

**THE SUCCESSFUL IMPLEMENTATION OF THE INTEGRATED DEVELOPMENT  
PLAN IN THE CITY OF TSHWANE METROPOLITAN MUNICIPALITY**

**by**

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## **ABSTRACT**

The primary objective of this study is to provide tools and techniques to the City of Tshwane Metropolitan Municipality for achieving strategic objectives as set out in its Integrated Development Plan (IDP).

The study utilised a qualitative approach as the intention was to understand, evaluate and analyse the achievement of strategic objectives of the City as contained in the IDP. Data was collected through an unstructured questionnaire to guide the interviews with senior- and middle-management employees.

The study revealed that there was common understanding of the IDP as a strategic document which guided planning and projects within the municipality. The study found that employees were not familiar with the prioritisation model of project selection that was utilised by the City to select projects which would be included in the IDP. It was revealed that the City responded to the needs of the community. However, owing to a limited budget and lack of integrated planning and implementation by the departments, progress was very slow.

It is recommended that a culture of cross-departmental planning be initiated at senior-management level. It is further recommended that the City establish a dedicated IDP Technical Steering Committee to encourage integrated planning and implementation.

## DECLARARION OF ORIGINAL WORK

I, Leah Mokgaetsi Poto, student number 920310441 declare that:

1. This dissertation is my original work.
2. In the event of someone else's work having been used, it has been properly acknowledged in accordance with the requirements provided by the Department of Business Management.
3. This dissertation has not been submitted before at this University or any other University.

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## LIST OF ACRONYMS

<b>CM:</b>	City Manager
<b>CFO:</b>	Chief Executive Officer
<b>EM:</b>	Executive Mayor
<b>EPWP:</b>	Expanded Public Works Programme
<b>IDP:</b>	Integrated Development Plan
<b>LGMSA:</b>	Local Government Municipal System Act
<b>MAYCO:</b>	Mayoral Committee
<b>MFMA:</b>	Municipal Finance Management Act
<b>MTEF:</b>	Medium-Term Expenditure Framework
<b>MMC:</b>	Member of Mayoral Committee
<b>MTIEF:</b>	Medium-Term Income and Expenditure Framework
<b>MTREF:</b>	Medium-Term Revenue and Expenditure Framework
<b>NGO:</b>	Non-Governmental Organisation
<b>PMO:</b>	Project Management Office
<b>PMS:</b>	Performance Management System
<b>RDP:</b>	Reconstruction and Development Programme
<b>SCM:</b>	Supply Chain Management
<b>SDBIP:</b>	Service Delivery Budget Implementation Plan
<b>SED:</b>	Strategic Executive Director
<b>UNISA:</b>	University of South Africa

## **CHAPTER 1**

### **1 INTRODUCTION TO THE STUDY**

#### **1.1. BACKGROUND TO THE STUDY**

The City of Tshwane has not achieved the strategic objectives as set out in the Integrated Development Plan (IDP). The objectives of local government are stipulated in Chapter 7 of the Constitution of the Republic of South Africa, 1996. In terms of section 152 (1) of the Constitution, the objects of local government are stated as follows:

- (a) Providing democratic and accountable government for local communities;
- (b) Ensuring the provision of services to communities in a sustainable manner;
- (c) Promoting social and economic development;
- (d) Promoting a safe and healthy environment;
- (e) Encouraging the involvement of communities and community organisations in the matters of local government.

The Intergovernmental Relations Act, Act 13 of 2005, was introduced to foster the relationship between the three spheres of government (national, provincial and local government) to provide an integrated and well-coordinated service delivery at local government level. Section 35 (1) of the Act (Act 13 of 2005) states that where the implementation of a policy, the exercise of a statutory power, the performance of a statutory function or the provision of a service depends on the participation of organs of state in different governments, those organs of state must coordinate their actions in such a manner as may be appropriate or required in the circumstances, and may

do so by entering into an implementation protocol. According to section 2 (a-d) of the Act (Act 13 of 2005), an implementation protocol must be considered when –

- (a) the implementation of the policy, the exercise of the statutory power, the performance of the statutory function or the provision of the service has been identified as a national policy;
- (b) an implementation protocol will materially assist the national government or a provincial government in complying with its constitutional obligations to support the local sphere of government or to build capacity in the sphere;
- (c) an implementation protocol will materially assist the organs of state participating in the provision of a service in a specific area to coordinate their actions in that area; or
- (d) an organ of state to which primary responsibility for the implementation of the policy, the exercise of the statutory power, the performance of the statutory function or the provision of the service has been assigned lacks the necessary capacity.

Accordingly, the Local Government Municipal Systems Act, Act 32 of 2000, section 25 (1) (a) provides that: each Municipal Council must within a prescribed period after the start of its elected term, adopt a single, inclusive and strategic plan for the development of the municipality which links, integrates and coordinates development plans and takes into account proposals for the development of the municipality from the community. This single inclusive strategic plan is also known as the Integrated Development Plan (IDP) which is a framework that guides the services that need to be delivered to the communities. Since the IDP is the strategic plan of the municipality, it is significant to understand the theory underpinning the development



and implementation of strategy in any organisation, whether this be a profit-seeking, non-profit-seeking or governmental organisation.

Mintzberg (2000: 23) defines a strategy as a plan, a direction, a guide or course of action into the future, a path to get from here to there. However, Porter (1996: 62) states that “strategic positioning indicates the performance of different activities from those rivals or performing similar activities in different ways”. In contrast, operational effectiveness means performing similar activities better than rivals can perform them. It may thus be concluded from the two authors quoted above that a strategy is a plan of activities which guides the firm in terms of performing its activities in a way that is different from that of its competitors to create value.

According to Sioncke and Parmentier (2007: 184) the ability to execute strategy is more than the quality of the strategy itself. The views mentioned by the authors show that organisations should strike a balance between the development and the implementation of the organisational strategy. It may be concluded that if a good strategy is not aligned with existing processes, activities and resources within the organisation, the implementation of the strategy will not achieve the intended result (resource-based view). Mathur & Kenyon (2001: 176) state that the resource-based view is only concerned with resources that can persistently build value.

The importance of striking a balance between the strategy formulation and the implementation action is also supported by Oosthuizen (2005: 70) who argues that the implementation of a strategy is a carefully planned change management process, i.e. being people-oriented. The author further indicates that the conceptual shift has emphasised the reality that the overall value of a successful strategy is considered to

be more attributable to implementation action, rather than only to the formulation of the strategy itself. From the above it may be concluded that strategy does not end with a plan, but requires “doing”.

## **1.2 BACKGROUND TO THE CITY OF TSHWANE METROPOLITAN MUNICIPALITY AND THE IDP**

In terms of the Municipal Systems Act, Act 32 of 2000, the City of Tshwane Metropolitan Municipality has adopted a five-year IDP document which is to be reviewed on an annual basis. The municipality adopted the following key strategic objectives which form part of the City of Tshwane IDP (City of Tshwane Municipality, 2010: 140):

- Providing quality basic services (e.g. water and sanitation) and infrastructure;
- Facilitating higher and shared economic growth and development through rebates;
- Fighting poverty, and building clean, healthy, safe and sustainable communities with access to facilities such as clinics and police stations;
- Fostering participatory democracy and the Batho Pele principle through caring and providing accessible and accountable service; and
- Ensuring good governance, financial viability and optimal institutional transformation with capacity to execute its mandate.

The municipality normally have two IDP consultation rounds with the community. The first community consultation process will start with the identification of community needs. Once the community consultation process has been completed, various line departments within the municipality will develop business plans with projects that are based on the project management principles to achieve the IDP objectives.

Afterwards, the projects will be assessed to ensure that they are aligned with the identified key strategic objectives of the municipality and the existing budget. The second community consultation process takes place once the draft IDP and the Medium-Term Income and Expenditure Framework (MTEF) has been prepared. Currently this is known as the Budgetary Process. The intention is to present the draft IDP and MTEF for comments by the community through the Ward Councillor. The draft documents are made available for comments at the nearest municipal offices and the Internet for easy access. After the comments period, the IDP is tabled at a Council meeting for approval.

Once the IDP has been approved by Council, line departments will implement IDP projects within the stated financial resources and time frames as contained in the IDP documents. However, the current implementation of the IDP in the City is disjointed as line departments are implementing their projects in silos. This disjointed planning between departments is also observed during the planning phase of the IDP, whereby the unit that is responsible for coordination of the IDP arranges individual meetings with line departments to discuss their priorities, instead of bringing together all departments to align their priorities from the planning phase. For this reason, the municipality is struggling to achieve the objectives of the IDP.

The above can be explained by using a practical example of disjointed planning and implementation by line departments. An example of such incoherent planning and implementation is one whereby the Parks Division develops new parks, but has neglected to allocate budget means for installing lighting. Only at a later stage the Parks Division will approach the Electricity Department to assist them in installing the

lighting. Sometimes this only takes place after several complaints have been raised by members of the community.

This study will primarily focus on the implementation of the IDP within the City of Tshwane Metropolitan Municipality because the municipality is struggling to achieve the strategic objectives as set out in the IDP. The study will identify tools and techniques that can assist the City in achieving its IDP objectives. The study will also review literature that has been published in order to understand strategy implementation. This literature will form the basis for understanding the implementation of the IDP within the City, and also for making recommendations on how to improve the current planning and implementation systems and approaches of the IDP.

### **1.3 PROBLEM STATEMENT**

From the above it may be stated that the City of Tshwane has not achieved the strategic objectives (e.g. the building of clean, healthy, safe and sustainable communities that have access to facilities such as clinics) as set out in the IDP. There are settlements without access to social facilities such as clinics and schools. The communities had no choice but to rely on neighbouring settlements to access services. As a result of this, communities resort to protests to show their dissatisfaction.

### **1.4 RESEARCH QUESTION**

This study will address the following research question: “How can the City of Tshwane Metropolitan Municipality achieve the strategic objectives that are set out in the IDP?”

## **1.5. RESEARCH OBJECTIVES**

This study consists of primary and secondary research objectives.

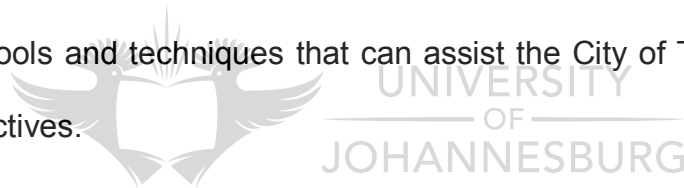
### **1.5.1 Primary research objective**

The primary research objective in this study is to provide tools and techniques to the City of Tshwane to achieve strategies as set out in the IDP.

### **1.5.2 Secondary research objectives**

The secondary research objectives are the following:

- Understanding principles and standards of strategy implementation;
- Evaluating the current IDP development process;
- Evaluating the current IDP implementation process;
- Identifying tools and techniques that can assist the City of Tshwane in achieving its IDP objectives.



## **1.6 RESEARCH METHODOLOGY**

### **1.6.1 Nature of the research**

Quantitative research involves looking at amounts, or quantities, of one or more variables that are of interest. Qualitative research, in contrast, involves looking at characteristics, or qualities, that cannot easily be reduced to numerical values (Leedy & Ormrod: 2010: 94). According to Schurink (2004: 12), qualitative research typically entails formulating the questions that are to be explored and developed in the course of the research process rather than testing hypotheses by or against empirical research.

This study will apply a qualitative approach as the intention is to understand, evaluate and analyse the achievement of strategic objectives of the City as contained in the IDP. The researcher will interview the City of Tshwane officials who are directly involved in the planning and implementation of the IDP.

The study will use an unstructured-questionnaire to guide the interview process. An unstructured-questionnaire approach will ensure that the respondents provide useful and clear answers to the questions being asked. In addition, the face-to-face interviews with officials will also assist in prompting more questions that might not have been covered in the questionnaire. According to Zikmund (2003: 199), the face-to-face interaction between interviewer and respondent has several characteristics that help researchers obtain complete and precise information.

### **1.6.2 Research design**

According to Rugg and Petre (2007: 61): “Research design (as opposed to just research) is about finding things out systematically – map making as opposed to treasure hunting. If you plan your research design properly, then whatever you find should be useful contribution to knowledge.” In view of the fact that this research is qualitative in nature, the research design to be followed in this study will be exploratory.

According to Zikmund (2003: 132): “... exploratory research may be conducted to diagnose a situation, to screen alternatives or to discover new ideas. It may take the form of gathering background information through investigating secondary data, conducting experience surveys, scrutinizing case studies, or utilizing a pilot study.” This study will explore, understand, evaluate and analyse the achievement of

strategic objectives by the City. In addition, the study will identify tools and techniques that can assist the City in achieving its strategic objectives.

### 1.6.3 Sampling

According to Leedy and Ormrod (2010: 205): "... probability sampling, the researcher can specify in advance that each segment of the population will be represented in the sample. In non-probability sampling, the researcher has no way of forecasting or guaranteeing that each element of the population will be represented in the sample." Within the City of Tshwane, only managers (senior and middle) and project managers are involved in the planning and implementation of the IDP, hence the non-probability sampling method will be adopted because not all employees within the City participate in the planning and implementation of the IDP.

### 1.6.4 Data collection

This study will use secondary and primary data-collection methods which are explained below.

- **Secondary data:** Zikmund (2003: 136) defined secondary data as "...data gathered and recorded by someone else prior to (and for purposes other than) the current needs of the researcher." Various documents such as the latest journals, books, articles, documents within the municipality and government documents will be reviewed. The relevant literature will form the basis for development of research questions. The collected literature will be compared with the findings of the study, and will also assist in drawing some recommendations and conclusions on the study.

- **Primary data:** Zikmund (2003: 175) defines primary data as “... data gathered and assembled specifically for the research project at hand.” The primary data in this study will be collected by means of a survey questionnaire. Since this study will be exploratory in nature, unstructured interviews, guided by the questionnaire, will be used to guide the interview process. The study will target officials who are directly involved in the development and implementation of the IDP.

### **1.6.5 Data Analysis**

Data will be analysed in terms of categories, groupings and unit of analysis that will be based on the secondary objectives of the study. The unit of analysis will be interpreted to inform the conclusion and recommendations to the City of Tshwane to achieve strategies as set out in the IDP.

### **1.7. BENEFITS OF THE STUDY**

This study will benefit the City in the following ways:

- Providing an understanding of the current development and implementation of the IDP in the City;
- Identifying gaps that restrict the implementation of the IDP. The study intends to identify the existing gaps that emanated from the processes, systems and procedures that impact negatively on the implementation of the IDP;
- Lastly, the study will make recommendations to the City on how to improve the development and implementation of the IDP.





## 1.8 LIMITATIONS OF THE STUDY

The following limitations were identified in this study:

- Significant information that is relevant to this study may be residing within various line departments and project managers, and as such may not be available to the researcher. The researcher will identify relevant project managers involved directly in the IDP development and implementation to participate in this study and they will also be asked to provide any significant information which will add value to the study. The researcher will ensure that all service delivery departments are represented in the study.
- The lack of understanding the development and implementation of the IDP by city officials. Some of the officials to be interviewed may have limited understanding of the existing processes, and the systems that were established to manage the development and implementation of the IDP. This may impact on the quality of answers to be provided by respondents. The researcher will identify project managers who are involved in the IDP development and implementation.

## 1.9 ETHICAL CONSIDERATIONS

The following ethical consideration will be practised throughout the study:

- **Privacy and confidentiality:** The respondents in this study will be informed about the purpose of the study, and their rights to partake in the study or to pull out of it. Respondents will not be requested to fill in their names and departments.
- **Right to be informed:** The respondents in this study will be informed about the purpose of the study in order to gain their cooperation in completing the questionnaire.

## 1.10 SUMMARY

Chapter 1 outlined the background to the legislative framework that impacts on local government, the background of the City of Tshwane, the problem statement, research objectives, methodology, benefits of the study, limitations of the study and ethical considerations. The background of the City shows that the current implementation of the IDP in the City is disjointed because line departments are implementing their projects in silos. Therefore, the problem statement in this study is the following: **“The City of Tshwane is not achieving its strategic objectives (e.g. the building of clean, healthy, safe and sustainable communities with access to facilities such as clinics) as set out in the IDP”**.

Chapters 2 and 3 will focus on the broad literature review relating to strategy formulation and implementation respectively. The section below provides the chapter outline.



## 1.11 OUTLINING THE CHAPTERS

The following chapters will constitute the research report:

- **Chapter 1: Introduction to the study:** This is the first part of the study which will introduce the background of the organisation, the problem statement, the research question and the objectives of the study.
- **Chapters 2 and 3: Literature review:** These chapters will analyse existing literature from books, journals, articles and relevant documentation within the organisation. The section will introduce the development and implementation of organisational strategy in detail.

- **Chapter 4: Research methodology:** This study will reflect on the research methodology that was followed, as well as the research technique and the way in which primary and secondary data were collected. On the primary data, the study will indicate the methodology used to collect data within the organisation in detail.
- **Chapter 5: Presentation of results:** This chapter will provide detailed results of the study. Data collected through the questionnaire will be presented in this chapter.
- **Chapter 6: Conclusion and recommendations:** This chapter analysis the research findings and provides recommendations on how the City of Tshwane can achieve its strategic objectives as set out in the IDP.

Chapter 1 outlined the background to the study, the research objectives, the research methodology, benefits of the study, limitations of the study and ethical considerations. The next chapter presents the literature review on strategy formulation.

## **CHAPTER 2**

### **2 STRATEGY FORMULATION**

#### **2.1 INTRODUCTION**

The preceding chapter covered the background to the study, the problem statement, research objectives, research questions and the research methodology, as well as the limitations of the study. This chapter focuses on the literature review that was done to understand the formulation of an organisational strategy. The chapter will form the foundation in understanding and evaluating the development of the IDP in the City of Tshwane.

#### **2.2 WHAT IS A STRATEGY?**

Strategy is the determination of the basic long-term goals and objectives of an enterprise, the adoption of a course of action and the allocation of resources that are necessary for achieving these goals (Campbell, Stonehouse & Houston: 2000: 9). In this context, the IDP is a five-year (long-term) strategic plan of the municipality with a clear action plan, allocated resources and time frames to achieve the intended objectives.

To further emphasise the importance of allocating resources to the organisational strategy, Thompson, Strickland and Gamble (2007: 13), are of the opinion that a company strategy has to be tailored to the company's resources, strengths and weaknesses, competencies and competitive capabilities. Campbell, Stonehouse and Houston (2000: 9) went further by outlining the following three components of strategy:

- The determination of the basic long-term goals concerns the conceptualisation of coherent and attainable strategic objectives;
- The adoption of courses of action refers to the actions taken to arrive at the objectives that have been previously set;
- The allocation of resources refers to the fact that there is likely to be cost associated with the actions required to achieve the objectives.

In addition to the above components of strategy, Haughley (2000: 1) provides the following guidance on how to develop SMART goals:

- Specific: Well defined and clear to anyone that has a basic knowledge of the project;
- Measurable: Knowing whether the goal is obtainable and how far away completion is, and knowing when it has been achieved;
- Agreed upon: Agreement with all the stakeholders on what the goal should be;
- Realistic: With the availability of resources, knowledge and time;
- Time based: Enough time to achieve the goal and not too much time that may affect project performance.

It may be concluded from the above that the strategy formulation process should take into account the “SMART” principles to ensure that the strategy is practical and implementable. Therefore, strategy formulation and implementation are interconnected. If the strategy is not well conceived then the implementation will not be feasible.

### 2.3 STRATEGIC AND OPERATIONAL OBJECTIVES

It is important to state the correlation between strategic and operational objectives because at times the application of the two concepts might be complicated. According to Campbell *et al.* (2000: 11) strategic objectives are long term in scale whereas operational objectives are short to medium term in scale. Table 2.1 below provides the difference between the strategic and operational objectives in detail.

TABLE 2.1: DIFFERENCES BETWEEN THE STRATEGIC-LEVEL AND OPERATIONAL-LEVEL OBJECTIVES

Strategic- level objectives	Operational-level objectives
Made by top (senior) management	Made by mid- or lower-level management
Longer term in time scale	Short to medium term in time scale
General in detail	Specific in detail
Concern the whole organisation	Concerned with how one part of the organisation will act
General – not detailed	Detailed
Set policy	Follow policy
Concerned with mission	Act in accordance with mission

Source: Campbell *et al.* (2000: 11)

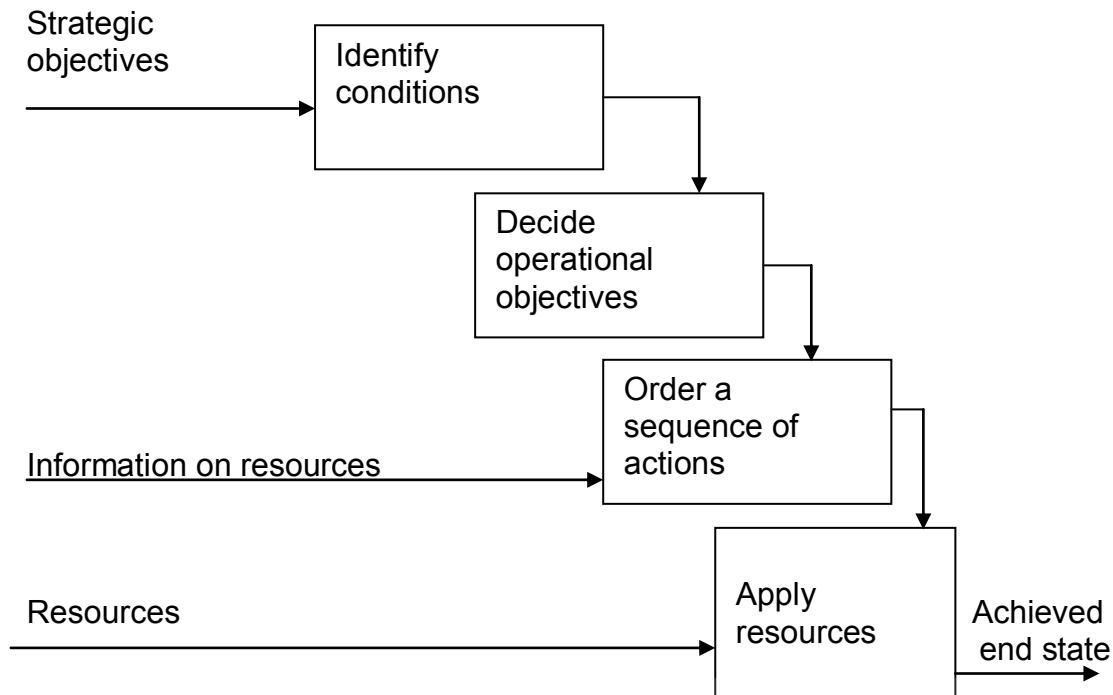
Zhang, Falzon, Davies and Fuss (2000: 2) are of the view that operational art translates military strategy into tactical and ultimately operational actions. According to the definitions of operational art, the tasks of an operational level commander include the following:

- Identifying the military conditions or end state that constitute the strategic objective;
- Deciding on the operational objectives that must be achieved to reach the desired end state;
- Ordering a sequence of actions that will lead to fulfilment of the operational objectives;
- Applying the military resources allocated to sustain the desired sequence of actions.



