SERVICE DELIVERY CHALLENGES: KING SABATA DALINDYEBO LOCAL MUNICIPALITY: MTHATHA

By

Melvin Sandile Gwayi

A Treatise Submitted in Partial Fulfilment of the Requirements for the Degree of Master's in Public Administration at the Nelson Mandela Metropolitan University (NMMU)

December 2010

Supervisor: Prof. Kishore Raga

Table of Contents

	Page
Acknowledgement	i
Dedication	ii
Declaration	iii
CHAPTER ONE: INTRODUCTION AND BACKGROUND	1
1.1. Introduction	1
1.2. Delineation of the study	4
1.3. Statement of the problem	5
1.4. Research objectives	7
1.5. Research questions	7
1.6. Literature study	8
1.6.1. Background of IDP and budget	8
1.6.2. Challenges which are assumed to be causes of the poor service delivery	10
1.6.2.1.Councillor interference in administration	10
1.6.2.2. Inadequate public participation	10
1.6.2.3. Inadequate of budget with the IDP	12
1.6.2.4. Lack of political and administrative leadership	12
1.6.2.5. Infrastructure backlog with particular regard to roads, electricity, water and sanitation	14
1.6.2.6. Skills shortages	14
1.7. Constitutional prescriptions on functions to be performed by municipalities	15
1.7.1. Service delivery	15
1.7.2. Governance	15
1.7.3. Democracy	15
1.7.4. Theory of public participation	16
1.8. Research methodology	18
1.8.1. Research design	22
1.8.2. Sample population	23

1.8.3. Data collection methods 25
1.8.4. Data analysis methods 25
1.9. Ethical considerations 26
1.9.1. Recording of own data 26
1.9.2. Dissemination of research results 26
1.10. Structure of treatise 27
1.11. Conclusion 28

CHAPTER TWO: THEORETICAL FRAMEWORK FOR IMPROVING SERVICE DELIVERY IN KING SABATA DALINDYEBO LOCAL MUNICIPALITY 29

2.1. Introduction 29
2.2. Concept: IDP 30
2.3. Legal Framework for municipal strategic planning: an IDP perspective 34
2.3.1. Legal Framework: IDP 34
2.4. Integrated Development Plan in King Sabata Dalindyebo Local Municipality 38
2.4.1. IDP and committees 40
2.5. Theories of strategic management 41
2.5.1. Formulation of the KSDLM's strategy 43
2.5.2. Implementation strategy 46
2.5.2.1. Identify the customer 49
2.5.2.2. Establish the customer's needs and priorities 49
2.5.2.3. Establish the current service baseline 49
2.5.2.4. Identify the 'improvement gap' 49
2.5.2.5. Set service standards 50
2.5.2.6. Gear up for delivery 50
2.5.2.7. Announce service standards 50
2.5.2.8. Monitor delivery against standards, and publish results 50
2.6. IDP as strategic planning 51
2.7. Communication strategy 52
2.8. Organisational leadership 55
2.9. Monitoring performance and evaluating deviations 56
2.10. Conclusion 58

CHAPTER THREE: RESEARCH METHODOLOGY 60

3.1. Introduction 60

3.2. Research methodology 60

3.3. Research design 61

3.4. Sample population 61

3.5. Data collection method 62

3.5.1. Questionnaire 62

3.6. Data analysis methods 64

3.7. Conclusions 64

CHAPTER FOUR: STATEMENT OF FINDINGS, ANALYSIS OF DATA AND DISCUSSIONS 65

4.1. Introduction 65

4.1.1. Frequencies of respondents 65

4.1.1.1. The gender distribution of senior management and councillors of the mayoral committee of King Sabata Dalinduebo Local Municipality (KSDLM) 66

4.1.1.2. Age distribution of senior management and councillors of the mayoral committee KSDLM 67

4.1.1.3. Years of service at the King Sabata Dalindyebo Local Municipality 68

4.1.1.4. Highest educational qualification 69

4.1.1.4.1. If other qualification in (4) above, please specify 70

4.1.1.5. State your annual income 71

4.1.1.6. The Integrated Development plan (IDP) of the King Sabata Dalindyebo Local Municipality has been compiled in terms of the Local Government: Municipal Systems Act 32 of 2000 to enable improved service delivery to communities 72

4.1.1.7. KSDLM uses IDP as a service delivery tool on which the annual budgets must be based 73

4.1.1.8. Do you think that challenges exist in the delivery of services in KSDLM? 74

4.1.1.8.1. If yes, please list what you would consider to be the main challenges faced by the KSDLM 76

4.1.1.9. The Municipal Infrastructure Grant (MIG) has proved to be adequate in financing budgeted expenditure for which it was

made available 78

4.1.1.10. KSDLM understands the national government policies on the delivery of services 79

4.1.1.11. Community participation has always been considered central in the development of IDP 80

4.1.1.12. The IDP of the KSDLM of 2007/2008 takes into account national and provincial development plans 81

4.1.1.13. The KSD communities understand the constraints faced by the KSDLM relating to service delivery 82

4.1.1.14. Key Performance Indicators (KPIs) have been used as a yard stick for measuring priorities and objectives set out in IDP 83

4.1.1.15. KSDLM council is fully conversant with the role of component structures (infrastructure and community services) in relation to service delivery 84

4.1.1.16. KSDLM has full capacity (individual and institutional) to meet the challenges to deliver municipal services 85

4.1.1.17. A fair assessment of KSDLM's output since its inception will indicate success based on a high standard of supervision 86

4.1.1.18. Has KSD LM established an advisory committee to advise the council on any matter within the council's competence? 87

4.1.1.19. Bearing in mind the questions asked above and your response to them, can you conclude that the municipality has proved to have the capacity to implement its service delivery strategy to improve service delivery 89

4.1.1.19.1. Comment on the service delivery strategy 90

4.2. Conclusion 92

CHAPTER FIVE: CONCLUSIONS AND RECOMMENDATIONS 93

5.1. Introduction 93

5.2. Conclusions 93

5.3. Recommendations 100

5.3.1. Recommendations on challenges in the delivery of services in KSDLM 100

5.3.2. Understanding of the Municipal Infrastructure Grant (MIG) 101

5.3.3. Understanding of the national government policies on delivery of Services 101

5.3.4. Community participation in the development of IDP 101

5.3.5. The IDP of KSDLM of 2007/ 2008 takes into account national and provincial development plans 101

5.3.6. KPIs have been used as a yardstick for measuring priorities and objectives set out in the IDP 102

5.3.7. KSDLM is fully conversant with the role of component structures (infrastructure and community services) in relation to service delivery 102

5.3.8. KSDLM has full capacity (individual and institutional) to meet the challenges to deliver municipal services 103

5.3.9. A fair assessment of KSDLM's output since its inception will indicate success based on a high standard of supervision 103

5.3.10. Has the KSDLM established an advisory committee to advise the council on any matters within the council's competency? 104

5.3.11. Bearing in mind the above questions and your respond to them, can you conclude that the municipality proved to have the capacity to implement its service delivery strategy to improve service delivery? 104

5.4. Final conclusions 105

Bibliography 106

Annexures:

Questionnaire

Questionnaire cover

Letter requesting permission to conduct research

Letter of admission to conduct research

Letter from the Language Practitioner

Acknowledgement

The successful completion of this study was not possible without the assistance, support, advice, encouragement and participation of many people. I wish to express my indebtedness and grateful thanks to the following:

My supervisor, Professor K. Raga of the Department of Political and Government Studies at Nelson Mandela Metropolitan University, for his scholarly and inspiring supervision throughout this research study.

Dr. M.S. Binza who started to supervise me in this treatise

Professor R.S. Masango, head of the Department of Political and Government Studies, Nelson Mandela Metropolitan University for his encouragement and moral support throughout the duration of this treatise.

Mr. John Nasila, a Statistician at Walter Sisulu University who assisted in the analysis of data.

Mr. H.M.M. Ntshobanne and Mr. N.Mantanga for their inputs and moral support.

The officials and councillors of the King Sabata Dalindyebo Local Municipality for their openness in expressing their opinions and experiences in support of this research.

Lastly, my cousin Mr.T. Madlakane who provided me with accommodation throughout my entire studies.

Dedication

This treatise is dedicated to my family, Ayanda Gwayi, wife and my two children, Sibabalwe and Sibusisiwe for their support during my entire studies

Declaration

I, Melvin Sandile Gwayi with student number 205049427, hereby declare that the treatise for my qualification is my own work and that it has not previously been submitted for assessment to another University or for another Qualification.

Signature:_____

Date: _____

Abbreviations

CBP	Community-based planning
CFO	Chief Financial Officer
DHLGTA	Department of Housing Local Government and Traditional Affairs
DPLG	Department of Provincial and Local Government
IDP	Integrated Development Plan
KSDLM	King Sabata Dalindyebo Local Municipality
MEC	Member of the Executive Council
MFMA	Local Government: Municipal Finance Management Act, 56 of 2003
MIG	Municipal Infrastructure Grant
MM	Municipal Manager
MSA, 117	Local Government: Municipal Structures Act, 117 of 1998
MSA, 32	Local Government: Municipal Systems Act, 32 of 2000
NMMU	Nelson Mandela Metropolitan University
RDP	Reconstruction and Development Programme
SDBIP	Service Delivery and Budget Implementation Plan
SPSS	Statistical Package for Social Sciences
WPTPS	White Paper on Transforming Public Service

CHAPTER ONE

INTRODUCTION AND BACKGROUND

1.1. Introduction

The advent of democracy in South Africa on April 27 1994 culminated in the adoption of the Constitution of the Republic of South Africa, 1996. The Constitution provides for the establishment of local spheres of government, consisting of municipalities, for the whole of the territory of the Republic of South Africa. The municipalities were established in 2000 in terms of the Local Government: Municipal Structures Act 117 of 1998 in the form of categories A, B and C (Republic of South Africa, 1996).

Section 151 (3) of the Constitution of the Republic of South Africa Act, 1996 provides that the municipality has the right to govern on its own initiative the local government affairs of the community subject to national and provincial legislations.
In addition to the right to govern of the municipality as provided for in the Constitution, the South African developmental municipalities are required to perform the following functions in terms of Section 152 (1) of the Constitution of the Republic of South Africa Act, 1996, *viz:*

- To govern in a democratic manner;
- To ensure the provision of basic services;
- To promote social and economic development;
- To promote a safe and healthy environment; and
- To encourage community participation in local government.

Delivering on these mandates invariably has financial implications.
Whether it is the extension of infrastructure for basic services or the promotion of economic development, municipalities require financial resources to perform constitutional functions.

Reddy, Sing and Moodley (2003:54) state that for local government to perform a developmental role in addressing inequalities and backlogs in social and economic infrastructures, financial resources, innovative and transformative management and leadership are required. Reddy, Sing and Moodley (2003:61) write that national and provincial spheres of government assist municipalities in performing constitutional functions by providing financial and human resources in the form of “trouble shooters” to municipalities that are performing poorly. Municipal finances are approved in the form of budgets and grants are provided to enable municipalities to develop, implement, monitor and evaluate their strategic programmes for effective service delivery.

This study investigates the challenges faced by the King Sabata Dalindyebo Local Municipality (KSDLM) in delivering on the Constitutional mandate, which is to ensure the provision of basic services to communities as per Section 152 (1) of the Constitution of the Republic of South Africa Act, 1996. The town is rank with refuse, and there are potholes, non-functioning street lights, continuous water cuts and power outages.

The KSDLM established an ambitious Integrated Development Plan (IDP) in 2000 to address the priorities of residents in the municipal area. This shows that it complied with Chapter 5, Section 23 to 37 of the Local Government: Municipal Systems Act 32 of 2000, which requires municipalities to adopt an IDP. The IDP is a service delivery strategy which must reflect:

- the municipal council’s vision for the long-term development of the municipality with special emphasis on its critical development and transformation needs; and
- the council’s development strategies and objectives which must be aligned with national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation (Local Government: Municipal Systems Act 32 of 2000).

In terms of Section 35 (1) of the Local Government: Municipal Systems Act 32 of 2000, an IDP must be developed and adopted by the municipality to serve as its principal strategic planning instrument, which guides and informs all planning and development and all decisions with regard to planning management and development in the municipality.

The challenge for the KSDLM is not about the development of the IDP, but the poor service delivery as a result of the non-implementation of the IDP. This is evident because of the poor state of the roads, water leakages in the streets and the lack of attendance to consumer complaints. The study will attempt to identify whether the problem lies with the incompetence of employees to implement the IDP.
The establishment of local spheres of government emanated as a results of Acts which must be adhered to and complied with, *viz:*

- Local Government: Municipal Structures Act 117 of 1998;
- Municipal Finance Management Act 56 of 2003; and
- Local Government: Municipal Systems Act 32 of 2000.

The study will also attempt to show whether some of the challenges result from non-adherence or non-compliance to the above-mentioned Acts.

The KSDLM encompasses Mthatha and Mqanduli districts. Its population is estimated at 430 000 inhabitants in the municipal area, the majority of whom reside in rural settlements (KSDLM-IDP Review 2006/2007-2010:1). The study will address the assumption that poor service delivery is as a result of the inclusion of Mqanduli district and the rural population which has expanded the scope of the council. Before the local democratic government elections, the council of Umtata city concentrated its services only in the urban and semi urban areas.
The study will provide recommendations from its findings on how to implement an IDP. The management of the KSDLM will be informed of possible training initiatives of personnel in various areas of operations to ensure effective and efficient service delivery.

After the 2006 Local Government elections, it was noticed that the state of the town of Mthatha changed from bad to worse, with water running through streets due to a poor drainage system, lack of street lights in urban and semi urban areas, non-repair of traffic lights, and poor conditions of roads in need of reconstruction.

The study will focus on the Mayoral Committee and Section 57 Managers, since the latter are the decision-makers of the KSDLM. Self-administered questionnaires will be used to collect the data. The situation of the King Sabata Dalindyebo Local Municipality is explained below under delineation of the study.

1.2. Delineation of the study

The KSDLM is made up of the Mthatha and Mqanduli districts. There are 32 wards in the municipality, of which 10 are situated in urban and semi urban areas and 22 are in rural areas. KSDLM is one of the seven local municipalities within the OR Tambo District Municipality in the Eastern Cape Province. It measures approximately 3019 km^2 in extent. The Municipal Council and administration of the KSDLM are based in Mthatha (KSDM-IDP Review 2006/2007-2010:1).

The KSDLM is a category B municipality with an Executive Mayor, and it has eight Section 57 managers excluding the Municipal Manager. The town of Mthatha is a regional centre and a tourism gateway. Mqanduli district is a subsidiary node, with other development nodes and areas along the coast, the N2 and the mountain region to the north (KSDM-IDP Review 2006/2007-2010:1).

The study will investigate the challenges faced by the KSDLM on delivering the Constitutional mandate which is, specifically, to ensure the provision of basic services to communities as per Section 152 (1) of the Constitution of the Republic of South Africa, 1996. The reason for undertaking this study is discussed under the statement of the problem.

1.3. Statement of the problem

Since 2005, the KSDLM has experienced challenges in implementing its IDP and improving service delivery. The poor implementation of the IDP and backlogs in service delivery imply that the municipality has not realised the local government objectives as stipulated in Section 152 of the Constitution of the Republic of South Africa, 1996.

Section 106 (1) of the Municipal Systems Act 32 of 2000, states that "if the Member of the Executive Council (MEC) has reasons to believe that a municipality in the province cannot or does not fulfill a statutory obligation binding on that municipality or that administration, fraud, corruption or any other services and malpractice occurred or is occurring in a municipality in the province, the MEC must:

- by written notice to the municipality, request the municipal council or municipal manager to provide the MEC with information required in the notice;
- if the MEC considers it necessary, designate a person or persons to investigate the matter (DHLGTA-Report KSD Investigation, January 2007)."

In this regard, a new Municipal Manager (MM) was deployed by the MEC for the Department of Housing, Local Government and Traditional Affairs (DHLGTA) from February 1 2007 to July 31 2007. The task was to turn around the municipality from poor or non-delivery of various municipal services to a sustainable livelihood of the local inhabitants.

Mthatha residents complained relentlessly about the stench of rotting refuse, which posed a danger of becoming a major health hazard for the entire town (Daily Dispatch, 2006:2). The Mthatha Business Chamber felt embarrassed and ashamed to bring potential investors to the town because of uncollected refuse and the state of the streets (Daily Dispatch, 2006:2). The Daily Dispatch of October 28 2006 concurs that "the municipality's refuse removal system was at the point of breaking down" (Daily Dispatch, 2006:2).

According to the Report by the former MEC for DHLGTA (2007), the KSDLM was non-compliant with a number of its statutory and executive obligations, including with the Local Government: Municipal Finance Management Act (MFMA), 56 of 2003, which requires municipalities to adhere to budget processes in terms of Section 21 of the MFMA.

In addition, Section 106 (1) of the Local Government: Municipal Systems Act 32 of 2000 was invoked twice within a period of two and half years, which resulted in the appointment of a team to investigate allegations of poor performance and non-delivery of basic municipal services against KSDLM (*Report on the Investigation into Disputes between the Municipal Council and Section 57 Managers at the King Sabata Dalindyebo (KSD) Municipality, 2007)*.

It was also established that the municipality had failed to implement its IDP and did not establish a committee to advise the council on matters within its competence, as required by Section 17 (4) of the Municipal Systems Act 32 of 2000. It can also be deduced that KSDLM did not focus on institutional performance, which is guided by the IDP. This means that the council of KSDLM continues to approve the IDP on an annual basis and paradoxically ignores it. Consequently, the municipality had no relevant operational strategies to implement the IDP, other infrastructure and technological policies to guide the continuous improvement of service delivery.

Residents, the Mthatha Business Chamber, Labour Unions operating at KSDLM and the Association for the Clergy under the banner of the KSD Residents' Forum marched on July 31 2007 to the KSDLM offices in a bid to remove the council. The message conveyed in their petition addressed to the MEC for the DHLGTA explicitly called for the appointment of an administrator to run the affairs of the Municipality.

It would appear that most of the problems are as a result of poor planning, ineffective implementation and monitoring systems probably due to a lack of proper policies to

ensure sustainable delivery of infrastructure and services. Furthermore, financial resources are needed to pay for either operations or maintenance (DPLG Guidelines on Sustainable Municipal Infrastructure Provision and Service Delivery, 2007:8). The aims of the study and four research objectives intended to be achieved are discussed below.

1.4. Research objectives

This study aims to achieve the following four research objectives:

- To investigate the challenges that led to the KSDLM experiencing poor municipal service delivery, and its constraints to effective implementation of the IDP.
- To develop and propose effective strategies for the continuous improvement of service delivery and good governance in KSDLM with specific reference to the town of Mthatha.
- To reveal counterproductive variances between legislation and governance instruments crafted by the municipality which may, as a result of misinterpretation, result in distortions in carrying out the Constitutional mandate.
- To work towards achieving conclusive findings to assist political office-bearers at national and provincial sphere to formulate legislation to promote the local government's effectiveness and efficiency.

  The questions are given below.

1.5. Research questions

Research questions were formulated as follows:

- To what extent is the KSDLM achieving the local government objectives as provided for in Section 152 (b) which states that a municipality must "ensure the provision of basic services" (Republic of South Africa, 1996)?
- How can the KSDLM improve its response rate to meet the socio-economic needs and demands of the people?

The relationship between the IDP of the KSDLM and the delivery of services is discussed below.

1.6. Literature study

Literature study offers the foundation on which the research is based. The background of IDP and the budget are discussed blow.

1.6.1. Background of IDP and budget

The concept of IDP was legislated into municipal law when the Local Government Transition Act 203 of 1993 as amended by Act 97 of 1996 which required metropolitan councils to have an IDP and permitted district councils to formulate and implement an IDP for a local council, a rural council or a representative council (Craythorne, 2003:149).

Craythorne (2003:149) defines IDP as a plan aimed at the integrated development and management of the area of jurisdiction of the municipality concerned in terms of its powers and duties, and which has been compiled with regard to the general principles contained in Chapter 1 of the Development Facilitation Act 67 of 1995.

The Local Government: Municipal Systems Act 32 of 2000 replaces what was defined in the Local Government Transitional Act in its entirety and now specifies all aspects of the IDP. The Minister for Provincial and Local Government has formulated regulations with regard to certain aspects of the IDP namely: substantive, procedural and legal effect. Substantive in this context means the substance or content of the IDP (Craythorne, 2003:150).

IDP is viewed in the White Paper on Local Government, 1998 as one of the most important methods for achieving greater co-ordination and integration.
According to Craythorne (2003:150), the Constitution of the Republic of South Africa,

1996 implies that a municipality must practice Integrated Development Planning in that it requires a municipality to structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community.

Since 2000, KSDLM complied with the requirements of the Local Government: Municipal Systems Act 32 of 2000 and the Constitution by adopting an IDP, which was reviewed in 2006/2007-2010, but made no changes to service delivery.

Section 215 of the Constitution of the Republic of South Africa, 1996 requires municipalities to have budgets which must have processes promoting transparency, accountability and the effective financial management of the economy, debt and the public sector (Craythorne, 2006:254). Craythorne (2006:254) further states that a municipality may, except where authorised by the MEC, incur expenditure only in terms of the amounts appropriated for the different votes in an approved budget.

The council of a municipality must for each financial year approve an annual budget for the municipality before the start of the financial year. The mayor of the municipality must table the annual budget at a council meeting at least 90 days before the start of the budget year which is July 1of each year. An annual budget must generally be divided into capital and an operating budget in accordance with international best practice, as may be prescribed. It must set out realistic anticipated revenue for the budget year from each revenue source (Craythorne, 2006:254).

The proposed research is based on the assumption that the KSDLM is confronted by problems and challenges in the provision of sustainable services to the communities as stated in its IDP Review (2006/ 2007-2010). It is critical that the manner in which the IDP is implemented be considered so that the challenges which are assumed to be the barriers to improved service delivery can be investigated. This view emanates from the belief that if the IDP, which is the service delivery strategy of the municipality, has been properly implemented, these challenges would not have been experienced or could

have been overcome.

The challenges which are assumed to be the cause of the poor delivery of services in KSDLM are discussed below.

1.6.2. Challenges which are assumed to be causes of the poor service delivery

1.6.2.1. Councillor interference in administration

It has been reported by DHLGTA (June 2007) that the Speaker and the Portfolio Councillor for Public Safety convened a meeting with the company which had won the bid for collection of parking meter money.

According to the report, the meeting agreed that the company would no longer have to pay the required money over to the municipality. The company would only pay their employees a basic salary and not work on a commission. The decision changed the agreement entered into between the municipality (Supply Chain Management) and the company. Interference by councillors in the affairs of administration shows that the council did not comply with section 117 of the Local Government: Municipal Finance Management Act 56 of 2003, which bars councillors from serving on municipal tender committees.

This is a contravention of Section 118 of the Local Government: Municipal Finance Management Act 56 of 2003, which states that no person may interfere with the supply chain management system of a municipality or municipal entity; and amend or temper with tenders, quotations, contracts or bids after their submission.

1.6.2.2. Inadequate public participation

The poor rendering of services implies that the municipality is limited in creating a conducive environment for public participation as required by Section 152 (1) (a) and (e) of the Constitution of the Republic of South Africa, 1996, which states that the

municipality must “govern in a democratic manner and encourage community to participate in local government”. Section 16 (1) of the Local Government: Municipal Systems Act 32 of 2000 supports the above constitutional requirement by providing that a municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance. For this purpose a municipality must encourage and create conditions for the local community to participate in the affairs of the municipality, which include:

- “The preparation, implementation and review of its IDP;
- The establishment, implementation and review of its performance management system;
- The monitoring and review of its performance including outcomes and impact of such performance;
- Preparation of its budget; and
- Strategic decisions relating to the provisions of municipal services”.

The Report of the DHLGTA (2007) confirmed that the KSDLM failed to establish mechanisms, processes and procedures providing for community participation in the affairs of the municipality as required by Section 17 of the Local Government: Municipal Systems Act 32 of 2000. According to the report, community participation only occurred during the compilation of the budget and the IDP.

According to Craythorne (2003:264), community participation must be focused if it is to succeed, and it must take place through political structures, such as sub-councils and ward committees. Li (2006) states that it is the responsibility of the municipality to ensure that the existing community participation structures are utilised effectively and sustained to ensure continuity in the practice of good practice and participatory governance.

1.6.2.3. Inadequate alignment of budget with the IDP

The Report of the DHLGTA (2007) with regard to KSDLM states that the budget was inadequately aligned with the IDP. This has a negative impact on service delivery because IDP is a strategic plan and the budget should be linked to the strategic plan for the purpose of operations.

The above was a contravention of Section 21 (1) (a) of the Local Government: Municipal Finance Management Act 56 of 2003, which states that the mayor of a municipality must co-ordinate the processes for preparing the annual budget and for reviewing the municipality's integrated development plan and budget-related policies to ensure that the tabled budget and any revisions of the IDP and budget-related policies are mutually consistent and credible.

Reddy, Sing and Moodley (2003:72-74) write that the IDP should be incorporated into the budget to efficiently achieve the municipal objectives. Kumar and Moodley (2003:72-74) further state that councillors and officials must be fully aware of the IDP, strategies, action plans and objectives of the council so that they can fulfil their roles in the IDP.

1.6.2.4. Lack of political and administrative leadership

The lack of political and administrative leadership can lead to poor rendering of community services (DHLGTA-Report KSD Investigation, 2007:18). Disputes between politicians and administrators can arise due to lack of visionary leadership as decisions are seldom made.

