33
2.12 Mechanisms for Participation.....	33

2.12.1 The IDP Representative Forums (RFs)	33
2.13 Mechanisms for alignment	34
2.13.1 Sector Plans	34
2.13.2 Consultations and Alignment Meetings	34
2.13.3 District and Local Sharing Platform	35
2.14 The IDP as a service delivery instrument for community-based planning	35
2.15 Alignment of the IDP and Service Delivery and Budget Implementation Plan (SDBIP)	36
2.16 Chapter Summary	37
CHAPTER THREE	38
Literature Review and Theoretical Models for the Integrated Development Plan	38
3.1 Chapter Introduction	38
3.2 Sustainable development (SD)	38
3.2.1 History and key arguments for SD	38
3.2.2 SD and local governance	39
3.2.3 Periods of SD	40
3.2.4 Environmental Protection	41
3.2.5 Challenges in SD	41
3.2.6 The IDP and SD	42
3.2.7 SD and Economic Development	42
3.2.8 Empirical studies on the IDP and SD	43
3.3 Governance theory	44
3.3.1 Defining Governance	44
3.3.2 Decentralised Governance	45
3.3.3 Key Principles of Governance Theory	46
3.3.4 Previous studies on guiding frameworks for the IDP as a tool for service delivery	48
3.4 New public management (NPM) theory	50

3.4.1 Emergence of NPM Theory.....	50
3.4.2 Key Principles of NPM.....	51
3.4.3 Challenges of NPM and the IDP	53
3.4.4 Criticism of NPM	54
3.5 Stakeholder theory.....	56
3.5.1 Stakeholder defined	56
3.5.2 Stakeholder theory Elaborated.....	57
3.5.3 Managing conflicting stakeholder Interests.....	57
3.5.4 Empirical studies of the stakeholder theory	59
3.6 Chapter Summary.....	61
CHAPTER 4	62
Research Methodology	62
4.1 Introduction	62
4.2 Research approach and design	62
4.3 Research Strategies	63
4.4 Target Population	64
4.4.1 Study Site Details	65
4.5 Sampling.....	65
4.6 Data Collection.....	67
4.7 Research Instruments	68
4.7.1 Questionnaires	68
4.7.2 In-depth Interviews.....	69
4.8 Triangulation	70
4.9 Pilot testing.....	71
4.9.1 Pilot Study Findings	72
4.10 Data Analysis	73

4.10.1 Qualitative Data Analysis	73
4.10.2 Quantitative Data Analysis	74
4.11 Reliability and Validity	76
4.11.1 Construct Validity.....	76
4.11.2 Content Validity	77
4.11.3 Criterion Validity.....	77
4.11.4 Reliability	78
4.11.5 Trustworthiness	78
4.12 Elimination of Bias.....	79
4.13 Limitations of the Study	80
4.14 Ethical considerations	80
4.14.1 Durban University of Technology (DUT) ethical policy	81
4.14.2 Ensuring permission	81
4.14.3 Ensuring no harm to participants.....	81
4.14.4 Ensuring participants provided informed consent.....	81
4.14.5 Ensuring confidentiality and anonymity.....	82
4.15 Chapter Summary.....	82
CHAPTER FIVE	83
Presentation of Findings and Discussion of Quantitative Data	83
5.1 Introduction	83
5.2 Questionnaire Response Rate.....	83
5.3 Quantitative Finding and Interpretation	84
5.3.1 Demographics of Questionnaire Respondents.....	84
5.4 Responsiveness.....	90
5.5 Reliability.....	90
5.6 PMS and Effectiveness of the IDP	91

5.6.1 Presence of a working PMS to the IDP effectiveness in the Municipality.....	91
5.6.2 The PMS used to assess the implementation of goals	93
5.6.3 The PMS is communicated to the entire organisation.....	94
5.6.4 There is an established team for the development of PMSs.....	96
5.6.5 PMS linked to strategic plans	97
5.6.6 Availability of adequate and standard KPIs for the Municipality	98
5.6.7 Housing Provision	99
5.6.8 Health.....	101
5.6.9 Education	102
5.6.10 Employment.....	103
5.6.11 Water and Sanitation	104
5.7 Reliability.....	105
5.7.1 Formality	107
5.7.2 Clarity	108
5.7.3 Measurability	109
5.7.4 Objectivity	110
5.7.5 Coverage.....	111
5.8 Assurances.....	112
5.8.1 Public housing schemes.....	113
5.8.2 Government health schemes	115
5.8.3 Free Education.....	116
5.8.4 Public Employment	117
5.8.5 Water and sanitation	118
5.9 Empathy	119
5.9.1 Public Housing Scheme.....	120
5.9.2 Government health schemes	121

5.9.3 Free Education	122
5.9.4 Public Employment	123
5.9.5 Water and sanitation	125
5.10 Bivariate Analysis	126
5.10.1 Public housing improvements and satisfaction	126
5.10.2 Presence of PMS and measurability of objectives.....	127
5.11 Conclusion on quantitative data	127
CHAPTER SIX.....	129
Presentation of Qualitative Findings (Interviews)	129
6.1 Introduction	129
6.2 Demographics of Interviewees/ Municipal Officials	129
6.2.1 Gender	130
6.2.2 Marital Status for Interviewees.....	131
6.2.3 Municipality.....	132
6.2.4 The section/ department interviewees work in	133
6.2.5 Length of service in the municipality	134
6.2.6 Academic qualification of interviewees	135
6.3 IDP and SDBIP in Municipalities	135
6.3.1 Alignment of the IDP and SDBIP in the municipalities.....	136
6.3.2 Officials’ personal views on the alignment of the IDP and SDBIP	136
6.3.3 Alignment responsibility	137
6.3.4 IDP and the SDBIP alignment challenges.....	139
6.4 Strategic objectives and the effectiveness of the IDP as a service delivery tool	140
6.4.1 Documentation.....	140
6.4.2 Desired outcomes	141
6.5 Performance Management System, KPIs and the IDP.....	143

6.5.1 PMS Development Teams	143
6.6 Service delivery areas of improvement	144
6.7 Challenges and Performance Barriers to IDP Effectiveness	144
6.7.1 Financial resources and grant dependency	145
6.7.2 Community-Based Planning	146
6.8 Triangulation of Findings	146
6.9 Chapter Summary	147
CHAPTER SEVEN	149
Conclusions And Recommendations	149
7.1 Introduction	149
7.2 Summary of the Findings	149
7.2.1 Literature Review Findings	149
7.2.2 Findings from Primary Research	150
7.3 Main conclusions	153
7.4 Recommendations	154
7.5 Contribution of Study	156
7.5.1 Stakeholder engagement	157
7.5.2 KPIs	157
7.5.3 Extensive communication of the objectives	157
7.5.4 Develop PMS	158
7.5.5 Evaluation of Performance Indicators	158
7.5.6 Assess of community member satisfaction with the services delivered	158
7.5.7 Conclusion on the framework	159
7.6 Further study areas	159
7.7 Chapter conclusion	159
References	161

Appendices.....	176
Appendix A: DUT Request to conduct research.....	176
Appendix B: Permission Letter (Municipality).....	177
Appendix C: Questionnaire English.....	178
Appendix D: Questionnaire SiSwati	181
Appendix E: Interview Guide	190
Appendix F: Editor’s Letter	196
Appendix G: Turnitin Report	197

List of Figures

Figure 3.1	Historic periods of development and sustainability	39
Figure 4.1	Research Onion	62
Figure 5.1	Gender	82
Figure 5.2	Marital Status	83
Figure 5.3	Municipality of participants	84
Figure 5.4	Ward sub-committee participants belong to.....	85
Figure 5.5	Length of participation in ward committee	86
Figure 5.6	Academic Qualification.....	97
Figure 5.7	Presence of working PMS in the municipality.....	89
Figure 5.8	The PMS used to assess the Implementation of IDP goals	91
Figure 5.9	The PMS is communicated to the entire organisation.....	93
Figure 5.10	There is an established team for the development of PMS	94
Figure 5.11	Linkage of PMS to strategic plans	95
Figure 5.12	Do you have adequate and standard KPI for the municipality?.....	96
Figure 5.13	Housing provision	98
Figure 5.14	Health	99
Figure 5.15	Education.....	100
Figure 5.16	Employment	101
Figure 5.17	Water and Sanitation	102
Figure 5.18	Formality	105
Figure 5.19	Clarity.....	106
Figure 5.20	Measurability.....	107
Figure 5.21	Objectivity.....	108
Figure 5.22	Coverage.....	109
Figure 5.23	Public housing schemes	111
Figure 5.24	Government health schemes.....	113
Figure 5.25	Free education	114
Figure 5.26	Public employment.....	115
Figure 5.27	Water and sanitation.....	116
Figure 5.28	Public housing scheme improvements	118

Figure 5.29	Government health scheme improvements	119
Figure 5.30	Free education improvements	120
Figure 5.31	Public employment.....	121
Figure 5.32	Water and sanitation.....	123
Figure 5.33	Public housing improvements and satisfaction	124
Figure 5.34	Presence of PMS and measurability of objectives	125
Figure 6.1	Gender	128
Figure 6.2	Marital Status of Interviewees.....	129
Figure 6.3	Municipality	130
Figure 6.4	The section/ department interviewees work in.....	131
Figure 6.5	Length of service in the municipality of interviewees	132
Figure 6.6	Academic qualification of interviewees	133
Figure 7.1	A framework guiding effective operationalisation of the IDP as a tool for service delivery.....	154

List of Tables

Table 1.1: Key Challenges in Mpumalanga Municipalities.....	3
Table 4.1 Depiction of the Sampling size	64
Table 5.1 Response rate.....	81
Table 5.2 Reliability	88
Table 5.3 Descriptive statistics for reliability	103
Table 5.4 Descriptive statistics of Assurance.....	110
Table 5.5 Descriptive Statistics of Empathy	117
Table 6.1 Coded Names of the Participants	127

Acronyms and Abbreviations

AG	Auditor General
CBP	Community-Based Programme
COGTA	Cooperative Governance and Traditional Affairs
FSPAPP	Framework for Strategic Plans and Annual Performance Plans
IDP	Integrated Development Plan
KPI	Key Performance Indicator
LED	Local economic development
PMS	Performance Management Systems
MDG	Millennium Development Goal
MM	Municipal manager
NPM	New Public Management
RF	Representative Forum
SA	South Africa
SD	Sustainable Development
SDBIP	Service Delivery and Budget Implementation Plan
SDG	Sustainable Development Goal

CHAPTER ONE

INTRODUCTION

1.1 Introduction

The researcher sets the scene for this research on the effectiveness of the Integrated Development Plan (IDP) as a strategic service delivery tool for municipalities in the Ehlanzeni District, Mpumalanga Province. The researcher also provides the context, as well as the background of the study, with an examination of global and regional trends offering a picture of the problems in planning of the IDP and even its implementation. Some of these failures in fulfilling the targets have sparked protests in South Africa (SA), as shall be shown in this study.

This study aims to examine how the IDP can be used as an effective service delivery tool in Ehlanzeni District Municipality in Mpumalanga Province. This will be done through the lenses of the New Public Management (NPM), governance, and sustainable development (SD) theories. The study will elicit responses from both community members and local government officials, with regard to The service delivery problem in the province and the issues set out in the IDP that have not all been achieved.

This study shows research on the IDP is wide-ranging, but the focus has been on other provinces and the context, therefore, differs. Some issues also raised are methodological in nature and create gaps for testing ideas raised by past studies. Some arguments point to the fact certain problems can be negated by more closely examining how IDP is implemented (Asha and Makalela 2020: 2). Other authors also raised in this study point to community members not being involved in the planning processes (Asha and Makalela 2020: 2; Sebake and Mukonza 2020: 347). Despite the available literature on the IDP, there is no indication how the IDP itself can be used as a service delivery instrument in Ehlanzeni District Municipality. This study identifies alternative ways to examine how municipalities can use their IDPs to improve service delivery. It will also analyse how municipalities align the IDPs and Service Delivery and Budget Implementation Plan (SDBIP) to improve service delivery.

1.2 Background and Context of the Research

The analysis of IDP as a strategic plan and a tool for service delivery has been in the public domain and is an issue of incessant academic scrutiny. The issues are not only a concern for academic scholars but also the public, who are recipients of service delivery, and for public officials.

In the South African context, the Auditor General (AG) identifies some inconsistencies such as misalignment of planned processes, as well as intended IDP and SDBIP outcomes for a variety of local municipalities in SA (Matlala and Uwizeyimana 2020). The SD theory emphasises that targets in all sectors incorporate the concept of SD into the operations of local government for them to work well (Vintro *et al.* 2012; Kolk 2016).

Sustainability can be one of the core aims of developing an IDP. The expectation of the effectiveness of the IDP as a strategic tool for service delivery becomes a priority if ever SA is to achieve equitable SD. In addition, the evidence of challenges to IDP management and implementation is service delivery protests, which are a prevalent event in SA (Asha and Makalela 2020). This then requires an in-depth analysis of the IDP to reduce these challenges in municipalities.

The AG findings are an indication that service delivery provision is not as expected, and many municipalities may not be fulfilling their constitutional mandate. The Mpumalanga Section 47 Report 2016/17 shows water and sanitation have been a problem in Bushbuckridge, Nkomazi and Mbombela (Mpumalanga Provincial Government, 2017). The challenges allude to poor planning and budget implementation on the infrastructural projects set out in the IDP. Similar challenges are experienced in electricity delivery. Table 1.1 below provides a picture of the situation from the Mpumalanga Provincial Government perspective, in terms of service delivery. This table shows poor service delivery results from poor operational capacity, planning, and budgeting.

Table 1.1: Key Challenges in Mpumalanga Municipalities

Key challenges and recommendations per Key Performance Area (KPA)					
	Focal Area	District	Municipality	Challenges	Recommendations
KPA 2: Service Delivery and Infrastructure Development	Access to water and Sanitation	Nkangala	CALM, Lekwa, Bushbuckridge, Nkomazi, Mbombela, Msukaligwa, Emalahleni and Thembisile Hani Local Municipality	Poor planning and budgeting for implementation of the infrastructure development	CoGTA will be supporting municipalities to tighten project management and contract administration.
				Plans that encompass the maintenance of the entire water distribution chain.	National government shall be lobbied to regulate price ceilings for service infrastructure contracts to avoid government abuse.
				O&M and operating capacity not sufficient especially for Thaba Chweu, Bushbuckridge, Nkomazi, Lekwa, Msukaligwa, Emalahleni, Emakhazeni Local Municipality	A provincial database for shoddy work and slow pace service providers be activated. Districts to audit & investigate functionality of all Reservoirs, WTWs, WWTWs, water leakages and pipe bursts
	Electricity	Ehlanzeni Nkangala Gert Sibande	Thaba Chweu, Emalahleni, Emakhazeni, Chief Albert Luthuli, Govan Mbeki, Lekwa and Msukaligwa Local Municipality	Most municipalities have challenges relating to the overflowing WWTP's due to overloading such.	A total of 22 Waste Water Treatment plants are under refurbishment and upgrading. The Plants are in varying stages of progress where some would be attended to as multi-year projects.
				Eskom debts	Revised repayments Agreements with Eskom have been signed. COGTA and PT are continuously monitoring the payment of Eskom debts.
				High technical and none technical losses which had largely contributed on revenue collections losses	Revenue improvement and credit control plans have been developed

Source: Mpumalanga Provincial Government (2017)

The mandate should be carried out in alignment with the needs of the stakeholders involved through consultations with the law and stakeholders. The municipalities of Ehlanzeni District in the Mpumalanga Province of SA are not an exception. As such, the researcher must objectively prove whether the IDP is an effective service delivery instrument in SA. Consequently, a framework will be conceptualised to provide a guide on the effective operationalisation of the IDP as a service delivery tool.

Globally, the complexity of governmental activities and the impact of globalisation on economies have necessitated varying adaptive responses to meet state development needs (Dlamini and Reddy 2018). “Although strategic management is now becoming a popular discourse in Africa in general and South Africa in particular, the literature on using a strategic plan originated from the Western countries” (Gelfand, Erez, and Aycan 2007: 482).

To make it effective, different developing country academics believe research on indigenous strategic practices is imperative (Ono *et al.* 2019). There is a growing trend in this regard, as

more research can be seen in the public sector in developing nations, particularly in Africa (Obeidat 2021; George, Walker and Monster 2019). Such studies in Africa, nevertheless, focus more on two principles, which are governance and development.

There is consensus among African scholars that local governance has been heavily Westernised (Hyden 2016). Therefore, it is an injustice to view the problems that affect Africa through a European lens, making it essential to bring context within the ambits of policy formulation, in dealing with local government challenges. According to the Planning Africa Conference (Ogra *et al.* 2016), it is then significant that Africa shifted to “local governance solutions adapted to the context within which the developmental problems emanate,” also known in the community development discourse as the bottom-up approach.

In SA, it has been argued the post-apartheid government adopted developmental policies that continued to benefit Whites and focused less on rural centres. This challenge in post-apartheid SA prompted the development of corrective policies, such as the IDP. These policies had to be inclusive of every citizen and every stakeholder in development programmes, in partnership with the communities, and private and public entities, for the sole purpose of development (Molale 2019). The IDP, through the Framework for Strategic Plans and Annual Performance Plans (FSPAPP) (2010: 1) “was initiated to cater for all national and provincial departmental needs where each department has a legislative mandate to implement and manage its broad strategic plan and outcomes”.

Moreover, from the above framework, “the strategic plan and performance information are important for effective management, planning, budgeting, implementation, reporting, monitoring and evaluation” (FSPAPP 2010:1). The strategic plan, also known as the IDP, is the compulsory strategic plan of all municipalities in SA and spans a period of five years. It is important to review various theories on the IDP to be able to develop contextual solutions in the rural part of SA.

Molale (2019), in a study on participatory communication in municipal processes such as the IDP formulation and implementation, found community members are passive participators. This means they only get to know of the projects when they have been completed or when the project to embark on has been decided in Matlosana Local Municipality. The author leaves a gap in how participation can be theorised to ensure the achievement of the agreed community

goals (Molale 2019). Similarly, Mathebula, Nkuna and Sebola (2016) raise the same argument and recommend a bottom-up approach should be adopted to have an effective IDP.

Dlamini and Reddy (2018) are of the view there is the need to align budget priorities with those of provincial and national government to ensure the IDP process is focused on service delivery. The authors highlight once this is done it will be necessary to monitor performance, in order for the results to be realised. Testing these recommendations is thus important if we are to operationalise the IDP as a service delivery instrument in Ehlanzeni District Municipality.

1.3 Problem Statement

Several municipalities are faced with serious challenges with service delivery in SA (Moyo and Madlopha 2016: 102). The failure to deliver the services to communities raises questions regarding the IDP. In Ehlanzeni, municipalities fail to deliver water and sanitation services, with adequate health care, infrastructure and electricity also a problem. According to the Mpumalanga Department of COGTA (2017), municipalities have not been updating their master plans, which results in poor policy implementation. The other issue raised is insufficient project funding as a result of poor revenue collection. It is argued municipalities have been failing as a result of not responding timeously to the needs of communities, as raised in the IDP (Mpumalanga Department of COGTA 2017).

In addition, media reports indicate most service delivery protests are a result of challenges to fulfilling IDPs in SA (Morudu and Hasall 2017). The service delivery protests, and the AG findings are early indicators the provision of service delivery is not as expected and, in many ways, intended. These authors are of the view that such protest on service delivery can be negated through a closer examination of the implementation. Although authors indicate these measures, much remains to be done to achieve the goals set out in the IDPs.

Mathebula (2018) carried out a study on IDP implementation and service delivery and argues the problem of poor results from the IDP is a result of poor understanding of plans by employees. This author points to lack of knowledge as the key problem in Mopani District Municipality. Findings by Matsiliza (2017) conflict with those of Mathebula (2018), with I author arguing that monitoring and evaluation are often neglected from the planning phase itself, which contributes to poor service delivery.

Maake (2016) posits a different argument why IDPs fail, proposing it is the dependency by municipalities on grants, with councils not generating their own finances. When municipalities do not generate their income, it means the projects they have set to achieve in the IDP cannot be realised.

A study by Ngcobo and Mdani (2015) to evaluate strategic management systems assisting South African municipalities to improve their service delivery, failed to add the advice of the community members. The majority of the respondents were councillors and the rest included municipal management. The study found the respondents concurred recipients must be included in strategic planning to ensure effective service delivery. Furthermore, the study also concluded the “activities in municipalities may not be in line with the results the communities are expecting. This can contribute to service delivery protests” (Ngcobo and Mdani 2015: 118). Two issues arise from this study as follows:

First, the study methodology excludes the view of the community members, who are recipients of service delivery. As such, important data are excluded in their conclusions, where the voices of the communities are silent. According to Ngcobo and Mdani (2015), “Communities do not properly participate in the development and implementation of IDPs”, it is, therefore, noteworthy to discover communities are also excluded from studies intended to evaluate municipal strategic plans’ shortcomings in service delivery.

Second, when the results obtained from the strategic plan are not in line with stakeholder needs, it suggests the strategic plan is implementing wrong prescriptions for particular service delivery issues. Bryson (2016: 496) reiterates a strategic plan process in public organisations requires strict consideration of both internal and external stakeholders, through consultations and adhering to constitutional stipulations. The process of developing an IDP as a strategic plan is a constitutional matter, with stakeholder consultation central to its discharge (Moyo and Madlopha 2016: 102).

Another study by Mathebula *et al.* (2016), with the title “Integrated Development Plan for Improved Service Delivery- a comparative study of Municipalities within the Mopani District Municipalities in Limpopo Province”, used a mixed-method approach, with structured questionnaires and supplementary unstructured interviews, documentary analysis and observations to collect data. Mathebula *et al.* (2016) show “Municipalities have a challenge of engaging in management planning processes in the formulation and the implementation of

the IDPs. This tends to result in the planning process with predetermined service delivery objectives other than those to be implemented in terms of the needs of the citizenry". The findings offset two issues of concern, which have incessantly surfaced throughout this discussion, regarding the strategic plan for effective service delivery in SA, the IDP, being consummated and implemented without being properly conducted procedurally and constitutionally.

Additionally, it becomes worrisome for the municipalities of Ehlanzeni District in the Mpumalanga Province of SA, whether their strategic plan or IDP functions as a tool for effective service delivery, when Community-Based Programmes (CBPs) take precedence in decision-making and how the IDP is aligned to the Service Delivery and Budget Implementation Plan. Dlamini and Reddy (2018) point out the South African government has identified the consultative and participatory process in local government has been 'uneven' and, therefore, introduced the IDP to promote the objective of public participation.

There is a persisting problem of service delivery in SA and Ehlanzeni District Municipality is not an exception. A scarcity of literature was found that has tested whether it is knowledge that affects IDP implementation or whether it is grant dependency that is raised in other provinces (Mathebula 2018; Matsiliza 2017; Dlamini and Reddy 2018). Water, reticulation and infrastructure challenges and other service delivery setbacks exist in the municipality under study, with these challenges attributed to the lack of an effective IDP. The planning for service delivery through the IDP is then questioned and put into focus.

Scholars have researched IDP as a tool for service delivery but do not agree on many aspects such as the IDP processes and their implementation. A review of previous studies identifies the challenges in IDP adoption and implementation are methodological, procedural, and also a result of incapacity. Issues that arise also include the exclusion of stakeholders, in particular the recipients of service delivery. In addition, it has been identified in previous studies that there is a general technical ability lack in the municipalities to create and implement the IDP in totality.

The challenges are not unique to Ehlanzeni only but faced by all municipalities, in general. The solutions, as provided by scholars are conventional and, at times, studies are unique to particular geographic spaces. IDP that is effective and sustainable encompasses localising solutions to locally identified challenges. This study identified the effectiveness of the IDP as

a service delivery tool in Ehlanzeni District Municipality, in order to create a framework that can be used to operationalise the IDP as a service delivery tool.

1.4 The aim of the research

The study aimed to analyse the effectiveness of IDP as a strategic tool for service delivery for Municipalities of Ehlanzeni District in the Mpumalanga Province of SA, in order to operationalise the IDP as a service delivery tool by creating a framework detailing the process.

1.5 Research objectives

The objectives of this study were to:

- Investigate the effectiveness of IDP as a service delivery instrument for CBP planning in municipalities of SA.
- Assess the alignment of the IDP and SDBIP of selected municipalities in SA.
- Explore the relevance of the SD, NPM, governance and stakeholder theories in Integrated Development Planning in Municipalities.
- To provide a guiding framework for the effective operationalisation of IDP as a tool for service delivery in SA.

1.6 Research Questions

- What is the effectiveness of IDP as a CBP service delivery instrument in municipalities of SA?
- Is there alignment between the IDP and SDBIP among selected municipalities in SA?
- How relevant are the theories of governance, SD, NPM, and stakeholder engagement for Integrated Development Planning in Municipalities?
- What guiding framework may be offered for the effective operation of IDP as a tool for service delivery in SA?

1.7 Methods

The study adopted both quantitative and qualitative methodology, otherwise known as triangulation, or mixed methods, which according to Mertens (2016: 45), draws on the strengths of both methods, to test the theories and concepts of IDP as municipal service delivery instrument. While qualitative research was used to collect measurable numeric data from the municipal management, quantitative methods were used to investigate IDP recipient

opinions and perceptions. Use of a mixed-method approach allowed use of the quantitative method in determining the validity of the qualitative participant contributions. Creswell and Cresswell (2017) states using this method offers the advantage where a mixed-method strategy draws together the data collection or data analysis method of either qualitative or quantitative study. Gibson (2017:193) explains a mixed-method or triangulation, “is when the researcher alternates the use of qualitative and quantitative approaches in the research process.” Under the case study, a cross-sectional approach was adopted to better understand the issues under study. A survey was used for the ward committee members, to gather data from a larger population. The advantages of using a survey or questionnaire and why this was adopted are provided in the methodology chapter.

The target population for this research study comprised 1 584 staff senior management and ward committee members, who represent the communities in the Local Municipalities of Mbombela, Nkomazi, Thaba Chweu and Bushbuckridge of Ehlanzeni District Municipality, in Mpumalanga Province, SA. They were identified through the municipality websites and local government databases. A description is provided in chapter four of this District Municipality.

A probability sampling design, with a stratified random sampling technique, was used in grouping the target population., with probability sampling used thereafter, to select participants from each identified stratum. Grouping of participants was according to their municipalities;. Due to their numbers and their geographic locations, the technique was employed for ward committees,. Often used in quantitative research, probability sampling refers to the probability of each unit in the population having the same chance to be included in the sample (Du Plooy ad Cilliers *et al.* 2014: 136, cited in Etikan, Musa and Alkassim 2016).

Stratified random sampling is a method of sampling that involves the division of a population into smaller groups known as strata. In stratified random sampling or stratification, the strata are formed based on members' shared attributes or characteristics (Sharma 2017: 749). The advantage of using a stratified sample is that it provides greater precision than a simple random sample of the same size. In addition, because it provides greater precision, a stratified sample often requires a smaller sample, which saves money.

A stratified random sampling technique was applied to select the 106 staff members determined in such a manner it should contain an appropriate number of respondents to participate in the study. This stratified random sampling technique was applied based on the rationale that it provided equal chances for the selection of each population element within each stratum (Saunders, Lewis, and Thornhill 2016: 290).

Purposive sampling was also used in selecting municipal officials, because their position is publicised, and their roles are as well; from this, the researcher knew which individual would serve the research purpose. The municipalities also assisted the researcher in providing a list of individuals who matched the study description supplied in the permission letter; this individual works daily on the IDP in the municipalities, as well as service delivery, and served the purpose of this research.

The researcher was able to generate primary data from the participants and review reports, such as the AG report, Spatial Development Framework and IDP of the municipalities. A self-administered, adapted, structured questionnaire (Group 1) and interview guide (Group 2) were used as main primary data collection instruments for this research study. The use of a structured questionnaire is defined as the administration of a questionnaire with guided responses (Creswell, 2014).

The questionnaire was distributed to the respondents in Group 1 and was divided into six sections. Section A consists of respondents' biographical information, excluding their names. Section B investigated the tangibles of the IDP or strategic plan, while section C explored the responsiveness of the strategic plan. Section D examined IDP reliability, section E the assurances and, finally, section F explored participant empathy towards the IDP. Moreover, questions from the questionnaire were designed to meet the demands of this research, which aimed to evaluate the IDP's effectiveness as a strategic service delivery tool for Municipalities of the Ehlanzeni District, in the Mpumalanga Province of SA.

Upon completion of the questionnaire design, the instrument was sent to a statistician to determine whether it was statistically correct and analysable. The statistician was then able to provide recommendations for the format adopted by the researcher. The questionnaire is structured in a Likert scale format, with up to five responses, coded from strongly disagree, disagree, not sure, agree to strongly agree. The questionnaires were administered by the

researcher, with a time-frame of two weeks provided to respondents for its completion, at their own pace and in their free time.

Participants were protected by the ethical policies discussed in the last section of this study. They had the right to participate or withdraw from the study at any point. The researcher, nevertheless, expected the response rate would be high, because the issues discussed addressed the core duties and needs of participants. This expectation was met in this study.

Study participants in group 2 were interviewed by the researcher, with a series of in-depth interview guides constructed and personally administered by the researcher. Face-to-face interviews provided the distinct advantage of enabling the researcher to establish a rapport with potential participants and an opportunity to clarify ambiguous answers and when appropriate, seek follow-up information. Participants were interviewed during open and unstructured times more convenient for them. The interview guide was designed with two sections. Section A focused on the general demographic information; Section B of the interview guide is closely linked to all the research questions under the study. According to Rahman and Gong (2016), in researching how a subject's behaviour mirrors their words in each natural setting, this method is also employed.

The process was able to generate large and rich amounts of data, since data was collected on a one-on-one basis. Interview notes were handwritten, or video and audio recorded tapes used where permission to do so was given by the interviewees. The researcher was also able to make use of a rough guide, used to transcribe the recordings of an interview. In addition, a separate folder was used to keep the recordings collected from the interviews. The effect this had was to assist in compartmentalising the data collected and offer quick access and revisiting for clarity purposes. These field notes were helpful when the data recorded were transcribed.

1.8 Significance of the Study

Municipalities in SA have been failing to achieve the targets they set for service delivery, which significantly affects community members. Although the municipalities have IDPs in place, these problems remain present. Problems affecting local communities include poor water and sanitation, provision, and maintenance of infrastructure such as roads and street lighting. Solutions to these problems have pointed to different issues, such as knowledge of

planning, participation, and evaluation of projects, as mentioned earlier. While these recommendations have been provided, the problems have remained the same.

This study will critically evaluate these recommendations and also obtain a picture of what the current problems are in the municipalities in Ehlanzeni District Municipality. Using management theories and testing their relevance in resolving this problem is important, therefore, this study sought to use these in Ehlanzeni District Municipality. The effect of such an approach is its assistance in discarding the generalised approaches and thus formulating context-grounded theories. For this reason, the researcher identified the need to create a framework that guides the effective operationalisation of the IDP as a service delivery instrument.

The significance of carrying out this study is, furthermore, to obtain a clear understanding of the performance management systems (PMS) in place, which has the effect of enhancing the delivery of service. The findings can be generalised to all South African municipalities.

An examination of the PMS has the effect of bringing to the fore the weaknesses of such a system, as well as finding ways to maintain the existing strengths of such in the municipalities. The study will highlight what needs to be done for these systems to be improved, encouraging community participation, and creating awareness of the key performance indicators (KPIs). This study will also contribute to literature and outputs such as publications in journals will be done. Below is the structure of this study.

1.9 Chapter Outline

This study is composed of seven under-listed chapters:

Chapter 1: Introduction

The researcher presents the introduction to the study and provided the context of the research, as well as reasons why this study had to be undertaken. The chapter also included the background of the study, where IDP is found, and the problem statement. Additionally, this chapter also provided the research objectives and the study significance.

Chapter 2: Legislation and Technical Aspects of the IDP

The study analyses the legislative and regulation instruments for IDP, with a discussion of the Acts of Parliament, by-laws, provincial laws, and other legal instruments . The chapter also detailed the themes that emerged from the IDP legislative policies. It will further also

examine the rationale for the IDP and the phases of the development of an IDP. Lastly, Chapter 2 will outline the roles and role players in the IDP process, as well as mechanisms for participation and alignment in this planning process.

Chapter 3: Literature Review and Theoretical Models for IDP

The study has the theoretical models and foundations informing the IDP as a policy, the literature dimensions and predicted outcomes. The researcher discusses public participation theory, SD theory and public administration theories with regard to the IDP. Furthermore, the chapter is an analysis of the reliability of the strategic plan, assurances, and empathy factors of the technical IDP aspect.

Chapter 4: Research Methodology

Chapter 4 explains the research methodology employed in the study. It also sets out the research philosophy adopted in the research, as well as the research approach and design. A detailed discussion is offered on the choice of the research design and methods for sampling, data collection and analysis.

The chapter also shows a mixed-method approach was used. The reliability and validity of both the questionnaire and the interview questions are discussed in this chapter, which also details how avoidance of bias was achieved. The researcher explains the data analysis methods, as well as the ethical considerations in undertaking and completing this research.

Chapter 5: Data Presentation and Discussion of the Quantitative Findings

The presentation of the quantitative findings from the study is done in this chapter., with data presented in the form of tables and graphs. The study also provides and discusses the results, where interpretations are made, and the relationship of investigated variables discussed.

Chapter 6: Data Presentation and Discussion of the Qualitative Findings

The qualitative findings from the interviews are presented in this chapter. The chapter also triangulates the findings from the interviews and the questionnaire.

Chapter 7: Conclusion

Chapter 7 concludes the study by providing a summary of the study, conclusions and a framework of the study, and areas for future research.

1.10 Chapter Summary

This chapter introduced the study by emphasising the importance of strategic planning in local government and municipalities, focusing on the third sphere of government, which is local government. The study focuses on investigating the IDP as a service delivery instrument in SA, in the Ehlanzeni District Municipality of the Mpumalanga Province. Service delivery is a problem in many municipalities, and this has resulted in service delivery protests. The literature available points to a lack of knowledge on the part of municipal officials regarding the IDP that contributes to this. Some point to the grant dependency syndrome in municipalities, which are thus failing to generate the finances they set for IDP projects. This research envisages contributing to the literature of public management in SA and an empirically proven framework for an effective IDP. To understand all this, it is important to understand what the law says about the IDP, therefore, the next chapter will focus on the legislation and policies that inform the IDP formulation process.

CHAPTER TWO

Legislation and Technical Aspects of the Integrated Development Plan

2.1 Introduction

The previous chapter provided the background, problem statement, research aims and questions to be answered. To address the issues raised in the first chapter, the legislative policies need to be examined. The focus of this chapter is thus an examination of the legislative and regulatory framework informing the IDP in SA. Several legal instruments and regulations are discussed in the subsequent analysis. The study first discusses the definitions of public policy. The discussion then moves to the Constitutional basis for the IDP.

The study also analyses the legislative documents informing the IDP namely, the White Paper on Local Government of 1998 (SA, Department of Constitutional Development, 1998), the Development Facilitation (DFA) Act 67 of 1995 (SA, Department of Land Affairs and Housing 1995), the Local Government Municipal Demarcation Act, 27 of 1998 (SA, DPLG 1998) and the Local Government Municipal Systems Act 32 of 2000 (SA, DPLG 2000), as well as the Local Government Municipal Structures Act, 117 of 1998 (SA, DPSA 1998). Furthermore, the chapter explores the emergent themes from the IDP legislative documents, the rationale of the IDP and the phases in the development of an IDP. Finally, the roles and role players in the IDP process are identified, along with mechanisms for participation and alignments of IDP goals and targets.

2.2 Policy Defined

The IDP is a public management policy for service delivery in SA. It is imperative to gain an understanding of policy to have an in-depth understanding of the IDP. “Any government institution needs to set a clear policy for the institution to achieve a set of specific goals and objectives” (Yalmanov 2020: 558). Public policy, according to Yalmanov (2020: 558), is a term used to refer to a series of actions carried out by the state and its institutions to solve societal problems. What the author alerts us is that policymaking itself is not a mere function of the government but rather it involves complex processes of interaction with various stakeholders thus earning the policy its legitimacy. This simply means its acceptance and enforceability. Moreover, Oni (2016) postulates that to understand public policy, we need to look at the politics and authority that is derived from this. Oni (2016) is of the view public

policy is the outcome of legitimate political processes aimed at meeting the problems of scarcity, allocation of resources and meeting the desires and interests of society. Oni (2016), citing Sambo (1999), argues the course of action set out in public policy may be favourable or unfavourable to some, which is how public policies come to be.

To resolve these tensions, politics is used to legitimise the policy for it to be implementable and accepted. Oni (2016) and Yalmanov (2020) confirm public policy is a product of interaction, commitment, and deliberations on the plan of action to take.

Moreover, Hill and Varone (2017: 27) view policy in more general terms, where they argue strategic levels of planning and action may share a primary interest in the policy area but pursue different specific goals. Corroborating this, Coetzee (2017: 46) describes a policy “as a plan of action that resolves conflicting claims or provides incentives for cooperation”. Public policy is, thus, a plan of action used to guide an organisation or the government in meeting its set targets and how to do so effectively.

“Public policy is an authoritative statement on what the government of the day chooses to do or not to do and this also includes the authoritative allocation of values for the whole society” (Oni 2016). According to Maake (2016: 54), public policy should be dynamic, including influencing the environment; technological developments, being privy to population increases and appreciating the effects of urbanisation. This also includes unforeseen issues such as natural disasters, inclusive of awareness of the effects of globalisation. What is gathered here, is that public policy is influenced by several socio-political issues, technology should thus be able to adapt to these changing environments to be implementable.

Consequently, it may be concluded “policies are the mechanism that government employs to deliver on the requirements and needs of society. It also becomes clear that policy and policy formulation must be revisited and reconsidered to be effective” (Kuye 2018: 73). Moreover, the processes for IDP formulation as a policy are stipulated and specific to the policy, backed by legal and legislative frameworks. It is then argued legislation in public policy plays a role in the management of such formulated policies, providing the “dos and don’ts” of the policy, in other words, policy legislative guidelines.

2.3 The Constitutional and Legislative Basis for the IDP

Legislation plays a key role in the management of public policy (Oni 2016). The Constitution of SA is revered globally for its approach to functional principles for human equality and

democracy. A background of apartheid influenced the authors of the Constitution to do away with the past historical injustices. The 1996 Constitution promotes equal opportunities and access to resources for all “citizens in the country irrespective of geography, colour, creed, and religion”.

I mention geography, because the previous government of SA had created “Bantustans”, where blacks were supposed to live; these places were, however, deprived of access to resources and the level of service delivery enjoyed by whites (Ogra *et al.* 2016). All citizens of the country have a right to basic services that municipalities provide, and municipalities should take the lead on this. According to Sections 152(c) and 153(a) of the Constitution, municipalities must “promote and manage their administration, budgeting and planning processes to give priority to the basic needs of the communities”.

The Act further requires the promotion of social and economic development of the communities. The realisation of the so-called socio-economic rights is perceived to have the potential to facilitate the pursuit of social justice (Mathebula 2018). This is because members of society have to have secure basic standards of living. Municipalities became the new agency for development in a de-centralised bottom-up approach to social development (Ogra *et al.* 2016; Malefane and Mashakoe 2019). Key social development issues dominant in most countries include employment creation, water and sanitation, infrastructure development, and local economic development (LED), among others (Mathebula 2018). It is, therefore, important to ensure basic service provision to various communities is met, where these services include water, electricity, road infrastructure and education.

2.4 The White Paper on Local Government of 1998

The White Paper on Local Government of 1998 (hereafter the White Paper) emphasises the social developmental approach and economic growth for all municipalities, through the maximisation of social development and economic growth (Maake 2016: 124). The White Paper also provides the basis for all municipalities to influence LED, setting development objectives, collecting rates and taxes, “determine the price of the services provided and the quality of services, and set the agenda for local politics” (Maake 2016: 62). Makalela (2017) points out the White paper shows local government, citizens, and groups in communities must work together to find sustainable ways to deal with socio-economic needs of community members. This simply means a local government that seeks to achieve and

address developmental issues while working with citizens (South Africa, Department of Constitutional Development 1998: 17).

The white paper also proposes a set of systems to which municipalities need to adhere to support developmental initiatives (Makalela 2017). According to Makalela (2017), there is a need to ensure development and service delivery are achieved. Similarly, Maake's (2016) analysis of the White Paper posits that it calls for integration and coordination to achieve improved sustainable communities. Additionally, "Integrating and co-ordinating is the second key characteristic of local government" (SA, Department of Constitutional Development 1998: 47). Three critical aspects were identified by the White Paper for this characteristic. According to the White Paper (SA, Department of Constitutional Development 1998: 47-48), there is "the need for ensuring that all efforts work together towards the achievement of common goals, IDPs and the necessity for coordination and integration". The analysis by different authors infers municipalities must ensure community members actively participate in all the municipality strategic planning and implementation, as they are the ones that receive the services (Makalela 2017, 2019; Maake 2016; Mathebula 2018, Sebake and Mukonza 2020).

Additionally, the White Paper (SA, Department of Constitutional Development 1998: 48) also emphasises democracy, empowerment, and redistribution of wealth. In this regard, the White Paper mandates all municipalities with the critical role of promoting local democracy and economic justice. Moreover, equity and inclusive participation in the White Paper, becomes central to human economic and socio-development. Matsiliza (2017: 5) rightly notes "municipal councils must promote the involvement of all stakeholders when determining municipal programmes". Speaking on the same issue, Malefane and Mashakoe (2019) argue harnessing creative energy including the previously disadvantaged and excluded minorities, is key for local government.

The White Paper on Local Government (SA, Department of Constitutional Development 1998: 51) also obligates municipalities to lead and learn. Section B 1.4 of the 1998 White Paper states municipalities should build their political leadership to realise IDP goals, ensure empowerment of councillors and relevant stakeholders, invest in youth development, and many other arrays of prescriptions for socio-economic development at local level. Therefore, capacity building at community level should be developed for them to critically evaluate

local government plans and also integrate these into the planning system. The findings by Matsiliza (2017) indicate this, pointing out continuous learning should be encouraged to achieve the set goals municipalities always ought to attain.

2.5 Development Facilitation Act, 67 of 1995 (DFA)

Land has been a central point for conflict in Africa,, among states, against the colonial occupation, white minority government and the majority government of today. The contest has arisen, because land is viewed as the basic means of production, in which claiming ownership of it is equated to having wealth (Ngcukaibobi 2018; Kepe and Hall 2018). This background provided the basis for the Development Facilitation Act (DFA), 67 of 1995 (SA, Department of Land Affairs and Housing 1995). The main task of the DFA is to introduce essential measures to facilitate and speed up the implementation of the Rural Development Programme without being delayed by land disputes. As required by the 1996 Constitution of SA, the DFA places strong emphasis on the use of land for the sake of development and socio-economic benefit for all citizens.

Section 3 (1) (c) (i) of the DFA, also delves into the essence of a development process through integrated planning. The DFA encompasses a clear approach to IDP., shown in its support of the need for integrated development planning, as required by local governments. Policies, administrative practices, and laws should encourage the integration of the social, economic, institutional, and physical aspects of land development, according to the DFA (SA, Department of Land Affairs and Housing 1995).

According to the DFA, Section 3 (h) (ii) and (iv), the “policy, administrative practices and laws should promote sustainable land development to the required scale, in that they should promote the establishment of viable communities and meet the basic needs of all citizens in an affordable way”. Thus, an integrated approach is required to provide essential projects for socio-economic development, which is the basic interpretation of this paper and is also raised by Maake (2016). As such, the DFA provides for smooth access to the provision of and benefits from the available resources including land to fulfil sustainability objectives (Dlamini and Reddy 2018). As stated by Maake (2016: 64), the viability in “local government means that recipients of services must have access to basic services which they can afford”, a regard for ethical environmental practices to obtain better livelihoods and or improvement.

To ensure integrated development planning occurs, according to the DFA, the setting of land development objectives is imperative. Section 28 (1) (a) stipulates “land development objectives shall relate to the objectives of the relevant authority in relation to access to and the standard of services for land development, including public transport and water, health, and education facilities”. In addition, Section 28 (1) (b) (i) stipulates “land development objectives shall relate to the objectives regarding urban and rural growth and form in the relevant area, including objectives in relation to the integration of areas settled in low-income communities into the relevant area”. As such, local government “is required to set the land development objectives well, to ensure social and economic development of the communities” (Makalela 2017; Malefane and Mashakoe 2019: 78). Through the Land Use Management Scheme and the Spatial Development Framework of Municipalities, land development is included in the IDP and developed to direct and guide the growth and development of the municipality, in line with the DFA.

2.6 Local Government: Municipal Demarcation Act, 27 of 1998

The Local Government Municipal Demarcation Act, 27 of 1998, was promulgated by the government of SA to provide for criteria and procedures for the determination of municipal boundaries by an independent authority. In addition, the law provides ensuring the spirit of the 1996 Constitution is realised in terms of a developmental local government, as set out in the objectives of local government. “The Local Government: Municipal Demarcation Act, 27 of 1998 also speaks to the IDP through setting out legislative provisions supporting the need for the development of integrated development plans by municipalities” (Maake 2016: 66).

The provisions of Section 25 (a) of this Act state that Section 24 provisions to be met include the need for the Board to determine the boundaries for municipalities to consider the interdependence of people, communities, and economics. An interpretation of this Act shows boundaries must account for relevance, and sustainable benefits to local communities, considering their benefit and interests. Additionally, Section 25 (b) of this Act further states the Demarcation Board needs to consider the needs of all areas, including the cohesive, integrated and unfragmented areas (Local Government: Municipal Demarcation Act, 1998).

2.7 Local Government: Municipal Structures Act, 117 of 1998

The Local Government: Municipal Structures Act, 117 of 1998 ensured the structures of municipal councils are enacted as soon as political positions are filled through elections.

These structures are given mandates through allocated “relevant powers and functions to perform within the area of jurisdiction” (Dlamini and Reddy 2018: 456). The Municipal Structures Act also speaks to the objectives of the IDP. Section 83 (3) (a) – (b) and (d) of the Local Government: Municipal Structures Act, point out “a district municipality must seek to achieve the integrated, sustainable and equitable social and economic development of the area as a whole” (Maake 2016: 69). As discussed on the intentions for the IDP, the Municipal Structures Act (SA, DPSA 1998) also provides for the integrated development planning in local public administration, to fulfil the constitutes of the Republic of South Africa (RSA) Constitution, of providing dignified and sustainable livelihoods. This is achieved through the provision of necessary powers to relevant individuals.

2.8 Local Government: Municipal Systems Act, 32 of 2000

The Local Government: Municipal Systems Act 32 of 2000 provides for the smooth realisation of the 1996 Constitution of the RSA for the realisation of development objectives, by providing the necessary systems for such development (Malefane and Mashakoe 2019: 57). The Municipal Systems Act “provides for the necessary systems required to ensure that the structures of the council can meet the developmental objectives as outlined in the 1996 Constitution of the Republic of South Africa”. As such, to achieve such constitutional obligations, the municipal council must put in place an IDP as a system for integration, as outlined in Section 23 of the Municipal Systems Act (Musitha 2016: 254). As observed, the main issues thus far continue surfacing in all the discussed statutes.

First is the obligation to fulfil the permits of the national constitution, in terms of providing service delivery to citizens, second is the developmental approach in local governance and finally, providing the basis for the smooth realisation of such obligations. It is summative that all the statutes discussed above are interrelated and focused on an integrated approach to development. As such, in terms of Section 25 (1) of the Municipal Systems Act, “each municipal council must, within a prescribed period after the start of the elected term, adopt a single, inclusive and strategic plan for the development of the municipality”. Section 25 focuses on the alignment of resources, together with the capacity of the municipality. Implementation of the programmes needs to be in line with the budget of such projects.

2.9 Emergent themes from the IDP legislation

This section is summative of the key issues identified in the legislative policies above. This is essential to understand the IDP policy in its simplest form. The key themes include community participation and strategic focus.

2.9.1 Participation

In the laws and regulations discussed above community participation is identified as one key element for the IDP processes. The mechanisms for community participation include CBPs and ward committees to be discussed below. “All development-related legislation passed since 1994 by national and provincial governments has required participative processes in the plan formulation. As pointed out in the White Paper on Local Government, participation is about the deepening of democracy” (Makalela 2017: 10). In the same vein, Malefane and Mashakoe (2019) postulate participation also concerns giving stakeholders a voice to state their needs, how these can be met, share ideas on the strategies to adopt, as well as implementing and evaluating these outcomes.

The findings of Asha and Makalela (2020), in their study on challenges affecting the implementation of IDP, identified participation as a key aspect for development that is effective and sustainable. In the same spirit, the concept of community participation is closely linked to the concept of empowerment (Molale 2019; Adonis 2018). Molale (2019) also adds participation has significantly changed from a “top-down” to a “bottom-up” approach. This simply means issues of engagement now begin at grassroots levels or rather, community levels. Malefane and Mashakoe (2019) support this idea and add it makes citizens active shapers of their destiny, as an alternative to being onlookers to developmental programmes in their area. This means it is no longer concerned with a local authority (or another body of government) engaging ‘its subjects’ through processes of participation devised by the local authority, instead, it deals with collaborative relationships in policy formulation and delivery.

2.9.2 Strategic focus

Across the board, in terms of legislative policy, the White Paper on Local Government, for example, there is an explicit reference to the need for municipal planning to be strategic. According to Petzer, Oranje and Huyssteen (2018: 56), planning should be “long-term, and that planning should be focussed on interventions that will have maximum impact on local development”. The strategy must also consider the scarcity of necessary resources for

economic and social development, such that priorities are set and resolved in the short-, medium-, or long-term. During the strategy phase, municipalities must be able to formulate their vision, mission, and values (Maake 2016). According to IDP principles, “a municipality must follow the strategy not the other way around. The importance of the strategy includes the formulation of a gap analysis report, which will assist in identifying the gaps, thereby developing appropriate alternative strategies for achieving the desired results” (Malefane and Mashakoe 2019: 270).

