

**AN ANALYSIS OF THE IMPLEMENTATION OF INTEGRATED DEVELOPMENT: A
CASE STUDY OF EKURHULENI METROPOLITAN MUNICIPALITY**

by

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A dissertation submitted in partial fulfilment of the requirements of the degree

MAdmin in Public Management and Policy

School of Public Management and Administration

FACULTY OF ECONOMIC AND MANAGEMENT SCIENCES

UNIVERSITY OF PRETORIA

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Date of submission

JULY 2021

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Dedications

The dissertation is dedicated to my mother Ramasela Ivy Molekwa, a strong woman who ensured that I received a good education and achieved all my academic goals even when I felt like giving up. And to my younger sister Lineth Kholofelo Molekwa your encouragement kept me going.

Acknowledgements

I would like to firstly thank the University of Pretoria for affording me the opportunity to further my studies and complete the MAdmin Public Management and Policy programme that is after I paused from my MPhil: Public Policy studies for a while. Thanks to the Post-graduate coordinators at the Faculty of Economic and Management Science for support, guidance and patience during the renewal process to complete my dissertation.

Thanks and appreciation to the School of Public Management and Administration, from the former director of the school, Prof. Kuye, the current director of the School, Prof. Margaret Chitiga-Mabugu, and the academic staff and administrators for their patience and support. And thanks to the annual international conference organised by SPMA which provided me with updated information on the academic theories, development & trends and inspire young academics and researchers throughout the years.

A special thanks to Prof. Tshiyoyo who provided an insightful advice and guidance to the content and structure of this dissertation. Prof. Tshiyoyo took over as my supervisor after I was given a last extension opportunity to complete the Degree and through his support, comments and advice, he immensely contributed to shape the final dissertation and encouraged me to complete the Degree. His support gave me courage to grow and pursue advanced academic growth and development.

It was indeed a blessing. Thank you all

ABSTRACT

The demise of the apartheid regime and transition to democratic government in South Africa in 1994 dictated an imperative and radical transformation in local government and a need to redefine the goals and objectives, the concept of developmental local government was born against this background and it focused on addressing the social, economic, material needs and improving the quality of life for the community. In achieving this objective, the municipalities must formulate, adopt and effectively implement the integrated development plan as its strategic instrument. The thrust of this study is to analyse the implementation of the integrated development plan in the Ekurhuleni Metropolitan Municipality.

The objective of this study is to further assess the institutional capacity of the municipality in implementing the integrated development plan and identify challenges hampering effective implementation. In realising the objective of this study, the qualitative research method was adopted and the relevant information solicited through secondary data collection, which entails the review and analysis of published and unpublished information. The selected method ensures accumulation of large quality information within a short space of time.

From a thorough analysis of gathered information, findings relating to human resources, public participation, intergovernmental coordination and institutional capacity were uncovered and the findings revealed that the municipality is confronted with various challenges regarding the implementation of the integrated development plan. The study has made recommendations and possible solutions to addressing the identified challenges for effective implementation of the integrated development plan in the municipality.

CLARIFICATION OF CONCEPTS AND TERMS

Public administration

Public administration could mean the organizational and management of individual and other stakeholders to achieve the overall agenda of government. Public administration could be classified as the art or science of the management of the affairs of government as applied within the confines of bureaucracy (Kuye et al. 2002:5)

Public Administration and public administration

Public administration can be delineated into art or science. As an art or activity it refers to the work done by officials within the government institutions to enable different government institutions to achieve the objectives at three levels of government (Du Toit and Van Der Waldt 1997:9). According to Du Toit and Van Der Waldt (1997:9), the work performed by public officials within public administration entails six generic functions:

- Policy making
- Organising
- Financing
- Personnel provision and utilisation
- Determination of work procedures
- Control

Public administration as a scientific discipline is primarily concerned with the implementation of government policy. Public administration is a university subject in which the operation of public administration, that is, the field of operation or sphere of activity is studied (Botes, et al. 1992:257). Schwella (1991:25) defines public administration as a complicated and dynamic societal phenomenon consisting of a system structures and processes operating within society, as an environment. Public administration is also known as the activities performed to create and run public institutions; therefore, this professional activity should be geared towards the philosophical ideal of striving for the value of the good society through effective, efficient and productive action.

The research will be conducted within the discipline of public administration, since public policy is the field within the broad umbrella of government administration. Government administrations and public service delivery are undertaken and guided through defined policies, legislations and regulations proposed by the legislature.

Local government

Cloete and Thornhill (2005:28-29) state that local government is the third sphere of government dealt with in the chapter 7, sections 151 to 164 of the constitution of the Republic of South Africa, Act of 1996. Vital provisions of the constitution determine that:

- A local government consists of municipalities, which must be established for the whole of the territory of the republic.
- The executive and legislative authority of a municipality is vested in its municipal council.
- A municipality has the right to govern on its own initiative, the local government affairs of its community, subject to national and provincial legislation as provided for in the constitution.
- the nation or a provincial government may not compromise or impede a municipality or right to exercise its power or perform its functions (Cloete and Thornhill 2005:28)

The local government is a sphere of government on its own and it is free from interference from national and provincial sphere unless if it does not fulfil its developmental mandate.

Metropolitan government

Metropolitan can be defined as a large urban settlement with high population densities, complex and diversified economies and a high degree of functional integration across a larger geographical area than normal jurisdiction of municipalities (<http://www.finance.gov.za>).

The three compelling reasons advanced for introducing metropolitan municipalities in the South African context were to create basis for equitable and socially just local governance across the municipal jurisdiction; to promote strategic land use planning and to ensure coordinated public investment in physical and social infrastructure. Planning takes place throughout the metropolitan area and services are shared across the social development. Metropolitan structures are thought to be better equipped and positioned to enhance competitiveness and overall prosperity of areas of jurisdiction as they are single functional entities for purpose of investment attraction and do not have to compete with other local municipalities to secure investment.