The lack of political and administrative leadership has created a culture of litigation in the KSDLM (DHLGTA-Report KSD Investigation, 2007:18). When one feels aggrieved one takes the matter to court because of a lack of confidence in the leadership. Cases in point are contained in the KSDLM's Audit Committee Reports, which formed part of the council meeting agenda for August 8 2008. The report reveals the amount of

litigation expenses in excess of R104 277 by officials against the municipality. A further amount in excess of R413 000 was incurred by the municipality in settlement of litigation expenses by various inhabitants and businesses. Undoubtedly, this expenditure could have been put to better use by providing the much-needed services to the local communities.

The Report by the DHLGTA (2007) revealed that poor leadership in the KSDLM resulted in the withdrawal of a candidate recommended for the post of Chief Financial Officer (CFO) because of threats that the candidate must not take the position. As a result of that threat the municipality operated without a CFO for a number of years.

The position of a CFO in the municipality is key because of its role, which is to:

- Administer the budget and treasury office;
- Advise the Accounting Officer on the exercise of powers and duties assigned to the Accounting Officer in terms of the Local Government: Municipal Finance Management Act 56 of 2003;
- Assist the Accounting Officer in the administration of the municipality's bank account and in the preparation and implementation of the municipality's budget;
- Advise senior managers and other senior officials in the exercise of powers and duties assigned to them in terms of Section 78 or delegated to them in terms of Section 79; and
- Perform such budgeting, accounting, analysis, financial reporting, cash management, debt management, supply chain management, financial management, review and other duties as may in terms of Section 79 be delegated by the Accounting Officer to the CFO.

The above challenge which hindered the financial viability of the municipality, led to the declaration of the municipality being an ineffective and inefficient body.

According to Judge, Stoker and Wolman (1995:97), leadership challenges arise when difficulties surface. The called-for leader is seen as someone with vision, someone with a plan of action, and perhaps someone with the ability to summon people with

extraordinary effort. When people face increasing difficulties and call for leadership, they are seeking a means to interrupt the movement towards greater crisis, which can happen only when the leadership is capable of playing a leadership role.

1.6.2.5. Infrastructure backlog with particular regard to roads, electricity, water and sanitation

KSDLM is faced with the challenge of infrastructure backlog. This is a serious problem because the municipality as a service authority would, in order to deliver services, require adequate infrastructure to meet the requirements as set out in Section 73 (2) of the Local Government: Municipal Systems Act 32 of 2000.

In broad terms, municipal infrastructure is defined as the capital works required to provide municipal services. It includes all the activities necessary to ensure that the works are delivered effectively, such as feasibility studies, project planning and capacity building to establish sound operational arrangements for the works (DPLG Guidelines, 2007:3).

The Guidelines on Sustainable Municipal Infrastructure Provision and Service Delivery of 2007 states that the capital costs of providing municipal infrastructure include the cost of providing new infrastructure and rehabilitating the existing one which has reached the end of its design life.

1.6.2.6. Skills shortages

The KSDLM is experiencing a shortage of skills, particularly in the engineering field. The infrastructure backlog could be the result of shortages in engineering skills needed in infrastructure maintenance and operations.

According to the Guidelines on Sustainable Municipal Infrastructure Provision and Service Delivery (2007:7-8), all municipalities must at all times have an operations and

maintenance plan. This ensures the maintenance of the infrastructure assets to achieve their expected useful life.

Maintenance plans can be categorised as:

- Periodic / routine - necessary checks to ensure reliability;
- Predictive - when failure is predicted; and
- Preventative - continuous checks to ensure functionality.

1.7. Constitutional prescriptions on functions to be performed by municipalities

The relevant terms related to the functions to be performed by South African developmental municipalities as required by the Constitution of the Republic of South Africa, 1996 are defined and described below:

1.7.1. Service delivery

Service delivery is defined as the provision of public activities, benefits or satisfactions. Services relate to the provision of tangible goods and to intangible services themselves (Venter *et al.*, 2007:148).

1.7.2. Governance

Venter *et al*. (2007:159) write that governance, as distinct from government, is a relatively new concept which emerged as an important policy idea during the 1990s. According to Venter *et al.* (2007:159), the concept of governance flows from the recognition that power exists both inside and outside the formal structures of government, and the interrelationship among government, the private sector and civil society is a critical factor affecting the performance of cities, regions and countries.

1.7.3. Democracy

The essential meaning of democracy is derived from the Greek words ‘demos’ and ‘kratos’. ‘Demos’ means ‘common people’ and ‘kratos’ means ‘rule’. Thus democracy

means the rule of common people (Venter *et al*., 2007:25). Democracy is about inclusiveness, representation and participation. Democracy provides a framework within which basic human rights, individual freedom and equality can prosper. At grassroots level, democracy entails the allocation and distribution of public goods according to the preferences and needs of the people (Venter *et al*., 2007:25)

Venter *et al*. (2007:25) further states that democracy can materialise at the municipal level if the citizens are given some role in the processes of the municipality. Dahl (1989: 88-89) in Venter *et al.* (2007:25) maintains that the fundamental goal of a democratic system is citizen satisfaction. A central element within a democracy is the empowerment of ordinary citizens so that they can, through the ballot, replace their representatives if they are dissatisfied with their performance (Venter *et al*., 2007:25).

1.7.4. Theory of public participation

Public participation, in its most noble form in terms of democracy, is a proactive means to governance assuming that the process is not entirely predefined in the interest of a particular but rather a holistic learning process. The challenge of public participation in governance is that communities must be knowledgeable of political and public processes. If not, the political elite must foster a culture of participation in governance with the understanding that direct and indirect benefits can be derived for improved and expansive service delivery (Draai and Taylor, 2009:113).

According to Draai and Taylor (2009:113), public participation in essence is a political process that essentially should not be underpinned by party political rhetoric. The aim should be to establish communication links among, *inter alia*, ward committees, public officials and communities that allow for relationship building to facilitate insight into the need for development as well as the monitoring and evaluation of projects (Draai and Taylor, 2009:114).

In supporting Draai and Taylor, Masango (2009:124) states that public participation is an indispensable component of democracy, as indicated through the principles of democracy. Masango (2009:124) further states that effective public participation is an imperative for sustainable democracy and effective service delivery.

Ranney (1975:307) has identified popular sovereignty, political equality, popular consultation and majority rule as the principles of democracy. Janda, Berry and Goldman (1989:40) have identified universal participation, political equality, majority rule and government responsiveness to public opinion as the principles of democracy (Masango, 2009:124).

Van Donk *et al.* (2008:145) state that "in terms of deeper forms of participation there have been attempts to promote community-based planning (CBP) as an empowering form of planning at ward level that promotes community action, linked with discretionary funds for wards to implement community action".

It is mandatory that a municipality must develop a culture of community participation as evident in Chapter 4 of the Local Government: Municipal Systems Act 32of 2000. Section 16 (1) of the Local Government: Municipal Systems Act 32 of 2000 states that a municipality must develop a culture of municipal governance that compliments formal representative government with a system of participatory governance.
The purpose is to:

- Encourage and create conditions for the local community to participate in the affairs of the municipality;
- Contribute to building the capacity of the local community, councillors and staff to foster community participation; and
- Use its resources, and annually allocate funds in its budget which may be appropriate for the implementation.

1.8. Research methodology

Research methodology focuses on the research process and the kind of tools and procedures to be used. It focuses on the individual steps in the research process and the most objective procedures to be employed (Babbie and Mouton, 2001:75).
In supporting Babbie and Mouton, Henning, Van Rensburg and Smit (2004:36) state that research methodology refers to the coherent group of methods that complement one another and that have the “goodness of fit” to deliver data and findings that will reflect the research question and suit the research purpose.

According to Welman, Kruger and Mitchell (2005:2), research methodology considers and explains the logic behind the research methods and techniques. It has a much wider scope than research methods. A methodology shows how research questions are articulated with questions asked in the field. Its effect is a claim about significance (Clough and Nutbrown, 2007: 32).

Kaplan (1973:93) states that the aim of methodology is to describe and analyse methods, throwing light on their limitations and resources, clarifying their suppositions and consequences and relating their potentialities to the twilight zone at the frontiers of knowledge. It is to venture generalisations from the success of particular techniques, suggesting new applications, and to unfold the specific bearings of logical and metaphysical principles on concrete problems, suggesting new formulations (Clough and Nutbrown, 2007: 32).

According to Rao (2005:6), research methodology is the way to solve research problems systematically. Rao (2005:6) also states that research methodology has many dimensions and research methods are one among them. When talking of research methodology, the concern is not only with research methods but also with the logic behind the methods. When talking of research methodology the following questions should be answered:

- Why is the research study undertaken?

- What is the definition of the research problem?
- How and why has the hypothesis been formulated?
- What data should be collected?
- What are the methods useful for collection of data?
- What are the techniques of analysis of data?
- How to confirm the hypothesis?
- How to evaluate the study? (Rao, 2005:6-7).

Leedy (1997:9) writes that the core concept underlying all research is its methodology. It is important to follow the research procedures with an intimate understanding that research methodology directs the whole endeavour where critical decisions are made and where organising, planning and directing the whole project take place.

The methodology controls the study, dictates the acquisition of data, contrives an approach so that the meanings that lie below the surface of those data become manifest, and finally issues a conclusion or series of conclusions that lead to an expansion of knowledge. Research methodology has two primary functions; viz:

- To control and dictate the acquisition of data;
- To corral the data after acquisition and extract meaningfulness from them (Leedy, 1997:9).

Qualitative and quantitative research methodologies are used in a research project. Leedy (1997:155) defines qualitative research as a broad term that encompasses a variety of approaches to interpretive research. It can be historical, sociological, political and educational (Leedy, 1997:155). In supporting Leedy, Maree (2007:51) writes that qualitative research as a research methodology is concerned with understanding the processes and the social and cultural contexts which underlie various behavioural patterns and is mostly concerned with exploring the “why” questions of research.

According to Maree (2007:51), qualitative research typically studies people or systems by interacting with and observing the participants in their natural environment and focusing on their meaning and interpretations. Maree (2007:51) further states that the emphasis is on the quality and depth of information and not on scope or breadth of information provided as in quantitative research.

Fink (2007:10) writes that qualitative methods involve investigating participants' opinions, behaviours and experiences from their point of view and using logical induction. Fink (2007:174) further states that qualitative data are collected from open-ended questions, observations and reviews. The data may be summarised into individual narratives, or the content of the data may be analysed to find common thoughts among the answers produced by groups of individuals (Fink, 2007:174).

According to Fink (2007:10), quantitative methods as against qualitative methods rely on mathematical and statistical models. Most evaluation research relies on quantitative methods to answer research questions and test hypothesis.

In quantitative research methodology, it is essential to explain in simple terms the statistical procedures that will be carried out to investigate the research questions. It is also important to determine the level at which statistical significance will be determined (the 1% or the 5% level), and to calculate and assess the meaning of effective sizes which will be determined to ascertain significance (Maree, 2007:39).

Rao (2005:4-5) defines a quantitative methodology as an approach which involves formulation of data in quantitative form which can be subjected to rigorous quantitative analysis. According to Rao (2005:4-5), quantitative approach can be subdivided into:

- Inferential approach which is to formulate a database from which to infer characteristics or relations of populations;
- Experimental approach which is characterised by much greater control over the research environment; and

- Simulation approach which involves the construction of an artificial environment from which the relevant information and data can be generated.

With regard to qualitative methodology, Rao (2005:5) writes that it is an approach which is concerned with the assessment qualitative aspect such as the opinions, attitudes and behaviours. The results from this approach may be either qualitative in form or in qualitative analysis. According to Rao (2005:5), social and behavioural sciences mainly deal with qualitative research and issues subjective in nature, which are not measurable.

Although these research methodologies differ in how they gain knowledge and the research questions they address, they can both be applied to study the same research problem (Maree, 2007:259).

In this research project quantitative methodology will be used because preset response choices will be used to produce results that can be quantified or enumerated (Fink, 2007:175).

This study will follow the quantitative approach and the data will be analysed by a registered statistician to produce statistical charts.

Quantitative research methods were originally developed in the natural sciences to study natural phenomena. Quantitative research focuses on the analysis of information so as to generate quantifiable results. To attain this goal, quantitative research is about using statistical techniques to generate and analyse quantitative data (Mwanje and Gotu, 2001:1-2).

In a quantitative study, key points of different personal, professional and organisational attitudes that appear to have implications for the motivation and experiences of participants in the programme are identified (David and Sutton, 2004:57). According to David and Sutton (2004:257), the analysis of quantitative data is also known as social statistics and is accompanied by a range of statistical and analytical terminology. The

analysis process involves the researcher gaining an understanding of the data collected and exploring causal links between different elements of data.

1.8.1. Research design

Research design is the plan and structure of investigation conceived so as to obtain answers to research questions (Saville, 2008:118). Kerlinger and Lee (2000:449) in Saville (2008:118) state that the plan is the overall scheme or programme of the research. It includes an outline of what the investigator will do from writing the hypothesis and the operational implications to the final analysis of data.

According to Babbie and Mouton (2001:74), a research design is a plan or structured framework of how the researcher intends to conduct the research process in order to solve the research problem. It focuses on the logic of research, and the kind of evidence required to address the research question adequately. Research designs can be classified according to whether they are empirical or non-empirical. Empirical designs that involve empirical data can also be further classified according to the type of data: numerical or textual data (Babbie and Mouton, 2001:74-75). Empirical designs can be further distinguished into primary and secondary data analysis studies (Babbie and Mouton, 2001:104).

Leedy (1997:93) writes that research design is the planning and visualisation of data and the problems associated with the employment of those data in the entire research project. Kweit and Kweit (1981:357) in Leedy (1997:93) define research design as the strategy, plan and structure of conducting a research project. It is further stated that research design is not related to any particular method of collecting data or any particular type of data. In principle, research design can use any type of data collection method and can use either quantitative or qualitative data. Research design refers to the structure of an enquiry. It is a logical matter rather than a logistical one (Leedy, 1997:93).

The research tool that will be used in this study is the structured questionnaire; self-administered questionnaires designed in the form of a Likert scale. The questionnaire contains the response categories “strongly agree”, “agree”, “disagree”, “neutral” and “strongly disagree” (Babbie and Mouton, 2001:153).

Advantages of structured questionnaires:

- They are cost-effective when compared with face-to-face interviews;
- They are easy to analyse. Data entry and tabulation for most surveys can be easily done with many computer software packages;
- They are familiar to most people;
- They reduce bias. There is uniform question presentation and no middleman bias; and
- They are less intrusive than telephone or face-to-face surveys (Fox and Bayat, 2007:88).

The research design to be employed in this study is the empirical design. It will be exploratory and descriptive in nature. According to Babbie and Mouton (2001:80), exploratory studies are appropriate for more persistent phenomenon, and descriptive studies are appropriate for describing situations and events. In this study the research design will attempt to explore and describe the extent of effectiveness of the strategy employed by the KSDLM in the delivery of services to the communities.

1.8.2. Sample population

The researcher will choose purposive sampling due to the nature of the study which is about the situation of the town, Mthatha which one can see and observe. Purposive sampling is defined as the sampling appropriate when the researcher knows the population, its elements and the nature of the research aims. It is based on the researcher’s judgement and the purpose of the study (Babbie and Mouton, 2001:166).

Joubert and Ehrlich (1997:101) state that purposive sampling is acceptable if the

researcher wishes to form a focus group for discussion or do in-depth interviews on a topic. According to Joubert and Ehrlich (1997:101), purposive sampling allows for selection of key or typical individuals from the spectrum in which the researcher is interested.

In supporting Joubert and Ehrlich, Denscombe (2003:15) writes that purposive sampling is applied to situations where the researcher already knows something about the specific people or events. In that case, the researcher deliberately selects particular ones because they are seen as instances that are likely to produce the most valuable data. Denscombe (2003:15) further states that the people are selected with a specific purpose in mind, and that purpose reflects the particular qualities of the people or events chosen and their relevance to the topic of the investigation.

The advantage of purposive sampling is that it allows the researcher to home in on people or events for which there are good reasons to believe they will be critical for the research. The researcher can concentrate on instances which will display a wide variety, possibly even a focus on extreme cases to illuminate the research question at hand. In this sense it might not only be economical but also informative in a way that conventional sampling cannot be (Denscombe, 2003:16).

The target population consists of a purposive sample of political office bearers of the KSDLM who constitute the council of the municipality or councillors, the Municipal Manager and senior managers employed under Section 57 of the Local Government: Municipal Systems Act 32 of 2000 and other managers working in various directorates under the Section 57 managers.

The council consists of eight councillors of the mayoral committee and eight Section 57 managers who are the heads of directorates and a Municipal Manager who is also a Section 57 manager. Seventeen questionnaires will be delivered to this target population. The researcher believes that the councillors of the mayoral committee are the core councillors of the municipal council who take the final decisions of the council.

The Municipal Manager and other Section 57 managers who are the heads of the directorates are municipal officials who are responsible for the formulation and implementation of policies. The study is focused specifically in the town of Mthatha.

1.8.3. Data collection methods

The data collection method used in this study is a self-administered questionnaire. A self-administered questionnaire is only appropriate when the population under study is adequately literate. The respondents will be asked to complete the questionnaires themselves (Babbie and Mouton, 2001:258).

The advantages of a self-administered questionnaire are:
There is no inter-interviewer variation;
They can be anonymous; and
They are generally less costly and time-consuming (Joubert and Ehrlich, 1997:108).

Questionnaires will be hand-delivered and collected from the respondents by the researcher in order to improve completion rate and reduce costs.

1.8.4. Data analysis methods

Secondary data will be used in the analysis of data because it forms part of the municipality's own data archives. The services of a statistician from Walter Sisulu University will be used to analyse data received from the respondents, using the Statistical Package for Social Sciences (SPSS). The SPSS software package is a codebook for organising data and its template supplies a preliminary visual picture of the researcher's overall investigation and the process followed in analysing data (Fox and Bayat, 2007:105).

In supporting Fox and Bayat, Mwanje and Gotu (2001:15) state that the SPSS is a software which is good for importing data collected by a questionnaire technique. When using the SPSS, a data file is created and imported into selected software for analysis.

Mwanje and Gotu (2001:15) further state that SPSS develops frequencies, means, modes and medians for all the relevant variables on the questionnaire.

Statistical charts will be used to display statistical information because they are useful diagrammes to display statistical information. The most frequently met statistical chart which will be used is the pie chart. The magnitude usually expressed in percentages is represented by several slices of a pie chart (Mwanje and Gotu, 2001:23).
The manner in which the researcher will conduct himself and treat the respondents is outlined below.

1.9. Ethical considerations

The identity of all participants will be kept confidential. Participants will not be exposed to undue physical or psychological pressure. Participants will be courteously informed on the nature of the research to be conducted and will be given the choice on whether to participate or not. The report will be presented in a full and honest manner. The researcher will abide by the ethical code of conduct pertaining to research at the Nelson Mandela Metropolitan University (NMMU). The ethical considerations will be in line with those of the NMMU as well.

1.9.1. Recording of own data

Data will be recorded in a durable and appropriately referenced form. Details of data from a limited access database will have written details of the location kept in the research unit (Mouton, 2001:240).

1.9.2. Dissemination of research results

The research results will be published in the form of a research treatise to be submitted to the NMMU library in two copies, namely electronic and hard copy. An article will be written for publication and submitted in an accredited journal.

1.10. Structure of treatise

The provisional outline of the report is as follows:

Chapter One. Introduction and background

This chapter is the research proposal where the background to the problem and the problem statement are laid out. It also reflects the questions which will guide the interview as well as an overview of the relevant literature indicating the gap in knowledge.

Chapter Two. The theoretical framework for improving service delivery in King Sabata Dalindyebo Local Municipality

This chapter focuses on the relationship between the IDP of the KSDLM and the delivery of services. The relevance and importance of the IDP and budget is described and its impact explained. Theories which include public participation, democracy, governance and service delivery have been discussed.

Chapter Three. Research Methodology

This chapter focuses on the methodology to be used in undertaking the study. It deals with the research design chosen to collect the data, represents reasons for choosing the methodological approach, and outlines the data collection procedures and instruments and, finally, analysis of the data collected. This is where the research findings are analysed and presented in graphical form for the test items in the questionnaire.

Chapter Four: Statement of findings, analysis of data and discussions

The researcher proceeds to interpret, discuss and analyse the findings for each test item. It is imperative that the researcher justify, support and contradict the findings by linking the primary findings to the secondary findings (literature review). It is where

logical reasoning is needed.

Chapter Five. Conclusions and recommendations

This chapter deals with overall conclusions of the study as a whole. The conclusion must satisfy the aims and objectives outlined in Chapter One. Recommendations must be clear and feasible, and provide a precise action plan for their implementation.
The overall conclusion of the chapter is outlined below.

1.11. Conclusion

The advent of democracy in South Africa started in 1994 and the overarching responsibilities stipulated by the new Constitution of the Republic of South Africa, 1996 to the municipalities have been highlighted.

The objective of the study is to identify the challenges and suggest the measures aimed at the improvement of service delivery and focus areas in KSDLM. Purposive sampling will be chosen due to the nature of the study which is about the situation of the town, Mthatha that can be seen and observed.
The target population consists of a purposive sample of political office bearers of the KSDLM who constitute the council of the municipality or councillors, Municipal Manager and senior managers employed under Section 57 of the Local Government: Municipal Systems Act 32 of 2000 and other managers working in various directorates under Section 57 managers.

A structured, self-administered questionnaire is the appropriate tool to use because the population under study is adequately literate.
Ethical considerations which the researcher should adhere to and publishing practices, recording of own data and records dissemination have been cited. The structure of the report is also highlighted.

CHAPTER TWO

THEORETICAL FRAMEWORK FOR IMPROVING SERVICE DELIVERY IN KING SABATA DALINDYEBO LOCAL MUNICIPALITY

2.1. Introduction

This chapter describes and explains the relationship between the Integrated Development Plan (IDP) and service delivery at King Sabata Dalindyebo Local Municipality (KSDLM).

The White Paper on Local Government, 1998 provides that local government is the sphere of government that interacts with and is closest to communities. It is responsible for services and infrastructure to improve the well-being of the citizens. It must ensure growth and development of communities, enhance community participation and act accountably (White Paper on Local Government, 1998:6). The White Paper states that developmental local government must play a vital role in representing communities protect human rights and meet basic needs. It must focus its efforts and resources on improving the quality of life of communities.

Developmental local government is defined as 'local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives' (White Paper on Local Government, 1998:23). Developmental local government aims to provide vision and leadership for all those who have a role to play in community prosperity.

One of the most important methods for achieving co-ordination and integration of agencies which contribute to development is that of the IDP. IDPs provide plans for local municipalities to facilitate co-ordinated, integrated delivery. Service delivery funding applications must be supported by demonstrated demand in the framework of an approved IDP. Municipalities are then required to assess the outcomes which developmental local government seeks to achieve through IDPs (White Paper on Local Government, 1998).

In terms of the Local Government: Municipal Systems Act 32 of 2000, municipalities must review their IDPs annually. Section 34 of the Local Government: Municipal Systems Act 32 of 2000 states that a municipal council must review its IDP annually in accordance with an assessment of its performance measurement. KSDLM has provided its reviewed five-year strategic IDP, 2006/2007-2010 to manage and develop the municipal area. The plan is designed to close gaps identified in the previous five-year term of the IDP of the council (KSD's IDP Review, 2006/2007-2010).

This chapter presents a definition of IDP and reviews IDP legal aspects. According to Li (2006:7), it is essential to formulate and adopt an IDP into the legal framework of all municipalities. The actual performance of the IDP for KSDLM will be addressed, with the focus on the impact of the IDP in improving service delivery. The concept of IDP is discussed below.

2.2. Concept: IDP

According to Li (2006:7), the Agenda 21 Case Studies of 2006 states that the concept of IDP was first introduced in 1996 as a form of strategic planning for local government. It is a key tool for empowering local government to cope with its developmental role and is the principle planning instrument that guides all planning and decision-making in a municipality. The legal framework and administrative structures for developing and implementing IDPs have been arranged.

According to Craythorne (2003:149), the concept of IDP was first introduced into municipal law by the Local Government Transition Act of 1993 (Amended by Act 97 of 1996). The Act required municipal councils to have IDPs and permitted district councils to formulate and implement IDPs for their local councils. The Local Government Transition Act of 1993 (Amended by Act 97 of 1996) defines IDP as a plan aimed at the integrated development and management of an area of jurisdiction of the municipality concerned in terms of powers and duties. The aim of introducing the IDP is to comply with Chapter 1 of the Development Facilitation Act 67 of 1995.

Section 153 of the Constitution of the Republic of South Africa, 1996 requires municipalities to adopt IDPs. They must structure and manage their administration, budgeting and planning processes and give priority to basic community needs and promote social and economic development. Chapter 5 of the Local Government: Municipal Systems Act 32 of 2000 states that a municipality must undertake developmentally oriented planning to ensure that it:

- strives to achieve the objects of local government set out in section 152 of the Constitution;
- gives effect to its developmental duties as required by Section 153 of the Constitution; and
- together with other organs of state, contributes to the progressive realisation of fundamental rights.

Craythorne (2003:150) explains that the Local Government: Municipal Systems Act 32 of 2000 extends those requirements for the planning undertaken by a municipality so that they are aligned with the development plans and strategies of other affected municipalities and other organs of state. They must give effect to the principles of co-operation required to comply with planning requirements of national and provincial legislation.