Figure 2.1 below shows that for strategic objectives to be implementable, the organisation should go further and develop operational objectives that will stipulate the resources and actions that are required to achieve the intended strategic objectives of the organisation.

FIGURE 2.1: OPERATIONAL PLANNING PROCESS USING OPERATIONAL ART



Source: Adopted from Zhang *et al.* (2000: 2)



It may be concluded that the strategic objectives provide broad long-term goals; whereas the operational objectives are specific and action oriented towards achieving strategic objectives of the organisation.

## 2.4 STRATEGY FORMULATION PROCESS

The managerial process of crafting and executing a company's strategy consists of the following five interrelated and integrated processes (Thompson, Strickland & Gamble: 2007: 19):

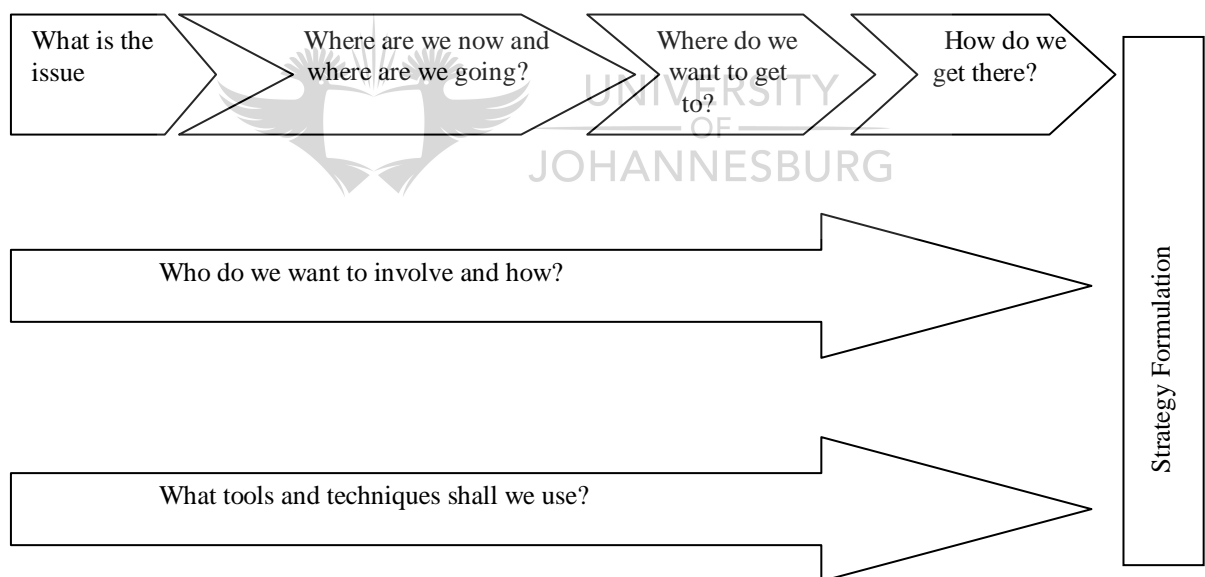
- Developing a strategic vision of where the company needs to head, and what its future product/market/customer technology focus should be;
- Setting objectives, and using them as yardsticks for measuring the company's performance and progress;



- Crafting a strategy to achieve the objectives, and move the company along the strategic course that management has charted;
- Implementing and executing the chosen strategy efficiently and effectively;
- Evaluating performance and initiating corrective adjustments in the company's long-term direction, objectives, strategy or execution in the light of actual experience, changing conditions, new ideas and new opportunities.

Figure 2.2 below shows a sequence of questions that are guiding the strategy-formulation process as used by the City of Tshwane.

FIGURE 2.2: QUESTIONS FOR STRATEGY DEVELOPMENT



Source: Adapted from the Prime Minister's strategic unit (2004: 7)

The first four questions in Figure 2.2 above cut to the heart of strategy development by establishing an understanding of the world as it is today, and determining the desired state of the future. The further two questions (underpinning the process) recognise that effective strategy development cannot occur either in an ivory tower or

a black box, but must occur collaboratively using open and transparent methods and approaches (Prime Minister strategic unit: 2004: 7).

In addition to the list of guiding questions provided in Figure 2.2 above, Sioncke and Parmentier (2007: 182) are of the opinion that organisations with great strategies have thought seriously about the following key strategic questions:

(1) Who do we serve?

This means that the organisation has to identify and understand the customer who receives services from the organisation.

(2) What do we provide?

Once the organisation has identified the customer and understands the customer's needs, the focus should be on the services provided by the organisation to ensure that they serve the needs of the targeted customer.



(3) How do we provide this successfully?

The organisation has to check whether the delivery of services has been done in an effective and efficient manner to satisfy the needs of the customer.

(4) What is our value proposition to our customers?

Scholes (2005: 12) shared his experience on how Nokia had to recover from its losses through a process of strategic innovation. That process was iterative, working through a set of interlinked modules that helped Nokia's managers develop a deep understanding of current and potential core competencies, major discontinuities reshaping the business landscape and the opportunities they could create beyond the boundaries of existing business. The same iterative process is applied by the City

of Tshwane where a community consultation process takes place to understand and identify community needs which will inform the development of the IDP.

It may be concluded that the strategy formulation process should be guided by a variety of aspects such as the current position of the organisation in terms of available resources and competencies, customer needs and the value proposition to the customer. Once the organisation understands its current position, the strategy will focus on tools and techniques for the purpose of delivering services to the customers.

## **2.5 STRATEGY DEVELOPMENT IN THE PUBLIC SECTOR**

The section will explore a series of legislative requirements that were introduced by the South African government since 1994 to guide the development and implementation of the IDP to address service delivery in an integrated manner.



### **2.5.1 Legislative frameworks**

The South African government introduced a number of legislative requirements which were to guide the development and implementation of the IDP. The new democratic government introduced the Reconstruction and Development Programme (RDP) in 1994 to address spatial inequalities and service delivery challenges. The RDP and other legislation which are to guide the development and implementation of the IDP are explained in detail below.

#### **2.5.1.1 Reconstruction and development programme**

The first programme was introduced in 1994 to transform spatial disparities and economic and social inequalities that were brought about by apartheid. The new

democratic government introduced the White Paper on Reconstruction and Development Programme (RDP). The RDP is a policy framework for integrated and coherent socio-economic progress which seeks to mobilise all our people and the country's resources toward the final eradication of the results of apartheid (Reconstruction and Development Programme: 1994: 7). It is a programme which is achievable and sustainable, and meets the objectives of freedom and an improved standard of living and quality of life for all South Africans within a peaceful and stable society characterised by equitable economic growth.

According to the Reconstruction and Development Programme (1994: 19): "... local authorities must make sufficient resources (financial) available for the extension and upgrading of municipal services, and for capacity-building to permit community-based structures to assist in local planning and implementation of the upgrading. Local government will need additional sources of revenue for operating, maintenance and subsidy as well as staff retraining and some new capital expenditure".

#### **2.5.1.2 White Paper on Local Government**

In terms of section B (3.1.1) of the White Paper on Local Government (1998), integrated development planning is a process through which a municipality can establish a development plan for the short, medium and long terms. The following are the main steps in producing an integrated development plan:

- An assessment of the current social, economic and environmental reality in the municipal area – the current reality;
- A determination of community needs through close consultation;
- Developing a vision for development in the area;
- A prioritisation of these needs in order of urgency and long-term importance;

- The development of an integrated framework and goals to meet these needs;
- The formulation of strategies to achieve the goals within specific time frames;
- The implementation of projects and programmes to achieve key goals;
- The use of monitoring tools to measure impact and performance.

Section 4 (4.1.1) of the White Paper on Municipal Service Partnerships (2000), as part of its IDP process, a council should consider which services could best be provided directly by the council, and which services might be candidates for Municipal Service Partnerships (MSPS). MSPS projects should therefore be an integral part of a municipality's resources to achieve IDP objectives.

### **2.5.1.3 Local Government Municipal Systems Act**

Accordingly, the Local Government Municipal Systems Act, Act 32 of 2000, section 25 (1) (a) provides that, within a prescribed period after the start of its elected term, each municipal council must adopt a single, inclusive and strategic plan for the development of the municipality which links, integrates and coordinates plans and takes into account proposals for the development of the municipality. In terms of section 38 (a), a municipality must establish a performance-management system that is –

- commensurate with its resources;
- best suited to its circumstances; and
- in line with the priorities, objectives, indicators and targets contained in its integrated development plan.

Section 41 (a) of the Act states further that, in terms of its performance management system, and in accordance with any regulations and guidelines that may be

prescribed, a municipality must set appropriate key performance indicators as a yardstick for measuring performance, including outcomes and impact with regard to the municipality's development priorities and objectives, set out in its integrated development plan.

The RDP and other legislation mentioned above play a critical role in shaping and guiding the development of the strategy at local government level. The next section will outline the IDP formulation process in the City of Tshwane.

## **2.6 CITY OF TSHWANE METROPOLITAN MUNICIPALITY IDP FORMULATION PROCESS**

The process discussed below provides a framework for the IDP formulation.

### **2.6.1 Strategic-planning process**



Section 26 of the Local Government Municipal Systems Act, Act 32 of 2000 contains information on the core components of an IDP document. It outlines the following core components:

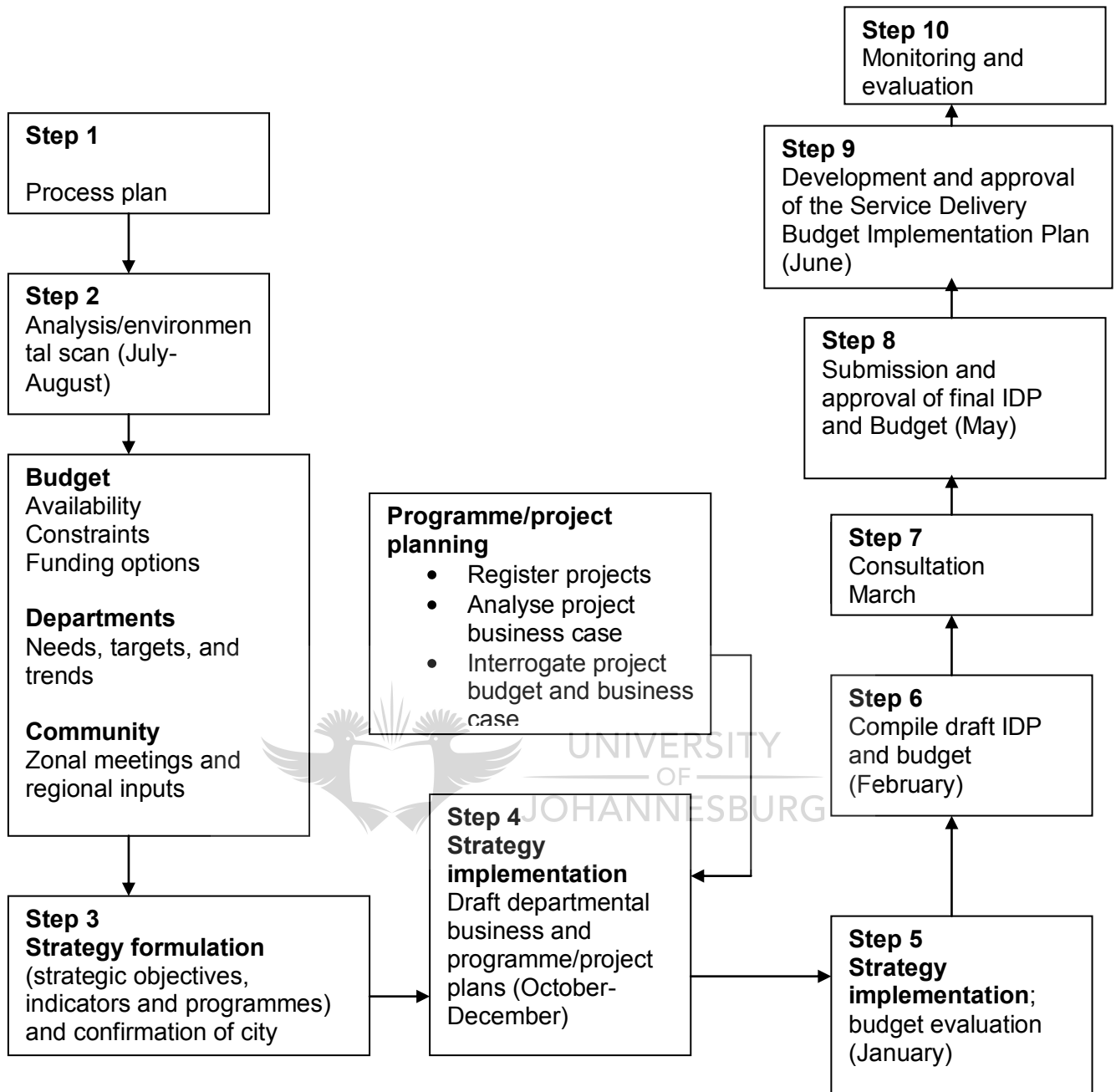
- (a) The municipal council's vision for the long-term development of the municipality;
- (b) An assessment of the existing level of development in the municipality, which must include an identification of communities which do not have access to adequate basic services;
- (c) The council's development priorities and objectives for its elected term;
- (d) Any development initiatives in the municipality , including infrastructure, physical, social, economic and institutional development;
- (e) The council's development strategies;
- (f) A spatial development framework for the municipality;

- (g) The council's operational strategies;
- (h) A disaster-management plan;
- (i) A financial plan;
- (j) The key performance indicators and performance targets in terms of the Performance Management System;

The development of the IDP involves the approval of the process plan, an environmental analysis, community consultation, project planning, an operational plan (Service Delivery Budget Implementation Plan) and monitoring and evaluating the SDBIP. Figure 2.3 below briefly explains the key steps that were followed in developing and monitoring the implementation of the IDP:



FIGURE 2.3: STRATEGIC PLANNING PROCESS OF THE CITY OF TSHWANE



Source: Adapted from the City of Tshwane IDP 2010/11 (2010: 11)

The first step to guide the formulation of the IDP development process is the development of the process plan. Before the municipality starts with the development of the IDP, the process plan has to be approved by the Council.



Table 2.2 below explains the process plan reflected in Figure 2.3 above (Step 1 of the IDP development process). The table explains the milestones from approval of the process plan until the approval of the SDBIP. The detailed process plan is attached as Annexure B.

TABLE 2.2: CITY OF TSHWANE PROCESS PLAN

No	Milestone
1.	Approved IDP process plan and budget- time schedule (output), <b>Step 1 on Figure 2.3.</b>
1.1	Identify stakeholder issues/Concerns
1.2	Participate in work sessions to discuss contents of process plan and budget-time schedule
1.3.(a)	Draft IDP process plan
1.3 (b)	Draft budget-time schedule plan
1.4	Integrate budget time schedule and finalise process plan for submission to City Manager.
1.5	Finance Portfolio Committee approves process plan and budget-time schedule.
1.6	Audit Committee considers process plan and budget time schedule.
1.7	MAYCO approves process plan and budget-time schedule.
1.8	Council approves process plan and budget time schedule.
2	Strategic status quo analysis (output=A status quo report to assist in planning processes) <b>Step 2 on Figure 2.3</b>
2.1	Define the framework for status quo analysis.
2.2	Provide information on what research resource partners such as UNISA etc are currently providing.
2.3	Complete status quo assessment.
3	Community Planning (Output= Zonal and regional plans) <b>Step 2 on Figure 2.3</b>
3.1	Review data-capture tools and planning processes with stakeholders.
3.2	Provide input to planning processes.

3.3	Provision of planning information for zonal workshops.
3.4	Arrange logistics for zonal community planning workshops.
3.5	Briefing sessions with ward committees in zones.
3.6	Facilitate zonal planning in each region.
4	Strategic Planning (output= strategic plan for the city with priority programmes) <b>Step 3 on Figure 2.3</b>
4.1	Preparatory briefings – top Management.
4.2	Strategic planning – top Management.
4.3	Strategic planning – Mayoral Committee.
5	Departmental Planning (Output= Departmental Service Delivery and Budget Implementation Plans and project plans) <b>Step 4 on Figure 2.3</b>
5.1	Disseminate corporate planning information and guidelines to departments.
5.2	Departmental plans.
5.3	Analysis of plans.
5.4	Report to top management for decisions.
5.5	Report to MAYCO for decisions
6	Finalise the draft pre-consultation MTREF and IDP (outputs= Draft budget and IDP 2010/11) <b>Step 5 on Figure 2.3</b>
6.1	Capturing of Personnel Cost Plan (PCP).
6.2	Capturing of capital and operational budget.
6.3	Municipal Entity Draft Budget Submissions.
6.4	Review of Long-term financial strategy (LTFS).
6.5	Strategic unit/ Departmental budget hearings.
6.6	Consolidation of proposed draft 2010/11 pre-consultation MTREF and IDP.
6.7	Portfolio Committee: Finance considers and discusses draft pre-community consultation MTREF and IDP.
6.8	MAYCO considers draft pre-consultation IDP and MTREF.

6.9	Council considers draft pre-community consultation IDP and MTREF.
7	Finalise adjustments budget and SDBIP 2009/10 ,
7.1	Departmental adjustments budget and adjusted SDBIP submissions for the current year (2009/10).
7.2	MAYCO consider adjusted budget and SDBIP.
7.3	Council considers adjusted budget and SDBIP (2009/10).
7.4	Stakeholders receive copies of approved adjustment budget and SDBIP.
8	Consult community on Draft IDP and MTREF 2010/11, <b>Step 7 on Figure 2.3</b>
8.1	Identify and confirm venues for community consultation for zones in each region.
8.2	Include information on venues for consultation in report on IDP and MTREF.
8.3	Publication of community consultation venues.
8.4	Print copies of the IDP and MTREF for community consultation.
8.5	Distribute documents for community consultation.
8.6	Submit copy of the draft IDP to MEC for local government.
8.7	Consult communities in zones.
8.8	Meeting with National Treasury.
8.9	Closing date for written comments.
9	Submit Final Draft IDP and MTREF for decision making, <b>Step 8 on Figure 2.3</b>
9.1	Update and amend IDP and MTREF.
9.2	Edit IDP.
9.3	Portfolio Committee: Finance recommends 2010/11 MTREF and IDP.
9.4	Mayoral Committee considers and recommends 2010/11 IDP MTREF
9.5	State of City Address and Budget Speech.
9.6	Special Council: Debate & approval of the 2010/11 – 2012/13 MTREF.
9.7	Inform the public of the approval of The IDP and MTREF.
9.8	Print (Glossy copies) of the IDP and MTREF reports.
9.9	Development and printing of community- friendly versions of the IDP and MTREF

	(including translation into 4 different languages).
9.10	Distribution of the IDP (including user friendly versions) to customer care centres, libraries and other stakeholders Ward Committees IDP and MTREF to National Treasury IDP to Provincial Government.
9.11	Communication of the approved reports onto the Tshwane web-site.
10	Finalisation of the SDBIP (output= draft SDBIP). <b>Step 9 on Figure 2.3</b>
10.1	Update SDBIP.
10.2	Mayor considers draft SDBIP.
10.3	Council informed about SDBIP.

Source: Adapted from the City of Tshwane IDP 2010/11 (2010: 6)

Step 10 on Figure 2.3 is not reflected on the above table. Once the SDBIP has been approved by the Council, departments are required to submit monthly progress reports on the implementation of the SDBIP.



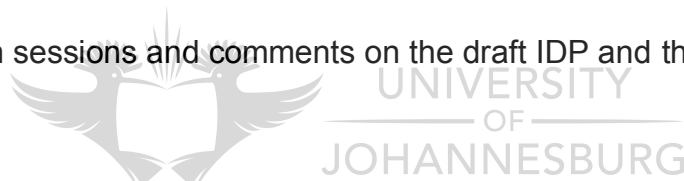
Once the process plan has been approved by Council, departments then develop departmental business plans and budget requests that are guided by the needs, key priorities and strategic objectives of Council. The projects and programmes are then submitted to the budgeting process.