The main reasons for establishing Metropolitan government in South Africa were:

- Efficiency is impaired when there is unnecessary duplication; economies of scale cannot be realised when there are inter-jurisdiction spill over in public service benefits
- Effectiveness is reduced when municipal boundaries adversely affect the spheres of activity of public-service operation and when there is no mechanism for coordinating planning and services on an area wide basis.
- Equity is not achieved when service level in different jurisdiction are determined by differences in property tax fiscal capacity rather than service needs (Reddy, et al. 2008:52-53)

The characteristics of metropolitan municipalities in terms of the White Paper on Local Government (1998) are:

- a. Metropolitan government create a basis for equitable and socially just metropolitan governance and maximise the metropolitan area per capita tax base
- b. Metropolitan government promotes strategic land-use planning and coordinate public investment in physical and social infrastructure
- c. Metropolitan government is able to develop a wide-city framework for economic and social development, and enhance the economic competitiveness and well-being of the city, and
- d. It creates the basis for metropolitan development that is socially just and equitable, as well as spatial and economically integrated across the metropolitan area.

Municipalities

Section 155(1) of the Constitution of Republic of South Africa (1996) establishes the municipalities and further differentiates them into categories:

- Category A: a municipality that has exclusive municipal executive and legislative authority in its area (i.e. Metropolitan Municipalities)
- Category B: a municipality that share municipal executive and legislative authority in its area that include more than one municipality (i.e. Local municipality)
- Category C: a municipality that has municipal executive and legislative authority in an area that include more than one municipality (i.e. district municipality) (Craythorne 1997:51).

A municipality must structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community (Cloete and Thornhill 2005:29)

Integrated Development Plan (IDP)

The Constitution of the Republic of South Africa (1996) provides specifically for development duties of municipalities toward which ends a municipality must structure and manage its administration, budgeting and planning process to give priority to the basic needs of the community, to promote the social and economic development of the community and participate in national and provincial development progress (Thornhill and Cloete 2005:118). In attaining the constitutional objectives municipalities have devised a plan of action which is the Integrated Development Plan (hereafter referred to as IDP).

The local government: Municipal Systems Act 2000 (Act 32 of 2000) provides for integrated development planning and that every municipal planning should be aligned with those of other two spheres of government and those of other municipalities.

IDP is a process through which individual municipalities must obtain a strategic development plan for a five-year period. The plan should integrate all planning, budgeting and managerial activities in the municipality (DPLG 1998/1999:6). Odendaal (2003:54) states that Integrated Development Planning can be described as a strategic framework to assist metropolitan government to fulfil the sustainable development requirements. Integrated Development Plan however could also be regarded as a planning process to enable municipalities to determine and establish short, medium and long-term strategies.

Policy implementation

Policy implementation involves the carrying out, accomplishing, fulfilling and completing policy objective. It also refers to the conversion of mainly physical and financial resources into concrete service delivery output in the form of facilities and services, or into other concrete outputs aimed at achieving policy objective and addressing an identified societal problem (Cloete et al 2010:137).

There are three generations of research implementation which evolved over the last twenty years, the first or classical generation of thinking on the subject began with the assumption that implementation would happen automatically once the appropriate policy had been authoritatively proclaimed. The second generation set out to challenge this assumption, to explain implementation 'failure' in specific cases, and to demonstrate that implementation was a political process no less complex (and often more so) than policy formulation. The third or analytical generation, by contrast, has been less concerned with specific implementation failure and more understanding how implementation works in general and how its prospects might be improved (Brynard 2005:651).

Policy implementation success and failure is influenced and determined by five interlinked variables famously known as the 7-C protocols, namely:

- i. Content- refers to what the policy set out to achieve; how it links to the issue at hand and how it aim to address the perceived problem
- ii. Context- refers to the path through which policy will travel and limiting factors in the implementation process.
- iii. Commitment- the commitment level of those entrusted with undertaking the policy implementation at various level of goal, causal theory and policy methods
- iv. Administrative capacity- the capacity level available e.g. expertise, resources, support etc. available to carrying out the implementation process
- v. Client and coalition- the level of support by interest parties, the influence and strategies they employ in strengthening or deflecting implementation
- vi. Communication- Policy implementation must be communicated with the implementers; therefore, this makes communication as an integral part of the variable for effective implementation. The role of NGOs and civil society organisation should form part of the communication strategy (Molobela 2019:216).

- vii. Coordination- Coordination plays a crucial role because if all variables such as content, context, commitment, capacity, clients and coalitions, and communication are put into place and no one is willing to coordinate then poor policy implementation might partly be experienced (Molobela 2019: 216).

Monitoring and Evaluation

Monitoring

Monitoring can be defined as, “A continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds”.

Evaluation

Evaluation can be described as, “The systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors”. Evaluation also refers to the process of determining the worth or significance of an activity, policy or programme. An assessment, as systematic and objective as possible, of a planned, on-going, or completed development intervention (Public Service Commission, 2008:3).

Governments are increasingly being called upon to demonstrate results. It is expected of them to demonstrate that they are making a real difference to the lives of their people and that value for money has been delivered. Citizens are no longer solely interested in the administration of laws but also in the services that are rendered. Critically, they are more than ever interested in outcomes, like the performance of the economy in creating jobs. Similarly, the South African Government recognised that, to ensure that tangible results

are achieved, the way that it monitors, evaluates and reports on its policies, projects and programmes, is crucial.

Capacity

Capacity of the public sector is seen in terms of general system thinking as the structural, functional, and cultural ability to implement the policy objectives of the government. This is the ability to deliver those public services aimed at raising the quality of life of citizen, which the government has set out to deliver, effectively as planned over time (in a durable way). It obviously refers to the availability of and access to, concrete or tangible resources (human, financial, material, technological and logistical). Capacity also includes the intangible requirements of leadership, motivation, commitment, willingness, courage, endurance and other intangible attributes needed to transform rhetoric into action. The political, administrative, economic, technological, cultural and social environment must also be sympathetic or conducive to successful implementation. In the context of new network approach to service delivery, Savitch (1998) regards capacity building as a total (structural, functional and cultural) transformation of the government in order to mobilise all available resources to achieve policy objectives (Brynard et al 2011:148).