2.9.3 Integration

The most important theme in the legislative framework is integration, which favours the approach where public administration considers the linkages between sectors at various stages in all stages, as required by law (Asha and Makalela 2020: 41). The processes of planning include visioning, strategic development, project development, and monitoring of implementation. As such, the IDP has taken a holistic form in SA. The most vital areas of integration, as envisaged by Dlamini and Reddy (2018: 304), “include integrated environmental planning, the links between land-use and transport planning”. Moreover, these authors add the integration of planning with participatory budgeting must be done. Lastly, there is the need to have integrated regional or rural development planning approaches that take note of infrastructure development.

According to the above legislation, integration must be observed between “different actors and sectors working together under a commonly designed agenda and re-aligning individual supply-chains to produce a commonly defined objective or product. So, for example, one of the goals of South African-style Integrated Development Planning is the promotion of integrated urban and rural development” (Gueli, Liebenberg, Huyysteen 2019: 70). According to Musitha (2016: 103), the other issues closely related to integration is the “system of co-operative government and the need to link the actions of the many government agencies in the implementation of the RDP”. Nonetheless, the requirements of IDP in SA must ensure line functions are linked to other issues such as environment and climate, equality, and economic development. There is also the need to find ways to co-ordinate the delivery of infrastructure and services in specific localities taking cognisance of the budgets and roles of actors (Asha and Makalela 2020).

It can also, however, be noted integrated development planning has its limits and challenges. Asha and Makalela (2020: 2), state there are many administrative and management challenges currently faced by municipalities at all levels of government. The study by Asha and Makalela (2020: 5) “unravelling key challenges, including shortage of resources, incomplete projects, inadequate community participation, political meddling, and limited capacity”. This is in line with Sebake and Mukonza (2020), who argue municipalities are failing, as they are not fully implementing their plans and service provision to those who greatly require them.

2.9.4 Focus on those in greatest need.

The primary goal of the RDP and other government policies is to address the severe social and economic imbalances that characterise South African society (RDP 1996; Dlamini and Reddy 2018). The National Constitution requires that “a municipality must structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community” (SA 1996). “The strategies that are generated through the process of Integrated Development Planning must therefore be tested in terms of the extent to which they assist in empowering and improving the living conditions of the disadvantaged” (Sebake and Mukonza 2020). “This drive towards greater equality, however, must be done in such a way that it does not alienate other segments of the community from the process or becomes detrimental to the building of partnerships for development” (Asha and Makalela 2020: 62). It is confirmed the purpose of having an IDP is also to encourage redress for the previously socially excluded, to ensure services reach everyone.

2.9.5 Outcomes and delivery-orientation

The IDP should be outcome-oriented and should thus be aimed at achieving what it says it will achieve. “The White Paper on Local Government clearly states that Integrated Development Planning is not an end, but that it is a tool to assist local government to achieve the developmental outcomes specified in the Constitution” (IDP Guideline Pack 2000; Dlamini and Reddy 2018). This significantly borrows from the NPM theory, which emphasises the results-oriented focus (Lahjouji 2019). For the IDP to be successful, an accountable municipality and government should be engaged, and democratic principles promoted. This will ensure communities receive the services they require in the right quantity and time.

The Constitution also indicates these objectives should be pursued within the financial and administrative capacity of a municipality and so ‘financial sustainability’ is a greater part of preparing and evaluating an IDP. This is the reason why monitoring and evaluation systems are required by the municipalities and other local authorities.

2.9.6 Ward Committees

Another theme that is seen in the legislative policies is ward committees. These are structures that are established to work with the democratically elected ward councillors to carry out the local government mandate (Maake 2016). The committee consists of community members tasked with representing the different interests of the ward (Musitha 2016).

Moreover, Musitha (2016) postulates these ward committees are a mechanism or instrument for ensuring good governance. Several citizens rely on these mechanisms of participation and as a result, many municipalities make use of these structures and mechanisms to enhance public participation in their policy processes.

2.10 Technical Aspects of the IDP

The technical aspect comprises the objectives, processes and expected outcomes of the IDP. In other words, these include the tangibles of the IDP, its responsiveness by the Ehlanzeni District Municipality, IDP framework reliability, and the chapter discussion and summary. Since the IDP is an instrument to be adopted and adapted by all municipalities by law, the IDP processes and procedures are uniform. This section specifically examines the actual IDP processes; therefore, the guiding policy documents are the Draft IDP, IDP Framework and Process Plan, and Spatial Development Framework. The IDP goes through a myriad of phases (seven phases) for it to finally be approved for implementation.

2.10.1 The Rationale for an IDP

The IDP is the centrepiece for mutual accountability on the approved priorities and allocation of resources to contribute to the long-term development of the municipality, as the above discussion shows. In other words, it is a road map that guides the government in ensuring effectiveness and efficiency, as well as citizen participation, at local government level (Majam and Uwizeyimana 2018). This is further alluded to by the Constitution of the Republic of SA (Act 108 of 1996) by promoting the idea of developmental local government.(SA 1996).

According to Mathebula (2018), the purpose of integrated development planning is to ensure faster and more appropriate delivery of services and provide a framework for economic and social development in a municipality.

“A range of links exist between integrated development planning and its developmental outcomes, which have great relevance, in particular in a context of financial crisis of municipalities, urgency of service delivery, and employment generation. Integrated development planning can contribute towards eradicating the development legacy of the past, making the notion of developmental local government work and fostering cooperative governance” (Khaile, Roman and Davids 2021).

Furthermore, the IDP is the principal strategic planning instrument that guides and informs all planning, budgeting, management, and decision-making in a municipality (Malefane and Mashakoe 2019). It is thus a tool for bridging the gap between the current reality and the vision of satisfying the entire community’s needs in an equitable and sustainable way.

Adonis (2018: 17) adds that “integrated development planning will enable municipalities to develop strategic policy capacity to mobilise resources and to target their activities. In practice, the IDP is a comprehensive strategic business plan for the Municipality over the short and medium term”. According to the Municipal Systems Act, every Council must prepare its IDP as guide for the five years they are in office. Mathebula (2018) argues the terms of office of the elected municipal councillor agree with the IDP. Additionally, municipalities should not only focus on the present but also make plans for future increases and declines in population and others, in order that they may deliver services efficiently and sustainably to the communities they serve.

2.10.2 IDP Phases

The Municipal Systems Act provides the processes that have to be followed on the IDP. It outlines the phases to follow, from the formulation to the monitoring and review phases. These are discussed below, under analysis, strategies, projects, and integration, as well as approval and the final, IDP review phase; these are areas where they should participate in IDP planning (SA, DPLG 2000). According to Dlamini and Reddy (2018: 507), the law deliberately avoided “detailing the planning process that should be followed in the preparation, adoption, and review of IDPs”. In doing so, the municipalities are allowed to

adapt to “considerable variation in the process, and should promote experimentation, innovation, and the flexible evolution of the planning system in South Africa” (Musitha 2016: 71). However, there are certain guidelines, as provided by the Municipal Services Board (MSB), which are crucial and need to be followed, as they underpin the process. The processes for IDP follow the sequence discussed below, according to the Framework for IDP (2012: 18).

2.10.2.1 Phase 1: Analysis

The analysis phase deals with the current situations that will be observed in the communities. In this phase, the problems that affect communities in the municipal area are noted down through community engagement (Mathebula 2018). The problems typically identified include poor water and sanitation, high criminal activities, poor basic service delivery and high levels of unemployment in the communities. Once the problems are noted, they are ranked according to the urgency required for resolution also in addition to considering the resource availability of the municipality.

Stakeholders, such as traditional authorities, should be involved in this stage of identifying problems, because they have first-hand experience of the developmental problems in their communities. Municipalities are not supposed to make assumptions on this problem, as real problems would not be identified. For this reason, Makalela (2019) is of the view it is not only a matter of identifying the problems in this phase but also to gain an understanding of their causes.

2.10.2.2 Phase 2: Strategies

The analysis phase allows municipalities to understand the problems that affect the people and the causes of those problems. From here, municipalities must develop a priority list and a solution to address the challenges identified (Makalela 2019). Municipalities are required to formulate a vision, development objectives, development strategies and project identification, in order to resolve the identified problems. In this phase, stakeholders such as traditional leaders must have an in-depth understanding of the problem and provide solutions as imparted to them by the different stakeholders . By way of illustration, any public debates must include stakeholders such as ward committee members and traditional leaders, because of their proximity to the communities that require the services. They are in a position to

elaborate and share different perspectives with the municipal officials from the experiences and observations these stakeholders make.

2.10.2.3 Phase 3: Projects

The project phase is the one in which projects to be implemented are identified. The design of these projects to be implemented is also done in cognisance of cost issues, the benefits of the project, and the time it is to be completed in or expected duration (Maake 2016). For example, the most important project identified in the South African municipal IDP is infrastructure development. However, Maake (2016) alerts to the implementation of some of these projects being a problem in many municipalities in SA, which is also supported by Majam and Uwizeyimana (2018), in that projects remain on paper.

“The proposals for basic infrastructure are also made in this phase, particularly following the listing of the infrastructural projects. If traditional authorities are involved for example, the designed projects would be able to target people who need it most, particularly in rural communities. Traditional authorities and community members would be able to highlight those areas where such projects should be located, and even nominate beneficiaries where necessary. This phase is concluded by developing a monitoring plan” (Musitha 2016: 105).

The various stakeholders such as community forums or representatives would also need to check whether the projects are being implemented according to the plan.

2.10.2.4 Phase 4: Integration

Musitha (2016) further posits municipalities must ensure the projects are in line with the objectives and strategies of municipalities. This means all plans the municipality has need to be integrated with these strategies. As previously mentioned, stakeholders who represent community members need to also participate in these public meetings hosted by municipalities. The “whole plan in terms of the initiation of the project and its implementation through to monitoring should be planned in this phase. The municipality can design a programme for a period of five years, as required by law. To implement projects successfully, key performance indicators would need to be developed” (Musitha 2016: 106).

2.10.2.5 Phase 5: Approval

SALGA (2006: 74) advances that,

“[...] after the completion of the IDP, it must be submitted to the municipal council so that it can be considered and approved. It must be presented to the public for their comments, and thereafter it should be submitted to the council for approval. It is incumbent on the council to check whether the document has identified the problems analysed, and how they are to be resolved”.

The most important area the council must apply its mind to, is compliance with existing legislation.

2.10.2.6 Phase 6: The IDP Review Process

To ensure certain minimum quality standards of the IDP review process, and proper coordination between and within spheres of government, municipalities need to prepare IDP review process plans (IDP Guidelines Pack 2000). The preparation of a Process Plan, which is in essence the IDP Review Process set in writing, requires adoption by the Council. This plan must include a programme specifying the time frames for the appropriate mechanisms, processes and procedures for consultation and participation of local communities and role players in the IDP review process. According to the IDP Guideline Pack (2000), it is also important to determine the cost estimates for the review process.

2.10.2.6.1 Monitoring and Evaluation

One of the key management of IDP is the monitoring, evaluation, learning and review of the IDP projects, processes, and intentions (Ndevu and Muller 2017). According to the policy paper on IDP, a systems performance management should be put in place.

“Performance management is critical to ensure that plans are being implemented, that they are having the desired development impact, and that resources are being used efficiently. Municipalities currently set their measures of performance or key performance indicators. Key performance indicators vary greatly from municipality to municipality and cover both efficiency measures and human development indices” (Ndlovu 2006, cited in Matsiliza 2017: 16).

According to the White Paper on Local Government of 1998 (section 3.2), KPIs can serve two key purposes. One is that the development indices (such as the Household Development Index) can help municipalities better know their areas and thus plan more effectively. Development indices also assist municipalities in assessing the impact and effectiveness of

the development strategies they adopt and adjust their plans as required (SA, Department of Constitutional Development 1998).

2.10.2.6.2 Value-for-money in service provision

The indicators that measure value-for-money in service provision can provide valuable guidance for municipal organisational transformation. Efficiency and quality indicators enable municipalities to set targets for continued improvement in their operations, to prioritise areas where organisational change is required, and to assess the success of their transformation programmes (Matsiliza, 2017). Involving communities in developing some municipal KPIs increases the accountability of the municipality (Sebake and Mukonza, 2020).

Some communities may prioritise the amount of time it takes a municipality to answer a query, others will prioritise the cleanliness of an area or the provision of water to a certain number of households. Whatever the priorities, by involving communities in setting KPIs and reporting back to communities on performance, accountability is increased, and public trust in the local government system is enhanced.

2.10.2.6.3 Performance Management Systems (PMS)

Performance monitoring indicators within the municipalities must be designed in a way that reflects issues to do with efficiency and effectiveness, thus adding value to municipal services. For example, some countries that have failed to design these systems have failed to deliver services to the communities (Matsiliza, 2017). When crafting these PMS, what the municipality puts as inputs must be compared with the outputs they deliver. For example, a municipality must cut tall grass on the sidewalks and in neighbourhoods. This is done to maintain the safety and appearance of the areas under their jurisdictions and also facilitates picking up litter. When the municipality neglects these duties, security is low, visibility is hindered on curves and refuse can be easily discarded in such areas, thus, creating dumping sites.

At national government level, these systems also need to be introduced to offer an idea of the state of the municipalities at any time. Should the current state of the municipalities be known it would aid in discussing the measures to implement and strategies to forgo (Matsiliza 2017). “It would provide 'early warning' where municipalities are experiencing difficulties and enable other spheres of government to provide appropriate support before a crisis develops”

(Sebake and Mukonza 2020: 10). When this is done, municipalities can evaluate their performance against that of municipalities in other areas, thus, organisations learning from each other.

2.10.2.6.4 Coordination and Collaboration

The national government must work closely with the local government as well as other stakeholders in the development of the PMS (for example, councillors, Central Statistical Service and the AG's Office). to develop a set of indicators which can be piloted by different municipalities and ultimately lead to the establishment of a national system (Sebake and Mukonza, 2020).

2.11 Roles and role payers

According to the White Paper of 1998, the authority responsible for the management of the IDP process lies with the executive committee or executive mayor of that municipality. It also goes on to state when such is not the case within the municipality, this must be done by a committee of councillors appointed by the municipal council for the task. Those given this task must ensure they manage the drafting process, assign responsibilities to the municipal manager (MM) and ensure the draft IDP is submitted for adoption by the council. This legal stipulation also prevents situations where management of the IDP process is outsourced to a consultancy or to some other body, or where it is given to a junior official or a line function department (SA, Department of Constitutional Development 1998). The main roles and responsibilities allocated to each of the role players are as set out below.

2.11.1 Municipal Council

The role of municipal councils is to make the final decision on the IDP. They are thus tasked with adopting and approving the IDP. The IDP Guidelines (2000) clearly state there is the ultimate political decision-making body of a municipality. It is the one that considers, adopts, and approves the IDP in any given municipality in SA (South African Government 2000; Mathebula 2018, Dlamini and Reddy 2018).

2.11.2 Mayor's Executive Committee

This committee is responsible for the overall management, coordination, as well as the monitoring and evaluation of the IDP processes. Another role of the Mayor's Executive Committee, as stated in the IDP Guideline Pack (2000), is that of nominating the people and

assigning responsibilities in the IDP processes. This executive committee delegates the roles of managing and coordinating the IDP process to the MM.

2.11.3 Ward Councillors

Ward Councillors hold an important role in the IDP process, as they are the link between the community residents and the municipality. The IDP Guidelines Pack (2000) stipulates ward councillors play a role in linking their constituencies or wards to the IDP process. What this means, is they are at the forefront of organising and ensuring public participation. Additionally, they are there to ensure the needs of their constituencies are captured or reflected in the IDP.

2.11.4 Municipal Manager (MM)

The MM is accountable for all the IDP administrative processes. According to the IDP Guidelines Pack (2000), the MM has a role in coordinating the planning process, ensuring participation in the process, and monitoring the progress, thus providing day-to-day management of the IDP process.

2.11.5 The IDP Manager

The IDP managers assist the MM in the IDP drafting process; they have the line management function in this process for the municipality, responding to comments that may be raised regarding the IDP processes on behalf of the municipality. Their tasks are assigned by or delegated by the MM, but the MM remains accountable for the tasks.

2.11.6 Portfolio Committee (Economic Development and Planning)

This committee has political oversight of the IDP process and provides recommendations to the Executive Committee on what needs to be achieved in the municipalities (IDP Guideline Pack 2000).

2.11.7 Planning/ Specialist Professionals/ Consultants

The role of specialists or consultants is to help internal professionals in planning when they cannot do so (IDP Guideline Pack 2000). The IDP guidelines state consultants can also be engaged to assist in planning workshops, documenting outcomes, and carrying out special studies in the municipalities. Mathebula (2018), in a study on the implementation of the IDP, found soliciting input from external professionals improves the quality of the IDP and its implementation. From this, we can conclude they do have an important role in the IDP processes.

2.11.8 Government Departments

These departments provide data and information, such as sector plans and budgets, currently at their disposal. They also assist in providing methodological guidance in their sector to ensure the IDP aligns with departmental regulations and plans.

2.11.9 Representative Forums (RFs): consisting of Civil Society, Ward Committees, Traditional Structures and Public and Private Sector entities.

The main task of these organisations is to represent their stakeholders in the meetings that take place in the drafting or processes of the IDPs. RFs also assist in contributing to the knowledge and ideas, thus providing a situational picture of their communities (IDP Guideline Pack 2000; Matsiliza 2017).

2.12 Mechanisms for Participation

Section 151(1) (e) of the South African Constitution and 16(1) of the Municipal Systems Act oblige municipalities to encourage the involvement of communities and community organisations in local government. This dictate enables the government to develop a culture of municipal governance that complements formal representative government with a system of participatory governance and the IDP to reflect a representative local government.

According to Sebei (2018: 25), as would be the case of any democratic country, community involvement in the development planning and IDP processes is necessary. The main reason for public participation is to ensure ownership of projects. In SA, the government justifies public participation in local government in development, state-building, and democracy. Illustrating this, Section 151(1) (e) of the South African Constitution, Section 16(1) of the Municipal Systems Act 32 of 2000 and Municipal Systems Act obliges the municipalities to encourage the involvement of communities and community organisations in local government issues.

2.12.1 The IDP Representative Forums (RFs)

The RF of the IDP will represent all stakeholders and will be as inclusive as possible. Efforts will be made to bring additional organisations into the RF and ensure their continued participation throughout the process is encouraged. In addition to this, the first RF meeting will involve a presentation of the process plan, as well as a gap analysis identifying areas to be addressed in the IDP Process. The essence of the RF workshops will be held to provide feedback on the IDP Review Process, in addition to acquiring input from RF members on

Sector Plans. Organised meetings in the ward committees must be formalised, with the sole intention of contributing to the IDP processes (Sebake and Mukonza 2020).

The IDP Guideline Pack (2000) proposes, for the above to work, conditions must be created for public participation to work. What it is simply advising, is that informing communities must be done, and this is done by inviting the participants to the meetings. Of importance to note, as stipulated in these guidelines, is that appropriate language must be used to ensure stakeholders participate freely. Moreover, the choice of the venue needs to also be considered to ensure attendance. For example, should the venue be far away, stakeholders may be discouraged from attending because of the transport cost that will be incurred.

2.13 Mechanisms for alignment

Since the IDP planning process requires the input of different stakeholders at different levels, there is a need to know and understand where alignment will be needed (IDP Guideline Pack 2000). The White Paper on Local Government of 1998 states the national sphere should provide a framework for the preparation of the Sector plans and funding, where possible. This will contribute to the creation of a normative framework and consistency between municipalities. The national sphere should also coordinate and prioritise programmes and budgets between sectors and the national sphere, in line with the framework and Simplified Guidelines (Makalela 2019).

2.13.1 Sector Plans

Another mechanism for alignment the Provincial government should follow, is in the same vein as what the National Government does. The Provincial Government should, therefore, prepare Sectoral Guidelines and funding for the preparation of these plans (Dlamini and Reddy 2018). The preparation of the Sector plans and programmes and district programmes also need to be coordinated and aligned for the IDP to be effective.

2.13.2 Consultations and Alignment Meetings

District municipalities will, in consultation with local municipalities within its jurisdiction prepare a framework plan to co-ordinate all planning activities during the review process. Through the IDP Manager, the district municipality will also organise district-level alignment meetings between all the municipalities, as well as between municipalities and service providers (IDP Guideline Pack 2000). Furthermore, local municipalities will participate in all district-level alignment events and specific alignment meetings but will also attempt to draw

individual service providers into the local planning processes. The local municipalities will also contribute strategies for addressing district-level issues during the alignment meetings.

2.13.3 District and Local Sharing Platform

SPISYS will support both the district and the local municipality to ensure proper alignment takes place through facilitation and guidance, where required (SA, Department of Rural development and land reform 2012). The system has been developed to provide an integrated sharing platform for information and spatial data required to do spatial planning in the province and could be utilised to assist as a mechanism (IDP Guideline Pack 2000). This means spatial alignment of different Sector Plans to represent the location, uses and rights of all projects must be encouraged. Moreover, there is a need to identify suitable locations and preferred positions for new projects by following a scientific approach towards SD.

2.14 The IDP as a service delivery instrument for community-based planning

Community-based planning is a mandatory step that should be done, as mentioned earlier. It is an approach used to ensure communities participate and discuss service delivery interventions they seek to have delivered by the municipalities (Van der Waldt 2019: 1). According to Norman (2012, cited in Van der Waldt 2019: 2), poor planning in the municipalities is contributing to poor and failure of municipal projects. The other issue also raised is that municipalities are not properly involving communities in the planning processes.

Mashiachidi and Moeti (2016: 400), in their study on community participation and the IDP, show community-based planning is neglected in Aganang Local Municipality. As a result of the poor active participation of communities, it weakens the potential of the IDP to be an effective service delivery tool. The lack of participation in Aganang Local Municipality is also linked to a poorly equipped and empowered community, thus affecting their contribution to the planning processes (Mashiachidi and Moeti 2016: 406). An interesting point raised by these authors, is that community-based planning is not the only panacea to an effective IDP. Issues such as resources, skilled workforces, proper review of the processes and monitoring of activities also play an important role in ensuring the IDP is effective. Recommendations to investigate other areas have often been raised by the above authors, which the research sought to understand.

2.15 Alignment of the IDP and Service Delivery and Budget Implementation Plan (SDBIP)

Various scholars argue the need to align municipal plans with budget plans. Valeta and Walton (2008, cited in Asha and Makalela 2020: 4) point out the effectiveness of the IDP largely depends on the municipality's allocation of budgets to the programmes it seeks to achieve and implement. To facilitate this, the municipality needs to use the SDBIP (Asha and Makalela 2020: 4). Phago (2009, cited in Asha and Makalela 2020: 4) argues the SDBIP is drafted annually, and must contain the projected revenues the municipality is likely to generate, as well as both capital and operational expenditure the municipality may incur. Pillay (2005: 1, cited in Majam and Uwizeyimana 2018: 147) indicates it gives effect to the IDP and budget that are aligned and effective. How this is the case is not further elaborated in their literature. These authors postulate the SDBIP is structured into two layers, where the top layer deals with the consolidated service delivery targets for the year and the bottom layer offers a more detailed account of the top layer.

Mbili and Zondi (2017: 1351), in assessing the alignment of the IDP and the SDBIP in municipalities, are of the view problems persist in ensuring this. They point out this has been a perennial problem, should we read the AG reports on municipalities in SA. What is observed, is the lack of this alignment affects the delivery of services. A similar finding is established from the research on the alignment of the IDP and SDBIP by Majam and Uwizeyimana (2018: 163). These authors contend there is a problem in aligning the two in the City of Johannesburg, which is often the result of confusion regarding the key performance targets and the failure to craft specific measurable targets.

Majam and Uwizeyimana (2018: 163) further observe failure to consider the population increase has affected the alignment of the IDP and SDBIP. They recommend this must be looked into, as well as setting measurable targets, which has not been the case in that municipality. There is a dearth on this issue where Ehlanzeni District Municipality is concerned. Mbili and Zondi (2017: 1352) propose there is a need to have steering-committees to ensure this alignment is done, and the monitoring of such mechanisms must be confirmed. An assessment of such and testing whether this is the case is important.

2.16 Chapter Summary

The researcher investigated the legal and regulatory policies informing the IDP. After the introduction, the researcher defined policy, discussed as the action plan of government informed by legislative and legal constitutes. The constitutional and legislative basis for the IDP was then discussed, where the constitution of SA, the White Paper on Local Government, the DFA, and Local Government: Municipal Demarcation Act, as well as the Local Government Municipal Structures Act, Local Government Municipal Systems Act and the Local Government Municipal Finance Management Act were also discussed in detail. The main themes derived from the legislative and regulatory policies were identified as participation, strategic focus, integration, and outcome, along with delivery oriented. The focus was on strategy for development, integration of functions for development, the essentiality of focusing on those in the greatest need and the importance of outcomes and deliverables.

The researcher also outlined the role and the role players in the IDP process, namely municipal councils, mayors, executive committees, and community representatives, as well as consultants. Also detailed were the phases undertaken in the formulation of an IDP in SA. The following chapter now moves from the legislative and technical aspects of the IDP to a theoretical review of the literature on public policy and development.

CHAPTER THREE

Literature Review and Theoretical Models for the Integrated Development Plan

3.1 Chapter Introduction

The previous chapter examined the legislative and technical aspects that inform the IDP processes in SA. The study also set out the roles of the different players involved in the process, along with the phases the IDP goes through. This chapter provides the theoretical framework informing this study on the IDP as a service delivery tool. It also reviews the literature on the IDP, framing it under SD theory, governance theory, stakeholder management theory (SHMT) and NPM theory. This will facilitate the investigation of the IDP as an effective service delivery instrument in SA. It is also done to explore how we can have a framework guiding the effective operationalisation of IDP as a tool for service delivery in SA. This study also further presents the evolution of the theories or defines the four theories mentioned above and then offers the key characteristics in line with municipal integrated development planning. Gaps in the literature are also stated, thus offering the motivation for undertaking this study. The following section defines development and sustainability; key concepts as far as the IDP is concerned.

3.2 Sustainable development (SD)

SD has attracted greater attention than other concepts, unlike any other developmental concept. The history and key arguments of this concept are discussed below.

3.2.1 History and key arguments for SD

According to Klarin (2018) the term ‘sustainable development’ (SD) is, on the one hand, poised to remain dominant in the developmental world for quite some time, considering its use and presence in developmental plans. On the other hand, Mensah and nu-Kwesi (2018, cited in Mensah 2019: 2) believe the term has not been precisely defined and seems to lack exactitude in its definition. The authors are simply trying to express that SD has been defined differently by several scholars. SD “therefore stands the risk of becoming a cliché like appropriate technology- a fashionable and rhetoric phrase- to which everyone pays homage, but nobody seems to define with precision and exactitude” (Mensah 2019: 2).

SD started to gain popularity and was implemented into national policies after the 1992 “World Conference on Environment and Sustainable Development” held in Rio de Janeiro (Korodi *et al.* 2017). Olawumi and Chan (2018, cited in Shi *et al.* 2019: 3) share that SD has been constantly evolving and now it is not only focused on environmental issues but also global strategic issues. Several scholars, the likes of Korodi *et al.* (2017) have extensively explored the evolution and evolving of SD and argue, prior to 1972, SD was in an embryonic period and then moved to the moulding and developing period after 1987 (Shi *et al.* 2019: 4) (Figure 3.1).

For example, when we examine the Western Zhou Dynasty, the idea of SD was discussed, and the emperors of the time realised the forests, mountains, and rivers must be protected. The other civilisations that followed, such as the Egyptian, Greek, and Roman are said to have also discussed sustainability (Shi *et al.* 2019: 4). The reason for such discussion emanated from the environmental degradation taking place, thus preserving the environment had to be ensured. A classical monograph by Carlowitz in 1713 is another example that raises SD, but its attention is focused on sustainable forestry.

3.2.2 SD and local governance

Sustainability is a common concept of development used in many sectors including local governance. SD envisions a desirable society that can provide permanent prosperity within the biophysical constraints of the physical world, in a way that is fair and equitable to all of humanity, to other species and future generations (Klarin,2018; Meadowcroft 2016). It should, in addition, focus on an economy and a society sustained within earth’s life support systems, conceptualising SD as development that meets the need of the present, while safeguarding earth’s life support system, on which the welfare of current and future generations depends.

Moreover, Klarin (2018: 8) asserts development and sustainability could be in juxtaposition, where both could have possible counterproductive effects, while neoclassical economists emphasise there is no contradiction between sustainability and development. According to Klarin (2018: 8), in the 18th-century economic theoreticians such as Adam Smith pointed out issues of development, in the 19th century Karl Marx and classical economists Malthus, Ricardo and Mill also argued certain elements of SD, while later neoclassical economic theory emphasised the importance of pure air and water and renewable resources (fossil fuels,

ores), as well as the need for government intervention in the case of externalities and public goods.

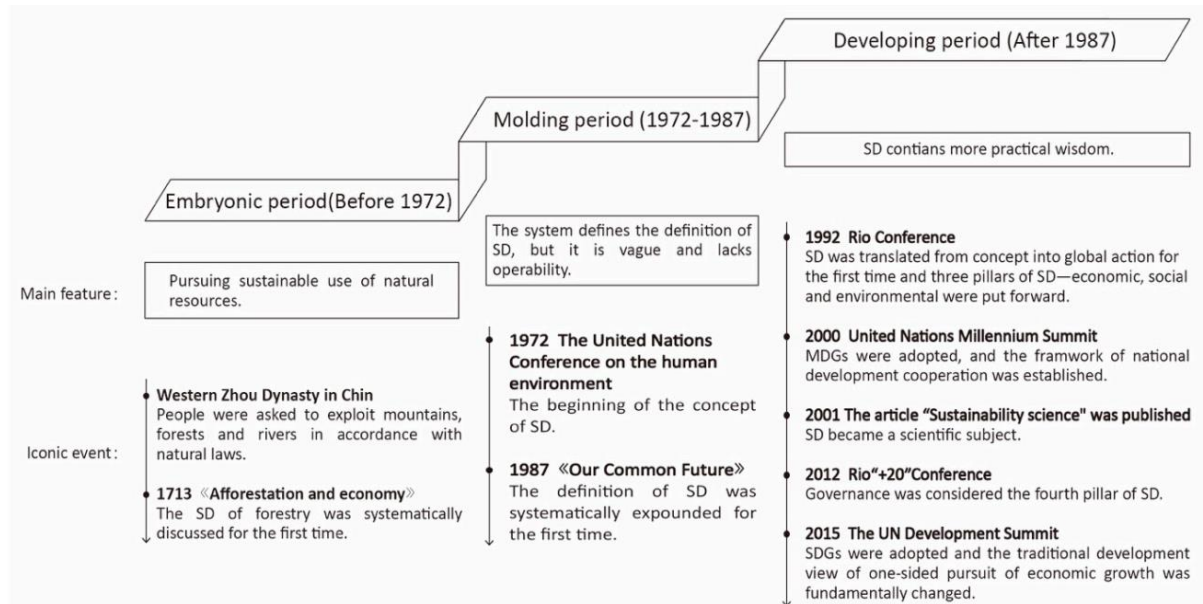


Figure 3.1: Historic periods of development and sustainability

Source: Shi *et al.* (2019)

3.2.3 Periods of SD

The moulding period is when the definition of SD starts to increase. For example, the 1972 United Nations (UN) Conference, which was the first conference to emphasise human and environmental interaction in the picture, thus marking the increase in the SD concept (Sun 2012, cited in Shi *et al.* 2019). The Shy Sundar developing period followed this phase through to the current time we live in. There is consensus by Korodi *et al.* (2017) and Shi *et al.* (2019) that the Rio de Janeiro conference at the UN signifies the spreading of SD on a global scale with the signing of ‘Agenda 21’.

All government policies are recommended to incorporate SD. The concept also expanded to incorporate social, economic, environmental and governance issues in the conferences that followed. However, Purvis, Mao and Robinson (2018: 692) propound that when we explore the literature on SD, the origin of these pillars is not clear and as the literature is presented, there is no single pointer to when these were derived. Moreover, Kidd (1992, cited in Purvis *et al.* 2018: 692) expounds, because SD discourse is drawn from different schools of thought,

it brings about confusion in the clear conceptualisation of the concept and theory, due to competing ideas.

SD in its various terms, includes taking care of the planet (use of green energy sources, proper use of natural resources, clean water, soil, air and climate), being people-oriented (health, sanitation, education, food and energy), being prosperous (strong and inclusive transforming economies), and ensuring justice and equity (strong and peaceful societies that have strong institutions), as well as dignity for all (ending poverty, fighting inequality and unfairness) (Vintro *et al.* 2012: 149; Kolk 2016: 31). According to Hak, Janouskova and Moldan (2016: 565), SD emerges in the context of environmental concerns by its first appearance in the World Charter for Nature (United Nations, 1982), addressed in the document *Our Common Future* (Brundtland, 1987). The World Summit on Social Development in Copenhagen in 1995 (UN 1995, cited in Mensah 2019) stressed the key role SD plays in securing global social development by referring to two pillars, namely economic and social development.

3.2.4 Environmental Protection

A third pillar, which is environmental protection, was added to the original two pillars by the “World Summit on Sustainable Development” in Johannesburg, SA, in 2002 (UN 2002, cited in Mensah 2019). The Millennium Development Goals (MDGs) envisaged SD as a long-term result (Asadullah, Niaz & Savoia, 2018: 72), hence, MDGs can be called Sustainable Development Goals (SDGs) (Kolk 2016: 25). The emphasis on SD goals and targets in all sectors incorporates the concept of SD into local government operations. A framework for SD, in addressing the environmental, climate, alternative energy, and community development issues (Purvis *et al* 2018) is why we see SD being incorporated and considered one of the important aspects of the IDP. Accordingly, Purvis *et al.* (2018: 682), argue SD can be utilised and included in different agendas at all levels of society.

3.2.5 Challenges in SD

However, scholars have argued most IDP projects are inherently short-lived, suffer a stillbirth, and change of leadership and managers, therefore, making them predominantly unsustainable. SD seeks to fully address the challenges of poverty alleviation, job creation, capacity building and skills creation, along with governance, gender, equity, and stakeholder engagement in the spheres of local government. The framework for IDP, as the

Municipality's principal strategic planning document, ensures close coordination and integration between projects, programmes, and activities, both internally (between clusters and directorates) and externally (with other spheres of government).

3.2.6 The IDP and SD

The IDP is, therefore, expected to enhance integrated service delivery and development in due course, while promoting sustainable, integrated communities, providing a full basket of services. Some of the important key points for IDP, according to Nkabane and Nzimakwe (2018), include the prioritisation and allocation of scarce resources to areas of greatest need. It also includes achieving SD and growth, as well as democratising local government, by ensuring full public participation in its planning, implementation, monitoring and evaluation processes. Additionally, for all this to work, there must be provision and access to funding and the promotion of investment for the initiatives. Last, the municipalities or local government must use their available capacity effectively to ensure SD.

A paper submitted by Ogra *et al.* (2016) at the 7th Planning Africa Conference points out having SD indicators is an important step in the planning mechanism at municipal level. Using the theory, as well as these indicators, helps to ensure municipalities take quick diagnostic measures to address the problems facing society. Ogra *et al.* (2016) link SD theory and performance management by trying to show that when these two do not speak to each other, municipal plans are a fruitless initiative. The author argues the failure to understand SD and the use of generic indicators by the municipalities in SA makes them unable to meet and contribute to adequate service delivery.

3.2.7 SD and Economic Development

The intention of SD to end inequality provides a basis for LED. The local government, therefore, adopts the IDP with the singular intention of providing SD. The classic theories of development view it within the framework of economic growth and development (Klarin 2018: 68). A challenging governance role in all societies is reflected in the need to strengthen institutions, processes and mechanisms that enable adequate participation of citizens in setting the required agenda for SD.

Over the last decades, the SD concept has had a significant impact on global, as well as local development agendas. There is no contemporary discussion on economic development and poverty alleviation that leaves out linking such efforts to SD. Sustainability is a common

concept of development used in both local governments and civil society, while prioritising community development and welfare is also central to SD (Nkabane and Nzimakwe 2018: 120), with inclusive participation and sensitiveness to issues of segregation and vulnerable communities' issues central to LED. SD can be both a goal and a result of the IDP, which should then be seen to create sustainable socio-economic development for all South Africans.

3.2.8 Empirical studies on the IDP and SD

In SA, scholars and many studies have argued most IDP projects are inherently short-lived, and suffer a stillbirth, change of leadership, and managers, therefore, predominantly not sustainable. In the spheres of local government, SD seeks to fully address the challenges of poverty alleviation, job creation, capacity building and skills creation, as well as governance, gender, equity, and stakeholder engagement. As the municipality's principal strategic planning document, the IDP framework is expected to ensure projects, programmes, and activities are closely coordinated and integrated both internally and externally. Internal would be considered as between clusters and directorates, with other spheres of government considered external. The IDP is, therefore, expected to eventually enhance integrated service delivery and development, providing a full basket of services as part of promoting sustainable and integrated communities.

Evidently, IDP in SA has experienced massive challenges and questioning. As Mathebula (2018: 563) explains, appropriate implementation of the IDP serves as a basis on which service delivery can be improved in municipalities. Failure to implement the IDP properly, efficiently, and effectively, could mean services incorporated within are not delivered to communities and, therefore, unsustainable, with no real impact on poverty reduction. Mathebula (2016) pointed out in a study they carried out in four municipalities; the municipal officials do not understand the IDP and how it is implemented. This lack of understanding of the SD theory principle may explain the poor development of IDP and its implementation in some municipalities. This then calls on testing these findings in a different context and developing IDPs that speak to SD in theory and practice.

Additionally, the lack of technical knowledge by the implementers or agency of development inhibits the intended objectives of IDP as a tool for SD. Another challenge of the IDP, identified in relation to SD, included the challenge of engaging in management planning processes in the formulation and implementation of the IDP (Ncanywa and Getye 2016: 110).

This tends to result in a planning process with predetermined service delivery objectives, other than those to be implemented in terms of the needs of the citizenry. As discussed, the key principle for SD is participation, which is enhanced through democratic processes such as elections, representation, and community engagement forums (Mathebula *et al.* 2016: 75).

There is an ongoing debate whether SD creates capacity or capacity creates SD. Ilaboya and Tita (2017: 240), argue effective capacity development brings about sustainability in development. Capacity building involves a combined approach to knowledge, skills, attitudes and approaches to organisational structures and systems. According to Ilaboya and Tita (2017: 241), capacity building is “a continuous improvement in the ability of individuals and society to control the forces of nature to harness them for the human benefit.” Capacity is then found in the society’s stock of managerial, scientific, technological, entrepreneurial, and institutional capabilities which are, in simple terms, the skill set necessary to efficiently carry out tasks.

The issue of capacity building is critical, and the scale of need enormous, while the appreciation of the problem is low, particularly by the government agency; as such, empowerment through training and other relevant support programmes is crucial (Dlamini and Reddy 2018). It is evident sustainability is enhanced with effective capacity programmes; there can be no meaningful development without capacity and manpower development. The above scholars contend training workshops need to be initiated during and after the planning process, nevertheless, empirical studies to understand these seem to be scarce in Ehlanzeni District Municipality.

3.3 Governance theory

This section examines the governance theory. It first defines the term governance and discusses the theory in detail. The section also deals with the term decentralised governance. The key principles of the theory are discussed, including operating ethically, prioritising accountability, and transparency.

3.3.1 Defining Governance

Governance is a concept with a long history. What is often confused, are the terms government and governance; these two are not synonymous. To clarify this from the onset, Asaduzzaman and Virtanen (2016: 2) posit government is, on the one hand, about “legally and formally derived authority and policing power, execute and implement activities.”

Governance, on the other hand, is concerned with the creation, execution and implementation of activities that are ethically and shared by the organisation or citizens.

Governance is defined in a variety of ways, thus there is consensus and disagreement on what constitutes it. “Scholars and practitioners alike have not reached consensus about the meaning although it is safe to say that there are certain common elements that are found in most definitions” (Munzhedzi 2020: 2). Adding to this position, Pillay (2016: 23) asserts the term governance can be clearly understood when used in social and historical contexts. Consequently, users of the term set their parameters and conceptualise it in their way, depending on the context it is being applied. Stoker (1998: 18, cited in Munzhedzi and Makwembere 2019: 659) simply defines governance as the desired way in which public institutions opt to be managed.

Lateef (2017) additionally describes governance as a system of values and institutions that need to be followed in society when making collective decisions. The author adds an important issue when we examine governance, is it also deals with who has an influence on decisions and how public officials can be held accountable for their actions. Munzhedzi (2020: 2) raises that governance also makes it possible for different stakeholders to contribute to decision-making. Some authors, such as Nayef Al-Rodhan (2009, cited in Pillay 2016: 24), postulate there are a few measures for good governance, such as it being a product of participation, allowing equity and inclusivity, with laws being followed, along with separation of power, freedom and independence, as well as responsible media, legitimacy, accountability, and transparency in the activities done.

3.3.2 Decentralised Governance

It is also worth adding SA has a decentralised form of governance. Decentralisation is beset with a plethora of definitions and controversies. However, the often-cited definition is: “Decentralisation is governance where administrative and decision-making power is transferred to lower organisational units” (Olowu 1988: 34, cited in Basiru and Adepoju 2019: 4). An analysis of the White Paper on Local Government (SA, Department of Constitutional Development 1998) shows the push for decentralised governance in local government in SA.

Makinde, Hassan and Olaiya (2016: 306) contend a decentralised form of government helps shift service delivery to the local government, which has the effect of clearly reflecting the

needs of a given community and populace. There is consensus in the literature that decentralisation in Africa is quite diverse and, in some cases, not fully implemented (Makinde *et al.* 2016; Banda *et al.* 2021). As a result of the partial implementation of decentralisation, Banda *et al.* (2021: 58) argue this is the reason problems may emanate in integrated development planning. Their argument is they will result in parallel planning systems that may affect the process of planning altogether.

3.3.3 Key Principles of Governance Theory

This section examines the key principles of the governance theory. They include abiding by the ethics, accountability, and transparency.

3.3.3.1 Ethics

Governance theory brings the importance of ethics and values that need to be upheld by the officials. These moral contracts are key in understanding since they have the effect of influencing the planner's or official's practices (Banda *et al.* 2021: 6). These authors believe addressing the issues of the ethics to be upheld by public officials is key, because it frames the way resources are allocated, whether the plans offer any inequality issues and other social aspects, when formulating the IDP. A reading of Subban and Theron (2016: 53) provides a similar perspective. These authors state ethics and moral conduct should be rooted in the leadership or simply the officials for public service excellence to be achieved. The effect of such an initiative is, once the leadership or planners follow ethics and social values, these are also transferred to the plans they will be making. Subban and Theron (2016: 53) test this governance principle in understanding the National Development Plan (NDP) in SA and find once there is ethical leadership, it creates a sense of professionalism and integrity in those working on the plans.

While carrying out a comparative study on the IDP in South Africa and Zambia, Banda *et al.* (2021:53) found what threatens the IDP, is poor public management ethics. This threat they observed emanated from not utilising the governance theory well in municipality affairs. For example, "poor municipality financial management was associated with poor IDP and implementation management" as there were unqualified audits, which are against the ethics and conduct required of managers (Banda *et al.* 2021: 53). The effect of this is evidenced in poor service delivery, as the above authors point out. Previous studies mention ethics as key for plans to be effective but further understanding of such is not given. These studies offer a

pointer on what needs to be investigated, for municipalities to enhance service delivery. This means evaluating whether ethical considerations by planners and stakeholders are taken into account when crafting the IDP in Ehlanzeni District Municipality, which is key to determine whether it is a service delivery tool.

3.3.3.2 Accountability

Governance theory also speaks of accountability as being a key issue in the planning and implementation of strategic plans. Ndou and Sebola (2017, cited in Mamokhere 2021: 83) share that the goal of all municipalities in SA is to provide services and a wide range of municipal goods. To do this, there is a need to have capable institutions accountable to the people. This accountable government is clearly stated in the Constitution of SA and, thus, borrows from the governance theory and some governance concepts. This is summarily stated by the fact that, regardless of the number of definitions of governance, most point to the activities of public officials that should not only be ethical, but also accountable (Pillay 2016: 26) There is no dearth of such arguments in the literature on governance. This is highlighted by the definitions of governance provided above. What seems to be lacking, is how such principles can be put into practice in the IDP processes or it becomes a mere piece of paper.

Moreover, Munzhedzi (2021: 5) posits accountability in the public sector is more than citizen participation and interaction in government activities and programmes and the answerability of leaders for their actions. When the Constitution is examined, it provides mechanisms to ensure this accountability is enhanced. For instance, parliament, the public protector and even the AG, are there to ensure public officials are accountable to the recipients of services, which in our case are the citizens of a given area. Good governance, as rooted in the Constitution in Section 195(1)(e), stipulates the public's needs must be responded to, thus the need to have partnerships between citizens and government institutions (SA 1997). This point brings out the importance of why the stakeholder and governance theories are used to frame this study, as they link to this issue of accountability.

When we explore the IDP, Kariuki and Reddy (2017: 3) are of the view monitoring and evaluation systems are used to promote good governance in public institutions such as municipalities. The findings of Kemp and Vyas-Doorgapersad (2020) on service delivery challenges in Protea Glen, show there is a team that assesses the goals that are set and reports

these to the communities. They also report back the progress of the implementation, which makes them accountable to the people.

There is a dearth of literature on such in Ehlanzeni District Municipality, as far as the IDP is concerned. Should the IDP be operationalised as a service delivery tool, such an important tool ought to be assessed. Where the public officials entrusted with implementing the IDP are not accountable to the public, it implies it will not be in the interest of good governance and may cease to be an effective service delivery tool. Such arguments are only answered through testing, thus establishing whether there are tools to measure performance and teams are in place to respond to the public. Last, in trying to evaluate municipal planning to improve performance and service delivery, Matsiliza (2017: 21) recommends more thorough research on monitoring and evaluation systems in municipal planning and implementation of good governance and accountability are to be achieved.

3.3.3.3 Transparency

Another key tenant of the governance theory is transparency. According to Motubatse, Ngwakwe and Sebola (2017: 91), good governance requires the procedure be transparent and open. A similar position is taken by Thebe (2016: 125), who contends when municipality planning and procedures are transparent they can, for instance, avert service delivery protests. Going back to the approval phase of the IDP, as mentioned earlier, we are alerted to these arguments. As provided by the IDP Guideline Pack (2000), municipalities are duty-bound to check whether communities have participated, give feedback on what has been captured and also the position that is taken after the IDP has been approved. This all borrows from the governance theory and is also closely linked with accountability.

Transparency, as a provision of governance theory, further helps curb maladministration and corrupt activities that hinder service delivery, as alerted by Munzhedzi and Makwembere (2019: 671) in a study on good governance in LED. Munzhedzi (2020: 5) concurs with the arguments of the above authors, arguing this principle of transparency under the governance theory enables effective communication of plans, decisions, and progress. It is through this good governance that anomalies are analysed and quick responses to them are made.

3.3.4 Previous studies on guiding frameworks for the IDP as a tool for service delivery

Various studies have examined the IDP and service delivery, however, these have had methodological challenges, and some have not approached the question as formulated by the

researcher. Mathebula *et al.* (2016b) investigated how the IDP can be used as a management planning tool in municipalities in SA. The research relied on secondary sources and is more of a review of the literature on the IDP in SA. Their findings show the IDP is a vital management planning tool, which may have the effect of improving service delivery. Our research thus sought to understand the IDP as the service delivery tool in itself.

Asha and Makalela (2020) examined the challenges of IDPs in Limpopo Province. They only used a qualitative approach in gathering their data. Their findings point out municipalities have been facing challenges in implementing their IDPs, as a result of administrative issues and poor management planning. Shortage of resources has further affected the IDP as a service delivery tool, since it has remained poor, according to the findings of this research.

A study done by Dlamini and Reddy (2018) in Umtshezi Local Municipality shows how they have tried to ensure their IDP delivers services by aligning their budgets with that of local and national governments. The analysis of the IDP process by Dlamini and Reddy (2018: 72) points out the general principle is the IDP must deal with the integration and co-ordination of all development functions of a municipality. They further add this must be done and managed at the highest possible level in the municipality, thus allowing maximum intra- and inter-sectoral linkages. These authors used a mixed-method approach but, in their findings, only added secondary data and documentary reviews. Dlamini and Reddy (2018: 72) argue much needs to be done to ensure this integration and co-ordination comes to reality and more research needs to be conducted to understand this. Maake (2016) recommends the same, however, the study findings show the IDPs in Mopani District Municipality are poorly formulated, the municipalities are grant-dependent, and no sustainable services are generated from the IDPs.

Not much literature that links the IDP and service delivery is readily available from Ehlanzeni District Municipality. The researcher attempted to deal with the methodological flaws of these various studies by using a mixed-method approach, thus providing a balanced perspective. The researcher also tried to add to the scarce literature and does this by evaluating whether the IDP is a service delivery tool in itself, unlike how other scholars have approached the issue. The use of four theories also helped unpack this further, as will be shown.

3.4 New public management (NPM) theory

There is a very strong consensus regarding the emergence of the NPM theories. There is a belief they help improve the performance of public organisations. This section looks at the history of the NPM theories, examining the key principles of the theory, which include a focus on quality and service, performance, and customer focus. The challenges and criticisms of the NPM theory are also examined, with the section providing empirical studies of the theory in SA as well.

3.4.1 Emergence of NPM Theory

According to Munzhedzi (2020: 2), several authors are of the view this theory has its origins in the public-choice and managerial theories that date back to the 1980s. These theories or the discourses of the time, pushed forward that to resolve the social problem there was a need to investigate the market (Lahjouji 2019: 17). Cohen (2016: 20), in also focusing on the emergence of the NPM, is of the view there was a paradigm shift with regard to the public administration in Western countries in the 1980s. The focus of such changes was informed by the deteriorating efficiency levels in the public sector. Similarly, Yeboah-Assisamah, Asamoah and Adams (2018:1) argue “observing the structural constraints and the practical limitations associated with (government) regimes, NPM theorists rose in the 1980s and 1990s to advance a need for flexibility, innovation, managerialism and responsiveness in the public sector.” An interesting note is that Andrikopoulos and Ifanti (2020: 431) pinpoint the origins of NPM in the Regan presidency in the United States of America (USA), but later reformed by the Thatcher government in Great Britain.