The City budget process does not address each individual need as a project to be implemented, but rather focuses on the larger-scale community-based projects/programmes. Ward Committees liaise with the municipality through their Ward Councillors to ensure that specific projects are implemented. New projects that are identified to address the new needs go through the preparation phase before they are allocated funding for implementation.

## **2.6.2 Community-participation process**

The Municipal Systems Act stipulates that a municipality must encourage and create conditions for local community to participate in the affairs of the municipality, including the preparation, implementation and review of its IDP and the preparation of the budget. The City of Tshwane has established participation of the community through a ward system. There are 76 wards within the municipal area. The central role of ward committees is to facilitate local-community participation in decisions which affect the local community to articulate local-community interests and to represent these interests which the municipality governing structures. The City of Tshwane's participation process comprises the following:

- Conducting zonal-planning meetings;
- Specific ward izimbizo;
- Participation sessions and comments on the draft IDP and the budget.



The Office of the Executive Mayor and the City Manager arrange councillor- briefing sessions in order to prepare the ward councillors for the respective ward-planning sessions which would in turn be inputs into the zonal-planning sessions. The Office of the Speaker arranges 16 zonal-planning sessions (Zones A to I) with all community stakeholders.

## **2.7 SUMMARY**

This chapter outlined the strategy formulation process as well as practical formulation of strategy (IDP) within the City of Tshwane. The chapter reflected on the detailed process plan which guides the development of the IDP and the community-consultation process which is the basis for the development of IDP. To summarise,

the formulation of the City of Tshwane strategy is guided by the needs of the community.

The next chapter will highlight a review of literature on the strategy implementation process and the way in which the City of Tshwane implements its strategy (IDP).



## **CHAPTER 3**

### **3 STRATEGY IMPLEMENTATION**

#### **3.1 INTRODUCTION**

The preceding chapter highlighted the theory on the strategy formulation and the way in which it is being implemented in the City of Tshwane. This chapter will provide a review of literature on strategy implementation as well as the implementation of the IDP (organisational strategy) in the City of Tshwane.

#### **3.2 STRATEGY IMPLEMENTATION**

According to Schaap (2006: 14), implementation is operationally defined as those senior-level leadership behaviours and activities that will transform a working plan into a concrete reality (i.e. implementation of the strategy). Hunger & Wheelen (2003: 122) indicate that before a strategy can be implemented, managers should address the following questions:

- Who are the people who will carry out the activities to implement the strategic plan?
- What must be done?
- How are they going to do what is needed?

These views indicate that senior leadership plays a critical role in directing strategy implementation and creating an environment that is conducive to the successful implementation of the strategy.

In addition to the above, Jooste, Strydom, Berndt and du Plessis (2008: 403) are of the opinion that the implementation of a strategy involves the following:

- Creating an organisational structure with the capabilities, competencies and resources that are required to effectively implement strategy;
- Developing budgets to ensure that resources are allocated for strategic success;
- Establishing strategy supportive policies and procedures;
- Implementing best practices and continuous improvement to support implementation of strategy;
- Creating and implementing organisational systems that enable employees to effectively execute their strategic roles;
- Aligning rewards and incentives with the achievement of individual and organisational objectives;
- Creating an organisational culture that is aligned with strategy of the organisation;
- Practicing strategic leadership that is biased towards the effective implementation of strategy;

Schaap (2006: 15) identified the following nine steps towards strategy implementation:

- Staffing the organisation with needed skills and expertise, consciously building and strengthening strategy-supportive competencies and competitive capabilities, and organising the work effort;
- Ensuring that policies and operating procedures facilitate, rather than impede, effective success;
- Developing budgets that steer ample resources into those activities that are critical to strategic success;



- Ensuring that policies and operating procedures facilitate, rather than impede, effective execution;
- Using the best-known practices to perform core business activities and pushing for continuous improvement. Organisational units have to periodically reassess how things are being done and diligently pursue useful changes and improvements;
- Installing information and operating systems that enable company personnel to better carry out their strategic roles day in and day out;
- Motivating people to pursue the target objectives energetically and, if need be, modifying their duties and job behaviour to better fit the requirements of successful strategy execution;
- Tying rewards and incentives directly to the achievement of performance objectives and good strategy execution;
- Exerting the internal leadership needed to drive implementation forward and keep improving on how the strategy is being executed. When stumbling blocks or weaknesses are encountered, management has to see that they are addressed and rectified on a timely basis.

In addition to the list of steps on strategy implementation provided above, Harrison and John (2004: 7) state that strategy implementation involves creating the functional strategies, systems, structures and processes needed by the organisation in achieving strategic ends (results). The integration process (departmental units) within the organisation is also pointed out as a key factor towards the successful implementation of the organisational strategy. Berente and Vandenbosch (2009: 122) state that "... the integration process within the organisation is very critical in ensuring that various departmental activities are streamlined into a value chain and

to avoid department to utilise their own systems and processes”. From the above it may be concluded that the integration process within the organisation should take place during the planning and implementation process.

On the other hand, strategy implementation may encounter some challenges. Hunger and Wheelen (2003: 122) identified the following as some of the problems:

- Slower implementation than originally planned;
- Unanticipated major problems;
- Ineffective coordination of activities;
- Competing activities and crises that distract attention from implementation;
- Insufficient capabilities of the employees involved;
- Uncontrollable external environmental factors;
- Inadequate leadership and direction by departmental managers;
- Poor definition of key implementation tasks and activities;
- Inadequate monitoring of activities by the information system.

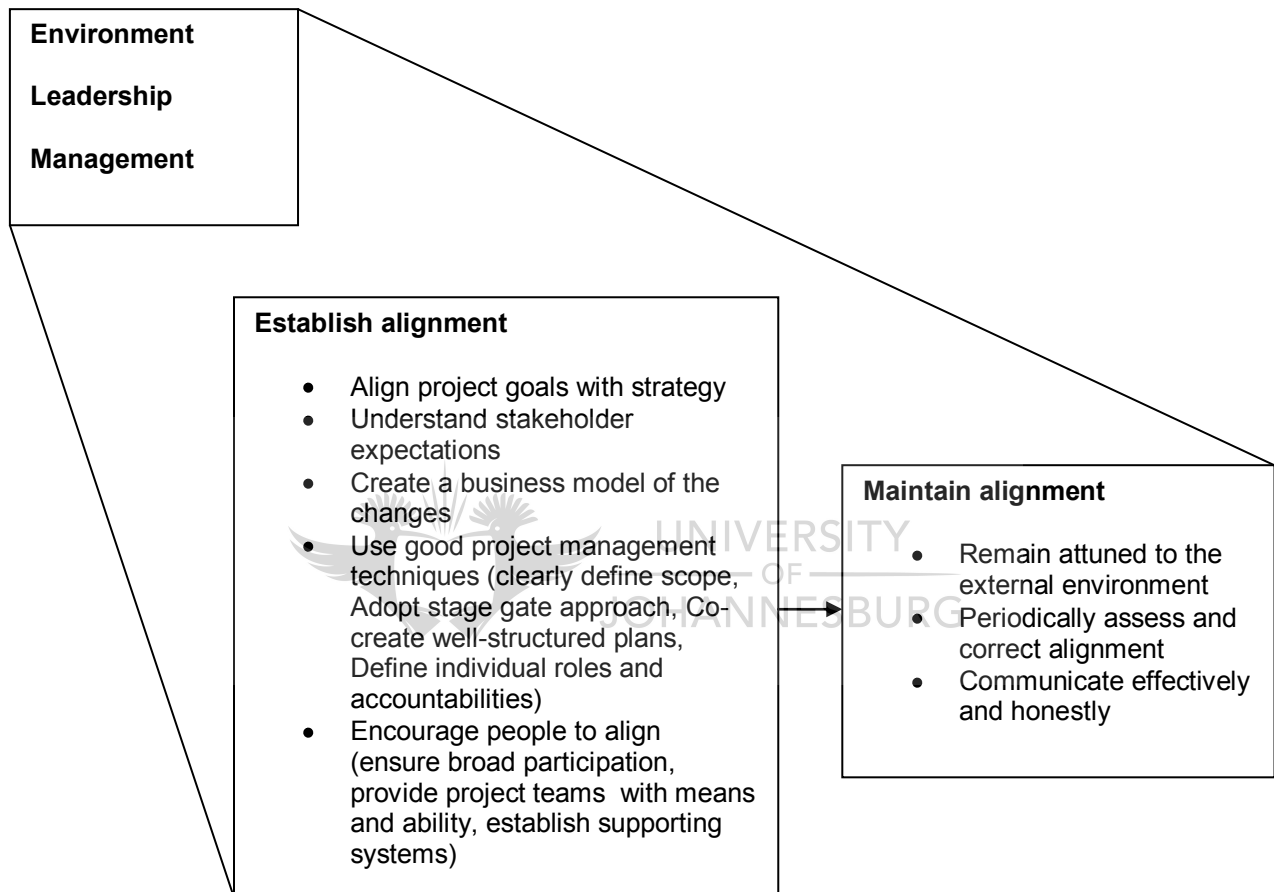
Scholes (2005: 10) indicates that “... if the strategy is effectively coming from the consultant, implementation is almost bound to be problematic”. Scholes’s views show that the organisation should take ownership of the development of the strategy from the initial stage until the implementation. It may be concluded that employees within the organisation should take the lead in the development of the strategy to ensure that the strategy addresses organisational objectives.

### **3.3 STRATEGY AND PROJECTS**

The organisational strategy has to be aligned with a number of external and internal aspects (such as customer expectations and organisational culture) which impact on

the performance of the organisation. Figure 3.1 below indicates how key aspects (such as stakeholder expectations, culture and project management techniques) are aligned with the strategy (Box & Platts. 2006: 374).

FIGURE 3.1: KEY ASPECTS FOR COMPANY ALIGNMENT

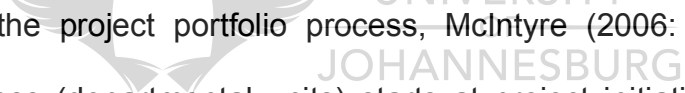


Source: Adapted from Box and Platts (2006: 374)

One of the key factors for the establishment of organisational alignment as reflected in Figure 3.1 is the use of good project management techniques by co-creating well-structured plans and defining individual roles and accountabilities (Bullet 4 in Figure 3.1). In addition, organisations should monitor and maintain the alignment of internal

(e.g. project goals and strategy) and external factors (e.g. stakeholder expectations) through frequent reviews.

The implementation of project management techniques to align strategy with projects is emphasised further by Srivannaboon (2006: 92), who states that "... projects are first selected into the project portfolio to support the implementation of the business strategy. Then, during project execution, alignment with the business strategy is monitored and information is fed back to business leaders to allow for adaptation of the business strategy". Meredith and Mantel (2006: 78) are of the view that "... if the goals and strategies have been well articulated, however then the project portfolio process can serve many purposes." The authors indicate the importance of following the project management methodology approach to implement the strategy.



In addition to the project portfolio process, McIntyre (2006: 33) shows that the alignment process (departmental units) starts at project initiation and uses regular detailed check-ins. McIntyre further states that "... it is important to understand how the programme and projects directly affect the organisation's long-term, strategic initiative". It is clear that when the organisation chooses projects, the prioritisation process should carefully consider the alignment with the organisational objectives. This idea is also supported by Brown (1999: 35) saying that "... one of the primary questions to be asked in the formulation of the project management strategy and implementation plan is the importance of the projects in the organisation".

### **3.4 IMPLEMENTATION OF THE IDP WITHIN THE CITY OF TSHWANE MUNICIPALITY**

There are local government legislative requirements which monitor the implementation of the Integrated Development Plan. The Local Government Municipal Systems Act requires municipalities to develop an Integrated Development Plan (IDP) whereas Municipal Finance Management Act (MFMA) requires development of the Service Delivery Budget Implementation Plan (SDBIP). The IDP is the strategic framework of the municipality, and the SDBIP is an operational plan for implementation of the strategic objectives and priorities contained in the IDP.

In order to implement the IDP, section 51 of the LGMSA stipulates further that, within its administrative and financial capacity, a municipality must establish and organise its administration in a manner that would enable the municipality to ensure that its political structures, political office bearers and managers and other staff members align their roles and responsibilities with the priorities and objectives set out in the municipality's integrated development plan.

Once the SDBIP has been approved by Council, Heads of Departments are expected to compile their scorecards based on the organisational SDBIP. Other employees will develop their individual scorecards based on the approved scorecard for the Head of Department.

#### **3.4.1 Service Delivery Budget Implementation Plan**

The City of Tshwane approves the Service Delivery Budget Implementation Plan (SDBIP) on an annual basis to operationalise the IDP. The City's SDBIP is a

consolidation of all departmental projects. All departments are expected to report progress on the implementation of the SDBIP on a monthly basis.

The Municipal Finance Management Act (2003) requires municipalities to develop and approve the Service Delivery Budget Implementation Plan (SDBIP) to operationalise the Integrated Development Plan. The Act defines the Service Delivery and Budget Implementation Plan as a detailed plan approved by the mayor of a municipality in terms of section 53 (1) (c) (ii) for implementing the municipality's delivery of municipal services and its annual budget, and which must indicate –

(a) projections for each month in terms of –

- (i) revenue to be collected, by source; and
- (ii) operational and capital expenditure, by vote;

(b) service-delivery targets and performance indicators for each quarter; and

(c) any other matters that may be prescribed, and include any revisions of such a plan by the mayor in terms of section 54 (1) (c).

Section 53 (1) states further that the mayor of a municipality must take all reasonable steps to ensure that the municipality's service delivery and budget implementation plan is approved by the mayor within 28 days after the approval of the budget.

The above is representative of a project "budget control". This view is also shared by Meredith and Mantel (2006: 326) who state that a budget is not simply one facet of a plan, nor is it merely an expression of a policy; it is also a control mechanism.

### 3.4.2 Performance management system

The performance management system is a tool for monitoring the performance of the municipality in terms of the implementation of the IDP. Chapter 6, Section 38 (a) of the LGMSA states that, a municipality must establish a performance management system that is –

- (i) commensurate with its resources;
- (ii) best suited to its circumstances; and
- (iii) in line with priorities, objectives, indicators and targets contained in its integrated development plan.

In addition, section 41 (1) reads that, in terms of its performance management system, and in accordance with any regulations and guidelines that may be prescribed, a municipality must –

- (a) set appropriate key performance indicators as a yardstick for measuring performance, including outcomes and impact with regard to the municipality's development priorities and objectives set out in its integrated development plan;
- (b) set measurable performance targets with regard to each of those development priorities and objectives;
- (c) take steps to improve performance with regard to those development priorities and objectives and against the key performance indicators and targets set in terms of paragraphs (a) and (b) –
  - (i) monitor performance; and
  - (ii) measure and review performance at least once a year; and
- (d) take steps to improve performance with regard to those development priorities.

According to Sioncke and Parmentier (2007: 185) an integrated performance management system should focus attention on those critical activities that, if done well, will lead to competitive advantage and long-term growth. The City of Tshwane has developed the Performance Management System which serves as a tool for monitoring progress on the implementation of the IDP (strategic plan) and the SDBIP (operational plan). Relevant departments are expected to report progress on key performance indicators, targets and projects on a monthly basis. At the end of each financial year an annual report is produced based on progress achieved on the indicators, targets and projects.

The importance of project performance reports is also supported by Meredith and Mantel (2006: 556) who state that post control is applied through a formal document that is constructed with the following four distinct sections:

- Project objectives: The post-control report will contain a description of the objectives of the projects;
- Milestones, checkpoints and budgets: This section of the post-control document starts with a full report of project performance against the planned schedule and budget;
- The final report on project results: This part of the report should cover project organisation, an explanation of the methods used to plan and direct the project and a review of the communication networks, monitoring systems and control methods, as well as a discussion of intra-project interactions between the various working groups;
- Recommendations for performance and process improvement: The culmination of the post-control report is a set of recommendations covering the ways that future projects can be improved.




### **3.4.3 Other processes impacting on the implementation of the IDP**

The subsections below explain processes which impact on the implementation of the IDP in many ways.

#### **3.4.3.1 Budget adjustment process**

Section 28 of MFMA stipulates that a municipality may revise an approved annual budget by means of an adjustment budget. An adjustment budget must adjust the revenue and expenditure estimates downwards if there is material under collection of revenue during the current year. The City of Tshwane also undertakes the budget adjustment process on an annual basis as required by the MFMA. Some of the IDP projects may experience budget cuts or may be terminated owing to financial constraints.



Changing of the project scope is common in project management. According to Meredith and Mantel (2006: 298), no matter how carefully defined at the start, the scope of most projects is subject to considerable uncertainty. The authors went further to indicate that a project manager loses access to key resources because he or she is urgently required elsewhere and the project manager's response to this state of affairs is anger and/or discouragement.

### **3.5 SUMMARY**

This chapter highlighted the theory on strategy implementation. It has emerged from this chapter that successful strategy implementation requires the strategic leadership, organisational structure with capabilities and resources, budget availability, supportive policies and procedures. It can be concluded that strategy implementation is behaviour and action oriented which calls for leadership to provide clear roles and

responsibilities (e.g. identify relevant people to champion the implementation, provide direction and resources to people who will be carrying out the implementation).

The chapter also reflected on the local government legislative requirements such as the Local Government Municipal Systems Act and Municipal Finance Management Act which monitor the implementation of the IDP and how the City of Tshwane responds to these legislative requirements.

The next chapter provides a detailed analysis of the research methodology (nature of research, research design, sampling data, data collection, research instruments, data analysis, reliability, validity and ethical considerations).



## **CHAPTER 4**

### **4 RESEARCH METHODOLOGY**

#### **4.1 INTRODUCTION**

Chapter 3 focused on the strategy implementation and its application within the City of Tshwane. This chapter outlines the research methodology to be followed in executing this study. The chapter covers the nature of research, research design, sampling, data-collection and research instruments, data analysis, reliability and viability and ethical considerations.

#### **4.2 NATURE OF RESEARCH**

This research will be qualitative in nature with the intention of understanding the execution of activities to achieve strategic objectives within the City of Tshwane. Quantitative data are those scores, counts, values or ratings that are recorded in, or can be transformed into, numbers. Qualitative data, however, are the words or images that are obtained from interviews, observations, written documents, photographs, artifacts or recordings (Lapan & Quartaroli: 2009: 104). Zikmund (2003: 111) states that the focus of qualitative research is not on numbers but on words and observations. Qualitative research has a logic that is fundamentally different to that followed in quantitative research, in the sense that it generates theory rather than test it (Schurink: 2005: 25).

Taylor & Bogdan present their notion of qualitative research as follows (1998: 7):

- Qualitative researchers are concerned with the meanings people attach to things in their lives;

- Qualitative research is inductive;
- In qualitative methodology the researcher looks at settings and people holistically; people, settings or groups are not reduced to variables, but are viewed as a whole;
- Qualitative researchers are concerned with how people think and act in their everyday lives;
- For the qualitative researcher, all perspectives are worthy of study;
- Qualitative researchers emphasise the meaningfulness of their research;
- For the qualitative researcher, there is something to be learned in all settings and groups.

The primary objective of this study is to provide tools and techniques to the City of Tshwane to achieve strategies as set out in the IDP. Data collected during the interviews was recorded in words, not numbers. As a result of this, this study is qualitative in nature. The researcher used an unstructured questionnaire to guide the interview process as well as probing for more answers from the interviewees.

### **4.3 RESEARCH DESIGN**

According to Rugg and Petre (2007: 61): “Research design (as opposed to just research) is about finding things out systematically – map making as opposed to treasure hunting. If you plan your research design properly, then whatever you find should be useful contribution to knowledge.”

Taylor and Bogdan (1998:42) provide the following road map of the way in which the study will be undertaken:

- The techniques to be used, for example participant observation or open-ended interviews;
- Strategies for identifying and obtaining access to settings or informants;
- The approximate number of settings or people to be studied;
- Data-collection and recording procedures;
- Data-analysis procedures;
- Timelines for the completion of the research, including identification of settings or people, data collection, data analysis and the final writing of the study.

According to Zikmund (2003: 54), the nature of the problem will determine whether the research is (1) exploratory, (2) descriptive or (3) causal. Zikmund further states that the purpose of exploratory study is to diagnose a problem, screen alternatives and discover new ideas. Descriptive research describes characteristics of a population or phenomenon and causal research identifies cause-and-effect relationships among variables (Zikmund: 2003: 54).

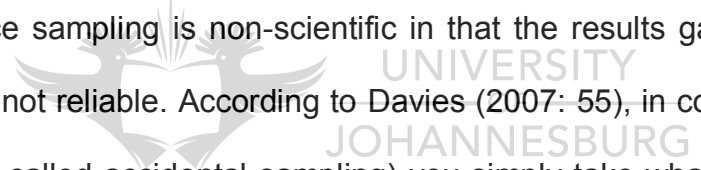
This study was exploratory in nature as it focussed on the following:

- Understanding principles and standards of strategy implementation;
- Evaluating the current IDP development process;
- Evaluating the current IDP implementation process;
- Identifying tools and techniques that can assist the City of Tshwane in achieving its IDP objectives.

The research design was exploratory in nature because there was no existing information on the development and implementation of the IDP within the City of Tshwane.