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ACRONYMS AND ABBREVIATIONS

ANC: African National Congress

CAPEX: Capital Expenditure

CoE: City of Ekurhuleni

DLG: Developmental Local Government

EMM: Ekurhuleni Metropolitan Municipality

ERWAT: Ekurhuleni Water Care Company

GCRO: Gauteng City Region Observatory

GDP: Gross Domestic Products

GWM&E: Government-Wide Monitoring and Evaluation

HDI: Historically Disadvantaged individuals

HDI: Human Development Index

IDP: Integrated Development Plan

IGR: Intergovernmental Relations

LGNF: Local Government Negotiation Forum

M&E: Monitoring and Evaluation

MFMA: Municipal Finance Management Act

RDP: Reconstructive Distribution Plan

RSA: Republic of South Africa

SDBIP: Service Delivery Budget Implementation Plan

STATs SA: Statistics South Africa

WPLG: White Paper on Local Government

CHAPTER ONE: GENERAL OVERVIEW AND ORIENTATION OF THE STUDY

1.1 INTRODUCTION

The broader focus of the study is developmental local government with specific reference to the implementation of the integrated development plan, as a requirement tool for strategic planning and effective provision of basic services to the community and socio-economic improvement. Ekurhuleni Metropolitan Municipality is used as a case study for the research. The purpose of the chapter is to provide an introduction and orientation into the developmental local government in South Africa, it makes reflection on local government post 1994, local government transition and transformation, the concept of developmental local government and the integrated development plan as a strategic tool for improving service delivery at the local government level.

According to Section 153 (a) of The Constitution of the Republic of South Africa, 1996 Municipalities must structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community. The achievement of the constitutional promulgation requires effective and efficient formulation, adoption and implementation of the integrated development plan (IDP). The local government, or municipalities have the responsibility to provide and give priority to the basic needs of the community and to promote the social and economic development, they must also promote the bill of rights contained in the Constitution of the Republic of South Africa, 1996 in which it reflects the nation's value of human dignity, equality and freedom and uphold the principles enshrined in the constitution. The mandate of local government, municipalities in particular is to improve community livelihoods by providing effective, efficient and equal basic services and the quality of these services depends mostly on the strategies, plans and policies adopted by the municipality.

1.2 HISTORICAL BACKGROUND IN SOUTH AFRICA

In 1948 the National Party came into power and Dr. DF Malan became prime minister. This signalled the birth of apartheid as a state of ideology rather than the practical state of affairs that has been pertaining since colonial interference in the region (Visser 2005:51). The adopted apartheid policy was to keep white and blacks separate, and this covered most aspects of economic, social and political life. The whole South Africa was classified into Black, Coloured, Indians and Whites groups. Schools, Universities, residential and public places racially segregated by legislations and marriages across colour line were prohibited. The demise and transition to new democratic South Africa began during the period of De Klerk accession to power in the late 1989 and the end of his term in office in 1994; he initiated and concluded a comprehensive peace accord between the national party government and the black freedom movement, the principal one being the African National Congress (ANC). In 1993 an interim constitution of South Africa was adopted by the last sitting of the white-led tricameral parliament. The first democratic elections were held in April 1994 and Mr. Nelson Mandela was sworn in as the first black president of South Africa on 10 May 1994. And a final Democratic Constitution was approved by the constitutional court of South Africa in 1996 (Venter 2011:6).

Prior to the 1990s the Republic of South African government was characterised by direct and deliberate racial discrimination which denied opportunities and representation to all people who were not white, denied them service delivery and rigidly regulated their way of life and freedom of movement. And before 1994, local government was responsible for a narrow range of traditional local government functions - providing basic municipal services such as water, electricity, internal roads, street lights, storm-water drainage, sewage etc. and played a minimal developmental or redistributive role. Historically, apartheid and the government which systematically enforced it in pre-1994 South Africa disempowered the nations people, denied access for most of them participation in any form of government and vested all power and decision making in a rigid, minority controlled, top-down government which acted in a hierarchical manner. Local government

depended directly on central government for direction. Prior to 1994 people who were not white were effectively denied democratic representation and any legitimate means of participating in developmental activities. In addition, the approach to local government administration and development during the apartheid era provides a sharp contrast to that in the contemporary period (Pycroft 1998:155).

Koma (2012:53) states that, apartheid has left its imprint on South Africans human settlement and municipal institutions. Transformation requires an understanding of the historic role of local government in creating and perpetuating local separation and inequity and the impact of apartheid on municipal institutions. Equally important is the history of resistance of apartheid at the local sphere and struggle against apartheid local government. Apartheid was not the beginning of geographical, institutional and social separation at the local sphere segregation was already a policy by the time apartheid was introduced in 1948. However, the Group Areas Act, 1966 [Act of 1966] – the key piece of apartheid legislation, instituted strict residential segregation and compulsory removal of black people to own group areas. Through spatial separation, influx control and a policy of own management for own areas, apartheid aimed to limit the extent to which affluent white municipalities would bear the financial burden of servicing disadvantaged black areas.

Against the background of South Africa's colonial and apartheid history of disempowerment and top down decision making, South Africa first democratically elected government deemed necessary to embrace people centred development through its 1994 socio-economic policy framework, the Reconstruction and Development Programme (RDP). People centred development was believed to provide a starting point in addressing the injustice of past development efforts. During South Africa's apartheid era development was far from being people centred, it was top-down and diverse. The country history chronicles how the concept of development was abused when in the hand of the National Party, development became a tool of exploitation and disempowerment and millions of people were made poor through social, political and economic engineering called development (Davids, Theron & Maphunye 2008: 17-18). Development during the

apartheid era was focused on the needs and upliftment of the lives of the minority i.e. whites, instead of all citizens composing the nation.

The RDP was adopted by the parliament of the Republic of South Africa on the 23 November 1994 as a policy framework to address integrated and coherent socio-economic progress and mobilisation of country's resources toward eradication apartheid and building a democratic and the transformation of South Africa. RDP focused on addressing social, political and economic inequalities and also building strong government institutions and capable administrative system. The RDP policy was people centred and focused on redistributing resources to address inherent inequalities.

1.3 LOCAL GOVERNMENT TRANSITION AND TRANSFORMATION IN SOUTH AFRICA

It is generally accepted that local government is an integral part of the broader issue of governance, transition and development in South Africa context. The political events of the local government level contributed in many ways to some of the fundamental political and social changes experienced in the country. The track record of ethnic local authorities established in terms of the apartheid policy was one of political controversy, administrative constraints and financial shortfalls. The majority of local authorities did not have adequate revenue bases, the administrative capacity or the political legitimacy to govern their areas. Consequently, they were not in a position to address development challenges. In addition, many protests actions took place at the local level targeting racially based local government structures as a symbol of apartheid. This included, inter alia rent and service charge boycotts, which added to the problems being experienced by an already financially vulnerable local government system (Heymans 1994:1).