Andrikopoulos and Ifanti (2020: the432) argue that NPM draws its roots from a wide array of theories of the previous decades. They assert some authors believe NMP principles bring a revival of management theories developed by Taylor, Fayol, and Peter Drucker. Some view NPM as neo-Taylorism, because of its emphasis on managerial and systematic methods rooted in its key principles (Guthrie and Peaucelle 2015, cited in Andrikopoulos and Infanti 2020: 432).

Lahjouji (2019:17), moreover, puts forward the NPM emerged after a growing belief the existing models of bureaucracy used in the public sector were outdated and there was a need to adopt private sector models. Furthermore, the effects of such initiatives where they posed a challenge to the bureaucratic organisational forms of the time (Miles *et al.*1997, cited in

Yeboah-Assisamah *et al.* 2018: 1). Lapuente and Van de Walle (2020) concur, adding the Weberian, traditional, and hierarchical forms of administration in the public sector were challenged in the 1980s. The new form of administration ushered in leaned more on results-oriented public organisation and, in some cases, marketisation of the state services themselves. On this point Munzhedzi, (2020: 2) posits the goal of such an initiative was to cut the red tape affecting performance in public institutions in the European public sector. This argument is supported by Maserumule (2017: 104), who posits this shift led to a public sector managerial model focused on three areas, namely performance, efficiency, and accountability, to the public they serve.

3.4.2 Key Principles of NPM

According to Lapuente and Van de Walle (2020: 462), the ideas used in private-sector management were imported into the public sector and these were previously unknown at the time. These authors argue the ideas were adopted, as it was believed business-like ideas and practices seemed to be a better option for improving the efficiency and effectiveness of public organisations (Lapuente and Van de Walle 2020: 462). Bardill (2000: 103 cited in Munzhedzi 2020: 94) argues the public sector in SA experienced reforms from globalisation, global competition, and the failure of centralised state development strategies. This necessitated the need to adopt measures that borrowed from the tenets of the NPM, aimed at cost-cutting and right sizing in the public sector. However, Maserumule (2017: 103) shares these strategies did not receive support from the Congress of South African Trade Unions (COSATU) and the South African Communist Party (SACP). This resulted in some of the tenets of Growth Employment and Redistribution not being implemented, such as privatisation and labour reforms, as they believe these will not have the public interest at heart.

3.4.2.1 Efficiency and Quality of Services

Cohen (2016: 23) states the key tenets of the NPM are to improve efficiency and the quality and the delivery of services. In addition, Cohen (2016) finds the public institutions must contract out their services to be able to achieve this and, in some cases, push for privatising of service delivery.

According to Andrikopoulos and Ifanti (2020: 431), a trend created by NPM is on the provision of quality services in the public sector and adopting more democratic governance methods. Furthermore, it is also argued the public sector must be more consumer-centric

when it is delivering its services (Cohen 2016: 23). What this author is trying to indicate is the institutions must have their goals and needs focused on consumers under the NPM, rather than deciding unilaterally by themselves. Accordingly, Andrikopoulos and Infanti (2020: 432) citing Christensen and Laegreid (2016), are of the view proponents of the model or theory are convinced should the measures proposed be implemented, efficiency and effectiveness are guaranteed.

There is a very strong consensus amongst the scholars who have examined NPM in depth. In conceptualising the main ideas on NPM, the facts point to private sector ways of management having been adopted in the private sector. For instance, competition for the provision of services meant quality services would be provided, while failure to do so meant consumers would seek alternatives.

3.4.2.2 Customer Focus

Another key principle of NPM theory is the public organisation must concentrate on the customers (Ferdous 2016: 28). The author further points out once the institution has focused on the customer, which in this case is the public, the quality of these goods and services must be ensured. There is consensus on this point on the responsiveness or focus on customers (Suzuki and Avellaneda 2018: 6; Lahjouji 2019: 17). Further elaboration on this key characteristic of NPM suggests public organisations must take account of the needs of the people they serve. Although not speaking directly to the NPM theory, Makalela (2017: 11) rightly points out local development must be people-driven for it to work, however, the IDP as a planning tool was negating the effort of alleviating poverty at the grass-root level.

3.4.2.2 Performance and Result-oriented

Focusing on performance in the public sector is another area the NPM theory speaks to. A review of Ani and Persson (2016: 9) shows the NPM is concerned with improving performance in the public sector, as mentioned earlier. The authors, as with many others state ensuring performance measurement tools are in place is key in public organisations. This is a move from a traditional input-focused measurement to a focus on the results. It is also stated “monitoring and evaluation is embodied in NPM as an important way to improve the performance of the public sector....it is with this notion that local government adopted results-based systems of efficiencies for service delivery purposes” (Sebake and Mukonza 2020: 344). Lahjouji (2019) highlights the IDP must be outcome-oriented, and this borrows

from the NPM theory. Arguments raised by Elliot (2018: 7) also suggest, when crafting strategic plans, there is the need to concentrate more on evaluating the outcomes of such plans, which in our case, is the IDP.

Revisiting the integration phase and the review process of the IDP discussed earlier, we can also gather similar points according to which KPIs must be developed. The findings of Dlamini and Reddy (2018) show there has been progress in incorporating and capacitating the ward committees to understand KPIs at the Umtshezi Local Municipality. The municipality also said its IDP processes have been aligned with the budgetary priorities of the local and national governments. The implication of such is there are entrenched culture of operating within the confines of these budgets, and they have enabled constant track progress. This is one well-documented research on how other municipalities are doing to ensure performance and service delivery are achieved.

3.4.3 Challenges of NPM and the IDP

Schilder (2000, cited in Ani and Persson 2016: 10) is, however, of the view there is a challenge in coming up with these performance measurements in the public sector. Similarly, Matsiliza (2017: 21) argues monitoring municipal plans is not a smooth sailing initiative but for it to work, it must have the support of different stakeholders. This brings an important dimension in linking the NPM and the SHMT. If we are to understand the IDP as service delivery tool in Ehlanzeni, it means we must, therefore, take these characteristics of NPM and establish whether teams are available to measure the performance. There is also the need to clearly understand the KPIs used and whether there is prioritising of such. Previous work on the IDP and its performance outcomes has not specifically focused on Ehlanzeni but has focused on SA in general. Deriving a context-based understanding provides strength and tests this NPM tenet.

In terms of performance in municipalities, studies have not tried to link the IDP and SDBIP. The literature reviewed above does not do justice in understanding these, although the AG Report shows there are inconsistencies between these two. Being guided by the NPM principle of enhancing performance a linkage of these two is important, if we are to assess the IDP as a service delivery tool. Misalignment of the long-term plan (IDP) and the short-term plan (SDBIP) may spell disaster in municipalities.

3.4.4 Criticism of NPM

Several criticisms are raised on the NPM theory, these are discussed below, and these include lack of full implementation of the theory, understanding and reframing management tasks, lack of social concerns, and few empirical studies in many countries.

3.4.4.1 Lack of full implementation

Although there has been an increase in the rise of scholarly research and empirical studies on the NPM, the effects of such have not been significantly tested with regard to measuring its effects (Lapuente and Van de Walle 2020: 463). They add what is lacking is a systematic approach to examining the effects of the NPM reforms that have been taking place around the world. The argument they also raise is, despite the implementation of these reforms, the NPM may have worked in some situations, while also not in other situations. Hood and Dixon (cited in Lapuente and Van de Walle 2020: 462) point out the reason for such disparities is these NPM reforms have not been fully implemented, while there is also a lack of data in some cases to measure it.

According to Alonso, Clifton, and Diaz-Fuentes (2015, cited in Lapuente and Van de Walle 2020), it is quite ironic to have such a situation, notwithstanding the justification put forward by NPM proponents as being a tool that improves the efficiency of the public sector. There is agreement the principles of NPM have not been fully implemented, as is also the case in SA. It follows that “the South African local government sphere has adopted most of the principles underpinning NPM. These principles include, amongst others, decentralisation of power, participatory planning, effective and efficient performance management, financial service reforms, outsourcing and contract appointments” (Munzhedzi, 2021: 3). While this considers the areas are not always highlighted where the principles have not been implemented.

3.4.4.2 Understanding and reframing management tasks

Andrikopoulos and Infanti (2020: 437) identify a weakness in the reframing and re-interpretation of the managerial task in the public sector the NPM proposed. They believe the measures adopted were insufficient in developing a culture of innovation and risk-taking in the public sector. Lapuente and Van de Walle (2020: 471) do not agree, as they assert NPM ideas have transformed how the public sector works, regardless of the adoption level of these reforms. They further posit previous meta-studies point to the fact there is now a slight difference between the way management in the private sector and the public sector operates.

Lapiente and Van de Walle (2020: 471) thus debunk the idea of the private and public sector managerial convergence simply being a myth.

3.4.4.3 Lack of empirical studies in many countries

Suzuki and Avellaneda (2018:4) show that there are mixed concerns when it comes to such reforms that have been brought about by the NPM. There is a view that empirically, NPM studies have not satisfactorily looked at the impacts of the reforms and principles it speaks to. Hammerschild and Van de Walle (2011, cited in Suzuki and Avellaneda 2018: 4) describe this situation as an empirical desert, as few studies test the impacts of the NPM on outputs and the outcomes. Moreover, it also argued most studies have dominantly been literature reviews of past studies, thus testing the theory has often been neglected. These facts accordingly open a gap to understand and test NPM empirically in municipalities. Its key principle or argument it provides are thus analysed, which in our case helps operationalise the IDP as a service delivery tool. There is considerable ambiguity, as Suzuki and Avellaneda (2018: 5) alert us there is a lack of empirical understanding, and second, ideological arguments are made as far as this theory is concerned. Their study then tests this theory to find the effect of such reforms on gender equality.

Lapiente and Van De Walle (2020: 472), furthermore, argue the disadvantages of NPM were exacerbated during COVID-19. Nevertheless, the private-sector and business approach has hurt the pricing structure of, for instance, care homes for the elderly. The market principles of making a profit have dominated in a time when care for senior citizens should be a priority, as previous theories on public administration focused on.

With regard to studies on NPM in SA, the South African government is said to have adopted the NPM principle in legislative policies. According to Munzhedzi (2020: 94), when the Municipal Systems Act and the Municipal Finance Management Act are explored, they are found to make it mandatory for participation of stakeholders in the IDP process. It also speaks to having budget controls and cutting down on expenditure, which all borrows from the NPM principles. Additionally, these NPM tenets were introduced in SA to improve participatory planning, performance management, effectiveness, and efficiency of services in the municipalities (Munzhedzi 2020: 94). In an earlier journal, Munzhedzi (2020) asserts understanding this principle seems to be lacking in municipalities, which have contributed to poor service delivery. As a result of this lack of skill and understanding, the set-out IDPs are

not fully implemented. Being alerted by these facts, framing this study under the NPM theory helps test and understand this in an in-depth manner. The next section examines SHMT.

3.5 Stakeholder theory

There are several stakeholder engagement theories in the literature. The adequacy of individual stakeholder management theories (SHMTs) may be questioned on several basic grounds. They may either be inadequately developed as a theory, for example, insufficiently addressing the intended issues or logic of its application being limited to certain scenarios. This study sought to review the adequacy of municipalities in engaging their stakeholders in IDP formulation and implementation. In attempting to investigate this, definitions of stakeholders will be discussed, along with approaches of engagement, and whether outcomes reflect effective, efficient and practicality of engagement use within the IDP. Initially, we have seen stakeholder engagement is a normative exercise where the IDP is concerned.

3.5.1 Stakeholder defined

Stakeholders are typically “individuals, groups and organizations that have an interest in the processes and outcomes of the firm and upon whom the firm depends for the achievement of its goals” (McKnight and Linnenluecke 2017: 295). Stakeholders may also be “employees and managers, shareholders, financiers, customers and suppliers, communities, special interests on different issues or environmental groups. These stakeholders may be referred to as primary stakeholders or legitimate stakeholders” (McKnight and Linnenluecke 2017: 295).

The concepts of stake and stakeholder can be used in different ways. According to Reed (2019: 467), stakeholders may be defined descriptively, which is based on the empirical relationship between the activity of the firm and an affected party, instrumentally, related to the potential effects of an actor on the firm. Stakeholders, therefore, have a ‘stake’ in a firm or organisation. A stake, according to McGrath and Whitty (2017: 723) is “an interest for which a valid normative claim can be advanced”. In simple terms, a stakeholder is an individual or a group with an interest in the actions of a firm and substantially holds some legitimate claim to their interests that, when not fulfilled, can affect the intended achievement of the firm’s objectives. The achievement of objectives is highly dependent upon consideration of stakeholder interests. For example, IDP success is based on fulfilling the socio-economic development needs of citizens, making the citizens stakeholders of the IDP.

Moreover, when their needs are not fulfilled, municipalities are held to account to them for their failures to deliver these needs.

As explained by Benn, Abratt and O’Leary (2016), there is fair agreement on general thoughts as to who qualifies as potential or actual stakeholders, they include persons; neighbourhoods; institutions; and groups; as well as organisations; society; and the environment. Twaissi and Aldehayyat (2021: 1178) postulate the term stakeholders in an organizational setup describes the actors who can influence or be influenced by an organization, its employees, or the environment within the proximity of the organization. “Stakeholders are affected by organizational policies and actions and play an instrumental role in the organizational decision-making process. Stakeholder theory is typically used as the main theoretical framework to understand and define different organizational stakeholders” (Twaissi and Aldehayyat 2021: 1178).

3.5.2 Stakeholder theory Elaborated.

Vandenbussche, Edelenbos and Esphuis (2017: 233) argue stakeholder relations are key to enhancing effective planning in any organisation. The authors further add such an initiative aims to gather the views of the stakeholders and competing claims, in order to reach a consensus. McGrath and Whitty (2017: 42) state the research that introduced the importance of stakeholders was carried out by Freeman (1984). The argument put forward here was that stakeholder groups should also be considered, other than customers and employees. The SHMT thus accords status to varying sets of stakeholders, thus seeking to enable the maximisation of the value given to all stakeholders to achieve the set out targets and goals (Thebe 2016: 720).

3.5.3 Managing conflicting stakeholder Interests.

Organisations are therefore expected to manage conflicting stakeholder interests and claims. According to Yu and Choi (2015: 2, cited in Leitao, Ratten and Braga 2021), stakeholders possess three elements towards any organisation namely: power, legitimacy, and urgency. These three factors simply mean stakeholders have the power to influence the organisation, accept an initiative and garner attention from the organisation. “Powerful stakeholders have a power relationship with a particular organisation and can affect the latter’s objectives while other stakeholders have contracts, memoranda of understanding, and there are those who may have little power” (Yu and Choi 2015: 145, cited in Leitao *et al.* 2021). Some stakeholders

may have legitimate claims on the organisation, in that their expectations are based on their legitimate claims which, when not fulfilled, results in the legitimacy of the organisation being withdrawn. For example, claims for the right to basic service delivery within municipalities are legitimate claims.

Moreover, managing stakeholder interests is a complex task, and even more daunting in organizations that span multiple countries. Powerful stakeholders have powerful legitimate claims and interests in the activities of a firm. When these stakeholders become disgruntled, they can affect the firm's objectives. Some stakeholders have contracts, memoranda of understanding (MOU), citizenship, and pay taxes, with a supposed legitimate claim on a municipality.

Certain stakeholders "have urgent claims on organisational attention to their expectations. The vital argument emanating from the stakeholder theory is how managers prioritise and allocate resources for such competing demands", in any case, the question arises how valid such claims are, for example, claims to the improvement of life because of the IDP (Penn and Thomas, 2017: 8). Linking these urgent claims to how we can operationalise the IDP as a tool for service delivery in SA will help us understand issues to do with housing, water, and public employment.

Validity of claims to interests is based not only on the validity of the normative claim from policy or proposal but on whether the scope of the claim extends to the firm, and whether the firm is part of the community on whose identity and conception of the good claim is based (Penn and Thomas 2017: 8).

The vital part of IDP is its creation and procedures in detail are a Constitutional obligation for all municipalities. Therefore, a municipality has a fiduciary duty to fulfil the legitimate claims of its stakeholders. Should that be a possibility becomes an argument when the law overstepped the possible functions, and the IDP capacity or mechanisms are there to ensure the constitutional duty is met for all stakeholders. If not the weakness of the law, are the procedures adequate in considering the intricate expectations of all stakeholders according to SHMT?

The secret for stakeholder management is then translated to those holding the final decisions in policy adoption and implementation. The critical part of SHMT is the management of the stakeholders. According to Reed (2019: 467), a second key task of any form of SHMT is the

elaboration of management responsibility in the face of stakes. While the instrumental approach to SHMT will seek to fulfil the value for shareholders, fiduciary and normative approaches subscribe to SHMT in determining management responsibilities, based on the valid normative claims that underpin stakes (Hak *et al.* 2016: 570). In simpler terms, the management must implement policies with an appreciation of the claim to stakes for each stakeholder or stakeholder group. Two basic tasks are identified. First, responsibilities and claims must be established to whom and to what extent. Second, in a normative perspective, the resolution of conflicts between stakes must be based upon normative criteria and in a fiduciary approach, such as the fulfilment of the stakeholders of the IDP, laws may need to be followed.

Consultations should include all actors and groups within the local communities and not only the local politicians or those in the epitome of power. The consultations should be seen to be developing a sense of control and ownership among stakeholders and the promotion of value-addition within communities. The theory applies to strategic planning for service delivery where all stakeholders are important. For example, Moyo and Madlopha (2016: 102) argue stakeholder consultation should always be done particularly examining the analysis phase, as noted in Chapter 2.

In the long-term, this engagement is aimed at promoting and building alliances specifically aimed at the socio-economic development of communities. However, questions have been raised whether engagements associated with the IDP are merely providing a talk-shop with the communities. In addition, since consultants are also utilised in developing the IDP, the debates are for all decisions to be farmed out to consultants. In addition, questions arise as to who has the opportunity of being considered, the majority criticised as dictatorship, the minorities, the educated or those regarded as politically correct.

3.5.4 Empirical studies of the stakeholder theory

Community participation is an essential part of SD and poverty alleviation. According to Mathebula (2018: 562), the enhancement of public participation in development decision-making is generally understood as an essential characteristic of governance for SD. Shabangu and Oksiutycz (2018: 202) point out the case for increased public involvement in political decision-making and implementation, is made according to functional gains to the political community, in terms of better decisions, more effective implementation, enhanced

legitimacy, and a more educated populace. In addition, claims to fairness, and opportunities for individual and collective fulfilment, described as consequentialist, entitlement and expressivity are justifications for participation.

Consultations with the public are performed when a formal reaction is sked for by an official body, to an intended course of action. To motivate citizen involvement in the policy process, the most common mechanism is public consultations (Shi *et al.* 2019: 67). In reality, the modern state involves government departments and regulatory agencies in virtually uninterrupted consultation, in regard to matters associated with environmental issues.

According to the Constitution of SA, the local government must consult to develop an IDP (Systems Act 29(1)). Such consultation allows affected interests an opportunity to comment on initiatives, and the public buy-in of government projects, while it also increases the information base on which government decisions are made. With this being said, gathering whether this is the norm in Ehlanzeni is important. This is informed by the challenges Asha and Makalela (2020: 12) identified, indicating a lack of participation and involvement of stakeholders in IDP processes. These authors further acknowledge and recommend increasing the geographic scope may help better understand this.

Informed by such, three local municipalities were utilised to help understand this better. Asha and Makalela (2020: 13) also propose the use of a mixed-method approach after having acknowledged that only utilising a qualitative approach may explain everything. This is also the reason why a mixed-method approach was utilised (see Chapter 4, page 59).

Various studies have used this SHMT in different ways as outlined above. There is consensus stakeholder engagements are key in planning processes, such as the IDP and NDP, and these have been entrenched in legislative documents in SA. The question concerns analysing and evaluating this guiding principle in the IDP from a legislative and theoretical point of view. How the municipalities and stakeholders perceive their IDP, as far as a service delivery tool, can be understood better. Studies done previously do not focus on these, but rather try to bring about or expose the levels of participation and stakeholder engagements in municipalities in Ehlanzeni District Municipality. The idea is to use these levels of engagement to determine what they mean in operationalising the IDP as a service delivery tool.

3.6 Chapter Summary

This chapter examined the theoretical framework that informs the IDP in SA. Specific characteristics that speak to the IDP were discussed, along with historical backgrounds of some of the theories and various concepts used in this study. These concepts include SD and governance. This study is, therefore, framed in line with the SHMT, SD theory, NPM theory and governance theory, as shown above. Some of these theories have commonalities, particularly enhancing performance, participation, and having objectives that are people-driven and focused. Various studies have been carried out on the IDP, with some framed in line with these theories, testing the findings and arguments raised in Ehlanzeni District Municipality.

The next chapter deals with the study methodology, explaining the paradigms that inform the research design. The chapter also describes the instruments used to collect and analyse the data.

CHAPTER 4

Research Methodology

4.1 Introduction

The previous chapter examined the foundational theories and literature related to the effectiveness of IDP as a strategic service delivery tool for the Municipalities of Ehlanzeni District, in the Mpumalanga Province of SA. This study provides the study methodology, highlighting the research approach and design used in this study. It is also important to note the study identified the population, size of the sample, the sampling method and the data collection instruments (questionnaire and interviews) utilised in the study. The chapter, furthermore, reflects on the pilot testing, data collection and analysis, with validity, reliability, and ethical consideration also reviewed.

The research was conducted within the Ehlanzeni District Municipality of the Mpumalanga Province of the Republic of SA. The Ehlanzeni District Municipality area was chosen, because of its convenience to the researcher in terms of cost, time, and accessibility. This District Municipality is further divided into four local municipalities, namely Bushbuckridge, City of Mbombela, Nkomazi and Thaba Chweu. Permission to conduct the research within the Ehlanzeni District Municipality was granted by the MM, who is the Accounting Officer for the District (Appendix B). The section that follows provides a discussion on the research philosophy, approach, and design, along with the population and sampling, data collecting instruments, strategy for data analysis and study reliability and validity, as well as the ethical considerations.

4.2 Research approach and design

The study adopted both a quantitative and qualitative methodology, otherwise known as triangulation or mixed methods, which draws on the strengths of both methods, according to Mertens (2016: 45), to test the theories and concepts of IDP as a municipal service delivery instrument. Qualitative research was used to collect measurable numeric data from municipality management. In the interim, quantitative methods were used to investigate the opinions and perceptions of IDP recipients. According to Saunders *et al.* (2016: 256), “qualitative research is conducted in a natural setting to get first-hand rich data”. Using a

mixed methods approach further assisted the researcher by having the quantitative method check the validity of the qualitative participant contributions.

The advantage of using this method is that “a mixed method strategy draws together the data collection or data analysis method of either qualitative or quantitative study” (Morse 2016: 54). According to Gibson (2017: 193), “A mixed method also known as triangulation, is explained by Jonker and Pennink (2010: 122, cited in Gibson 2017: 193) as

“...when the researcher alternates the use of qualitative and quantitative approaches in the research process. This alternating of the research methodology can give valuable insight, added opportunities for the development of hypotheses, an enhanced understanding of theoretical insights that already exists as well as a direct practical benefit”.

4.3 Research Strategies

Various strategies can be used in research. These include action research, surveys, case studies, and experiments, as well as content analysis (Saunders *et al.* 2016) these are depicted in the research onion (Figure 4.1). Among these strategies, surveys are generally used to collect data on a wider scale and the sampling they take is of a positivist stance, realism or value-free, based on the sampling techniques used. Case studies, however, seek to interpret issues and are used in both qualitative and quantitative methods (Saunders *et al.* 2016). In addition, action research is often used in and out of the laboratory and frequently requires much field work. This approach is argued to suit any research study but must be carried out with a group. Another strategy, namely experimental research, is often conducted in a controlled space. These strategies are usually employed in pure science fields and are objective in nature (Saunders *et al.* 2016). The final strategy, content, is an interpretive approach that reviews existing literature, such as the one in a document analysis or literature review (Saunders *et al.* 2016).

This study adopted a case study approach, as it sought to understand what, how and why the IDP is a service delivery tool, from the views of municipality officials in different local municipalities. A cross-sectional approach was adopted under the case study to better understand the issues at hand. For the ward committee members, a survey was used to gather data from a larger population. The advantages of using a survey or questionnaire are provided later, as well as why this was adopted.

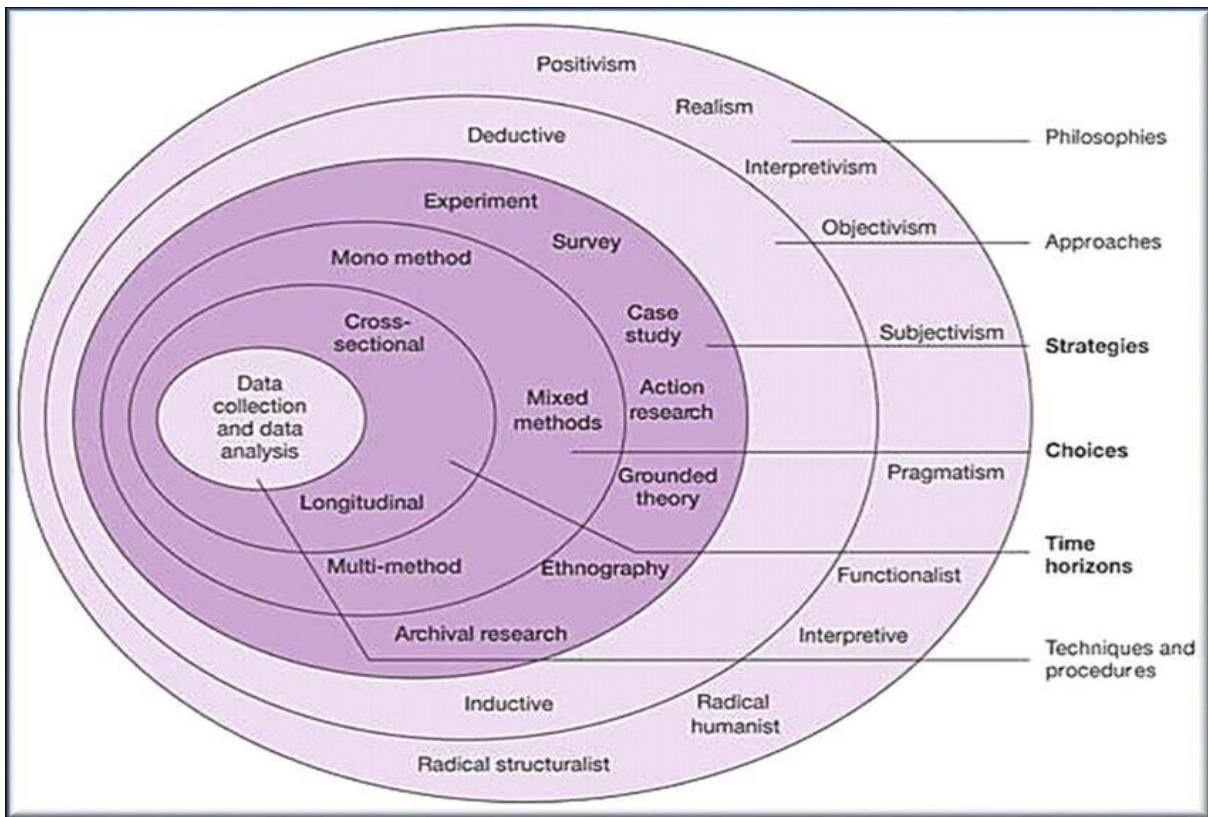


Figure 4.1: Research Onion

Source: Saunders *et al.* (2016)

4.4 Target Population

“A population refers to a target of individuals or groups with common characteristics that suit the researcher's interest when conducting a study” (Etikan *et al.* 2016: 1). In many instances, the total population is too large; therefore, “the researcher selects a sample from the population, with fewer respondents that are representative of the whole population” (Cooper and Schindler 2016: 128). The target population in this research study, identified through the municipality websites and local government databases, is made up of 1 584 staff, senior management and ward committee members, as representatives of the Mbombela, Nkomazi, Thaba Chweu and Bushbuckridge local municipality communities, in the Ehlanzeni District Municipality in Mpumalanga Province, SA...

The Municipal Structures Act, together with the Municipal Regulations of 2014, also assisted the researcher in ascertaining the population size of the study. As indicated by Asiamah, Mensah, and Oteng-Abayie (2017), the respondents constituting the target population should possess relevant knowledge of the field of study. The population of this study possessed the knowledge relevant to the study, since it includes the managers, implementers of the strategic

plan, and project recipients. This helped the researcher understand the issues asked from a variety of respondents and obtain different perspectives.

4.4.1 Study Site Details

To investigate the IDP as an instrument for service delivery, there is a need to examine the profile of the case study, which is Ehlanzeni District Municipality. This District Municipality is found in the Mpumalanga Province, covering an area of 27 896 square kilometres. Ehlanzeni consists of four local municipalities, namely Mbombela, Bushbuckridge, Nkomazi and Thaba Chweu.

Ehlanzeni District has a total population of 1 754 931. Those aged 15 years and below make up an average of 36 percent of the total population, while those between 15 and 64 years are the majority at 60 percent, while those aged over 65 years are a minority at four percent. Significantly, the unemployment rate in Ehlanzeni is 34 percent, while further youth unemployment is at 44 percent. The dependence ratio is 66 percent per 100 of those between 15 and 64 years of age. A paltry 7.7 percent obtained tertiary education, while only 34 percent has matric, and 14 percent did not attend any formal school. Furthermore, 44 percent households are female-headed, 19.1 percent have their flushing toilets connected to a sewer system, with 22 percent only having a reliable weekly refuse removal and 16 percent have access to piped clean water. In addition, infrastructure such as roads, housing and other social amenities are perennial priority needs for local communities (City of Mbombela, 2017). These demographic and micro-economic challenges are not unique to only the Ehlanzeni District Municipal area.

4.5 Sampling

According to Sovacool, Axsen and Sorrell (2018), a sample is a subset of a wider group of individuals who take part in an investigation. The primary purpose of sampling is, by selecting some elements of a population, the researcher can draw conclusions with regard to the entire population. A sample of 217 was grouped into two, with group 1 comprised of ward committee members comprising 197 participants, distributed in line with the depiction of sample size, as detailed in Table 4.1 administered as a structured questionnaire. Group 2 consisted of senior managers of respective local municipalities, equalling 20 participants (five per municipality), interviewed face-to-face by the researcher. The quantitative approach used a stratified random sampling, and the qualitative approach a purposive sampling technique.

To be able to do this, different methods will be presented, then a justification of the methods used to determine the sample of this research. These methods include probability and non-probability sampling methods.

Table 4.1: Depiction of the Sampling size

Municipality	Population (managers)	Ward Committee Members	Total Target Population	Sample for Interviews	Sample for structured questionnaire
City of Mbombela	28	540	568	5	50
Nkomazi Municipality	26	396	422	5	50
Thaba Chweu Municipality	24	168	192	5	47
Bushbuckridge Municipality	28	396	568	5	50
Total	106	1500	1750	20	197

A probability, stratified random sampling technique was used to group the target population. Thereafter, to select the participants from each stratum probability was used. Participants were grouped according to the municipalities they were from, with this technique used for ward committees, because of their number and geographic locations. Probability sampling refers to whether each unit in the population has an equal opportunity of being included in the sample. It is often used in quantitative research (Du Plooy Cilliers *et al.* 2014: 136, cited in Etikan *et al.* 2016).

The use of stratified random sampling or stratification, requires dividing a population into smaller groups, or strata, formed according to the shared attributes or characteristics of members (Sharma 2017: 749). Using a stratified sample offers the advantage of greater precision than can be obtained from a simple random sample of the same size. A further advantage, due to the greater precision, is the cost saving by using a stratified sample, which frequently needs a smaller sample.

A stratified sample can guard against an "unrepresentative" sample, such as an all-male sample from a mixed-gender population. We can ensure sufficient sample points are obtained to support a separate analysis of any subgroup. Du Plooy Cilliers *et al.* (2014: 136, cited in Etikan *et al.* 2016) found human bias is removed from the sampling process when using random and systematic methods. Sampling refers to the decisive factor of sourcing representative participants in the target population base (Saunders *et al.* 2016: 289; Sekaran 2016: 369). The sample size was derived from the Local Municipalities of Mbombela, Nkomazi, Thaba Chweu and Bushbuckridge.

A stratified random sampling technique was applied to select the staff members five from each municipality, determined to contain an appropriate respondent number to participate in the study. Use of a stratified random sampling technique was because it provides an equal chance for each element of the population to be selected within each stratum (Saunders *et al.* 2016: 290).

In the case of municipal official selection, purposive sampling was also employed, since their position and roles are publicised. The researcher could, based on this information, accordingly identify those individuals who would serve the research purpose. The municipalities also assisted with a list of individuals matching the study description, which the permission letter supplied. The proposed individual had to be working on the IDP, as well as service delivery in the municipalities daily.

4.6 Data Collection

According to Creswell and Creswell (2017), two kinds of data can be gathered: (i) primary data, which refers to data collected for a particular study and (ii) secondary data, which refers to data already collected for some other purpose that had already passed through some analysis processes. The common instruments used are questionnaires, surveys, focus groups, and interviews, as well as observations. Primary data were extracted from the participants and review reports, including the AG report, SDF and municipal IDPs.

A data collection tool is a device used to access data from the selected participants of the study to freely contribute to the success of the study (Saunders *et al.* 2016: 234). A self-administered, adapted, structured questionnaire and interview guide were used as one of the primary data collection instruments for this research study. A structured questionnaire is defined as the administration of a questionnaire with guided responses (Creswell, 2014). The

questionnaire was handed to the respondents in Group 1. It comprised three sections. Section A consists of respondents' biographical information, which excludes their names. Section B was crafted in a way to investigate the tangibles of the IDP or strategic plan, while section C investigates the responsiveness of the strategic plan. Section D examines IDP reliability, section E the assurances and, finally, section F checked on participant empathy towards the IDP.

On completion of the design, the questionnaire was sent to a statistician to determine whether it was statistically correct and analysable. The statistician provided recommendations for the format, adopted by the researcher. However, the questionnaire is structured in a Likert scale with up to five responses coded from strongly disagree, disagree, not sure, and agree, to strongly agree. The questionnaires were administered by the researcher, wherein the respondents were given a two-week timeframe to complete it on their own and during their free time.

Participants were protected by the ethical issues discussed in the last section of this study. The participants had the right to participate in the study or withdraw at any given time. However, the researcher expected a higher response rate, since the issues discussed were central to the core duties and needs of participants. This proved to be the case in this study.

Those in group 2 were interviewed by the researcher. A series of in-depth interview guides were constructed and personally administered by the researcher. Face-to-face interviews had the distinct advantage of enabling the researcher to establish rapport with potential participants and an opportunity for the researcher to clarify ambiguous answers and when appropriate, seek follow-up information. Participants were interviewed during the times more convenient for them, which are open and unstructured.

4.7 Research Instruments

Saunders *et al.* (2016: 305) define a research instrument as any tool utilised to collect data from participants. The researcher used questionnaires and interviews to obtain data from participants of this study (Appendix C, D).

4.7.1 Questionnaires

A questionnaire can be defined as a document containing questions and other types of items designed to solicit information appropriate to analysis (Boparai, Singh, and Kathuria 2018). Additionally, questionnaires can either be open- or close-ended. An open-ended questionnaire

permits a free response for an individual, while close-ended questions, also referred to as fixed alternatives, provide a set to which the respondent must choose the answer from the provided alternatives (Afolayan and Oniyinde 2019: 51). The researcher was able to use a questionnaire with both open- and closed-ended questions, which enhanced the richness of the data collected. Moreover, questions from the questionnaire were designed in such a way to meet the demands of this research, which aimed to evaluate the effectiveness of IDP as a strategic service delivery tool for Municipalities of Ehlanzeni District in the Mpumalanga Province of SA.

4.7.2 In-depth Interviews

According to Saunders *et al.* (2016), in-depth interviewing is a qualitative research technique that involves conducting intensive individual interviews with a small number of respondents to explore their perspectives on a particular idea, programme, or situation. An interview is a one-on-one conversation between two people, one asking the questions (the interviewer) and the other responding to the questions (the interviewee) (De Jonckheere and Vaughn 2019). Part of the data collected in this study were obtained with use of the interview as instrument. The researcher designed an interview guide with two sections. Section A focused on the general demographic information, with Section B of the interview guide closely linked to all the research questions under study. Rahman and Gong (2016) state the method is also utilised when researchers want to study how subjects' behaviour mirrors their words in each natural setting.

The process was able to generate large and rich amounts of data since data were collected on a one-on-one basis. Interview notes were handwritten, or video and audio recorded tapes made, where permission to do so was given by the interviewees. The researcher was also able to make use of a rough guide, used to transcribe the recordings of an interview. Furthermore, a separate folder was maintained by the researcher to keep the recordings collected from the interviews. The effect this had was helping in compartmentalising the data collected and quick access and revisiting for clarity purposes. These field notes were helpful when the data recorded were transcribed.

4.7.2.1 Administration of Interviews

The researcher first introduced themselves to the interviewee and introduced the topic, handing the consent form to the interviewee to read when they consented and gave their permission to

be part of the study. The researcher offered the interviewees an opportunity to introduce themselves and question any other issues relating to the study. Once an overview of the study had been provided, ensuring the researcher was comfortable and the COVID-19 protocols were followed, the researcher started to ask the question relating to the study. Checking whether the participants properly understood the question, with probing responses to obtain a clearer picture. The interviews in the municipalities were done in their offices or boardrooms. Closing and lighter questions were asked, as well as reviewing responses with the participants to check whether the correct responses were captured, which improves the credibility of the study findings.

4.8 Triangulation

Denzin (1978: 291, cited in Nohumba 2016: 94) defines triangulation broadly as "the combination of methodologies in the study of the same phenomenon." The triangulation metaphor derives from navigation and military strategy, which employ multiple reference points to determine an object's precise location (Smith 1975: 273, cited in Nohumba 2016: 94). Considering the fundamental principles of geometry, multiple viewpoints enable greater accuracy. Similarly, organisational researchers can improve the accuracy of their judgments by gathering various types of data related to the same phenomenon.

The use of triangulation in the social sciences can be traced back to Campbell and Fiske (1959, cited in Nohumba 2016: 94), who developed the concept of "multiple operationism." They contended multiple methods should be used in the validation process to ensure the variance reflected the trait, rather than the method. As a result, convergence, or agreement between two methods "...increases our confidence that the results are valid and not a methodological artefact" (Bouchard 1976: 268, cited in Nohumba 2016: 94).

One fundamental assumption is buried in all triangulation designs. The effectiveness of triangulation assumes the shortcomings of one method were compensated for by the counterbalancing strengths of another. In other words, it is assumed multiple, independent measures do not share the same flaws or bias potential (Rohner 1994: 134, cited in Nohumba 2016: 94). Although each method has assets and liabilities, triangulation seeks to exploit the assets while neutralising, rather than compounding, the liabilities.

There are different types of triangulation methods, according to Creswell (2014: 15, cited in Harbers and Ingram 2020) namely:

- a) *“Convergent parallel mixed method-* this is when data are collected using different qualitative and quantitative methods then integrated into the interpretation of the overall results and the method addresses contradicting and incongruent findings”.
- b) *“Explanatory sequential-* a researcher collects data using a quantitative method then builds on the data by describing and interpreting it using a qualitative method”
- c) *“Exploratory sequential-* begin with qualitative then build on the data using quantitative methods”.

Other triangulation methods include transformative, embedded, and multiphase triangulation. Creswell (2014: 215, cited in Harbers and Ingram 2020: 17) defines a transformative mixed method as “...a pragmatic research approach which liberally draws methods from both quantitative and qualitative databases”. It uses a social lens drawn from social justice or power as an overarching perspective within a design to converge data or use it, sequentially building on the other database. The study is cross-sectional, because the study derives data from two groups of people, with distinct differences in one variable of interest. The same questions were asked of these different groups to determine their views on the IDP as an instrument for service delivery in their local municipalities and Ehlanzeni District Municipality in general. This triangulation process had the effect of enhancing the reliability and validity of the collected data of this study.

4.9 Pilot testing

Bryman and Bell (2017: 358) highlight the researcher must test the questions on a much smaller sample before gathering data for the main study. A pilot study serves to expose the flaws in some questions, to recommend possible improvements. It also helps to generate a range of possible answers to the open-ended questions. Bryman and Bell (2017:3 58) add a pilot is useful for the identification and implication of any additional amendments to maximise return and reduce the error rate on answers.

A pre-test was conducted on the questionnaire with six participants, three from management and three from recipients of the project. Interviews were conducted with two participants from the management level and the recipients of the projects carried out by municipalities. The researcher could not establish whether the participants who responded to the pilot study questionnaire took part in the main study as the names of the participants were anonymous. In

the interviews, all participants took part in the main study and their responses were consistent with what they had earlier provided.

The data collected from the pilot study were analysed and checked for consistency and whether the questions asked were in line with the study purpose. The reliability of these instruments was checked through for inconsistencies that emerged. Some questions on the questionnaire were revised to ensure they were easy to understand. After this was done, the questions on the English, and Swati questionnaire in were compared to check for inconsistencies.

A pilot study also assisted in establishing content validity, as it allowed the researcher to compare the results of the pilot and the actual study. The researcher carried out a pre-test or pilot study to determine and test the validity of the methodology adopted.

4.9.1 Pilot Study Findings

This section provides the findings from the pilot study conducted to test the instruments. In addition, the findings from the questionnaire and the interview questions are also presented.

4.9.1.1 Pilot study findings from the questionnaire

The findings from the pilot study showed participants were aware there is a working PMS in the municipalities. The findings further showed there are teams that develop PMS and on completion, the PMS is widely communicated. The participants also suggested the PMS is directly linked to the IDP and that the KPIs are adequately evaluated.

The pilot study showed participants appeared to know that housing, health, education, and employment, as well as water, and sanitation are KPIs in their respective municipalities. The participants further indicated they are not satisfied with the service delivery in their municipalities.

When asked regarding the formality, clarity, measurability, and objectivity, as well as the coverage of the strategic objectives, pilot study participants agreed this was the case in their municipalities.

It was concluded from the pilot study, for the IDP to be an effective service delivery tool, it must have SMART objectives and there must be a PMS to evaluate performance. These responses gave rise to the need to investigate more on the topic, as all who responded to the questionnaire appeared to agree with the questions posed. The pilot study findings concur

with the NPM principles. According to Lahjouji (2019), public organisations must be result-oriented, and this is shown by having a PMS in place to check their performance and targets.

4.9.1.2 Pilot study findings from interviews

The pilot findings from the interviews showed the municipalities are aligning their IDP and the SDBIP. One participant argued “...*we always try to ensure that the IDP and the SDBIP are aligned for us to deliver services. If we do not ensure this happens it's known that service delivery protests always follow.*” Another participant added there is partial alignment of the IDP as a result of the available resources.

The pilot study findings also appear to show performance targets must be widely communicated. A participant argued “*when people in the organisation do not know what needs to be achieved it is difficult to achieve these set goals. Our municipality communicates these, but some officials fail to understand these issues. It is therefore important to communicate these for our strategic plans to work....*” This concurred with responses given by another interviewee, who argued communication of all plans is important to ensure everyone knows the goals and works towards them.

The findings of the pilot study also showed theories such as the NPM, SHMT and governance theory are relevant to the IDP processes. To ensure accountability these theories involve community members to participate in the processes. The IDP uses the tenets of these theories to ensure it is a product of the people and focused on performance.

It can, therefore, be concluded from the pilot study findings of the interviews that the plan must be effectively communicated to ensure everyone knows what is required and how to achieve it. Consequently, there were mixed reactions to the question of the IDP alignment with the SDBIP in the municipalities. These responses emphasised the need to understand the situation better in the municipalities.

4.10 Data Analysis

This section explains how quantitative and qualitative data were analysed.

4.10.1 Qualitative Data Analysis

Qualitative data analysis is the process of bringing structure and meaning to the quantity of data collected from the field (Flick 2018). Zhang (2021) also contends the process includes limiting the volume of raw information, selecting significance from trivia, identifying

significant patterns, and constructing a framework for communicating the essence of what the data discloses. The thematic data analysis method was used in this study. According to Nowell *et al.* (2017), the thematic approach entails finding the credentials, scrutiny and recording patterns within the collected data.

Following the principles of the thematic study cited by Braun and Clarke (2006: 79, cited in Friese, Soratto and Pires 2018), the examination of qualitative data in this study followed through the stages of presentation, and interpretation of the experiences, perceptions, and descriptions of the employees' life situations. The qualitative data analysis involved collecting responses that are similar and forming patterns, with interpreting the patterns within the collected data frequently into precise quotes to provide insight into the problem statement (Castleberry and Nolen 2018). Raw data transcription was followed by the organisation of data through assigning different codes and labels to participants for examination and the identification of any further patterns. The codes were used on grouped ideas and other keywords to maintain anonymity for this study. The presentation of the data will be done in chapter five using graphs, other visual aids, and narratives of the qualitative data analysis.

The researcher was assisted in analysing the data from the interviews with NVivo software. Jackson and Bazeley (2019) argue this tool is best used in qualitative data or from structured or semi-structured interviews. The software enable attention to detail and reduced the time the researcher would have used in doing manual coding and observing trends from the data collected from the managers in municipalities. NVivo categorised the data into different themes, which made it easier to analyse the data. The advantage of using this tool was its ability to pick up trends such as agreements and disagreements on a particular issue. The researcher constantly familiarised themselves with the codes, themes, and the data during the study to get a better understanding of the data. A constant revisiting of the literature also assisted during the data analysis phase. The process was ongoing during data collection up to the study conclusion.

4.10.2 Quantitative Data Analysis

Quantitative data were analysed using the Statistical Package for Social Sciences (SPSS) version 25. During the analysis, the data describing the sample were first generated as demographics. This was done in the form of means for continuous variables, such as age, and

frequencies for categorical data, such as qualifications. The analysis was performed to determine the sample outlook.

Descriptive statistics (means and standard deviations) were calculated. The mean and standard deviation as a form of descriptive statistics, denotes how measurements of a group are spread out from the average or the expected value. The lower the standard deviation, the closer the cluster is to the expected value (De Vellis 2016: 44). The reliability of the data/information was calculated through the Cronbach alpha.

Cronbach's alpha coefficients were calculated for each factor to determine the internal consistency and reliability of factors. According to Bryman and Bell (2017: 164), the closer the alpha value is to one, the better the internal consistency (reliability) of the scale. The lowest reliability coefficient will be 0.00. Correlation coefficients were calculated using Pearson's r-coefficient. Also known as the Pearson product-moment correlation, Chakrabarty (2021) defines co-efficient as the ratio of the covariance of two variables representing a set of numerical data, normalised to the square root of their variances. This was done to ascertain any forms of meaningful relations. In addition, a linear regression analysis was carried out to assess how a combination of variables relates.

Regression analysis is a statistical technique to determine the linear relationship between two or more variables (Gunst and Mason 2018). Regression is primarily used for prediction and causal inference (Hahn, Murray and Carvalho 2020). In its simplest (bivariate) form, regression shows the relationship between one independent variable (X) and a dependent variable (Y) (Kalnins 2018). Regression can also show us how variation in one variable co-occurs with variation in another. This was done to ascertain whether combining variables could predict the dependent variable in a meaningful manner. A one-way analysis of variance was undertaken in the study to assess the homogeneity of mean scores between participants.

Since the methodology is triangulated, and data follows a sequential approach, the quantitative data is supported by descriptions from the qualitative data or interviews. Interviews were analysed using content analysis, a technique for interpreting the content of text data through the systematic classification process of coding and identifying themes or patterns (Krippendorff 2018). Data were analysed using words, as it is deduced from narratives and individual quotes of the people interviewed. The researcher also had the option

to analyse interview data using the coding method, where data is subdivided and assigned into categories.

4.11 Reliability and Validity

The two most common technical concepts in measurement are reliability and validity, considered as tools of an essentially positivist epistemology. Thus, when two events are measured at different times, the instrument used to measure should be stable, dependable, trustworthy, and consistent in measuring the same thing each time (Hedge, Powell, and Sumner 2018). Nevertheless, validity refers to the extent to which an empirical measure adequately reflects the real meaning of the concept under consideration (Mohajan 2017). Therefore, whether validity is a measure found only in a quantitative study remains a matter of academic contestation.

In this study, to ensure the reliability of the questionnaire, Cronbach alpha coefficients were calculated for each factor, in order to determine the internal consistency reliability of factors. According to Eislene *et al.* (2015: 114, cited in Mohajan 2017), the closer the alpha value is to 1, the better the internal consistency (reliability) of the scale. The internal consistency of each of the factors was assessed by calculating the Cronbach alpha and the >0.7 value was considered to represent a sufficient standard of reliability for this study. Below are the different types of validity used in this research, detailing how each was used in this study. The types of validity that form part of this study are construct, content and criterion validity.

4.11.1 Construct Validity

As stated by Taherdoost (2016: 31), construct validity is defined as how well a researcher translates a theoretical idea or concept into something that can be operationalised or be made functioning. It is also concerned with “the degree to which the research instrument measures the concept, behaviour, idea or quality- that is, a theoretical construct that it purports to measure” (Sürücü & Maslakçı 2020: 2700). Gates, Johnson and Shoulders (2018: 189) posit there are three steps required when researchers seek to ensure construct validity is established. First, correlational evidence must be given, with the construct and a relationship with the variables of the study also shown. The researcher calculated the correlation of the data from the quantitative data. Second, it “... shows that certain groups obtain higher mean scores on the new instrument than other groups, with the high or low scoring groups being determined on logical grounds before the administration of the new instrument” (Gates *et al.*

2018: 190). Last, Huck (2008: 92, cited in Gates *et al.* 2018: 190) propounds there is also the need to conduct a factor analysis from the scores generated by the new instrument.