In terms of Section 26 of the Local Government: Municipal Systems Act 32 of 2000, an IDP must reflect:

- the municipal council's vision for long-term development of the municipality, with special emphasis on its critical development and internal transformation needs;
- an assessment of the existing level of development in the municipality which must include an identification of communities which do not have access to basic municipal services;
- the council's development priorities and objectives for its elected term, including its economic development aims and internal transformation needs;

- the council's development strategies which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation;
- a spatial development framework which must include basic guidelines for a land-use management system for the municipality;
- the council's operational strategies;
- applicable disaster management plans;
- a financial plan which must include a budget projection for at least the next three years; and
- key performance indicators and performance targets.

In addition, Craythorne (2003:151) explains that the Ministerial Regulations specify what must be identified in the IDP, namely:

- The institutional framework, which must include an organogram required:
- for the implementation of the IDP and addressing the municipality's internal transformation needs, as informed by the strategies and programmes set out in the development plan;
- any investment initiatives in the municipality; and
- any development initiatives in the municipality, including infrastructure, physical, social, economic and institutional development.
- all known projects, plans and programmes to be implemented within the municipality by any organ of state; and
- key performance indicators set out by the municipality.

In terms of Section 27 of the Local Government: Municipal Systems Act 32 of 2000, district municipalities are required to adopt a framework for integrated development planning in the area as a whole. The adoption must take place within a prescribed period after the start of its elected term and after following a consultative process with local municipalities. The framework binds the district municipality and the local municipality in the district, and must at least:

- identify plans and planning requirements binding in terms of national and provincial legislations on the district municipality and local municipalities;
- identify matters to be included in the IDPs of the district municipality and local municipalities that require alignment;
- specify principles to be applied and co-ordinate the approach to be adopted in respect of those matters; and
- determine procedures for consultation between the district municipality and local municipalities during the process of drafting their respective IDPs, and effect essential amendments to the framework.

Craythorne (2003:152-153) further states that Ministerial Regulations provide that the spatial development framework reflected in a municipality's IDP must:

- give effect to the principles;
- set out objectives that reflect the designed spatial form of the municipalities;
- set out basic guidelines for a land-use management system in the municipality;
- set out a capital investment framework for the municipality's development programmes;
- contain a strategic assessment of the environmental impact of the spatial development framework;
- identify programmes and projects for the development of land within the municipality;
- be aligned with the spatial development framework reflected in the IDP of neighbouring municipalities; and
- provide a visual representation of the desired spatial form of the municipality.

Such representation must:

- indicate where public and private land development and infrastructure investment should take place;
- indicate desired or undesired utilisation of space in a particular area;
- delineate the urban area;
- identify areas where strategic intervention is required; and
- indicate areas where priority spending is required.

Based on these provisions (as stated in Craythorne, 2003:152-153), the essential content of the IDP is not different from past practice in that most of the prior municipalities had capital budgets and programmes. The difference occurs in the constitutional requirement that diverse instruments be brought together in one integrated development and that critical development needs and performance measurement are included in that plan (Craythorne, 2003:153). The relevance of the legal and IDP details are explained in the following section.

2.3. Legal Framework for municipal strategic planning: an IDP perspective

It is essential to formulate and adopt IDPs within the framework of a municipality's delivery services to its areas (Li, 2006:11). The White Paper on Local Government, 1998 and the Local Government: Municipal Systems Act 32 of 2000 are the legal documents which give the directive for the adoption of IDP.

2.3.1. Legal Framework: IDP

Section 35 (1) of the Local Government: Municipal Systems Act 32 of 2000 states that the IDP adopted by the council of a municipality:

- is the principal strategic planning instrument which guides and informs all planning and development, and all decisions with regard to planning, management and development, in the municipality;
- binds the municipality in the exercise of its executive authority, except to the extent of any inconsistency between a municipality's IDP and national or provincial legislation, in which case such legislation prevails; and
- binds all other persons to the extent that those parts of the IDP that impose duties or affect the rights of those persons have been passed as a by-law.

Craythorne (2003:158) concludes that a municipality must give effect to its IDP and conduct its affairs in a manner which is consistent with that plan. The Ministerial Regulations expand on this provision by stating that an IDP must inform the municipality's annual budget, based on developmental priorities, objectives and

performance targets set by the municipality, and must be used to prepare action plans for the implementation of strategies identified by the municipality.

In terms of Section 37 of the Local Government: Municipal Systems Act 32 of 2000, the Minister may make regulations or issue guidelines to regulate the following matters:

- incentives to ensure that municipalities adopt their IDPs within the applicable prescribed period, and comply with provisions of the planning, drafting, adoption and review of those plans;
- the detail of IDPs taking into account requirements of other applicable national legislation;
- criteria and detail of the process municipalities must take into account when planning, drafting, adopting or reviewing IDPs;
- a process of the amendment of IDPs;
- the manner in which an objection must be referred to an *ad hoc* committee;
- the manner in which written evidence or documents must be submitted to an *ad hoc* committee; and
- any other matter that facilitates the IDP and the drafting of its plans.

When making regulations or issuing guidelines to provide for or to regulate matters mentioned in Section 37, the Minister must:

- take into account the capacity of municipalities to comply with those matters; and
- differentiate between kinds of municipalities according to their respective capacities.

All aspects of the IDP in KSD Local Municipality are related to a legal framework, and the IDP is adopted for the specified municipal area. It is essential to discuss the implementation of strategy.

In terms of Section 29 of the Local Government: Municipal Systems Act 32 of 2000, the process followed by a municipality to draft its IDP, and adoption of its plan, must take into account the following:

- the IDP must be drafted in accordance with a pre-determined programme specifying time frames for the different steps;

- through appropriate mechanisms, processes and procedures established in terms of the provisions relating to community participation, the IDP must allow for:

(i) the local community to be consulted on its developmental needs and priorities;

(ii) the local community to participate in the drafting of the IDPs; and

(iii) organs of state, including traditional authorities and other role-players, to be identified and consulted on the drafting of the IDP;

- The IDP must provide for the identification of all planning requirements binding on the municipality; and
- The IDP must be consistent with any other matters that may be prescribed by legislation.

A local municipality must:

- align its IDP with the adopted framework; and
- draft its IDP taking into account the integrated processes and proposals submitted to it by the district council.

Within a prescribed period after the start of its elected term, a municipal council must adopt a single, inclusive and strategic plan for the development of the municipality (Craythorne, 2003:154). This overarching plan:

- links, integrates and co-ordinates plans and takes into account proposals for the development of the municipality;
- aligns resources and capacity of the municipality with the implementation of the plan;
- forms the policy framework and general basis on which annual budgets must be based;
- complies with the provisions of Chapter 5 (Section 34) of the Local Government: Municipal Systems Act 32 of 2000, which requires a municipality to review its IDP annually in accordance with an assessment of its performance measures and amend its IDP in accordance with a prescribed process; and
- is compatible with national and provincial development plans and planning requirements, which are binding on the municipality in terms of legislation.

In terms of Section 32 of the Local Government: Municipal Systems Act 32 of 2000, the municipal manager must submit the IDP as adopted by the council of the municipality, and any subsequent amendment to the plan, to the Member of the Executive Council (MEC) for Local Government in the province within 10 days of the adoption or amendment of the plan. The IDP must be accompanied by:

- a summary of the drafting process;
- a statement that the process has been complied with, together with any explanations that may be necessary to amplify the statement; and
- in the case of district and local municipalities, a copy of the adopted framework.

In terms of Section 34 of the Local Government: Municipal Systems Act 32 of 2000, a municipal council:

- must review its IDP annually in accordance with an assessment of its performance measurements in terms of the performance management system;
- must review its IDP to the extent that changing circumstances so demand; and
- may amend its IDP in accordance with a prescribed process.

Craythorne (2003:157) further explains that an amendment to the IDP must be adopted by a decision taken by a council in accordance with its rules and orders. The council may adopt an amendment to an IDP if and only if the following has occurred:

- all council members have been given reasonable notice;
- the proposed amendment has been published for public comment for a period of at least 21 days in a manner that allows the public an opportunity to make representations with regard to the proposed amendments;
- the municipality, if it is a district municipality, has complied with the sub-regulations which need it to consult all local municipalities in the district area on the proposed amendment and take all comments submitted to it by those local municipalities into account; and
- the municipality, if it is a local municipality, has complied with the sub-regulations which need it to consult the district council in whose area the proposed

amendment falls, and taken into account all comments submitted to it by the district council.

The amendment to an IDP provides a framework to formulate and adopt an IDP in the legal milieu. It can be deduced that this framework is a guarantee for the delivery of IDPs that are correct and effective in all municipalities. The implementation of IDPs in KSDLM is explained below.

2.4. Integrated Development Plan in King Sabata Dalindyebo Local Municipality

To facilitate developmental local government, the Department of Provincial and Local Government introduced the IDP as a planning tool that enables local government to strategically identify, budget and phase for all local entities, services, infrastructure and development needs. IDPs have contributed significantly to establishing and stabilising the new local government system and are accepted as the primary tool for ensuring integrated sustainable development at local level (United Nations: South Africa's Progress Report - Human Settlement, 2004:5).

In the foreword of the KSDLM- IDP Review (2006/2007-2010:4), it is stated that KSDLM has developed an IDP which is a five-year strategic plan designed to close gaps identified in the previous five-year-term IDP of the council. The city of Mthatha is an important regional service centre and tourism gateway of the KSDLM. The poor road network condition is a critical challenge of the municipality and has a negative impact on all development initiatives and the economy. Road access was identified by IDP workshop participants as the highest priority. Unless roads are upgraded, the improvement of conditions, basic infrastructure, local economic growth and development would be impossible. The KSD Local Municipality also experienced a challenge during the 2002-2005 calendar year namely: poor alignment of the IDP with the budget and sectoral departmental programmes (KSDLM-IDP Review, 2006/2007-2010:5). The results of the poor alignment are not mentioned in the document but the researcher is of the view that the service delivery outputs are not linked to the budget to

provide credible management information and detailed plan for how the municipality will provide services and the inputs and financial resources to be used.

The KSD Local Municipality identified priority issues namely: upgrading the road network, water and sanitation and safety and security. The KSDLM assisted by the representative forum, prepared a set of objectives and strategies to achieve its long-term vision. Projects identified by ward committees were grouped into 25 IDP project outlines and clustered into programmes, costed and budgeted for the five-year plan. The main focus of the capital funding was towards upgrading the road network, water and sanitation, health, safety and security, environmental care and local economic development (KSDLM-IDP Review, 2006/2007-2010:4).

From the KSDLM-IDP Review (2006/2007-2010:7-9), a set of strategies was formulated to assist the municipality to intervene and manage development to achieve its vision. These are:

- Infrastructure: the municipality planned to investigate the road network, identify road construction and upgrading requirements and secure funding to establish a roads development programme, as well as the upgrading of the railway line, crucial for the movement of goods and services. The municipality also planned to negotiate an extension to its management of electricity across the whole municipal area. Urgent upgrading of sewerage treatment works, and construction of the northern outfall sewer in Mthatha to accommodate development trends west of the city, is also a key strategy in fighting the cholera crisis.
- Institutional: the municipality intends to build capacity and create greater awareness in the community regarding its role and responsibilities to every household.
- Social Development Strategies: KSDLM will address the HIV/Aids crisis through facilitating and co-ordinating a widespread campaign, supported by primary healthcare, and provide development facilities and housing.
- Local Economic Development (LED): KSDLM intends to build its LED unit which will facilitate LED projects in the area with strategies focusing on tourism, agriculture and forestry and SMME’s.

- Environmental Strategies: KSDLM plans to intervene strategically to facilitate the work of environmental authorities, which is actually the responsibility of Nature Conservation, and broaden the awareness of the whole municipal population in the principle of sound environmental management.

Li (2006:14) states that the environment is broader than identifying dumping sites for waste and litter management. Innovative renewable energy ideas and compliance with international environmental standards should be considered.

The IDP's success is dependent on the integration and co-ordination of municipal developmental priorities such as service delivery and economic growth. The relationship between the IDP and the various committees of KSDLM will be explained.

2.4.1. IDP and committees

In terms of Section 30 of the Local Government: Municipal Systems Act 32 of 2000, the executive committee, executive mayor, or a committee of councillors appointed by the municipal council if there is no executive committee or executive mayor, must:

- manage the drafting of the municipality's IDP;
- assign responsibilities in this regard to the municipal manager; and
- submit the draft plan to the municipal council for adoption.

Section 33 of the Local Government: Municipal Systems Act 32 of 2000 states that the MEC for local government in a province must appoint an *ad hoc* committee consisting of representative members to decide on an objection by a municipality. An objection referred to an *ad hoc* committee must be dealt with in accordance with procedures prescribed by regulation. A matter before an *ad hoc* committee is decided if at least two spheres of government agree on the matter. If the *ad hoc* committee rejects the municipality's objection, the municipality must within 30 days of the date on which the committee has taken the decision and informed the municipality, comply with the MEC's request.

According to Craythorne (2003:156), an *ad hoc* committee must:

- inform the relevant municipal council in writing of the date or dates on which it will consider the council's objection; and
- at least seven days before such dates afford the council the opportunity to make written representations to the committee regarding the reasons for the objection to the MEC's proposals.

Craythorne (2003:156) further states that when the MEC decides to refer an objection to an *ad hoc* committee in terms of the Act 32 of 2000, the MEC must:

- within seven days of each decision notify the council that the council's objection is being referred to an *ad hoc* committee; and
- submit a copy of the MEC's request and written reasons for the MEC's proposals to the *ad hoc* committee as soon as it has been appointed, and a copy of the council's objection with the reason for disagreeing with the MEC's proposals.
- The *ad hoc* committee determines its own voting procedures, taking into account that at least two spheres of government must agree in order to obtain a valid decision, and no sphere of government may abstain from voting (Craythorne, 2003:156). The theory of strategic management, formulation and implementation are explained below.

2.5. Theory of strategic management

Strategic management can be defined as "the set of decisions and actions resulting from the formulation and implementation of strategies designed to achieve the objectives of the company." This refers to the broad overall process that involves not only strategic planning but also the organising, directing and controlling of strategy-related decisions and actions of the organisation. Strategic management is not a task, but rather a set of managerial skills that should be used throughout the organisation in a variety of functions (Palmer et al., 1992:107-108).

According to Wells (1996:4), strategic management is a systems approach to identifying and making necessary changes and measuring an organisation's performance as it

moves towards its vision. Gluck, Kaufman and Walleck (1982) in Wells (1996:4) write that strategic management is a system that links strategic planning and decision-making with the day-to-day business of operational management. Strategic management goes beyond the development of a strategic plan. It includes pre-planning and strategic planning processes.

The KSDLM conformed to developing an IDP which is its strategic plan. In the IDP review (2006/ 2007-2010) the KSDLM stated that strategic management is the responsibility of heads of departments who are responsible for various tasks which include the following:

- providing relevant technical, sector and financial information for analysis and determining priority issues;
- contributing technical expertise in the formulation of strategies, and
- providing operational and capital budgetary information (KSDLM-IDP-Review, 2006/ 2007-2010:7)

According to Wells (1996:5), strategic management is the deployment and implementation of the strategic plan, and measurement and evaluation of results. Deployment involves completing the plan and communicating it to all employees. Implementation involves resourcing the plan, putting it into action and managing those actions. Wells (1996:5) also writes that senior leadership has the responsibility to strategically manage the organisation. Senior leaders of the organisation must become strategic thinkers and leaders of the organisation and its culture, changing it as necessary.

Thompson and Martin (2005:12) in Louw and Venter (2006:21) caution that “strategic management *per se* based on past and current success will not guarantee continued prosperity and success,” and suggest that “constant organisation-wide learning, visioning of the future, strategic flexibility to deliver, and a team approach towards employees and stakeholders would, however, assist in sustaining prosperity and establishing a sustained competitive advantage.” According to Thompson and Martin

(2005:12) in Louw and Venter (2006:21), strategic management is made by means of good strategy and good strategy implementation.

Louw and Venter (2006:355) have similar views to Wells (1996:5) on the role of senior leadership in an organisation and write that, “In strategic management, strategic leadership to lead the entire organisation is needed.” According to Louw and Venter (2006: 355-356), strategic leaders should understand the entire organisation and the environment within which they operate. Strategic leaders should use their understanding to create strategic changes through other people so as to position organisations in the environment for short-term stability and long-term viability. Executive leaders need to demonstrate certain capabilities if they are to engage successfully in the tasks required of them.

Louw and Venter (2006:356) further suggest that, “To be successful in the task and role of strategic leadership, leaders need to be able to think strategically, and to be emotionally intelligent.” According to Louw and Venter (2006:356), leaders must have a range of behaviours at their disposal and wisdom to apply the right combination of behaviours at the right time. They must be able to be transactional or have managerial, transformational or visionary leadership, and be capable of applying the philosophy of African leadership.

Mitchell (1996:2) suggests three levels of strategy formulation, which are corporate, competitive / business and functional. Each level has a different focus which needs to be dealt with in the formulation phase of the strategic management process. Palmer et al. (1992:109) concur with Mitchell (1996:2) on the three levels of strategy formulation and write that they are important to develop an understanding of strategic planning

2.5.1. Formulation of the KSDLM’s strategy

Strategy is an organisational process which is inseparable from the structure, behaviour and culture of the company in which it takes place (Mintzberg and Quinn, 1996:48). The process of strategy has two important aspects, interrelated in real life but separate for the purpose of analysis, which are formulation and implementation.

The King Sabata Dalindyebo Local Municipality formulated an Integrated Development Plan which is a five year strategic plan designed to close the gaps identified in the previous five year term of IDP. The IDP sets out the situational analysis, key issues, priorities, strategies and integrated project programmes to assist the KSDLM to intervene and manage development to achieve its vision (KSDLM-IDP Review, 2006/ 2007-2010:4).

According to Mintzberg and Quinn (1996:48), the principle sub-activities of strategy formulation as a logical activity include identifying opportunities and threats in the company's environment and attaching some estimate or risk to the discernible alternatives. The company's strengths and weaknesses should be appraised together with the resources available.

The KSDLM identified and analysed its strengths, weaknesses, opportunities and threats (swot analysis). Strengths include the following:

- Central location of Mthatha in the Transkei region;
- N2 provides good road linkage and easy access to major markets;
- Mthatha is a major commercial and service centre in the region;
- Good water supply-Mthatha river and dam; and
- Availability of electricity though not 100%.

Weaknesses include the following:

- Poor road networks;
- Street vendors overcrowding streets of Mthatha;
- Poor solid waste management systems; and
- Limited technical and managerial capacity.

Opportunities include the following:

- Agricultural development;
- Industrial development;
- Outsourcing of government projects;
- Tourism potential; and
- Business linkages, joint ventures.

Threats include the following:
High unemployment;
Crime escalation;
Huge unpaid debts to the municipality; and
Land invasion-squatter settlements (KSDLM-IDP Review, 2006/2007-2010:24).

Wixley and Everingham's views differ slightly from those of Mintzberg and Quinn. They see strategy formulation as the main building blocks of strategic planning. Wixley and Everingham (2005:14-15) summarise strategy formulation building blocks as follows:

- Developing a vision, a clearly articulated statement of the purpose of an organisation and who its customers are;
- Having the required knowledge of the industry, its customers and their needs, as well as the technical knowledge to supply those needs;
- Hiring competent people, people with the knowledge and ability to meet the challenges of the business;
- Obtaining the necessary resources, planning to obtain capital and other resource requirements; and
- Understanding and responding to the legal and regulatory environment.

Strategy formulation comprises three phases, which are diagnosis, formulation, and implementation (Mitchell, 1996:1). This supports the view of Mintzberg and Quinn (1996:48), with the exception of diagnosis.

According to Mitchell (1996:1), strategic management is an ongoing process to develop and revise future-oriented strategies that allow an organisation to achieve its objectives, considering its capabilities, constraints and the environment in which it operates. Mitchell briefly discusses these phases as follows:

Diagnosis, the first phase, includes:

- Performing a situation analysis (analysis of internal environment of the organisation), which includes identification and evaluation of current mission,

strategic objectives, strategies and results, plus major strengths and weaknesses;

- Analysing the organisation's external environment, including major opportunities and threats; and
- Identifying the major critical issues that require particularly high attention by management.

Formulation, the second phase in the strategic management process, produces a clear set of recommendations, with supporting justifications that revise as necessary the mission and objectives of the organisation and supply strategies for accomplishing them. Mitchell (1996:1) states that in formulation, management tries to modify current objectives and strategies to make the organisation more successful.

Mintzberg and Waters (1985) in Williamson, Jenkins, Cook and Moreton (2004:64), state that in recognising the role managers play in shaping the success of organisations, it is important to acknowledge and take into account other influences on strategic formulation. Mintzberg and Waters (1985) in Williamson et al. (2004:64) identify two dominant strategic patterns, which they term 'deliberate strategy' and 'emergent strategy'.

Deliberate strategy advocates purposeful and planned actions using careful and logical analysis upon which impartial decision-making can be applied. Emergent strategy incorporates the view that some organisations do not articulate and formulate strategy through formal process, even though they have coherent business strategies (Williamson et al., 2004:64). According to Williamson et al. (2004:64), this explanation of strategy formulation shows that strategy is crafted rather than planned and is discernible as a pattern in a stream of actions. Implementation strategy will be discussed below.

2.5.2. Implementation strategy

In implementation, strategies must be implemented to achieve intended results. In this stage the management of an organisation is tasked with developing an implementation plan and doing whatever it takes to make the new strategy operational and effective in achieving the organisation's objectives. Implementation strategy is the responsibility of a

manager who is tasked with ensuring that the strategy is implemented, monitored and evaluated.

The first step in the implementation of strategy is to identify and communicate annual objectives that relate to long-term objectives. Annual objectives can be defined as specific, measurable statements of what an organisation is expected to achieve in contributing to the accomplishment of its grand strategy. If annual objectives are poorly stated, the organisation can experience problems in implementing its strategy (Palmer et al., 1992:407).

In the KSDLM there is a director for Planning, Social and Economic Development who, with the assistance of an IDP Coordinator is responsible for the implementing, monitoring and evaluating the overall IDP process. The official is expected to report to the Municipal Manager and the Mayor and also to the IDP Steering Committee who are legally responsible for managing and drafting of the IDP (KSDLM-IDP Review, 2006/ 2007-2010:6). The KSDLM seemed to have experienced difficulties in implementing, monitoring and evaluating its IDP as evident in lack of upgrading the basic infrastructure which includes roads, water and sanitation, housing, town planning and electricity. The KSDLM-IDP Review 2006/ 2007-2010 attributes the foregoing to the limited technical and managerial capacity (KSDLM-IDP Review, 2006/ 2007-2010:24).

Palmer et al. (1992:408) state that, “In order to attain the annual objectives and implement the functional strategies, policies, procedures and budgets must be intact.” Policies are general guides of action that employees must follow and that set boundaries within which specific decisions are made. Policies therefore increase managerial effectiveness and control by standardising routine decisions.

Effective implementation can render a sound strategic decision effective or a debatable choice successful. It is important to examine the process of implementation so as to weigh the advantages of available strategic alternatives. The implementation of strategy is comprised of a series of sub-activities which are primarily administrative. These

administrative activities should be taken into account when implementing a strategy (Mintzberg and Quinn, 1996:49).

In supporting Mintzberg and Quinn, Reading (1993:31) states that the key to implementation is to ensure that everyone in a company is given sufficient opportunity to contribute to the strategy. According to Reading (1993:31), the directors develop company purposes, goals and performance targets. The process is then driven as far down the organisation as is practical by allowing staff to contribute to developing the action programme. This passes ownership of the active part of the process to staff.

Byars et al. (1996:198) concur with Reading (1993:31) and state that strategy implementation works through the delegation of authority and responsibility to various levels in the organisational structure. Byars et al. (1996;198) further state that strategy implementation requires a division of tasks so that strategic functions are given high visibility and close attention. Byars et al. (1996:198) link strategy to the organisational structure and define structure as the total sum of ways in which an organisation divides its labour into distinct tasks and then achieves co-ordination between them.

Against this background, the South African government introduced the White Paper on Transformation of Service Delivery in 1997. It was developed to provide a policy framework and practical implementation strategy for the improvement of service delivery. The introduction of this White Paper emanated from the fact that services were delivered *en masse* and not directed to specific recipients. The White Paper, according to the Service Delivery Review, Vol. 5, No. 2 of 2006:2, had the following flaws:

- inefficient and ineffective ;
- self-serving, inward-looking, bureaucratic, fragmented and over-centralised;
- inequitable, discriminatory, lacking diversity and demographic representation;
- prescriptive, rule-bound, too compliance-oriented, top-down; and
- corruption-infested.

In an attempt to correct the service-delivery machinery recognised by the White Paper on Transformation of Service Delivery (1997), it was suggested to local government - a

local sphere of the government that is directly responsible for the governance of municipalities - to take into account the following eight-step cycle:

2.5.2.1. Identify the customer

The recipients of a service must be established. This is not as straightforward as it may appear, since many public services have a variety of customers, whose requirements do not necessarily coincide. But with municipalities it can be a straightforward exercise because they serve their communities according to their IDPs.

2.5.2.2. Establish the customer's needs and priorities

The establishment of the customer's needs and priorities is the starting point for the setting of standards. Since delivering on standards involves decisions about resources, it is essential to have accurate information on what customers really want. This requires systematic, regular consultation, using objective methods which ensure that the views of all customers, including potential customers, are represented. Particular care must be taken to seek the views of those who have previously been denied access to services, and those who may find it difficult to speak for themselves.