The framework for a new system of democratic non-racial local government was negotiated in the early 1990s with the all-party local government negotiation forum (LGNF) and laid out in the Local Government Transition Act, 1993 [Act 209 of 1993]. The LGNF accepted the immense complexity of undoing the effect of apartheid at the local

level and proposed a three-phased transition period (a pre-interim phase, interim and final phase), Leading toward the full implementation of a new system (Harrison, Todes & Watson 2007:79).

During the pre-interim phase local negotiation forums became statutory structures and were tasked with the appointment of temporary council which could govern until municipal elections. This involved defining municipal boundaries, appointment of councillors and establishing a financial system (1995/96), pre-interim phase allowed for transitional local government structure to be established and led up to South Africa's first democratic local elections in November 1995. During the interim phase (1996-2000) the Local Government Transition Act envisaged that the new local government system would be finalised in legislation. During this period local government operated on the basis of transition arrangement derived from the LGTA and from local processes of negotiation. The municipal election of 2000 heralded the final phase, when the new local system would be operationalized (Van Donk & Isandla Institute 2006:107).

In the new dispensation which started in 1994, the South African government went through a major change and transformation, from the apartheid regime and inequality to a democratic state, founded on the principles of human rights, fully representative social and economic development and the need for improved efficiency and effectiveness in service delivery. The major transformation and transition took place at a local government level; the local government is further divided into municipalities in order to enable focused and direct service delivery and developmental initiatives direct to the specific community. These municipalities are involved in enhancing and addressing social, economic and infrastructural needs of local citizens in a viable and sustainable manner and improve community participation and accountability. The Constitution of the Republic of South Africa, 1996 (Source) have given the local government a developmental mandate, and for this mandate to be achieved a range of policies and legislations has to be promulgated and implemented, beginning with the White paper on local government, 1998 and ultimately the IDP.

1.4 DEVELOPMENTAL LOCAL GOVERNMENT

The white paper on Local government (1998) defines developmental local government as “local government committed to working with citizens and groups within the community to find suitable ways to meet social, economic and material needs and improve their quality of life. The implication of this is that municipalities should cooperate with community stakeholders to further democracy and participate in issues of concern so as to ensure that needs are addressed and effectively met (Van der Molen 2002:207)

After 1994, there was widespread recognition that building a new South Africa would entail more than the simple restructuring of apartheid laws, and so entirely new development framework were sought. Instead of reinventing fundamental policy approaches, it was more constructive and effective to build on existing developmental consensus as articulated in various global of thinking and policy making. One of the most important aspects of the post-apartheid reconstruction projects was the establishment of decentralised local government; the imperative of radically transforming the apartheid system of segregated municipal government provided an excellent opportunity to totally redefine the goals and operational procedures of local government in South Africa. Developmental Local Government (DLG) was born of this imperative (Parnell 2002:79)

The Post-apartheid South Africa focused on radical transformation of municipalities, with the aim on sustainable development and the alleviation of abject poverty, apartheid injustice, socio-economic development and spatial planning of new municipal structures, the local authority assumed enormous responsibility both for defining and implementing developmental priorities. Institutionally, development responses such as Integrated Development Planning (IDP) requires all South African local authorities are tools for achieving integrated planning by democratically elected local government structures (Parnell, 2002:82-83).

There are four characteristics that makes local government developmental: exercising municipal powers and functions in a manner that maximises their impact on social

development and economic growth; playing an integrating and coordinating role to ensure alignment between the public (including all sphere of government) and private investment within the municipal area; democratising development; building social capital through providing community leadership and vision and seeking to empower marginalised and excluded groups within the community (Reddy 1999:209). Further, Reddy (1999:26) states that local government has to focus on realising developmental outcome such as, the provision of household infrastructure and services; the creation of liveable integrated cities, towns and rural areas and the promotion of local economic development and community empowerment and redistribution. There are three approaches that can make local government developmental, namely: Integrated Development Planning and budgeting, performance management and working together with the local citizens and partners”.

According to Turok (2010:499), a developmental state exhibits three important features. Firstly, they are capable of planning and making long-term strategic decisions beyond pragmatic responses to political pressures and problems as they emerge. Secondly, they have the analytical capacity to separate the causes of problems from their symptoms and their consequences. Thirdly, they have organisational capacity to focus on the underlying issues for more tangible outcomes. The municipalities in achieving its developmental mandate must effectively plan and implement the integrated development plan.

1.5 INTEGRATED DEVELOPMENT PLANNING (IDP)

Integrated Development Planning is arguably one of the outcomes of the process of policy convergence that happened internationally in the 1960. As soon as South Africa began its transition to democracy in the early years of that decade, a multitude of international influence came to bear on the policy debate in this country. A huge interlinked global policy network influenced and significantly shaped the outcome of post-apartheid policy and practices. Key agents included major multilateral bodies such as the World Bank, the United Nation Agencies, the international Development agencies of powerful national states such as the United State of America, United Kingdom and Germany; private sector

consultants (both nationally and internationally) and academics (Allay et al 2006:187-188).

The integrated development plan was first introduced into municipal law 1996 in an amendment to the local government transitional act 1993 (Act 209 of 1993) by Local Government Transitional Act,1996 (Act 97 of 1996).

The timing of the legislative requirement that all transitional local council prepare an IDP is significant; as 1996 was the year the attention of the still new African National Congress (ANC) led government shifted firmly from the reconstruction of national and provincial government to the creation of a new system of local government. IDP served the need for an instrument that would assist newly constituted municipalities in performing their functions in a co-ordinated, strategic, developmental and fiscally responsible way and constructed the idea of the IDP for this purpose (Harrison et al 2008:323 quoted in Van Donk & Isandla Institute 2008:323).

The development Facilitation act,1995 (Act 67 of 1995) was promulgated to form the basis for a coherent framework of development and to overhaul the fragmented unequal and incoherent planning system inherited from the apartheid government. A national development and planning commission was appointed to spearhead this process. Local government was then institutionalised within this premise of an integrated development approach in the country. It is through this process that the concept of IDP was born (Koma 2012:4).

When the IDP requirements were first introduced there was considerable confusion, as the IDP competed with other instruments of planning, most notably with the land development objectives set in terms of Development Facilitation Act, 1995 [Act 67 of 1995], but also with provincial planning instruments that had been developed in provinces, including Kwazulu Natal and Western Cape. In 1998, however the white paper on local government clarified the role of IDP as the lead instrument of local planning and provincial government aligned their planning systems with the IDP, while the concept of land

development objectives was eventually dropped from legislation (Van Donk and Isandla Institute 2008:323).