4.11.2 Content Validity

Creswell (2005, cited in Mohajan 2017: 15) argues that this measures the extent to which the questions on a given instrument give and present all the possible questions that could be asked about the content. Similarly, Gates *et al.* (2018: 189) posit that content validity measures the degree to which the instrument used in the research includes and covers the content it intends to measure. What this means is, content validity ensures the instrument - in our case is the questionnaire - adequately includes the items that help understand the concept better.

Mohajan (2017: 15) adds there is no statistical measure single-handedly used to measure whether the content of the study has adequately been included in the study. The implication is the judgement of experts must be used to achieve this. The researcher, through consultation, managed to ensure this was achieved, with involvement of experts in the field of municipal planning and IDP processes. Therefore, unclear questions were easily identified, revised, or amended and those that could not be amended and considered ineffective were discarded through the advice of the expert reviewers. The way this was done concurs with Gates *et al.* (2018: 189), as they argue the expert's advice should be based on the skills they have in the issue of study to have content validity. This had the effect of ensuring the content that needed to be included in the instruments was incorporated into this study.

4.11.3 Criterion Validity

This type of validity is said to measure and predict the future and current performance of an instrument (Mohajan 2017: 16). Simply put, criterion validity is defined as the extent to which a measure is related to an outcome (Taherdoost 2016: 32). The author further adds this type of validity is the association of empirical and test scores on a particular criterion, such as service delivery in our case.

Two types of validity fall under this type of validity: concurrent and predictive validity. A questionnaire is deemed predictively valid when the tests are accurate enough to predict what it is supposed to predict. The instrument used in this study was able to predict issues with the IDP as a service delivery instrument in Ehlanzeni District Municipality. A larger sample also assisted in establishing this type of validity. With regard to concurrent validity, Taherdoost

(2016: 33) advises when an instrument can have its results correspond with past research for the same construct, it has such validity. The researcher reviewed past research on the IDP to determine how they used the questionnaires in their studies.

4.11.4 Reliability

Reliability is concerned with ensuring the instrument used measures as it opts to or purports to measure (Bryman and Bell, 2017). The reliability of the interview guide, concerning this study, was ensured by the way the researcher administered the interviews. Face-to-face interviews allowed the researcher to follow up on questions, while also allowing the researcher to record gestures and body language. The questions were asked in the same format for all participants, in order to improve the reliability of the results. Further to this, testing and retesting of the instruments were performed during the pilot study. This ensured reliability is safeguarded, as it is concerned with the findings being inherently replicable by other researchers. Ensuring this enables the scholarly community to corroborate and accept the study findings. This research is also open to the scrutiny of other researchers to check whether the findings and instruments used were reliable.

4.11.5 Trustworthiness

To ensure trustworthiness, the interview questions were checked to determine the content covered and which content was lacking, also known as conformability, dependability, and credibility (Saunders *et al.* 2016: 50). Conformability ensured the study findings can be confirmed by other researchers, by documenting the steps followed in collecting the data. The study also ensures credibility by including the verbatim responses of the study interviewees. In addition, by engaging other researchers to evaluate how they examined the findings, credibility was further ensured. Moon *et al.* (2016: 2) juxtapose the methods of establishing trustworthiness with the ones used in quantitative research of validity and reliability. According to Korstjens and Moser (2018: 121) methods used to generate trustworthiness include credibility, transferability, dependability, confirmability and reflexivity. The research ensured the trustworthiness of the research through the use and understanding of these concepts during the study, as discussed below:

4.11.5.1 Credibility

Korstjens and Moser (2018: 121) posit credibility is concerned with establishing whether the findings of the study represent plausible information and provide a correct position, as

imparted by the study participants. To ensure this, the researcher had to have prolonged engagements, persistent observations, and triangulation as strategies. The researcher had to familiarise themselves with the context and setting of the study, as well as build trust with the participants, which enabled rich data to be collected. This follows Korstjens and Moser (2018: 121), who argue a researcher must be able to familiarise themselves with the study area and build trust with participants for rich data to be gathered. Obtaining data from different data sources thus also enabled credibility, as these data sets can be compared, in order to check for patterns and consistencies. Probing of the inconsistencies was also performed in the interviews to ensure credible data for this research.

4.11.5.2 Confirmability and Dependability

Confirmability simply measures the degree to which the data and findings of the research can be confirmed by other researchers (Korstjens and Moser 2018: 121). Dependability follows a similar position, as it is concerned with checking for consistencies and keeping an audit trail of the methods used to open the ideas to scrutiny by other researchers. To ensure this, the researcher detailed how data were collected and the steps taken to analyse the data in this study. These steps were kept on record throughout the course of this study on the effectiveness of the IDP as a service delivery instrument.

4.11.5.3 Reflexivity

Reflexivity is concerned with a process of self-evaluation as a researcher and critically evaluating one's own conceptual and theoretical lens. Korstjens and Moser (2018: 121) propose diarising the events the researcher used in this study. The researcher also critically evaluated their preconceptions and assumptions by listening and observing the study area with an open mind. Noting the assumptions the researcher had prior to going into the field helped improve the reflexivity of this study.

4.12 Elimination of Bias

The researcher treated the subject under study as a purely scientific investigation, devoid of emotions and pre-determined thoughts and views (Creswell and Creswell, 2017) When the researcher was collecting data through the interviews, the notes were confirmed and reviewed with the interviewees to determine whether the data were captured correctly. The researcher also verified with different data sources to ensure different interpretations were captured. Moreover, the research further consulted with experts in the field to gather different

perspectives in examining the issues at hand. In addition, the researcher acquainted themselves with different theories to be open-minded and not clouded by personal values, assumptions, and beliefs. All this was done by the researcher to ensure the elimination of bias in this study. The use of a mixed method approach was also done with a view of balancing the debates common in research between qualitative and quantitative studies. This ensured the researcher was not biased towards one approach but fused the two, as they complement the shortfalls of one another.

4.13 Limitations of the Study

The researcher anticipated workers may have busy schedules and, as such, may reschedule interviews time and again, which was confirmed in the pilot study. The researcher, therefore, decided to deal with a limited and manageable number. The use of a purposive sampling method allowed for the interviews to be conducted at a time convenient to respondents. The researcher also had to send reminders to respondents regarding the study and the convenient time they would be free.

Employees may be bound by an oath of secrecy and confidentiality and could, as such, be afraid to divulge some sensitive information. The researcher, therefore, alerted the respondents that the research study was cleared for the sole purpose of academic study and respondents were protected by a confidentiality clause, provided to them before the interviews started. The researcher also ensured the study complied with the Protection of Personal Information Act (PoPIA) Act 4 of 2013 (RSA 2013). The researcher openly disclosed the purpose of the study and intended security safeguards of personal information.

The research was also affected by the COVID-19 pandemic. At one-point, movement was limited, with some offices closed in SA, including Mpumalanga Province. However, when the COVID-19 regulations were relaxed, the researcher took advantage of these and followed all the necessary rules to ensure no harm to participants or the researcher. Social distancing and wearing of face masks were some of the measures that had to be followed during the fieldwork of this study.

4.14 Ethical considerations

Research ethics outline the standard of behaviour that guides the conduct of the researcher, in conjunction with the rights of the subjects of the researcher's work (Saunders *et al.* 2016:

226, cited in Motaung 2019). These research ethics were followed throughout the course of this study, to ensure the study is ethically grounded.

4.14.1 Durban University of Technology (DUT) ethical policy

There are various principles as set by DUT that researchers at the institution need to follow. The researcher adhered to the research ethics policy as espoused by the Institutional Research Ethics Committee (IREC) of DUT. This policy aims to protect the rights and welfare of research participants, animals, and the environment by adhering to the principles of beneficence, justice and respect for persons, particularly vulnerable populations, animals, and the environment. The researcher was, therefore, able to comply with the ethics policy and sought permission where needed and obliged the tenants of ethical research practices. The researcher acquainted themselves with the ethics in research and submitted an ethical application, which was approved by the DUT.

4.14.2 Ensuring permission

“In academic research, it is required that the researcher should formally request permission to carry out the study from the required organisations” (Saunders *et al.* 2016: 194). This study sought permission to speak to and collect data from the relevant municipalities and authorities. When permission was granted, all potential and actual participants were engaged to outline the implications of participating in the study. The permission letter to conduct this study is attached in the Appendix section. It detailed the study particulars, in order to clarify participant requirements.

4.14.3 Ensuring no harm to participants

The researcher ensured no harm would come to the participants. Since the research was conducted during the COVID-19 pandemic, the researcher ensured masks, social distancing, and the sanitising of hands were observed to protect both the participants and the researcher during the data collection period. The interviews were also undertaken in well-ventilated places, as prescribed by the World Health Organisation (WHO) COVID-19 protocols. Additionally, no questions that could cause psychological harm were asked of the participants.

4.14.4 Ensuring participants provided informed consent

According to Arifin (2018: 18), “Participants are supposed to know when they are taking part in the study and not forced into giving data to fulfil an individual’s research objectives”. As

such, participants were formally informed and freely gave their consent to be part of this study. A letter was sent to every participant, attached to the questionnaire but not for interviews, requesting their consent to participate in the study. The letter also explained the type of study and what was expected of them. A sample of the informed consent letter is attached in the Appendix section.

4.14.5 Ensuring confidentiality and anonymity

Research is intended to answer six intrinsic questions: who, when, what, where, why and how. It is not designed to directly focus on the participants who are the source of the data used to address these questions. Saunders *et al.* (2016: 231) highlight that: “Individuals and organisations should therefore remain anonymous and the data they provide should be processed to make it non-attributable unless there is an explicit agreement to attribute comments”.

This study ensured anonymity by not asking for participant names and coding the names when known. The researcher observed confidentiality by ensuring security on the laptop was strong to protect the information obtained, where access to the information was only granted to the research team. Employees were bound by an oath of secrecy and confidentiality, with the researcher providing assurance such information would remain confidential and signed a form to assure participants.

4.15 Chapter Summary

An outline for the research methodology and design used to investigate IDP as a tool for service delivery by the researcher. The philosophy, sampling strategy, and data collection instrument, as well as the data analysis and the pilot study details were provided, along with the research strategies adopted. The reasons certain approaches were used instead of others and how the study was conducted were also highlighted. Study reliability and validity were also discussed, in addition to the ethical considerations of this research and how they were upheld. The next chapter presents the results obtained from this study and a discussion and interpretation of the findings.

CHAPTER FIVE

Presentation of Findings and Discussion of Quantitative Data

5.1 Introduction

The previous section covered the details of the research methodology, research scope, and research design, which led to a presentation of the fieldwork findings. This study contains an analysis of the findings gathered from the questionnaires. This researcher is going to provide a summary of the research results and conclusions drawn. Results shall be discussed in line with the objectives of the study. The response rate is the degree to which the guided example answers the examination instruments. Table 5.1 shows the reaction pace of the respondents.

5.2 Questionnaire Response Rate

Table 5.1: Response Rate

Description	Frequency
Number of Study Subjects	197
Number of Responses	172
Response Rate (%)	87

The response rate was considered as shown:

$$\frac{\text{Response rate}}{\text{Targeted frequency}} = \frac{\text{Absolute frequency}}{\text{Total frequency}} \times 100$$

A sample of 197 participants was selected by the researcher. The researcher distributed 197 questionnaires to these participants. Of the 197 distributed questionnaires, 172 were completed and returned by the participants. This amounted to a questionnaire response rate of 87 percent. This percentage shows the sample was an adequate representation of the population, as supported by Schuster *et al.* (2021). This author posits that 70 percent and above is a satisfactory response rate for questionnaires in a study.

5.3 Quantitative Finding and Interpretation

This section provides the findings and the interpretation of the data from the administered questionnaire.

5.3.1 Demographics of Questionnaire Respondents

The following section gives the demographic data of the study participants.

5.3.1.1 Gender

The proportion of males and females who were part of this study is illustrated below.

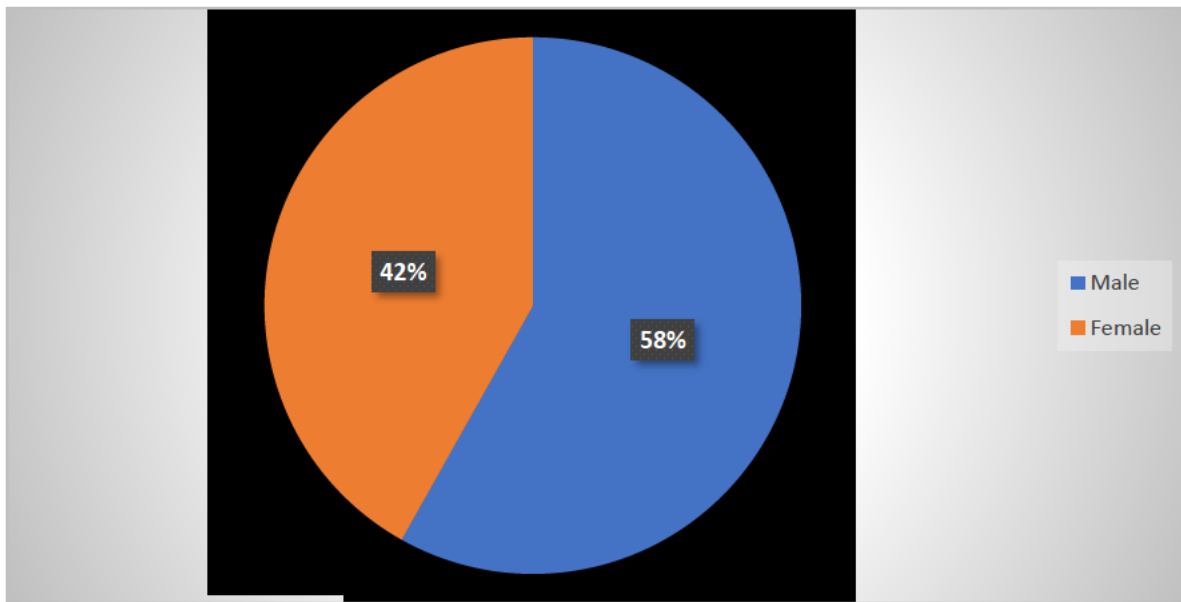


Figure 5.1: Gender

Figure 5.1 shows the percentage of women and men who were part of this study. Figure 5.1 compliments this by giving a diagrammatic view from a numbers point of view between males and females. It clearly shows this study obtained responses from 100 males and 72 females. This accounted for 58 percent male participants and 42 percent female participants. The questionnaire was not targeted at any specific gender and each participant was given an equal chance to respond. This is the reason such numbers emerged in this research.

The results show men who took part in the study numbered more than females. As highlighted in the preceding chapter, this could be because of stereotypic gender roles as explained, using the social position concept that indicates positive roles are appropriate for men and others for females.. This explains why most participants in Ehlanzeni were male. Showing this distribution in terms of gender is important, because the researcher is of the view, since service delivery is important, it is essential to acquire the views of both males and

females. Moreover, according to Fredriksen and Kim (2017: 45), sex and gender in research help in decision-making, communication, stakeholder engagement and drawing conclusions on the area of research and preferences for the uptake of interventions. The way people think of gender roles and relations has been institutionalised, thus influencing the way decisions are made.

Maake (2016: 259) posits there is a tendency to generalise findings in terms of gender. This misses an understanding of the problems at hand, therefore, ignoring the importance of understanding the problems from a gender-balanced perspective. Corroborating these ideas, Makalela (2019: 66) states that there is a long-standing culture dominant in society that overlooks the equality of women and men when conducting research. More often than not, women become disadvantaged as their views are suppressed. The researcher tried as much as possible to obtain responses from women in this study. Women are taking a stance on issues that affect them, shown by their willingness to participate in this study.

5.3.1.2 Marital status

The researcher asked participants regarding their marital status, to understand the IDP better in Ehlanzeni. Figure 5.2 presents the research findings from this study.

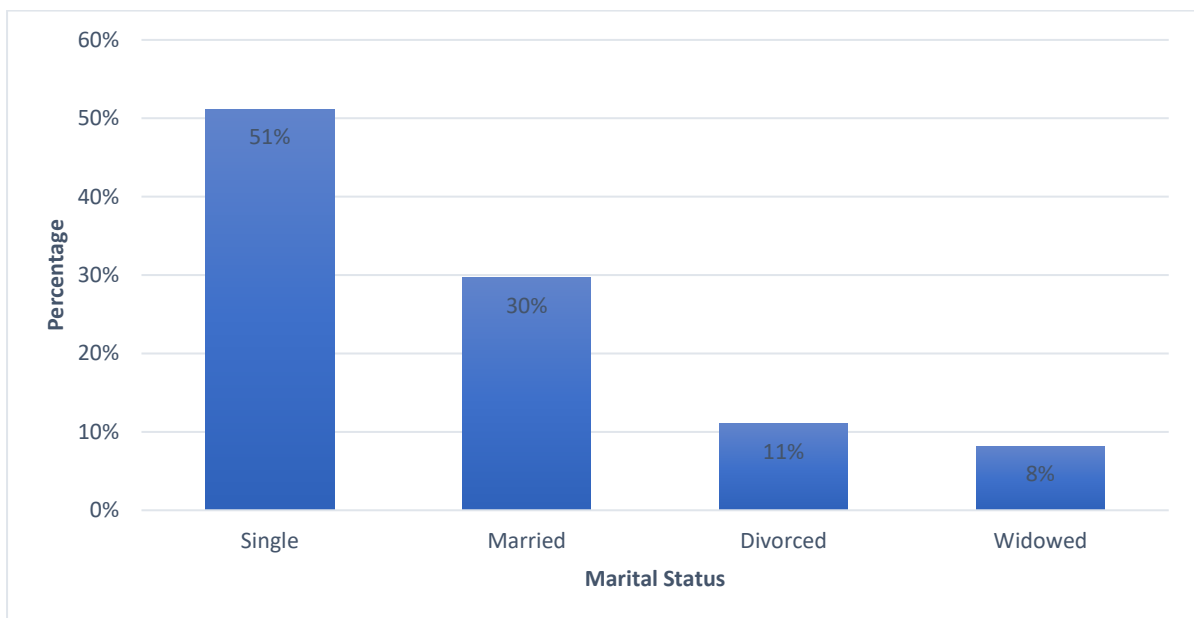


Figure 5.2: Marital Status

Figure 5.2 shows the marital status of the participants of this research. indicating 51percent participants were single, while 30 percent participants were married. The research findings

highlight 11 percent participants were divorced. In addition, eight percent participants were widowed. The research findings indicate the majority participants were single. The significance of adding the marital status was to understand the response from a family-type point of view. This provides an understanding of what and how they view the IDP as a service delivery instrument, based on how they live and other factors.

5.3.1.3 Municipality

The figure and data below give the municipalities the participants belong to.

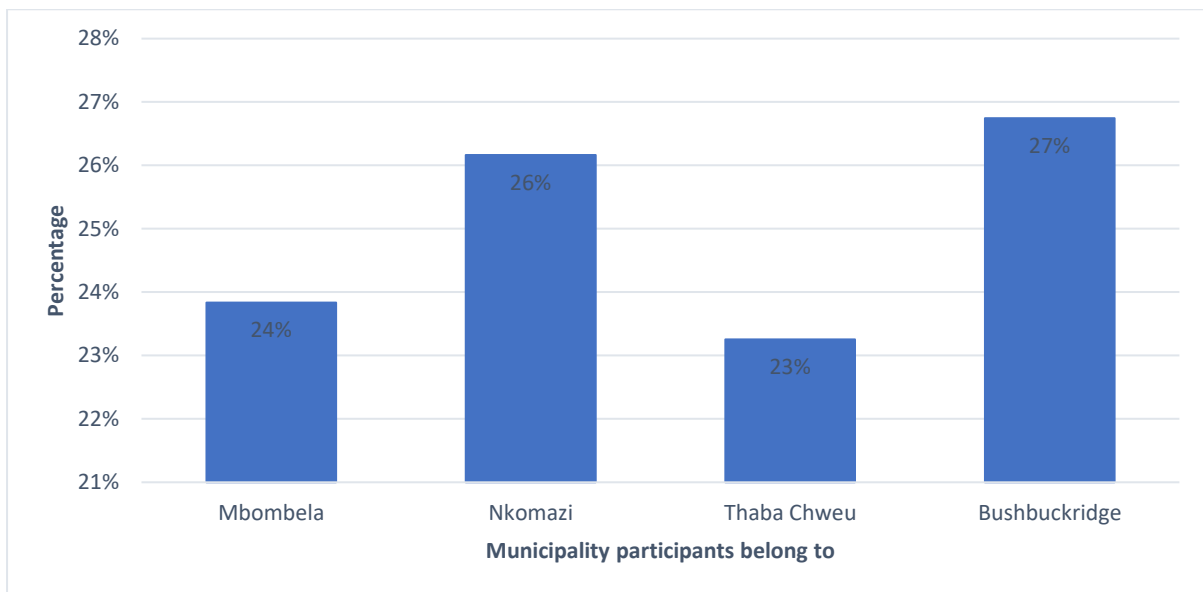


Figure 5.3: Municipality of participants

Figure 5.3 shows the municipality to which the participants belong. The significance of gathering this data was to be able to triangulate participant responses. It follows the different municipalities are in the Mpumalanga Province. The figure highlights 24 percent and 26 percent participants belonged to Mbombela Municipality and Nkomazi Municipality, respectively. The research findings also point out 23 percent and 27 percent participants belonged to Thaba Chweu municipality and Bushbuckridge municipality respectively. The research findings imply most participants in the study were from Bushbuckridge municipality.

The study sought to provide a holistic picture by considering the different municipalities, thus explaining the consideration of these municipalities in this research. The sampling technique used in this study, further explains the numbers generated. According to Du Plooy Cilliers *et*

al. (2014: 136, cited in Etikan *et al.* 2016), this method helps in removing human bias, in this case, towards a particular municipality.

5.3.1.4 Sub-committee of participants

The researcher sought to understand the sub-committee the participants belonged to. Figure 5.4 presents these results.

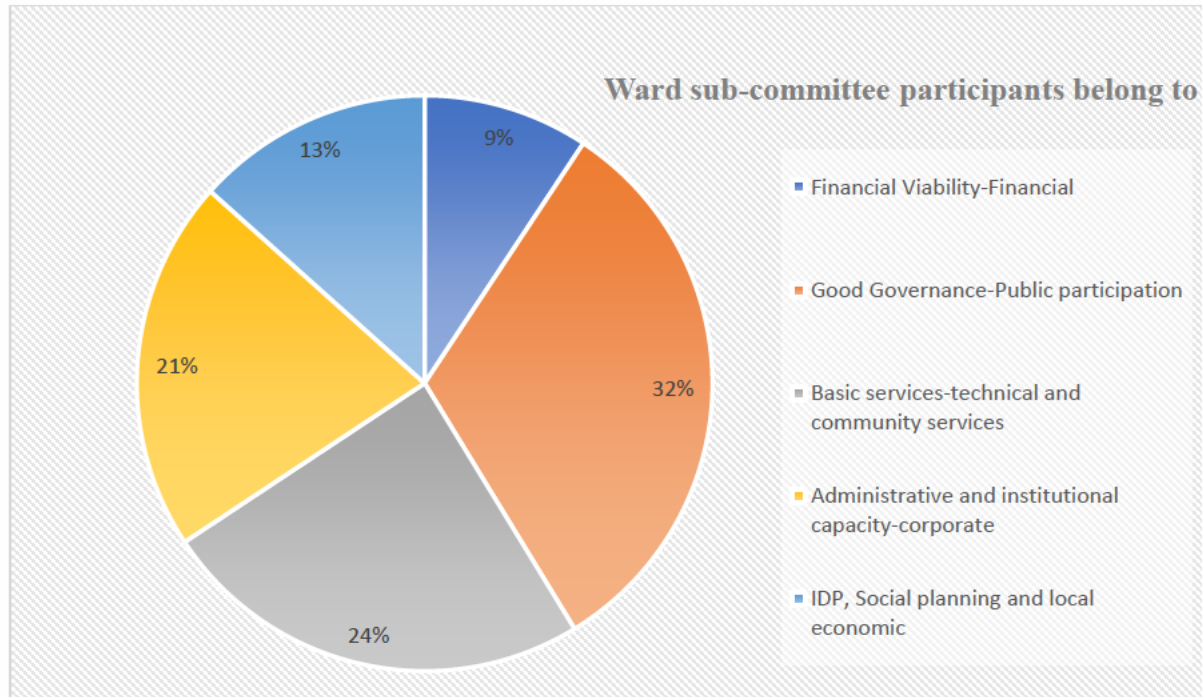


Figure 5.4: Ward sub-committee to which participants belong

Figure 5.4 shows the ward sub-committee the participants are from. The importance in providing these two is they complement each other and help better understand the data collected. We say this, because Figure 5.4 illustrates the percentage of the participants in the different ward committees. The importance of this was to clearly understand the responses from the level of the ward committees they operate in. Figure 5.4 shows nine percent and 32 percent participants were from financially viable and well-governed departments, respectively. It also shows 24 percent participants were from the basic services department, while 21 percent and 13 percent participants were from administrative and IDP departments, respectively. It thus offers a holistic picture of issues to do with the IDP from different perspectives. As shown from the roles and responsibilities of participants in the preceding chapters, the IDP involves several stakeholders, which explains why a number of these sub-

committees emerge. Each sub-committee here contributes to the IDP processes in their various capacities.

The legislative documents analysed in Chapter 2 support the above. Sebei (2018: 25) makes it clear community involvement is key in the IDP processes, and this leads to project ownership. Since this platform was created, it allows community members to go to different ward communities to discuss various issues regarding the IDP. According to the IDP Guideline Pack (2000), the RFs encourage gathering knowledge from different stakeholders. By considering this, our findings were able to draw from a number of these RFs thus generating rich data from the different levels.

5.3.1.5 Participation Length in Sub-committees

This section presents the findings on the length of participation of the ward-committee members.

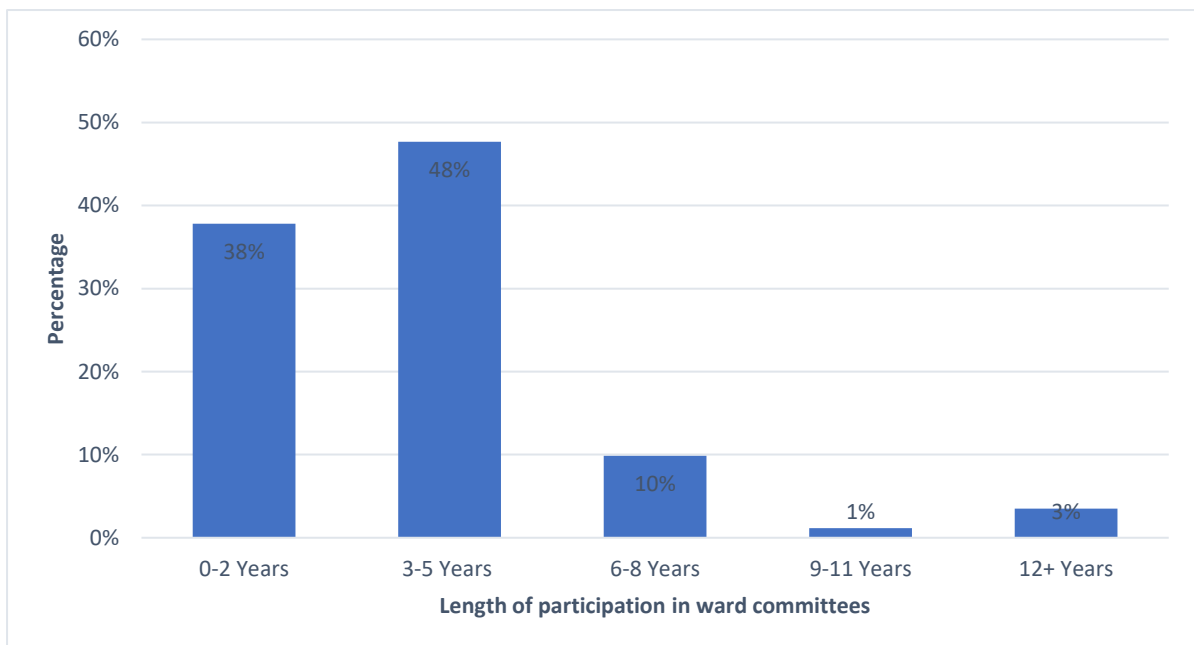


Figure 5.5: Length of participation in ward committee

Figure 5.5 shows the picture of the experience level and years of participation in ward committees in the different municipalities of the Ehlanzeni District Municipality. The significance of this is to gather historical data from the experience the participants have thus enhancing the quality of data gathered. It clearly shows 38 percent and 48 percent participants had less than two and 3-5 years of working experience, respectively. The figure further shows 10 percent participants had 6-8 years working experience. Moreover, one

percent and three percent participants had 9-11 years and more than 12 years working experience or participation years in ward committees.

The findings corroborate Musitha (2016), as they show community members do not participate for several years in the ward committees. Musitha (2016) further shows participation in ward committees is usually influenced by the size of the ward committee and the population in an area, as shown in Thulamela Municipality in Limpopo. It is also argued some do not participate as they have other commitments such as work and thus fail to attend the meetings.

It is, therefore, concluded ward committee members in Ehlanzeni actively participate in ward committees for between zero to five years.

5.3.1.6 Academic Qualification

The researcher sought to understand the academic qualifications of the participants, as this contributes to their understanding of the research problem. Figure 5.6 presents the research findings.

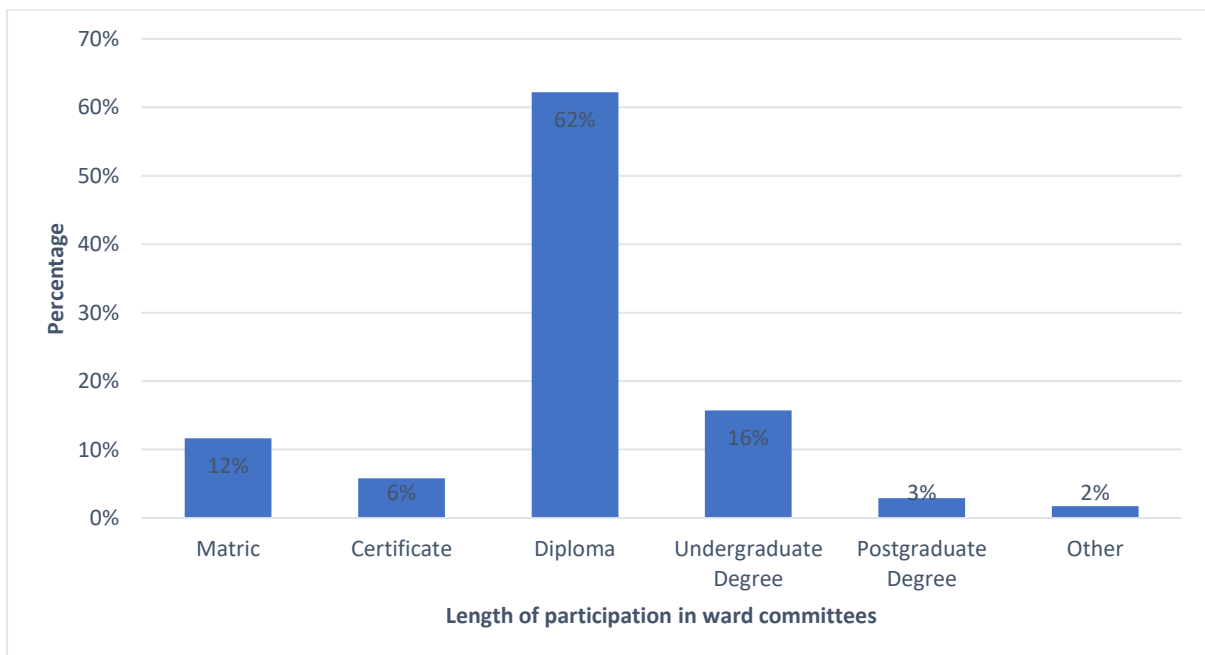


Figure 5.6: Academic Qualification

Figure 5.6 details the academic qualifications the participants hold. An understanding of this is not only to comprehend issues at hand from experience but from an academic point of view as well. Figure 5.6 shows 12 percent and six percent participants had matric and general

certificates, respectively. The findings of the research also show 62 percent participants had acquired a diploma. The research findings also clearly highlight 16 percent and three percent participants had undergraduate degrees and post-graduate degrees, respectively. Figure 5.6 also illustrates, amongst the participants, two percent indicated other unspecified qualifications. The research findings indicate the majority participants had at least a diploma.

The implication is that participants were able to comprehend the issues from an academic point of view. It also shows participants in this research clearly understood the questions, based on the educational training they have undergone, in understanding the processes involved in the IDP. In this regard, Nohumba (2017:186) is of the view the literature is extensive on the demographics, such as age, marital status, qualifications and work experiences, however, a consistent linkage of all these demographic imperatives is yet to be established.

5.4 Responsiveness

The results point towards the fact that participants were aware of all the service delivery targets (KPIs). Since participants were all aware of service delivery targets, this made results more accurate and reliable. Participants were thus able to answer all the given questions.

5.5 Reliability

The information presented in the previous chapter shows the Cronbach's Alpha coefficient for this study was acceptable and consistent when the variables were measured. The questionnaire was used to gather responses that enable the assessment of IDP as a service delivery instrument in Ehlanzeni.

Table 5.2: Reliability

	Cronbach's Alpha	N of Items
Tangibles	.873	6
Responsiveness	.873	5
Reliability	.873	5
Assurances	.873	5

Empathy	.873	5
---------	------	---

Table 5.2 shows Cronbach's alpha stood verified on a model size of 172 participants. The fallouts showed tangibles (.873); responsiveness (.873); reliability (.873) assurances (.873) and empathy (.873). The Cronbach's alpha for all the concepts remained over the 0.7 standard. Since the Cronbach value is more than the threshold of 0.7, it indicates satisfactory consistency (Taber 2018). This consistency infers the suggested technique would give similar outcomes when a similar test is once more applied under a similar condition. By inference, the internal consistency of the information was remarkable. Thus, specialists who wish to additionally conduct research on IDP as a service delivery instrument can utilise the research instrument.

5.6 PMS and Effectiveness of the IDP

Participants were asked about the presence of a working PMS in their respective municipalities. Below is a figure that gives their responses and a discussion of the findings of this study.

5.6.1 Presence of a working PMS to the IDP effectiveness in the Municipality

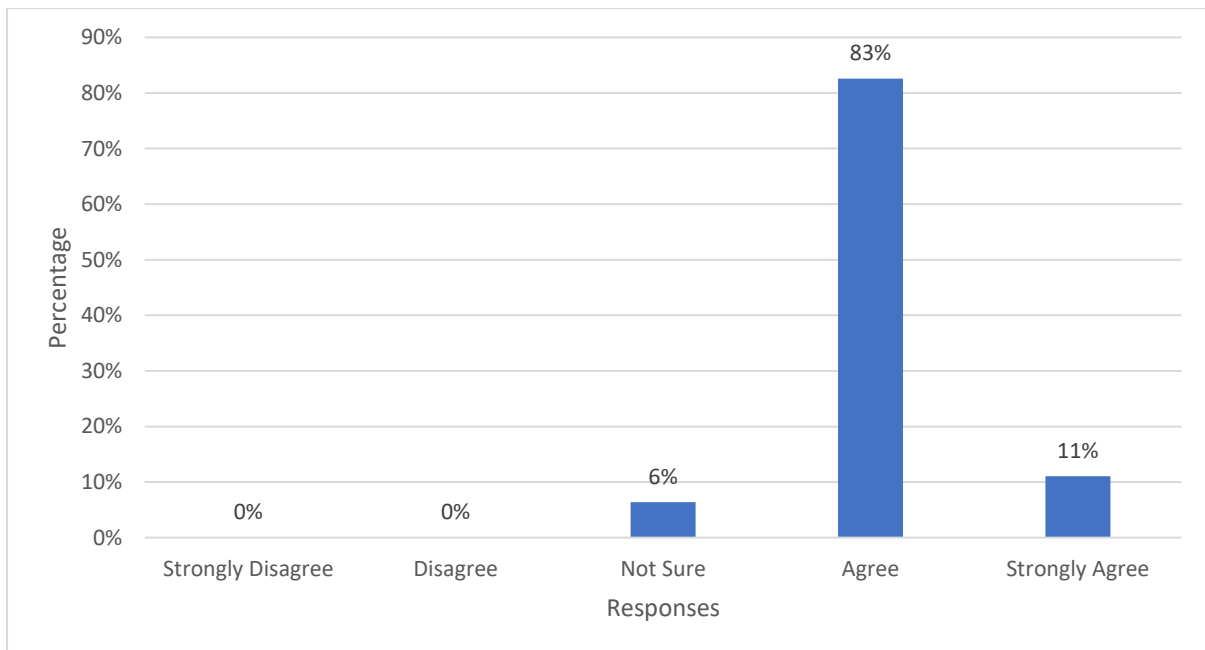


Figure 5.7: Presence of working PMS in the municipality

The graph above shows the responses gathered when participants were asked whether there was a PMS in their municipalities. This was important to gather, since it helped understand whether the set objectives could later be evaluated. Figure 5.7 shows none of the participants strongly disagreed nor disagreed there is a working PMS in the municipality they are from. Figure 5.7 further shows the percentages of the participants who responded to this question. Noteworthy of this finding, none of the participants denied the existence of a PMS. The figures further show six percent participants were unsure there is a working PMS in their municipalities. However, 83 percent and 11 percent participants agreed and strongly agreed, respectively, there is a working PMS in their municipalities. The research findings point out most participants agreed there is a working PMS in their municipalities.

The finding gives a hint of the use of the NPM theories, which emphasise checking performance and achievement of goals (see Chapter 3). As noted earlier, Lapuente and Van de Walle (2020) argue having public organisations focused on results helps in improving the quality of the services. From this argument drawn from the NPM, we can tell when municipalities set PMS, it helps ensure activities are monitored punctually and adequate remedies to problems are administered on time. As Cohen (2016: 431) highlights, NPM also seeks to ensure there is improvement of the services. Although, commenting on the public sector in general and using the NPM, Elliot (2018: 7) concurs with this, in that there is a need to also concentrate our effort on establishing outcome-evaluating systems when crafting strategic plans. Our results show NPM relevance is shown by the presence of the PMS. This means when the IDP is formulated, there is also the need to assess the existing PMS. The absence of an important tool such as the PMS simply means performance outcomes are not measured. However, even when the PMS is present, the evaluation of outcomes is not as smooth as most people may think. Its selection must be agreed on by the stakeholders and it must be used to do what it seeks to achieve. Matsiliza (2017: 21) advises engaging all stakeholders and this must be taken seriously.

Consequently, it is concluded the municipalities have working PMS to evaluate their IDP targets and goals. This enhances the effectiveness of the IDP. When such a system is not in place when the IDP is formulated, it will not be effective. The findings above show the PMS is available, thus enhancing the effectiveness of the IDP.

5.6.2 The PMS used to assess the implementation of goals

This section presents the findings on whether the PMS was used in implementation of the IDP goals. The findings are shown in Figure 5.8.

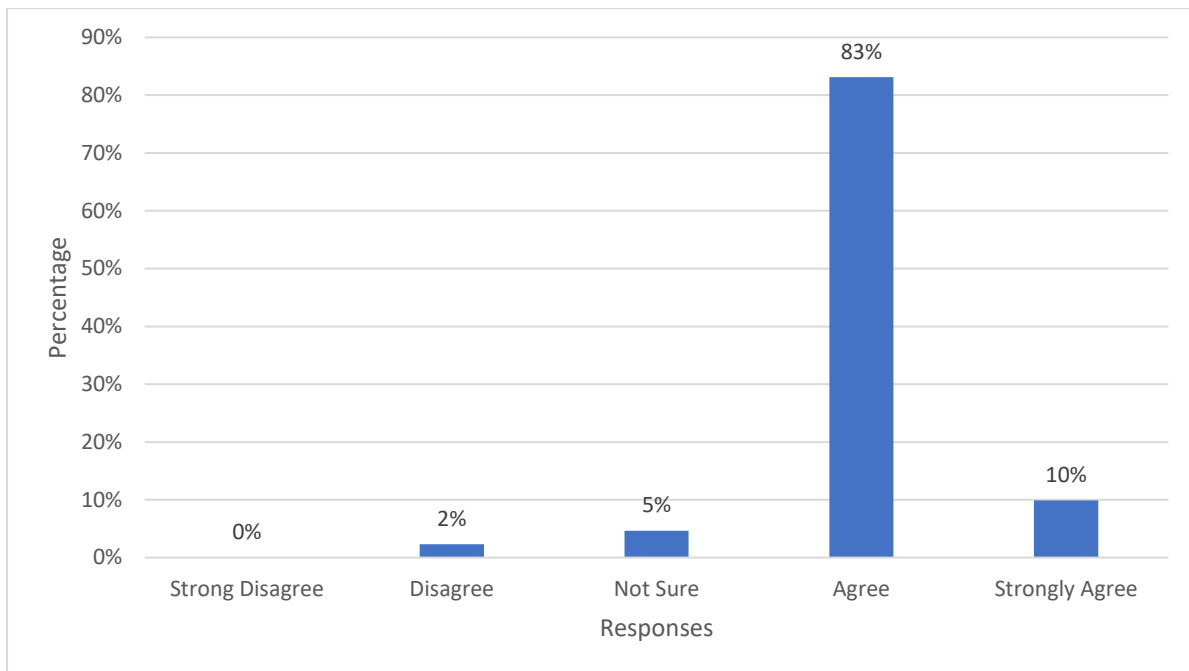


Figure 5.8: The PMS used to assess the implementation of goals.

Figure 5.8 above shows the responses gathered from the research that sought to understand whether the PMS was used to assess the implementation of IDP goals. None of the participants strongly disagreed with the use of the PMS to evaluate the IDP goals. However, two percent and five percent participants disagreed, and others were unsure whether the PMS is used to assess the implementation of IDP goals. In addition, 83 percent and 10 percent participants respectively agreed and strongly agreed the PMS is used to assess the implementation of IDP goals. The study found most participants (83 percent) agreed the PMS is indeed used to assess the implementation of IDP goals.

The research findings imply the majority participants agreed the PMS is used to assess the implementation of IDP goals. The finding corroborates the findings on IDP through the FSPAPP (2010: 1) that was “initiated to cater for all national and provincial departmental needs where each department has a legislative mandate to implement and manage its broad strategic plan and outcomes”.

“The strategic plan and performance information are important for effective management, planning, budgeting, implementation, reporting, monitoring and evaluation” (FSPAPP

2010:1). The IDP is the compulsory strategic plan of all municipalities in SA and spans a period of five years. Measuring and monitoring progress in terms of implementation ensures the goals are met and where attention needs to be paid is quickly remedied.

Accordingly, the appropriate implementation of the IDP goals provides a basis in which key performance targets, in terms of services in municipalities, are realised (Mathebula 2016; Mathebula, Nkuna & Sebola 2016). A failure to effectively implement the IDP can negatively impact the delivery of services such as water and sanitation to the communities. From what was gathered, the municipalities have this in place.

“The study probed the implementation of the IDP with a view of establishing the implications it has on the potential of municipalities to deliver services. Literature suggests that employees who understand the vision, mission, and deliverable objectives are likely to ensure their implementation” (Hohnen & Potts 2007). Therefore, the study commenced by interrogating the municipal employee’s understanding of the IDP. Service delivery can be improved in municipal areas when the IDP is well comprehended and understood by all the employees of a municipality. Moreover, because the IDP serves as a business plan and a strategic instrument (Maphunye & Mafunisa 2008), which means the objectives and services to be delivered “must be inculcated in all municipal activities through management planning processes”.

Suzuki and Avellaneda (2018: 4) argue reforms from the NPM have not yet been exposed. Our study sought to test this and found clearly there is progress in the application of this theory, when examining service delivery and the IDP. Our findings concur with Munzhedzi (2020), in that the relevance of the NPM theory in municipalities where it is applied has improved the planning and understanding of performance targets. Therefore, it was concluded the use of the NPM has positive effects on the effectiveness of the IDP as a service delivery tool.

5.6.3 The PMS is communicated to the entire organisation

This section presents the findings on the communication of the PMS in the municipalities.

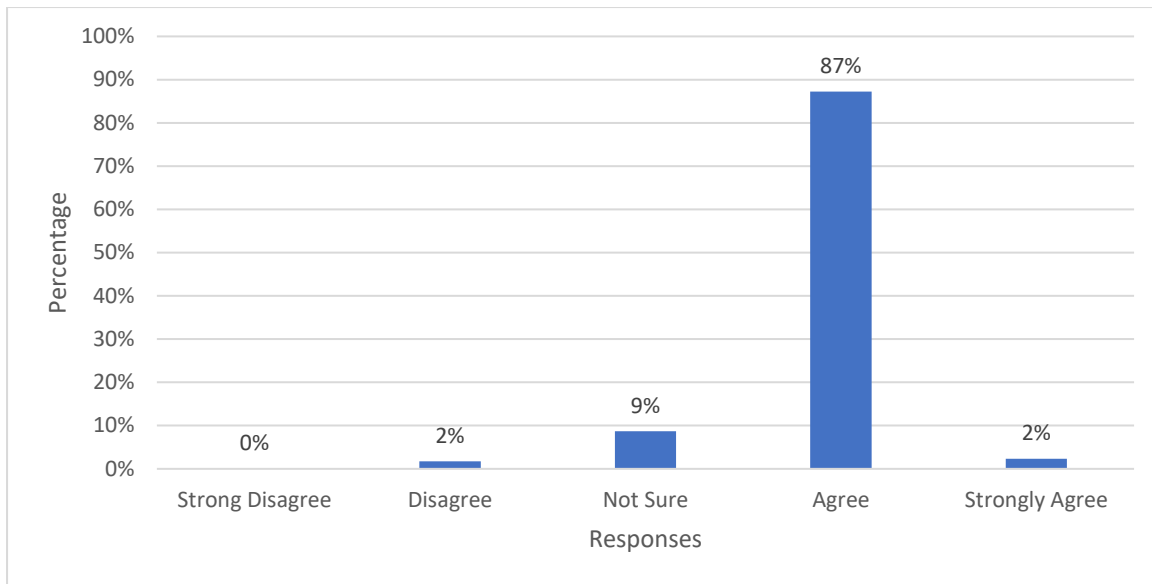


Figure 5.9: The PMS is communicated to the entire organisation

Figure 5.9 shows the responses participants gave when asked whether the PMS was communicated across the whole organisation. The research findings indicate none of the participants strongly disagreed the PMS is communicated in the organisation. A further two percent disagreed, while nine percent were unsure the PMS was communicated to the entire organisation. However, most participants were positive and agreed the PMS was indeed communicated across the entire organisation and structures. Furthermore, 150 participants, which translates to 87 percent participants agreed the PMS was communicated across the organisation. Additionally, two percent strongly agreed when asked to respond to this question.

The FSPAPP (2010: 1), state the PMS should be communicated to all of the organisation, because “it is important for effective management, planning, budgeting, implementation, reporting, monitoring and evaluation”. There is always the need to enhance the communication of the PMS across all departments and ensure reviews and understanding of these systems are improved. Communication is key, as it tells what needs to be done and required of members and employees.

Explanation of why communication of the PMS in the municipalities shows the relevance of the Governance theory in the IDP processes. As it is clear from the tenets of the governance theory, transparency is key as was discussed in Chapter 3. Goals, targets, or instruments of use to assess performance must be transparent. The findings are clearly in line with the position taken by Thebe (2016:125). When there is effective communication of the procedure

to be done in municipalities or the systems in place it can avert service delivery protests as everyone knows what is required of them. Our findings also concur with Munzhedzi (2020) who determined effective communication of plans and systems helps in ensuring good services are delivered. As 87 percent participants of our study noted, there is clear communication of PMS used to determine the effectiveness of the IDP.

5.6.4 There is an established team for the development of PMSs.

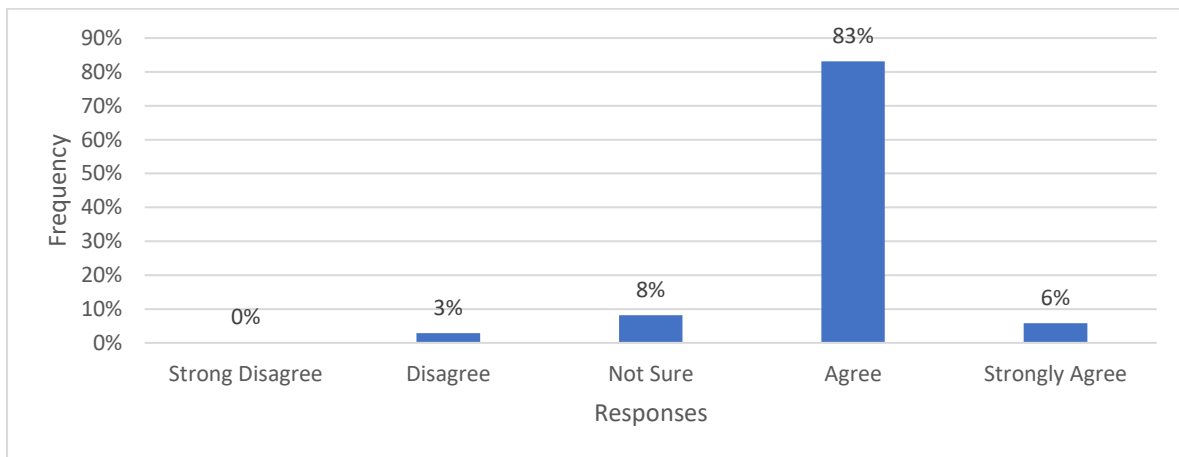


Figure 5.10: There is an established team for the development of PMS.