#### **4.4 SAMPLING**

Sampling is a process of systematically selecting cases for inclusion in a research project (Neuman: 1997: 201). According to Leedy & Ormrod (2010: 205) in probability sampling, the researcher is able to specify in advance that each segment of the population will be represented in the sample, in non-probability sampling the researcher has no way of forecasting or guaranteeing that each element of the population will be represented in the sample. The following is a brief description of the four non-probability sampling methods (Lapan & Quartaroli: 2009: 90):

- 
- (a) Convenience sampling is non-scientific in that the results gathered from such a sample are not reliable. According to Davies (2007: 55), in convenience sampling (sometimes called accidental sampling) you simply take what you can get where you can most easily get it;
  - (b) Purposeful sampling is directed at a particular purpose the researcher might have to examine certain qualities in a group of people;
  - (c) Quota sampling builds on accidental sampling, adding the goal of creating a sample that represents comparison groups equally;
  - (d) Snowball sampling is used to target a certain group that may be difficult to sample by means of convenience or purposeful sampling.

Neuman (1997: 209) further explains that purposive sampling is appropriate in the following three situations:

- Firstly, a researcher uses it to select unique cases that are especially informative;

- Secondly, a researcher may use purposive sampling to select members of a specialised population that is difficult to reach;
- Thirdly, a researcher wants to identify particular types of cases for in-depth investigation.

Based on the above explanation of sampling methods, this study applied purposeful sampling method as fifteen (15) managers (middle and senior) participated in the study because they were involved in the planning and implementation of the IDP.

#### **4.5 DATA-COLLECTION AND RESEARCH INSTRUMENTS**

There are various instruments that can be used to collect data from the respondents.

Below is a list of data-collection methods mentioned by Maree (2007: 156):

- Group administration questionnaire: The data most often used is group administration of questionnaires where the researcher waits while a whole group of respondents complete questionnaires;
- Postal survey: Questionnaires are mailed to respondents who have to read instructions and answer the questions;
- Telephone surveys: The respondents are phoned by interviewers, who ask the questions and record the answers;
- Face-to-face survey: Well-trained interviewers visit the respondents, ask the questions and record the answers.

This study applied face-to-face survey as well as probing for additional information to collect data. The researcher scheduled individual meetings with interviewees. In this study an unstructured-questionnaire (open questions) method was used as an instrument to collect data and assist the researcher to structure the interviews. In

face-to-face survey interviews the researcher was able to probe for more answers from the interviewees to further explain their answers. This method provided the researcher with the opportunity of further explaining the questions in the event where an interviewee was not clear about the meaning, and the researcher was able to go deeper into the answers provided by the interviewee to get an understanding beyond the logic of their answers. Table 4.1 below explains the advantages and disadvantages of open (unstructured) and closed questions (structured questions):

TABLE 4.1: OPEN VERSUS CLOSED QUESTIONS

ADVANTAGES OF CLOSED	DISADVANTAGES OF CLOSED
<ul style="list-style-type: none"> <li>• It is easier and quicker for respondents to answer.</li> <li>• The answers of different respondents are easier to compare.</li> <li>• Answers are easier to code and statistically analyse.</li> <li>• The response choices can clarify question meaning for respondents.</li> <li>• Respondents are more likely to give answers about sensitive topics.</li> </ul>	<ul style="list-style-type: none"> <li>• They can suggest ideas that the respondent would not otherwise have.</li> <li>• Respondents with no opinion or no knowledge can answer anyway.</li> <li>• Respondents can be frustrated because their desired answer is not a choice.</li> <li>• They force people to make choices they would not make in the real world.</li> </ul>
ADVANTAGES OF OPEN	DISADVANTAGES OF OPEN
<ul style="list-style-type: none"> <li>• They permit an unlimited number of possible answers.</li> <li>• Respondents can answer in detail and can qualify and clarify responses.</li> <li>• Unanticipated findings can be</li> </ul>	<ul style="list-style-type: none"> <li>• Different respondents give different degrees of detail in answers.</li> <li>• Responses may be irrelevant or buried in useless detail.</li> <li>• Comparisons and statistical analysis</li> </ul>



<p>discovered.</p> <ul style="list-style-type: none"> <li>• They permit adequate answers to complex issues.</li> <li>• They permit creativity, self-expression and richness of detail.</li> <li>• They reveal a respondent's logic, thinking process and frame of reference.</li> </ul>	<p>become very difficult.</p> <ul style="list-style-type: none"> <li>• Coding responses are difficult.</li> <li>• Articulate and highly-literate respondents have an advantage.</li> <li>• Questions may be too general for respondents who lose direction.</li> </ul>
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Source: Adapted from Neuman (1997: 241)

#### 4.6 DATA ANALYSIS

Analysis of qualitative data involves reducing the many words, images or artifacts that are collected during research projects into a “more manageable form...to tell a story about people or group that is the focus of their research” (Lapan & Quartaroli. 2009: 260). Davies (2007: 191) highlights the following eight key factors in qualitative data analysis:

- The aim of qualitative research is to explore individual or situational perspectives and gain an in-depth understanding of personal feelings and experience;
- Remind yourself of research questions(s), and keep coming back to it (or them);
- If you are analysing the transcription from one interview before you have completed your interviews with other people, you should make a note of any issues that emerge during analysis that you would wish to explore further in succeeding interviews;
- It is purely a matter of personal choice whether you work on screen, with a handwritten manuscript, or by making marks on a hard-copy transcription sheet;

- The main task that faces you – that of emerging with an accurate account of what interviewees have shared with you – can best be tackled by creating a two-column table on your screen in respect of each interview;
- A high-quality interview should go beyond the asking of semi-structured questions, and should seek to engage the interviewee in free-flowing conversation;

An unstructured questionnaire, as well as further probing questions based on the answers provided by the interviewees, was used in this study to guide the interviews. The interview process was a free-flowing conversation with the intention of understanding and capturing the experiences of the interviewees on the strategy formulation and implementation process within the City. The researcher captured critical issues that were raised by the interviewee which added value to the findings of the study.



Table 4.2 below indicates that the data was analysed in terms of categories, groupings and units of analysis that were based on the secondary objectives of the study.

TABLE 4.2: THE STRUCTURE TO DETERMINE UNITS OF CODING

Categories	Groupings	Units of analysis
To evaluate the current IDP development process.	Cross-departmental planning.	To determine whether departments align their Service Delivery Budget Implementation Plans

		(SDBIPs) during the IDP planning process.
	Common understanding of IDP.	To determine whether employees have common understanding of IDP.
	Internal stakeholders (employees) participation.	To determine whether employees are involved during the identification of community needs.
	External stakeholder participation.	To determine whether external stakeholders are involved during the IDP planning.
	Involvement of consultants in the IDP.	To determine whether the municipality relies on consultants to develop the IDP.
	Capabilities and competencies.	To determine whether employees have relevant capabilities and competencies.
	Project management principles	To determine whether City employees applied project management principles in planning for the IDP.
	Project identification and conceptualisation.	To determine whether employees are involved in project identification and conceptualisation.
	Development of SDBIP.	To determine whether employees are involved with



	<p>Project prioritisation model.</p> <p>Community needs.</p> <p>Areas for improvement of the IDP development process.</p>	<p>development of the SDBIP within their departments.</p> <p>To determine if employees are aware of project prioritisation model.</p> <p>To determine whether IDP responds to community needs.</p> <p>To determine if there are areas for improvement of the IDP development process.</p>
<p>To evaluate the current IDP implementation process.</p>	<p>Alignment of SDBIP and key strategic objectives.</p> <p>Alignment of departmental SDBIP.</p> <p>Budget adjustment.</p> <p>Organisational structure.</p> <p>Human and financial resources.</p> <p>Leadership.</p>	<p>To determine whether the SDBIP respond to the key strategic objectives.</p> <p>To determine whether departmental SDBIPs are aligned for coordinated service delivery.</p> <p>To determine whether budget adjustment impact on the implementation of the IDP.</p> <p>To assess the effectiveness of the organisational structure.</p> <p>To determine whether human and financial resources are available to affect the implementation of the IDP.</p> <p>To determine whether senior management provides IDP bias leadership in the</p>

	<p>Policies and systems.</p> <p>Review of the implementation.</p> <p>Monitoring system.</p> <p>Alignment of scorecards.</p> <p>Linking performance with rewards.</p> <p>Communication of the implementation of the IDP.</p>	<p>implementation of IDP.</p> <p>To find out whether policies and systems impact negatively on the implementation of the IDP.</p> <p>To determine whether the current implementation process of the IDP should be reviewed.</p> <p>To determine whether there are tools (e.g. monitoring systems) to assist employees to track progress on the implementation of the IDP.</p> <p>To determine whether the City, corporate, departmental and individual scorecards are aligned.</p> <p>To find out whether the municipality has reward systems to reward outstanding performance.</p> <p>To determine whether the City communicate feedback reports on the implementation of the IDP.</p>
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Source: Author derived (2011)

The unit of analysis on the above table was interpreted to inform the conclusion and recommendations to provide tools and techniques to the City of Tshwane to achieve strategies as set out in the IDP.

#### **4.7 VALIDITY AND RELIABILITY**

Reliability is the extent to which a measuring instrument is repeatable and consistent, and the validity refers to the extent to which it measures what it is supposed to measure (Maree: 2007: 215). Reliability means that the information provided by indicators (e.g. a questionnaire) does not vary as a result of characteristics of the indicator, instrument or measurement device itself. Validity used to mean “true” or “correct” (Neuman: 1997: 141).

#### **4.8 ETHICAL CONSIDERATIONS**

Ethics has largely been associated with following ethical guidelines and/or gaining ethics approval from professional or academic bodies before commencing with data collection. Below is an outline of different views on confidentiality, Informed consent and ethics beyond data collection:

##### **(a) Ways to ensure confidentiality and increase anonymity**

Confidentiality refers to the obligation on the part of the researcher not to reveal the identity of an individual research subject (Zikmund: 2003: 79). Giving respondents the confidence that their answers will not be made public, protects the respondents and insures validity (Lapan & Quartaroli. 2009: 96).

##### **(b) Informed consent**

Before asking for their agreement to participate, respondents should be provided with all the necessary information in simple terms, including the name of the organisation

that is conducting the study, the research person with whom the respondent will have contact, the source of funds for the project, a brief description of the questions the research is setting out to study, the level of confidentiality of the research, their freedom to opt out of the study, and their freedom to skip any question they do not want to answer (Lapan & Quartaroli. 2009: 97).

(b) Ethics beyond data collection

Ethics in research goes beyond data collection. Lapan and Quartaroli (2009: 98) outline the following important questions to be considered before findings are reported:

- What happens if your findings have major repercussions on public policy and people's lives?
- What are the ethical issues involved in reporting some of your findings and not others (especially those that may conflict with the main beliefs held by the agency sponsoring the research)?
- How can your research be ethically presented when selection bias occurred?

The researcher explained to the interviewee that the information that is provided during the interview will be confidential. The identity of respondents will not be revealed to management or be included in the study. The respondents had the choice of withdrawing from the study if they do not feel comfortable with the questions being asked by the researcher. The findings of the study will be made available to the respondents if they indicate accordingly.

#### **4.9 SUMMARY**

Chapter 4 outlines the research methodology that was followed in this study. The research methodology selected was determined by the nature of the research. This study is qualitative in nature and exploratory research was applied. It was the intention of this study to explore and understand the achievements of the strategic objectives by the City of Tshwane. An unstructured-questionnaire was used to guide the interview process. Data was also analysed based on the units of coding (Table 4.2). The next chapter will provide an analysis of the data collected during the interviews.





## CHAPTER 5

### 5 DATA ANALYSIS

#### 5.1 INTRODUCTION

Chapter 4 outlined the research methodology that was followed in this study. This chapter presents the research findings based on the following secondary research objectives:

- Understanding the principles and standards of strategy implementation;
- Evaluating the current IDP development process;
- Evaluating the current IDP implementation process;
- Identifying tools and techniques that can assist the City of Tshwane in achieving IDP objectives.



According to Leedy and Ormrod (2010: 96), quantitative researchers tend to rely more heavily on deductive reasoning, beginning with certain premises (e.g. hypotheses, theories) and then drawing logical conclusions from them. In contrast, qualitative researchers make considerable use of inductive reasoning. Researchers make many specific observations, and they draw inferences about larger and general phenomena. This study applied qualitative data analysis to analyse the data collected from the respondents which will be used to draw conclusions and make recommendations.

The findings of this study are presented in the form of graphs and a narrative of the answers that were recorded. Face-to-face interviews were conducted with fifteen respondents. The findings are presented in line with Table 4.2 which reflects

categories, groupings and units of analysis that were based on secondary objectives of the study.

This study applied purposive sampling method because fifteen managers (middle and senior) were chosen to participate. The use of this sampling method was to ensure that only respondents involved in the IDP development and implementation are participating in the study. The researcher used the following criteria for sampling:

- Middle and senior managers were chosen;
- Employees participating in the development and implementation of the IDP;
- Project Managers (e.g. engineers, planners).

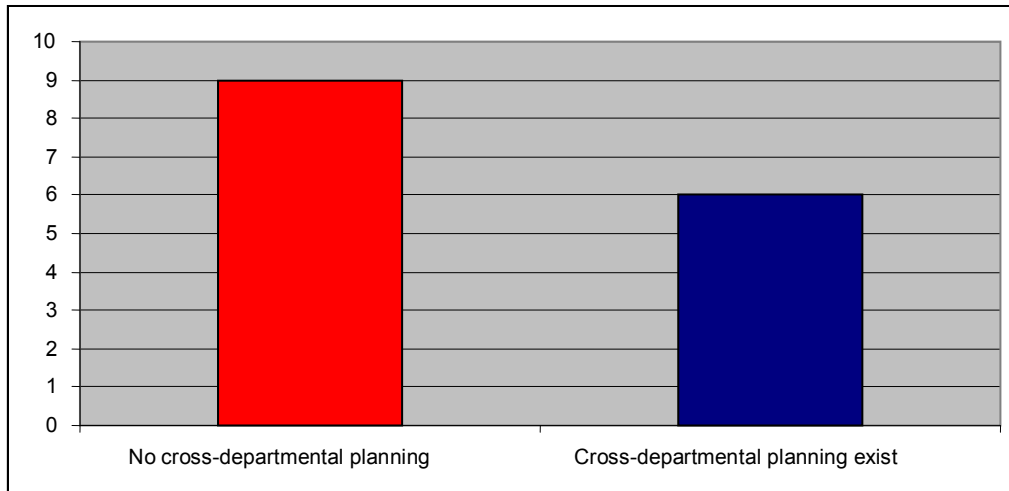
## **5.2 THE IDP DEVELOPMENT PROCESS AND METHODOLOGY**

This section outlines feedback received from respondents with regard to the current development processes and gaps in the development methodology of the IDP within the City of Tshwane.

### **5.2.1 Cross-departmental planning**

The IDP is a framework that guides the provision of services to be delivered to the communities. The process for development of the IDP requires cross-departmental planning to align departmental projects. Figure 5.1 below presents feedback from respondents in terms of cross-departmental planning during the IDP planning process in the City.

FIGURE 5.1: CROSS-DEPARTMENTAL PLANNING



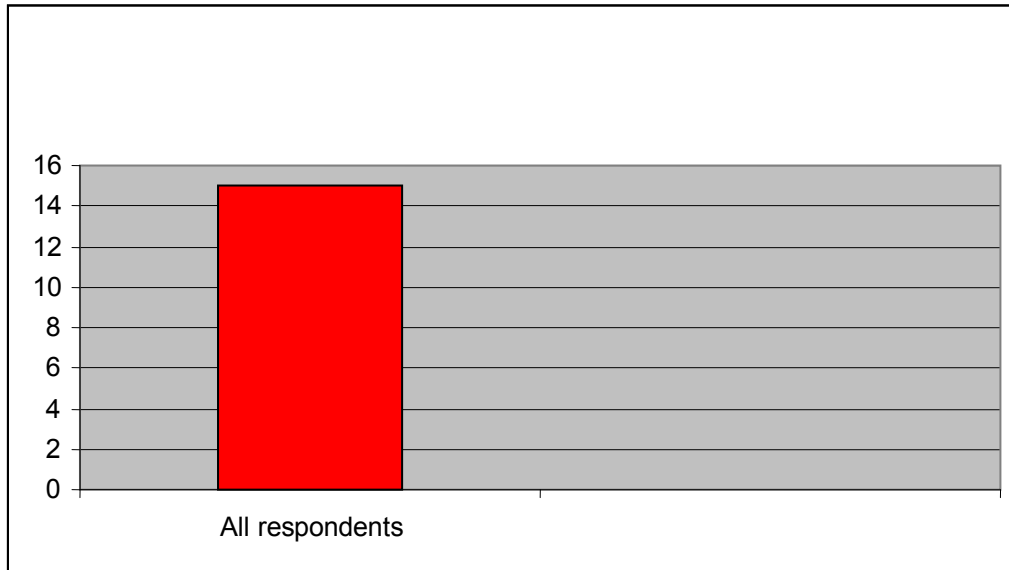
Source: Author derived (2011)

Out of 15 respondents, 9 were of the view that there was no cross-departmental planning. Departments were planning in silos. As a result of this, there was a lack of communication to ensure that services were provided in an integrated manner. It was indicated that even though some committees had been established to enhance cross-departmental planning, departments were not committed.

### 5.2.2 Common understanding of the IDP by employees

Figure 5.2 below shows that all respondents demonstrated a common understanding of the IDP by employees.

FIGURE 5.2: COMMON UNDERSTANDING OF THE IDP BY EMPLOYEES



Source: Author derived (2011)



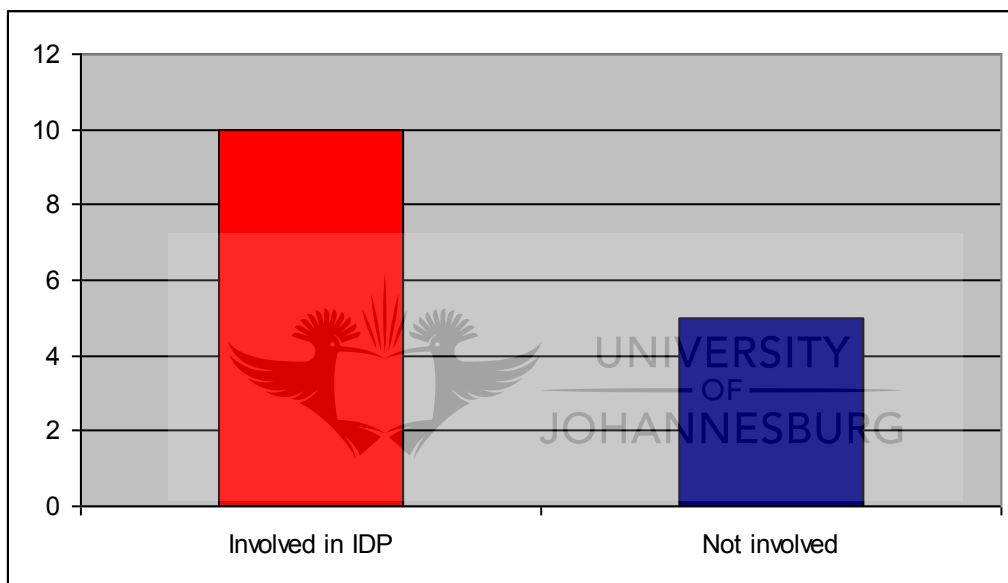
The following (common) general aspects were highlighted by respondents to indicate their understanding of the IDP:

- Although it is a 5-year strategic plan, the IDP is a strategic document used by the municipality to achieve its objectives on a yearly basis.
- According to the Municipal Systems Act the IDP is a statutory plan to ensure internal and external integration by government departments.
- The IDP is a strategic document to highlight the projects and budget.
- The IDP should be developmental in nature.
- The IDP is a framework designed for all departments to plan and implement their projects together.

### 5.2.3 Involvement of Council employees in the IDP needs-identification

The identification of community needs forms the basis for compilation of the IDP document. Figure 5.3 below shows the involvement of Council employees in the IDP needs-identification process.

FIGURE 5.3: INVOLVEMENT OF COUNCIL EMPLOYEES IN THE IDP NEEDS-IDENTIFICATION



Source: Author derived (2011)

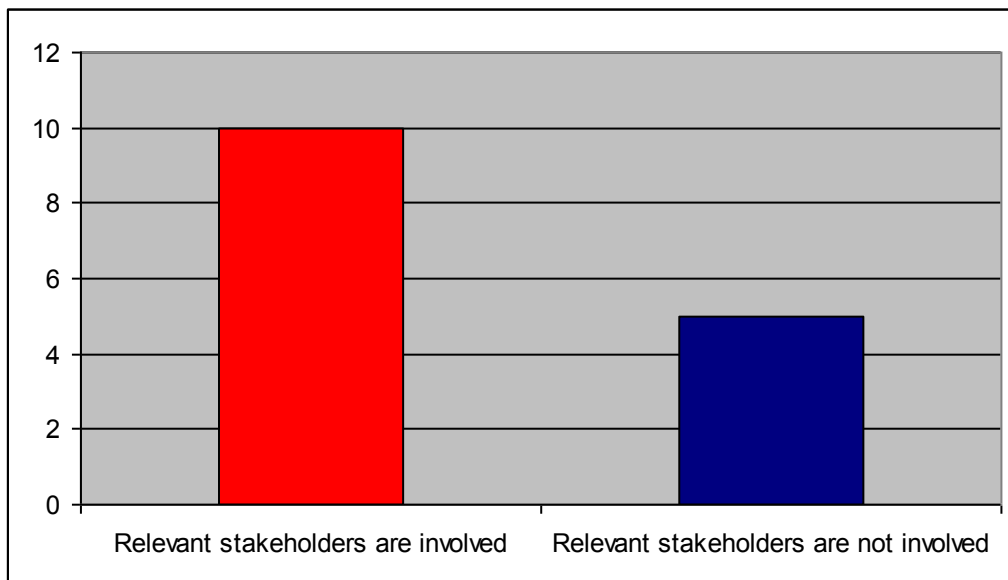
Out of 15 respondents, 5 were not directly involved during the IDP needs-identification process. These respondents were involved in the planning process through project conceptualisation once the needs had been identified from the community. For example, most of the engineers were involved in the development of service-delivery master plans (e.g. water master plan) that were informed by community needs.