The Integrated Development Planning (IDP) is the focus of South African post-apartheid municipal planning system and is also new regarded as a key instrument in an evolving framework of intergovernmental planning and coordination. However, when it was first introduced in a hasty addition to the local government Transition Act, 1996 second amendment [Act 97 of 1996], the IDP was in direct competition with other instruments of planning, its purpose was vague and its contents had yet to be specified. The IDP was a contextual response to challenges facing the post-apartheid government – in particular, the need to get a new system of local government working, but the nature and form of the IDP were strongly circumscribed by the international discourse and practices which prevailed at the time of its introduction and early development (Harrison 2006:186)

The aim is that, through the IDP mechanism, the post-apartheid objectives of restitution, i.e. development and growth will be achieved at the local level. IDP embodies the core purpose of local government and guides all aspects of revenue-raising and service delivery, interaction with the citizenry and institutional organisations. It is also the primary tool to ensure the interaction of local government activities with other tiers of development planning at provincial, national and international level. In this sense the IDP serves the basis for communication and interaction between the different tiers of government and sphere of governance. The IDP is thus the gearing mechanism through which national constitutional obligations are matched with the autonomous prioritisation of locally generated development agenda (Parnell, 2002:83-84).

For the purpose of this study, integrated development plan is defined as the strategic instrument of municipalities in South Africa; it guides and informs all the decisions with regards to the planning, management and development (Haque, De Vries and Reedy 2008:98). The Municipal System Act, 2000 [Act 32 of 2000] stipulates that, the formulation and implementation of integrated development plan should supersede all the plans for developmental local government.

Integrated development plan (IDP) is a municipal policy and strategic planning tool that drives the achievement of developmental local government as enshrined on section 152 of the Constitution of the Republic of South Africa, 1996; the IDP clearly outline the measures to address political accountability, public participation and community involvement, socioeconomic development, fast-tracking the provision of basic service delivery, infrastructure development and the intergovernmental coordination.

1.6 CHAPTERS OUTLINE

The research study is divided into six chapters which are:

Chapter one: General introduction and orientation to the study

The chapter provides introduction and orientation to the research topic, it provides a brief history on the transition and transformation of local government in South Africa, the developmental local government, and lastly the integrated development plan as a strategic tool to achieve the requirement for developmental local government.

Chapter two: Research methodology

The chapter focuses on the research methodologies, it clarifies the motivation and purpose of the research, the research design chosen for the study, objectives of the research, approaches and techniques for information gathering, limitations and the ethical considerations.

Chapter 3: Literature review: Integrated development and policy implementation

The chapter provides detailed literature review departing from the development of public administration and public administration in a South African context and the universal functions of public administration. The overview on local government administration and the legislative frameworks guiding IDP are elaborated in this chapter. The literature on public policy and policy implementation is also covered in the chapter.

Chapter four: Case study of the City of Ekurhuleni Metropolitan Municipality

The chapter provides an in-depth and extensive overview on the Ekurhuleni Metropolitan Municipality. The chapter elaborates on the situational analysis of the municipality such as demographic details, basic service delivery success and challenges and the economic and infrastructure overview of the municipality.

Chapter five: Data analysis and findings of the study

The chapter focuses on the analysis of research data and the presentation of the research findings.

Chapter six: Summary, conclusion and recommendations

The chapter provides a synopsis and summary of the research study, makes recommendations on the findings, identifies possible areas for future research and finally makes a conclusion on the research project.

1.7 CONCLUSION

This chapter provided background to developmental state in South Africa, the South African government and administration was previously characterised with inequalities and discrimination during the apartheid era. The advent of democratic dispensation resulted in political and social changes and defining of new transition and transformation policies for government. It further provides theory on the developmental mandate of the local government, in terms of the Constitution of the Republic of South Africa, 1996. The discussion on developmental local government revealed that municipalities need to clearly communicate their strategies and ensure that they have adequate capacity to implement them. The concept of Integrated development plan was also elaborated on, as the requirement for all municipalities to implement for them to achieve their provision of basic services, socioeconomic development and intergovernmental coordination. The next chapter will discuss the research methodology adopted for the study and the objectives of the study.

CHAPTER TWO: RESEARCH METHODOLOGY

2.1 INTRODUCTION

The municipalities are required and empowered through the developmental local government agenda to formulate, adopt and implement the integrated development plan as a local government strategic planning tool in order to address the service delivery backlogs, redress the imbalance of the apartheid regime, improve the socio-economic development within the municipality and also include the citizens through public participation in the policy decision making. The Ekurhuleni Metropolitan Municipality is used as a case study for the purpose of this study.

The second chapter of the research study focuses on the research methodology and provides a comprehensive description on the methods utilised, provides an elucidation of the research study design and techniques utilised for the achievement of the research objectives and effectively answer the research question. In order for the study to be successfully undertaken, the research methods, techniques and data collection procedures need to be effectively adhered to. The chapter defines different research methodologies i.e. qualitative, and quantitative methods, data collection techniques and data interpretation and analysis. The chapter further defines the problem statement, research question, objectives and significance of the research, types of scientific research methods and well as the method selected for this research project, furthermore, the rationale for choosing the Ekurhuleni Metropolitan Municipality as a case study for the implementation of the Integrated Development Plan is elaborated on and lastly the study limitations and ethical considerations for conducting a research.

2.2 MOTIVATION FOR THE RESEARCH

The White Paper on Local Government, 1998 promote integration and co-ordination through Integrated Development Plan. The Integrated Development Plan provides a powerful tool for municipalities to facilitate integrated and coordinated delivery within their locality. Integrated Development Plan for local government is however a form of planning that involves linkage and co-ordination between all policies and legislations produced by line departments (e.g. Water Affairs, Social development Housing and Environmental Affairs) that demands a planning action or development activity in the local sphere must be considered in developing policy for Integrated Development Plan. In addition, many local authorities have developed first IDP's and have been provided with assistance such as training and financial support. However, despite all the capacity building endeavours and the widespread support for the concept of Integrated Development Plan planning, the development outcome of the first four years of the Integrated Development Plan initiatives has been disappointment in places.