Figure 5.10 provides a diagrammatic depiction of the existence of a team that develops PMS, which examines the IDP in the municipality. First, from what was gathered, no participant strongly disagreed that there was a team to develop the PMS in the municipality. However, only three percent participants disagreed, while eight percent were unsure whether there was a team that develops the PMS in the municipality. The research findings highlight the majority (83 percent) participants agreed there is an established team for PMS development. Of all the participants, six percent strongly supported the idea a team is there to develop the PMS that evaluates the IDP goals and objectives. This is in line with other research that found the IDP should be reviewed annually, since it is the principal strategic planning instrument, guiding and informing all municipal planning, budgeting, management, and decision-making. Reddy and Dlamini (2018) describe the IDP as a bridging tool between the current reality and what is envisioned to equitably and sustainably satisfy the needs of the entire community .

Integrated development planning will enable municipalities to develop strategic policy capacity to mobilise resources and target their activities. Failure to cultivate teams that develop and monitor these systems has negative implications for the delivery of services.

This is because objectives must be matched to the performance, in order to understand areas that require improvements and maintenance. Municipalities, from what was gathered, are on the right track in this regard. This corroborates the findings of Kemp and Vyas-Doorgapersad (2020) in Protea Glen, where there are teams to develop and assess the goals set in the municipal plans. Matsiliza (2017: 21) made some recommendations for doing more research on PMS and goals assessment, which were noted. The municipalities with teams to develop these showed the effectiveness of their IDP in terms of service delivery.

In practice, the IDP is a comprehensive strategic business plan for the Municipality over the short and medium term. According to the Municipal Systems Act, every Council must prepare its IDP which will guide them for the five years that they are in office. The IDP is therefore linked to the term of office of councillors (Matsiliza,2017). Although this is the case, the goals of the IDP must be assessed regularly to readjust and plan for service delivery to be a reality. Consequently, it can be concluded participants were of the view teams are there to develop a PMS that evaluates the IDP goals in their respective municipalities.

5.6.5 PMS linked to strategic plans

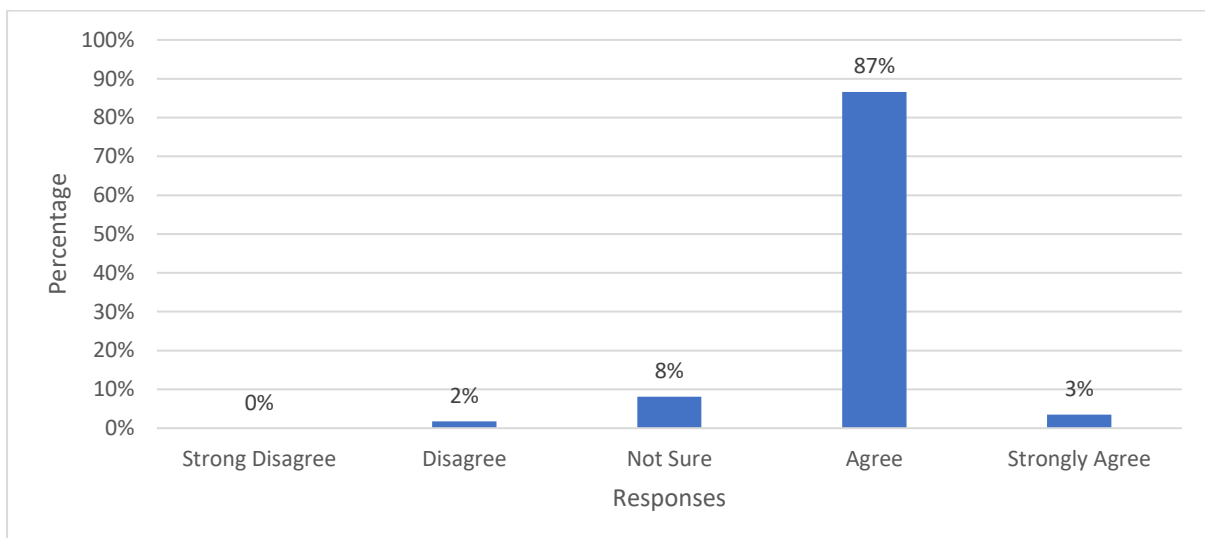


Figure 5.11: Linkage of PMS to Strategic Plans

Figure 5.11 reveals the findings on whether the PMS is linked to the strategic plans. None of the participants strongly disagreed that the PMS was linked to the strategic plans of the municipality. However, three participants, as shown in Figure 5.11, or two percent disagreed with this linkage. Some participants could neither agree nor disagree, as they indicated they

were unsure. This accounted for 14 participants or eight percent participants that indicated this. Moreover, the number that agreed with the existence of the link to the PMS and strategic goals stood at 149 participants, which translates to 87 percent participants. The study also found three percent participants strongly agreed there was indeed a link between the PMS and the strategic goals. From the data presented, it is clear the majority agreed the PMS is linked to the strategic goals.

According to Ndevu and Muller (2017), monitoring and evaluation is one of the key areas in the management of the IDP. It ensures the set goals are reviewed and implemented accordingly. Strategic goals vary within organisations and municipalities are not spared either. However, this does not mean there should not be a link between the strategic goals and the PMS. These two complement each other and assist us in determining whether the goals set have been met or are measurable at all. As the findings show, there is a link between the PMS and strategic goals. This concurs with the arguments raised by Sebake and Mukonza (2020) and Matsiiza (2017), who argue having a linkage of these two assists in receiving early warning signs for the issues raised in government. Our findings used the same principle and established the IDP, which is a strategic plan, is linked to PMS. It can, therefore, be concluded this strengthens the IDP as a service delivery tool.

5.6.6 Availability of adequate and standard KPIs for the Municipality

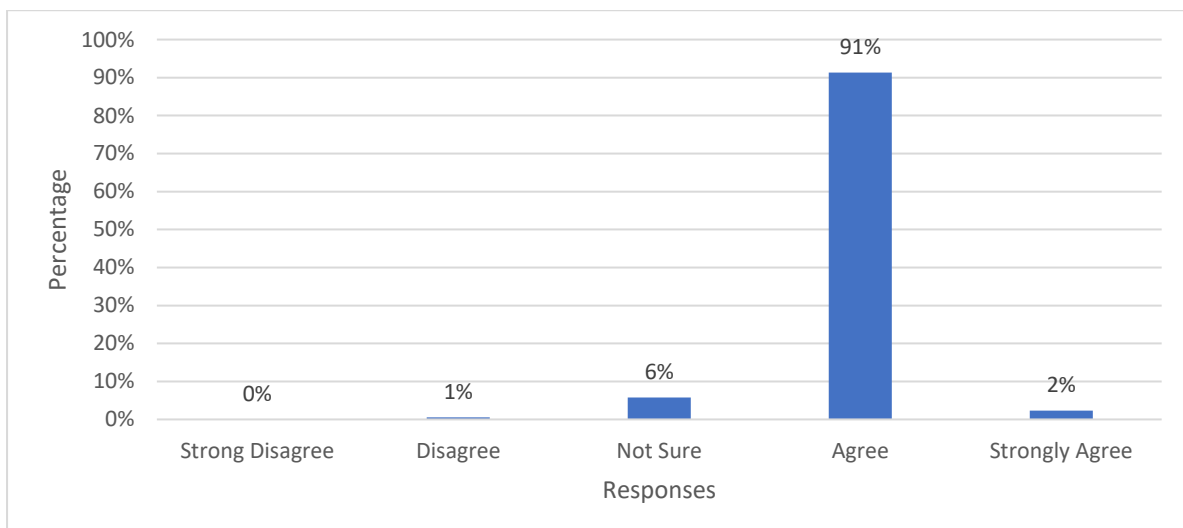


Figure 5.12: Availability of adequate and standard KPIs for the municipality

The study findings shown in Figure 5.12 present the knowledge of the availability and standard KPIs in the municipalities from the ward committee members. The figures clearly show most participants agreed they have adequate and standard KPIs for the municipality. This means they indeed have standard KPIs for municipalities. Although, having said this, none of the participants strongly disagreed on the availability of KPIs that are adequate and standard within their municipality. The research found none of the participants and one percent participants respectively strongly disagreed and disagreed they have adequate and standard KPIs for the municipality. A mere six percent participants were unsure they had adequate and standard KPIs in the municipality. Most participants (91 percent) believed and indicated the municipalities do have adequate and standard KPIs. Additionally, the two percent participants strongly agreed adequate and standard KPIs are available in the municipality they are from.

As argued in Chapter 2, indicators that measure the value of money are always important. Developing these has not been a smooth road, since the increase in the demand for services happened after the apartheid era. Matsiliza (2017) posits legacy challenges should be monitored and finds ways to measure performance through KPIs. According to Matsiliza (2017:17), the Government of SA, through the NDP, introduced an outcome-based approach, to be able to measure the performance of these municipalities, said to have been tasked with the duty to identify KPIs to monitor the achievement of these goals. What this implies, is municipal officials and the stakeholders must identify the needs and the demands of the communities to be able to craft this. When community-based planning is not done, these measures will not be adequate, since they will not be speaking to community needs. To ensure these are also adequate required drawing from the SD theory. Meadowcroft (2016) alerts us that current and future needs and wants must be safeguarded from depletion.

A reading of this and the findings of our study, imply should KPIs be standard, they require community participation, thus drawing from the SHMT. It also draws from the SD theory, as it emphasises the need to not only have KPIs that focus on the now but also on future generations. Our finding on the adequacy and standard KPIs being available in municipalities was confirmed, as was the use of some of the theories.

5.6.7 Housing Provision

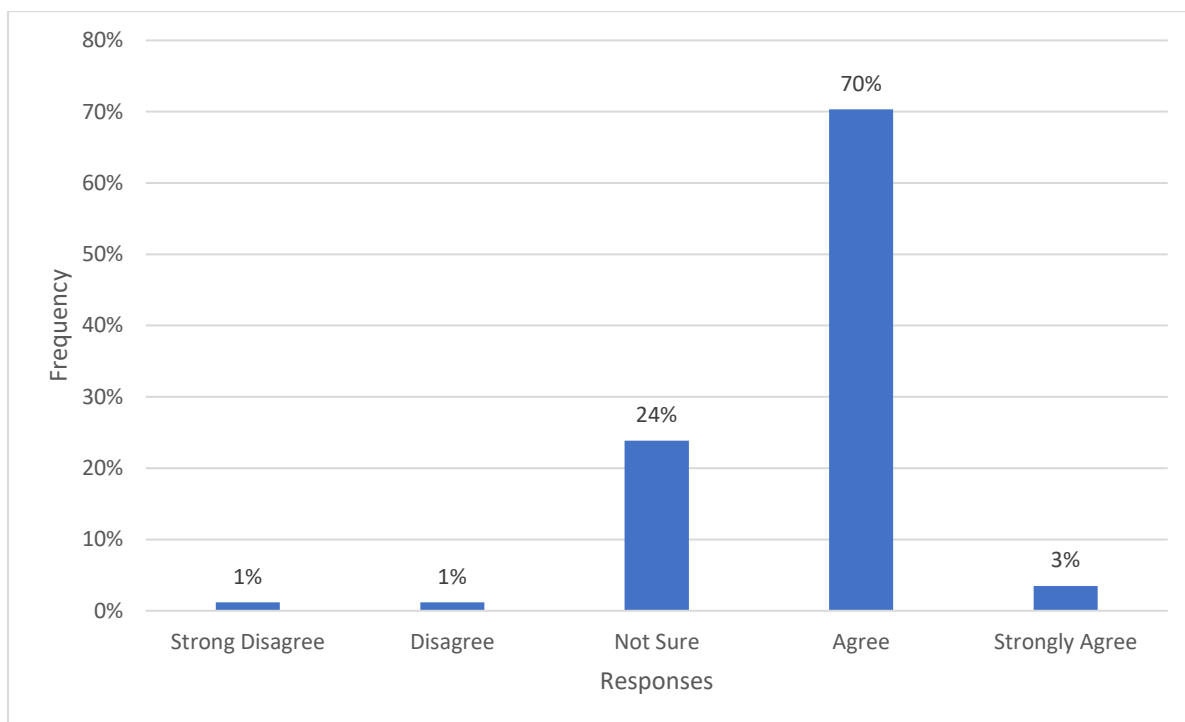


Figure 5.13: Housing Provision

Figure 5.13 presents the findings that sought to understand whether participants were aware of housing provisions as a service delivery goal. The research found one percent participants respectively strongly disagreed and disagreed they were aware of housing provisions as a service delivery target (KPI) in their respective municipalities. A further 24 percent participants were unsure whether they were aware of housing provisions as a service delivery target (KPI). This accounts for 41 participants of 172 who indicated this. Figure 5.13 also shows 70 percent and three percent participants respectively agreed and strongly agreed they were aware of housing provisions as a service delivery target (KPI). Those who strongly agreed and agreed were 127 participants of the 172 who responded to the questionnaires. Taking a combined percentage of those who agreed and strongly agreed, the research findings clearly show most participants (73 percent) agreed they were aware of housing provisions as a service delivery target (KPI).

Literature reviewed by Vintro et al. (2012:149) and Kolk (2016:31) shows organisations must be people-oriented and must thus ensure dignity for all and plan ways to alleviate poverty and shelter issues. This has roots in the SD theory. Our findings showed housing provision is a key delivery target. (KPI) It therefore shows when the IDP is being planned, attention must be paid to ensure people have decent shelter. However, Asha and Makalela (2020) citing

Tsheola and Mokgokong (2012), argue although the targets are set in some municipalities, they remain on paper only.

Municipalities must strive to ensure the delivery targets are achieved, and this can be done through community and municipal engagements (Asha and Makalela 2020: 20). It can, therefore, be concluded municipalities must allow community participation, as it allows them to understand the need of the people. Having housing as a key goal ensures people’s living and dignity are prioritised in the IDP.

5.6.8 Health

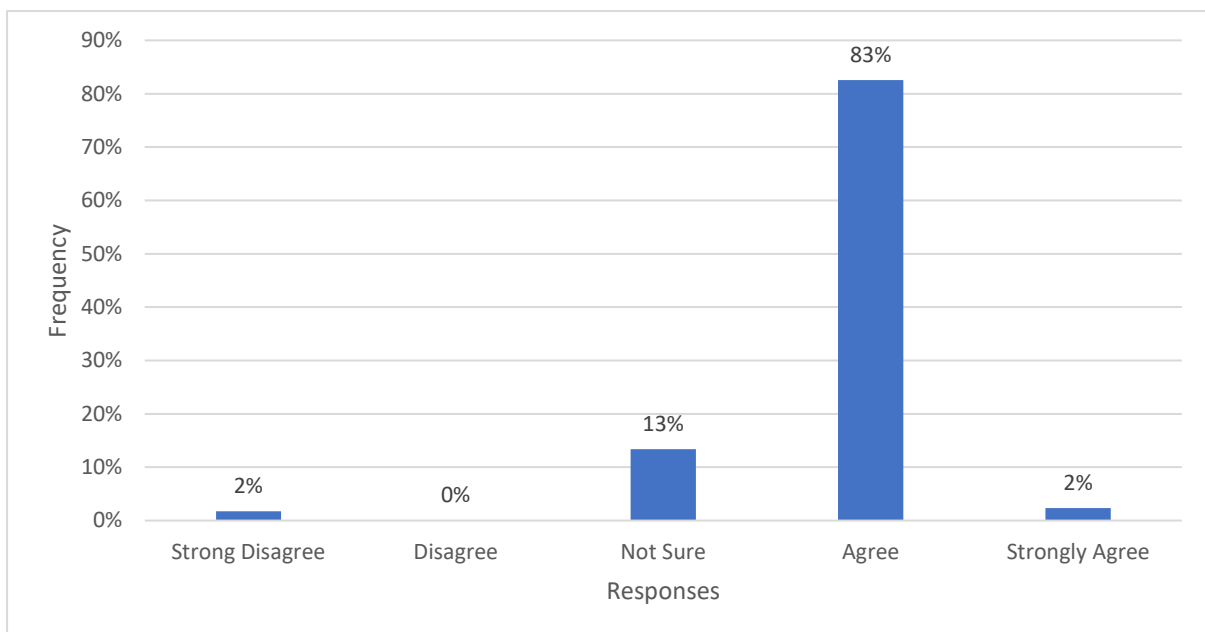


Figure 5.14: Health

Figure 5.14 presents the findings collected from participants in understanding whether health was a service delivery target. The research findings imply the majority participants agreed they were aware of health as a service delivery target (KPI). This shows the municipalities which were part of the study knew of health as a service delivery target (KPI). It was found three percent and none of the participants respectively strongly disagreed and disagreed they were aware of health as a service delivery target (KPI). Nevertheless, 13 percent participants were unsure they were aware of health as a service delivery target (KPI). When the totals from those who strongly disagreed, agreed and were unsure are combined, it is in the minority compared to those who agreed. With this stated, the majority participants agreed they were aware of health as a KPI in the municipality. When examining Figure 5.14, 83

percent and two percent participants respectively agreed and strongly agreed they were aware of health as a service delivery target (KPI).

The research findings clearly show the participants from the ward communities are of the view health is important and considered a KPI in their respective municipalities. The findings concur with those of Reddy and Dlamini (2018). These authors argue the Constitution makes it a priority to have sound public health, adding that, in Umtshezi Local Municipality, health is one of the key service delivery goals, which is also in line with our findings. This municipality makes service delivery a key priority and achieves the issues set out in the IDP. Majam and Uwizeyimana (2018) also found for an IDP to be considered an effective delivery tool, it must speak to and make health care a priority. They found this to be the case in the City of Johannesburg. However, a gap remains between the policy and the implementation.

Consequently, the results conclude health care is a priority in the municipalities in Ehlanzeni. This is why the IDPs they implement ensure it is a key target in their municipalities. The findings of this study conclude health care must always be made a priority when crafting the IDP, in order for it to be an effective service delivery tool.

5.6.9 Education

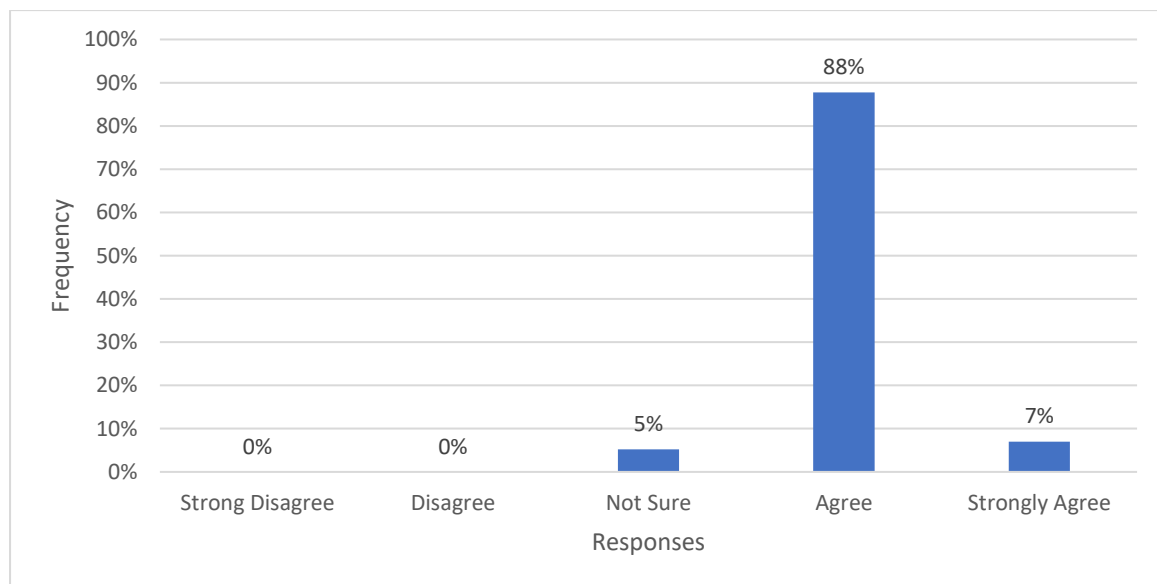


Figure 5.15: Education

The above figure presents the findings from the research that sought to understand whether participants were aware of education as a service delivery tool. Furthermore, Figure 5.15

shows none of the participants strongly disagreed or disagreed with their awareness of education as a service delivery target (KPI). It can also be noted five percent participants indicated they were unsure and unaware of education being a service delivery target (KPI). Nonetheless, 88 percent and seven percent participants respectively agreed and strongly agreed they were aware of education as a service delivery target (KPI). The research findings highlight that most participants (88percent) agreed they were aware of education as a service delivery target (KPI). Combining those who agreed and strongly agreed further increases the percentage to 95 percent, showing education is one of the KPIs valued in the municipality considered in this study.

The research findings imply most participants agreed they were aware of education as a service delivery target (KPI). As reviewed in the literature, education shows many processes and departments involved.

5.6.10 Employment

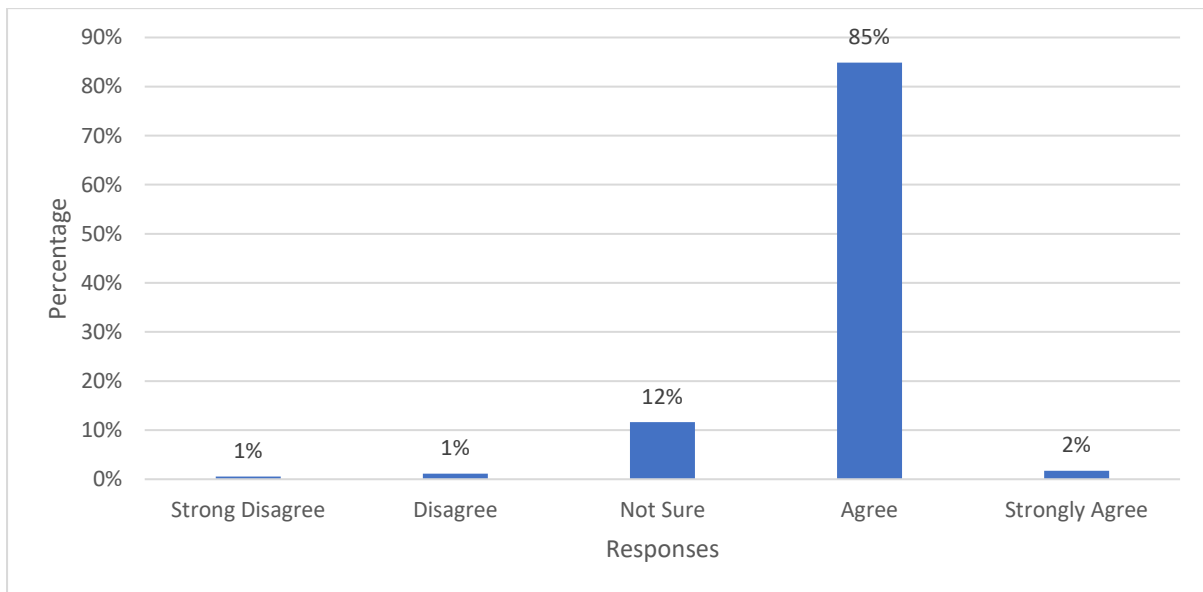


Figure 5.16: Employment

Figure 5.16 presents the findings that show the awareness of participants on employment as a service delivery target (KPI) for the municipalities that were part of the study. The research found one percent participants respectively strongly disagreed and disagreed they were aware of employment as a service delivery target (KPI). Additionally, there were also those who could neither agree nor disagree with this question and thus were unsure. Figure 5.16 shows

12 percent participants were unsure they were aware of employment as a service delivery target (KPI). This 12 percent accounts for 20 of 172, of the total number of participants that responded to the questionnaires. In addition, 85 percent and two percent participants respectively agreed and strongly agreed they were aware of employment as a service delivery target (KPI). The total from these two groups, in terms of the number of participants, is 149 participants from a total of 172. The research findings indicated most participants agreed they were aware of employment as a service delivery target (KPI). The research findings indicated most participants (85 percent) agreed they were aware of employment as a service delivery target (KPI).

Reddy and Dlamini (2018: 20) established the same findings by stating municipalities should always have measures in place to create employment. “It is critical for the Municipality to establish sustainable projects that will help create employment, especially for the disadvantaged people in the community”. This concurs with findings by Ndevu and Muller (2017: 17), as they reveal local government performance should always check for unemployment/ employment rates as their indicators. There is consensus on this point, with Majam and Uwizeyimana (2018) also pointing out prioritising employment is key, which is why it is always stated in the IDP of the City of Johannesburg. Therefore, with most participants (87 percent) in agreement, it was concluded employment is a KPI for municipalities.

5.6.11 Water and Sanitation

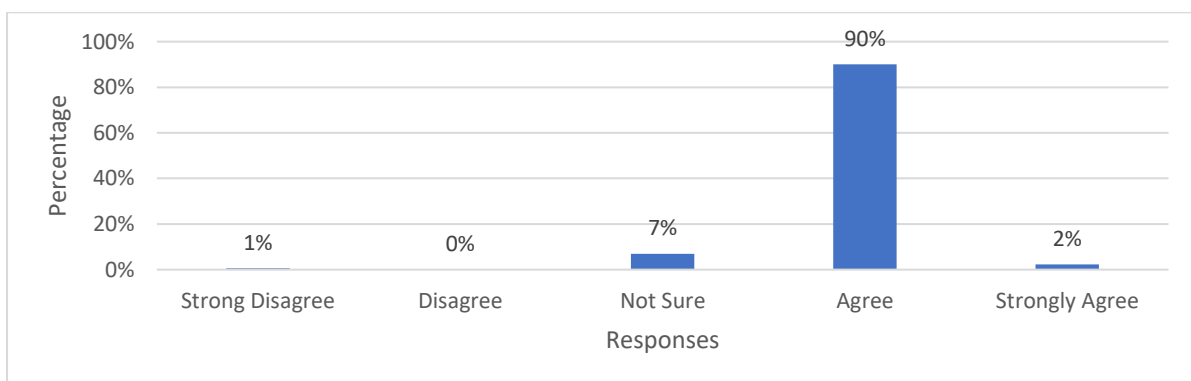


Figure 5.17: Water and sanitation

Figure 5.17 shows the responses regarding the awareness of water and sanitation being KPIs. The findings show one percent and none of the participants respectively strongly disagreed and disagreed they were aware of water and sanitation as a service delivery target (KPI). This finding is astonishing to note, as water and sanitation is one of the key service deliveries of most municipalities in SA. The research findings also show seven percent participants was unaware of it being included in the KPIs in their respective municipalities. On the other hand, the majority participants (90 percent) strongly agreed they were aware of water and sanitation as a service delivery target (KPI). Awareness of water and sanitation as a service delivery target is also shown by two percent participants that strongly agreed they were aware of water and sanitation as a service delivery target (KPI). In terms of numbers, one person strongly disagreed, none disagreed, 12 were unsure, and 155 agreed, while four strongly agreed they were aware of water and sanitation as a service delivery target (KPI). The research findings show most participants (90 percent) agreed they were aware of water and sanitation as a service delivery target (KPI).

Asha and Makalela (2020) found in their study in Limpopo that water and sanitation are, in most cases, the key service delivery municipalities seek to achieve. However, they note there are various challenges in the delivery of this across SA. Reddy and Dlamini (2018) concur, highlighting that when the White Paper on Municipalities and the Constitution of SA are considered, it is clear water and sanitation should be the main targets for delivery. Failure to have this in the IDP from this reading, is a violation of the law by the municipalities. Consequently, it can be concluded most participants (90 percent) were aware water and sanitation are key performance targets in their respective municipalities.

5.7 Reliability

The researcher sought to run descriptive statistics for reliability (Table 5.3) as a service quality dimension.

Table 5.3: Descriptive statistics for reliability

	N	Minimum	Maximum	Mean
Formality	172	1	5	3.70
Clarity	172	1	5	3.72
Measurability	172	1	5	3.44
Objectivity	172	1	5	3.71
Coverage	172	1	5	3.62
Valid N (listwise)	172			

1= Strongly Disagree 2= Disagree 3= Not sure 4= Agree 5= Strongly Agree

Table 5.3 shows descriptive statistics for the reliability of this research. Responses that fell in the ranges above three represent those the respondents found highly favourable and for those below three, they were less favourable. The statement, “Formality. the strategic plan in my organisation is formally documented (including all parts of a strategic plan document)” had a mean score of 3.70. The statement, “Measurability: the strategic objectives are measurable and can be monitored and evaluated” had a mean score of 3.44. The statement, “Coverage: the strategic objectives in the strategic plan cover all the critical factors identified in the analysis phase” had a mean score of 3.62. The results imply participants agreed with the statements that sought to measure reliability.

The statement, “Coverage: the strategic objectives in the strategic plan cover all the critical factors identified in the analysis phase” had a mean score of 3.62. The results, therefore, imply participants agreed with the statements that sought to measure reliability.

5.7.1 Formality

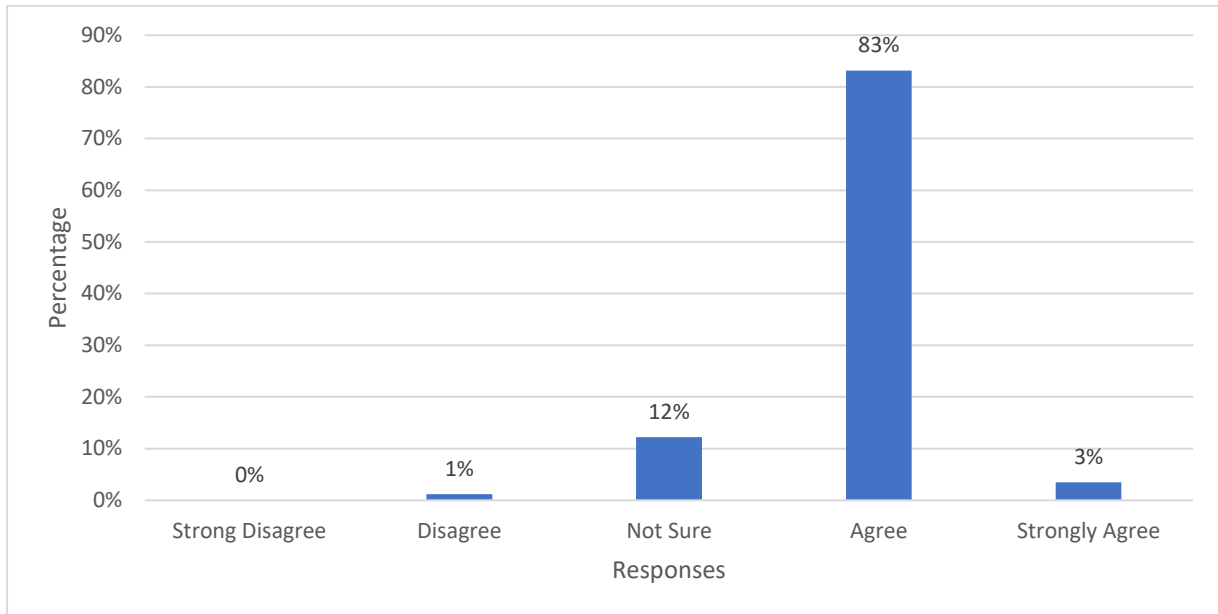


Figure 5.18: Formality

The above Figure 5.18 shows the findings on the formality of the strategic plan offering the diagrammatic representation and percentages of the findings from this question. This figure presents data on whether the strategic plans of the municipality were formally documented. The data gathered on issues to do with the formality and documentation of the strategic plans in the municipalities show none and one percent participants strongly disagreed and disagreed, respectively, the formality of the strategic plan in their municipality is formally documented (including all parts of a strategic plan document). In addition, 12 percent participants were unsure the formality of the strategic plan in their municipality was formally documented (including all parts of a strategic plan document). Furthermore, 83 percent and three percent participants agreed and strongly agreed, respectively, the formality of the strategic plan in the municipality is formally documented (including all parts of a strategic plan document).

When we examine the roles of the municipal council and the executive committee, we gather they are responsible for the documentation of the IDP. The IDP Guidelines stipulate the need for this, to facilitate easier distribution and alerting stakeholders on what needs to be done (Mathebula 2018; Reddy and Dlamini 2018). The results confirm the IDP is formally

documented. When this is done, it further needs to be communicated to the stakeholders or shared with them, which improves transparency, as governance theory dictates.

It is concluded by the study findings that most participants (83 percent) agreed formality was indeed in the strategic documents. The study findings reveal most participants agreed the formality of the strategic plan in their organization is formally documented (including all parts of a strategic plan document).

5.7.2 Clarity

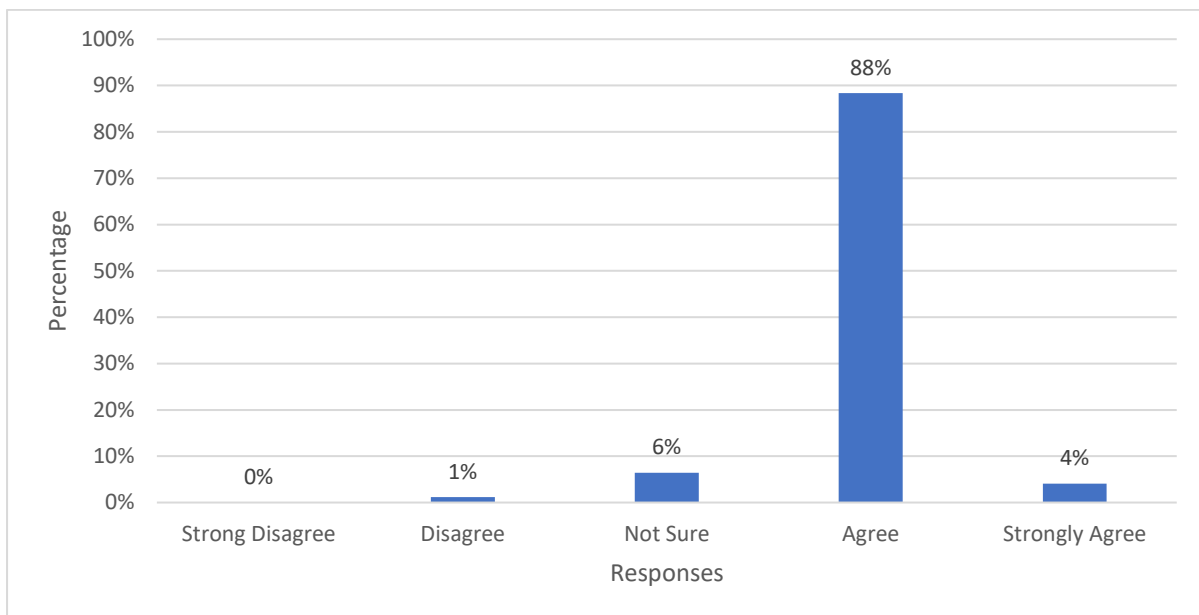


Figure 5.19: Clarity

Figure 5.19 shows the findings on the clarity of the strategic objectives and strategies of municipality plans. It was found none and one percent participants strongly disagreed and disagreed, respectively, there was clarity of the strategic objectives and strategies in the strategic plan are clearly stated. Moreover, six percent participants were unsure there was clarity of the strategic objectives and strategies in the strategic plan were clearly stated. A further 88 percent and four percent participants agreed and strongly agreed, respectively, clarity of the strategic objectives and strategies in the strategic plan are always clearly stated. The research findings imply the majority participants agreed the strategic objectives and strategies in the strategic plan are clearly stated. The research findings infer the majority

participants (88 percent) agreed the strategic objectives and strategies in the strategic plan are clearly stated.

This means the officials understand the need to have SMART (specific, measurable, achievable, realistic, and time-oriented) objectives. When this is done, it gives the IDP its effectiveness as a service delivery tool. This is because the clarity of objectives ensures easy understanding by all the implementors of this strategic plan. For the IDP to be an effective service delivery tool, its objectives must be clear and easy for all to understand. Matsiliza (2017: 17) argues a course of action in trying to understand whether the objective has been grasped must be implemented.

It can, therefore, be concluded 88 percent participants agreed there was clarity in the strategic plans. Since most participants stated these are clear, it means to the clarity ensures the plans are easy to understand by all officials and community members in the municipalities.

5.7.3 Measurability

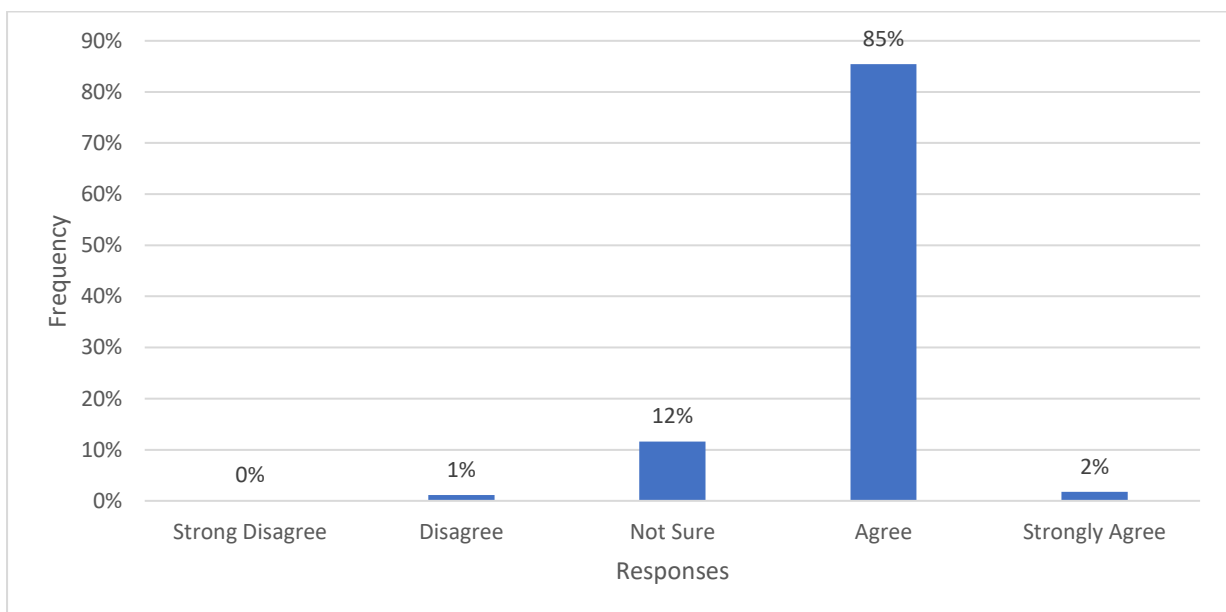


Figure 5.20: Measurability

Figure 5.20 shows the measurability of the strategic objectives and whether they can be monitored and evaluated. The above figure highlights that none and one percent participants strongly disagreed and disagreed, respectively, the strategic objectives are measurable. Issues to do with the measurability of the strategic objectives and the evaluation of these are shown above. A further 12 percent participants was unsure regarding measurability and that the

strategic objectives are measurable and can be monitored and evaluated. In addition, 85 percent and two percent participants agreed and strongly agreed, respectively, the strategic objective measurability is possible. This simply means they are measurable and can be monitored and evaluated. The researcher determined the majority participants (85 percent) agreed the IDP objectives were measurable and could be monitored.

This also shows a similar argument of the proper application of objective setting, as given by the proponents of the NPM and management. Matsiliza (2017: 16) argues checking the measurability should be an ongoing process to ensure services are delivered. Our results confirm the findings by Makalela (2019) that the measurability of strategic objectives is a panacea to the effectiveness of strategic plans. Consequently, it can be concluded the IDP in the municipalities of this study had measurable goals, thus enhancing their effectiveness as service delivery tool.

5.7.4 Objectivity

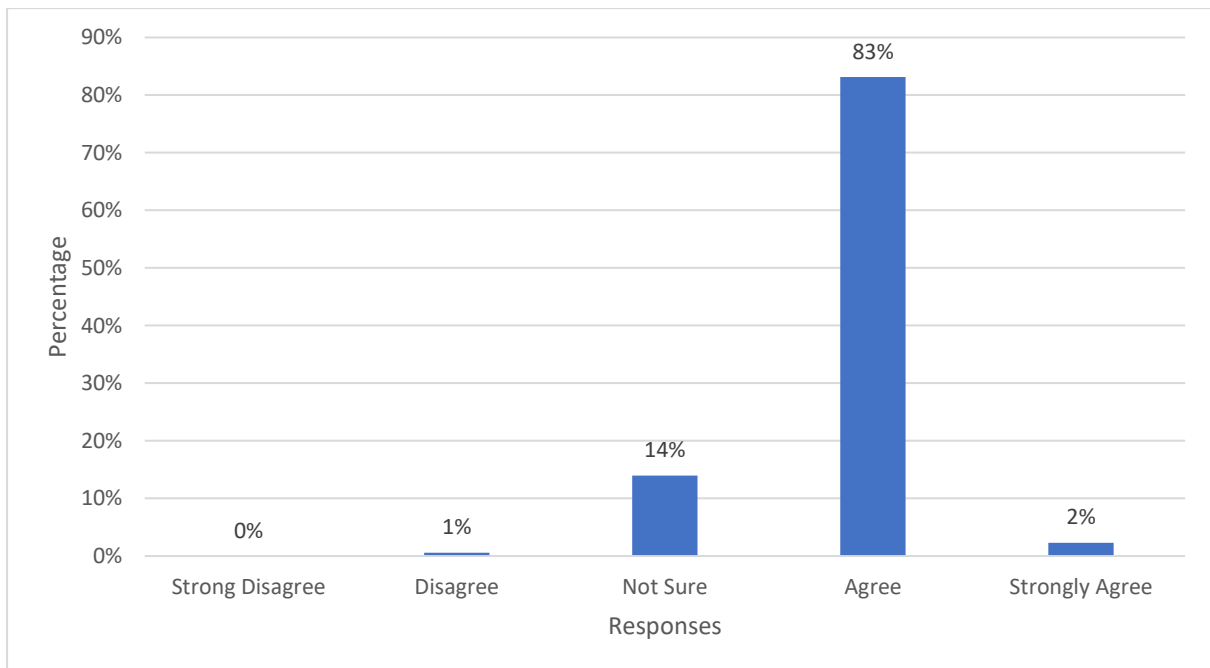


Figure 5.21: Objectivity

Figure 5.21 presents the findings on the objectivity of desired outcomes of the strategic plans in municipalities. The research findings imply the majority participants agreed the desired outcomes are clearly stated and understood in the strategic plan. The findings show none, and

one percent participants respectively strongly disagreed and disagreed objectivity of the desired outcomes is clearly stated and understood in the strategic plan. An additional 14 percent participants were unsure of the objectivity of the desired outcomes. They did not know whether they were clearly stated and understood or not in the strategic plan. Furthermore, 83 percent and two percent participants respectively agreed and strongly agreed the desired outcomes are clearly stated and understood in the strategic plan, under the objectivity aspect.

The research findings imply most participants agreed and believed the strategic plan was objective. This suggests the desired outcomes were clearly stated and understood in the strategic plan, as the participants suggested (See previous discussion on SMART objectives). It can be concluded, in terms of coverage of the strategic plans, it covers the critical factors identified in the analysis phase.

5.7.5 Coverage

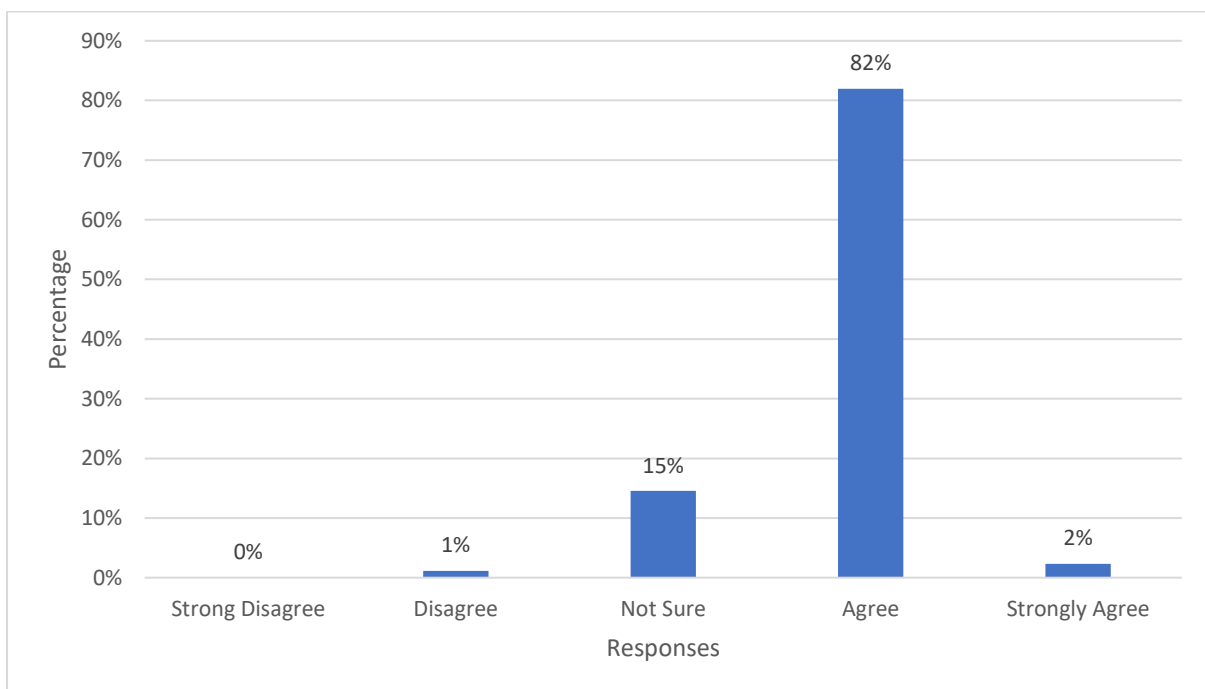


Figure 5.22: Coverage

Figure 5.22 presents the responses aimed at understanding whether strategic objectives in the strategic plan cover all the critical factors identified in the analysis of the planning phase. The study found none and one percent participants respectively strongly disagreed and disagreed the strategic objectives in the strategic plan cover all the critical factors identified in the

analysis phase. A further 15 percent participants were unsure whether their coverage was for all areas. However, 82 percent and the two percent participants respectively agreed and strongly agreed under coverage: the strategic objectives in the strategic plan cover all the critical factors identified in the analysis phase. The research findings imply most of participants (82 percent) agreed there was coverage. The strategic objectives in the strategic plan thus cover all the critical factors identified in the analysis phase.

The literature review shows the IDP, through the FSPAPP (2010: 1), “was initiated to cater for all national and provincial departmental needs where each department has a legislative mandate to implement and manage its broad strategic plan and outcomes. According to this framework, the strategic plan and performance information are important for effective management, planning and budgeting”. Nonetheless, the literature argues issues discussed in the IDP analyses phase cannot cover all areas.

The study findings conclude most participants covered the critical areas discussed in the analysis phase. The results reveal municipalities, through the participation of community members, have found ways to strike a balance between their needs. This explains why the IDP is said to cover all the issues. The municipalities have also paid attention to the SDG and have thus prioritised issues raised for SD.

5.8 Assurances

Table 5.4: Descriptive Statistics of Assurance

	N	Minimum	Maximum	Mean
Public housing schemes	172	1	5	3.34
Government health schemes	172	1	5	2.94
Free education	172	1	5	3.30
Public employment	172	1	5	2.45
water and sanitation	172	1	5	1.90
Valid N (listwise)	172			

1= Strongly Disagree 2= Disagree 3= Neutral 4= Agree 5= Strongly Agree

The researcher sought to run descriptive statistics to measure questions relating to assurances. Responses in the ranges above three represent those the respondents found highly favourable and for those below three, they were less favourable (Table 5.4). The statement, “Are you satisfied with public housing schemes service delivery” had the uppermost mean score of 3.34. The statement, “Are you satisfied with government health schemes” had a mean score of 2.94. The statement, “Are you satisfied with water and sanitation” had the lowest mean score of 1.90. The results imply participants were fairly satisfied with the service delivery. There was a marked low mean score of the participants on satisfaction with water and sanitation service delivery.

5.8.1 Public housing schemes

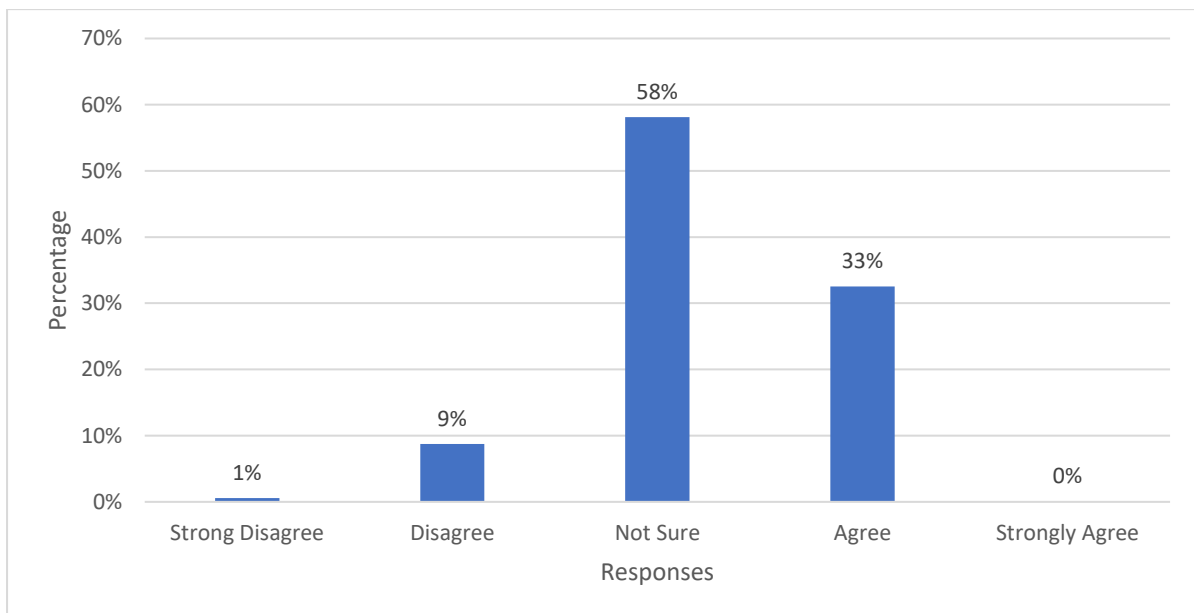


Figure 5.23: Public housing schemes

Figure 5.23 shows the responses that sought to understand participant satisfaction with the housing schemes of the municipalities. The findings show, on the one hand, one percent participants expressed strong dissatisfaction with the public housing schemes. On the other hand, nine percent participants said they were not satisfied with public housing schemes. Additionally, a majority participants were unsure they were satisfied with the public housing scheme. The reason for this could not be established, thus may insinuate attention on public housing scheme implementation is low. It may also show, in terms of priorities within the municipalities, it ranks low. However, 33 percent participants and no participants respectively

agreed and strongly agreed they were satisfied with the public housing scheme. The research findings imply the majority participants (58 percent) were unsure whether they were satisfied with the public housing scheme. This calls extra attention to this issue of public housing schemes to ensure participants are satisfied with the projects.