2.5.2.3. Establish the current service baseline

Accurate information about the current level and quality of service is essential in order to decide where and how to make improvements. The time taken to respond to community problems should be assessed. Organisational arrangements, work processes and practices involved in delivering services as well as the motivation and skills of staff must be scrutinised.

2.5.2.4. Identify the 'improvement gap'

The improvement gap can be defined as the gap between what customers want and the level and quality of service currently provided. It is the prime aim of a service delivery improvement programme to close this gap. Accurate identification of customers' needs, and of the current service baseline, enable targets to be set for improvement in a systematic, prioritised way, taking into account availability of records.

2.5.2.5. Set service standards

Once the improvement gap has been identified, standards can be set and progressively raised to close the gap. Service standards are commitments to provide a specified level and quality of service to customers. Standards are different from targets, which express longer-term aims for the ultimate level and quality of services to be achieved. Service standards must cover customers' main requirements, such as accessibility of services, response times, turnaround times, accuracy, courtesy, provision of information and dealing with complaints.

2.5.2.6. Gear up for delivery

Ensuring that service standards are met depends on the whole organisation being geared up to support commitments made. It is not the sole responsibility of those directly involved in delivering the service. The service delivery improvement programme, approved by the Minister / MEC or other executive authority, should set out how standards of service will be improved, and how the organisation will be geared up to deliver them. Monitoring and reporting systems are needed to enable senior management to check progress and take remedial action where necessary. Implementing a service delivery improvement programme is likely to involve significant changes in the organisation.

2.5.2.7. Announce service standards

The organisation should announce its service standards and launch its service delivery programme. All customers and potential customers must know and understand what level and finality of service they can expect to receive, and what resources they have if standards are not met.

2.5.2.8. Monitor delivery against standards, and publish results

The final step is to check whether services have met the set standards, to announce results to customers, and to explain reasons where service has fallen short of what was promised. The results not only complete the accountability loop, but provide valuable insight to guide further efforts to improve services. According to the Service Delivery

Review (Vol. 5, No. 2 of 2006), the Service Delivery Improvement Plan should specify existing and future service standards. These should be measured so that they can be improved. It further states that “what is planned must be implemented and what is implemented must be monitored.”

This researcher views the lack of basic service delivery in KSDLM as a result of non-adherence to policies and procedures. Had these been adhered to, KSDLM could have taken into consideration the eight-step cycle as suggested in the White Paper on Transformation of Service Delivery (1997). The cycle is the guiding principle expected to be applied by a municipality which is committed to service delivery. IDP as a strategic planning is discussed below.

2.6. IDP as strategic planning

An organisation, whether industrial, commercial or service-oriented, has various objectives. The objectives are put into a strategic plan. An organisation sets out its aims, purposes and objectives in a business plan, which is a formal statement of its goals. Once it has formulated its goals, it must find methods of achieving them. These involve strategies and tactics (Sutherland and Canwell, 1997:3-4).

The KSDLM as an organisation developed an IDP which is a five year strategic plan designed to close gaps identified in the previous five year term IDP of council (KSDLM-IDP Review, 2006/ 2007-2010: 1). In the five year IDP, KSDLM stated its mission statement as “To provide all our communities with affordable basic services of high quality and facilitate social and economic development of the area by developing and taking advantage of the physical, institutional and human resources” (KSDLM-IDP Review, 2006/ 2007-2010:1).

It is stated that a sound efficient institutional arrangement is required for the implementation of the IDP. Proper management and coordinated effort is the greatest challenge of the KSDLM needed to achieve a sound economic future (KSDLM-IDP Review, 2006/ 2007-2010:1).

The researcher has noticed that KSDLM has an ambitious IDP but, lack implementation and monitoring due to poor proper management and coordinated effort as stated above.

Sutherland and Canwell (1997:4) define strategies as the main ways to achieve long-term objectives, for example to build 400 houses by 2014. Tactics are defined as individual parts of the main strategy and are more short-term and flexible.
According to Sutherland and Canwell (1997:4), strategic planning deals with an organisation's overall objectives and considers issues on macro level. This wide form of planning incorporates techniques for identifying internal strengths and weaknesses, as well as external threats and opportunities. Sutherland and Canwell (1997:5) state that, "The development of tactical plans is important if the organisation fully intends to follow through its strategies to successful completion." Key elements of tactical planning are:

- Developing budgets for separate divisions or departments within an organisation;
- Choosing appropriate ways for organisational strategies to be implemented; and
- Agreeing on strategies to improve performance and efficiency.

In contrast to Sutherland and Canwell (1997:4), Wixley and Everingham (2005:13) state that, "Strategy, or more correctly, strategic planning, includes deciding what business an organisation should be in, who its customers are, and how it will measure success." Wixley and Everingham (2005:14) further state that an organisation's success or failure is judged against its strategic objectives. According to Wixley and Everingham (2005:14), strategic planning has two building blocks, namely strategy formulation and strategy execution. A communication strategy in an organisation is important to communicate its strategies hence communication strategy and its importance are discussed below.

2.7. Communication strategy

Communication involves the acquisition and use of information for planning, organising, leading and controlling. It is the primary method that managers in modern organisations use to influence groups and individuals. It also persuades groups and individuals to give of their best to an organisation (Palmer et al.,1992:354).

Palmer et al. (1992:354) further write that effective communication is thus inherent in all facts of functioning and is vital for the continuing success of an organisation. Managers communicate tasks while employees feedback information on which management decisions are based.

At KSDLM the IDP Representative Forum was established to act as the organisational formation for discussion, negotiation and decision-making between the stakeholders within the municipal area. The IDP Representative Forum was given the following terms of reference:

- represent the interests of constituents in the IDP process;
- ensure communication between all the stakeholders including government departments; and
- monitor the planning, implementation and performance process (KSDLM-IDP Review, 2006/ 2007-2010:8).

It is stated that on April 2006 KSDLM embarked on a Ward-to Ward IDP Outreach Programme. The purpose of the outreach was to afford the communities the opportunity to identify and prioritise their needs using the participatory methodology (KSDLM-IDP Review, 2006/ 2007-2010:8). It can be deduced that KSDLM communicates its strategy by extending communication to the ward committees which are the link between communities and the municipal council. According to the KSDLM-IDP Review (2006/ 2007-2010:8), the outcomes of the Outreach Programme were documented in detail and data collected served as authentic information which assisted greatly in preparing project outlines.

Strategies and their requirements must be communicated and clearly defined for all affected employees before implementation. A clear understanding of strategy gives purpose to the activities of each employee. This allows employees to link whatever task is at hand to overall organisational direction (Byars et al. 1996:1).

Communication is essential for an organisation to achieve its objectives successfully. The world has entered an age of knowledge, and the key to accessing and harnessing

this knowledge lies in the ability to communicate. Dzinkowski (2000:32), in Minnaar and Bekker (2005:102-103), writes that communicating information to all stakeholders allows an organisation to exercise better control over its activities.

According to Minnaar and Bekker (2005:102-103), information should be communicated to all those involved in running the affairs of an institution. They believe information is the raw material for the production of knowledge. Sveiby (1998:18), in Minnaar and Bekker (2005:105), emphasises the importance of knowledge by comparing it to money when he states that, “Each time the knowledge is shared, it is doubled. Each time the money is shared, it is halved.” This, according to Minnaar and Bekker (2005:105), implies that effective communication of information makes effective management of knowledge that has the potential for creating and adding value to organisational management processes and practices.

Communication strategy is important for the KSD Local Municipality to implement its projects. According to Knipe et al. (2002:114), communication strategy involves communication planning, which determines the information and communication needs of stakeholders. Communication planning identifies the recipients of particular information, when they will need it and how it will be given to them.

The KSD Local Municipality is an institution which runs large projects, and all communication should take place in the context of an overall communication strategy and plan. It is therefore important to link communication planning with organisational planning, since the project’s organisational structure and strategy will have a major effect on its communication requirements (Knipe et al., 2002:114).

The communication strategy put in the KSDLM-IDP Review (2006/ 2007-2010) is convincing when considering the terms of reference, although it does not specify the means of disseminating the information and as a result the researcher cannot attribute service delivery challenges to non-availability of a communication strategy but, to lack of leadership skills.

The Municipality of Stellenbosch in its 2007 IDP states that the involvement and participation of communities and sectors in the IDP should be communicated via local

press, organisational infrastructure and public notices in public spaces that encourage participation of the widest possible section of community in all local languages timelously (Stellenbosch Municipality IDP, 2007:31). Stellenbosch Municipality IDP (2007:31) further states that Ward information should be published on the Municipality's website; including contact details of community members, ward map, ward plan, ward priorities and other relevant information. The researcher fully supports this view because it is closely aligned with Section 21 of the Local Government: Municipal Systems Act 32 of 2000 which states that when anything must be notified by a municipality through the media to the local community in terms of this Act or any other applicable legislation, it must be done:

- in the local newspaper or newspapers of its area;
- in a newspaper or newspapers circulating in its area and determined by the council as a newspaper of record; or
- by means of radio broadcasts covering the area of the municipality

Lack of leadership skills can bring about challenges in an organisation hence organisational leadership is discussed below.

2.8. Organisational leadership

Skills shortages and lack of political and administrative leadership were mentioned in Chapter 1 as critical challenges facing the KSD Local Municipality, contributing to poor service delivery. Key ingredients in strategy implementation are the skills and abilities of an organisation's leaders. Employees are influenced by organisational structure and leadership, and develop a concept of what they should be doing to improve organisational performance and for their self-interest. This requires leadership that is able to influence the attitudes and opinions of others (Byars et al., 1996:209).

Supporting Byars et al. (1996:195-196), Thompson and Martin (2005:683) state that the prospects for effective implementation are clearly dependent upon the appropriateness, feasibility and desirability of the strategy, and also the ability to translate ideas into actions and generate positive outcomes. Thompson and Martin (2005:690-691) further state that implementation incorporates a number of aspects, some of which can be

changed directly and indirectly. The success of the strategic leader in managing both the direct and indirect aspects influences the effectiveness of:

- the implementation of strategies and strategic changes which are determined through the planning and visionary mode of strategies; and
- the ability of the organisation and its manager to respond to changes in the environment and adapt in line with perceived opportunities.

2.9. Monitoring performance and evaluating deviations

According to the King Report II in Ehlers and Lazenby (2004: 179), the formulation only of a strategic plan is not sufficient; it is the board's responsibility to ensure that management not only implements the formulation strategy, but also monitors and evaluates deviations. To be effective in monitoring and evaluating performance operational control systems must take four steps common to all post-action controls:

- set standards of performance
- measure actual performance
- identify deviations from standards set
- initiate corrective action (Pearce and Robinson, 2007:396).

The performance is measured against these four steps cited above.

Operational control systems require performance standards. This means performance standards against which operational controls will be measured should be set for the purpose of measuring performance against measurable objectives. As the strategy is implemented, timely information on deviations from these standards must be obtained. This will help managers determine the causes of deviations and take corrective steps (Pearce and Robinson, 1994:392).

Under the operational control system, an organisation links the current status of key performance indicators to its strategy. These indicators represent progress after a certain period (usually one year) of a five-year strategy, depending on the organisation's

policy. In that case management is concerned with comparing progress to date with expected progress. The current deviation is of particular interest because it provides a basis for examining suggested actions. This leads to finalising decisions on changes or adjustments in the organisation's operations (Pearce and Robinson, 1994:392).
The monitoring and evaluation methods are not stated in the KSDLM-IDP Review 2006/ 2007-2010. This means non-compliance with Section 40 of the Local Government: Municipal Systems Act 32 of 2000, which states that a municipality must establish mechanisms to monitor and review its performance management system.

Section 41 (1) of the Local Government: Municipal Systems Act 32 of 2000 states that a municipality must in terms of its performance management system and in accordance with any regulations and guidelines that may be prescribed:

- set appropriate key performance indicators as yardstick for measuring performance, including outcomes and impact, with regard to the municipality's development priorities and objectives set out in its IDP;
- set measurable performance targets with regard to each of those development priorities and objectives;
- with regard to each of those development priorities and objectives and against the key performance indicators and targets set, monitor performance; and measure and review performance at least once per year;
- take steps to improve performance with regard to those development and objectives where targets are not met; and
- establish a process of regular reporting to the council, other political structures, political office bearers and staff of the municipality; the public and appropriate organs of state.

The results of performance measurements must in terms of Section 45 of the Local Government: Municipal Systems Act 32 of 2000 be audited as part of the municipality's internal auditing process and annually by the Auditor-General.

2.10. Conclusion

In this chapter, the relationship between the IDP and service delivery in the KSD Local Municipality has been described and explained. It is stated that local government is, in terms of the White Paper on Local Government (1998), the sphere of government that interacts and is closest with communities. It is responsible for the services and infrastructure essential to the well-being of the citizens. In addition, local government must ensure the growth and development of communities.

The definition of IDP, the concept of IDP, the legal framework of IDP, substantive aspects of IDP and the core components of IDP have been explained. The IDP was explained in terms of Chapter 5, Sections 23 to 37 of the Local Government: Municipal Systems Act 32 of 2000, with the purpose of assessing whether the IDP of the KSDLM has been compiled in terms of the Local Government: Municipal Systems Act 32 of 2000.

The strategies of the KSD Local Municipality, as stated in the IDP Review (2006/2007-2010), formulated for the purpose of intervening and managing development to achieve the municipality's vision, have been cited.

The implementation of IDP as a strategic plan has been discussed with reference to the contents of the White Paper on Transformation of Service Delivery (1997) and Service Delivery Review (Vol. 5, No. 2 of 2006) on planning service delivery improvement. An eight-step cycle which illustrates the implementation of a service delivery improvement programme has been listed with brief explanations.

As a strategic plan, the IDP has been discussed, taking into account the value of the strategic plan and formulation of strategy competitive/business and functional levels. Strategy-making processes and the importance of crafting and executing strategy have been discussed, putting emphasis on communication strategy, strategy formulation and organisational leadership.

Communication strategy of KSDLM as stated in its 2006/ 2007-2010 IDP Review has been mentioned citing IDP Representative Forum as the organisational formation for

discussions, negotiations and decision-making between the stakeholders within the municipal area.

Organisational leadership with particular emphasis on skills shortages and a lack of leadership abilities has been discussed.

Monitoring performance and evaluating deviations have been discussed as the implementation of strategy and deviations from the strategy need to be monitored. It has been stated that the KSDLM-IDP Review (2006/ 2007-2010) has not mentioned monitoring and evaluation of deviations.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1. Introduction

This chapter focuses on the methodology used in undertaking this study. According to Leedy (1997:9), methodology is the core concept underlying all research process. It is not enough to follow the research procedures without an intimate understanding that research methodology directs the whole endeavour where critical decisions are made and where organising, planning, and directing the whole project take place.

The empirical findings of the investigation into the service delivery challenges in King Sabata Dalindyebo Local Municipality will be analysed and reported. The findings will be analysed using the responses received from the respondents.

3.2. Research methodology

Research methodology is defined as the framework associated with a particular set of paradigmatic assumptions that a researcher will use to conduct a research. It can be a scientific method, ethnography, or action research (O'Leary, 2004:85). Ethnographic method was followed by the researcher because the study is about learning from the officers of the KSD Local Municipality, how they operate to overcome the challenges facing service delivery rather than studying the people.

According to Leedy (1997: 9), the methodology controls the study, dictates the acquisition of the data, arranges them in logical relationships, sets up a means of refining the new data. Leedy (1997: 9) further states that the methodology contrives an approach so that the meanings that lie below the surface of that data become manifest, and finally issues a conclusion or series of conclusions that lead to an expansion of knowledge.

Leedy (1997: 9) identified two primary functions of research methodology, viz:

- to control and dictate the acquisition of data
- to corral the data after acquisition and extract meaningfulness from them.

The study undertook a quantitative research methodology approach with preset response choices used to produce results which can be quantified or enumerated (Fink, 2007:175). In a quantitative methodology approach the data is analysed by a statistician which enables the researcher to compile statistical charts. Quantitative research focuses on the analysis of information so as to generate quantifiable results. To attain this goal, statistical techniques are used to generate and analyse quantitative data (Mwanje and Gotu, 2001:1-2)

3.3. Research design

Research design that is employed in this study is the empirical design which is qualitative in nature. This focused on the research processes and the kind of tools and procedures used. It also included the method of data collection and the brief description of the questionnaire (Babbie and Mouton, 2001: 76).

3.4. Sample population

Non-probability sampling was used to conduct the study because the researcher was unable to forecast, estimate or guarantee that each element in the population would be represented in the sample. The respondents were chosen by the researcher (Leedy, 1997: 204).

The researcher aimed at collecting the primary data by using structured questionnaires from 17 respondents of the KSDLM. The respondents comprised of eight managers, the Municipal Manager, all employed under section 57 of the Local Government: Municipal Systems Act 32 of 2000 and eight councillors of the mayoral committee.

The 8 senior managers are heads of the following eight directorates:

- Corporate Services
- Finance and Asset Management
- Public Safety
- Infrastructure
- Local Economic Development
- Social, Special Programme Unit and Policy Development
- Community Services
- Housing and Land Issues

The mayoral committee members are the chairpersons of the directorates.

The primary data was collected from 10 respondents. The targeted population is believed to play a major role and have a direct influence on the formulation and implementation of policies in KSDLM.

3.5. Data collection method

The empirical study which was employed in conducting this study is qualitative in nature. According to Li (2006:41), there are three data collection instruments for qualitative research, namely; questionnaires, the personal interviews and the attitude scale. The data for this study was collected by the use of a questionnaire.

3.5.1. Questionnaire

A self-administered questionnaire was employed for the collection of data as the respondents were adequately literate and would be able to complete the questionnaires themselves (Babbie and Mouton, 2001:258). The questionnaire was divided into two sections, viz; section A: biographical data and section B: technical knowledge.

Section A contains the personal data of the respondents which are as follows:

- Gender
- Age group
- Work service in KSDLM
- Educational qualifications and
- Annual income

Section B consists of the questions, which include two types of response categories, viz; Yes and No, Agree, Strongly Agree, Neutral, Disagree and Strongly Disagree. The questions allowed the respondent to choose the response that best represents his or her opinion relative to a series of categories by marking an **X** in an appropriate box. The respondents were asked to complete the questionnaires themselves, which gave them the advantage of consulting any documents related to questions raised.

Likert-based scale questionnaire was used in the collection of data because of its format, which has an unambiguous ordinality of response categories (Babbie and Mouton (2001:153-154).

The researcher delivered the questionnaires by hand and collected them a week later. They were then checked for completion, and any problems arising from the misunderstanding of the questions were discussed with the respondents. According to Babbie and Mouton (2001: 259), this method of hand delivery and collection of questionnaires seems to have a higher completion rate than that of mail survey, and it also reduces costs.

The advantage of using a self-administered questionnaire is that it is cheaper and quick. This is important for a student without funding who wishes to undertake a survey for term paper or thesis. Disadvantages of a self-administered questionnaire are that respondents may skip questions (Babbie and Mouton, 2001:262). Furthermore, the items are preset and respondents cannot fully express their opinions (Leong and James, 2006:115). The data also established whether the target population understands their duties and have the basic knowledge and techniques required to occupy the positions.

The researcher was prepared to reduce the disadvantages to a minimum by conducting a thorough check of the questionnaire with each respondent and clarified unclear questions. None of the respondents raised a need for clarification.

3.6. Data analysis methods

The empirical data of the investigation into the challenges faced by the KSDLM in the delivery of services was analysed. The services of a qualified statistician from Walter Sisulu University (WSU) were used to analyse data received from the respondents, using Statistical Package for Social Sciences (SPSS). The advantage is that the SPSS is a codebook for organising data and its template supplies a preliminary visual picture of the researcher's overall investigation and the process followed in analysing data (Fox and Bayat, 2007: 105).

The process of gathering, modeling, and transforming data with the goal of highlighting useful information, suggesting conclusions, and supporting decision making was conducted. The findings were dependent on the self-administered questionnaires which were analysed together with secondary data available from the KSD Local Municipality. Interpretive narratives were constructed from the data (Leedy, 1997:106).

Statistical charts are used to display statistical information because they are the useful diagrams to display information. The most frequently met statistical chart used in the analysis is the pie chart. The magnitude usually expressed in percentages is represented by several slices of a pie chart (Mwanje and Gotu, 2001:23).

3.7. Conclusion

This chapter focused on the methodology employed in the study. A self-administered questionnaire divided into two sections- Section A for biographical data and Section B for technical knowledge was discussed. It was cited that the questionnaire is a Likert based scale which has an unambiguous ordinality of response categories, and its advantages and disadvantages have been specified. Discussion of findings and analysis of data will be done below.

CHAPTER FOUR

STATEMENT OF FINDINGS, ANALYSIS OF DATA AND DISCUSSIONS

4.1. Introduction

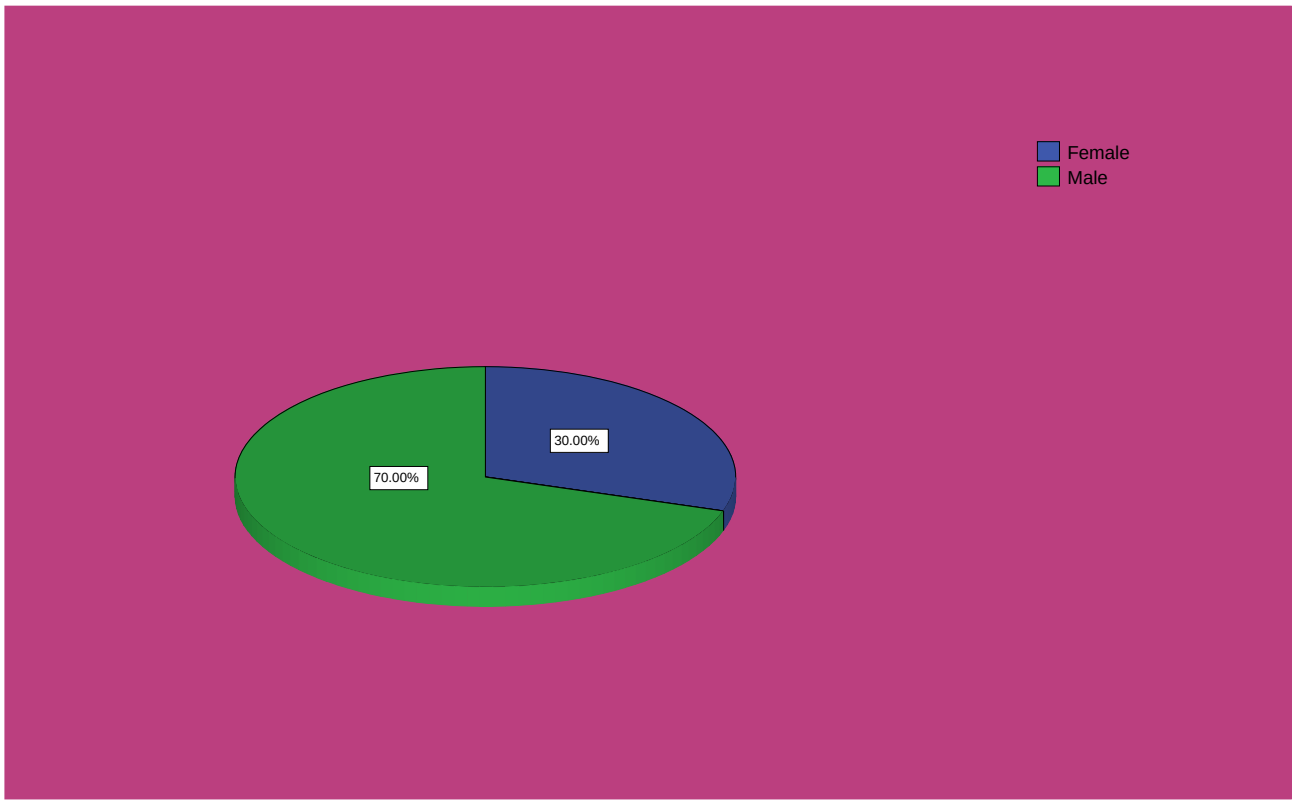
This chapter presents the findings, analysis of data using charts and discussions thereof. The findings are presented in graphic form for each of the test items in the questionnaire.

4.1.1. Frequencies of respondents

In this section, the research findings are analysed and presented in graphical form for the test items in the questionnaire. The researcher proceeds to interpret, discuss and analyse the findings for each test item. It is important that the researcher justifies, supports and contradicts the findings by linking the primary findings to the secondary findings. Explanations and discussions of findings follow under the graphs.