Recent assessments of Integrated Development Plan suggest that the problems are largely attributed to:

- resistance to change by local officials.
- poor management of consultants by local councils.
- inadequate human and financial capacity within municipalities
- limited knowledge and understanding of the new concept of Integrated Development Planning (IDP), (4th review of the 2006-2011 EMM integrated Development Plan may 2010:10).

Chapter 5 of the Local Government: Municipal System, 2000 (Act 32 of 2000) indicates that municipalities planning must be developmental oriented and the planning should be done through the adoption of the integrated development plan, which serve as a single, inclusive and strategic plan for development within the municipality and the resources and capacity of the municipality should be aligned for effective implementation.

City of Ekurhuleni Metropolitan Municipality (EMM) is closest to the local communities and have a significant and crucial role to play in the transformation and development of the local community's livelihood. Implementation of the integrated development plan endeavours to address poverty within the community, provide services such as water, electricity, housing, sanitation, infrastructure development and intergovernmental coordination. The effective implementation of IDP will therefore improve the provision of service delivery within the municipality. It is therefore imperative to explore the study on the capacity of the EMM to effectively implement IDP policy and the development strategies.

2.3 SIGNIFICANCE OF THE RESEARCH

The research study is undertaken within the discipline of public administration. The research will contribute towards the theory and discipline of public administration and the field of public policy and the sub-discipline of policy implementation. It will analyse and explain the achievement of a developmental local government in South Africa through the implementation of the integrated development plan and improved service delivery at municipality level.

Policy implementation is of great significance within local government, specifically with the advancement of developmental state, the capacity required for municipalities to implement policies for economic and social development need to be emphasised. The research will expand on the importance of institutional capacity for effective implementation of developmental policies.

Integrated Development Planning serves as a policy for future and holistic strategic planning, the rationale for undertaking the research project is to investigate the effective and efficient implementation of the Integrated Development Plan and assess whether the Ekurhuleni Metropolitan Municipality is institutionally capacitated for this paramount mandate.

2.4 RESEARCH APPROACH AND DESIGN

According to Mouton and Marais (1996:28) research methodology focuses on the manner in which the research was planned, structured and executed in order to comply with scientific criteria. It therefore, explains the research process and the research tools and procedures employed in the research. The types of research methods are namely categorised into qualitative research method, quantitative research methods and mixed-method research. Qualitative and quantitative represents distinctive approach to social research and associated with a certain cluster of methods of data collection. The methodology to be used in the study is relevant as it determines the accuracy and validity of the research undertaken, by providing a path to how the research will be conducted.

Qualitative research method can be defined as a means for exploring and understanding the meaning individuals or groups ascribe to a social or human problem. The process of research involves emerging questions and procedures, data typically collected in the participants setting, data analysis inductively building from particulars to general themes and the researcher making interpretation of the meaning of the data. The strategies utilised for the qualitative approach are “phenomenology, grounded theory, ethnography, case study and narrative”. Phenomenology is the study of consciousness and the direct experiences, while grounded theory focuses upon the documentation which includes reports that are available, ethnography focuses upon the custom and characteristics of different people as it relates to culture, a case study is a study of the development of an individual or group over a period over time (Cresswell 2009:4).

According to Cresswell (2009:4) a quantitative research approach is defined as “a means of testing objective theories by examining the relationship amongst variables”, the strategies utilised for quantitative approach are survey and experimentation. Mixed method research is defined as an approach to inquiry that combines or associates both qualitative and quantitative forms. This implies that when using mixed method of research, the researcher combines the strategies and approaches that are used in both qualitative and quantitative methods of research.

The research study adopted the qualitative research method and focused on extensive review of the available documents and data. The study utilised the two strategies utilised in the qualitative research method i.e. grounded theory and case study. Grounded theory was used through the review of existing reports and documents and the case study was used by focusing on the Ekurhuleni Metropolitan Municipality as an organisation. Ekurhuleni Metropolitan Municipality was selected as a case study because it is one of the densely populated municipality and responsible for provision of sustainable basic service to majority of citizens, and the successful provision of this basic service requires the effective and efficient implementation of the IDP.

Case studies represents another type of qualitative research. Case study intensively analyse and describe a single unit or system bounded by space and time, case study researchers hope to gain in-depth understanding of situations and meaning for those involved. A case study is an appropriate research design when you want to gain concrete, contextual, in-depth knowledge about a specific real-world subject such as places, person, event and organisations (Hancock and Algozzine 2017:10).

Information gathered through secondary data and case study was reduced to manageable information in terms of its relevance to the research topic and objectives. The information was analysed and compared to appropriate documents guiding Integrated Development Plan policy implementation, in order to determine whether the Ekurhuleni Metropolitan Municipality and its officials act in accordance with the stipulations and guidelines documented in official documents, whether their aims and objectives correlates and the effective methods in place for the implementation of the municipalities Integrated Development Plan and the monitoring and evaluation mechanisms and processes are effectively applied to measure performance and achievement of set objectives.

2.5 DATA COLLECTION METHODS AND TECHNIQUES

Examples of exploratory research include case studies and need assessments where the researcher studies one organisation, one city, or one group of people. For instance, researcher starts at the beginning, exploring the action, strengths and weaknesses of an organisation or perhaps researcher explores the needs of the organisations client and staff (Robbin 2006:9). The research study focuses on the Ekurhuleni Metropolitan Municipality as a case for exploration and the collection of data will focus solely on documents published or non-published related to the municipality.

According to Yin (2014:103) there are six sources of evidence in a case study and they are documentation, archival records, interviews, direct observation, participatory observation and physical artefacts. The research study data collection will be done through extensive documents analysis and organisation records such as Maps, survey data, annual reports, integrated development report, financial reports, dissertations or thesis relevant to the study, official statements, newspaper articles and StatsSA surveys.

According to Creswell (2006:25), the following reasons explain why the review of the existing scholarship is important:

- To ensure that one does not merely duplicate a previous study
- To discover what the most recent and authoritative theories about the subject is.
- To identify the available instrumentation that has proven validity and reliability.
- To ascertain what the most widely accepted definition of key concepts in the field are, and
- To save time, avoid duplication and unnecessary repetition

Literature utilised in this research were in the form of books, Journals articles, published or unpublished dissertations/thesis, official documents such as white papers, legislation, acts and bills, research reports, quarterly and annual reports and media/newspapers reports from credible newspaper and magazines.