Infrastructure development focus is twofold, first, what can be done in marginalised and poor communities to improve their lives and prospects for the future and second, infrastructure that attracts business and therefore economic development. The provision of infrastructure enables big companies to migrate into the municipal area, which may assist in addressing unemployment.

Infrastructure may include improved road networks, railways, and reliable energy sources. The need for providing infrastructure was identified in all the local municipalities under the Ehlanzeni District Municipalities (Draft IDP 2020). Calderón, Cantú, and Chuhan-Pole, (2018: 2) agree with the above argument, stating that “adequate supply of infrastructure services is viewed as a key ingredient for economic development and under the right conditions, infrastructure development can play a major role in promoting growth and equity and, through both channels, help reduce poverty”.

Investment in infrastructure shapes the nature of urbanisation and the location and productivity of households, informal business, and established firms of all sizes. Affordable energy, sanitation, solid waste, transport, and health care services provide how urban citizens become more productive. Where infrastructure is insufficient, expensive, and poorly maintained, it underpins the high cost of urban services and reduces the potential of reaping an urbanisation dividend.

The Draft IDP (2020) identified the energy needs in all the local municipalities, including high mast lights, electrification, and electrification of households, extensions, and high mast lamps. According to the IDP Framework, solutions to development need to be sustainable and friendly to the environment. As such, the energy sources, and use in Ehlanzeni Municipality must be sustainable. In addition, energy may be sourced from recycled material taken from disposed waste.

Consequently, it can be concluded most participants (58 percent) were unsure whether they were satisfied with the public housing schemes in their respective municipalities. This means

the municipalities must find ways to remedy this, in order to increase the satisfaction residents, have with the public housing schemes.

5.8.2 Government health schemes

This section provides data on participant satisfaction with government health schemes.

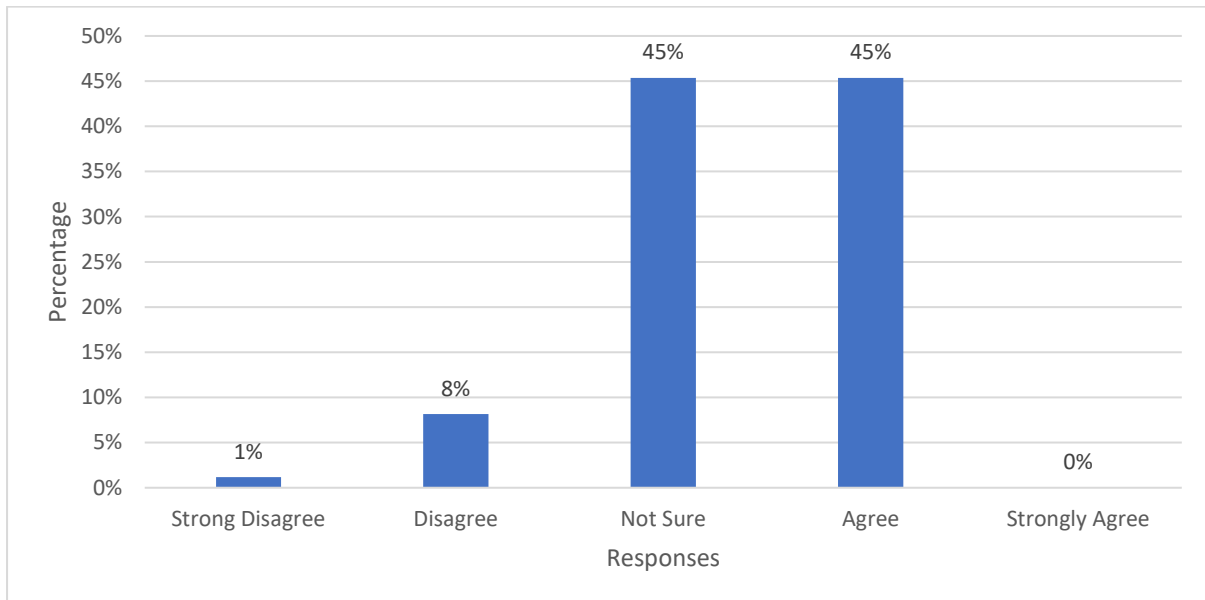


Figure 5.24: Government health schemes

Figure 5.24 shows the responses to whether participants were satisfied with the government health schemes. The researcher found one percent and eight percent participants respectively strongly disagreed and disagreed they were satisfied with government health schemes. A further 45 percent participants was unsure they were satisfied with government health schemes. Moreover, 45 percent and no participants respectively agreed and strongly agreed they were satisfied with government health schemes. The research findings imply 78 participants or 45 percent were unsure and the same number was also satisfied with government health schemes. From this, we can note health care received mixed feelings of satisfaction from the participants, with this result inconclusive.

Considering the analysis by Makalela (2017) of the IDP and poverty, we can understand why this is the case. The author believes poverty and informal settlements (lack of proper housing) also translates to increased health problems. This is a result of overcrowding and lack of proper ablution facilities. A greater toll is placed on the health facilities, thus, when people seek medical attention the service they expect to receive is not provided. Lack of sufficient

income also limits citizens to access better health care. This shows the basic services complement each other, therefore, when one is lacking, the other is also affected. Striking a balance between these services is imperative to ensure the IDP is an effective tool for service delivery from CBPs.

The findings were inconclusive, as 45 percent each agreed and were unsure whether they were satisfied by the government health schemes. Therefore, it may require more analysis to understand the cause of such a scenario.

5.8.3 Free Education

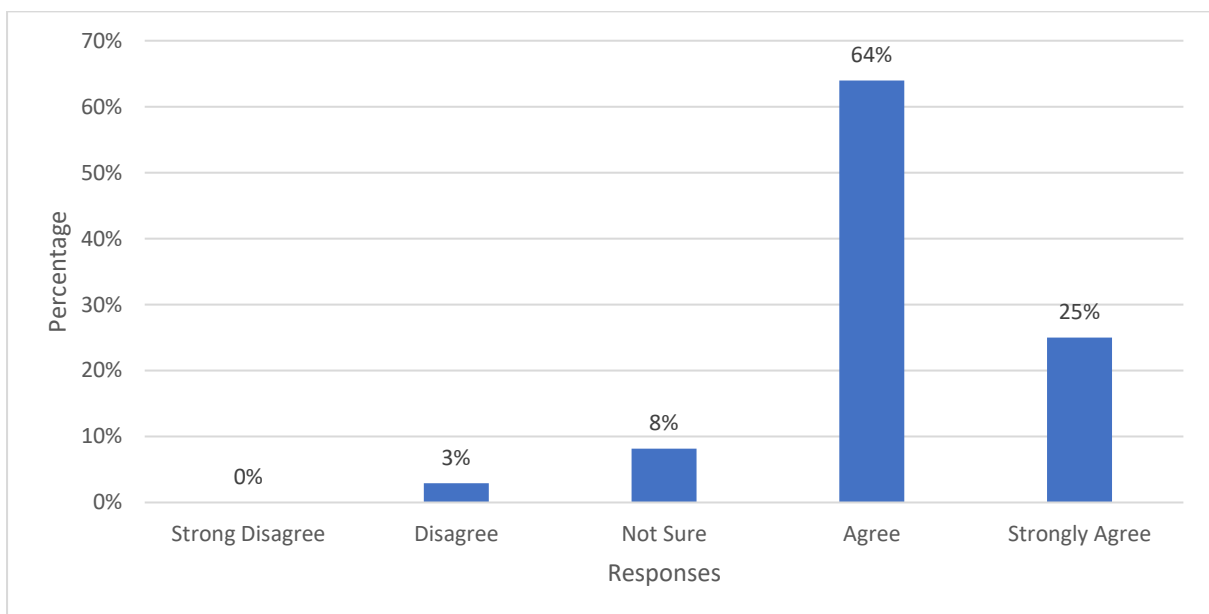


Figure 5.25: Free Education

The research findings imply the majority participants agreed they were satisfied with free education service delivery. Figure 5.25 shows the responses when asked whether they were satisfied with the free education service delivery. The findings highlight that none of the participants strongly expressed their dissatisfaction with the delivery of education. A mere three percent participants were dissatisfied with this service. Furthermore, the figures show eight percent participants could neither disagree nor agree on their being satisfied with free education service delivery. However, 64 percent participants agreed they were satisfied with free education service delivery. Additionally, 25 percent participants strongly agreed they were satisfied with free education service delivery. The research findings imply the majority participants (64 percent) were satisfied with free education service delivery.

It can be concluded, for the IDP to be an effective instrument for service delivery in Ehlanzeni District Municipality, free education must be prioritised always, as most people indicated their satisfaction with it. Their IDP speaks to these, and all the municipalities should be commended for this.

5.8.4 Public Employment

This section presents the data collected, aimed at understanding whether participants were satisfied with public employment service delivery.

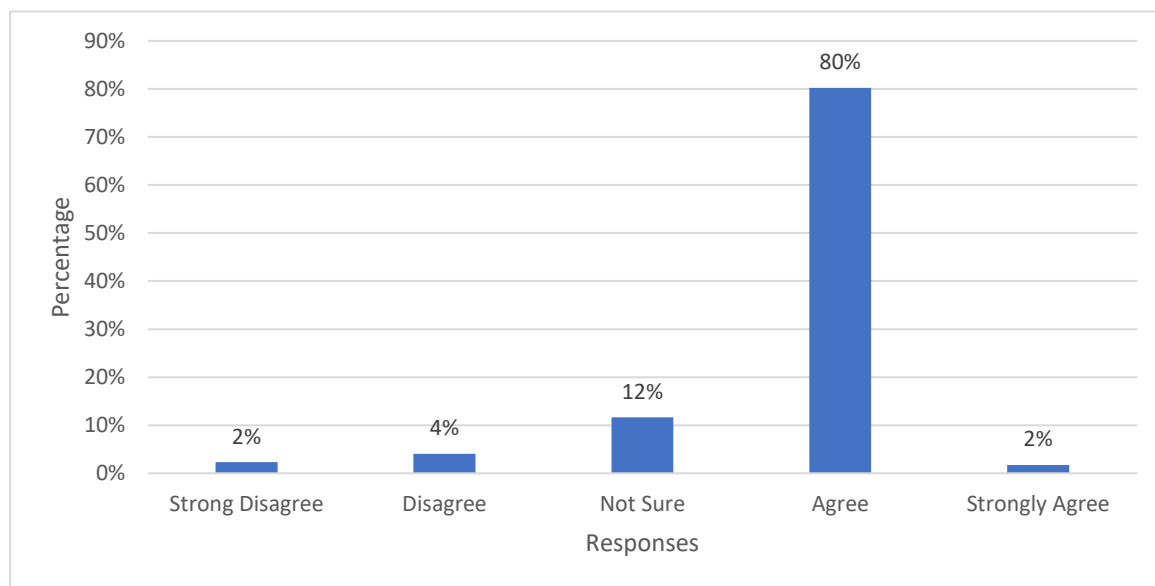


Figure 5.26: Public Employment

Figure 5.26 presents findings from the data collected to determine whether participants were satisfied with public employment. The research found two percent and four percent participants respectively strongly disagreed and disagreed they were satisfied with public employment service delivery. A further 12 percent participants were unsure whether they were satisfied with public employment service delivery. Most participants (80 percent or 138) were found to be satisfied with public employment as a service delivery target. Only two percent participants strongly agreed they were satisfied with public employment service delivery. The research findings imply most participants (80 percent) agreed they were satisfied with public employment service delivery.

Public inquiries are a more structured exercise, intentionally aimed at informing the everyday operation of government. In public inquiries, an authoritative panel is invited to formulate recommendations, usually on a contentious issue and often in the wake of a perceived policy

failure (Fuo 2018: 270). “Such enquiries permit a representation of concerned interests before the investigating panel and can contribute to administrative learning. But much depends on the personnel involved, terms of reference, and legal powers” (Fuo, 2018: 270). With the public projects underway in the municipalities, employment opportunities are being created, with these mainly in the public infrastructural sector, as observations show. When road and housing schemes are implemented, jobs are created, thus explaining why a majority were satisfied with the progress.

From the study findings, it can be concluded job or employment creation is key, which aligns with the SDGs that aim at poverty reduction. As noted earlier, unemployment has been a problem, however, the findings show CBPs, and municipalities are striving to ensure a reduction of these. When the IDP speaks to these concerns, its effectiveness is enhanced.

5.8.5 Water and sanitation

The following section presents the level of satisfaction participants have with the water and sanitation services in the municipalities.

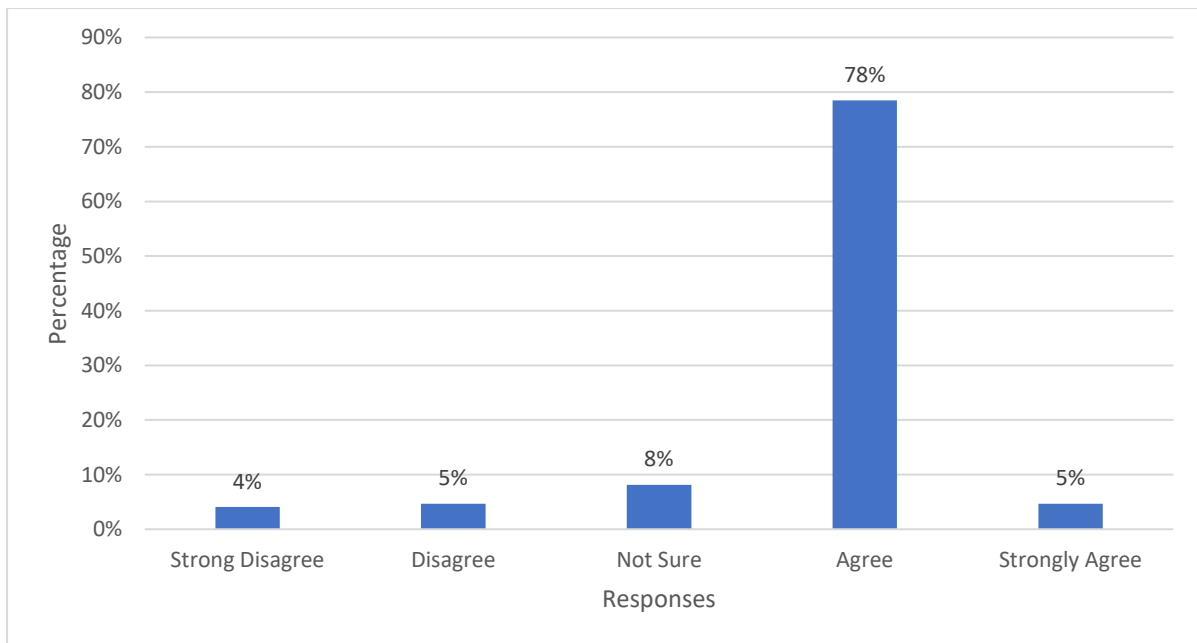


Figure 5.27: Water and Sanitation

Figure 5.27 presents the satisfaction level of participants regarding water and sanitation service delivery. The research established that 4four percent and five percent participants respectively strongly disagreed and disagreed they were satisfied with water and sanitation service delivery. However, the research also discovered eight percent participants were

unsure they were satisfied with water and sanitation service delivery. In addition, 78 percent and five percent participants respectively agreed and strongly agreed they were satisfied with water and sanitation service delivery. The research findings imply most participants agreed they were satisfied with water and sanitation service delivery.

As literature in Chapters 2 and 3 showed, water and sanitation are one of the core aims of the municipalities. When these are not delivered, it means the IDP is not effective as a service delivery tool. The reason why it is key was earlier discussed, in that its lack affects other basic services. The ward committee members are satisfied their input is being taken seriously, shown by their satisfaction with the delivery of water and sanitation services.

5.9 Empathy

The results imply participants agree the service delivery schemes require improvements.

Table 5.5: Descriptive Statistics of Empathy

	N	Minimum	Maximum	Mean
Public housing scheme	172	1	5	4.07
Government health schemes	172	1	5	3.53
Free education	172	1	5	4.05
Public employment	172	1	5	3.70
Water and sanitation	172	1	5	3.63
Valid N (listwise)	172			

1=Strongly Disagree 2= Disagree 3= Not sure 4= Agree 5= Strongly Agree

Table 5.5 shows descriptive statistics for empathy. Responses that fell in the ranges above three represent those the respondents found highly favourable and for those below three, they were less favourable. The statement, “public housing scheme needs improvement” had the uppermost mean score of 4.07. The statement, “free education needs improvement” had a mean score of 4.05. The statement, “government health schemes need improvement” had the lowermost mean score of 3.53. The results imply participants agreed the service delivery schemes require improvements.

5.9.1 Public Housing Scheme

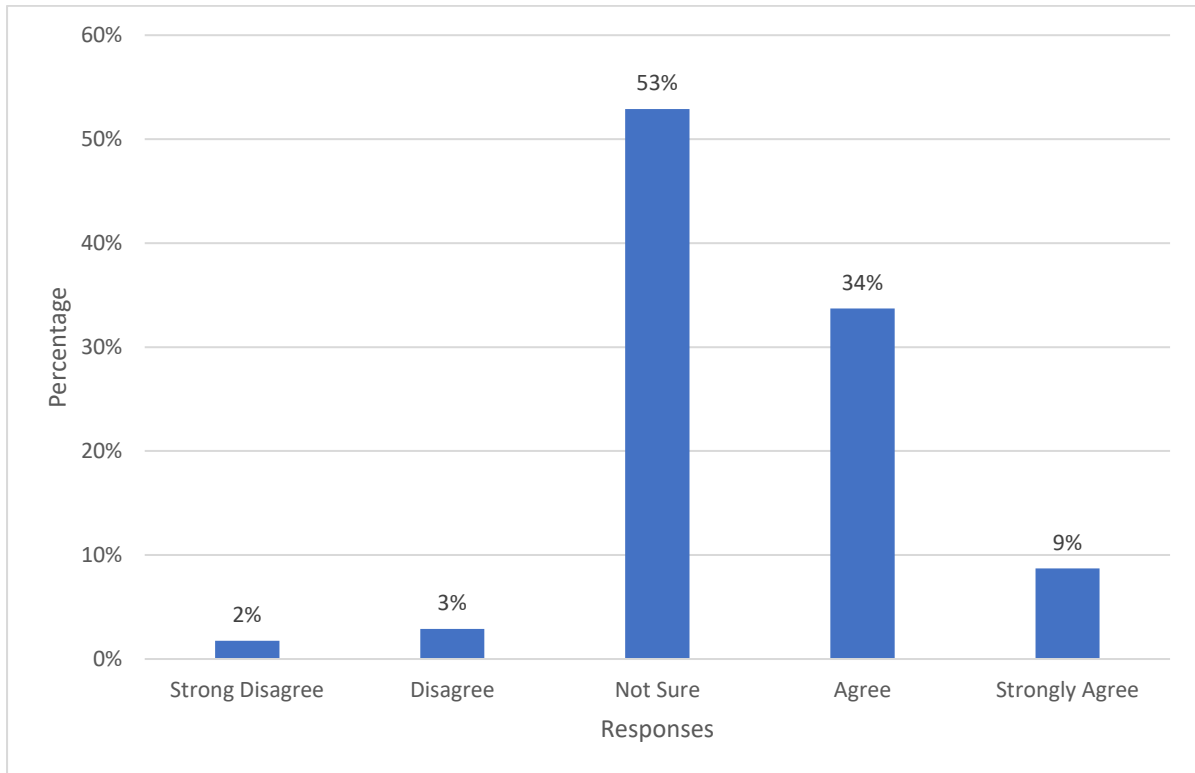


Figure 5.28: Public Housing Scheme improvements

The research findings present that the majority participants strongly agreed the public housing scheme needs improvement. Figure 5.28 shows the data on the question of public housing scheme improvements, which reflects the two percent and three percent participants respectively strongly disagreed and disagreed the public housing scheme needs improvement. However, 53 percent participants were unsure whether the public housing scheme needed improvement, while 34 percent and nine percent participants respectively agreed and strongly agreed the public housing scheme needs improvement. The research findings show the majority participants (46.51 percent) strongly agreed the public housing scheme needs improvement. The reasons participants were unsure could not be established.

5.9.2 Government health schemes

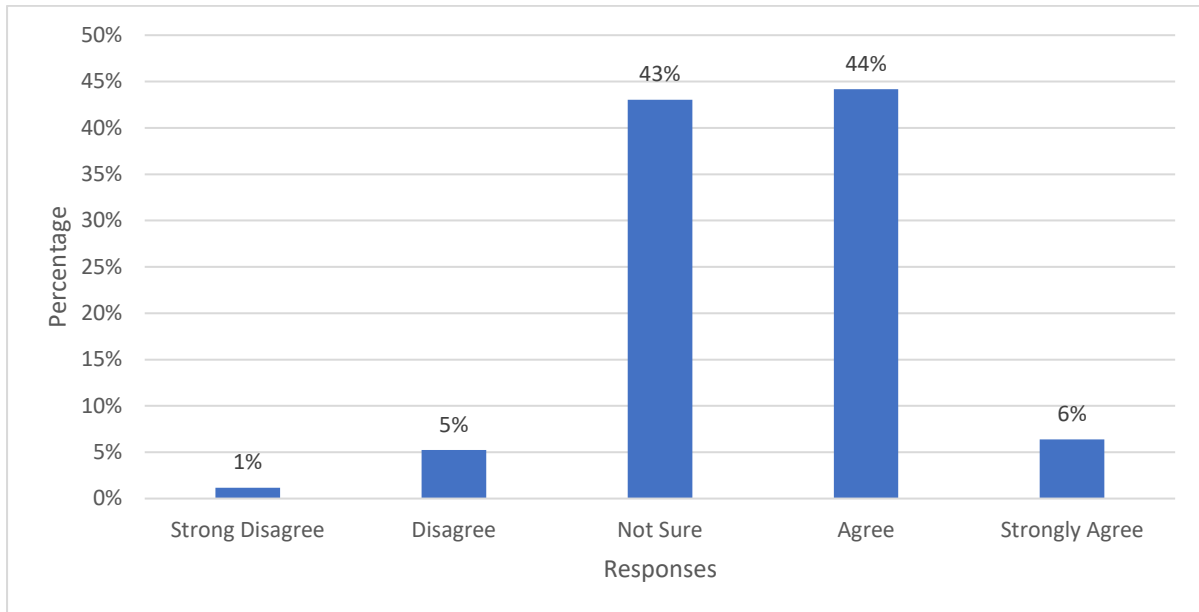


Figure 5.29: Government health scheme improvements

Figure 5.29 illustrates the findings on the need for improvements in government health schemes. The research found one percent and five percent participants respectively strongly disagreed and disagreed the government health scheme needs improvement. A further 43 percent participants was unsure the government health scheme needs improvement. In addition, 44 percent and six percent participants respectively agreed and strongly agreed the government health scheme needs improvement. A combination of those who agreed and strongly agreed shows improvements are required in government health schemes.

The research findings imply most participants agreed the government health scheme needs improvement. The intention of SD to end inequality provides a basis for LED. The local government, therefore, adopts the IDP intending to provide SD. For this development to be possible, a healthy society is key.

The difficult role of governance in all societies manifests itself in the need to strengthen institutions, processes, and mechanisms that enable full citizen participation in agenda-setting necessary for SD. Over the past decades, the concept of SD has had a significant impact on global and local development agendas. Health discussions have also topped the agenda and continuous improvements must be explored for the benefit of society.

Sustainability is a common concept of development used in both local governments and civil society. Central to SD is community development, inclusive participation, and sensitivity to issues of segregation and vulnerable communities' issues central to LED. SD can be both a goal and a result of the IDP. The IDP should then be seen to always seek improvements on all its set targets. Since SD is a long-term result the MDGs envisaged; MDGs can be referred to as SDGs (Kolk 2016: 25). The emphasis of SDGs and targets in all sectors incorporates the concept of SD into the operations of local government through the IDP. To have improvements, stakeholders must be consulted to assess what they want. Public consultations are carried out when an official body invites a formal reaction to a proposed course of action, with these consultations the most common mechanism for involving citizens in the policy process (Shi *et al.* 2019: 67). Thus, our findings show to improve government health schemes, these consultations must be encouraged.

Indeed, in the modern polity, government departments and regulatory agencies are involved in almost continuous consultation around health issues and according to the Constitution of SA, to develop an IDP, the local government must consult (Municipal Systems Act 29(1)). Such consultation allows affected interests an opportunity to comment on initiatives, and the public buy-in of government projects, while it also increases the information base on which government decisions are made.

5.9.3 Free Education

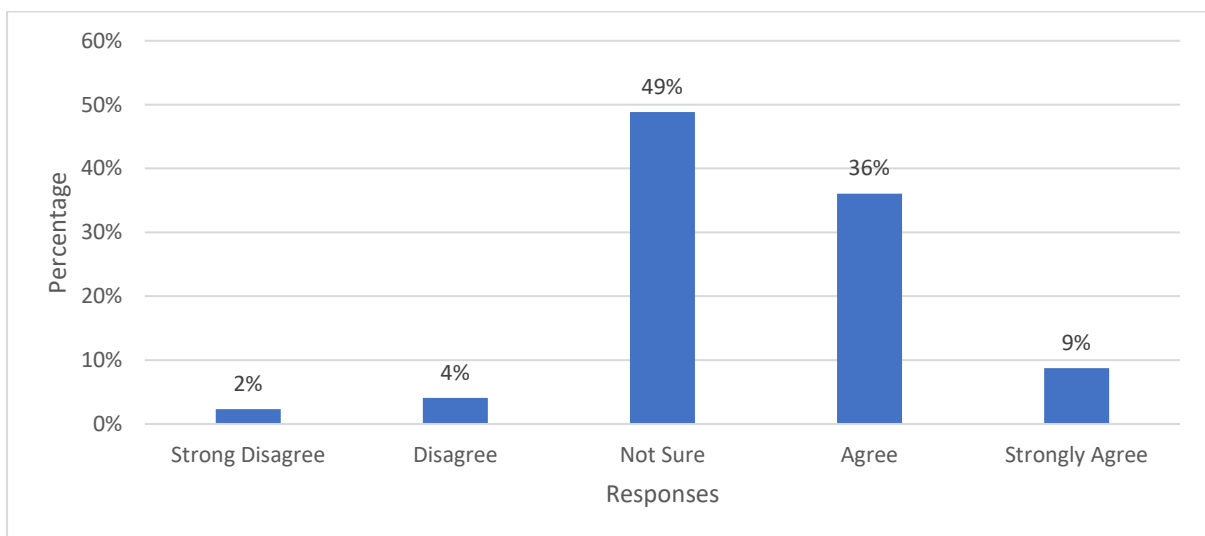


Figure 5.30: Free Education improvements

The study findings imply most participants are unsure whether free education needs improvement. Figure 5.30 displays the response on whether free education requires any improvements. The researcher found two percent and four percent participants respectively strongly disagreed and disagreed free education needs improvement. Almost half the participants (49 percent) were unsure whether free education needs improvement. A further 36 percent and nine percent participants respectively agreed and strongly agreed free education needs improvement. The study findings imply most participants were unsure whether free education needs improvements.

A reading on the satisfaction with free education findings and those for the improvements show a significant participant number is satisfied, but also believe the service can be improved. However, as most participants are unsure it should be improved, it may imply they are satisfied with the current offering of the IDP. In considering the view of Cohen (2016: 23) on NPM, it points to the fact organisations should seek to improve their quality, always. Although, the author posits when the improvements are not met, they can contract the services to the private sector. Our findings do not suggest this kind of position, as the crop of officials can utilise various theories to ensure services are provided.

5.9.4 Public Employment

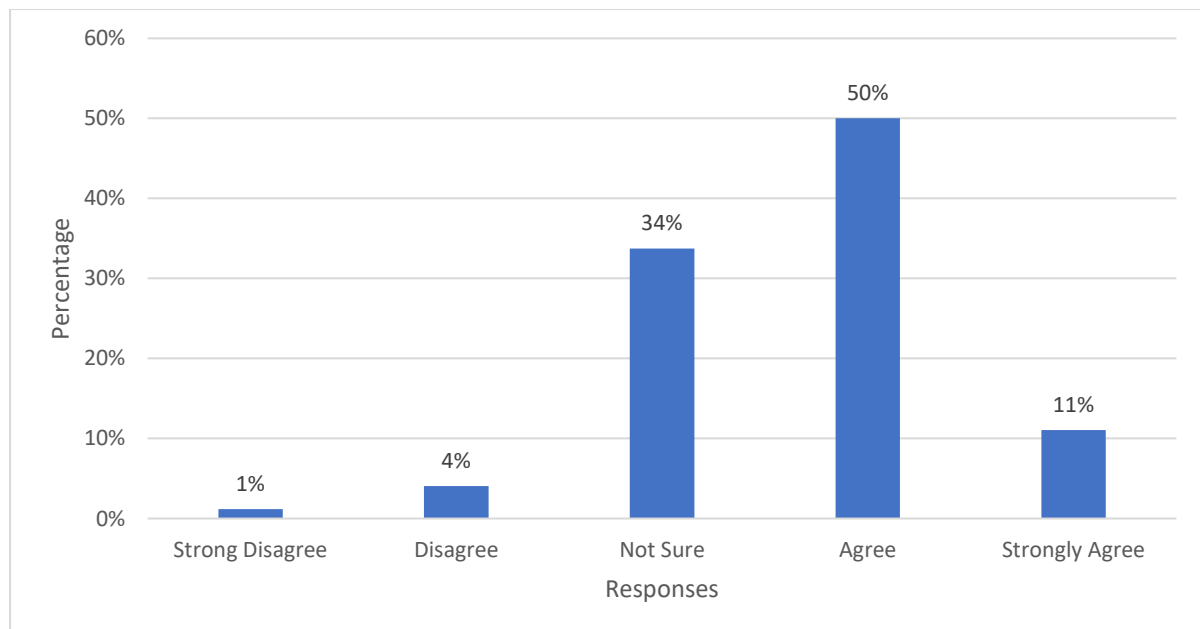


Figure 5.31: Public Employment

The above figure shows what participants think about public employment service delivery improvements. Moreover, Figure 5.31 shows one percent and four percent participants respectively strongly disagreed and disagreed that public employment service delivery needs improvement. Additionally, 34 percent participants were unsure whether public employment service delivery needs improvement. Half the participants (50 percent) and 11 percent participants respectively agreed and strongly agreed public employment service delivery needs improvement. The study findings imply most participants agreed improvement is needed in public employment service delivery.

As stated in the literature review, the participation of communities is central to the effectiveness of the IDP. According to (Sebei 2018: 25), “as would be the case in any democratic country, community involvement in the IDP process is necessary”. The main reason for public participation is to ensure ownership of projects. In SA, the government justifies public participation in local government in development, state-building, and democracy.

The 2005 Draft National Policy Framework for Public Participation states public participation “could be promoted to make development plans and services more relevant to local needs and conditions”, “to hand over responsibility for services and promote community action”, and “to empower local communities to have control over their own lives and livelihoods” (Sebei 2018: 30). Participation is a concept understood and conceptualised differently in varying circumstances.

Kuruvilla and Sathyamurthy (2015: 16) describes participation as including “people's involvement in the decision-making process, in implementing programmes, their sharing in benefits of development programmes and their involvement in efforts to evaluate such programmes”. Participation is defined as a voluntary contribution by the people in one or another of the public programmes supposed to contribute to national development, but the people are not expected to take part in shaping the programme or in criticising its contents. From these arguments, it is clear participants are satisfied with the way municipalities are creating jobs, hence, allowing them to participate and develop their municipalities.

5.9.5 Water and sanitation

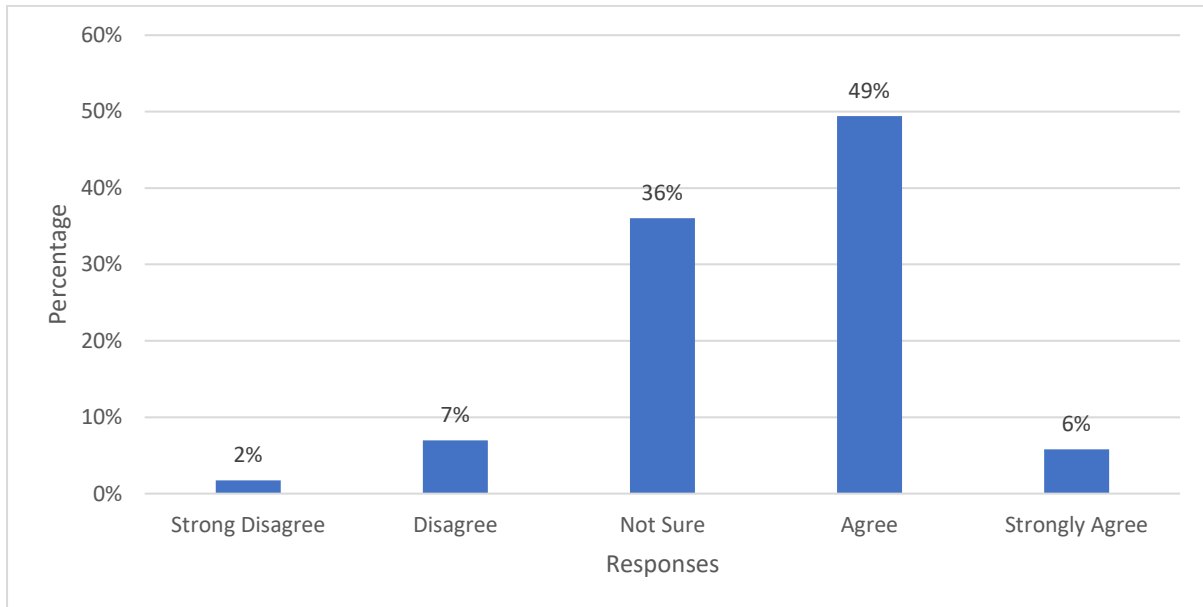


Figure 5.32: Water and sanitation

Figure 5.32 shows whether water and sanitation service delivery requires improvements or not. The study established the two percent and seven percent participants respectively strongly disagreed and disagreed water and sanitation service delivery need improvement. A further 36 percent participants was unsure whether water and sanitation service delivery needed improvement. The study found 49 percent and six percent participants agreed and strongly agreed water and sanitation service delivery needs improvement. The study findings imply most participants were in agreement water and sanitation service delivery needs improvement. From the satisfaction shown earlier, it is evident participants would like this to be the case, thus their call for continuous improvements. Municipality officials' use of the NPM is proving worthwhile, as they are results-oriented where water and sanitation delivery is concerned.

The study findings imply most participants agreed water and sanitation service delivery needs improvement. As reviewed in the literature, the UN SDG Report (Anastas and Zimmerman 2018: 34) states access to clean water is a human right. Moreover, Section 27(1) (b) of the 1996 South African Constitution states “everyone has the right to have access to sufficient food and water” (SA 1997).

Lack of access to safe, sufficient, and affordable water, sanitation and hygiene facilities has a devastating effect on the health, dignity, and prosperity of billions of people, and has significant consequences for the realisation of other human rights. Issues associated with water include water sanitation and waste management.

The Draft IDP for Ehlanzeni Municipality (2020: 44) identified key water-related issues in all local municipalities, namely the installation of boreholes, and bulk water supply, to mention a few among other necessary infrastructure. When these issues are prioritised, the effectiveness of the IDP is enhanced.

5.10 Bivariate Analysis

The following section shows the bivariate analysis for this study on housing.

5.10.1 Public housing improvements and satisfaction

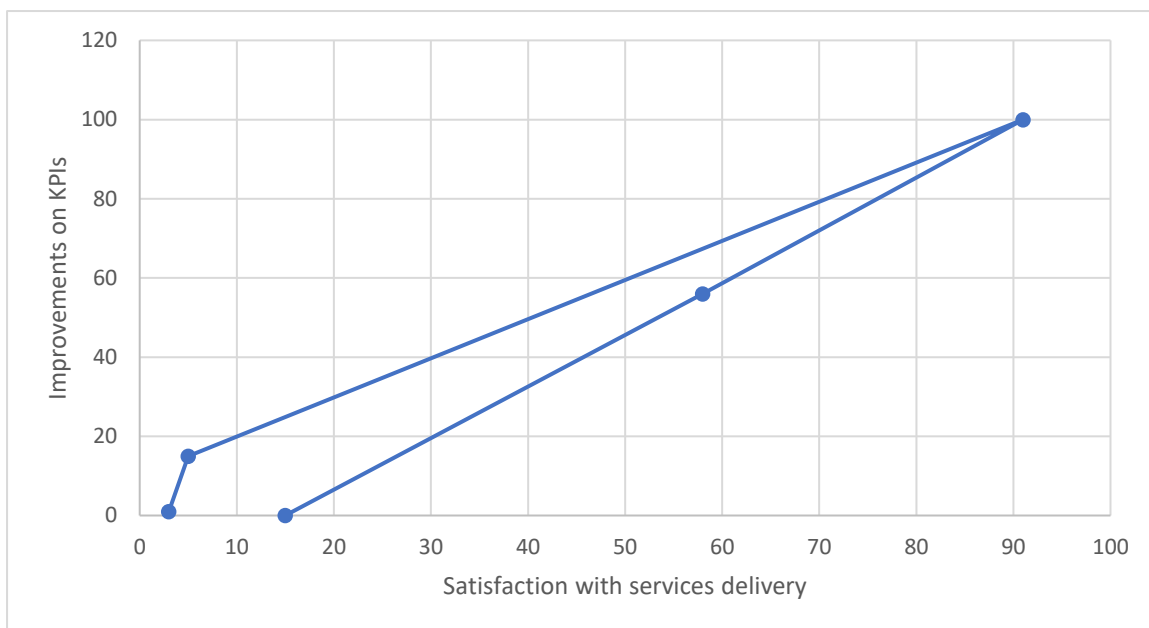


Figure 5.33: Public housing improvements and satisfaction

The figure above shows when KPIs are improved in the municipalities, the satisfaction with service delivery also increases. This means when the municipalities focus on improving their housing schemes, community members become more satisfied with the IDP service delivery targets. It thus demonstrates more people are satisfied with each improvement, which can

reduce service delivery protest and entail the effectiveness of the IDP as a service delivery tool.

5.10.2 Presence of PMS and measurability of objectives

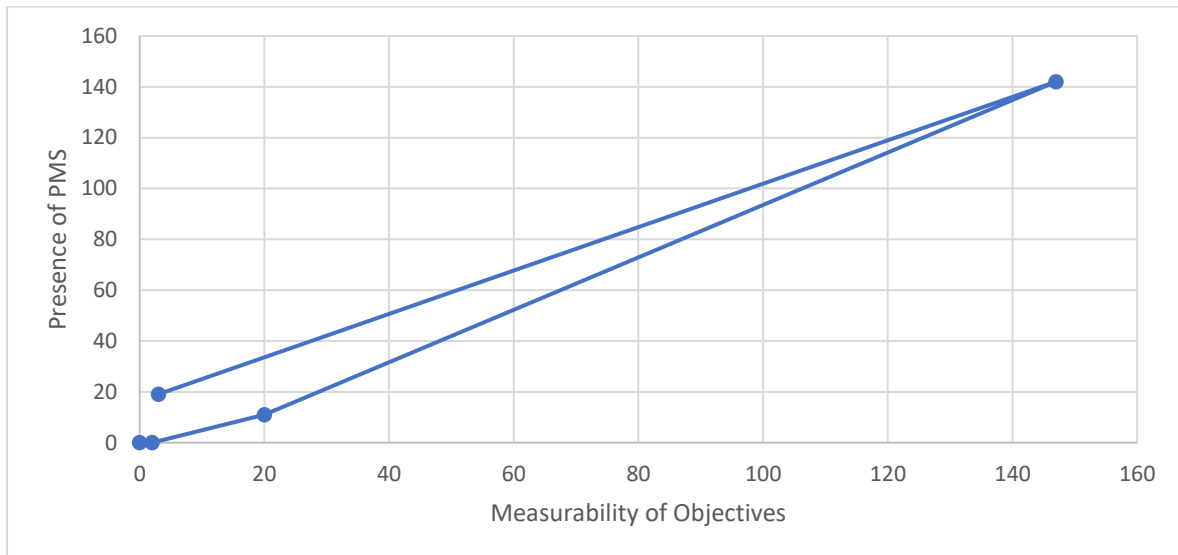


Figure 5.34: Presence of PMS and measurability of objectives

Figure 5.34 shows the bivariate analysis for the presence of the PMS and the measurability of strategic objectives. When there is a working PMS, the measurability of the strategic objective in the IDP is improved. Furthermore, when there is no PMS the IDP objectives are shown to not be measurable. It can be concluded a PMS must be available to ensure the effectiveness of the IDP as a service delivery tool.

5.11 Conclusion on quantitative data

This section examined the quantitative data from the ward committee members. The demographic of this study shows the majority were male. However, the percentage difference was slight. It was also found the majority participants were single, with a fairly equal participant number from different municipalities, thus providing a balanced perspective. Equal proportions could not be established from the ward committees they serve under. It was also found most participants had 3-5 years of experience. The qualitative data further showed the PMS are available, along with teams that create them. Moreover, it showed NPM theory is being utilised to ensure this. Participants additionally highlighted the PMS is well communicated.

Commenting on the KPIs, participants indicated these are available and include housing provision, health care, education, employment and most important, water and sanitation. The finding showed the strategic goals are formally documented, clear, measurable, and objective and cover all the critical areas in the municipalities. The questionnaire also established the level of satisfaction with the service delivery targets in the municipalities. It also established the areas that require improvements. The discussion of the findings indicated various theories can be used on the IDP, to ensure its effectiveness as a service delivery tool. The next section presents the qualitative data of this study. This data was gathered directly from municipal officials.

CHAPTER SIX

Presentation of Qualitative Findings (Interviews)

6.1 Introduction

The previous chapter discussed the findings gathered from the questionnaire, with 172 participants that responded. This chapter presents the findings obtained through interviews. A total of 18 of the targeted 20 interviewees were questioned by the researcher. The section first provides a demographic description of the participants. This includes their gender and marital status, the municipality participants are from, and the department they work in. To protect the identity of the participants the names were coded as follows:

Table 6.1 Coded Names of the Participants.

<u>Interviewee Name</u>	<u>Municipality</u>
Interview 1-5	Thaba Chweu
Interview 6-10	Mbombela
Interview 11-14	Nkomazi
Interview 15-18	Bushbuckridge

Table 6.1 details the coded participant names and their municipality. This was done to protect the participants and to ensure they provided data freely to the researcher. Participants did not consent to the researcher publishing their names. Due to understanding personal views, it was also meant to protect against reprisal from their superiors or those who feel they should not have divulged such information. For this reason, these coded names are used as pseudonyms. The following sub-section focuses on the demographics of this study, while the section after will focus on data with regard to the IDP, SDBIP and other themes that emerged from the study.

6.2 Demographics of Interviewees/ Municipal Officials

This section provides the demographics of the municipal officials interviewed in this study. It details the gender, educational qualification, experience, and municipalities they are from, as well as the department they work in.

6.2.1 Gender

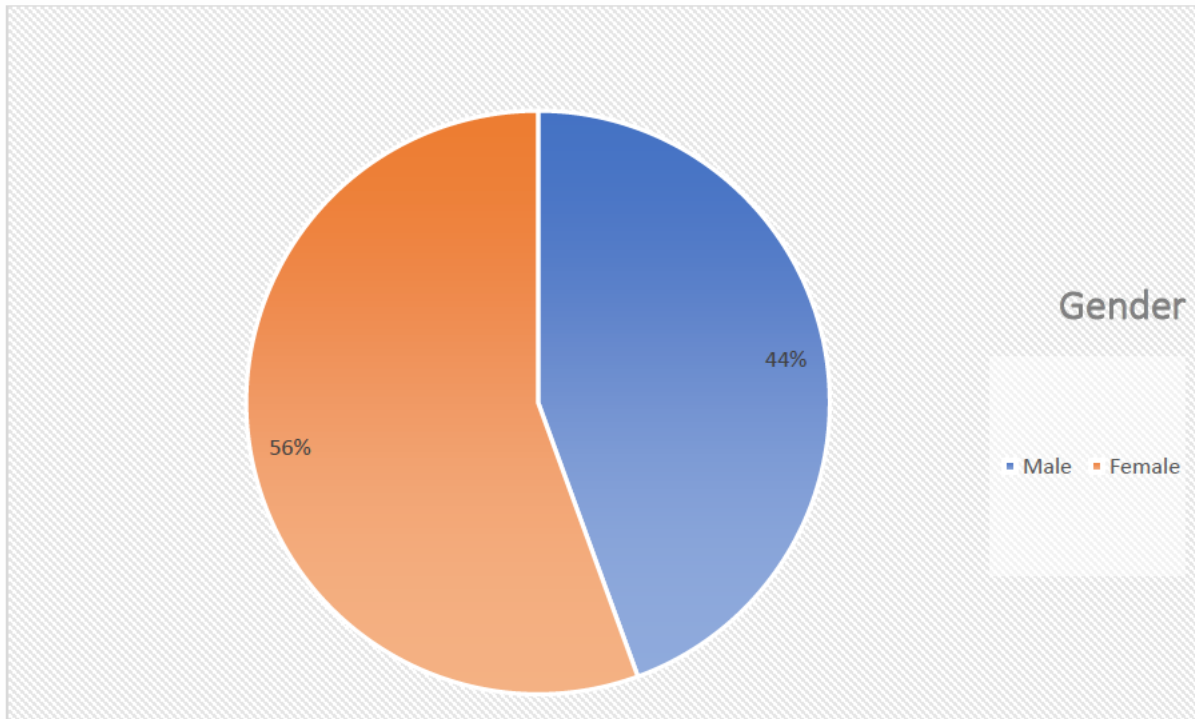


Figure 6.1: Gender

Figure 6.1 shows the gender of participants interviewed in this study. Unlike in the questionnaire, more women were interviewed compared to men. The number interviewed was 18, with 10 (56 percent) females and eight (44 percent) males. These participants were purposively selected based on the roles and positions they have within the municipality. Although a balance of the two could not be established, considering the view from a male or female perspective helps understand the issues better. As noted earlier, Fredriksen and Kim (2017: 45) posit when sex and gender are considered in research, it helps understand a phenomenon better, as converging or diverging ideas can be given. Therefore, it can be concluded more female municipal officials were interviewed than males in this study.

6.2.2 Marital Status for Interviewees

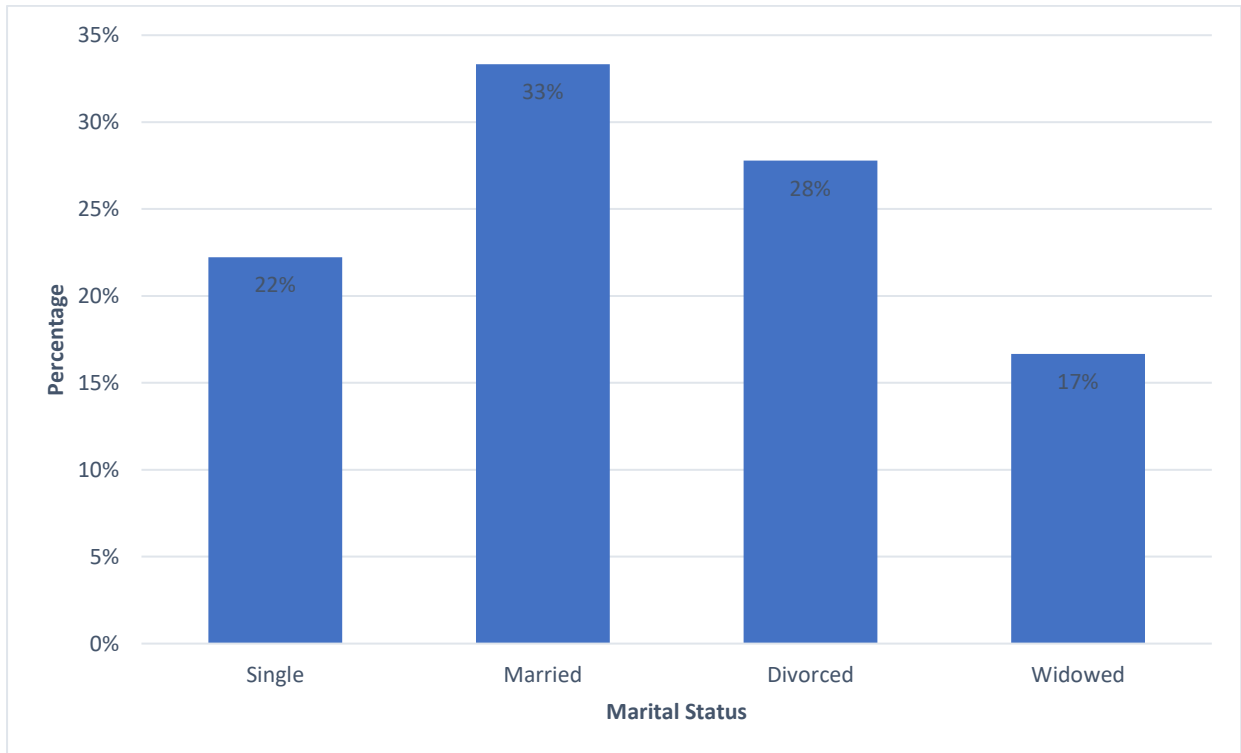


Figure 6.2: Marital Status of Interviewees

Figure 6.2 shows the data gathered in the earlier stages of the interview. The essence of asking these questions was it could establish whether there was a difference in perception of the IDP when one is single, married, and so on. The numbers of those who were single amounted to 22 percent, those who were married 33 percent, divorced 28 percent and widowed 17percent. More people were married amongst those interviewed, followed by those divorced, then those who were single and last, those who were widowed. This helped me understand issues from their personal arrangements and how they view the IDP.