4.1.1.1. The gender distribution of senior management and councillors of the mayoral committee of King Sabata Dalindyebo Local Municipality (KSDLM)

Figure 4.1.1.1



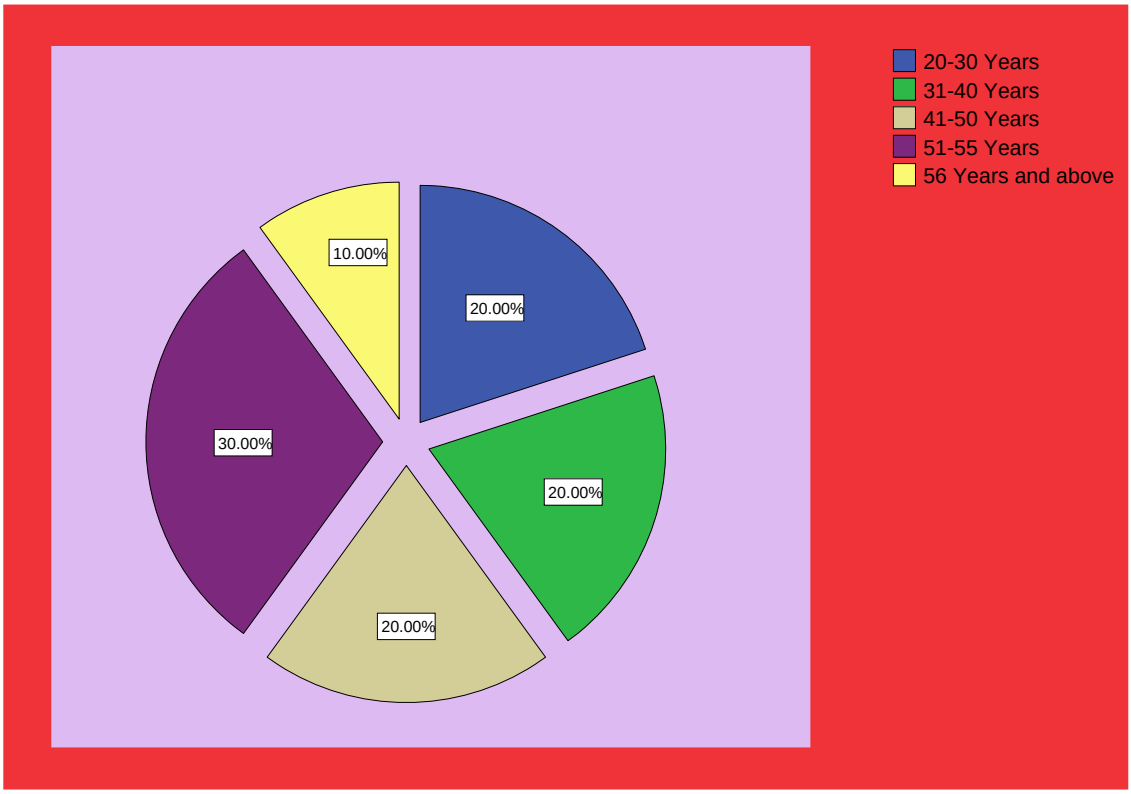
The gender percentage distribution of the senior management workers and the councillors of the mayoral committee is as follows:

Females 30%; Males 70%.

It is inferred from the above that a male-dominated arena is prevalent and reveals that KSDLM must implement affirmative action and the Employment Equity Act 55of 1998. Another possible reason is that the local municipality could be searching for more competent staff.

4.1.1.2. Age distribution of senior management and councillors of the mayoral committee in KSDLM

Figure 4.1.1.2

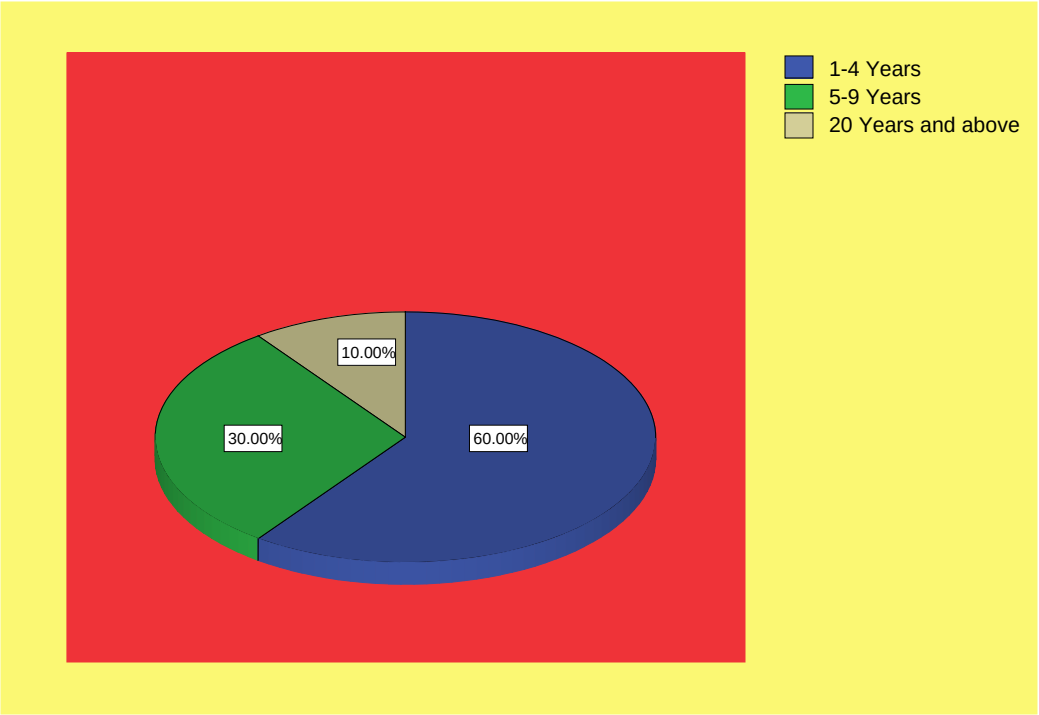


The percentage distribution in ages of senior managers and councillors of KSDLM is as follows:

20-30 years (20%); 31-40 years (20%); 41-50 years (20%); 51-55years (30%) and 56 years and above (10%). It can be deduced that the municipality is dominated by old officials. About 60% of the employees are above 40 years. Possibly, the KSDLM believes in employing and retaining the experienced personnel. This poses a threat to the municipality in that the senior personnel will retire leaving inexperienced personnel to execute the tasks. Another threat is that the young officials might move to better places with more attractive benefits.

4.1.1.3. Years of service at the King Sabata Dalindyebo Local Municipality

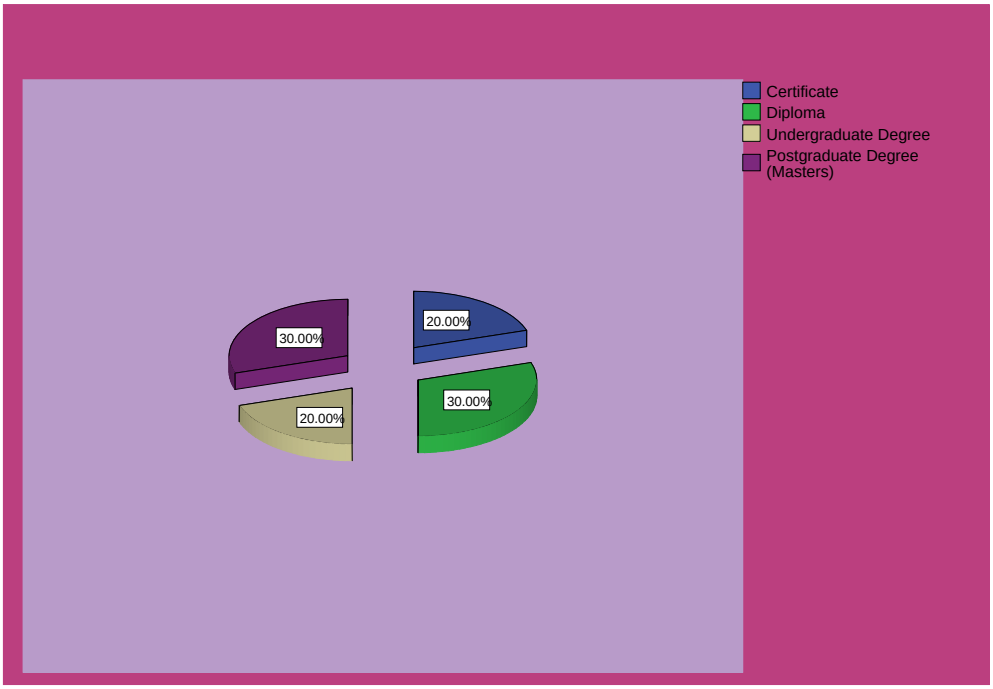
Figure 4.1.1.3



The distribution of years of service determined in percentages reflects personnel with 1-4 years of experience at KSDLM is 60% followed by personnel with 5-9 years of experience which is 30%, and only 10% of personnel with 20 years of service or more. The possible reason might be that the personnel with 20 years of service is a Section 57 Manager and was inherited by the KSDLM from the previous Umtata Council before the democratic elections in 2000.

4.1.1.4. Highest educational qualification

Figure 4.1.1.4

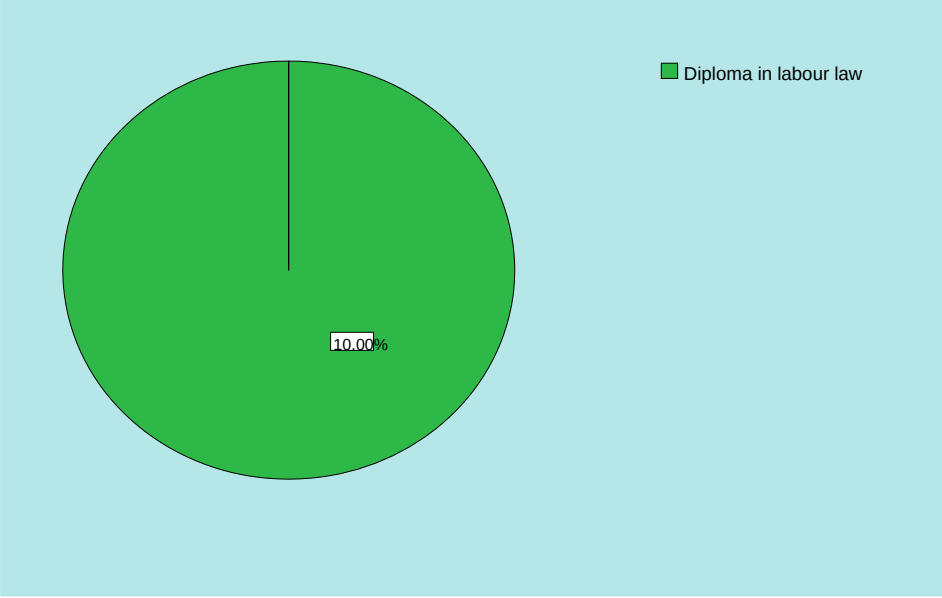


The percentage distribution of educational qualification of the senior managers and councillors of the mayoral committee is as follows:

20% of respondents hold certificates in various fields; 50% hold undergraduate degrees (20%) and diplomas (30%) and 30% hold postgraduate degrees. Ten percent of respondents hold a Diploma in Labour Law. It can be construed that key positions in the KSDLM are occupied by undergraduates. About 70% of personnel hold certificates, diplomas and undergraduate degrees.

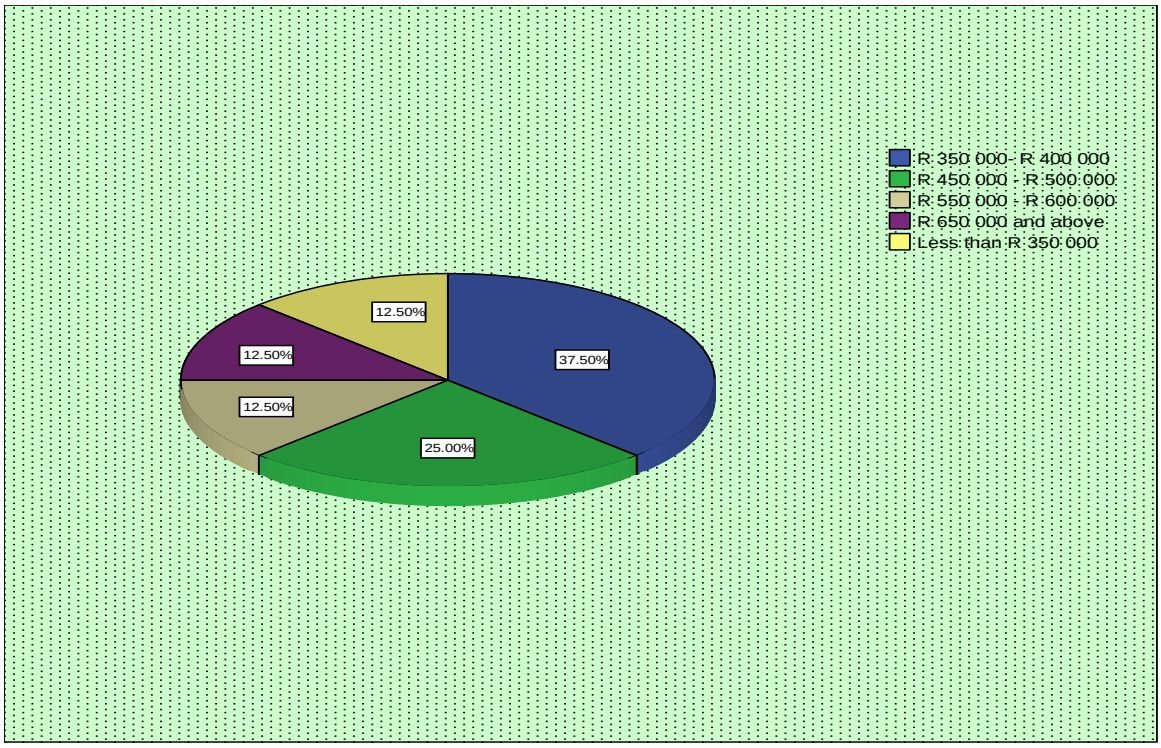
4.1.1.4.1. If other qualification in (4) above, please specify

Figure 4.1.1.4.1



4.1.1.5. State your annual income

Figure 4.1.1.5

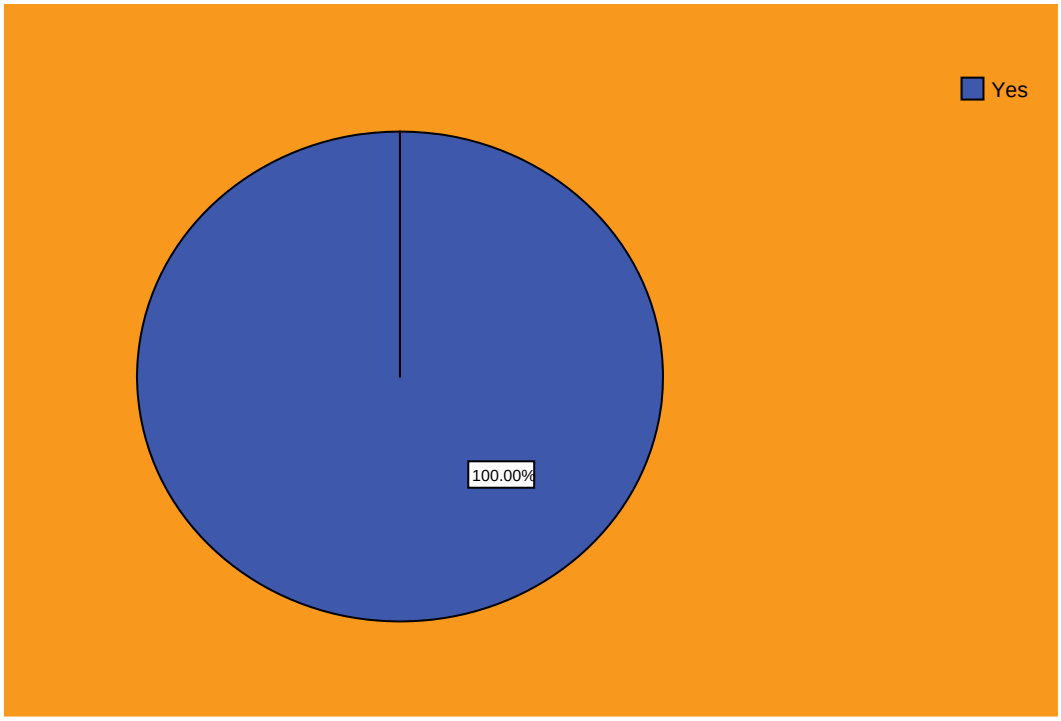


The percentage distribution of annual income of the senior managers and councillors who are members of the mayoral committee is as follows:

The majority of the respondents (37.5%) earn between R350 000-R400 000. 25% of respondents earn between R450 000-R500 000; R550 000-600 000 (12.5%); R650 000 and above (12.5%). 12.5% of the respondents who earn less than R350 000.

4.1.1.6. The Integrated Development plan (IDP) of the King Sabata Dalindyebo Local Municipality has been compiled in terms of the Local Government: Municipal Systems Act 32 of 2000 to enable improved service delivery to communities

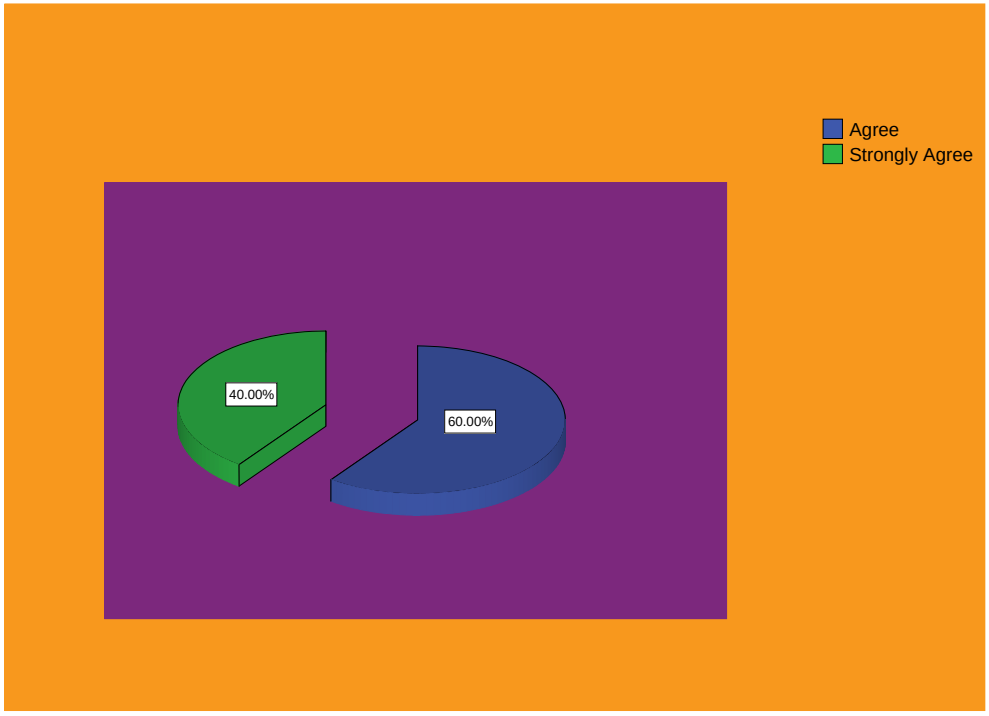
Figure 4.1.1.6



All the respondents (100%) agreed that the IDP of KSDLM has been compiled in terms of the Local Government: Municipal Systems Act 32 of 2000**.**

4.1.1.7. KSDLM uses IDP as a service delivery tool on which the annual budgets must be based

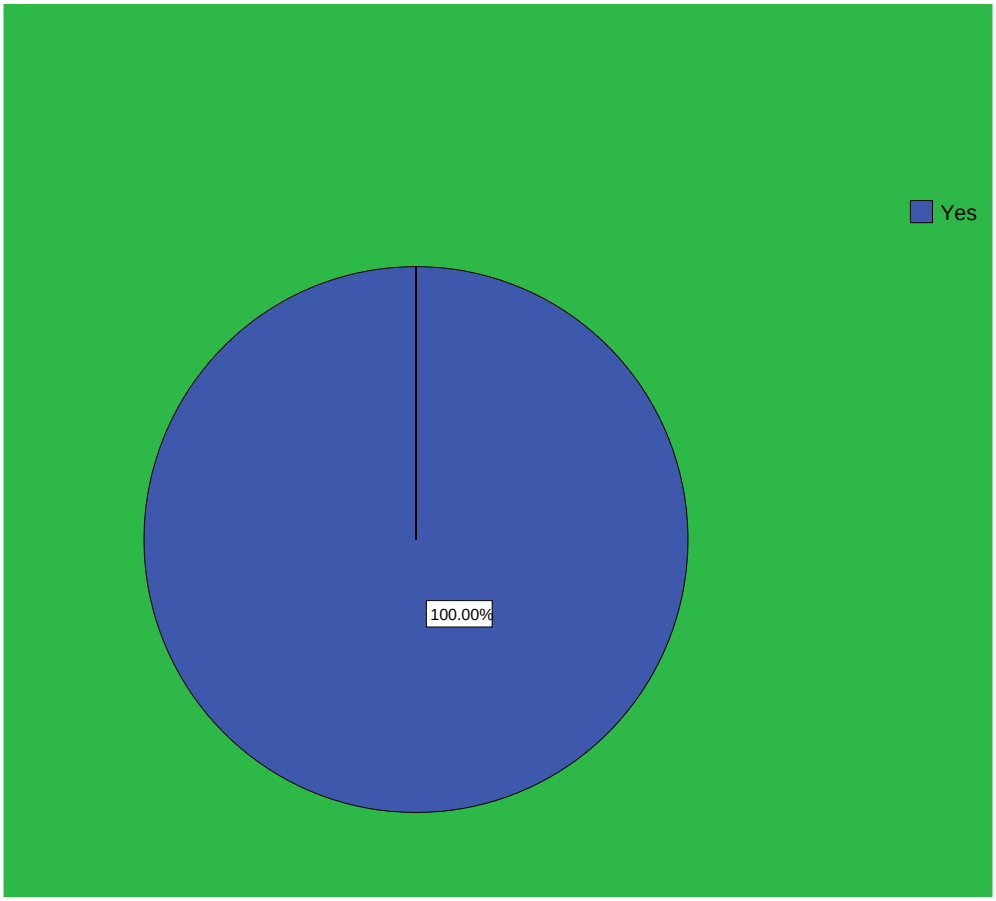
Figure 4.1.1.7



All the respondents agreed that the IDP is used as a service delivery tool on which the annual budgets are based. This means that 60% agreed and 40% strongly agreed. It can be inferred that the challenges of poor service delivery might be the inadequate alignment of the budget to the IDP which has been indicated in the report by the Member of the Executive Council (MEC) for the Department of Housing Local Government and Traditional Affairs (DHLGTA) (DHLGTA-Report KSD Investigation, 2007:7).

4.1.1.8. Do you think that challenges exist in the delivery of services in KSDLM?

Figure 4.1.1.8



All the respondents (100%) agreed that KSDLM has challenges in the delivery of services. The challenges of service delivery by the KSDLM listed by the respondents are as follows:

(i) Lack of skills as a result of nepotism. Appointments are not based on merit but on relationships. As a result, there is also shortage of funds which is contributed by the fact that employees are unable to produce financial policies that can improve collection of revenue, and budget and expenditure control by the KSDLM.

(ii) Corruption results in poor delivery of service because the bidding processes

are not followed. Tenders are given to friends and relatives who lack the capacity to execute the tender.

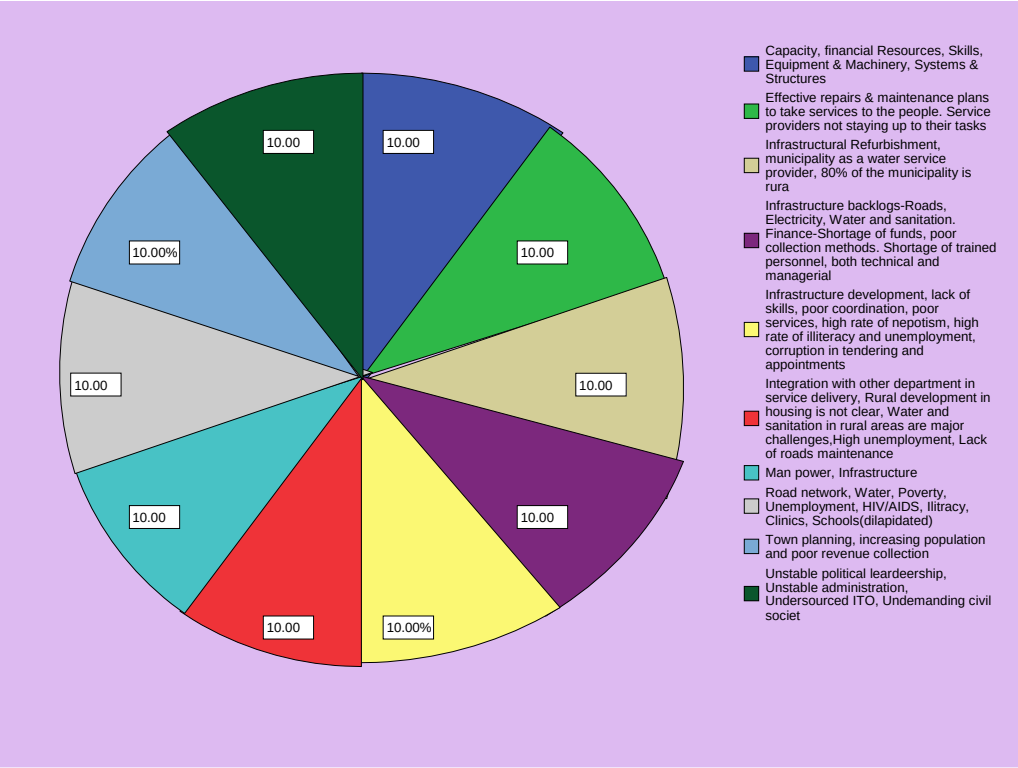
(iii) Funds that are meant for the provision of services are misdirected. The KSDLM's Audit Committee Reports which formed part of the council meeting agenda for August 8, 2008 reveals an amount of R517 277.00 incurred by the municipality in settlement of litigation expenses by officials, various inhabitants and businesses.