2.6 PROBLEM STATEMENT

The GDELT project data indicated that the EMM recorded a total of 484 protests between the year 2010-2017. In June 2017, aggrieved residents of Tembisa blockaded roads and vandalised buildings during a service delivery protests and the residents indicated that the municipality is provoking them, the anger was sparked by lack of electricity supply and high water bills (iol.co.za:2017). In October 2012, hundreds of people from Emandleni, Emlotheni and Harry Gwala informal settlement (Benoni) as well as local hostel marched to the municipal buildings to demand housing and better service delivery. A survey conducted in February 2010 by Taylor Nelson Sofres (TNS) research in the Gauteng, Durban, Cape Town, Eastern Cape and Bloemfontein areas showed that Residents were unhappy with services provided by their local authorities (newsletter 74, 4/06/2010). In a similar survey conducted by Taylor Nelson Sofres in 2007, the level of service delivery dissatisfaction was 27%. This increased to 52% in 2010, in the latter year 51% of residents also said they have waited too long for basic services from their local municipalities. A regional breakdown shows that 56% of Gauteng residents were unhappy with services delivery, in addition 57% of Gauteng residents said they have waited too long for basic services (by Nachi Majoe 2010/06/04 09:58). And most recently the community of Springs and Tembisa protested due to dissatisfactions with the provisions and billing of electricity by the Ekurhuleni Metropolitan Municipality.

The requirement for a developmental local government are enshrined in the Constitution of the Republic of South Africa, 1996, and the municipalities are required to provide accountable and sustainable services to the communities and promote social and economic development. The Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) further put emphasis on the provision of quality basic services through the implementation of the integrated development plan as a tool for holistic strategic planning within the municipalities.

The assumptions for ineffective implementation of IDP includes contributing factors such as limited capacity and lack of financial resources for planning and implementation, many

local authorities experience problems with community participation especially with regards to making participation useful and meaningful. Many IDP's have performed poorly because of the inadequate institutional and organisational arrangement of local authorities and a lack of clarity on role division in preparation, management and implementation. Some problems have included; lack of clarity as the respective roles of officials and councillors in the IDP process, inadequate mechanisms to bring together line function departments within the local authority and a continued poor linkage between planning and budgeting processes and stakeholders. The research question underpinning the research study:

2.7 RESEARCH QUESTIONS

The research questions underpinning this study are:

Main question:

- How could the City of Ekurhuleni Metropolitan Municipality improve its institutional capacity for an effective implementation of the IDP policy?

Sub-questions of the study:

- What are the legislative frameworks guiding the implementation of the integrated development plan?
- To what extent is the municipality implementing Monitoring and Evaluation mechanisms to realise the objectives of the Integrated Development Plan?
- What recommendations will the study make to contribute to the effective implementation of the IDP policy and public administration body of knowledge?

2.8 THE RESEARCH OBJECTIVES

The objective of the research study is:

- To assess and explain the current capacity level and challenges of Ekurhuleni Metropolitan Municipality (EMM) for effective and efficient implementation of the integrated development plan (IDP) policy.
- To identify and explain legal framework guiding IDP and its implementation.
- To identify and analyse policy monitoring and evaluation systems for measuring IDP performance, output, outcomes and impacts.
- To identify the level of service delivery satisfaction within the EMM.
- To identify factors and challenges hampering effective implementation of IDP policy and provide recommendation for improving implementation.
To suggest avenues that could be used to address the shortfalls to institutional capacity for implementation of IDP policy

2.9 LIMITATIONS OF THE STUDY

According to Marshall and Rossman (2011:77), all research undertakings have limitations, because it is not flawless.

2.9.1 Data collection tools

For the purpose of the study data collection was undertaken through extensive documents and secondary data analysis, which was the only instrument or tool for collecting data, had the study also considered interviews and questionnaire it will have yielded additional information and results.

2.9.2 Access to information

Although the approach for data collection for the research study was secondary data, through an extensive review of documents, reports and published books. The researcher managed to access information available online and due to the Covid-19 pandemic and lockdown declared by national government, the researcher could not access valuable books and reports in the library.

2.10 DELIMITATION OF THE STUDY

The study covers the Ekurhuleni Metropolitan Municipality and its service delivery mandate through the implementation of integrated development plan. The study focused on the Municipal institutional capacity such as financial resources, human resources and organisational capability. The research data was collected through secondary method of data collection. The research data is readily available online and this allows the researcher to access adequate information on a short period of time.

The Ekurhuleni Metropolitan Municipality is considered one of the richest and well-resourced municipality, of the eight metropolitan municipalities in South Africa and it constitutes a high concentration of industrial and commercially active businesses and most people are economically active, yet the municipal performance in terms of providing basic services is decimal and not to the community's satisfaction, hence it has been hit by service delivery protests and dissatisfactions. And to address the societal needs, the Municipality must ensure effective, efficient and economical implementation of its planning strategies and policies .i.e. Integrated Development Plan. The study examines the municipal capacity for implementation of Integrated Development Planning as a municipal mechanism and strategy for ensuring improved service delivery, promoting economic and social development and public participation and the Monitoring and Evaluation mechanism for measuring performance and successful policy implementation.

The data collection methods utilised in the study are secondary data collection methods i.e. literatures review, which entails books, reports, journals, official documents and legislations which will enable a focused analysis of the Ekurhuleni Metropolitan Municipality and its policy implementation process.

2.11 ETHICAL CONSIDERATIONS

The codes of ethics require that research should be based on informed consent (i.e. the study participants have agreed to partake on the basis of information given to them by the researcher. They also require that the research should avoid harming the participants, including not invading their privacy and not deceive them about the research aim (Flick 2006:46).

The research study respected and adhered to code of ethics on research, and ensure that participation is voluntary, all involved in the process will be notified on the implications of the research. The research study considered case study method and utilised secondary data collection for gathering of information. There was no direct contact with respondents for questionnaire distribution or conducting of interviews.

2.12 CONCLUSION

The second chapter elaborated on the motivation for the research and the significance of the study. The problem statement of the study indicated the levels of service delivery at municipal level, the satisfaction levels from the community members and the reasons for ineffective implementation of the IDP. The chapter indicated the objectives of the research and the research questions that will be answered in order to address the objectives of the study. The appropriate research methods are also discussed and the data collection methods in answering the research questions. Finally, the limitations and ethical considerations were elaborated. The third chapter focuses on the literature review and put more emphasis on public administration theory, public policy and implementation, and the legislative framework guiding IDP implementations.