Those who were participating in the needs-identification process attended IDP public participation meetings. In addition to formal IDP public participation meetings, employees had individual meetings with Ward Councillors to clarify specifics on the needs that were identified.

#### 5.2.4 Participation of external stakeholders in the development of the IDP

Section 29 (b) of the Local Government Municipal Systems Act, Act 32 of 2000, states that the local community should participate in the drafting of the integrated development plan. Figure 5.4 below shows the views of respondents with regard to the involvement of external stakeholders (e.g. the community, NGOs and businesses) during the development of the IDP.

FIGURE 5.4: PARTICIPATION OF EXTERNAL STAKEHOLDERS IN THE DEVELOPMENT OF THE IDP



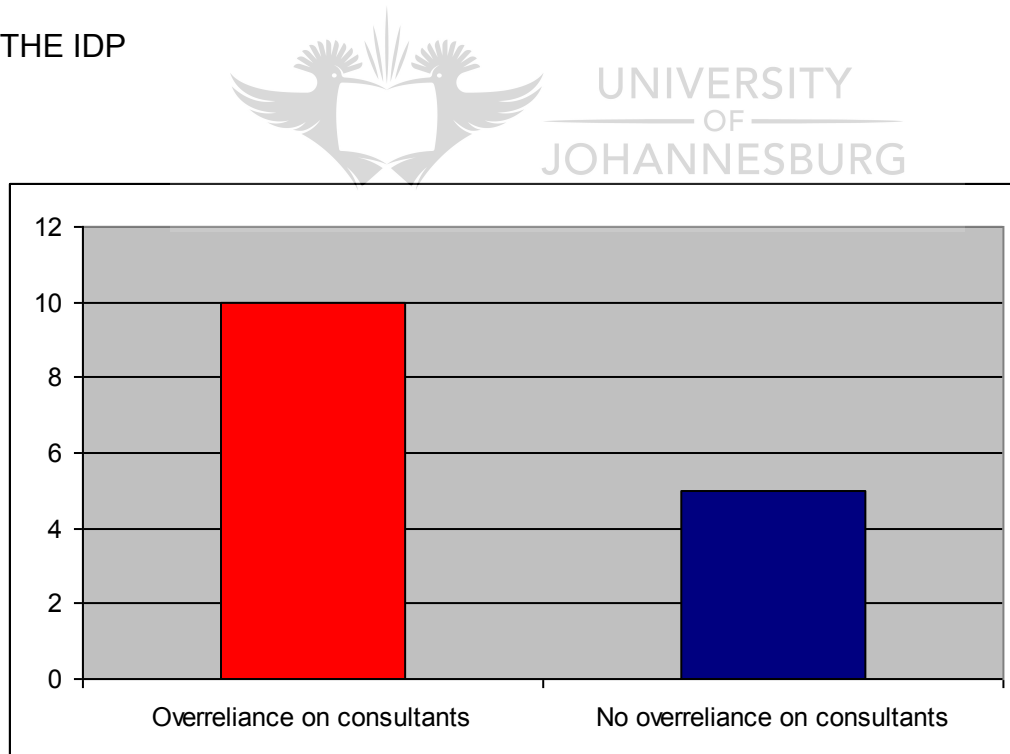
Source: Author derived (2011)

Out of 15 respondents, 10 indicated that the IDP consultation process involved relevant stakeholders through public participation meetings and mayoral imbizos. Five respondents showed that even though public participation meetings were organised by the City, the meetings were poorly attended by external stakeholders.

### 5.2.5 Involvement of consultants in the development of the IDP

Scholes (2005: 10) is of the view that if strategy effectively comes from the consultant, implementation is almost bound to be problematic. Figure 5.5 below indicates the views of respondents with regard to the involvement of consultants in the development of the IDP document.

FIGURE 5.5: INVOLVEMENT OF CONSULTANTS IN THE DEVELOPMENT OF THE IDP



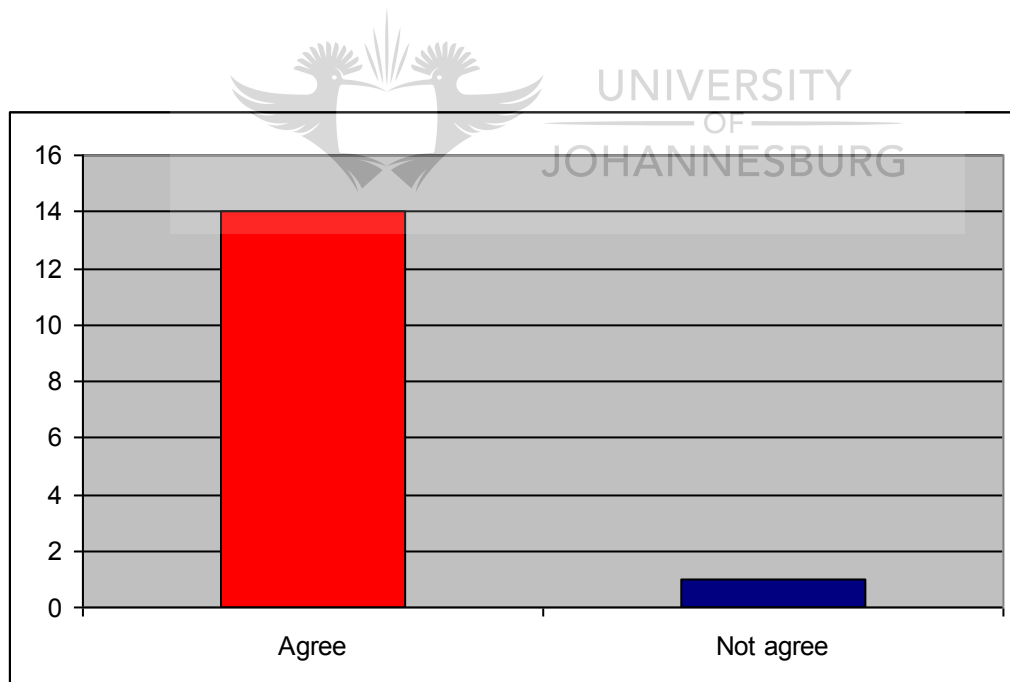
Source: Author derived (2011)

Out of 15 respondents, 10 indicated that there was an overreliance on consultants to develop the IDP. Only 5 respondents were of the view that employees were fully involved in the development of the IDP, and with the development of project plans to be submitted for funding.

### 5.2.6 Existence of relevant capabilities and competencies

The successful implementation of the strategy depends on relevant capabilities and competencies. Figure 5.6 below gives feedback from respondents on the availability of relevant capabilities and competencies within various departments to support the development of the IDP.

FIGURE 5.6: EXISTENCE OF RELEVANT CAPABILITIES AND COMPETENCIES



Source: Author derived (2011)



Out of 15 respondents, 14 agreed that the organisation had relevant capabilities and competencies. However, the following concerns were pointed out by respondents:

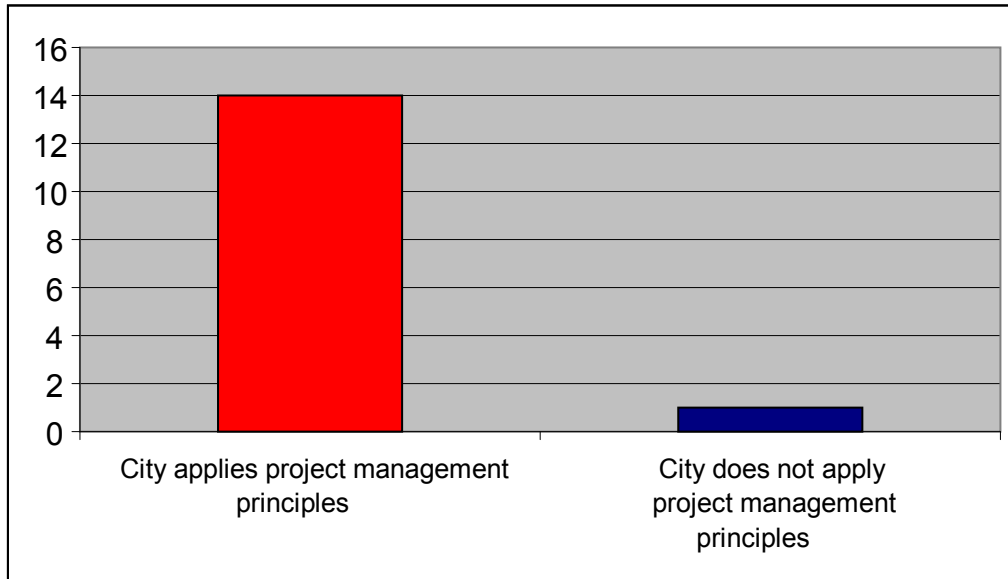
- Competencies are to be found, but not everybody understands what is expected during the IDP planning process.
- The Municipality does not have a proper external communication strategy on the IDP planning and its implementation.
- Planning and implementation processes within the municipality are not streamlined enough, and there is no communication between departments.
- The IDP office does not have the human resources to do proper coordination of the IDP to ensure integration by departments.

One respondent indicated a challenge with the appointment of relevant managers. The respondent indicated that managers who occupied strategic positions to guide the implementation were not field-specifically trained to be able to make the correct decisions within their departments. At times there was a conflict of approach and thinking in terms of developing and implementing departmental plans which are inputs into the IDP.

### **5.2.7 Application of project management principles**

Respondents were asked to indicate whether the City employees applied project management principles in planning for the IDP. Figure 5.7 below presents the feedback from respondents on the implementation of project management principles by employees.

FIGURE 5.7: APPLICATION OF PROJECT MANAGEMENT PRINCIPLES



Source: Author derived (2011)



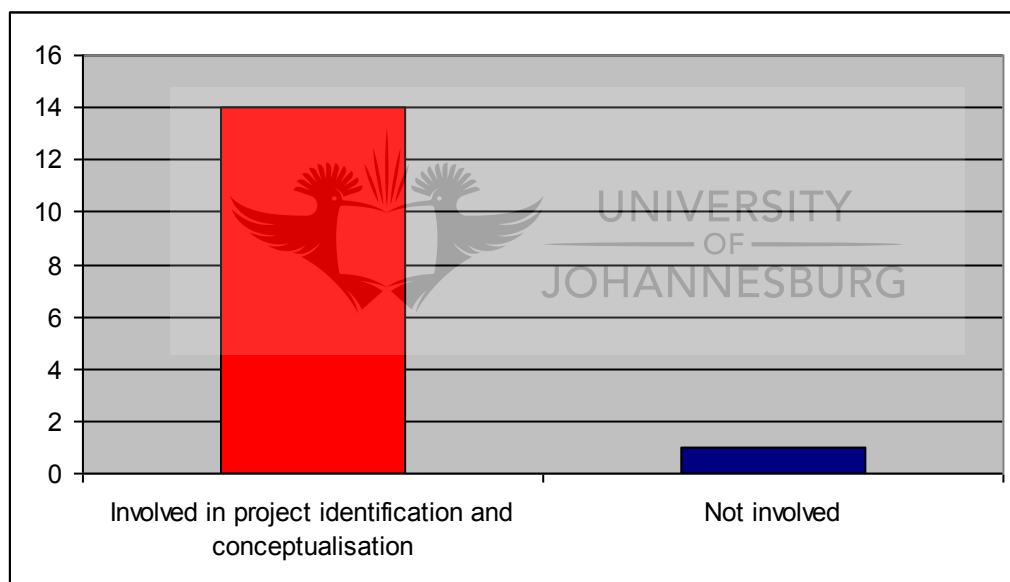
Out of 15 respondents, 14 indicated that the City was applying project management principles. Some departments established a Project Management Office (PMO) within their departments to assist with project conceptualisation, preparation of project plans, implementation and the compilation of monthly project progress reports (SDBIP reports). In addition, the City adopted Prince 2 Project Management principles, and employees have received training in this programme.

Only one respondent indicated that owing to a lack of integration of project plans by departments during the IDP planning phase the City was not following project management principles properly. As a result of this, the IDP did not reflect an integration of projects. This had a negative impact on the achievement of strategic objectives as set out in the IDP.

### 5.2.8 Involvement of Council employees in project identification and conceptualisation

Once community needs have been identified and received during IDP community meetings, relevant departments translate these needs into projects. Figure 5.8 below indicates the involvement of employees in project identification and conceptualisation once the community needs have been identified.

FIGURE 5.8: INVOLVEMENT OF COUNCIL EMPLOYEES IN PROJECT IDENTIFICATION AND CONCEPTUALISATION



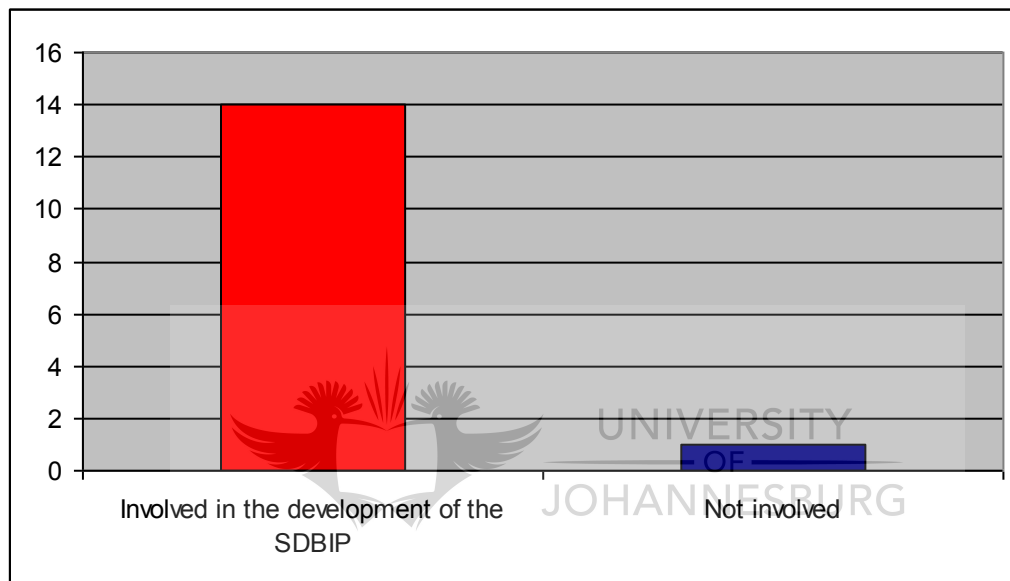
Source: Author derived (2011)

Out of 15 respondents, 14 were involved in project identification and conceptualisation. One respondent who did not participate in project identification and conceptualisation was responsible for coordinating and monitoring the projects that were implemented by line departments.

### 5.2.9 Development of the SDBIP

The City of Tshwane approves the Service Delivery Budget Implementation Plan on an annual basis to operationalise the IDP. Figure 5.9 below shows the involvement of employees in the development of the SDBIP.

FIGURE 5.9: DEVELOPMENT OF THE SDBIP



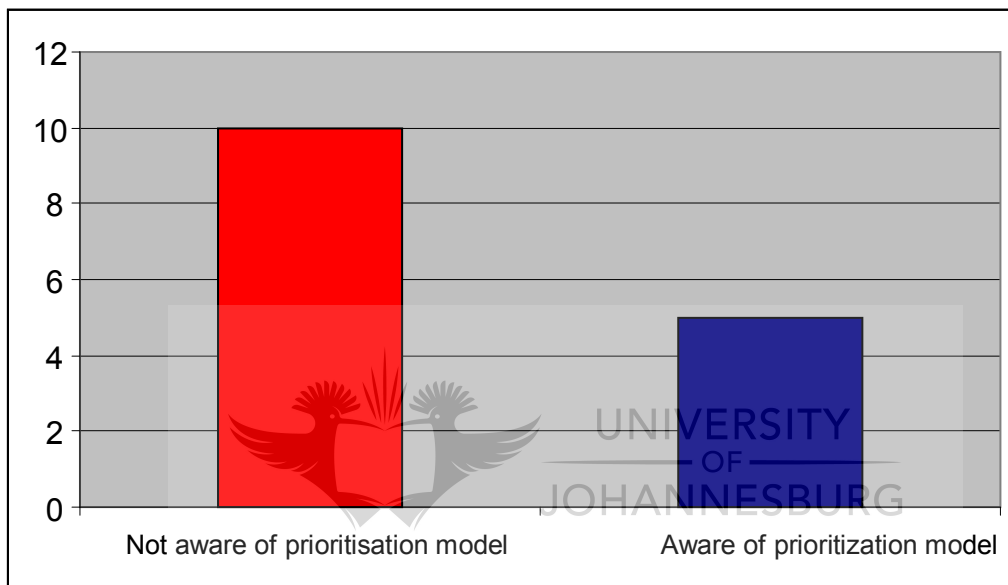
Source: Author derived (2011)

Out of 15 respondents, 14 were involved in the development of the SDBIP within their departments. These employees were responsible for the consolidation of SDBIP projects and monitoring of the implementation. One respondent was not involved in the compilation of the SDBIP.

### 5.2.10 Implementation of the IDP project prioritisation model

Figure 5.10 below presents feedback from respondents on the prioritisation models implemented by the City.

FIGURE 5.10: IMPLEMENTATION OF THE IDP PROJECT PRIORITISATION MODEL



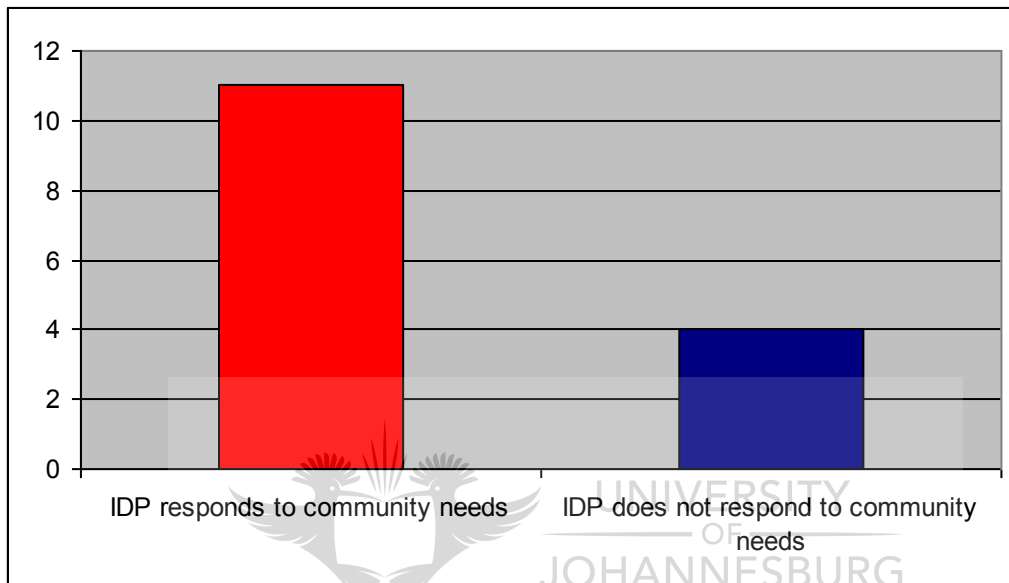
Source: Author derived (2011)

Out of 15 respondents, 10 were not aware of the project prioritisation model used by the City to prioritise projects. It was revealed that departments had their own ways of prioritising projects. For example, engineers based their prioritisation on backlog and growth. Respondents assumed that the model might be known by Finance and the IDP Office.

### 5.2.11 IDP's response to community needs

Figure 5.11 below shows feedback from respondents with regard to the way in which the IDP responded to community needs.

FIGURE 5.11: IDP'S RESPONSE TO COMMUNITY NEEDS



Source: Author derived (2011)

Out of 15 respondents, 11 were of the view that the IDP did respond to community needs. However, progress was very slow due to insufficient financial resources, and there was no integrated approach in terms of addressing community needs owing to silo planning and implementation.

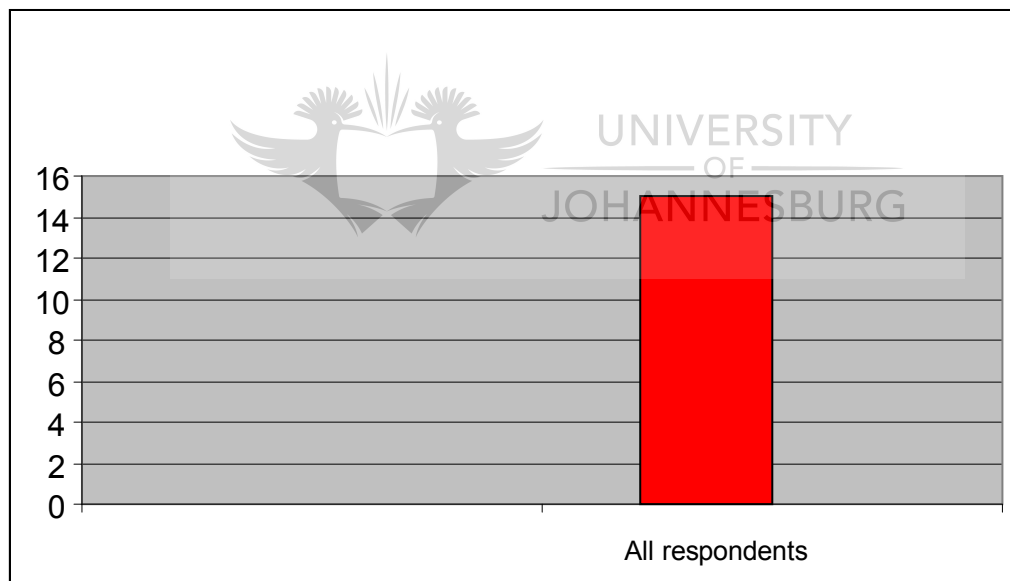
Four respondents were of the opinion that the City did not adequately respond to community needs as some functions were residing with national and provincial departments. It was indicated that provincial departments have their own priorities

and targets which did not respond to the needs at the local level. This conflict limited the implementation of the IDP.