6.2.3 Municipality

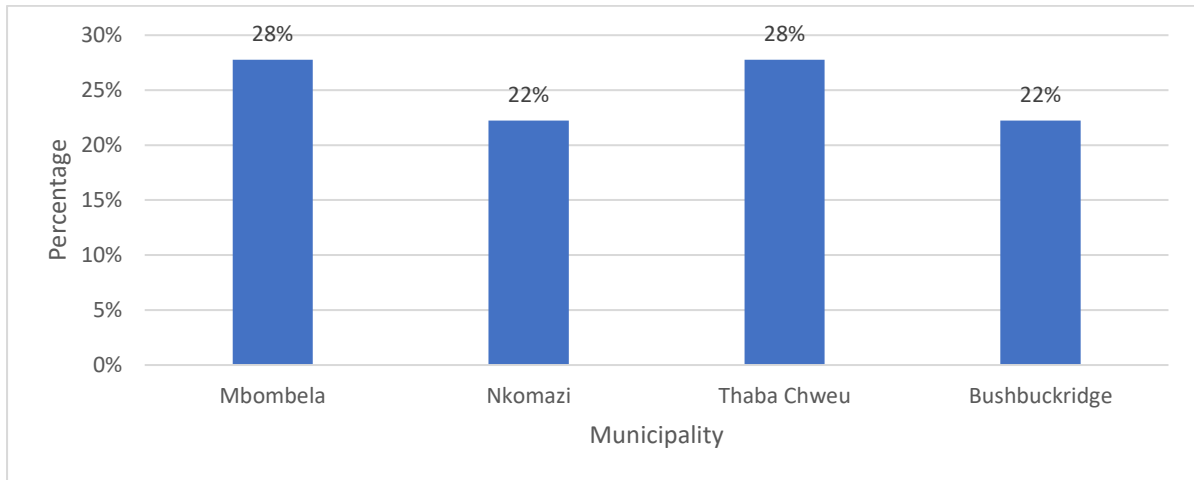


Figure 6.3: Municipality

The above Figure 6.3 illustrates the data gathered from the interviewees on the municipality they are from. The importance of this data was to gather and understand how each municipality operates. This entails obtaining and observing trends that emerge, along with similarities and differences. It is shown that 28 percent were from Mbombela, 22 percent from Nkomazi, 28 percent from Thaba Chweu, and 22 percent from Bushbuckridge. The significance of gathering this data was to be able to triangulate participant responses. This is because there are four municipalities in Ehlanzeni District Municipality. As a result of obtaining data from several people from different municipalities, which provided a holistic picture of the effectiveness of the IDP as a service delivery tool. This explains the consideration of these municipalities in this study.

6.2.4 The section/ department interviewees work in

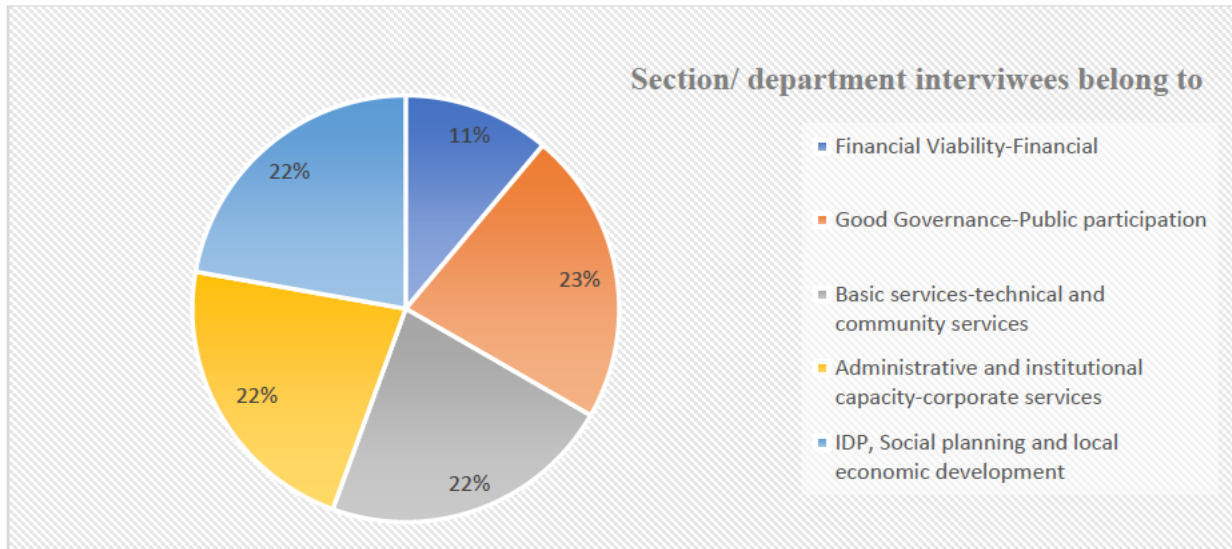


Figure 6.4: The section/ department interviewees work in

Figure 6.4 shows the department in which municipal officials work, indicating 11 percent and 22 percent participants were respectively from financial viability and good governance departments. It also shows 22 percent participants were from the basic services department, with the same percentage participants (22 percent) from the administrative and IDP departments, respectively. It thus provides a holistic picture of issues regarding the IDP from different perspectives. Every department is tasked with different roles on the IDP, therefore, offering a better understanding of the question (See roles in Chapter 2).

6.2.5 Length of service in the municipality

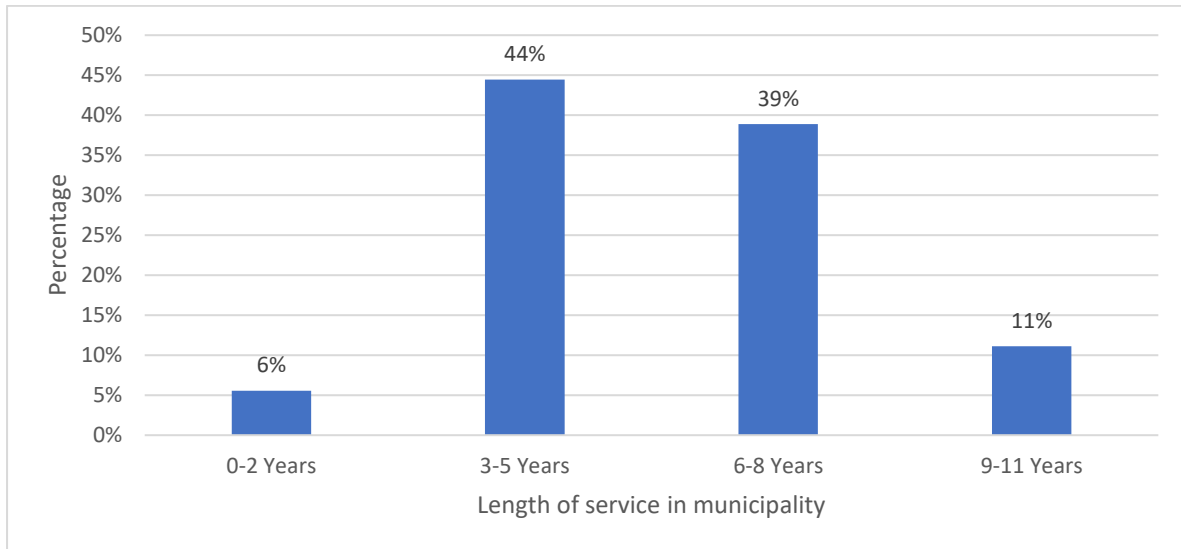


Figure 6.5: Length of interviewees' service in the municipality

Figure 6.5 reveals the level of experience working in the municipality on issues to do with the IDP by the municipal officials. It was important to obtain richly grounded data from those working directly on the issues to do with the IDP. This enhanced the quality of data gathered, as first-hand information was collected. It clearly shows six percent and 44 percent participants had less than two years and 3-5 years of working experience, respectively. This translates to one and eight municipal officials (interviewees) per category. Figure 6.5 further shows 39 percent participants had 6-8 years working experience. This percentage equals seven interviewees in this study. Moreover, 11 percent of the interviewees had 9-11 years length of service. This finding shows participants who were interviewed had significant experience working in the municipalities and on issues to do with the IDP.

6.2.6 Academic qualification of interviewees

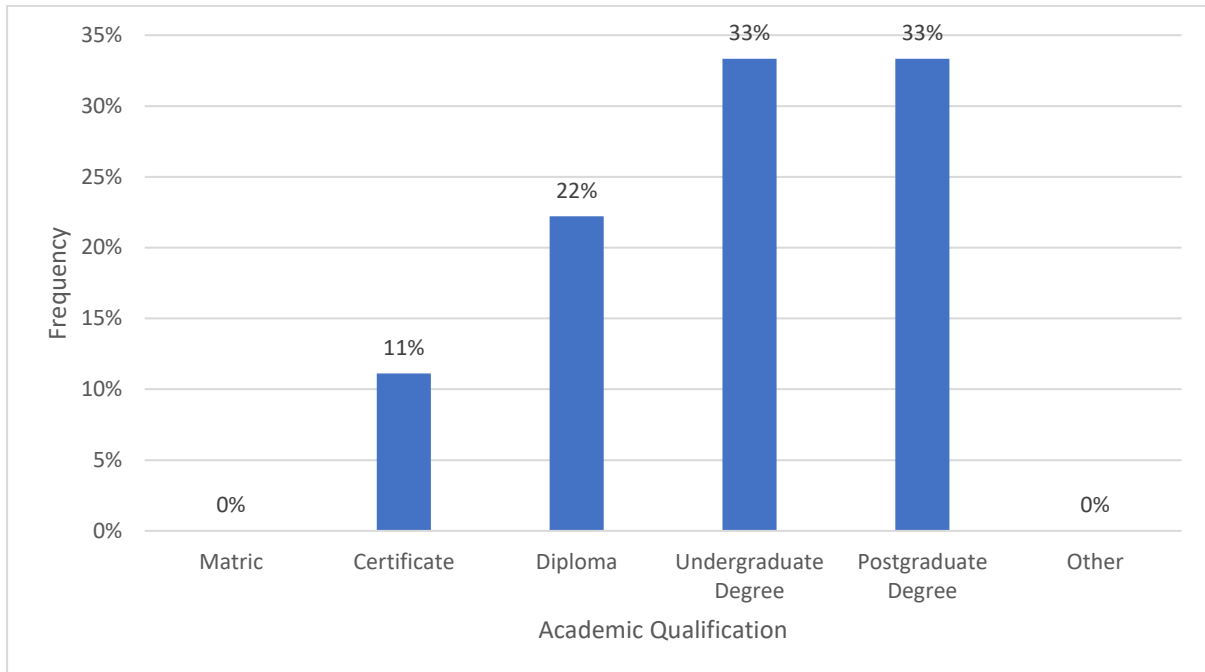


Figure 6.6: Academic qualification of interviewees

Figure 6.6 illustrates the academic qualifications of the interviewees who are municipal officials. Other than experience, it was also important to assess whether the interviewees could understand the issues at hand not only from experience but from an academic point of view. All participants were found to have obtained a qualification above matric level, with 11 percent participants having a post-matric certificate. The study findings also show 22 percent participants had acquired a diploma in academic life, with 33 percent participants respectively had undergraduate and post-graduate degrees. None of the participants revealed they had any other qualifications apart from those specified in the questionnaire. As shown above, the study findings indicate those who had a degree and a postgraduate degree were at 33 percent each. It can be concluded the interviewees were able to comprehend the questions they were asked from an academic point of view.

6.3 IDP and SDBIP in Municipalities

This theme was established after trying to find a link between the IDP and SDBIP. The alignment is key, as these two plans work hand-in-glove to ensure services are achieved. One is a long-term (IDP) and the other a short-term (SDBIP) plan. Sub-themes emerged from the

questions asked and the objectives of the study. These were the alignment of the IDP and SDBIP, who ensures this alignment and challenges in this positioning.

6.3.1 Alignment of the IDP and SDBIP in the municipalities

Participants from Mbombela Municipality raised when it comes to the alignment of SDBIP, it is always there. *‘Yes, all targets and activities are aligned in the municipality that I work in’* (Interviewee 15). This corroborates findings from the interviews conducted in Nkomazi. Participants from this municipality were of the view there is indeed an alignment of these two, since the legislative document makes it a requirement to ensure this. Nonetheless, Interviewee 18 from Bushbuckridge argued there was no alignment between the IDP and SDBIP as far as they were aware. Thaba Chweu Interviewees, (Interviewees 1, 2, 3 and 4) all spoke in one voice stating there is a partial alignment of the IDP and the SDBIP in the local municipality. Interviewee 1 further added that *“we are working on ensuring that this alignment is possible within our municipality. A lot still needs to be done but we will get there.”* The picture we get from these responses from the four local municipalities is there is alignment of the IDP and SDBIP but more needs to be done when we consider the findings from Thaba Chweu.

The finding corroborates those of Mbili and Zondi (2017: 1351), who highlight more remains to be done in ensuring these two are aligned. When this is done, it provides strength to IDP effectiveness and implementation. These two documents are linked, and attention should be paid to them. The findings from Bushbuckridge clearly show the same problem as found in the City of Johannesburg. Furthermore, the findings of Majam and Uwizeyimana (2018: 163) point out problems with aligning the IDP and the SDBIP are common. The argument they raise is this is due to the failure in understanding the KPIs. This was not the case, as our findings show. Limited resources are another aspect that emerged from the participants of the municipalities that were part of this study. Additionally, findings by Mbili and Zondi (2017: 1352) are also confirmed, in that the municipalities set out communities to ensure alignment of the two, following the dictates of the legislation.

6.3.2 Officials’ personal views on the alignment of the IDP and SDBIP

The researcher also sought to understand the personal opinions of the officials from the municipalities. By doing this, it was meant to see and understand whether divergences occurred from the official position of the municipalities provided earlier. In the City of

Mbombela, the position of this did not change. This indicated the official and personal views on the alignment of the IDP and SDBIP were maintained. A similar stance was also taken by officials from Bushbuckridge Local Municipality, who maintained the municipal IDP and SDBIP documents are not aligned. Thaba Chweu Local Municipality maintained their position as well, but further added its views, stating *“If the strategic goals are not at the right level the municipality will be:*

“Unable to measure the results that it wants to achieve (outcomes and impacts)” (Interviewee 1),

“Unable to track progress on whether they are making progress in the achievements of the mission and vision of the municipality”(Interviewee 5),

“Alignment to provincial and national priorities cannot be determined in the absence of strategic goals” (Interviewee 4).

Last, Interviewee 3 from Thaba Chweu, stated *“The municipality has included strategic objectives in the IDP. The strategic objectives are: At high-level outputs and they are specific, relevant and time-bound, but they are not measurable and achievable due to a lack of 5-year targets”*. The emphasis provided by the municipal official enables us to understand why they stated there is a partial alignment of the IDP and SDBIP.

One interviewee from Nkomazi also maintained their position by highlighting that,

“The level of alignment is good, but we have to pay attention to the following observations: the municipality strategic goals in the draft IDP, the strategic goals are not at an outcome or impact level, but they are at the high-level output (strategic objective level). If attention is paid to these it simplifies the alignment process. In my view, there is alignment of the IDP and SDBIP in our municipality.”

What we see from all the participant responses is similar to what they had previously said, however, they added their personal views and details on the alignment of the IDP and the SDBIP.

6.3.3 Alignment responsibility

The interviewees from the City of Mbombela pointed out the people responsible for the alignment of the IDP and the SDBIP are the IDP Manager, LED Manager, MM, and the Municipal Council. These officials work hand-in-hand to ensure alignment of the two

(Interviewee 8). Although the interviewees from Bushbuckridge raised that although there are challenges in aligning the two, there was no alignment of the two in their municipality, they also shared an interesting point. Interviewee 15 stated *“You cannot talk about municipality-wide budgets and the financial issues without having the financial manager”*.

Unlike in the City of Mbombela, Bushbuckridge Local Municipality officials did not state the LED Manager as assisting in ensuring the IDP and SDBIP alignment. Additionally, Thaba Chweu Local Municipality respondents provided additional information to what other municipalities supplied. They stated the alignment of the two plans is done with the collaboration of the Mayor, Manager PMS, Provincial COGTA and Premiers Office Macro Planning Unit. *“These are macro-plans and for them to work, a number of us need to work together to see it through. I am not saying there are no challenges in coordinating us all but to ensure this alignment we put our minds and ideas to ensure it works”* stated Interviewee 5. Similarly, the Nkomazi Local Municipality concurred with those from Thaba Chweu.

Although the previous section discussed the alignment of the IDP and the SDBIP, a point often overlooked is the people responsible for ensuring the alignment of the two documents. As noted earlier, Majam and Uwizeyimana (2018: 146) posit the SDBIP is approved by the mayor of each municipality. No further elaboration or mention of the contributors of the plan and the IDP is given by these authors. From our findings, this gap is covered, as we managed to understand who partakes in this planning and alignment process. It is not only the responsibility of the mayor but also of others, as mentioned above, who operate in a system, with the plan possibly implying other departments, thus, the need to have a buy-in from those mentioned above.

The essence of these findings is that it ensures should we say the IDP is or is not an effective service delivery tool, we know where to point fingers. Mojapelo (2007, cited in Asha and Makalela 2020: 4) suggested when plans are developed as standalone, this affects the overall contribution to the municipality in terms of service delivery. As raised by participants from Thaba Chweu and Nkomazi Local Municipality, they work as teams to ensure the overall vision of the municipality is achieved. This explains why Local Government, together with municipality officials, work together to ensure the alignment of the IDP and SDBIP.

6.3.4 IDP and the SDBIP alignment challenges

Pointers were given in the earlier discussion on the challenges faced by municipal officials in the alignment of the IDP and the SDBIP. The municipal officials from Bushbuckridge Local Municipality argued the main challenge they face in aligning the IDP and the SDBIP is the lack of strategic direction that guides the process. Interviewee 18 stated this is because of insufficient political will to ensure those tasked with the role, do what is required of them (Interviewee 18). Interviewee 17 was of the view that *“lack of capacity has hindered the will and commitment to the alignment of these plans. Limited resources especially financial ones are the ones that make it difficult to align these two.”*

6.3.4.1 Disruptive occurrences in the municipality

Interviewee 16 had the same views but also added, with the prevalent land invasion in the municipality, most attention goes to curbing this, which affects the planning, alignments and ultimately, service delivery. This position was also advised by participants in the City of Mbombela. Interviewee 9 stated that *“land invasion and other protests that happen in the municipality are disruptive to our processes and planning. We end up focusing our energies on the immediate burning crises thus some resources are channelled to the activities that ensure that this is contained. We sometimes fail to properly align the IDP and SDBIP because of this.”* What this participant was simply trying to highlight, is that disruptive occurrences in the municipality affect and draw the resources reserved for service delivery tools and plans.

The solution to this problem may be pointed to the SHMT. When we consider the discussion in Chapter 3, we can see should the theory be applied well, conflicting stakeholder interests and stakeholders are managed properly. Where this theory is applied well in the planning phase of the IDP, as well as the SDBIP, it can yield positive results. This is because it helps to understand and take account of the needs of each stakeholder. Prioritisation of these needs will ensure resources are channelled accordingly, and the service delivery budget will lead to better implementation of the goals. Penn and Thomas (2017: 8) support this idea we have raised, as they argue it helps managers within different organisations, which in our case are municipalities, to prioritise and allocate resources according to an understanding of what people want. The problem of land invasion or other disruptive occurrences examined from the start can help resolve the problem and thus, allow the alignment of the SDBIP and the IDP.

6.3.4.2 Performance targets that are not measurable.

In Thaba Chweu it was noted the main challenge is tracking progress in the achievement of the mission and visions of the municipality, set out in the IDP. Interviewee 2 from this municipality was of the view that “*when officials are not sure and understand the provisional, national and regional priorities, they are unable to align the IDP and SDBIP which heavy impacts on service delivery*”. These findings concur with those of Majam and Uwizeyimana (2018: 13-165), whose findings show when there is a failure to craft measurable targets, it always makes the alignment impossible.

According to our findings, attention must be put on the KPIs to ensure there is alignment, as Majam and Uwizeyimana (2018) propose. A Thaba Chweu official clearly underlined the importance of these and argued it is a process, and they are in the right direction to ensure alignment, which leads to better service delivery in their municipality. Moreover, performance goals that are not measurable are another theme that also emerged in Nkomazi Local Municipality. Interviewee 13 provided a general picture of what this means, stating since strategic objectives and KPIs are time bound, and when they lack these, its affect the entire IDP and SDBIP processes. Time and measurement criteria of performance should not only be on paper but regularly monitored to ensure alignment. For service delivery to be achieved, we can utilise the PMS and ensure there is a steering committee to guide the process, which Mbili and Zondi (2017:1353) argue is key.

6.4 Strategic objectives and the effectiveness of the IDP as a service delivery tool

This section was crafted after similar terms were used and the responses were provided by the participants. This section presents the results that link the strategic objectives and the IDP as a service delivery tool, which relates to the overall question that sought to understand the IDP as a service delivery tool.

6.4.1 Documentation

The researcher sought to understand whether the strategic plan in their municipality was documented. All participants expressed that the strategic plan in their municipalities was documented. It was concluded the Thaba Chweu municipality strategic plan is formally documented, with all required parts as per the relevant framework. Upon probing, the participant further indicated it should, however, be noted the five-year targets were not determined or identified in the IDP or strategic plan. Interviewee 3 said that “*Thaba Chweu*

municipality strategic plan is formally documented with all required parts as per the relevant framework” The study findings, nevertheless, imply all the municipalities had documented strategic plans.

6.4.2 Desired outcomes

The participants were further asked whether the strategic objectives and strategies in the strategic plan were clearly stated. Most participants indicated the strategic objectives were planned and stipulated. In Bushbuckridge, Interviewee 15 highlighted that *“Yes, the municipal strategic objectives are measurable as they meet the SMART criteria, and they can be monitored and evaluated using the current PMS in place”*. Additionally, in the City of Mbombela, Interviewee 7 pointed out that *“They are clearly stated as they were crafted in a manner that they meet SMART criteria as per the identified factors in the analysis phase of IDP. We strive our best to apply the ensure that this is made possible.”*

Some participants, however, indicated the strategic objectives were unclear. In Nkomazi Local Municipality, one interviewee (Interviewee 14) raised that these objectives are not clearly stated, which diverged from what others in the same municipality had said. After thorough analysis, it was established the official had recently joined the municipality and did not have a fair knowledge of the historical issues at the municipality. The strategic objectives are high-level outputs as they are specific, relevant, and time bound. Nevertheless, most participants indicated the objectives were measurable and achievable.

Other issues such as financial matters, non-payment of rates and the COVID-19 pandemic have also affected these objectives. During the interview discussions, the majority participants indicated the priority objectives need to be incorporated on the 5-year targets, as failure to do so makes it difficult for the council to determine the correct annual targets and prioritise the objectives. The researcher noted the municipalities had strategic plans with goals and objectives, while the findings also imply strategic objectives were measurable, monitored and evaluated.

The above findings corroborate the arguments raised by Thomas and Middleton (2003, cited in Mathebula and Sebola 201: 119). This is because they argue in ensuring a strategic plan such as the IDP speaks and does what it says in terms of service delivery, management planning must ensure the objectives are specific, measurable, and time-based. Mathebula and Sebola (2019: 119) add municipalities should strive to ensure the IDP is objective as a

strategic tool, for it to be properly executed. From what was gathered from our study, municipalities are using these principles of management planning on the objectives and the IDP.

The researcher sought to understand whether the desired outcomes of the IDP are clearly stated and understood in the strategic plan. All the participants expressed that the desired outcomes of the IDP were clearly stated and understood in the strategic plan. Nevertheless, the participants indicated the strategic objectives were not well crafted and did not cover all the issues identified in the analysis phases, including their measurability. This meant revisiting SHMT to draw the reasons why this is the case. After community engagements are done to determine their needs, there is a need to prioritise these, as argued by Mathebula (2018). Clearly, not all issues are covered as it is not financially feasible for a majority municipalities.

During the interview discussions, participants further appreciated the organisational strategic plan was openly disseminated and not hidden. It was concluded the municipality uses newsletters and websites to disseminate its documents, including the organisational strategic plan and PMS documents.

Interviewee 10, indicated that *“the IDP and other strategic plans, are openly disseminated through communication channels such as the intranet and sessions we host as the municipality”*. Similarly, Interviewee 17, argued that *“all our strategic plans are disseminated and are in any way hidden from all officials in the organisation and those key stakeholders as well”*. Interviewee 1 highlighted that *“You cannot say you have a strategic plan and not make sure everyone knows about it. Once the strategic plan as big as the IDP is formulated everyone who uses it or is tasked to implement it must know it. You cannot implement something you do not clearly understand. It is as simple as that”*. However, according to Interviewee 11, some officials simply did not know the strategic plan purely out of ignorance and also because they take the task lightly.

The study findings indicated the desired outcomes of the IDP are clearly stated and understood in the strategic plan. The participants further expressed that strategic flexibility is more important in their departments.

6.5 Performance Management System, KPIs and the IDP

The participants were further asked whether their municipalities had working PMS. Results indicated there is no working performance management system (PMS) in this Ehlanzeni District municipality.

The participant further indicated the PMS is not working, due to the poor capacity of the system, lack of resources, and staff shortages. It was also concluded the performance of PMS was not effectively working, due to the poor capacities of the system and lack of management resources. The participant further explained there is a shortage of skilled staff in her municipality.

The study findings imply most PMS were not effectively working, due to insufficient resources. The interviewees further indicated the PMS ensured the desired results were achieved during IDP implementation, that is SDBIP, to ensure the correctness of the strategic direction of objectives, strategies and projects put forward by the IDP. All participants indicated the PMS is communicated through municipal websites and meetings.

6.5.1 PMS Development Teams

The researcher sought to understand whether there is an established team for the development of PMS in the respective municipalities of the participants. All participants indicated their municipalities have established a team that specifically deals with PMS development.

During the interview discussions, participants indicated the PMS is linked to strategic plans, whereupon others indicated the PMS *“is a strategic approach to management which equips leaders, managers, workers, and stakeholders at different levels with a set of tools and techniques to a regular plan, monitor and review the performance of the organisation in terms of targets”*. The participants further indicated they do not have adequate and standard KPIs for the provincial government. However, the participants indicated the municipality is working with the provincial government to develop standardized KPIs that meet the requirements. PMS use the KPIs to measure the performance of the municipality as set in the plans.

Schilder (2000, cited in Ani and Persson 2016: 10) argues there is a challenge in developing PMS in the public sector. Our findings dispute this, as all participants emphasised teams to develop the PMS are available and strive to ensure they work well. The municipalities have been using a variety of theories such as governance, SD and NPM to achieve this

development. As raised by the interviewees, the teams ensure goals are communicated (Interviewee 18), achievement of goals is rewarded (Interviewee 5) and ensuring support is garnered for the system from all stakeholders (Interviewee 9). This is similar to the conclusion from Adonis (2018) of what teams and the PMS should resemble.

6.6 Service delivery areas of improvement

All participants expressed that public housing schemes, government health schemes, free education, and public employment, as well as water and sanitation, need urgent improvement in communities. However, mixed responses were offered on the prioritisation of these service delivery targets. Interviewee 12 pointed out that *“All areas need improvement, but I believe water and sanitation should be prioritised in Nkomazi Municipality. The SDG speak of these and that is why I say so. When the IDP goals pay attention to these a lot of protests and problems are avoided”*. This is per the UN SDGs, as they emphasise the access to clean water, which is also stated in the Constitution (See Chapter 3). In Bushbuckridge, it was noted all areas need to be improved as different communities require different services; a position also established from the Cities of Mbombela and Thaba Chweu.

The participants further indicated communities remain in need of basic services, while there are existing challenges in municipalities, due to lack of revenue collection and political leadership, corruption, and poor support from the provincial department. This is also similar to the findings of Asha and Makalela (2020), which show resource collection and utilisation must be improved. Other than the challenges, the participants further expressed they do understand the current IDP as most have participated in IDP reviews. Upon further probing, IDP contains projects from different stakeholders and departments implemented in a set period.

6.7 Challenges and Performance Barriers to IDP Effectiveness

In order to understand the effectiveness of the IDP as a service delivery tool, an understanding of the challenges that affect it had to be established. The themes that emerged from the questions posed are the challenges and performance barriers, with the sub-themes that emerged on financial resources and grant dependency. This emerged after all participants talked of financial resources being a challenge and affecting the IDP as a service delivery tool. A combination of financial resources, grant dependency and mismanagement of funds were combined to make one sub-theme, based on interviewee responses.

6.7.1 Financial resources and grant dependency

The researcher sought to understand the performance barriers and challenges to the IDP's effectiveness as a tool for service, through community-based planning. There was consensus among the 18 interviewees from the municipality, with all participants stating low revenue collection and high debt are critical barriers to the IDP performance and effectiveness. In Bushbuckridge Local Municipality, it was noted that *“As you know the majority of the land is under the jurisdiction of the traditional authorities. We receive no rates from such land, but we are supposed to deliver services. It makes it difficult with a limited resource base to achieve this”* (Interviewee 15). A similar view was also established from Nkomazi, which is dominated by rural communities. Interviewee 16 also specified that *“It is because of insufficient resources that the municipality has, it is unable to deliver services due to the low revenue base and the grants we receive from the central and provincial government is minimal”*.

An interviewee from Thaba Chweu raised targets cannot be met without money projects and service delivery. *“Poor financial management in many municipalities is a problem”* (Interviewee 4). From these findings, we can conclude financial resources are one of the biggest challenges that affects the IDP. This concurs with the findings of Banda *et al.* (2021: 53) that poor financial resources and the management of limited resources are problems in municipalities. We can, therefore, better understand the poor financial resource utilisation from the governance theory ethics point of view. As noted by Banda *et al.* (2021), effectiveness of municipality plans in other countries is affected by poor management ethics. Other factors include having unqualified audits and a lack of proper budgeting.

Maake (2016) also mentions it has become a syndrome in municipalities to be grant-dependent, without generating finance to cater for municipal activities. In order for the IDP to be effective, municipalities must devise ways to improve their revenues and cease to be grant-dependent. As noted from Mbombela, *“lack of sound leadership to execute their function, corruption and having unaccounted expenditure negatively affects the budgets for the IDP implementation. If we do not have money as a result of these bad practices, we cannot simply deliver services to the people”* (Interviewee 17). This is the reason Munzhedzi (2021) argues for the adoption of the NPM principle in strategic management and for creating financial reforms to address this.

6.7.2 Community-Based Planning

The participants further indicated a community-based plan is one of the key processes the municipality should pay attention to. It was concluded when the community-based plan is not taken care of properly, communities embark on protests, due to a lack of involvement in service delivery. In we considering findings by Thebe (2017: 125), it is noted when municipalities are transparent and use the governance theory, some of these service delivery protests can be averted. The study findings imply the community-based plan is a process of identifying community needs identified by community members. Hence, these needs should inform IDP priorities. The participants further indicated they were not satisfied with the contribution of community-based plans to IDPs. The participants indicated most community needs are identified in the IDP, nonetheless, implementation may be a challenge, as unbudgeted events emerge. All the officials noted the COVID-19 pandemic has taken a huge toll on their budget, due to most resources having been channelled to contain the spread of the disease. Gatherings by community members to discuss the issues have also been affected during the past two years.

Mathebula and Sebola (2019: 123) reveal low participation affects strategic plans such as the IDP. Similarly, Asha and Makalela (2020) also found a lack of community participation has negative impacts on the IDP and service delivery in Limpopo. Our findings also point to this fact. However, it was noted the underlying reason for this is that community members are not gathering in numbers as they used to, and some ideas and needs are not properly captured.

6.8 Triangulation of Findings

The findings from the quantitative approach concurred with those gathered through the qualitative approach on the PMS management systems. Ward committee members were aware the municipalities have PMS that communicated to everyone and there are also teams that develop PMS to evaluate the KPI. Municipal officials corroborated this, indicating their municipalities have working PMS. This triangulation on the PMS shows the municipalities do have a PMS, which is also communicated to the entire organisation. The findings show the PMS are in place to evaluate the IDP performance and failure to have that system in place affects IDP effectiveness. As noted from the NPM theory, public organisations must strive to enhance their effectiveness and evaluating their objectives is one measure that helps achieve this. It can be concluded the PMS is key to the effectiveness of the IDP as a service delivery tool in Ehlanzeni.

Formal documentation of the IDP was found in both the qualitative and quantitative data analysed above. In Thaba Chweu, Mbombela, Nkomazi and Bushbuckridge the participants confirmed the strategic plan is formally documented. There is consensus between the municipal officials and ward committee members in Ehlanzeni, as shown above. From this triangulation, it can be concluded the IDP is formally documented and communicated in the municipalities.

Moreover, when the qualitative findings and the quantitative findings are triangulated, it shows consensus on the objectives being SMART. Interviewee 7 argued the objectives are created to ensure they are SMART. This was supported by Interviewee 15. It was also similar to the findings of the questionnaire that indicated more than 80 percent agreement with the strategic objectives being measurable, clear, objective and covering the needs that would have been discussed in the IDP analysis phase. This further corroborates Mathebula and Sebola (2019), who argue municipalities must create objective goals to ensure the IDP is properly executed.

A triangulation of the results also shows the IDP has to be a product of the people. Both the questionnaire and the interviews pointed out the needs of the community members must be made a priority. Municipalities must ensure community members and other stakeholder must participate in the IDP formulation processes. This was shown by both interviewee and questionnaire respondent agreement on the KPIs, such as housing, water and sanitation, health care and education being present in the IDP. It is the community member who always emphasises the need to have these services.

6.9 Chapter Summary

This chapter discussed the findings presented in the previous chapter. Results were discussed and analysed. Findings also indicate the participants agreed they were aware of health, education and employment as service delivery targets. The chapter also found the areas that need improvements, as well as areas participants are satisfied with. The relevance of the theories such as the NPM, SD, SHMT and Governance theory was also shown. Both the quantitative and qualitative data were analysed and discussed. The chapter also discussed issues to do with the alignment of the IDP and SDBIP in the various municipalities.

Challenges in this alignment and the people responsible for this were established. The chapter also went on to examine the strategic objectives, with a view of understanding how they

contribute to the effectiveness of the IDP as a service delivery tool. It was found the objectives are clearly communicated, and PMS are there to assess and evaluate the performance in the municipalities. The chapter also triangulated the findings of this study.

The next chapter provides the conclusion of the entire study, a summary of the findings, recommendations for municipalities and a framework that guides the operationalisation of the IDP as an effective service delivery instrument.

CHAPTER SEVEN

Conclusions And Recommendations

7.1 Introduction

The previous chapter presented and discussed the qualitative data of this study. This chapter provides the conclusion of the entire study. It further provides the study objectives and the chapter summary. Moreover, this chapter provides a summary of the findings both from the primary research and the literature review. The study also provides a conclusion from both the primary and literature review findings. Furthermore, this chapter offers recommendations for municipalities and provides a framework that guides the operationalisation of the IDP as an effective service delivery instrument. The chapter will also present the areas the researcher thinks other researchers need to research more on.

7.2 Summary of the Findings

This section provides a summary of the study findings. It first sets out the literature review findings and then the findings from primary research.

7.2.1 Literature Review Findings

It is important to show a summary of what other scholars have established on matters to do with the IDP (See Chapters 1-3 for detailed discussions). The study determined effectively implementing IDPs provides a basis on which service delivery in the municipalities can be improved (Mathebula 2016; Mathebula *et al.* 2016). The IDP analysis by Maake (2016) shows municipalities have failed to deliver services, because of their grant dependency. Due to not having adequate resources and revenue-generating projects it has negatively impacted service delivery. In addition, studying IDP implementation and service delivery, Mathebula (2018) found the poor results on service delivery have pointed to a lack of understanding the IDP by the employees in the municipality. Others, such as Matsiliza (2017), investigated the monitoring and evaluation and argue municipalities set out objectives but rarely evaluate them. When evaluation is neglected, poor service delivery results in the municipalities.

The literature review findings also show stakeholder engagement is key to any strategic planning process or implementation (Bryson 2016). Moyo and Madlopha (2016) call for the laws governing municipalities to be followed and show the IDP, as a strategic plan, should be

a product of thorough stakeholder engagements. Failure to do so, as we are alerted, results in the needs of communities not being captured, which results in service delivery protests. This concurs with Oni (2016), who comments on public policy, in that those entrusted with crafting these should ensure the needs and desires of society are met, after active participation to determine these needs. Malefane and Mashakoe (2019) point out ensuring all parties are consulted and have a say on the decisions that affect them, is important. However, as shown, the authors do not speak directly on what is required to ensure the IDP becomes a service delivery tool., which informed and guided us on the areas to focus on to establish this.

According to Asha and Makalela (2020), the effectiveness of the IDP must come about after the allocation of sufficient budgets is done. This means municipalities must align their IDP and SDBIP to ensure this is possible. The same argument garners the support of Majam and Uwizeyimana (2018), who argue when the two are aligned, it gives effect to the IDP. Their findings in the City of Johannesburg show there have been challenges in aligning the two and taking the population increases into account. Mbili and Zondi (2017) propose there should be steering committees to ensure this alignment, for services to be delivered. With this in mind, our study sought to establish how municipalities in Ehlanzeni are faring on this alignment.

Most literature reviewed does not speak directly to the IDP and SD theory. However, the literature provided us a basis on where to start. For example, Holden, Linnerud and Banister (2016: 2) point out organisations should aim to meet the needs of people equitably, while also ensuring the environment is protected. Shi *et al.* (2019) supply a historical perspective on how the SD theory has changed and show how different issues have become important. Having SD indicators in all strategic plans is key, as it helps assist in solving society's problems. Taking from the governance theory, Asaduzzaman and Virtanen (2016) show backing of programmes by the people should be motivated, along with transparency through communication of all the plans. On other theories, Lapuente and Van De Walle (2020) show public organisations are failing because they have not fully implemented the NPM principles, and a lack of empirical studies remains on the theory's application and relevance in many countries.

7.2.2 Findings from Primary Research

This section provides a summary of the primary findings of the study, including a summary of the demographics of the study, the PMS and KPI as key issues to ensure the IDP

effectiveness, the IDP and the SDBIP alignment, and satisfaction, as well as improvements in service delivery. Last, it sets out a summary of the relevance of the theories that can be used on the IDP to ensure its operationalisation as a service delivery instrument.

7.2.2.1 Demographics of the respondents

The research findings indicate there have been more males than females that participated in the study. This could be because of stereotypic gender roles, as explained by using the social position concept, which shows positive roles are appropriate for men and others for females, thus, in this case it can be attributed to the majority participants in Ehlanzeni being male. The findings found the majority participants were single. From the municipal officials who were interviewed, there were more females than males. However, for the entire study, more males were available. The study findings implied most participants who participated in this study were from Bushbuckridge municipality. The study also concluded participants had more than 3-5 years of working experience and had obtained at least a diploma in their academic life.

7.2.2.2 PMS and KPIs as key issues to ensure IDP effectiveness.

The study found there is a working PMS in the studied municipalities and PMS is used to assess the implementation of IDP goals. This means progress is easier to monitor and evaluate. Participants were sure the PMS was communicated to the entire organisation. It was ascertained there is an established team for the development of PMS. Another conclusion drawn is that PMS is used to assess the implementation of IDP goals and communities have adequate and standard KPIs for municipalities. The PMS was found to be linked to the strategic plans, which means the IDP can be evaluated and monitored. The study also established the IDPs in place have put emphasis on housing, education, employment and water and sanitation. What this alerts us to, is that when the IDP fail to make mention of such key issues and provide clear ways to achieve these, it will not be considered an effective strategic plan. An effective PMS that is communicated to all and used on the IDP must be available to measure performance.

This finding confirms the finding on the IDP through the FSPAPP (2010: 1) that “was initiated to cater for both national and provincial departmental needs”, which would imply each department must manage and implement the strategic plan. Additionally, the framework states “the strategic plan and performance information are important for effective management, planning, budgeting, implementation, reporting, monitoring and evaluation”

(FSPAPP 2010: 1). The IDP is the compulsory strategic plan of all municipalities in SA, spanning a five-year period.

7.2.2.3 IDP and SDBIP Alignment as a key issue for IDP effectiveness

The findings showed municipalities always ensure alignment of these two documents, since they feed into each other, contributing to their effectiveness. It was also raised that the task is not a simple one and thus, needs all stakeholders to assist in this alignment. The effect of having this alignment means the objects in the IDP on service delivery are matched with the short-term plan of the SDBIP. It thus enables better use of the available resources that translates to better service delivery in the municipalities. A reading of these findings shows when there is no alignment, the IDP's effectiveness as a service delivery instrument is affected. The problem of lack of alignment, as raised by Majam and Uwizeyimana (2018), is not present in Ehlanzeni. However, participants raised challenges they face in doing so, which are financial, and mismanagement but they work as teams to ensure alignment.

7.2.2.4 Satisfaction and Improvement with or on service delivery

To understand the effectiveness of the IDP, it was concluded the participants were unsure whether they were satisfied with the public housing scheme. The study findings imply the majority participants agreed they were satisfied with public employment as a service delivery target in their respective municipalities. The study findings conclude the majority participants were satisfied with water and sanitation service delivery. In addition, the study findings imply most participants agreed water and sanitation service delivery needs improvement. All participants expressed that public housing schemes, government health schemes, free education, and public employment, as well as water and sanitation need urgent improvement in communities.

The participants further indicated communities remain in need of basic services, pointing out there are challenges in municipalities due to a lack of revenue collection and political leadership, corruption, and poor support from provincial departments, which need to be addressed for the IDP to be effective in community-based planning. Apart from the challenges, the participants further expressed, because most have participated in IDP reviews, they do understand the current IDP. Upon further probing, the IDP was found to contain projects from different stakeholders and departments implemented on a set period.

7.2.2.5 Relevance of theories on the IDP

The study also found various theories are relevant in ensuring the IDP is an effective tool for service delivery. The KPIs, the strategic objectives in the IDP and the communication of the processes show the application of the SHMT. For the IDP to be effective it must, therefore, consider the input of community members and other stakeholders, as they are the direct beneficiaries of the services delivered. Ward committee members showed they participate actively in issues dealing with the IDP. Considering their satisfaction with the services, it means their needs are being captured well in the IDP. The SD theory was found to contribute considerably in ensuring when planning is done, it does not only focus on the current period but also on generations to come. The research showed a combination of theories, adopting some of their principles, is being used to ensure the effectiveness of the IDP.

The relevance of the NPM theory is also shown by the municipality's commitment to results, with teams to develop PMS and evaluation of performance. These systems help monitor progress and make frequent adjustments to remedy these. Although the majority of participants expressed satisfaction with some services delivered by their municipalities, they pointed out they always seek improvement. This concurs with Cohen (2016), who stated organisations should always seek to improve themselves in terms of quality and other issues.

7.3 Main conclusions

The research findings conclude there is a working PMS in the studied municipalities and PMS is used to assess the performance and achievement of the IDP goals. The study established several areas that help in ensuring the IDP be an effective tool for service delivery. During the process of crafting the IDP, the discussion should also be on having a working PMS in place to ensure performance can be evaluated. Communication of the PMS must be regularly done in the municipality, with awareness of the PMS and KPIs another key issue, as this will inform municipal officials regarding what is required of them and what needs to be achieved. Constantly going back to the communities should also be done to determine how satisfied the people are with the current services being delivered. When people are happy with the current offering, it means the IDP is effective as a service delivery tool, as shown from the findings.

For us to consider the IDP as an effective tool for service delivery in Ehlanzeni and other municipalities, this strategic plan should be a product of the people. Stakeholder discussions

should be prioritised to ensure all needs are captured and agreement reached on the critical issues to be addressed first. When this planning is carried out knowledge of the SDGs should be shared around. This is because only sustainable programmes should be considered. Taking cognisance of the needs of future generations is also key to what was established. While Moyo and Madlopha (2016) point out when strategic plans are a product of the people, we add they must also be in a sustainable manner. Not all input is important when it does not speak to sustainability.

From this study, as shown, municipalities raised there is an alignment of the IDP and SDBIP. If municipalities are to achieve their service delivery target, it must be made known this alignment is key. This is from Mbili and Zondi (2018), who found steering committees must be put in place to ensure this alignment is possible. When such alignment has taken place, it should also not end there. There is a need to continuously monitor and evaluate the two plans to see whether they still speak to each other, and municipal officials should be transparent in disclosing any inconsistencies and how those occurred. The governance theory principles of ethics, transparency and communication should always be used. When this is done, as in the municipalities that formed part of this study, the IDP becomes an effective instrument for service delivery from CBPs.

To consider the IDP effective, goal and objective setting should be made SMART. That is to say, the objectives must be specific, measurable, attainable, realistic, and time-based. The ward-committee members indicated this is the case in their respective municipalities. When these management principles are taken into account it means the programmes for service delivery set out in the IDP can be achieved and delivered to the people.

7.4 Recommendations

- PMS should be working, and sufficient resources must be found and utilised. PMS should ensure the set targets are achieved during IDP implementation.
- SDBIP alignment to the IDP to ensure the two guide each other strategically and financially for the target goals to be realised.
- There should be free education service delivery for the municipality to gain a good reputation.
- Public housing schemes should also be put in place.

- Reviewing the IDP must be done periodically, as it is an important strategic plan that guides and informs all planning, budgeting, management, and decision-making in a municipality. It is a tool for bridging the gap between the current reality and the vision of satisfying the needs of the entire community equitably and sustainably. Integrated development planning will enable municipalities to develop strategic policy capacity, in order to mobilise resources and target their activities. In practice, the IDP is a comprehensive, strategic business plan for the Municipality over the short- and medium-term. According to the Municipal Systems Act, “every Council must prepare its IDP which will guide them for the five years that they are in office. The IDP is therefore linked to the term of office of councillors” (SA DPLG 2000).
- Performance management should be enhanced in all municipalities, because it enables the implementation of plans, checking whether positive contributions are being made and efficient resource utilisation is undertaken. Currently, municipalities can set their performance targets and measurements of these. This means PMS vary between municipalities.
- The government health scheme needs improvement. The intention of SD to end inequality provides a basis for LED. The local government, therefore, adopts the IDP, solely intent on providing SD. The classic “theories of development view development within the framework of economic growth and development” (Klarin 2018: 68).

7.5 Contribution of Study

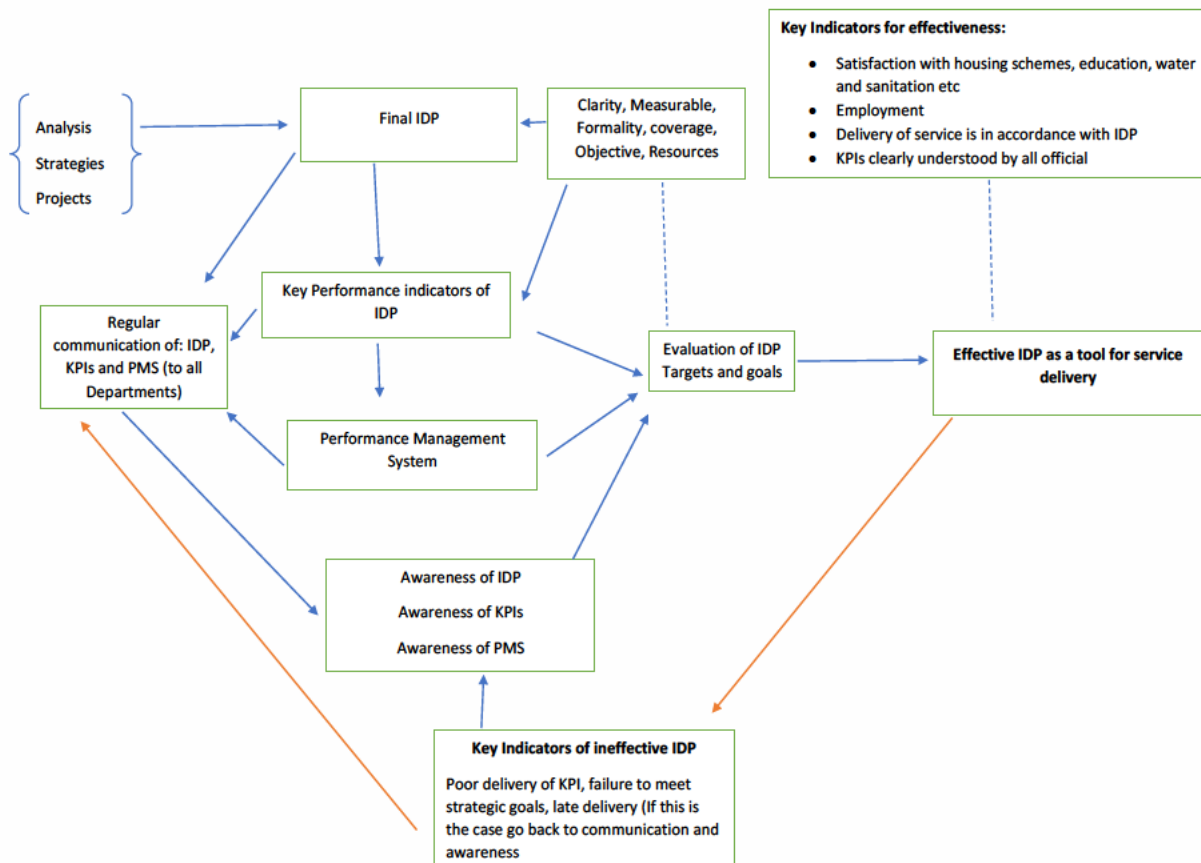


Figure 7.1: A framework guiding effective operationalisation of IDP as a tool for service delivery

Source: Author 2021

Figure 7.1 is a framework guiding the effective operationalisation of IDP as a tool for service delivery. To ensure this framework works during all stages of the IDP development, stakeholders must be involved to have a final, operationalisable IDP. The above framework shows the summary of this process, which includes the analysis phase, generating strategies and having projects to do in place. The blue solid line in the above figure points to the next step to flow in the framework. Some processes can be implemented concurrently with each other. The blue broken line shows the effects or outcome of the process that indicates the effectiveness of the IDP. The red solid arrow denotes the steps that must be taken when the IDP has not been an effective service delivery tool. The next section presents the steps that must be followed in detail.