(iv) Unstable political and administrative leadership. The respondents narrated that between 2006 and 2009 the KSDLM had appointed three mayors and three Municipal Managers. This could create problems in service delivery because each appointee utilised different. strategies.

The researcher concurs with the issue of unstable political leadership and administration. In support of this, the researcher is aware that between 2006 and 2009 the King Sabata Dalindyebo Local Municipality had appointed three mayors and three Municipal Managers. This could cause problems in service delivery because each one of them came up with new strategies.

4.1.1.8.1. If yes, please list what you would consider to be the main challenges faced by the KSDLM

Figure 4.1.1.8.1



The challenges listed by the respondents are as follows:

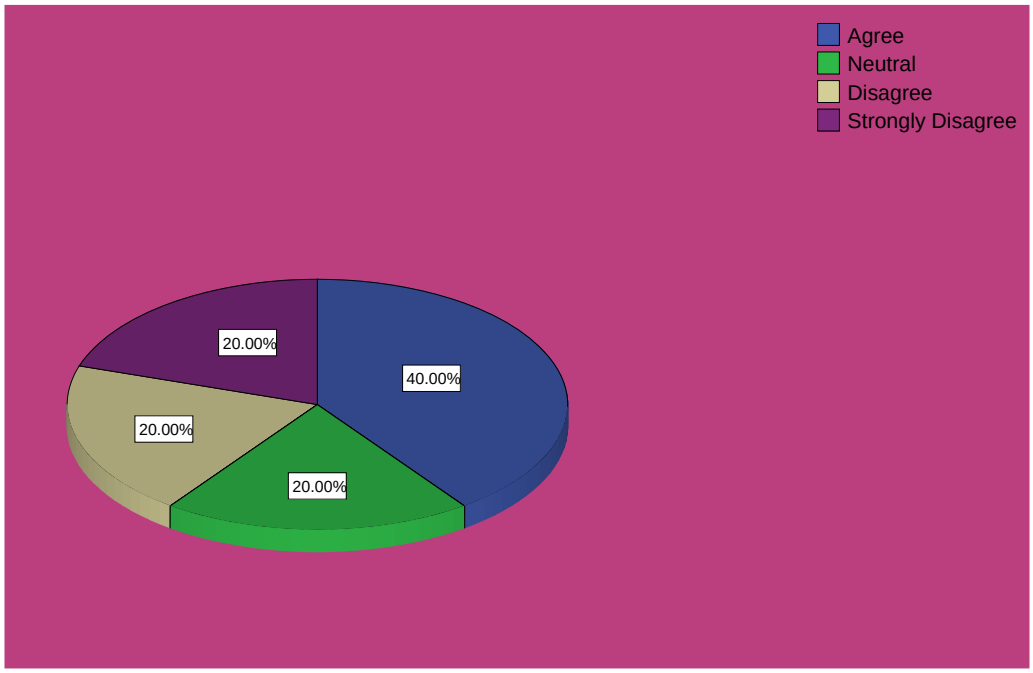
- Lack of participation of sector departments in the IDP and human resources to run programmes contained in IDP.
- Some challenges emanate from historical backlogs and while others are due to internal political and administrative instability.
- KSDLM has a turn-around strategy (Vision 2030). It has been identified as a presidential project to improve its service delivery.
- No wall to wall service delivery. KSDLM is not strengthening its relationship with traditional leaders; does not empower women and the youth, and community involvement in planning and decision making.
- The KSDLM committed itself to service delivery by budgeting for roads

infrastructure, cleaning and sewer systems.

- The advisory committee for the council was formed by the mayoral committee but it is not functioning.
- Without addressing capacity constraints, service delivery will continue to be a challenge.

4.1.1.9. The Municipal Infrastructure Grant (MIG) has proved to be adequate in financing budgeted expenditure for which it was made available

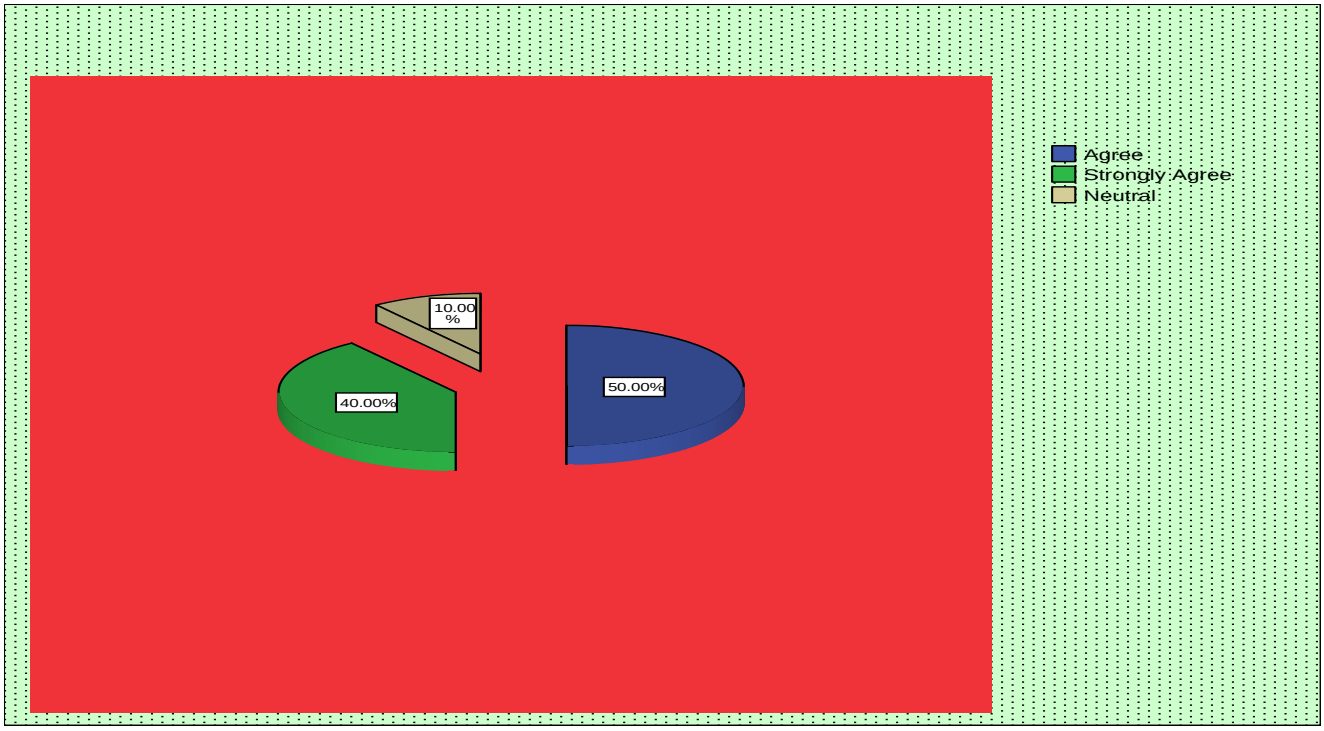
Figure 4.1.1.9



The senior managers and the councillors who are members of the mayoral committee seemed to have a misunderstanding of the MIG. 40% of the respondents agreed that the grant proved to be adequate while 40% disagreed (20% disagreed and 20% strongly disagreed). The other 40% disagreed (20% disagreed and the other 20% strongly disagreed). The remaining respondents, i.e. 20% were neutral.

4.1.1.10. KSDLM understands the national government policies on the delivery of services

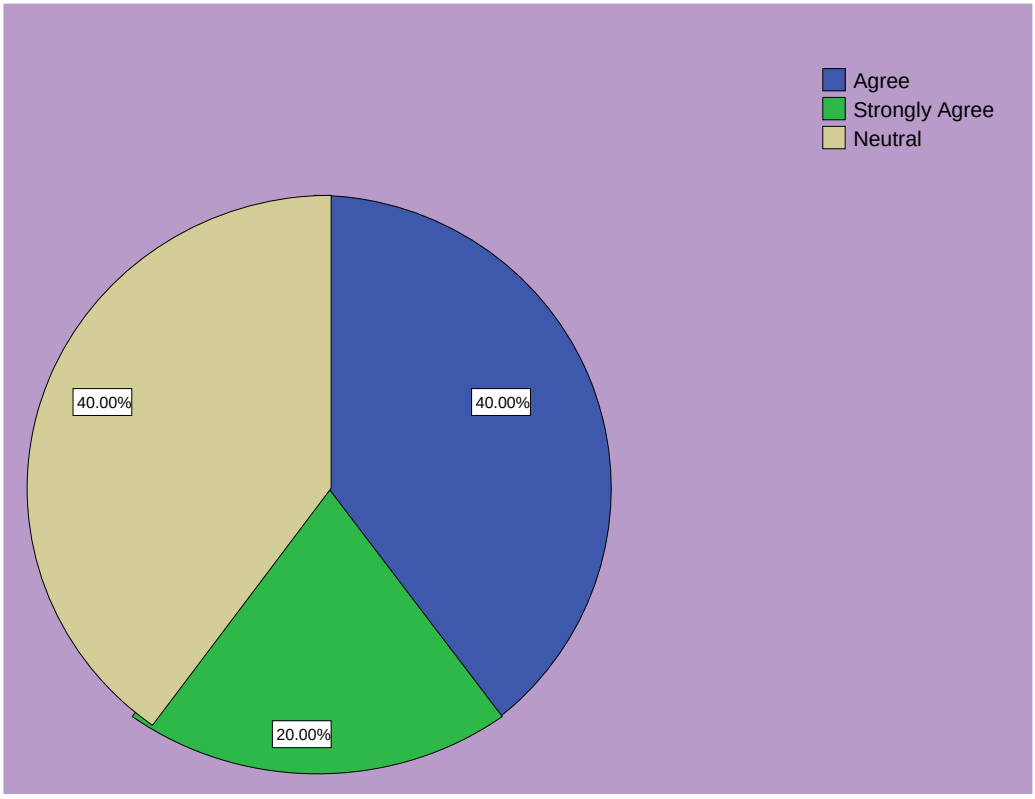
Figure 4.1.1.10



The majority of the respondents (50%) agreed, and 40% strongly agreed to the understanding of national government policies on service delivery by KSDLM. Only 10% of the respondents were neutral. This indicates that managers and the councillors who are members of the mayoral committee understand policies on service delivery but lack the capacity to implement. Failure to provide services to the town of Mthatha can, therefore, not be attributed to the misunderstanding of the policies on service delivery.

4.1.1.11. Community participation has always been considered central in the development of IDP

Figure 4.1.1.11

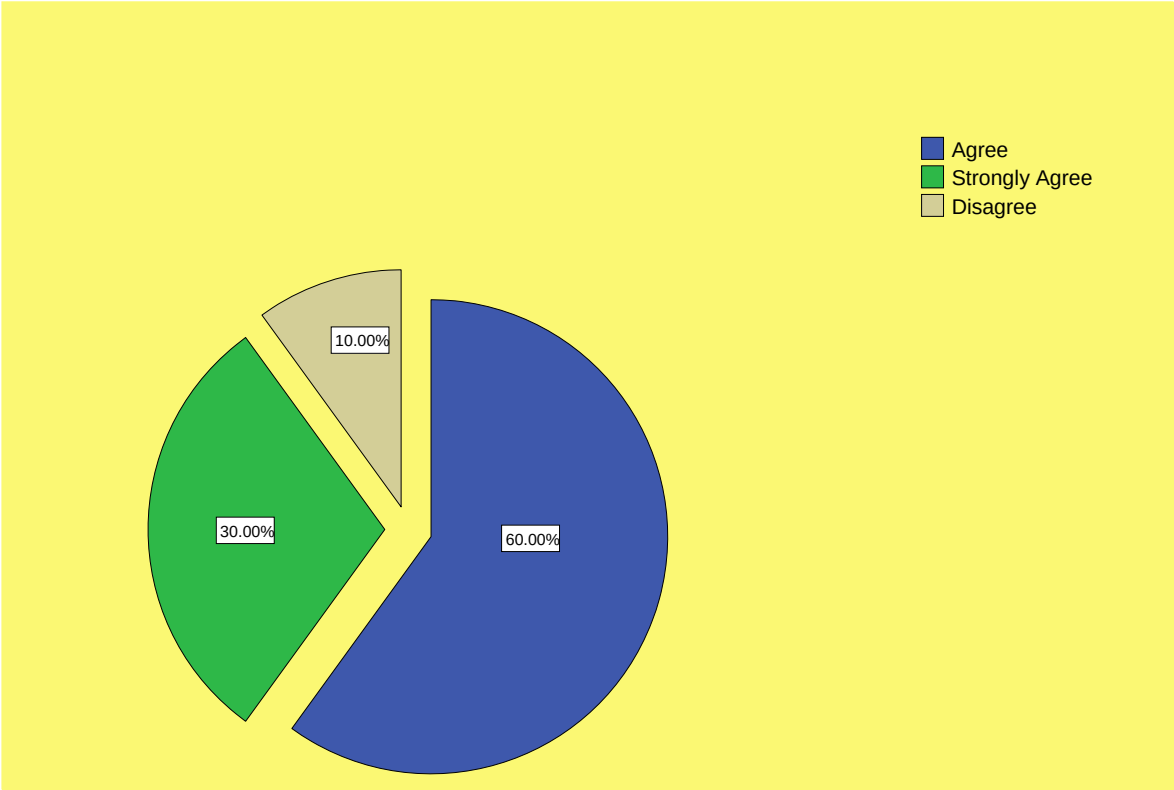


The majority (40% agreed and 20% strongly agreed) of the respondents agreed that community participation has always been central in the development of IDP, while 40% were uncertain.

Community participation in the development of the IDP is a requirement in terms of section 16 (1) (a) (i) of the Local Government: Municipal Systems Act 32 of 2000 and all managers are required to have full understanding of the Act. The researcher hopes that KSDLM will conduct workshops to inform managers and councillors about the IDP and the importance of involving communities in its development.

4.1.1.12. The IDP of the KSDLM of 2007/2008 takes into account national and provincial development plans

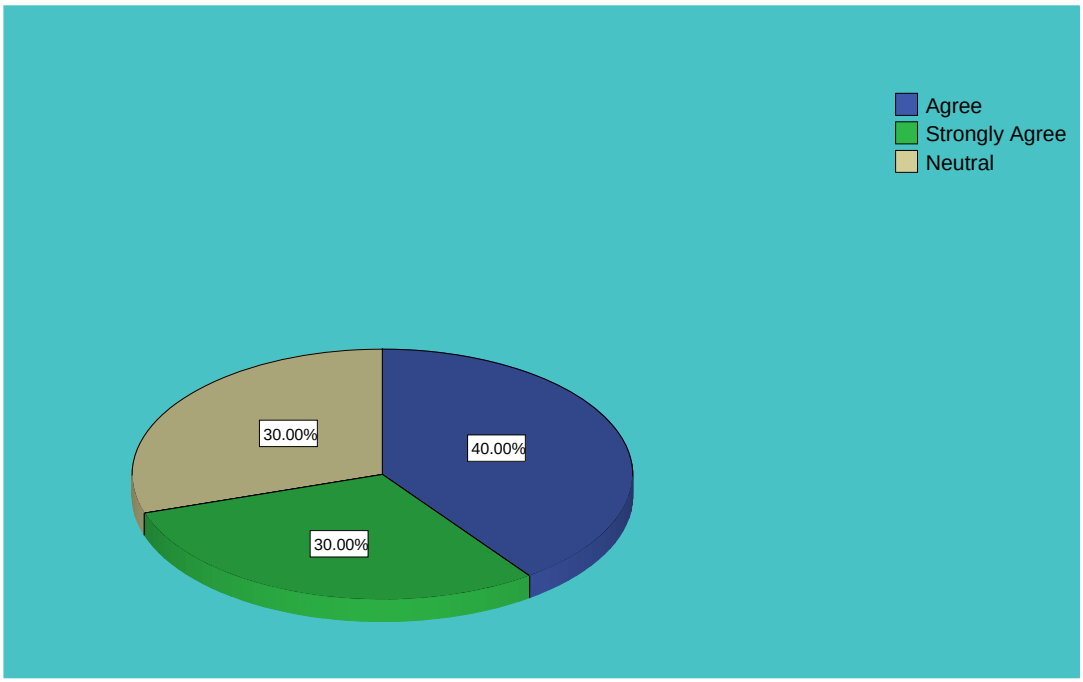
Figure 4.1.1.12



The majority (60% agreed and 30% strongly agreed) of the respondents agreed that the IDP of 2007/ 2008 takes into account national and provincial development plans. Only 10% of the respondents disagreed.

4.1.1.13. The KSD communities understand the constraints faced by the KSDLM relating to service delivery

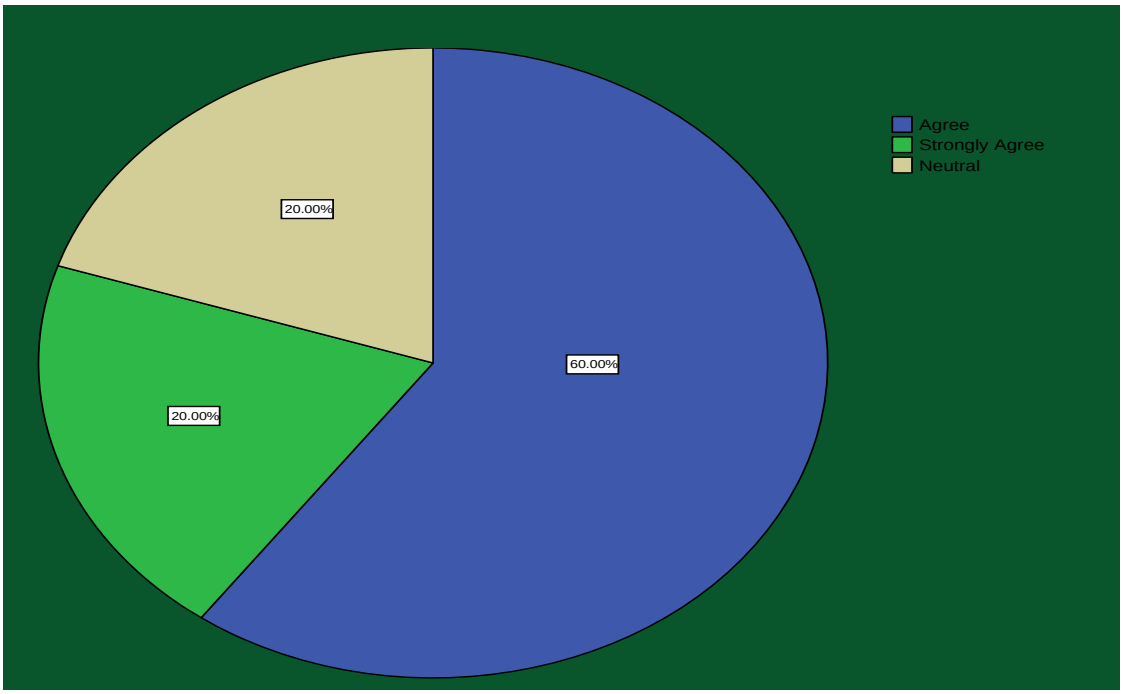
Figure 4.1.1.13



The majority of the respondents agreed (40% agreed and 30% strongly agreed) to the statement that communities understand the constraints faced by the KSDLM relating to the delivery of services. The remaining 30% of the respondents were neutral.

4.1.1.14. Key Performance Indicators (KPIs) have been used as a yard stick for measuring priorities and objectives set out in IDP

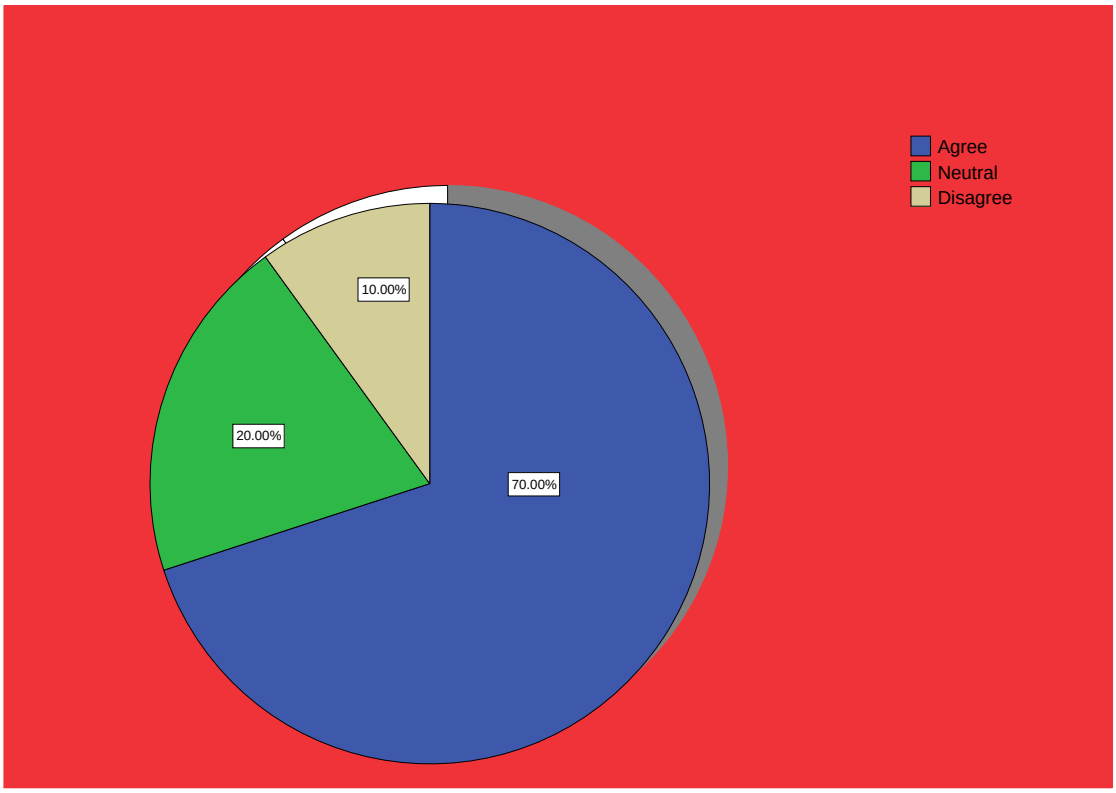
Figure 4.1.1.14



The majority of the respondents agreed (60%) and 20% strongly agreed that Key Performance Indicators (KPIs) have been used as a yard stick for measuring priorities and objectives set out in IDP, while the remaining two (20%) were neutral.

4.1.1.15. KSDLM council is fully conversant with the role of component structures (infrastructure and community services) in relation to service delivery

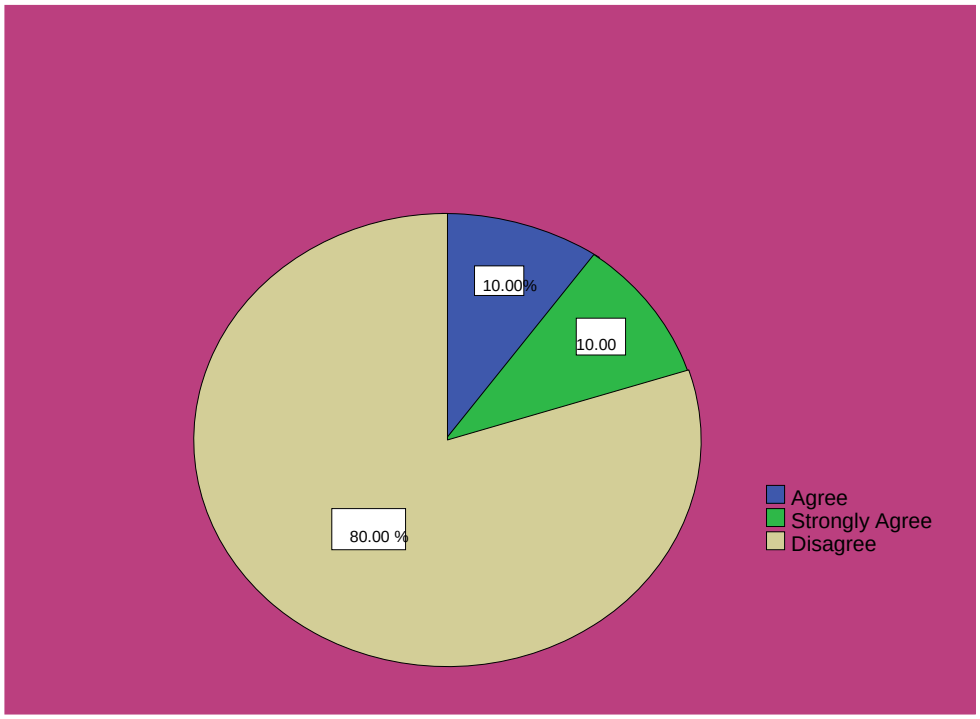
Figure 4.1.1.15



70% of the respondents agreed that the council is fully conversant with the role of component structures (infrastructure and community services) in relation to service delivery. Only 20% were neutral and the remaining 10% disagreed.