### 5.2.12 Areas for improvement of the IDP development process

Respondents were asked to indicate areas for improvement of the IDP development process. Figure 5.12 below shows that all respondents indicated areas for improvement of the IDP.

FIGURE 5.12: AREAS FOR IMPROVEMENT OF THE IDP DEVELOPMENT PROCESS



Source: Author derived (2011)

Below is a list of issues raised by respondents:

- Employees should be informed of the IDP process and the significance of the IDP. It was felt that employees hardly read the IDP document owing to a lack of understanding;
- The IDP should be properly communicated to employees to enhance the understanding of it;
- Leadership should give direction in order to improve integration. The IDP process is currently not based on integration;
- The current IDP is focusing on developed areas instead of undeveloped areas. The IDP should strike a balance;
- Leadership should attend IDP planning meetings;
- Feedback should be given to communities where projects have been stopped;
- City should move away from an IDP-compliance approach as required by the LGMSA;
- There should be constant communication between departments and the IDP Office. The IDP Office should arrange workshops for information sharing and planning;
- The IDP processes should be streamlined through the regional offices;
- There must be constant communication between Councillors and communities on the IDP;
- More employees should be involved in the IDP.





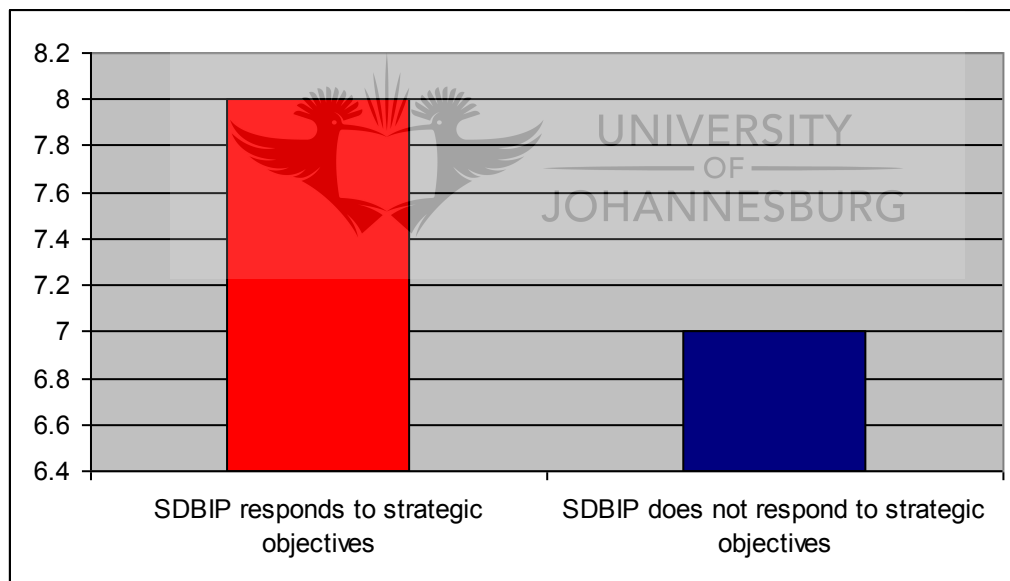
### 5.3 THE IDP IMPLEMENTATION PROCESS

This section analyses the feedback received from respondents regarding the current implementation of the IDP.

#### 5.3.1 Alignment of the SDBIP and key strategic objectives

Figure 5.13 below shows feedback received from respondents with regard to the alignment of the service-delivery budget implementation plan and strategic objectives that are outlined in the IDP.

FIGURE 5.13: ALIGNMENT OF THE SDBIP AND KEY STRATEGIC OBJECTIVES



Source: Author derived (2011)

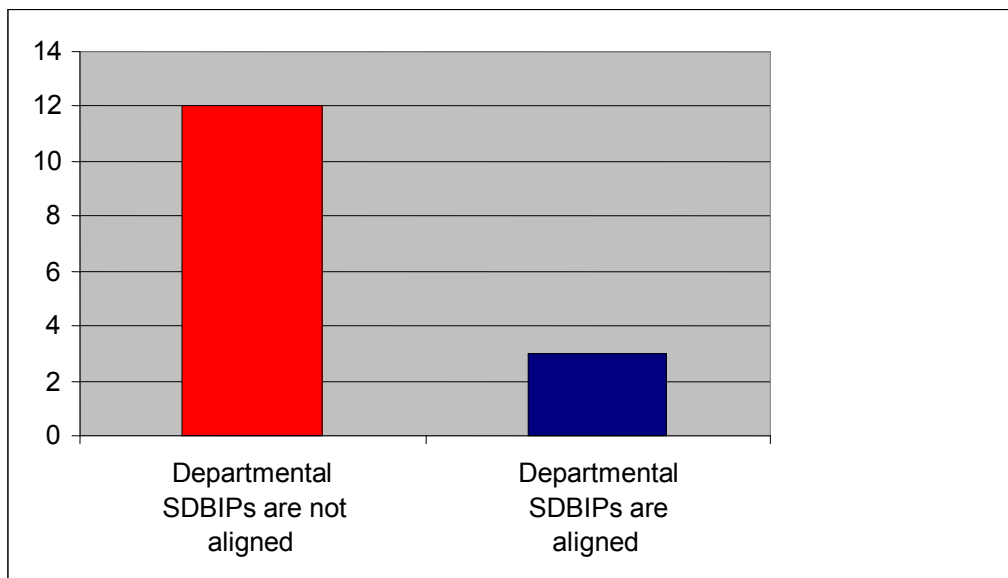
Out of 15 respondents, 8 were of the view that the SDBIP responded to the strategic objectives of the City. Seven respondents were of the view that the SDBIP did not respond to strategic objectives owing to the following reasons:

- Targets in the SDBIP did not align with the funding allocated. This resulted in the SDBIP not being implementable.
- Movement of funds (budget adjustment) impacted on the implementation of the SDBIP and the IDP.

### 5.3.2 Alignment of departmental SDBIPs

All departments are required to compile service delivery budget improvement plans to operationalise the IDP. Figure 5.14 below indicates the views of respondents with regard to alignment of departmental SDBIPs.

FIGURE 5.14: ALIGNMENT OF DEPARTMENTAL SDBIPs



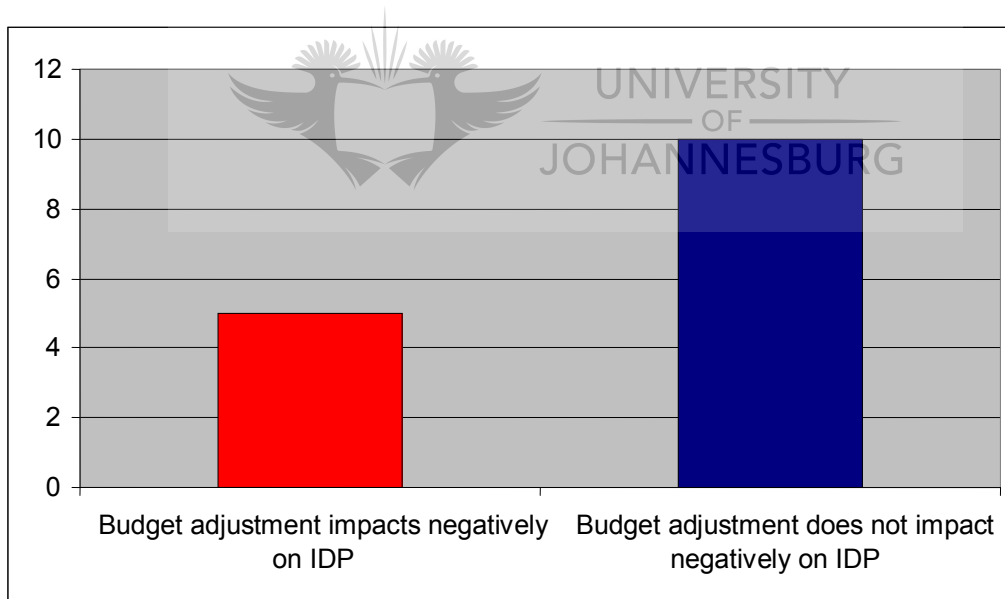
Source: Author derived (2011)

Out of 15 respondents, 12 indicated that departmental SDBIPs were not aligned. The reason that was indicated related to the disjointed delivery of services to the communities.

### 5.3.3 Impact of budget adjustment on the IDP

In terms of section 28 (1) of MFMA, No. 56 of 2003, a municipality may revise an approved annual budget by means of an adjustments budget. Figure 5.15 below shows feedback from respondents with regard to the impact of the budget adjustment process on the IDP.

FIGURE 5.15: IMPACT OF BUDGET ADJUSTMENT ON THE IDP



Source: Author derived (2011)

Out of 15 respondents, 5 were of the opinion that the budget adjustment impacted negatively on the implementation of the IDP. As a result of the reduction of the budget the scope of work was reduced, and the annual targets and community needs

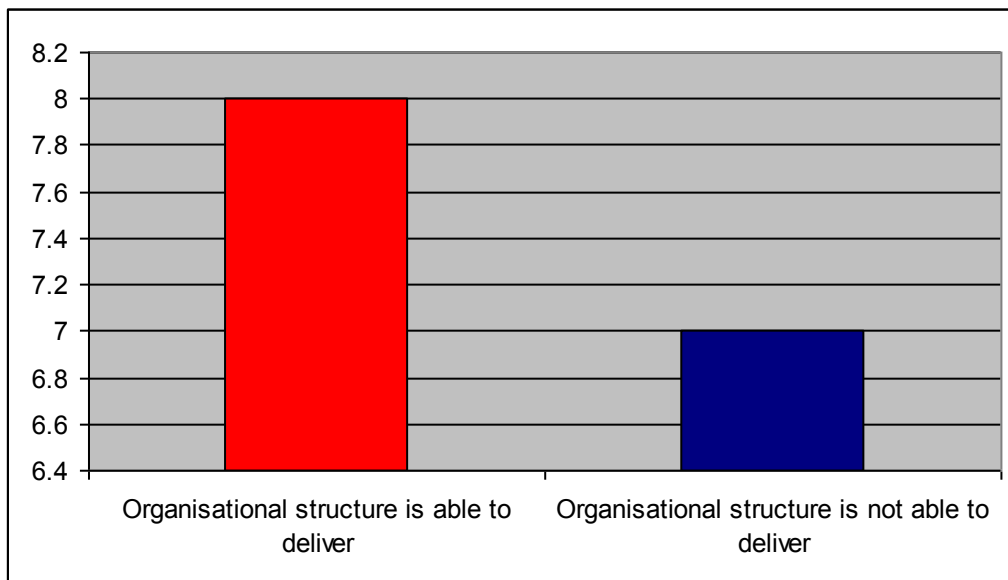
were not fully addressed. It was also pointed out that the budget adjustment was implemented on some projects without having consulted the relevant departments and project managers.

Ten respondents were of the view that the budget adjustment helped with funding by reallocating funds from projects that were not performing well to projects which could be completed before the end of the financial year. The budget adjustment process also benefited projects that needed funding and were ready for implementation.

### 5.3.4 Effectiveness of the organisational structure

Figure 5.16 below presents the views of the respondents with regard to the effectiveness of the approved organisational structure

FIGURE 5.16: EFFECTIVENESS OF THE ORGANISATIONAL STRUCTURE



Source: Author derived (2011)

Out of 15 respondents, 8 indicated that the organisational structure that was approved by Council in 2007 was well conceptualised and would be able to deliver on the strategic objectives if capacitated with skilled employees and adequate budget to implement IDP projects. The Accelerated Service Delivery (ASD) model with five regions was approved by Council in 2007 to bring local government closer to the communities and fast-track service delivery. To date, the structure has not been fully implemented.

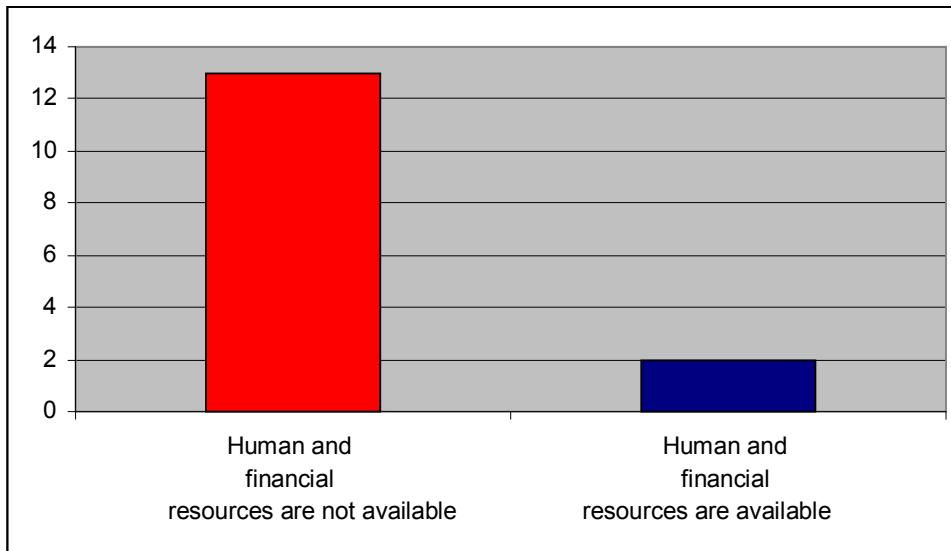
Seven respondents indicated that the existing structure was not effectively delivering on the IDP owing to the following:

- Certain functions are duplicated in some departments;
- The organisational Project Management Office is functioning but it is not providing hand-on support on project management issues to departments, especially to employees who require practical support;
- Owing to the instability it causes, the constant amendment of the structure also affects its implementation.

### **5.3.5 Availability of human and financial resources**

Figure 5.17 below indicates the views of respondents with regard to availability of human and financial resources to affect the implementation of the IDP.

FIGURE 5.17: AVAILABILITY OF HUMAN AND FINANCIAL RESOURCES



Source: Author derived (2011)

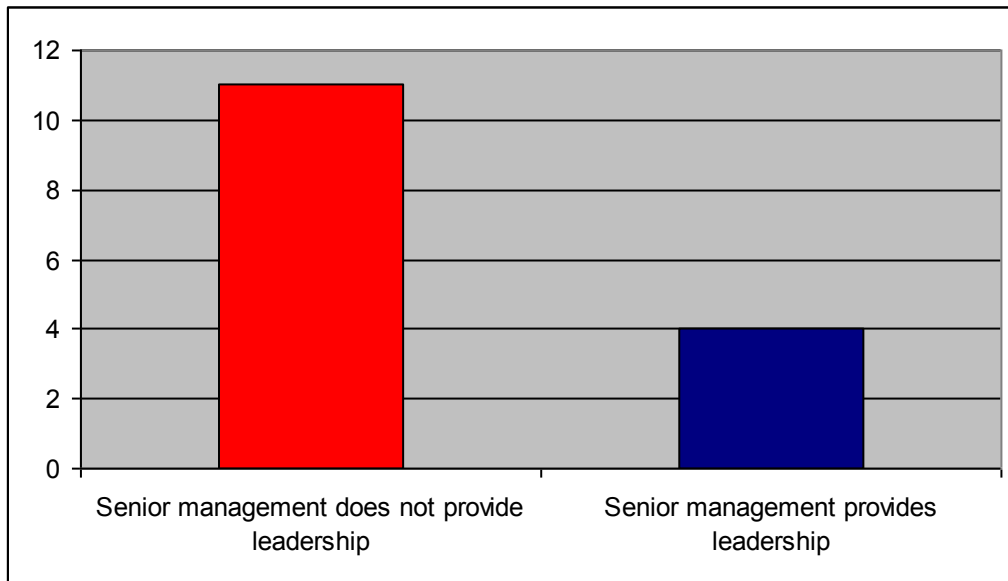
Out of 15 respondents, 13 were of the view that human and financial resources were not available. The City takes time to approve appointment of staff which impacts on the implementation of projects.

Two respondents were satisfied with the existing human and financial resources that were available within the municipality.

### 5.3.6 Leadership in the implementation of the IDP

Figure 5.18 below presents the views of respondents with regard to the existence of strategic leadership supportive of IDP implementation within the City. Figure 3.1 indicates that leadership is required for strategy implementation.

FIGURE 5.18: LEADERSHIP IN THE IMPLEMENTATION OF THE IDP



Source: Author derived (2011)

Out of 15 respondents, 11 were of the view that the City senior management did not provide adequate leadership based on the following reasons:

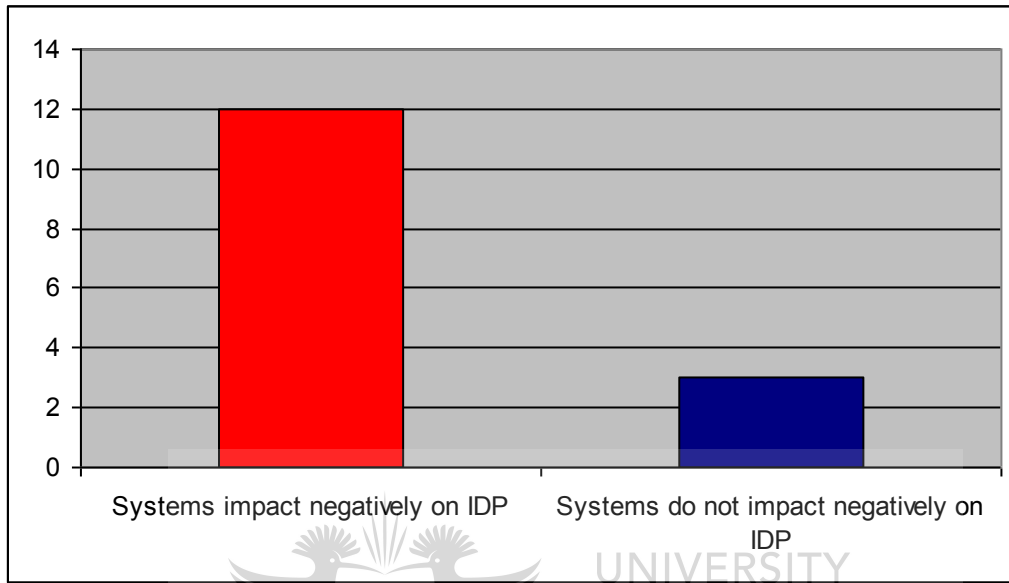
- No system exists to keep track of progress on the performance of the IDP.
- No ownership of projects on the ground.
- No integration of departmental plans.
- Political intervention on the work of Senior Management.
- No continuity on leadership; new manager with new vision.
- No clear monitoring and evaluation of projects by senior management.

### 5.3.7 Impact of policies and systems on the IDP

One of the key steps towards strategy implementation is to ensure that policies and operating procedures facilitate effective success, rather than impede it (Schaap:

2006: 15). Figure 5.19 below presents the views of respondents with regard to the impact of existing policies and systems on the implementation of the IDP.

FIGURE 5.19: IMPACT OF POLICIES AND SYSTEMS ON THE IDP



Source: Author derived (2011)

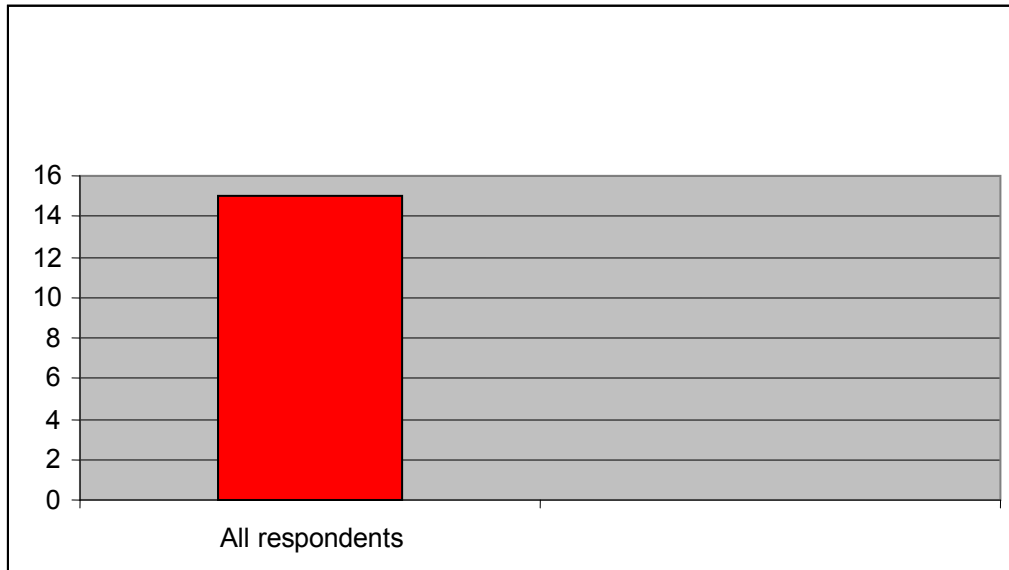
Out of 15 respondents, 12 respondents indicated that supply chain management (SCM) delays the appointment of service providers and consultants. SCM processes are too long, and this has an impact on project implementation. Three respondents were of the view that existing policies and systems supported the implementation of the IDP.