7.5.1 Stakeholder engagement

Stakeholders such as community members and other intuitions operating in the municipalities must be involved for the IDP to be operationalised as a tool for service delivery. This requires active participation and ensuring no stakeholder is left behind in this process. The contribution of the participants should be taken seriously, and evaluation of their need is key. A list of these needs should be made in this process and through engagement with stakeholders, municipalities must rank these needs based on the consensus regarding these needs. Once this has been done, checking whether all the data have been captured is key. The municipality can communicate the gathered data to check all were captured and only then can they move to the next stage.

7.5.2 KPIs

There is a need to assess the KPIs, which must be objective, measurable, and widely communicated within the municipalities and communities. The projects the municipalities seek to work on need to be well-resourced, that is to say financially, human resourced and other resources. KPIs need to be in place, since this simplifies the process, monitors targets and the progress of the project effectively. Timeframes must be in place to check for these, as well as scales to measure these.

7.5.3 Extensive communication of the objectives

One of the overarching processes in the effective operationalisation of the IDP as a tool for service delivery is to communicate the various objectives and strategies of the municipalities that emanate from the IDP. As the study above alerts us, some participants were unsure of the objectives, particularly on the PMS in place. There is the need to regularly communicate the issues that need to be understood within the organisation through posters that show the progress or having more meetings to discuss progress, for example. Reinforcing a culture of a top-down and vice versa communication model helps in having goals and targets understood at all levels. Each individual will, therefore, know what is required of them at any given point in time, thus ensuring service delivery by the municipalities. In addition to the above process of developing effective communication systems, awareness of all the goals, objectives, and strategies within the IDP is also enhanced.

7.5.4 Develop PMS

A team that develops and monitors the PMS must be established, as shown by the study, teams that develop these are not present in municipalities, which becomes problematic when trying to assess IDP implementation. This thus greatly impacts service delivery negatively. The framework puts forward the idea that teams dedicated to the development and monitoring of PMS must be established in municipalities, as well as community representatives. Acting on poor performance should be a quick and thorough process by this team. In addition, setting up training workshops to mitigate these obstacles must be encouraged across all departments and all levels. Rewarding top performers can also be used as a mechanism to encourage performance and achievement of goals.

7.5.5 Evaluation of Performance Indicators

Evaluation of the IDP performance indicators and PMS must be established for municipalities to operationalise the IDP as a tool for ensuring service delivery. The processes of checking and assessing the KPIs and PMS must be done at different levels within the municipalities to understand the progress. The effect of having such a process is the rechanneling of resources to other areas is enabled once a task has been completed. It also facilitates quick remedies to problems that may arise during the process of implementing the IDP that may affect service delivery. Going back to the drawing board and strategizing is key to ensuring the attainment of the IDP goals.

7.5.6 Assess of community member satisfaction with the services delivered.

The IDP should always lead to service delivery. When there is satisfaction among community members with the services delivered, such as water, housing, and education, it means all the processes of this framework have been followed through. In the instance where there is no satisfaction, it means a process within this framework has been overlooked or compromised. Identifying this problem is key. The officials will need to go back to the communication phase and understand whether the KPIs, IDP and PMS are understood by everyone in the municipality. Assessing the measurability of the IDP goals, the formality of the goals, objectiveness of these should also be considered. The red arrows of the proposed framework (Fig 7.1) indicate this process.

7.5.7 Conclusion on the framework

In summing up the above framework, the effective operationalisation of IDP as a tool for service delivery starts from having a thorough process of IDP formulation, to communicating the KPIs and goals, having a PMS in place, creating awareness of the strategies and goals, and evaluating the implemented goals. When the KPIs are not achieved, re-evaluation of the processes must be undertaken and training encouraged, along with more enhanced communication. When there is a lack of satisfaction with the delivered services, there is a need to actively communicate the goals and the KPIs. Reinforcing this helps municipal officials know what is required of them to ensure the IDP's success.

7.6 Further study areas

Further research can also be conducted on the inclusion of other countries in policies and strategies for national development as comparison. It would also offer insights into the challenges and experiences of those who have tried or done so. In addition, further research can be conducted on the estimation of potential revenue loss due to non-participation of some municipalities in service delivery. Moreover, research on other methods that can be used in service delivery could be undertaken as another option.

7.7 Chapter conclusion

This chapter provided an overview of the conclusions, chapter summaries, summary of the findings and recommendations of the study. It also outlined further research recommended by the research carried out on the IDP as a service delivery instrument in Ehlanzeni, along with other areas that require further research.

References

- Adonis, V. A. 2018. Performance management systems for strategy implementation in local government: An Integrated Development Planning perspective. *Journal of Public Administration*, 53(2), 258-275.
- Afolayan, M. S. and Oniyinde, O. A., 2019. Interviews and Questionnaires as Legal Research Instruments. *JL Pol'y & Globalization*, 83, p.51.
- Alharahsheh, H. H. and Pius, A. 2020. A review of key paradigms: Positivism VS interpretivism. *Global Academic Journal of Humanities and Social Sciences*, 2(3), 39-43.
- Anastas, P. T. and Zimmerman, J. B. 2018. The United Nations sustainability goals: How can sustainable chemistry contribute? *Current Opinion in Green and Sustainable Chemistry*, 13, pp.150-153.
- Andrikopoulos, V. P., & Ifanti, A. A. 2020. New public management and governance: Quo Vadis? *Journal of Public Administration and Governance*, 10(3), 430-442.
- Ani, S., & Persson, L. 2016. *The Impact of New Public Management on Academic Citizenship*. ISRN-number: LIU-IEI-FIL-A--16/02258—SE.
- Arifin, S. R. M. 2018. Ethical considerations in qualitative study. *International Journal of Care Scholars*, 1(2), 30-33.
- Asaduzzaman, M., & Virtanen, P. 2016. Governance theories and models. In: Farazmand A. (eds) *Global Encyclopedia of Public Administration, Public Policy, and Governance*. Springer, Cham. https://doi.org/10.1007/978-3-319-31816-5_2612-1.
- Asadullah, M.N., & Savoia, A. 2018. Poverty reduction during 1990–2013: Did millennium development goals adoption and state capacity matter?, *World Development*, Elsevier, 105(C), 70-82.
- Asha, A. A. and Makalela, K. I. 2020. Challenges in the implementation of integrated development plan and service delivery in Lepelle-Nkumphi Municipality, Limpopo Province. *International Journal of Economics and Finance Studies*, 12(1).

- Asiamah, N., Mensah, H. K. and Oteng-Abayie, E. F. 2017. General, target, and accessible population: Demystifying the concepts for effective sampling. *The Qualitative Report*, 22(6), 1607.
- Banda, B., Van Niekerk, D., Nemaokonde, L., and Granvorka, C. 2021. Integrated development planning and related financing practice: A case study of Zambia and South Africa. *Journal of Public Administration*.
- Basiru, A. S., & Adepoju, A. T. (2019) Nigeria and the African Charter on the Values and Principles of Decentralisation, Local Governance and Local Development: Navigating Content, Context, Issues and Prospects. *Journal of Development Studies*, 48, 1-22.
- Benn, S., Abratt, R. and O’Leary, B. 2016. Defining and identifying stakeholders: Views from management and stakeholders. Wits Business School, University of the Witwatersrand Press. 47(2).
- Boparai, J. K., Singh, S. and Kathuria, P. 2018. How to design and validate a questionnaire: a guide. *Current clinical pharmacology*, 13(4), 210-215.
- Bouchard, T. J. Jr. 1976. Field research methods: Interviewing, questionnaires, participant observation, systematic observation, and unobtrusive measures. In M. D. Dunnette (ed.), *Handbook of Industrial and Organizational Psychology*. Chicago: Rand McNally College Publishing Company.
- Brundtland, G.H. (1987) Our Common Future: Report of the World Commission on Environment and Development. Geneva, UN-Dokument A/42/427.
- Bryman, A., & Burgess, P. G. 2015. *Business Research Methods*. Oxford: Oxford University Press.
- Bryson, J. M. 2016. *Strategic planning for public and non-profit organisations: a guide to strengthening and sustaining organizational achievement*. 3rd ed. Jossey-Bass, San Francisco: 495-521.
- Campbell, D. T. & Fiske, D. W. 1959. Convergent and discriminant validation by the multitrait-multimethod matrix. *Psychological Bulletin*, 56, 81-105.
- Castleberry, A. and Nolen, A. 2018. Thematic analysis of qualitative research data: is it as easy as it sounds? *Currents in pharmacy teaching and learning*, 10(6), 807-815.

Chakrabarty, S. N. 2021. Optimum number of Response categories. *Current Psychology*, pp.1-9.

City of Mbombela. (2017) Integrated Development Plan 2017-2022). <http://www.mbombela.gov.za/final%20idp%20for%202017-2022.pdf>

Coetzee, W. A. J. 2017. *Public Administration: A South African Introductory Perspective*. Pretoria: J.L van Schaik Publishers.

Cohen, N. 2016. Forgoing new public management and adopting post-new public management principles: The ongoing civil service reform in Israel. *Public Administration and Development*, 36, 20-34.

Cooper, D. R. and Schindler, P. S. 2016. *Business research methods*. McGraw-Hill.

Creswell, J. W. 2014. *Research design, qualitative, quantitative and mixed methods approach*. Sage, London.

Creswell, J. W. and Creswell, J. D. 2017. *Research design: Qualitative, quantitative, and mixed methods approaches*. Sage publications.

De Jonckheere, M. and Vaughn, L. M. 2019. Semi-structured interviewing in primary care research: a balance of relationship and rigour. *Family Medicine and Community Health*, 7(2).

Denzin, N. K. 1978. *The research act: A theoretical introduction to sociological methods*. New York: Praeger

De Vellis, R.F. 2016. *Factor analysis, in scale development: theory and applications*. 2nd ed. Thousand Oaks, CA: Sage.

Dlamini, B. and Reddy, P. S. 2018. *Theory and practice of integrated development planning: A case of Mtshezi Local Municipality in Province of KwaZulu Natal*. Available: https://journals.co.za/docserver/fulltext/ajpa_v10_n1_a2.pdf (Accessed 06 July 2019).

Elliot, J. A. 2018. *An Introduction to Sustainable Development* 4th ed. New York: Routledge.

Ehlanzeni District Municipality (2020). The Draft IDP for Ehlanzeni Municipality. <https://www.ehlanzeni.gov.za/wp-content/uploads/2022/04/Draft-IDP-Budget-2022-27-March-2022-Signed.pdf>

Erez, Miriam. 2007. 46. Gelfand, M., Erez, M., and Aycan, Z. (2007). Cross-Cultural Organizational Behavior, *Annual Review of Psychology*, 58, 479-514.. *Annual Review of Psychology*. 58. 479-514.

Etikan, I., Musa, S. A. and Alkassim, R. S. 2016. Comparison of convenience sampling and purposive sampling. *American Journal of Theoretical and Applied Statistics*, 5(1), 1-4.

Ferdous, J. 2016. The journey of new public management: An analysis. *International Journal of Business, Economics and Law*, 11(2), 26-31.

Flick, U., 2018. Doing qualitative data collection—charting the routes. *The SAGE Handbook of qualitative data collection*, pp.3-16.

Framework for strategic plans and annual performance plans (FSPAPP). 2010. Department of National Treasury; South Africa.

Fredriksen-Goldsen K. I., & Kim H.-J . 2017. The science of conducting research with LGBT older adults—An introduction to Aging with Pride: National Health, Aging, and Sexuality/Gender Study. *The Gerontologist*, 57, S1-S14. doi:10.1093/geront/gnw212

Friese, S., Soratto, J. and Pires, D., 2018. Carrying out a computer-aided thematic content analysis with ATLAS. MMG Working Paper, (18-02).

Fuo, O. 2018. A critical investigation of the relevance and potential of IDPs as a local governance instrument for pursuing social justice in South Africa. *Journal of Environmental Planning and Management*, 16(5), 285-614.

Gates, H. R., Johnson, D. M., Shoulders, C. W. 2018. Instrument validity in manuscripts published in the *Journal of Agricultural Education* between 2007 and 2016. *Journal of Agricultural Education*, 59(3), 185-197.

George, B., Walker, R. M. and Monster, J. 2019. Does strategic planning improve organisational performance? A meta-analysis. *Public Administration Review*, 79(6), 810-819.

Gibson, C. B. 2017. Elaboration, generalization, triangulation, and interpretation: On enhancing the value of mixed method research. *Organizational Research Methods*, 20(2), 193-223.

- Gueli, R., Liebenberg, S and Van Huyssteen, E. 2019. Integrated development planning in South Africa: lessons for international peacebuilding?. *African Journal on Conflict Resolution*, Vol. 7(1), pp 89-112.
- Gunst, R. F. and Mason, R. L. 2018. *Regression analysis and its application: a data-oriented approach*. CRC Press.
- Hahn, P. R., Murray, J. S. and Carvalho, C. M. 2020. Bayesian regression tree models for causal inference: Regularization, confounding, and heterogeneous effects (with discussion). *Bayesian Analysis*, 15(3), 965-1056.
- Hak, T., Janouskova, S., and Moldan, B. 2016. Sustainable development goals: A need for relevant indicators. *Ecological indicators*, 60, 565-573.
- Harbers, I. and Ingram, M. 2020. Mixed-Methods Designs. *The SAGE Handbook of Research Methods in Political Science and International Relations*, pp.1117-1132.
- Hedge, C., Powell, G. and Sumner, P. 2018. The reliability paradox: Why robust cognitive tasks do not produce reliable individual differences. *Behaviour research methods*, 50(3), 1166-1186.
- Hill, M. and Varone, F. 2017. *The Public Policy Process*, 8th ed. Taylor and Francis. New York.
- Hohnen, P., & Potts, J. (2007). *Corporate Social Responsibility: An Implementation Guide for Business* (pp. 48-115). International Institute for Sustainable Development.
- Holden, E., Linnerud, K., & Banister, D. 2016. *The imperative of sustainable development*. John Wiley and Sons, *Sustainable Development*.
- Hyden, G. 2016. Strengthening local governance in Africa: Beyond donor-driven approaches. *Working Paper* No. 12. Swedish International Centre for Local Democracy: Malmo.
- Ilaboya, R., & Tita, W. S. (2017). *Towards An Effective Capacity Building Programme For Sustainable Development*. 6TH International Conference, Arusha Conference Centre, Tanzania.
- Jackson, K., and Bazeley, P. 2019. *Qualitative data analysis with Nvivo*, 3rd ed. Sage Publications, London.

- Kalnins, A., 2018. Multicollinearity: How common factors cause Type 1 errors in multivariate regression. *Strategic Management Journal*, 39(8), 2362-2385.
- Kansteiner, K. and König, S. 2020, January. The role (s) of qualitative content analysis in mixed methods research designs. In *Forum Qualitative Sozialforschung/Forum: Qualitative Social Research*, 21(1), 1-22. DEU.
- Kariuki, P., & Reddy, P. 2017. Operationalising an effective monitoring and evaluation system for local government: Considerations for best practice. *African Evaluation Journal*, 5(2).
- Kemp, M. J., & Vyas-Doorgapersad, S. 2020. Service delivery challenges in Protea Glen, Johannesburg. *Africa's Public Service Delivery & Performance Review*, 8(1).
- Kepe, T. and Hall, R. 2018. Land Redistribution in South Africa: Towards decolonisation or recolonisation? *Politikon*, 45(1), 128-137.
- Khaile, F. T., Roman, N. V. and Davids, G. J. 2021. The role of local government in promoting a sense of belonging as an aspect of social cohesion: A document analysis. *African Journal of Governance and Development*, 10(1), 1-33.
- Klarin. T. 2018. The Concept of Sustainable Development: From its Beginning to the Contemporary Issues. *Zagreb International Review of Economics & Business*, 21(1), 67-94.
- Kolk, A. 2016. Strategy and environment as determinants of performance: Evidence from the Japanese machine tool industry. *Strategic Management Journal*, 16(7), 497–518.
- Korodi, A., Petres, S., Keresztesi, A., & Szep, R. 2017. Sustainable development. Theory and practice. 17th *International Multidisciplinary Scientific GeoConference SGEM 2017*.
- Korstjens, I and Moser, A. 2018. Series: Practical guidance to qualitative research. Part 4: Trustworthiness and publishing, *European Journal of General Practice*, 24(1), 120-124, DOI: 10.1080/13814788.2017.1375092
- Krippendorff, K. 2018. *Content analysis: An introduction to its methodology*. Sage publications.
- Kuruvilla, C., & Sathyamurthy, K. (2015). Community Participation Towards Effective Social Work Practice. *Indian Journal of Applied Research*. 3.6. 16-18.

- Kuye, J. 2018. A critical overview of the past and current debates in public administration: an elongation and longitudinal critique of the dialogue. *African Journal of Public Affairs*, 10(4).
- Lahjouji, K. 2019. Reflection on the New Public Management, case of Morocco. *Journal of Business and Management*, 21(6), 6-22.
- Lapuenta, V., & Van de Walle, S. 2020. The effects of new public management on the quality of public services. *Governance*, 33: 461-475.
- Leitão, J, Ratten, V., & Braga, V. (2021). *Tourism Innovation in Spain and Portugal: New Trends and Developments*. Springer International Publishing, Madrid.
- Maake, M. T. 2016. An analysis on integrated development plan: A case of Mopani District Municipality. PhD. University of Pretoria.
- Majam, T. and Uwizeyimana, D. E. 2018. Aligning economic development as a priority of the integrated development plan to the annual budget in the City of Johannesburg Metropolitan Municipality. *African Journal of Public Affairs*, 10(4), 138-166.
- Malefane, S. R. and Mashakoe, E. 2019. Integrated Development Planning (IDP) and Local Economic Development (LED)- The Power Twins. *Journal of Public Administration*, 43(3).
- Makalela, K. I. 2017. Integrated development planning as a strategy for poverty alleviation: The dilemma within the ambit of South Africa. The 2nd Annual *International Conference on Public Administration and Development Alternatives*, Gaborone.
- Makalela, K. I. 2019. The efficacy of integrated development plan in enhancing service delivery in Lepelle-Nkumpi Local Municipality, Limpopo Province. PhD, University of Limpopo.
- Makinde, J. T., Hassan, A. O. and Taiwo, A. O. 2016. Theory, principle and practice of local governance in Nigeria. *Journal of Developing Areas*, 50(1), 305-318.
- Mamokhere, J. 2021. Evaluating the impact of service delivery protests in relation to socio-economic development: A case of Greater Tzaneen Local Municipality, South Africa. *African Journal of Development Studies*, pp. 79-96.

Maphunye, K.J. & Mafunisa, M.J. (2008). Public Participation and the Integrated Development Planning Process in South Africa. *Journal of Public Administration*, Vol. 43, No. 3.2, pp.461-472.

Maserumule, M.H. (2017). Administering National Government. In Landsberg, C & Graham, S. 2017. *Government and Politics in South Africa: Coming of Age*. Pretoria: Van Schaik.

Mashiachidi, M., and Moeti, K., 2016. Community Participation and Integrated Development Planning: A Case Study of Aganang Local Municipality in South Africa. *Journal of Public Administration* 51(3):399-407

Mathebula, N. E., Nkuna, N. W. and Sebola, M. P. 2016a. Integrated Development Plan (IDP) for improved service delivery: a comparative study of municipalities within the Mopani District. *International Journal of Business and Management Studies*, 8(1), 70-85.

Mathebula, N. E., Nkuna, N. W. and Sebola, M. P. 2016b. Evaluating the Integrated Development Plan for Service Delivery within the Auspices of the South African Municipalities. *African Renaissance*, 16(4), 113-131.

Mathebula, N. E. 2016c. Integrated Development Plan implementation and the enhancement of service delivery: Is there a link? *The 3rd Annual International Conference on Public Administration and Development Alternatives* 04-06 July. Stellenbosch University

Mathebula, N. E. 2018. Integrated development plan implementation and the enhancement of service delivery: Is there a link? *The 3rd Annual International Conference on Public Administration and Development Alternatives*. Stellenbosch University: Saldahna Bay.

Matsiliza, N. S. 2017. Monitoring and evaluation of municipal planning. *Public and Municipal Finance (hybrid)*, 6(4), 15-22.

Matlala, L. and Uwizeyimana, D. E. 2020. Factors influencing the implementation of the auditor general's recommendations in South African municipalities. *African Evaluation Journal*, 8(1), a464.

McGrath, S. K & Whitty, S.J. 2017. Stakeholder defined. *International Journal of Managing Projects in Business*, 10(4), 721-748.

McKnight, B and Linnenluecke, M. K. 2017. How Firm Responses to Natural Disasters Strengthen Community Resilience. *Sage Publications*, 29(3), 290-307.

- Mbili, S.M. & Zondi, B. (2017). Evaluating the implementation of the performance management system within Ugu district municipality. *International Journal of Economic Perspectives*, 11. 1348-1354.
- Meadowcroft, J. 2016. Participation and sustainable development: Models of citizen, community and organisational involvement. In Lafferty, W (Eds), *Governance for sustainable development: The challenges of adapting form to function*, pp.162-190.
- Mensah, J. 2019. Sustainable development: meaning, history, principles, pillars, and implications for human action: Literature review. *Cogent Social Sciences*, 5(1).
- Mertens, D. M. 2016. Transformative mixed methods: addressing inequities. *American Behavioural Scientist*, 56(6), 802–813.
- Mohajan, H. K. 2017. Two criteria for good measurements in research: Validity and reliability. *Annals of Spiru Haret University. Economic Series*, 17(4), 59-82.
- Moon, K., Brewer, T. D., Januchowski-Hartley, S. R., Adams, V. M. and Blackman, D. A. 2016. A guideline to improve qualitative social science publishing in ecology and conservation journals. *Ecology and Society*, 21(3), 17. <http://dx.doi.org/10.5751/ES-08663-210317>
- Morse, J. M. 2016. *Mixed method design: Principles and procedures* (Vol. 4). Routledge.
- Motaung, M.C., 2019. Analysis of the practice environment of nurses in a public hospital Municipality, Limpopo Province. *International Journal of Business and Management Studies*, 8(1):70-85.
- Mpumalanga Provincial Government. 2017. Annual General Meeting. <https://cogta.mpg.gov.za/documents/AnnualReport2017-18.pdf>
- Munzhedzi, P. H., & Makwembere, S. 2019. Good governance as a solution to local economic development challenges in South African municipalities. *Journal of Public Administration*, 54(4), 659-676.
- Munzhedzi, P. H. 2021. Evaluating the Efficacy of Municipal Policy Implementation in South Africa: Challenges and Prospects. *African Journal of Governance and Development*, 9, 89-105.

- Munzhedzi, P. H. 2020. An evaluation of the application of the new public management principles in the South African municipalities. *Journal of Public Affairs*, 21: e2132, 1-8.
- Molale, T. B. 2019. Participatory communication in South African municipal government: Matlosana local municipality's Integrated Development Plan (IDP) processes. *Communicare*, 38(1), 57-75.
- Morudu, H. D. & Hasall, J. 2017. Service delivery protests in South African municipalities: an exploration using principal component regression and 2013 data. *Cogent Social Sciences*, 3(1), 1-1
- Motubatse, K. N., Ngwakwe, C. C., & Sebola, M. P. 2017. The effect of effect governance and clean audits in South African municipalities. *African Journal of Public Affairs*, 9(5), 90-102.5.
- Moyo, T., & Madlopha, S. S. 2016. An evaluation of the role of community-based planning in the integrated development planning process in Umjindi Local Municipality, Mpumalanga Province. *SAAPAM Limpopo Chapter 5th Annual Conference Proceedings 2016*, pp. 102-109.
- Musitha, E. M. 2016. Integrated development plan as a redistribution policy in South Africa: prospects and challenges. *European Journal of Research in Social Science*, 4(6).
- Ncanywa, T. and Getye, S. 2016. Micro-credit finance and unemployment in South Africa. *International Journal of Economics and Finance Studies*, 8(2):107-116.
- Ndevu, Z. and Muller, K. 2017. A conceptual framework for improving service delivery at local government in South Africa. *Journal of Public Affairs*, 9(7), 1-24.
- Ngcobo, S. and Mdani. 2015. Evaluation of strategic management in assisting South African municipalities improves service delivery. *Journal of Governance and Regulation*, 4(2), 113-123.
- Ngcukaibobi, T. 2018. *The land is ours: black lawyers and the birth of constitutionalism I South Africa*. Penguin Random House South Africa.
- Nkabane, N.P. and Nzimakwe, T.I . 2018 Sustainable Models and Framework for Enhancing Revenue Management in Municipalities and Water Service Authorities in South Africa. *African Journal of Public Affairs*, 10, 113-127.

- Nowell, L. S., Norris, J. M., White, D. E. and Moules, N. J. 2017. Thematic analysis: Striving to meet the trustworthiness criteria. *International journal of qualitative methods*, 16(1), p.1609406917733847.
- Obeidat, S. H. A. 2021. Strategic planning and public sector effectiveness in Jordan: A conceptual approach. *Turkish Journal of Computer and Mathematics Education*, 12(10), 5319-5331.
- Oni, E.O. 2016. *Fundamentals of Politics and Governance: Chapter 4 Public Policy Analysis*. Concept Publications: Lagos.
- Ono, S. J., Szeri, A., Lightfoot, S. and Moss, M. 2019. *Indigenous Strategic Plan. Report to the Board of Governors*. The University of British Columbia.
- Ogra, A., Nkoane, I., Lodi, J., Mohan, K. and Minyuku, N. 2016. 7th Planning Africa Conference: Making sense of the future- disruption and reinvention. *South African Planning Institute Conference*: Johannesburg.
- Penn, V. C. and Thomas, P. H. 2017. Bank employee's engagement in corporate social responsibility initiatives at a South Africa Retail Bank. *Acta Commercial - Independent Research Journal in the Management Sciences*, 17(1), 1-10.
- Petzer, E., Oranje, M., and Van Huyssteen, E. 2018. *A policy paper on Integrated Development Planning*. The Department of Provincial and Local Government: South Africa.
- Pillay, P. 2016. The relationship between public administration and good governance: The case of South Africa. *African Journal of Public Affairs*, 9(1), 18-31.
- Purvis, B., Mao., & Robinson, D. 2018. The three pillars of sustainability: in search of conceptual origins. *Sustainable Science*, 14, 681-695.
- Rahman, O., & Gong, M. 2016. Sustainable practices and transformable fashion design – Chinese professional and consumer perspectives. *International Journal of Fashion Design Technology and Education*. 9. 233-247. 10.1080/17543266.2016.1167256.
- Republic of South Africa. 2013. Protection of Personal Information Act 4 of 2013. https://www.gov.za/sites/default/files/gcis_document/201409/370672611act4of2013protectionofpersonalinforcorrect.pdf

Reed, D. 2019. Stakeholder Management Theory: A Critical Theory Perspective. *Business Ethics Quarterly*, 9, pp 453-483 doi:10.2307/3857512

Saunders, M., Lewis, P. and Thornhill, A. 2016. *Research methods for business students*. 3rd ed.. Harlow: McGraw-Hill.

Schuster, R., Kaiser, T., Terhorst, Y., Messner, E. M., Strohmeier, L. M., & Laireiter, A. R. 2021. Sample size, sample size planning, and the impact of study context: systematic review and recommendations by the example of psychological depression treatment. *Psychological medicine*, 51(6), 902–908. <https://doi.org/10.1017/S003329172100129X>.

Sebei, M. T. 2018. Integrated development planning as a public policy model and public participation tool in Feta Kgomo Local Municipality, South Africa (2000-2009). PhD: University of Pretoria.

Sekaran, U. 2016. *Research methods for business: a skill building approach*. 4th ed. Singapore: John Wiley.

Shabangu, P.E., & Oksiutycz, A. 2018. Stakeholders' Perception of the Local Government Stakeholder Engagement Practices in the Bekkersdal Township. *Journal of Public Administration*, 53 (2), 199-214.

Sharma, G., 2017. Pros and cons of different sampling techniques. *International journal of applied research*, 3(7), 749-752.

Shi, L., Han, L., Yang, F., & Gao, L. 2019. The Evolution of Sustainable Development Theory: Types, Goals, and Research Prospects. *Sustainability* 2019, 11, 7158.

Smith, H. W. 1975. *Strategies of Social Research: The Methodological Imagination*. Englewood Cliffs, NJ: Prentice-Hall.

South African Local Government Association (SALGA). 2006. *Handbook for municipal councillors*. Global print South Africa.

South Africa. 1996. *The Constitution of the Republic of South Africa, Act No. 108 of 1996*. Pretoria: government printer.

South African Local Government Association (2012). Framework for IDP (2012) <https://www.salga.org.za/Documents/Knowledge%20Hub/Local%20Government%20Briefs/>

[Revised-IDP-framework-for-municipalities-outside-metros-and-secondary cities\(Brief 05 2012\).pdf](#)

South Africa. 2013. *Protection of Personal Information Act 4 of 2013*. Government Printers: Pretoria. South Africa, Department of Constitutional Development. 1998. *White paper on local government*. Pretoria: government printer.

South Africa, Department of Land Affairs and Housing. 1995. *Development Facilitation Act, 67 of 1995*. Government Gazette 16730, 4 October 1995. Pretoria. Government Printer.

South Africa, Department of Public Service Administration (DPSA). 1998. *Local Government Municipal Structures Act, No. 117 of 1998*. Government printers, Pretoria: South Africa.

South Africa, Department of Provincial and Local Government (DPLG). 2000. *Local Government: Integrated Development Planning: A Practical Guide to Municipalities: Guide Pack VI, 2000*. Pretoria. Government Printer.

South Africa, Department of Provincial and Local Government (DPLG). 1998. *Local Government: Municipal Demarcation Act, 27 of 1998*. Pretoria. Government Printer.

South Africa, Department of Provincial and Local Government (DPLG). 2000. *Local Government Municipal Systems Act, No. 32 of 2000*. Government Gazette 21776, 20 November 2000. Pretoria: Government Printers

South Africa, Department of Rural development and land reform. 2012. *Integrated development planning (IDP) template proposed framework: (conceptual document developed to link up with SPISYS)*. Department of rural development and land reform. Pretoria. Sovacool, B. K., Axsen, J. and Sorrell, S. 2018. Promoting novelty, rigour, and style in energy social science: towards codes of practice for appropriate methods and research design. *Energy Research & Social Science*, 45, 12-42.

Sebake, B. K. and Mukonza, R. M. 2020. Integrated development plan, monitoring and evaluation in the City of Tshwane: A confluence question for optimising service delivery. *Journal for Public Administration*, 55(3), 342-352.

- Subban, M. & Theron, He. 2016. Contextualising the National Development Plan for enhanced service delivery: Considerations for planning in KwaZulu-Natal. *Town and Regional Planning*. <http://68.10.18820/2415-0495/trp68i1.4>
- Sürücü, L. & Maslakçı, A. 2020. Validity and Reliability in Quantitative Research, *BMIJ*, 8(3): 2694-2726, Doi: <http://dx.doi.org/10.15295/bmij>
- Suzuki, K. & Avellaneda, C. 2018. *New public management and municipal performance: Do NPM reforms boost performance?* Quality of Governance Institute: Working Paper Series.
- Taber, K. S. 2018. The use of Cronbach Alpha when developing research instruments in science education. *Research in Science Education*, 48, 1273-1296.
- Taherdoost, H. 2016. Sampling methods in research methodology: How to choose a sampling technique for research. *International Journal of Academic Research in Management*, 5(2), 18-27.
- Thebe, T. P. 2016. Community Participation: Reality and Rhetoric in the Development and Implementation of the Integrated Development Plan (IDP) Within Municipalities of South Africa. *Journal of Public Administration*, 51(4), 712-723.
- Twaiissi, N. and Aldehayyat, J. 2021. Do stakeholders matter? Stakeholders as moderators in the relationship between formal strategic planning and organizational performance. *Management Science Letters*. The College of Business Administration and Economics.
- UN General Assembly (37th 1983), World Charter for Nature., A/RES/37/7, UN General Assembly, 28 October 1982, <https://www.refworld.org/legal/resolution/unga/1982/en/10627> [accessed 22 February 2021]
- Vandenbussche, L., Edelenbos, J., & Esphuis, J. 2017. Pathways of stakeholders' relations and frames in collaborative planning practices. Sage Publication: *Planning Theory*, Vol. 16, No. 3, pp. 233-254
- Van der Waldt, Gerrit. (2019). Community profiling as instrument to enhance project planning in local government. *African Journal of Public Affairs*. 11(3):1-21.
- Vintro, C., Fortuny, J., Sanmiquel, L., Freijo, M., and Edo, J. 2012. Is Corporate Social Responsibility Possible in the Mining Sector? Evidence from Catalan Companies. *Resources Policy*, 37, 118-125.

Yalmanov, N. 2020. Public Policy and Policymaking. XXIII International Conference, Vol. 2020, pp. 558-564.

Yeboah-Assiamah, E., Asamoah, K., Adams, S. 2018. Transdisciplinary public leadership theory: Between the extremes of “traditional public administration” and “new public management. *Journal of Public Affairs*, Vol 1, pp.2-10.

Zhang, L., 2021. The Definition and Theoretical Research Status, Problems and Thoughts of Translation Based on Big Data Analysis. In *Journal of Physics: Conference Series*, 1744(3), 032165. IOP Publishing.

Appendices

Appendix A: DUT Request to conduct research.

PG 2a



15 October 2020

The Municipal Manager
Ehlanzeni District Municipality
P. O Box 3333
Mbombela
1200

Request for Permission to Conduct Research

Dear

I am a D Phil Management Sciences in Public Management student at the Durban University of Technology. The research I wish to conduct for my Doctoral thesis involves Integrated Development Plan as a effective service delivery instrument in Ehlanzeni. The study will be carried out in the 4 Ehlanzeni District Municipalities namely; City of Mbombela, Nkomazi, Thaba Chweu and Bushbuckridge.

I am hereby seeking your consent to conduct a research on the effectiveness of Integrated Development Plan in your municipality.

I have provided you with a copy of my proposal which includes copies of the data collection tools and consent and/ or assent forms to be used in the research process, as well as a copy of the approval letter which I received from the Institutional Research Ethics Committee (IREC).

If you require any further information, please do not hesitate to contact me, and. Thank you for your time and consideration in this matter.

Mr Mafikizolo John Simelane
Durban University of Technology

Appendix B: Permission Letter (Municipality)



Enquiries: RS Makwakwa
Reference: 15/1/1

Date: 29 October 2020

Durban University of Technology
PO Box 1334
DURBAN
4000

Attention: Mr MJ Simelane

Sir

PERMISSION TO CONDUCT RESEARCH AT EHLANZENI DISTRICT MUNICIPALITY

Your letter dated 15 October 2020 requesting permission to conduct research at Ehlanzeni District Municipality has reference in this regard.

Kindly note that I have received such a request and am pleased to report to you that it has my support considering the progressive nature of your topic. I have for such purposes tasked Mr Brian Mdakane who is heading the Research Unit in our Municipality to liaise with you throughout this inquiry.

Mr Brian Mdakane can be reached by telephone on (013) 7598500 or by cellphone: 078 6985 437 and by e-mail: bmdakane@ehlanzeni.gov.za.

I wish you the best of luck throughout this project.

Yours faithfully

FS SIBOZA
MUNICIPAL MANAGER

30/10/2020
DATE



Appendix C: Questionnaire English

SECTION A: DEMOGRAPHIC DATA (ENGLISH)

Please mark with a tick the box that has the most appropriate response.

Mark one box only.

A1. Gender	Male	Female
-------------------	------	--------

A2. Marriage status	Single	Married	Divorced	Widowed
----------------------------	--------	---------	----------	---------

A3. Municipality you belong	
Mbombela Municipality	
Nkomazi Municipality	
Thaba Cheu Municipality	
Bushbuckridge Municipality	

A4. Name the ward sub-committee you belong to	
Financial Viability-Financial	
Good Governance-Public participation	
Basic services-technical and community services	
Administrative and institutional capacity-corporate services	
IDP, Social planning and local economic development	

A5. Length of participation in ward committee	
0-2 years	
3-5 years	
6-8 years	
9-11 years	
12+ years	

A6. Academic qualification	
Matric	
Certificate	
Diploma	
Undergraduate Degree	
Postgraduate Degree	
Other	



Section B: Tangibles

Questions	Strongly disagree	Disagree	Not sure	Agree	Strongly agree
B1. Is there a working performance management system (PMS) in your municipality?					
B2. Is the PMS used to assess the implementation of IDP goals?					
B3. The PMS is communicated to the whole organisation?					
B4. There is an established team for the development of the PMS?					
B5. Is the PMS linked to strategic plans?					
B6. Do you have adequate and standard KPIs for the municipality					

Section C: Responsiveness

Are you aware of the following service delivery targets (key performance indicators) in your area?	Strongly disagree	Disagree	Not sure	Agree	Strongly agree
C1. Housing provisions					
C2. Health					
C3. Education					
C4. Employment					
C5. Water and sanitation					

Section D: Reliability

Questions	Strongly disagree	Disagree	Not sure	Agree	Strongly agree
D1. Formality: the strategic plan in my organisation is formally documented (including all parts of a strategic plan document)					
D2. Clarity: the strategic objectives and strategies in the strategic plan are clearly stated					
D3. Measurability: the strategic objectives are measurable and can be monitored and evaluated					
D4. Objectivity: the desired outcomes are clearly stated and understood in the strategic plan					
D5. Coverage: the strategic objectives in the strategic plan cover all the critical factors identified in the analysis phase					

Section E: Assurances

Are you satisfied with the service delivery in the following key performance indicators?	Strongly disagree	Disagree	Not sure	Agree	Strongly agree
E1. Public housing scheme					
E2. Government health schemes					
E3. Free education					
E4. Public employment					
E5. Water and sanitation					

Appendix D: Questionnaire SiSwati

SECTION A: DEMOGRAPHIC DATA (SISWATI)

Uyacelwa kwekutsi umake lapho utfolakwekutsi kusho loko loku mayelana nawe. Ukhetsa libhokisi linye vo.

A1. Bulili	Lomdvuna	Lomsikati
-------------------	-----------------	------------------

A2. Marriage status	Longakashadi	Loshadile	Lohlukene nemlingani	Loshonelwe
----------------------------	--------------	-----------	----------------------	------------

A3. Masipala wakho
Mbombela Municipality
Nkomazi Municipality
Thaba Cheu Municipality
Bushbuckridge Municipality

A4. Likomidi leliwadi losebentela lona
Financial Viability-Financial
Good Governance-Public participation
Basic services-technical and community services
Administrative and institutional capacity-corporate services
IDP, Social planning and local economic development

A5. Sikhatsi losebente sona kulelikomidi leliwadi
0-2 years
3-5 years
6-8 years
9-11 years
12+ years

A6. Libanga litifundvo takho
Matric
Certificate
Diploma
Undergraduate Degree
Postgraduate Degree
Other

Section B: Tangibles

Inombol	Lulwi	Imibuto	Ngiyala	Ngiyal	Angat	Ngiyavum	Ngivuma
----------------	--------------	----------------	----------------	---------------	--------------	-----------------	----------------

o	mi		Imphela	a	i kahle	a	Imphela
B1.	English	Is there a working performance management system (PMS) in your municipality ?					
	Siswati	Ngabe kukhona indlela lesebentako yekubona Masipala kutsi usebenta njani (PMS)?					
B2.	English	Is the PMS used to assess the implementation of IDP goals?					
	Siswati	Leluhlolo kusebenta luyasetjentis wa yini ekubukeni kwekutsi timfuno tetfulwa njani te-IDP?					

B3.	English	The PMS is communicated to the whole organisation ?					
	Siswati	Loluhlolo kusebenta luyasabalali swa kuMasipala wonke na?					
B4.	English	There is an established team for the development of the PMS?					
	Siswati	Ingabe kukhona licembu lokwakha indlela Masipala asebenta ngayo.					
B5.	English	Is the PMS linked to strategic plans?					
		Ingabe i-PMS iyakhumisa na ne IDP na?					
B6.		Do you have adequate					

	Siswati	and standard KPIs for the municipality ?					
		Tikhona yini tinkhomba letanele lekumele tifezeke?					

Section C: Responsiveness

Inombolo	Lulwimi	Are you aware of the following service delivery targets (key performance indicators) in your area? Ingabe uyati ngalokutfulwa kwaletinsita letingentasi endzaweni esgodzini sakho?	Ngiyalama Imphela	Ngiyala	Angati kahle	Ngiyavuma	Ngivuma Imphela
C1.	English	Housing provisions					
	Siswati	Kutfulwa kwetindlu					
C2.	English	Health					
	Siswati	Temphilo					
C3.	English	Education					

	Siswati	Temfundvo					
C4.	English	Employment					
	Siswati	Temisebenti					
C5	English	Water and Sanitation					
	Siswati	Manti nedle					



Section D: Reliability

Inombolo	Lulwimi	Are you aware of the following service delivery targets (key performance indicators) in your area? Ingabe uyati ngalokutfulwa kwaletinsita letingentasi endzaweni esgodzini sakho?	Ngiyala Imphela	Ngiyalala	Angatiki kahle	Ngiyavuma	Ngivuma Imphela
D1.	English	Formality: the strategic plan in my organisation is formally documented (including all					

		parts of a strategic plan document)					
	Siswati	Kuhleleka: luhlelo lweminyaka leminyethi lwenhlangano lihlelekile (kuto tonkhe ticephu teluhlelo)					
D2.	English	Clarity: the strategic objectives and strategies in the strategic plan are clearly stated					
	Siswati	Ngalokucacile : Tihloso nekwenta luhlelo kubekwe ngaloku cacile					
D3.	English	Measurability: the strategic objectives are measurable and can be monitored and evaluated					
	Siswati	Kulinganisa: Tinhloso teluhlelo tiyalnganiseka tiphindze tihloleke kutsi tiyaphumelela nobe cha.					

D4	English	Objectivity: the desired outcomes are clearly stated and understood in the strategic plan					
	Siswati	Kuciniseka: Konkhe lokuhleliwe kubekheke sobala kuphindze kuvisekeke tikwe luhlelo leminyaka leminyenti.					
D5.	English	Coverage: the strategic objectives in the strategic plan cover all the critical factors identified in the analysis phase					
	Siswati	Emacele: Imigomo leku lihlelo ibamba macele onkhe.					

Section E: Assurances

Inombolo	Lulwimi	Are you satisfied with the service delivery in the following key performance indicators? Utsini ngetidzingo ncanti kulemikhakha lelandzelako?	Ngiyala Imphela	Ngiyala	Angati kahle	Ngiyavuma	Ngivuma Imphela
E1	English	Public housing scheme					
	Siswati	Lihlelo letindlu temphakatsi					
E2.	English	Government health schemes					
	Siswati	Luhlelo lwaHulumende lwetempilo					
E3.	English	Free education					
	Siswati	Imfundvo yamahhala					
E4.	English	Public employment					
	Siswati	Kucasha kwesive					
E5.	English	Water and sanitation					
	Siswati	Emanti nendle					

Section F: Empathy

No.	Language	Which area do you feel needs improvements? Nguwuphi umkhakha lodzinga kutfutukiswa?	Ngiyala Imphela	Ngiyala	Angati kahle	Ngiyavuma	Ngivuma Imphela
F1.	English	Public housing scheme					
	Siswati	Lihlelo letindlu temphakatsi					
F2.	English	Government health schemes					
	Siswati	Luhlelo lwaHulumende lwetempilo					
F3.	English	Free education					
	Siswati	Imfundvo yamahhala					
F4.	English	Public employment					
	Siswati	Kucasha kwesive					
F5.	English	Water and sanitation					
	Siswati	Emanti nendle					

Appendix E: Interview Guide

Section B: Interview guiding questions.

1. Are the strategic objectives and strategies in the strategic plan clearly stated?
2. Are the strategic objectives measurable and can be monitored and evaluated?
3. The desired outcomes of the IDP are clearly stated and understood in the strategic plan?
4. What is the effectiveness of IDP as a service delivery instrument from community-based programme (CBP) planning in Municipalities of South Africa?
5. Is there alignment between the IDP and SDBIP among selected municipalities in South Africa?
6. Are the theories of adaptation, sustainable development, and stakeholder engagement relevant in Integrated Development Planning in Municipalities?
7. What guiding framework may be offered for the effective operation of IDP as a tool for service delivery in South Africa?
8. Are you satisfied with the contribution of CBPs to the IDP?
9. Are there any challenges?
10. Is there an alignment of the IDP and SDBIP in your municipality?
11. Who ensures the alignment of these two in your municipality?
12. In your view, what is the level of this alignment of the IDP and SDBIP in your municipality?
13. What are the challenges encountered in trying to align these two?

SECTION B: INTERVIEW QUESTIONS

1. Is the strategic plan formally documented (including all parts of a strategic plan document)?

The strategic plan is formally documented and includes all parts of a strategic plan document as required by the Framework on Strategic Plan and other relevant guidelines.

2. Are the strategic objectives and strategies in the strategic plan clearly stated?

Yes, the strategic objectives are clearly stated on the strategic plan,

3. The strategic objectives are measurable and can be monitored and evaluated.

Yes, the City of Mbombela's strategic objectives have followed the SMART criteria which therefore can be easily measurable, monitored and evaluated.

4. The desired outcomes of the IDP are clearly stated and understood in the strategic plan?

Yes, they are clearly stated, simple to understand and aligned with the National Development Plan (NDP) 2030.

5. Are the strategic objectives in the strategic plan covering all the critical factors identified in the analysis phase?

Yes, the strategic objective of the strategic plan covers all the critical factors as identified by COGTA and other departments during the analysis phase.

6. Are the strategies in your organisational strategic plan openly disseminated and not hidden?

Yes, they are openly disseminated through the municipal website and other communication channels.

7. In your department, is strategic consistency more important than strategic flexibility?

I don't know.

8. Is there a working performance management system (PMS) in your municipality?

Yes, the PMS is working very well with sufficient capacity to execute its function.

9. Is the PMS used to assess the implementation of IDP goals?

Yes, the PMS is used to monitor the implementation of the IDP goals.

10. Is the PMS communicated to the whole organisation?

Yes, through municipal website and other internal processes.

11. Is there an established team for the development of the PMS?

Yes, there are two teams: a Unit for Strategic Performance Management has been established in the Department: Strategic Planning, reporting to the Office of the Municipal Manager and the Individual Performance Management unit has been established to assess officials' performance in line with their job descriptions.

12. Is the PMS linked to strategic plans?

Yes, the PMS is linked to the strategic plan because goals and targets set are monitored and evaluated.

13. Do you have adequate and standard KPIs for the provincial government?

Yes, I believe they are adequate since they are done in support of Cogta and Salga.

14. Do the KPIs serve as the yardstick of performance for the strategic plan?

Yes, they do because KPIs are linked with the PMS of the organization which enables us to monitor the performance of the strategic plan in service delivery.

15. Which areas do you feel need improvements, public housing schemes, government health schemes, free education, public employment and water and sanitation?

- *Water and sanitation mainly in rural areas and at the periphery of the city*
- *Public employment for youth*
- *Free basic education and*
- *government health schemes*

16. Why do you think there are such challenges in those areas?

- *Poor planning.*
- *Land invasion.*
- *Lack of political leadership; and*
- *Lack of capacity to deliver services to the communities.*

17. Are you able to understand the current IDP?

Yes, but not the whole document.

18. What do you think are the performance barriers to the strategic plan?

- *Financial management*
- *Corruption*
- *Deviation of the strategic plan*
- *Lack of capacity*

19. How is CBP connected to the current IDP?

CBP is used as a base to develop the IDP. Communities at a local level submit their service delivery needs for future planning.

20. Are you satisfied with the contribution of CBPs to the IDP?

Yes, I am satisfied because all local community stakeholders fully participate in the development of the CBP, and its contribution is satisfactory due to that their needs are being prioritized.

21. Are there any challenges?

None

Thank you very much.

Appendix F: Editor's Letter

Helen Richter
Advanced Editing, Proofreading
editassist2023@gmail.com
072 0538100

28 February 2024

To whom it may concern:

CERTIFICATE OF EDITING & AUTHENTICATION

I have proofread and language edited the PhD thesis titled:

**“INTEGRATED DEVELOPMENT PLAN AS A SERVICE DELIVERY INSTRUMENT
IN EHLANZENI”**

by

Mafikizolo John Simelane

The work is the author's own work, to the best of my knowledge, and is free of spelling, grammar, and structural and stylistic errors.

With thanks,

H. S. Richter (Ms)

Appendix G: Turnitin Report

Simelane Phd Final

ORIGINALITY REPORT

7 %	6 %	0 %	6 %
SIMILARITY INDEX	INTERNET SOURCES	PUBLICATIONS	STUDENT PAPERS

PRIMARY SOURCES

1	www.ijtsrd.com Internet Source	3 %
2	Submitted to Intercollege Student Paper	2 %
3	Submitted to Midlands State University Student Paper	2 %

Exclude quotes On

Exclude matches < 2%

Exclude bibliography On