4.1.1.16. KSDLM has full capacity (individual and institutional) to meet the challenges to deliver municipal services

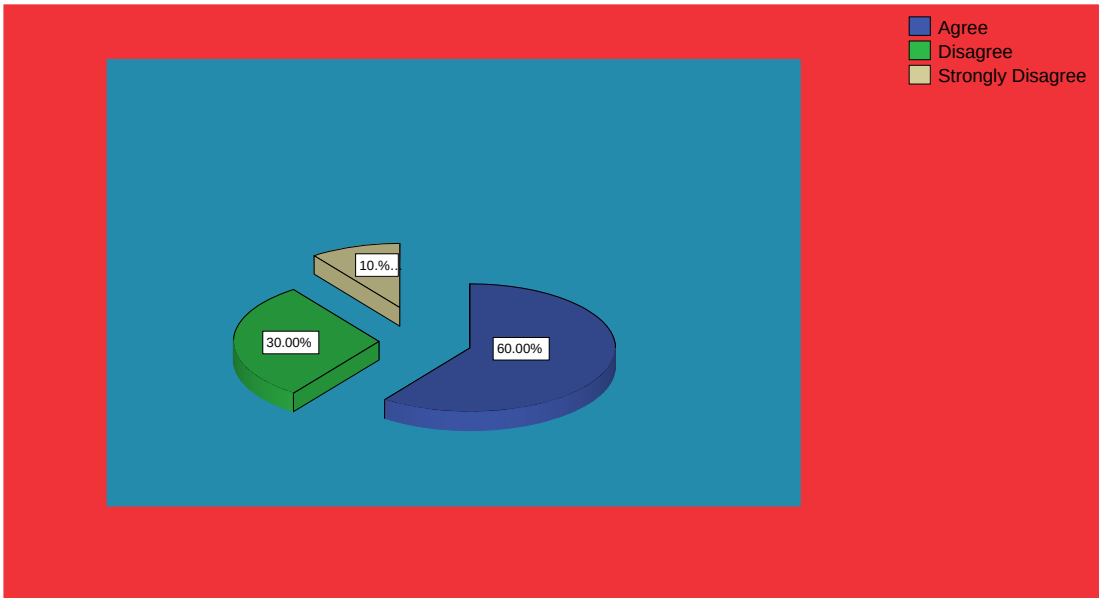
Figure 4.1.1.16



The majority (80%) of the respondents disagreed that the KSDLM has full capacity (individual and institutional) to meet the challenges to deliver municipal services. Only 20% of the respondents agreed, (10% agreed and the other 10% strongly agreed) that the municipality has the capacity to meet the challenges for delivering municipal services.

4.1.1.17. A fair assessment of KSDLM's output since its inception will indicate success based on a high standard of supervision

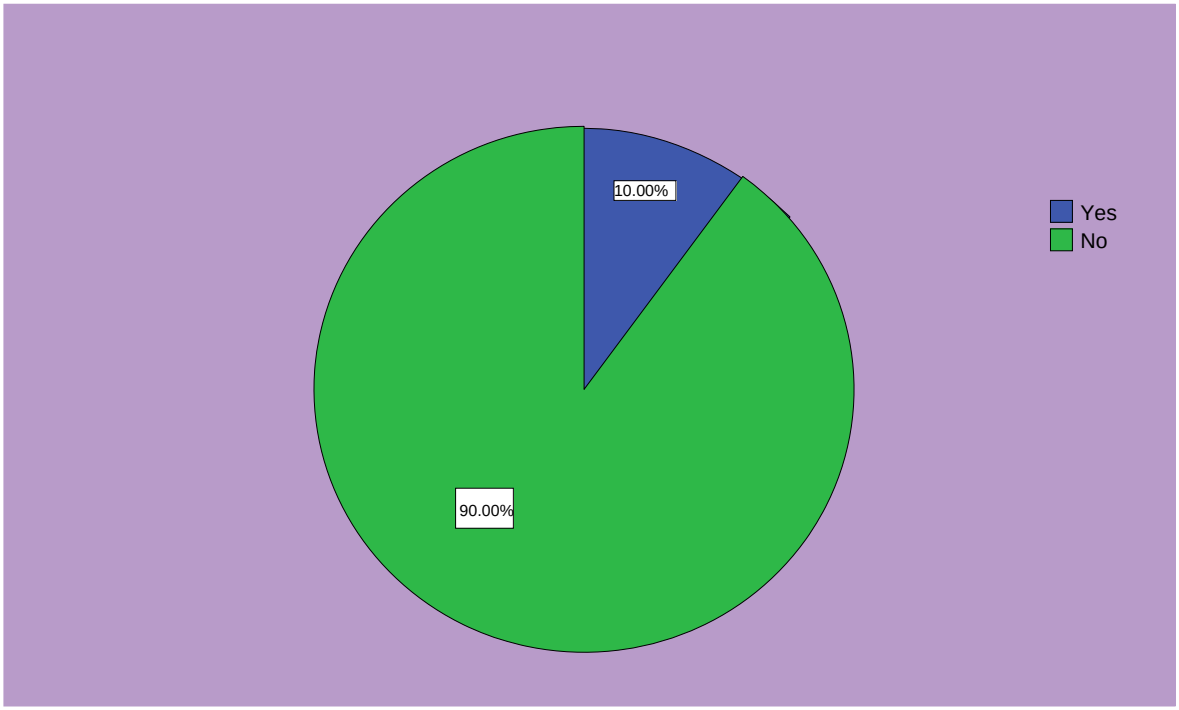
Figure 4.1.1.17



The majority of the respondents (60%) agreed that a fair assessment of KSDLM's output since its inception will indicate success based on a high standard of supervision. Only 40% who opposed that view, 30% disagreed and 10% strongly disagreed. The researcher supports the contrary view because in assessing the poor state of the roads, inconsistent supply of electricity and constant water shortages, a conclusion can be reached that there is no supervision in the KSDLM.

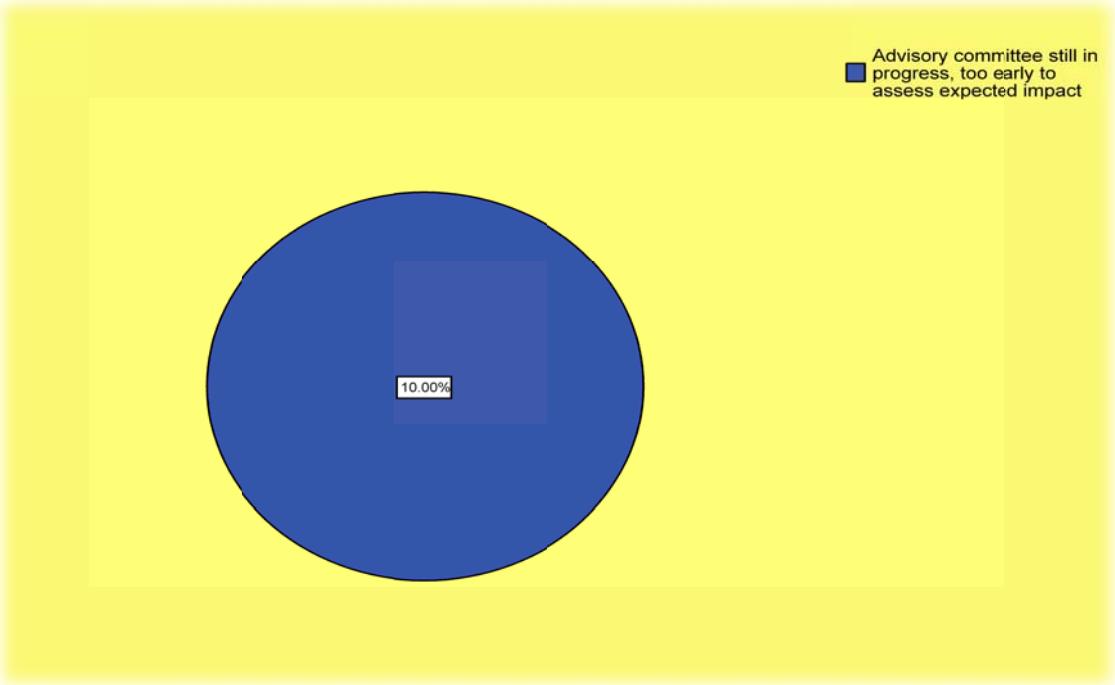
4.1.1.18. Has KSD LM established an advisory committee to advise the council on any matter within the council's competence?

Figure 4.1.1.18



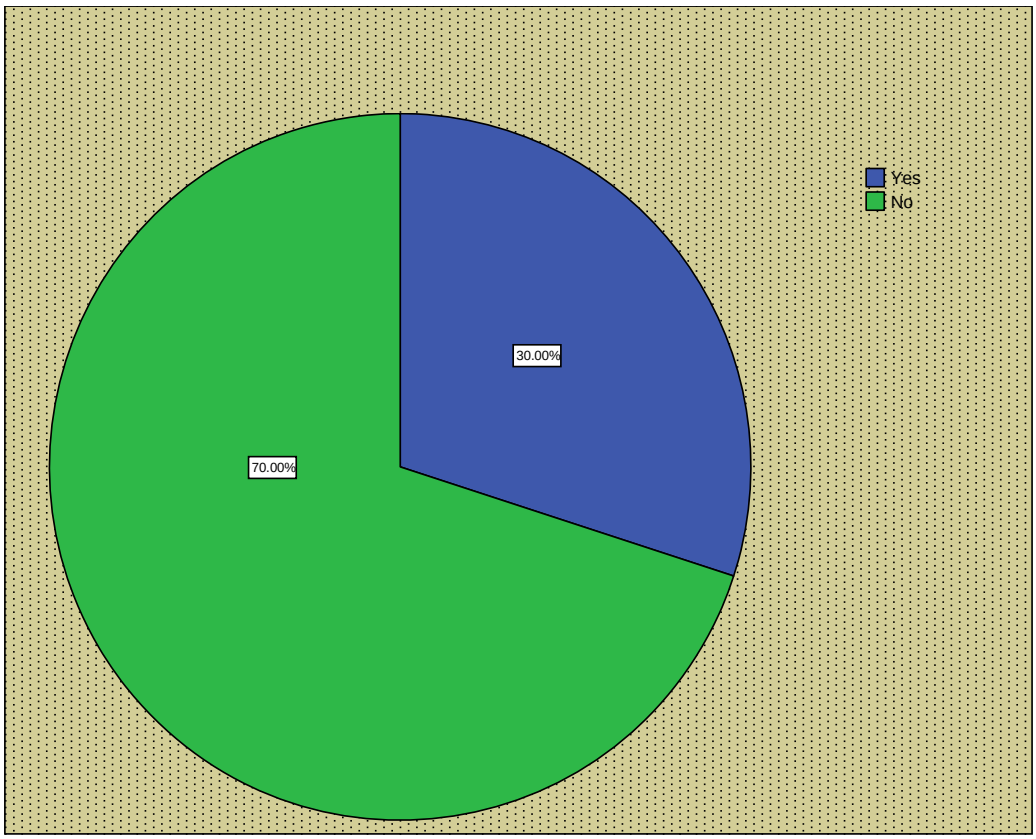
It is the minority of the respondents (10%) who responded “yes” to the establishment of an advisory committee to advise the council on any matter within the council’s competence. The majority of the respondents (90%) stated that the advisory committee is still in progress and its expected impact could not be assessed and responded “no” to the statement.

Figure 4.1.1.18.1



4.1.1.19. Bearing in mind the questions asked above and your response to them, can you conclude that the municipality has proved to have the capacity to implement its service delivery strategy to improve service delivery

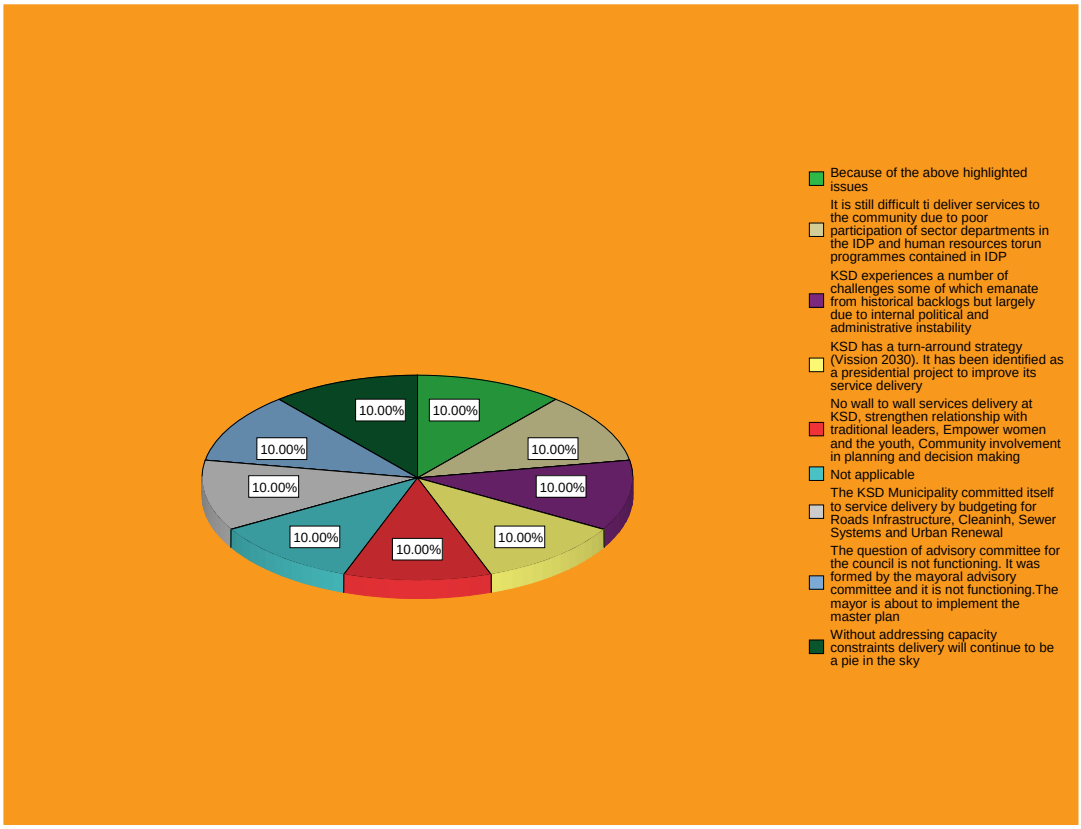
Figure 4.1.1.19



Only 30% of the respondents indicated “yes”, to the statement that the municipality has proved to have the capacity to implement its service delivery strategy to improve service delivery. The majority of the respondents (70%) answered “no”.

4.1.1.19.1. Comment on the service delivery strategy

Figure 4.1.1.19.1



The respondents commented that poor participation of IDP sector departments and lack of human resources to run IDP programmes are barriers to improved service delivery. The researcher does not agree with this statement, but attributes these barriers to a lack of political and administrative leadership which was acknowledged in 2006 (DHLGTA-Report KSD Investigation, 2007:18).

The researcher does not concur with the statement that some of the challenges emanate from historical backlogs because the municipality is in the 15th year of democracy, and the issue of backlog should have been addressed vigorously. The researcher noted that the KSDLM constantly defends its poor service delivery by referring to the previous council. It was once stated that “the cause of the current problems within the municipality had to be traced back to the time when United

Democratic Movement (UDM) governed the municipality" (DHLGTA-Report KSD Investigation, 2007:17). Senior personnel in the employ of the municipality since the ousting of UDM from governance in 2004 were employed with the purpose of attending to those backlogs.

The primary data revealed that the KSDLM has a turn-around strategy (Vision 2030) identified as a presidential project to improve its service delivery. The researcher is concerned that time and money had been spent in defending and settlement of claims arising from vehicles damaged by potholes in roads. The researcher also feels the KSDLM ignored the challenges that were acknowledged in 2006 (MEC-DHLGTA Report, 2007:6-7).

A report from the office of the MEC for DHLGTA to the council of the KSDLM states that the IDP is inadequately aligned to the budget and does not incorporate various sector plans which include Local Economic Development Infrastructure Plan and Housing Development Plan (MEC-DHLGTA Report, 2007:7).

4.2. Conclusion

An investigation into the service delivery challenges in the KSDLM with specific reference to the town of Mthatha was reported on. The empirical data of the investigation was analysed using the services of a qualified statistician from Walter Sisulu University (WSU). From the primary data collected through structured questionnaires all respondents have agreed that challenges do exist in KSDLM.

The challenges listed include lack of capacity; lack of financial resources to implement service delivery strategy, lack of machinery and equipment, infrastructure backlogs, and poor participation of sector departments in the IDP and human resource to run IDP programmes, among others.

In the final chapter, conclusions will be done and recommendations will be proposed to alleviate the problems identified, to enable the KSDLM to overcome these challenges in the near future and thus improve municipal service delivery.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5.1. Introduction

The purpose of this chapter is to draw conclusions and recommendations from all the preceding chapters, including the literature study and the empirical investigation report. The conclusions are followed by recommendations aimed at providing a precise action plan for their implementation, to improve service delivery in the King Sabata Dalindyebo Local Municipality.

Due to their integrated and comprehensive nature, the recommendations are not specifically linked to a particular challenge or area of underperformance in the provision of services.

5.2. Conclusion

The provision of services to communities is the main responsibility of South Africa's municipalities. Chapter 7, Section 151(3) of the Constitution of the Republic of South Africa Act, 1996 stipulates the municipality's rights to govern on its own initiative the local government affairs of the community subject to national and provincial legislation. In governance, municipalities are required to perform the following functions in terms of Section 152 (1) of the Constitution of the Republic of South Africa Act, 1996, viz:

- To govern in a democratic manner;
- To ensure the provision of basic services;
- To promote social and economic development;
- To promote safety and healthy environment; and
- To encourage community participation in local government.

Delivering on these mandates invariable has financial implications. According to Intergovernmental Fiscal Review, 2000:116 (in Reddy, Sing and Moodley, 2003:61), the National Government assists municipalities in performing constitutional functions by prioritising, transforming, and reporting budget formats, budget preparations,

implementation, monitoring and reporting within the local sphere of government to enable municipalities to meet their constitutionally determined developmental role and responsibilities.

The King Sabata Dalindyebo Local Municipality (KSDLM), which is a focal domain of the research encompasses the Mthatha and Mqanduli districts and is composed of 32 wards of which 10 are urban and semi-urban. It has been stated that the KSDLM has complied with Chapter 5, Section 23 to 37 of the Local Government: Municipal Systems Act 32 of 2000 which requires the municipalities to adopt an Integrated Development Plan (IDP). IDP is a service delivery strategy that must reflect:

- The municipal council's vision for the long-term development of the municipality; and
- The council's development strategies and objectives.

In the statement of the problem, it was cited that since 2005 KSDLM has been experiencing serious problems in performing its constitutional functions. This has resulted in an untenable situation as evidenced by the state of the town of Mthatha. Garbage litters the streets, there are potholes, non-functioning street lights, flooded streets on rainy days due to poor drainage systems and unexplained continuous water and power shortages.

The report by the Member of the Executive Council (MEC) for the Department of Housing Local Government and Traditional Affairs (DHLGTA) (19 June 2007) revealed that KSDLM was non-compliant with a number of statutory and executive obligations, including the Local Government: Municipal Finance Management Act (MFMA) 56 of 2003 regarding its budget. Section 106 of the Local Government: Municipal Systems Act 32 of 2000 was invoked twice in two-and-a-half years with a team appointed to investigate allegations against KSDLM (report of MEC for DHLGTA, 19 June 2007).

In 2007 a group comprised of business people, clergy, labour formations and ordinary people, under the banner of KSDLM Residents' Forum marched to the offices of the municipality in a bid to remove the council. Their message called for the appointment of an administrator to run the affairs of the municipality. They complained of a lack of

accountability demonstrated by the Acting Municipal Manager who openly stated that the MEC was the only person who could pronounce on the crisis facing the municipality (Daily Dispatch, 01 August 2007).

Research objectives cited in Chapter 1 included:

- To investigate the challenges that led to the KSDLM experiencing poor municipal service delivery, and its constraints to effective implementation of the IDP.
- To develop and propose effective strategies for the continuous improvement of service delivery and good governance in KSDLM with specific reference to the town of Mthatha.
- To reveal counterproductive variances between legislation and governance instruments crafted by the municipality which may, as a result of misinterpretation, result in distortions in carrying out the Constitutional mandate.
- To work towards achieving conclusive findings to assist political office-bearers at national and provincial sphere to formulate legislation to promote the local government's effectiveness and efficiency.

  The questions are given below.

Research questions were formulated as follows:

- To what extent is the KSDLM achieving the local government objectives as provided for in Section 152 (b) which states that a municipality must "ensure the provision of basic services" (Republic of South Africa, 1996)?
- How can the KSDLM improve its response rate to meet the socio-economic needs and demands of the people?

The secondary data received from KSDLM revealed that the following challenges exist:

- Councillor interference in administration;
- Inadequate public participation
- Inadequate alignment of budget with the IDP;
- Lack of political and administrative leadership;

- Infrastructure backlogs in particular with regard to roads, electricity, water and sanitation; and
- Skills shortages

The primary data obtained from the respondents confirmed that these challenges do exist in KSDLM.

In chapter 2, Theoretical Framework for improving service delivery in KSDLM, it is stated that developmental local government is a local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives (White Paper on Local Government, 1998:6). The White Paper on Local Government, 1998 provides that local government is the sphere of government that interacts and is closest with communities. It is also responsible for services and infrastructure to improve the well being of the citizens. The IDP is cited as one of the most important methods for achieving co-ordination and integration of agencies, which contributes to development. It is also stated that IDPs provide powerful plans for municipalities to enable them to facilitate integrated and coordinated delivery within their localities.

It has been mentioned that the concept of IDP was first introduced in 1996 as a form of strategic planning for local government throughout South Africa (Li, 2006:7). It is defined as one of key tools for empowering local government to cope with its developmental role and is the principal planning instrument that guides all planning and decision making in a municipality.

With regard to the legal framework of the Local Government: Municipal Systems Act 32 of 2000 for an IDP, Section 35 (1) of the Local Government: Municipal Systems Act 32 of 2000 states that the IDP adopted by the council of a municipality:

- Is the principal strategic planning instrument which guides and informs all planning and development, and all decisions with regard to planning, management and development in the municipality;

- Binds the municipality in the exercise of its executive authority, except to the extent of any inconsistency between a municipality's IDP and national and provincial legislation, in which such legislation prevails; and
- Binds all other persons to the extent that those of the IDP that impose duties or affect the rights of those persons have been passed as by-law.

The IDP Review (2006/ 2007-2010) produced by KSDLM is a five year strategic plan designed to close the gaps identified in the previous year term IDP of the council. It is cited in the IDP review that the town of Mthatha is an important regional service centre and tourism gateway of the KSDLM. It states that the poor road network, which is a critical challenge of the KSDLM, has negative impact on all development initiatives.

With regard to the IDP and committees, the role of the executive committee or executive mayor, a committee of councillors appointed by the municipal council if there is no executive committee or executive mayor has been defined as stated in Section 30 of the Local Government: Municipal Systems Act 32 of 2000.

Strategic management was defined as "the set of decisions and actions resulting from the formulation and implementation of strategies designed to achieve the objectives of the organisation. Strategic management is a set of management skills that should be used throughout the organisation in a variety of functions (Palmer et al., 1992: 107-108).

The KSDLM conformed to developing an IDP which is its strategic plan. In its IDP review (2006/ 2007-2010:7) the KSDLM stated that strategic management is the responsibility of heads of departments who are responsible for various tasks which include:

- providing relevant technical , sector and financial information for analysis and determining priority issues;
- contributing technical expertise in the formulation of strategies; and
- providing operational and capital budgetary information.

The KSDLM formulated an IDP which is its five year strategic plan designed to close the gaps identified in the previous five year term of IDP. The IDP sets out the situational analysis, key issues, priorities, strategies and integrated project programmes to the KSDLM to intervene and manage development to achieve its vision (KSDLM-IDP Review, 2006/ 2007-2010:4).

It was mentioned that strategies must be implemented to achieve the intended results. In the implementation stage the management of an organisation is tasked with developing an implementation plan and do whatever it takes to make the new strategy operational and effective in achieving the organisation's objectives. Annual objectives that relate to long-term objectives are identified and communicated in the implementation stage.

In the KSDLM there is a director for Planning, Social and Economic Development who with the assistance of an IDP Coordinator is responsible for the implementing, monitoring and evaluating the overall IDP process (KSDLM-IDP Review, 2006/ 2007-2010:6).

In an attempt to correct the service delivery machinery recognised by the White Paper on Transformation of Service Delivery (1997), it was suggested to local government-a local sphere of the government that is directly responsible for the governance of municipalities to take into account the following eight-step cycle:

- Identify the customer
- Establish the customer's needs and priorities
- Establish the current service baseline
- Identify the 'improvement gap'
- Set service standards
- Gear up for delivery
- Announce service standards
- Monitor delivery against standards, and publish results

Communication strategy has been cited in chapter 2 and defined as a process involving the acquisition and use of information for planning, organising, leading and controlling. It is the primary method that managers in modern organisations use to influence groups and individuals (Palmer et al., 1992:354). At KSDLM, communication extends to the ward committees which are the link between the communities and the municipal council. In April 2006 the IDP Representative Forum which was established to act as the organisational formation for discussion, negotiation and decision-making between the stakeholders within the municipal area embarked on a Ward-to-Ward IDP Outreach Programme. The purpose of the outreach was to afford the communities the opportunity to identify and prioritise their needs using the participatory methodology.

Byars et al., (1996:1) state that strategies and their requirements must be communicated and clearly defined for all affected employees before implementation. A clear understanding of strategies gives purpose to the activities of each employee.

Monitoring performance and evaluating deviations was discussed with reference to four steps which are common to all post-action controls; viz:

- set standards of performance
- measure actual performance
- identify deviations from standards set
- initiate corrective action (Pearce and Robinson, 2007:396).