### 5.3.8 Review of the implementation of the IDP

Figure 5.20 shows that all respondents were of the view that the current implementation of the IDP should be reviewed.



FIGURE 5.20: REVIEW OF THE IMPLEMENTATION OF THE IDP



Source: Author derived (2011)



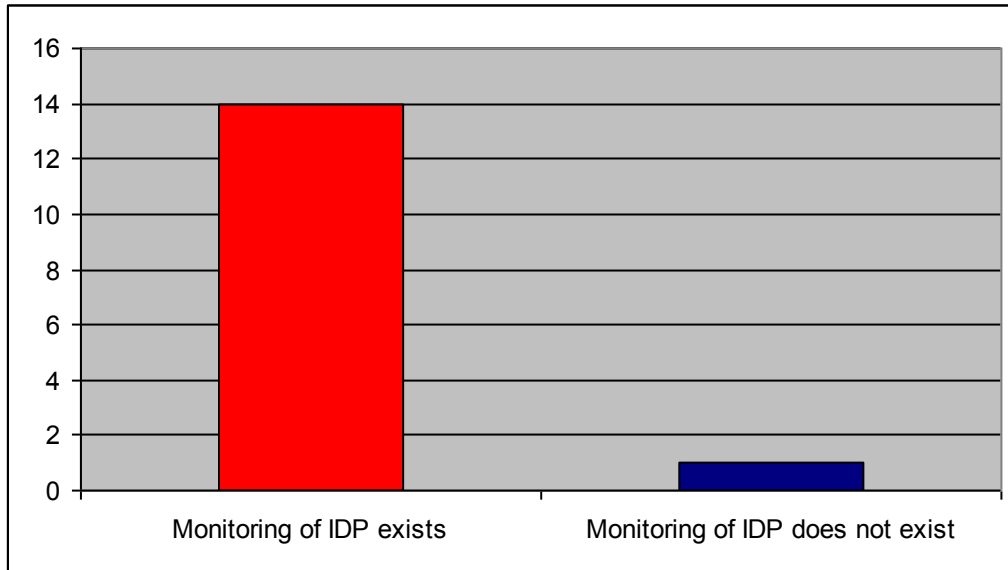
Below are the reasons for the review:

- Promote integration of departmental plans.
- IDP should indicate how needs will be catered for in the next years instead of listing them.
- Improve communication with community on projects to be implemented.
- Current supply-chain management to be fast tracked.

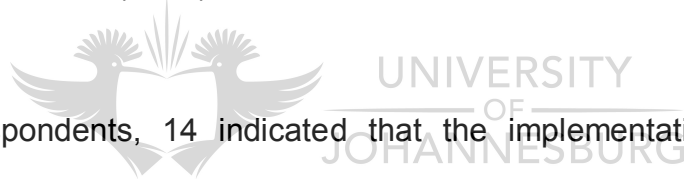
### 5.3.9 Monitoring the implementation of the IDP

Figure 5.21 below indicates the existence of monitoring systems for the implementation of the IDP.

FIGURE 5.21: MONITORING THE IMPLEMENTATION OF THE IDP



Source: Author derived (2011)

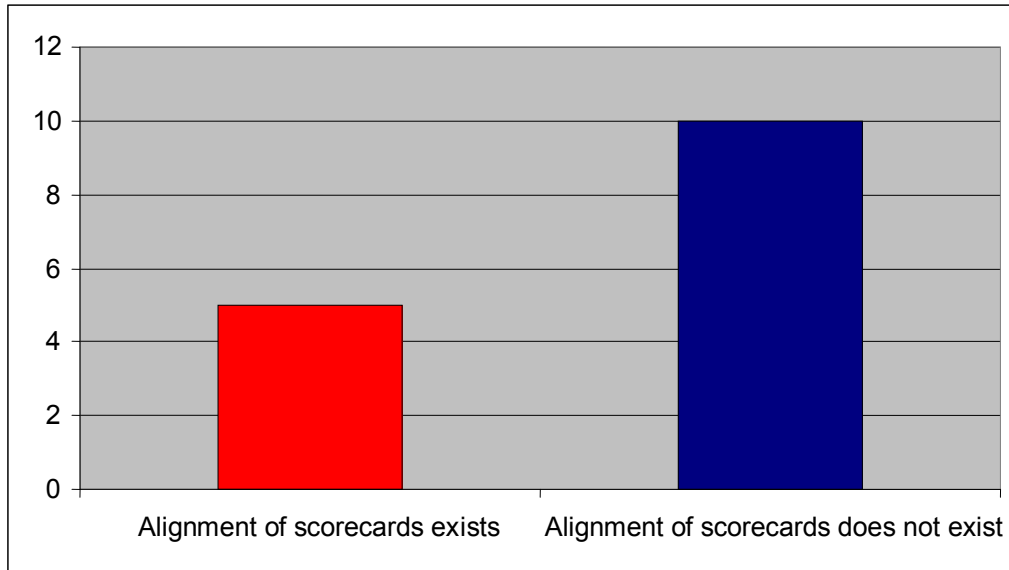


Out of 15 respondents, 14 indicated that the implementation of the IDP was monitored by means of submission of monthly reports by departments. One respondent believed that no monitoring of achievements of the IDP strategic objectives was done.

### 5.3.10 Alignment of scorecards

The City has developed city, corporate, departmental and individual scorecards for monitoring the achievement of the strategic objectives. Figure 5.22 below shows the alignment of the scorecards at different levels.

FIGURE 5.22: ALIGNMENT OF SCORECARDS



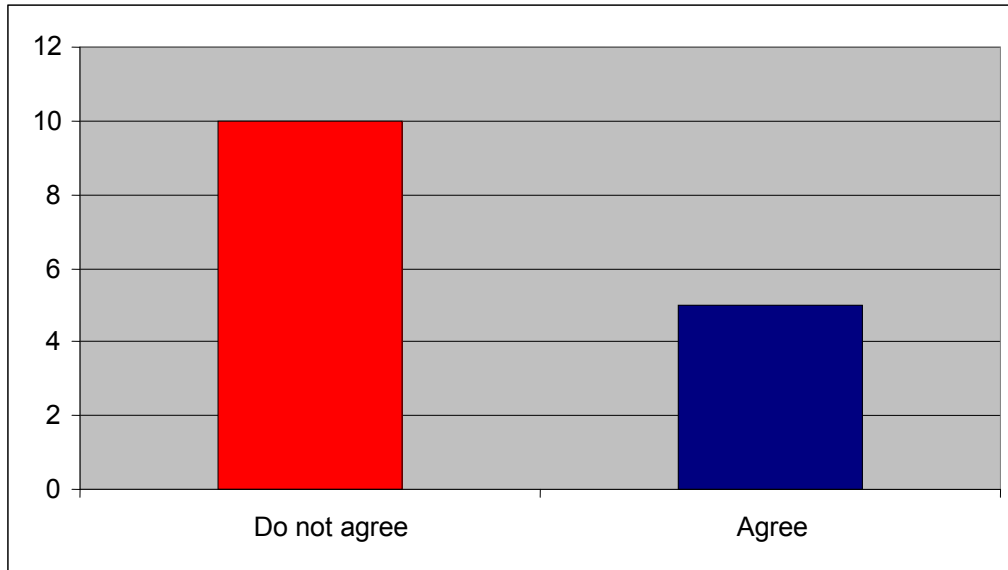
Source: Author derived (2011)

Out of 15 respondents, 10 were of the view that the alignment of city, corporate, departmental and individual scorecards did not exist. At times KPIs were changed in the middle of the financial year.

### 5.3.11 Linking performance with rewards

Figure 5.23 below indicates feedback from respondents with regard to the existence of performance reward systems to reward employees with outstanding performance.

FIGURE 5.23: LINKING PERFORMANCE WITH REWARDS



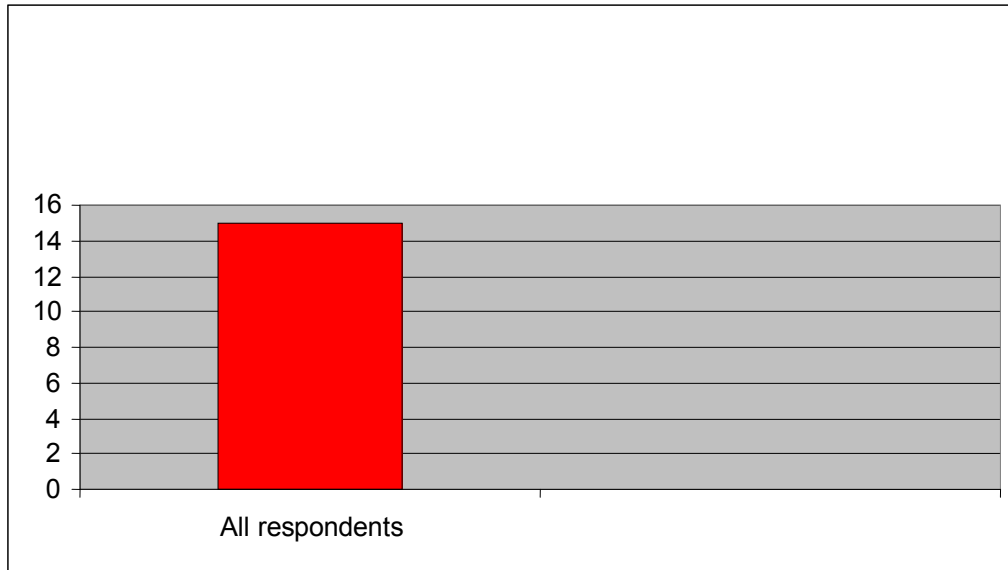
Source: Author derived (2011)

Out of 15 respondents, 10 did not agree that the City had effective reward systems which linked outstanding performance with rewards. The current service-excellence reward system is subjective because employees nominate each other for excellent rewards. Five respondents agreed that the City introduced the service-excellence reward system to reward outstanding performance.

### 5.3.12 Communication of the implementation of the IDP

Figure 5.24 below shows feedback from respondents with regard to communication of the implementation of the IDP. All respondents were of the view that the City did not properly communicate feedback reports such as mid-year and annual reports to the employees and community. The communication of this information may reduce service delivery protest as the community will be informed about the achievements and challenges.

FIGURE 5.24: COMMUNICATION OF THE IMPLEMENTATION OF THE IDP



Source: Author derived (2011)

#### 5.4 CONCLUSION



The findings are presented in a graph with a narrative to explain feedback from respondents. The majority of respondents (9/15) were of the view that there was no cross-departmental planning (Figure 5.1). The respondents showed common understanding of the IDP by employees (Figure 5.2). The majority of respondents (10/15) were involved in the IDP needs-identification process through public participation meetings (Figure 5.3). The majority of respondents (10/15) indicated that the IDP consultation process involved relevant stakeholders through public participation meetings and mayoral imbizos (Figure 5.4). An overwhelming majority of respondents (14/15) agreed that the City had relevant capabilities and competencies to implement the IDP (Figure 5.6). An overwhelming majority of respondents (14/15) indicated that the City was applying project management principles (Figure 5.7). An overwhelming majority of respondents (14/15) were involved in project identification

and conceptualisation (Figure 5.8). An overwhelming majority of respondents (14/15) were involved in the development of the SDBIP within their departments (Figure 5.9). The majority of respondents (10/15) were not aware of the project prioritisation model used by the City to prioritise projects (Figure 5.10). The majority of respondents (11/15) were of the view that the IDP responded to community needs (Figure 5.11). All respondents indicated areas for improvement of the development of the IDP (Figure 5.12).

Out of 15 respondents, 8 were of the view that the SDBIP responded to the strategic objectives of the City (Figure 5.13). The majority of respondents (12/15) indicated that departmental SDBIPs were not aligned (Figure 5.14). Out of 15 respondents, 5 were of the view that the budget adjustment impacted negatively on the implementation of the IDP (Figure 5.15). Out of 15 respondents, 8 indicated that the organisational structure that was approved by Council in 2007 was well conceptualised and would be able to deliver on strategic objectives if capacitated with skilled employees and adequate budget to implement IDP projects (Figure 5.16). The majority of respondents (13/15) were of the view that human and financial resources were not available (Figure 5.17). The majority of respondents (11/15) agreed that the City senior management did not provide adequate leadership in the IDP (Figure 5.18). The majority of respondents (12/15) indicated that supply chain management delays the appointment of service providers (Figure 5.19). All respondents were of the view that the current implementation of the IDP should be reviewed (Figure 5.20). The majority of respondents (14/15) indicated that the implementation of the IDP was monitored by means of submission of monthly reports by departments (figure 5.21). Out of 15 respondents, 10 were of the view that the alignment of city, corporate, departmental and individual scorecards did not exist

(Figure 5.22). Out of 15 respondents, 10 did not agree that the City had effective reward systems which linked outstanding performance with reward (Figure 5.23). All respondents were of the view that the City did not properly communicate feedback reports such as mid-year and annual reports to the employees and community (Figure 5.24).

The study shows that the development and implementation of the City of Tshwane IDP should be reviewed. The following are some of the concerns to be taken into consideration when the City reviews the development and implementation of the IDP:

- Human and financial resources were not available;
- Senior management did not provide adequate leadership;
- Supply chain delays appointment of service providers;
- No effective reward systems.



The literature review on strategy implementation supports the importance of the above areas in successful strategy implementation. According to Jooste, Strydom, Berndt and du Plessis (2008: 403) successful strategy implementation involves the following:

- Developing budgets to ensure that resources are allocated for strategic success;
- Establishing strategy supportive policies and procedures;
- Practicing strategic leadership that is biased towards the effective implementation of strategy;
- Aligning rewards and incentives with the achievement of individual and organisational objectives.

The findings of this study revealed that the City of Tshwane has not achieved the strategic objectives (e.g. the building of clean, healthy, safe and sustainable communities that have access to facilities such as clinics) as set out in the IDP. The next chapter presents the conclusion and recommendations on the findings of this study.



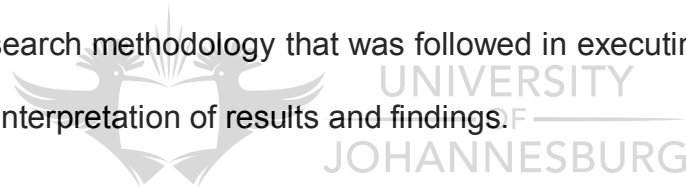


## **CHAPTER 6**

### **6 CONCLUSION AND RECOMMENDATIONS**

#### **6.1 INTRODUCTION**

The primary research objective in this study was to provide tools and techniques to the City of Tshwane to achieve objectives as set out in the IDP. Chapter 1 outlined the background of the study, the primary research objectives, the secondary research objectives and the research methodology. Chapter 2 focused on the literature review undertaken to understand the formulation of an organisational strategy. Chapter 3 provided literature on strategy implementation as well as implementation of the IDP (organisational strategy) in the City of Tshwane. Chapter 4 outlined the research methodology that was followed in executing this study. Chapter 5 provided the interpretation of results and findings.



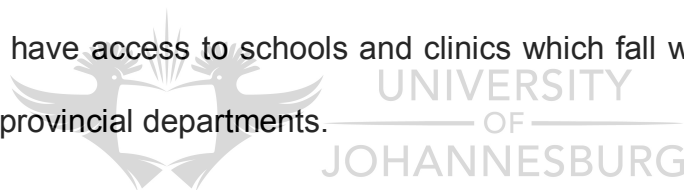
This chapter will focus on the conclusions and recommendations based on the empirical research findings. It will link the primary data with the primary and secondary research objectives. The recommendations proposed in this study provide tools and techniques to assist the City of Tshwane in achieving the objectives as set out in the IDP.

## **6.2 CONCLUSION AND RECOMMENDATIONS IN TERMS OF THE IDP DEVELOPMENT**

### **6.2.1 Cross-departmental planning**

It may be concluded that there is no cross-departmental planning within the City (9 out of 15 respondents were of the view that there was no cross-departmental planning). As a result of silo planning, there is no integration of plans to ensure that plans were provided in an integrated manner.

It may be concluded that the IDP planning process does not include national and provincial government departments. All spheres of government are supposed to be guided by the municipal IDP. For example, new settlements are being established, but they do not have access to schools and clinics which fall within the competency of national and provincial departments.



#### **6.2.1.1 Recommendations**

It is recommended that the City establishes the IDP technical steering committee to ensure that departments (national, provincial and local) align their plans during the IDP planning process.

#### **6.2.2 Common understanding of the IDP**

It may be concluded that all employees have common understanding of the IDP. Employees indicated general aspects relating to the IDP.

### **6.2.2.1 Recommendation**

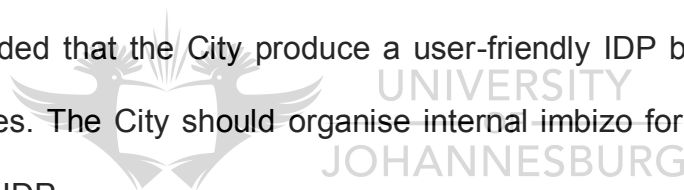
It is recommended that the City should also ensure that there is common understanding of the IDP by employees by producing a user-friendly IDP document or other communication material such as notices and newsletters.

### **6.2.3 Internal participation**

It may be concluded that the City should improve its internal participation regarding the IDP. The findings revealed that the City did not provide information to internal (employees) stakeholders on projects which have been stopped or delayed. It was found that employees did not have any interest in reading the IDP document.

#### **6.2.3.1 Recommendation**

It is recommended that the City produce a user-friendly IDP booklet for employees and communities. The City should organise internal imbizo for employees to inform them about the IDP.



### **6.2.4 External participation**

It may be concluded that the City should improve its external participation regarding the IDP. The findings revealed that the City did not provide information to external stakeholders on projects which have been stopped or delayed.

#### **6.2.4.1 Recommendation**

It is recommended that the City establishes an IDP stakeholder forum to provide regular feedback to communities on projects. It was foreseen that this communication would reduce service delivery protests.

### **6.2.5 Involvement of consultants in the development of the IDP**

It may be concluded that the City relies on consultants to develop the IDP. As a result of this, there is no ownership of the IDP development process by employees.

#### **6.2.5.1 Recommendations**

It is recommended that the City employees are fully involved in the development of the IDP. The IDP office should be well capacitated with skilled staff responsible for development and monitoring the implementation of the IDP.

### **6.2.6 Capabilities and competencies**

It may be concluded that the City has the right capabilities and competencies. However, processes within the municipality are not sufficiently streamlined to ensure that departments respond to strategic objectives in an integrated manner. There is no proper communication between departments, and this hampers the development and implementation of IDP.

#### **6.2.6.1 Recommendation**

It is recommended that the City establish a dedicated IDP Technical Steering Committee to ensure that departments align their plans during the IDP planning processes. This committee will clarify what is expected from various departments in terms of their inputs in the IDP.

### **6.2.7 Application of project management principles**

It may be concluded that the City was applying project management principles through project management offices established within departments. One respondent

is of the view that the City does not apply project management principles because of lack of integration of departmental project plans.

#### **6.2.7.1 Recommendation**

It is therefore recommended that departments should integrate their project plans through the proposed IDP Technical Steering Committee.

#### **6.2.8 Project identification and conceptualisation**

A conclusion may be drawn that employees are involved in project identification and conceptualisation. One respondent who did not participate in project identification and conceptualisation was responsible for coordinating and monitoring the projects that were implemented by line departments.

##### **6.2.8.1 Recommendation**

It is therefore recommended that employees responsible for coordination and monitoring of projects should also be involved in project identification and conceptualisation. This interaction can take place through the proposed IDP Technical Steering Committee.

#### **6.2.9 Development of SDBIP**

It may be concluded that most of the employees are involved in the development of the SDBIP within their departments. One respondent is not involved in the development of the SDBIP.



### **6.2.9.1 Recommendation**

It is therefore recommended that employees who are not directly involved in the development of the IDP should be informed about their departmental SDBIP and how it is linked with the strategic objectives of the City.

### **6.2.10 Implementation of the IDP project prioritisation model**

It may be concluded that employees within the City do not know how the City prioritises projects for the IDP. Employees do not understand why some of the projects submitted for the IDP are not prioritised. It has been pointed out that only the Finance and IDP Office are aware of the model for prioritisation of projects.

#### **6.2.10.1 Recommendations**

It is recommended that the City organise workshops to inform internal and external stakeholders about the model for prioritisation of projects. The model should be placed on the Intranet and internet for accessibility.

### **6.2.11 IDP's response to community needs**

It may be concluded from the interviews with respondents that the City is responding to the needs of the community. However, owing to lack of integration between departments (at national, provincial and local levels), services are being provided in an haphazard manner.

#### **6.2.11.1 Recommendation**

It is recommended that the regions play a critical role in coordinating regional plans. The proposed IDP Technical Steering Committee should be used to enforce integration of plans and alignment with strategic objectives of the City. It is

recommended that an IDP Technical Steering Committee be established in each region.

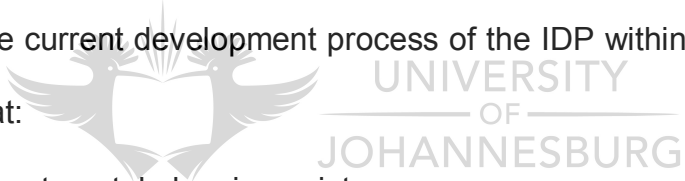
### **6.2.12 Areas for improvement of the IDP development process**

It may be concluded that the City should review the current IDP development process because of disjointed planning by departments.

#### **6.2.12.1 Recommendation**

It is therefore recommended that the IDP process should be reviewed and the proposed IDP Technical Steering Committee should be used to promote integrated planning. Leadership should also give direction in order to improve integration.

In evaluating the current development process of the IDP within the City of Tshwane it is reported that:

- 
- No cross departmental planning exist;
  - Internal (employees) and external stakeholder participation should be improved;
  - There is over-reliance on consultants;
  - The City has the right capabilities and competencies. However, processes are not streamlined to ensure that departments respond to strategic objectives in an integrated manner;
  - Employees are not aware of the project prioritisation model;
  - The IDP responds to community needs at a slow pace due to silo planning and implementation by departments.

From the above, it can be concluded that the current development process of the IDP is not effective and efficient which links back to the problem statement.

## **6.3 CONCLUSION AND RECOMMENDATION IN TERMS OF THE IMPLEMENTATION PROCESS**

### **6.3.1 Alignment of SDBIP and key strategic objectives**

It may be concluded that the SDBIPs responded to the strategic objectives of the City. Out of 15 respondents, 7 were of the view that the SDBIPs did not respond to the strategic objectives due to budget adjustment which impacted negatively on the implementation of the SDBIP and IDP.

#### **6.3.1.1 Recommendation**

It is recommended that the budget adjustment process should be considered carefully and be in line with the approved SDBIP and IDP.

### **6.3.2 Alignment of departmental SDBIPs**

It may be concluded that the departmental SDBIPs are not integrated. As a result of this, there is a disjointed service delivery to communities.

#### **6.3.2.1 Recommendation**

It is recommended that the proposed IDP Technical Steering Committee should be used to facilitate alignment of departmental SDBIPs. The Committee will also monitor the implementation of the IDP.

### **6.3.3 Budget adjustment**

A conclusion may be drawn that the budget adjustment impacted positively on the implementation of the IDP. Out of 15 respondents, 5 were of the view that budget



adjustment impacted negatively on the IDP because they are not informed about movement of funds.

#### **6.3.3.1 Recommendation**

It is therefore recommended that departments are fully involved in the budget adjustment process. This will ensure that departments are well informed about the reasons for movement of funds between projects.

#### **6.3.4 Organisational structure**

A conclusion may be drawn that the current configuration of the structure does not support the strategic agenda (IDP) of the municipality. Respondents are of the view that the Accelerated Service Delivery (ASD) model should be fully implemented with the decentralisation of human and financial resources to bring services closer to the community. The five existing regional offices are not empowered with resources to function effectively.

#### **6.3.4.1 Recommendation**

It is therefore recommended that the IDP process be streamlined into the regions. The region should play a critical role in coordinating the regional IDPs which will be an input into the city-wide IDP to be approved by Council. The city-wide IDP will be a consolidation of the five regional plans.

#### **6.3.5 Human and financial resources**

It may be concluded that the City does not have adequate human and financial resources to affect the implementation of the IDP.

### **6.3.5.1 Recommendation**

It is recommended that the City should allocate budget for vacant positions and fast track the appointment of staff responsible for implementation of the IDP.

### **6.3.6 Leadership**

It may be concluded that the City senior management does not provide proper support to enhance integration during planning and implementation of the IDP. In addition, senior management is not involved in community consultation meetings, monitoring and evaluation of projects to ensure that the City's strategic objectives are addressed through the IDP.

#### **6.3.6.1 Recommendation**

It is recommended that a change of culture be initiated at the senior management level to break the silos that are currently hampering the achievement of strategic objectives. Management is supposed to take responsibility for addressing challenges which impact negatively on the IDP.

### **6.3.7 Policies and Systems**

It may be concluded that the supply chain management processes delay the appointment of service providers or consultants. SCM processes are too long, and this has an impact on project implementation.

#### **6.3.7.1 Recommendations**

It is recommended that the time frames for appointment of service providers should be reviewed.

### **6.3.8 Review of the implementation of the IDP**

It may be concluded that all employees agree that the current implementation of the IDP should be reviewed. Some of the reasons mentioned by employees relate to lack of integration of departmental plans and poor communication with external stakeholder.

#### **6.3.8.1 Recommendation**

It is therefore recommended that the proposed IDP Technical Steering Committee should be used to integrate departmental plans. The IDP stakeholder forum will ensure that communities are well informed about the implementation of the IDP projects.

### **6.3.9 Monitoring system**

It may be concluded that the implementation of the IDP was monitored by means of submission of monthly reports by departments.

#### **6.3.9.1 Recommendation**

It is therefore recommended that all monthly progress reports should be placed on the intranet so that they can be easily accessed by all employees.

### **6.3.10 Alignment of scorecards**

It may be concluded that the alignment of City, corporate and departmental scorecards did not exist. As a result of this, there is a disjointed delivery of services to the communities.

### **6.3.10.1 Recommendation**

It is recommended that the proposed IDP Technical Steering Committee should be used to ensure that scorecards are aligned and respond to strategic objectives of the City. In addition, senior management should take responsibility for ensuring that scorecards are aligned.

### **6.3.11 Reward system**

It may be concluded that the current reward system is not performance oriented. The system is deemed to be biased as employees are asked to nominate one another. This approach is seen to be demoralising to some of the employees, because it is not well conceptualised.

#### **6.3.11.1 Recommendation**

It is recommended that the service excellence awards be reviewed, and be linked with employee scorecards. Only outstanding achievements should be rewarded. All employees should be aware of these criteria.

### **6.3.12 Communication of the implementation of the IDP**

It may be concluded that the City did not communicate feedback reports to the employees and community.

#### **6.3.12.1 Recommendation**

It is recommended that the City should provide feedback on IDP implementation to communities through the proposed IDP stakeholder forum. It is further recommended that the City should produce a user-friendly booklet on IDP implementation reports.

In evaluating the current implementation process of the IDP within the City of Tshwane it is reported that:

- There is disjointed implementation of departmental SDBIPs;
- The current configuration of the structure does not support the strategic agenda (IDP) of the municipality;
- The City should allocate adequate human and financial resources to implement the IDP;
- The City senior management does not provide proper support to enhance the implementation of the IDP;
- Supply chain management process delays the appointment of service providers;
- The City, corporate and departmental scorecards are not aligned;
- The current reward system is not performance oriented;
- The City did not properly communicate feedback reports.



From the above, it can be concluded that the current implementation process should be reviewed. The tools and techniques as presented in the recommendations above will assist the City of Tshwane to achieve its strategies as set out in the IDP.

The researcher used the following approach to limit the impact of the identified limitations:

- Significant information that is relevant to this study may be residing within various line departments and project managers, and as such may not be available to the researcher. The interviews were conducted in the offices of the respondents to allow them to provide significant documents which might add value to the study;

- The lack of understanding the development and implementation of the IDP by city officials. The study targeted managers (senior and middle) who are involved in the development and implementation of the IDP.

#### **6.4 AREAS FOR FURTHER RESEARCH**

This study presents an opportunity for further research to assess the impact of the IDP on the community. The research will determine the level of community satisfaction with regard to the services provided by the City of Tshwane.



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**ANNEXURE A**

**QUESTIONNAIRE**

**PART 1**

**THE IDP DEVELOPMENT PROCESS**

1. What is your understanding of the IDP?

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.....

2. Are you involved in the IDP needs-identification process at the community level?

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.....

3. Do you think the City has got the relevant capabilities and competencies to drive the development of the IDP?

.....  
.....

4. Is the City following the project management methodology approach to plan the IDP? Please explain to substantiate your answer.

.....  
.....

5. Are you involved in the process of project identification and conceptualisation within your department? If no, please state the reasons for your response.

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.....

6. Are you participating in the development of the Service Delivery Budget Implementation Plan within your department?

.....  
.....

7. Do you understand the project prioritisation approach/model followed by City of Tshwane?

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8. Is any-cross departmental planning being undertaken by departments as part of the IDP planning process?

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9. Does the prioritisation of projects respond to community needs?

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10. Do you think the City of Tshwane? IDP planning process is inclusive of the community or stakeholders. Please elaborate on your response?

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.....

11. Are you involved in the formulation of the IDP?

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12. Do you think City of Tshwane's employees take ownership of the IDP formulation process from start until completion, or is driven largely by consultants or few employees?

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.....

13. Any ideas on how the City can improve the development of the IDP?

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**PART 2**

**INTEGRATED DEVELOPMENT PLAN IMPLEMENTATION**

1. Do you think departmental SDBIPs respond to the strategic objectives?

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2. Are departmental SDBIPs integrated to promote efficiency in service delivery?

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.....

3. Do you think the budget adjustment process impacts negatively on project implementation? If yes, please explain.

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4. Do you think the current organisation structure is able to deliver on the strategic objectives?

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.....

5. Do you think the City provides adequate resources (budget and human) to departments to implement the IDP?

.....  
.....

6. In your opinion, does the management of the City provide proper and continuous leadership towards the implementation of the IDP?

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.....

7. Which other factors (policies and systems) delay or impact negatively on the implementation of the IDP?

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8. Do you think the municipality has set up proper systems to promote the integrated implementation of projects?

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9. Do you think the municipality should review the current implementation process of the IDP? If yes, please substantiate your answer.

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10. Does the City follow a project management approach to implement the IDP?



.....  
.....

11. Does the City have a proper monitoring system for implementation of the IDP?

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.....

12. Do you think the scorecards at the city, corporate, departmental and individual levels are interlinked and respond to the City's strategic objectives (IDP)?

.....  
.....

13. Do you understand how the City undertakes the budget adjustment process (project reprioritisation)?

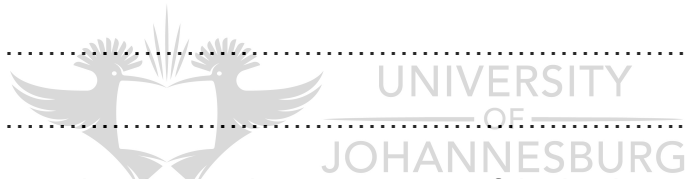
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14. Do you think the City responds to the needs of the community/customers as identified during the IDP consultation process?

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15. Is the City of Tshwane linking individual performance with rewards and incentives to energise employees?

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16. Does the City undertake regular assessment of the implementation of the IDP objectives and does it provide feedback to employees on their performance?

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## ANNEXURE B

### CITY OF TSHWANE DETAILED IDP PROCESS PLAN

No	Milestone	Explanation of milestone
1.	Approved IDP process plan and budget-time schedule (output), <b>Step 1 on Figure 2.3.</b>	
1.1	Identify stakeholder issues/Concerns	Identify lessons from the previous process and obtain information on the needs of stakeholders such as the councillors and the Executive Mayor (EM).
1.2	Participate in work sessions to discuss contents of process plan and budget-time schedule	All internal stakeholders participate in discussions to agree on responsibilities in the process. Business Planning, Monitoring & Evaluation (BPME) should coordinate this.
1.3.(a)	Draft IDP process plan	Process plan submitted to internal stakeholders for comment.
1.3 (b)	Draft budget-time schedule plan	Draft timelines submitted to internal stakeholders for comment
1.4	Integrate budget time schedule and finalise process plan for submission to City Manager.	The IDP timelines and budget-time schedule are integrated and submitted for sign-off to the City Manager (CM), before submission to various decision-making committees.
1.5	Finance Portfolio Committee approves process plan and budget-time schedule.	The Portfolio Committee considers the integrated process plan and budget time schedule. The Chief Financial Officer and Service Delivery



		Coordinator are present to answer questions.
1.6	Audit Committee considers process plan and budget time schedule.	Audit Committee considers the report and recommends to MAYCO.
1.7	MAYCO approves process plan and budget-time schedule.	MAYCO considers the integrated process plan and the budget-time schedule. The Chief Financial Officer, City Manager and the Service Delivery Coordinator are present to answer questions.
1.8	Council approves process plan and budget time schedule.	Council considers the integrated process plan and budget time schedule as presented by the EM.
2	Strategic status quo analysis (output=A status quo report to assist in planning processes) <b>Step 2 on Figure 2.3</b>	
2.1	Define the framework for status quo analysis.	The purpose is to define the key drivers and outputs of the analysis. It is important to understand what could influence and enable our planning and service delivery in City of Tshwane.
2.2	Provide information on what research resource partners such as UNISA etc are currently providing.	The purpose is to ensure that there is no duplication of efforts, and to identify gaps in completing the status quo assessment.
2.3	Complete status quo assessment.	The status quo assessment is completed to inform and guide planning processes in the communities, as well as strategic planning at organisational level.

3	Community Planning (Output= Zonal and regional plans) <b>Step 2 on Figure 2.3</b>	
3.1	Review data-capture tools and planning processes with stakeholders.	BPME engages with stakeholders to discuss and agree on the community planning processes.
3.2	Provide input to planning processes.	Internal stakeholders provide inputs to the planning processes. Departments to provide feedback on all historical needs that have been addressed to date.
3.3	Provision of planning information for zonal workshops.	Planning information is provided to speakers office, governance and to the regions, in preparation for zonal planning meetings.
3.4	Arrange logistics for zonal community planning workshops.	Ward councillors and other stakeholders are invited to workshops for each of the zones.
3.5	Briefing sessions with ward committees in zones.	Ward committees are briefed per zone about the planning workshops.
3.6	Facilitate zonal planning in each region.	Planning workshops are conducted in zones for each region. Priority programmes are identified for each zone and region. City Planning and regions assist with prioritising between regions, with the stakeholders. Strategies for funding the priorities are determined.
4	Strategic Planning (output= strategic plan for the city with priority programmes) <b>Step 3 on Figure 2.3</b>	
4.1	Preparatory briefings – top Management.	To provide information, remind top management and prepare for

		organisational strategic planning.
4.2	Strategic planning – top Management.	Top management plans and identifies priorities. Key inputs to this process are the zonal plans emerging from the regions, as well as the strategic status quo analysis. The output of this process will provide guidance to departments on what to plan for, as well as give support to the political leadership. It is important for us to identify key performance areas and indicators. It is important also that the means to resource the priorities are determined.
4.3	Strategic planning – Mayoral Committee.	The mayoral committee considers the inputs from top management and plans – it confirms priorities for each region that must be resourced – and how the resources will be obtained.
5	Departmental Planning (Output= Departmental Service Delivery and Budget Implementation Plans and project plans) <b>Step 4 on Figure 2.3</b>	
5.1	Disseminate corporate planning information and guidelines to departments.	Departments receive corporate strategic plans, corporate priority programmes, projects per region and resource information. Programmes and projects are then planned as required in regions and zones, and the SDBIP is completed.
5.2	Departmental plans.	Service-delivery and budget-implementation plans are produced

		per department as per guidelines provided. Departments are coached to produce the plans.
5.3	Analysis of plans.	Plans submitted are assessed against all requirements both technical and strategic.
5.4	Report to top management for decisions.	This report should answer questions about which priorities have not yet been addressed, where resource challenges still appear, what will unfold in the regions and at what pace etc.
5.5	Report to MAYCO for decisions	MAYCO should indicate which gaps are acceptable, confirm the programmes of the City, and indicate what still should be resourced and how.
6	Finalise the draft pre-consultation MTREF and IDP (outputs= Draft budget and IDP 2010/11) <b>Step 5 on Figure 2.3</b>	
6.1	Capturing of Personnel Cost Plan (PCP).	Departments capture the budgets for personnel.
6.2	Capturing of capital and operational budget.	Departmental capturing of detail operational and capital budget proposals, including secondary cost planning, for year three (2012/13) only.
6.3	Municipal Entity Draft Budget Submissions.	Municipal entities submit their draft budgets for the 2010/11 Medium Term Review Expenditure Framework (MTREF) 2010/11 –

		2012/13.
6.4	Review of Long-term financial strategy (LTFS).	Long-term financial strategy preview (restructuring grant agreement requirements)/including high-level budget allocations for the two outer years.
6.5	Strategic unit/ Departmental budget hearings.	Budget hearings are held with departments and strategic units. Members of Mayoral Committee (MMCs) and Strategic Executive Directors (SEDs) are required to sign off high-level budget proposals aligned with budget guidelines for 2010/11.  BPME monitors proceedings from planning perspective against decisions on priorities taken by top management and MAYCO.
6.6	Consolidation of proposed draft 2010/11 pre-consultation MTREF and IDP.	All components are finalised. The final capital budget and financial plan are made available for incorporation into the IDP for finalisation in this period.
6.7	Portfolio Committee: Finance considers and discusses draft pre-community consultation MTREF and IDP.	Portfolio Committee discusses draft IDP and MTREF 2010/11 for community consultation.
6.8	MAYCO considers draft pre-consultation IDP and MTREF.	MAYCO approves the draft IDP and MTREF 2010/11 for community consultation.

6.9	Council considers draft pre-community consultation IDP and MTREF.	Council approves the draft IDP and MTREF 2010/11 for community consultation.
7	Finalise adjustments budget and SDBIP 2009/10 ,	
7.1	Departmental adjustments budget and adjusted SDBIP submissions for the current year (2009/10).	Departments make submission to Finance and BPME regarding adjustments to the budget, and the SDBIP.
7.2	MAYCO consider adjusted budget and SDBIP.	MAYCO recommends the adjusted SDBIP and budget for Council approval.
7.3	Council considers adjusted budget and SDBIP (2009/10).	Council considers the adjusted budget and SDBIP for approval. Because the adjusted budget may have implications for the IDP being impacted, it is important that the adjusted SDBIP be approved by Council.
7.4	Stakeholders receive copies of approved adjustment budget and SDBIP.	Submit copies of 2009/10 adjustment budget and SDBIP to National Treasury and Department of Local Government.
8	Consult community on Draft IDP and MTREF 2010/11, <b>Step 7 on Figure 2.3</b>	
8.1	Identify and confirm venues for community consultation for zones in each region.	Speaker's office identifies venues for consultation per zone in each region, and informs BPME and CFO. The venues must be confirmed.
8.2	Include information on venues for consultation in report on IDP and MTREF.	Information on venues for consultation is included in the reports on the draft IDP and MTREF.

8.3	Publication of community consultation venues.	<p>The Speaker's Office publicises venues for consultation in communities and arranges logistics to ensure that consultation goes smoothly.</p> <p>Marketing and communications places adverts in the newspapers BPME and Finance confirms content of adverts beforehand.</p>
8.4	Print copies of the IDP and MTREF for community consultation.	Copies of the IDP and MTREF, including summaries are printed for distribution to communities after Council members have pronounced themselves on the documents.
8.5	Distribute documents for community consultation.	Documents are distributed to zonal meetings (office of speaker) and customer-care centres and libraries. (BPME).
8.6	Submit copy of the draft IDP to MEC for local government.	The Member of Executive Council (MEC) for local government in province should be provided with a copy of the draft IDP, in order to comment on the document.
8.7	Consult communities in zones.	Communities are given feedback regarding the draft IDP and the MTREF. It is important that meetings take place with the stakeholders who were part of the planning in zones and regions.
8.8	Meeting with National Treasury.	National Treasury and other

		government departments are provided an opportunity to provide feedback on the Draft IDP and MTREF.
8.	Closing date for written comments.	Last written comments on the MTREF and IDP are received by this date. Comments received by other internal role players such as the Office of the Speaker and governance must also be provided to the finance and planning offices by this date.
9.	Submit Final Draft IDP and MTREF for decision making, <b>Step 8 on Figure 2.3</b>	
9.1	Update and amend IDP and MTREF.	This will be dependent on the feedback received from communities and decisions taken by the political leadership. This should then be sent for language checking and editing.
9.2	Edit IDP.	It is important to quality check the document before it is finally submitted for approval.
9.3	Portfolio Committee: Finance recommends 2010/11 MTREF and IDP.	
9.4	Mayoral Committee considers and recommends 2010/11 IDP MTREF	
9.5	State of City Address and Budget Speech.	The Executive Mayor presents her integrated State of City Address and Budget Speech.
9.6	Special Council: Debate & approval of the 2010/11 – 2012/13 MTREF.	



9.7	Inform the public of the approval of The IDP and MTREF.	Adverts should be placed in the newspapers informing the public of the approval of the IDP and MTREF for 2010/11 The contents for the advertisements should be signed off by Finance and BPME.
9.8	Print (Glossy copies) of the IDP and MTREF reports.	The full approved version of the MTREF and IDP are printed.
9.9	Development and printing of community-friendly versions of the IDP and MTREF (including translation into 4 different languages).	Development starts beforehand and printing takes place together with the approved IDP and MTREF.
9.10	Distribution of the IDP (including user friendly versions) to customer care centres, libraries and other stakeholders Ward Committees IDP and MTREF to National Treasury IDP to Provincial Government.	Documents must be distributed to all regions, so that communities can access the document.
9.11	Communication of the approved reports onto the Tshwane web-site.	The approved IDP and MTREF must be loaded onto the Tshwane web-site.
10	Finalisation of the SDBIP (output= draft SDBIP). <b>Step 9 on Figure 2.3</b>	
10.1	Update SDBIP.	Departments make final amendments to SDBIP if there are changes to the IDP and MTREF.
10.2	Mayor considers draft SDBIP.	The Executive Mayor considers the draft SDBIP for approval.
10.3	Council informed about SDBIP.	Council considers the EM approved SDBIP.