The empirical findings of this investigation into the challenges faced for the improvement of service delivery at KSDLM with specific reference to the town of Mthatha were collected via structured questionnaires from 10 officials of the KSDLM. The officials include Section 57 managers and councillors of the mayoral committee. The researcher and the supervisor are satisfied that the two groups meet the criteria and representativeness.

From the empirical findings, it was observed that all respondents (100%) agreed that the KSDLM faces many challenges to meet the service delivery standards. These include capacity, financial resources, skills, machinery and equipment, corruption and

unstable political and administrative leadership. These challenges have been cited in the primary and secondary data.

5.3. Recommendations

This section offers recommendations for overcoming the identified constraints and challenges for service delivery improvement. The recommendations are based on the empirical findings. The empirical findings of this study were collected via structured questionnaires from 10 respondents in the KSDLM.

5.3.1. Recommendations on challenges in the delivery of services in KSDLM

Lack of skills: The KSDLM lacks an important resource as the skill is a critical ingredient that enables an employee to do a job well. It is recommended that KSDLM should hire professional institutions to train and improve its unskilled personnel with relevant knowledge and techniques in order to enable them to do the job properly. But in the long term KSDLM should hire competent personnel in all key areas, viz: finance, engineering and corporate services.

Corruption and nepotism: Poor service delivery is attributed to corruption and nepotism in which tenders are given to friends and relatives who have no capacity to execute the tender. The KSDLM should award tenders to companies that have the capacity to execute tenders. The bidding processes should be monitored to prevent corrupt practices. If corruption and nepotism continue to happen the municipality will experience financial loss due to poor quality work which will need to be redone within a short period than expected.

Unstable political and administrative leadership: KSDLM should create an environment which will be able to manage and control internal conflicts so that the inhabitants that it serves will not be affected.

5.3.2. Understanding of the Municipal Infrastructure Grant (MIG)

It is important for the managers and councillors to understand that MIG is a grant that seeks to fully subsidise the capital costs of providing basic services to poor households and funding for municipal infrastructure. It is only 40% of the respondents agreed to the understanding of MIG. Workshops should be conducted by the municipality to councillors and managers because the danger of misunderstanding the basic issues is the unintentional use of the grant in purposes which are not meant for.

5.3.3. Understanding of the national government policies on delivery of services

The lack of capacity in KSDLM is proved to be the main challenge because the 90% of the respondents agreed to the understanding of the government policies on service delivery. Failure to provide services can, therefore, not be attributed to misunderstanding of policies. The KSDLM should empower its councillors and managers to enable them to work hard in implementing the policies put to them.

5.3.4. Community participation in the development of IDP

Community participation in the development of IDP is a requirement in terms of Section 16 (1) (a) (i) of the Local Government: Municipal Systems Act 32 of 2000. It is therefore surprising to find that 40% of the respondents were uncertain. The researcher recommends that the municipality should conduct workshops to inform managers and councillors about the IDP and the importance of involving communities in its development.

5.3.5. The IDP of KSDLM of 2007/ 2008 takes into account national and provincial development plans

The 90% of the responses who agreed to the statement is contrary to the current situation of the town of Mthatha and indicates that KSDLM did not monitor the implementation of strategies and evaluate the performance against set standards for measuring priorities and objectives contained in the IDP of 2007/ 2008. Had monitoring

and evaluation been exercised during that financial year, the situation of Mthatha could have improved.

It is recommended that KSDLM should develop monitoring and evaluating tools to help managers determine progress on planning and evaluate deviations from planning and finally examine suggested actions (Pearce and Robinson, 1994:392-395).

5.3.6. KPIs have been used as a yardstick for measuring priorities and objectives set out in the IDP

The researcher is of the view that the 80% of the respondents who agreed to the statement have based their responses on the understanding of the KPIs and not on what has happened. When observing the area which is under the study a conclusion can be reached that KSDLM does not use KPIs or does not measure its performance. It is recommended that KSDLM should practise the use of KPIs in measuring its performance. The measuring of performance makes the implementation of strategy to be successful and benefit the communities.

5.3.7. KSDLM is fully conversant with the role of component structures (infrastructure and community services) in relation to service delivery

Infrastructure and community services are the components in the municipality which have their functions visible to communities. Service delivery is assessed from these components. It is good that 70% of the respondents are conversant with these components. It is recommended that the municipal council to which these components account should use the power to enforce delivery of services to the communities.

5.3.8. KSDLM has full capacity (individual and institutional) to meet the challenges to deliver municipal services

The 80% of the respondents disagreed to the statement. The researcher supports this view because, when considering the state of the town of Mthatha the challenge of skills shortage can be confirmed and it led to the infrastructure backlog. The KSDLM should in a short term hire private companies to upgrade the infrastructure. In the long term, the KSDLM should purchase equipment and hire competent personnel. The practice should also apply in the finance division. The municipality should adhere to Section 83 of the Local Government: Municipal Finance Management Act 56 of 2003 which prescribe that the Accounting Officer, Senior Manager, the Chief Financial Officer and Financial Officials of a municipality must meet the prescribed financial management competency levels. The KSDLM should also avoid political interference in the administration. Provide training to personnel at all levels.

5.3.9. A fair assessment of KSDLM's output since its inception will indicate success based on a high standard of supervision

The 70% of the respondents agreed to the statement. The researcher supports the contrary view because in assessing the poor state of the roads, inconsistent supply of electricity and constant water shortages, a conclusion can be reached that there is no supervision which is claimed to be on a high standard in the KSDLM.
The KSDLM should in terms of Section 38 of the Local Government: Municipal Systems Act 32 of 2000 establish a performance management systems which will be the supervisory body of the municipality. The terms of reference should include :

- monitoring the performance of the municipality against set objectives;
- monitor the implementation of the IDP;
- evaluate deviations from the objectives, and
- take corrective measures

5.3.10. Has the KSDLM established an advisory committee to advise the council on any matters within the council's competency?

Section 17 (4) of the Local Government: Municipal Systems Act 32 of 2000 prescribes that a municipal council may establish one or more advisory committees consisting of persons who are not councillors to advise the council on any matter within the council's competency. The researcher recommends that, although the Act say may instead of must, KSDLM should establish the advisory committee because the researcher discovered that some failures are as a result of lack of experience in the administration of local government matters. Since the council is consisting of persons who are not councillors it will be able to advise the politicians about the danger of interfering in the administration.

5.3.11. Bearing in mind the above questions and your respond to them, can you conclude that the municipality proved to have the capacity to implement its service delivery strategy to improve service delivery?

The 70% of the respondents disagreed to the statement and the researcher supports their responses because the town of Mthatha would function smoothly had the service delivery been implemented to its full capacity to improve service delivery. It is recommended that the KSDLM should adhere to Section 38 (a) (iii) and (b) of the Local Government: Municipal Systems Act 32 of 2000 which prescribes that:

- a municipality must establish a performance management system that is in line with priorities, objectives, indicators and targets contained in its IDP;
- promote a culture of performance management among its political structures, political office bearers and councillors and in its administration. The researcher is of the view that performance management system will act as supervisory body over the activities of the municipality and be accountable to the council.

5.4. Final conclusions

The recommendations are based on the empirical findings of the research. From the empirical findings the researcher has discovered that most of the challenges facing the King Sabata Dalindyebo Local Municipality relate to the lack of capacity to implement the IDP. In the questions related to IDP and Local Government: Municipal Systems Act 32 of 2000 the majority of the respondents gave an indication that they understand the municipal legislation, IDP and policies (national and provincial) on service delivery.

In two questions related to the capacity (individual and institutional) of the municipality to:

- meet the challenges to deliver municipal services; and
- implement its service delivery strategy to improve service delivery, 80% and 70%, respectively disagreed.

Lack of skills, corruption and nepotism, unstable political and administrative leadership have been cited as the challenges that exist in the KSDLM. To address these challenges the researcher has recommended that the KSDLM should:

- hire competent personnel in the critical areas which include engineering, finance and corporate services;
- manage the bidding processes in the awarding of tenders to avoid awarding to friends and relatives who lack the capacity to execute tenders;
- resolve political and administrative conflict before they affect service delivery;
- organise trainings and workshops to empower councillors and other personnel; and establish a monitoring and evaluation unit to assist in monitoring the performance management system.

Finally, the KSDLM should develop a Service Delivery and Budget Implementation Plan (SDBIP) which enables the Mayor and the Municipal Manager to be pro-active and take remedial steps in the event of poor performance (Stellenbosch Municipality IDP, 2007:4).

Bibliography

Babbie, E. and Mouton, J. 2001. *The Practice of Social Research*. Oxford University Press: Cape Town.

Barnat, R. 2005. (*Strategic Management).Implementation Control.* Available on the internet at: http://www.strategic-control.24xls.com/en142 (2005).

Barney, J.B. and Hesterly, W.S. 2005. *Management and Competitive Advantage. Concepts and Cases*. New Jersey: Pearson Prentice Hall.

Byars, L.L., Rue, L.W. and Zahra, S.A.1996. *Strategic Management.* New York: Times Mirror Higher Education Group.

Clough, P. and Nutbrown, C.2007. *A student's Guide to Methodology: Justifying Enquiry.* 2nd edition. London: SAGE Publications.

Craythorne, D.L. 2003. *Municipal Administration*. Landsdowne: Juta & Co. Ltd.

Craythorne, D.L. 2006. *Municipal Administration: The Handbook*. 6th edition. Cape Town:

Juta &Co. Ltd.

Daily Dispatch, 28 October 2006. *Rotting rubbish causes a stench in Mthatha. "Garabage piles up as city experiences service meltdown".*

Daily Dispatch, 01 August 2007. *Kick out 'useless' council.*

David, M. and Sutton, C.D. 2004. *Social Research: The Basics*. London: SAGE Publications.

Denscombe, M. 2003. *The Good Research Guide for small-scale social research projects.* 2nd edition.England. Open University Press.

Department of Housing, Local Government and Traditional Affairs. 2007. *Report on the Investigation into Disputes between the Municipal Council and Section 57 Managers at the King Sabata Dalindyebo (KSD) Municipality.* Mthatha.

Department of Provincial and Local Government. 2007.*Guidelines: Sustainable Municipal Infrastructure Provision and Service Delivery.* Available at http://www.dplg.gov.za/documents/generaldocument/Prov-loca%20guide.pdf.

Department of Provincial and Local Government. 2007. *Guidelines: Multi-Dimensional Targeted Approach to Support Municipalities on Infrastructure Service Delivery*. Available at http://www.dplg.gov.za/documents/generaldocument/Prov-loca%20guide.pdf.

Draai, E. and Taylor, D. 2009. *Journal of Public Administration. PUBLIC PARTICIPATION FOR EFFECTIVE SERVICE DELIVERY: A LOCAL GOVERNMENT PERSPECTIVE:Volume 44 number 1.1*. South Africa: South African Association for Public Administration and Management.

Ehlers, T. (MB) and Lazenby, K. (JAA) eds. 2004. *Strategic Management, Southern African Concepts and Cases.* Pretoria: Van Schaik Publishers.

Fast, H.1998. *Local Government Projects.* Pretoria: Financial and Fiscal Commission

Fink, A. 2007. Practising Research: Discovering Evidence that Matters. London: SAGE Publications, Inc.

Fox, W. and Bayat, M.S. 2007*. A Guide to Managing Research*. Cape Town, Juta & Co. Ltd.

Henning, E. Van Rensburg, W and Smit, B. 2004. *Finding Your Way in Qualitative Research*. Pretoria: Van Schaik Publishers.

Houlden, B. 1996. *UNDERSTANDING COMPANY STRATEGY. An Introduction to Analysis and Implementation*. 2nd edition. Oxford: Blackwell Publishers Ltd.

Joubert, G. and Ehrlich, R. (Eds). 1997. *Epidemiology. A Research Manual for South Africa.* 2nd edition. Cape Town. Oxford University Press.

Judge, D., Stoker, G., and Wolman, H. (eds). 1995. *Theories of Urban Politics*. London: SAGE Publications.

King Sabata Dalindyebo Municipality. 2006. *Integrated Development Plan Review 2006/ 2007-2010*. Mthatha.

Knipe, A., Van der Waldt, G., Van Niekerk, D., Burger, D., Nell, K. 2002. *Project Management for Success*. Heinemann Publishers (Pty) Ltd: Sandown.

Leedy, P. D. 1997. *Practical Research: Planning and Design*. 6th ed. Prentice-Hall: New Jersey.

Leong, F.T.L. and James, T.A. (eds). 2006. *The Psychology Research Handbook: A Grade for Graduate Students and Research Assistants*. 2nd ed. Sage Publications: London.

Li, Q. 2006. *An Investigation of the Challenges Facing the Nelson Mandela Bay Municipality in the Provision of Low-Income Housing*. Port Elizabeth: Nelson Mandela Metropolitan University.

Louw, L. and Venter, P. (eds). 2006. *Strategic Management: Winning in the Southern African Workplace.* Cape Town: Oxford University Press Southern Africa (Pty) Ltd.

Maree, K. (ed) 2007. *First Steps in Research.* 1st edition. Pretoria: Van Schaik Publishers.

Masango, R.S. 2009. *Journal of Public Administration. PUBLIC PARTICIPATION: AN IMPERATIVE FOR SUSTAINABLE DEMOCRACY AND EFFCTIVE SERVICE DELIVERY: Volume 44 number 1.1*. South Africa: South African Association for Public Administration and Management.

Minnaar, F. and Bekker, J.C.O. 2005. *Public Management in the Information Age.* Van Schaik Publishers: Pretoria.

Mintzberg, H. and Quinn, J.B. 1996. *The Strategy Process-Concepts Contexts, Cases*. 3rd edition. London: Prentice Hill International.

Mitchell, R.C. 1996. *Strategy Formulation*. Available on the Internet at: http://www.csum.edu/~hfmgt001/formulation.doc (1996).

Mwanje, J.I. and Gotu, B. 2001.*Journal of ISSUES IN SOCIAL SCIENCE RESEARCH: Social Science Research Methodology Series*, Module 3. Addis Ababa: Organisation for Social Science Research in Eastern and Southern Africa.

O'Leary, Z. 2004. *The Essential Guide to Doing Research*. Sage Publications: London.

Palmer, P.N.1992. *Management Principles.* Kenwyn: Juta & Co. Ltd

Pearce, J.A. and Robinson, B.R. 1994. *Formulation, Implementation and Control of Competitive Strategy.* 5th edition. New York: Richard D. Irwin, Inc.

Pearce, J.A. and Robinson, R.B. 2007. *Strategic Management. Formulation, Implementation and Control.* New York: McGraw-Hill Irwin.

Rao, T.B. 2005. *Research Methodology.* 2nd edition. India: Paras Publishing.

Reading, C.1993. *STRATEGIC BUSINESS PLANNING*. *An Action Programme for Forward-Thinking Business*.1st edition, New Jersey: Nichols Publishing.

Reddy, R.S., Sing, D. and Moodley, S. 2003. *Local Government Financing and Development in South Africa.* Cape Town: Oxford University Press.

Service Delivery Review. 2006. Volume 5, No. 2. *Planning for Service Delivery Improvement.* Pretoria*:* Department of Public Service and Administration.

Smit, P.J. 2000. *Strategy Implementation-Readings.* Cape Town: Juta & Co.

Sutherland, J. and Canwell, D. 1997: *Planning and Decision Making*. London: Pitman Publishing.

Terre Blanche, M. and Durrheim, K. (eds). 1999. *Research in Practice: Applied Methods for the Social Sciences*. Cape Town: University of Cape Town Press (Pty) Ltd.
Thompson, J., and Martin, F. 2005. *Strategic Management. Awareness and Change*. 5th edition. London: Thomson Learning.

Thompson, A. A., Strickland, A.J., and Gamble, J.E. 2005. *Crafting and Executing Strategy. Text and Readings*. New York: McGraw-Hill Companies, Inc.
United Nations. 2004: *South Africa's Progress Report-human Settlement*

Van Donk, M., Swilling, M., Pieterse, E. and Parmell, S. (eds). 2008. *Consolidating Developmental Local Government. Lessons from the South African Experience: An Isandla Institute Book Project.* Cape Town: UCT Press.

Venter, A., Van der Walt, C., Phutiagale, K., Khalo, T., Van Niekerk, D. and Nealar, E. 2007. *Municipal Management: SERVING THE PEOPLE.* Cape Town: Juta & Co. Ltd.

Wells, D.L.1996. *Strategic Management for Senior Leaders: A Handbook for Implementation.* Virginia: Department of the Navy Total Quality Leadership Office.

Welman, J.C., Kruger S.J. and Mitchell B. 2005. *Research Methodology*. 3rd edition. South Africa: Oxford University Press.

Williamson, D., Jenkins, W., Cooke, P. and Moreton, K.M. 2004. Strategic Management and Business Analysis,1st edition. Burlington: Elsevier Butterworth-Heinemann.

Wixley,T. and Everingham, G. 2005. *Corporate Governance*. 2nd edition. Cape Town: Sober Inc Cc.

South Africa. 2000. *Local Government: Municipal Systems Act, 2000 (Act 32 of 2000).* Pretoria: Government Printers.

South Africa. 1998. *The White Paper on Local Governmen*t. Pretoria: Government Printers.

South Africa. 1997. White Paper on Transforming Public Service Delivery. Pretoria: Government Printers.

South Africa. 1996. *The Constitution of the Republic of South Africa, 1996.* Pretoria: Government Printers.

Stellenbosch Municipality. 2007. *Integrated Development Plan*. Stellenbosch.

QUESTIONNAIRE

SERVICE DELIVERY CHALLENGES: KING SABATA DALINDYEBO LOCAL MUNICIPALITY: MTHATHA

Questionnaire to be completed by all managers and political office bearers. The questionnaire will be anonymous and confidential.

Section A: Biographical Data

Please supply the following personal details by marking an “X” in the appropriate box.

A.1. What is your gender?

Female ☐

Male ☐

A. 2. What is your age group?

20-30 years ☐

31-40 ☐

41-50 ☐

51-55 ☐

56+ ☐

A.3. How long have you been working at the King Sabata Dalindyebo Local Municipality?

1-4 years ☐

5-9 ☐

10-19 ☐

20+ ☐

A.4. What is your highest educational qualifications?

Certificate ☐

Diploma ☐

Undergraduate degree ☐

Professional qualifications (CTA, CA, Engineering) ☐

Postgraduate degree (Masters) ☐

Doctorate ☐

Other ☐

If other qualifications, please specify

A. 5. What is your annual income?

R350 000-R400 000 ☐

R450 000-R500 000 ☐

R550 000-R600 00 ☐

R650 000+ ☐

Section B: Technical Knowledge

Please supply the following details by marking an “X” in the appropriate box.

B. 1. The Integrated Development Plan (IDP) of the KSDLM has been compiled in terms of the Local Government:Municipal Systems Act, 32 of 2000 to enable improved service delivery to the communities.

Yes ☐

No ☐

B. 2. KSDLM uses the IDP as a service delivery tool on which the annual budgets must be based.

Agree ☐

Strongly agree ☐

Neutral ☐

Disagree ☐

Strongly disagree ☐

B. 3. Do you think challenges exist in the delivery of services in KSDLM?

Yes ☐

No ☐

If yes, please list what you consider to be the main challenges faced by KSDLM.

B. 4. The Municipal Infrastructure Grant (MIG) has proved to be adequate in financing budgeted expenditure for which it was made available.

Agree ☐

Strongly agree ☐

Neutral ☐

Disagree ☐

Strongly disagree ☐

B. 5. The KSDLM understands the national government policies on the delivery of services.

Agree ☐

Strongly agree ☐

Neutral ☐

Disagree ☐

Strongly agree ☐

B. 6. The IDP of the KSDLM of 2007/ 2008 takes into account national and provincial development plans.

Agree ☐

Strongly agree ☐

Neutral ☐

Disagree ☐

Strongly agree ☐

B. 7. Community participation has always been considered central in the development of the IDP.

Agree ☐

Strongly agree ☐

Neutral ☐

Disagree ☐

Strongly agree ☐

B. 8. KSD communities understand the constraints faced by the KSDLM relating to the service delivery

Agree ☐

Strongly agree ☐

Neutral ☐

Disagree ☐

Strongly disagree ☐

B. 9. Key Performance Indicators (KPIs) have been used as a yardstick for measuring priorities and objectives set out in the IDP.

Agree ☐

Strongly agree ☐

Neutral ☐

Disagree ☐

Strongly agree ☐

B. 10. KSDLM council is fully conversant with the role of component structures (infrastructure development and community services) in relation to service delivery

Agree ☐

Strongly agree ☐

Neutral ☐

Disagree ☐

Strongly disagree ☐

B. 11. KSDLM has full capacity (individual and institutional) to meet the challenges to deliver municipal services.

Agree ☐

Strongly agree ☐

Neutral ☐

Disagree ☐

Strongly disagree ☐

B. 12. A fair assessment of KSDLM's output since its inception will indicate success based on high standard of supervision.

Agree ☐

Strongly agree ☐

Neutral ☐

Disagree ☐

Strongly disagree ☐

B. 13. Has KSDLM established an advisory committee to advise the council on any matter within the council's competence?

Yes ☐

No ☐

If yes, how does the council respond to those advices?

_____

_____

_____

_____

_____

B. 14. Bearing in mind the above questions and your response to them, can you conclude that the municipality has proved to have the capacity to implement its service delivery strategy to improve service delivery?

Yes ☐

No ☐

Please comment.

_____

_____

_____

_____

_____

_____

Thank you for assisting my research by completing this questionnaire.

Department of Economic Development
and Environmental Affairs
Private Bag X 5029
Mthatha
5099
16 October 2009

The King Sabata Dalindyebo Local Municipality
Private Bag X 5093
Mthatha
5099

Dear Prof/ Dr/ Sir/ Madam

REQUESTING OF YOU TO COMPLETE THE RESEARCH SURVEY ENTITLED: SERVICE DELIVERY CHALLENGES: KING SABATA DALINDYEBO LOCAL MUNICIPALITY: MTHATHA

I would appreciate your cooperation with the above-mentioned research project. The attached questionnaire is part of my Masters degree research project (Masters of Public Administration-MPA) aimed at overcoming the challenges facing KSD Local Municipality towards the improvement of service delivery in the town of Mthatha.

Your opinions and responses are very important to the national and provincial departments of Provincial and Local Government, South African local municipalities and to the researcher. Your opinions and responses will enable the researcher to develop a model for the improvement of service delivery for KSDLM.

The questionnaire has been designed to take a maximum of **5-10 minutes** to complete. No names have to be given and complete anonymity is guaranteed.

Your views and ideas on how the challenges to the improvement of service delivery should be overcome matters a great deal. If you would like to receive a copy of the

summarised version of the research results, please indicate this at the back of the copy of the questionnaire and I will see to it that a copy is mailed to you.

I thank you so great for your assistance in the completion of my research project.

Yours sincerely

M.S. Gwayi (Mr)
Masters Research Candidate
Nelson Mandela Metropolitan University
Faculty of Arts

• PO Box 77000 • Nelson Mandela Metropolitan University
• Port Elizabeth • 6031 • South Africa • www.nmmu.ac.za

Nelson Mandela Metropolitan University

for tomorrow

20 February 2009

To Whom It May Concern:

Testimonial for Mr Sandile Gwayi

Mr Sandile Gwayi is a registered postgraduate student in the Masters Programme in Public Administration (MPA) at the Nelson Mandela Metropolitan University (NMMU), where I am appointed as his research supervisor.

I request of you to approve of him to conduct a research in your organisation entitled: "Investigation into challenges to the improvement of service delivery at the King Sabata Dalinyebo Local Municipality with specific reference to the town of Umtatha". The research is aimed at identifying the factors to poor service delivery and suggests strategies and models to improve and sustain effective service delivery in the town of Umtatha.

Your assistance to grant him permission to request your staff to complete the survey will be much appreciated. Please do not hesitate to contact me in case of doubt.

I hope that my request on behalf of Mr Sandile Gwayi will be considered favourable.

Yours faithfully

Mr. Mzikayise S. Binza
Director: Raymond Mhlaba Research Unit of Public Administration and Leadership
Nelson Mandela Metropolitan University
P.O. Box 77000
Port Elizabeth, 6031
Tel: +27(0)41-5042256/2706
Fax: +27(0)41-5041656
Mobile: 073 584 1018
E-mail: mzikayise.binza@nmmu.ac.za

KING SABATA DALINDYEBO MUNICIPALITY

REF.: 4/4/R

ISEBE LOLAWULO
INGXOWA EYODWA X 5083
MTHATHA
5099

IFONI: 047 – 501 4300
FAX NO: 047 – 531 4081

CORPORATE SERVICES DEPARTMENT
PRIVATE BAG X 5083
MTHATHA
5099

TELEPHONE: 047 – 501 4300
FAX: 047 – 531 4081

16 March 2009

The Director
Nelson Mandela Metropolitan University
P.O. Box 77000
PORT ELIZABETH
6031

Dear Sir

REQUEST TO CONDUCT A RESEARCH: MR S. GWAYI

Receipt of your letter dated 20 February 2009 is hereby acknowledged.

Please be informed that this Municipality is prepared to assist Mr S. Gwayi in conducting the required research through completion of questionnaires by Municipal Councillors and Section 57 Managers.

Yours faithfully

ACTING DIRECTOR CORPORATE SERVICES

Dear Mr Gwayi

This letter serves to confirm that I, Susan Uberstein, a language practitioner affiliated to NMMU, have verified Chapters 1, 2, 3 and 4 of Mr Sandile Gwayi's document.

Sincerely
Susan Uberstein