CHAPTER THREE: LITERATURE REVIEW: INTEGRATED DEVELOPMENT PLAN AND POLICY IMPLEMENTATION

3.1 INTRODUCTION

The primary focus of the chapter is to create an understanding on public administration in South Africa and the improvement of service delivery through effective policy implementation at a municipal level. It departs from the international and historical background of Public administration as a school of knowledge, and conceptualisation of public administration in a South African context. The generic universal functions of public administration as the requirements for improving strategic and operational management of public institutions, key factors for resource management and allocation and the effective implementation of policies. The Constitution of the Republic of South Africa, 1996 is a cornerstone for public administration and government management and accountability in South Africa. The transformation of government in South Africa and the transition from white racial government to a more inclusive democratic government dictated and necessitated the new practice of government administration and the equitable distribution of resources, economic development, alleviation of poverty and improvement of the living condition. The local government (municipalities) as a sphere of government closer to the public is entrusted with providing goods and services directly to the society at large and in providing these services the municipalities must focus on comprehensive institutional operations reform, programme and project modernising and improved performance.

The legislative requirements guiding an effective formulation, adoption and implementation of the integrated development plan are discussed and the municipalities are required to adhere to these regulations in order to improve strategic planning, resource allocation, decision making, service delivery and accountability. The last part will focus on public policy and implementation of the IDP at the Ekurhuleni Metropolitan municipality and the Monitoring and evaluation strategies of the IDP policy.

Local government is an integral part of the broader issues of governance, transition and development in the South African context. The political evolution in the local sphere contributed in many ways to some of the fundamental political and social changes experienced by the country, including the economic development experienced under the new dispensation. In the above context, municipalities must ensure an effective and efficient administration of its operation and strategies, in order to achieve the political, social and economic development of the local communities and improved livelihood (Koma & Kanyane 2006:1).

3.2 PUBLIC ADMINISTRATION IN THE SOUTH AFRICAN CONTEXT

The development of Public Administration in South Africa is mainly attributed to the contribution of JJN Cloete, widely regarded as the founding father of South African Public Administration (Cameron 2008:45). JJN Cloete's contribution to South African Public Administration was largely influenced by the work of Gulick and Urwick. Prior to the transformative period of the 1990s, the study of Public Administration was mainly focussed on the generic functions of the science. These were relating to the activities that take place within the effective functioning of internal processes that took place within a government institution (Cameron 2008:45).

Further contributions to South African Public Administration were made at that time by Hanekom and Thornhill. This came against the backdrop of criticism that was directed towards the contribution that Cloete had made. It had been argued that Cloete's approach to the study had its limitations that led it what was coined as "an intellectual cul-de-sac" (Cameron 2008:45). Irrespective of the limitations of Cloete's approach to the study of Public Administration, Hanekom and Thornhill somewhat supported Cloete's approach to the discipline as they felt that it could still have a valuable role to play in the overall contribution of the study (Cameron 2008:45).

In the case of South Africa, the constitution of the Republic of South Africa, 1996 paved a way for a truly democratic dispensation. This dispensation was based on principles such

as freedom of speech and association, freedom to assemble and respect for life and property as well as maintaining civilized standards and discipline. The 1996 constitution preceded the 1993 interim constitution and reflects a significant change in political thoughts when compared with the separate development policies of the previous apartheid regime. In contrast with the previous constitutions, in which parliament was the supreme authority, parliament is now subordinate to the constitution and the 1996 constitution is now the highest law or authority in South Africa (Kuye 2002:70). These constitutional reforms inevitably led to change and transformation in all spheres of government operations and public administration principles.

The Constitution of the Republic of South Africa, 1996 provides the framework and prescribes the basic values and principles for Public Administration in the country in section 195 (1):

- a. A high standard of professional ethics must be promoted and maintained.
- b. Efficient, economic and effective use of resources must be promoted
- c. Public administration must be development-orientated
- d. Service must be provided impartially, fairly, equitably and without bias
- e. People needs must be responded to, and the public must be encouraged to participate in policy making.
- f. Public administration must be accountable
- g. Transparency must be fostered by providing the public with timely, accessible and accurate information
- h. Good human resource management and career-development practices, to maximize human potential, must be cultivated
- i. Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness and the need to redress the imbalance of the past to achieve broad representation.

Section 100 (1) and section 139 (1) of the constitution of the Republic of South Africa, 1996 further makes provision on the intervention of administration in provincial and local government administration

The South African public administration has its principled base from section 195 of the Constitution of the Republic of South Africa, 1996. And it takes the practitioners to ensure that developmental local government is implemented on the basis of those principles. The tools and approaches of developmental local government must be guided by those principles together with the mental framework in place (Nkuna & Sebola 2012:79).

Ijeoma, Nzewo and Sibanda (2013:22) also confirms that, there is a distinction between Public Administration as a discipline and public administration in practice. Firstly, public administration is an applied science, thus as a science it is “modelled on a frame of reference provided by a rigorous classification of the components of public administration as a social phenomenon, and public administration as a discipline engages in the systematic examination of what happens in the practice of public administration e.g. workplace organising, financing and human resources.

Botes (1994:6) points out that, administration ensures that the organisation combines all the necessary processes associated with policies, finances, personnel, procedures and control achieve the goals. Public administration consists of a system of structures and processes within a particular environment with the objective of facilitating the formulation and efficient execution of government policies.

Administration involve cohesive and integrated steering of procedure, processes, and human and ensuring that legislated policies, laws, rules and regulations of government are effectively and efficiently executed and that political heads, executive and public servants are held responsible and accountable for decisions and results. The development in the administration approach has been an analytical interest in the process by which policy is formulated, adopted, implemented and evaluated.

3.3 THE UNIVERSAL FUNCTIONS OF PUBLIC ADMINISTRATION

South Africa like every other state has an intricate network of public institutions and these institutions exist to provide public goods and services to maintain the state. A variety of activities or functions have to be conducted to develop, maintain and operate public administration (Thornhill 2012:86). In practice the function and activities of public administration are usually carried out simultaneously and are integrated to such an extent that it is hardly possible to determine exactly where the one ends and the other begins. However, it is obvious that the administrative functions must always start before the functional activities or the line functions can be undertaken. In the public sector, nothing can be done with regards to any matter before policy on it has been accepted by the legislature or other competent institution to declare that action must be taken to reach one or more objectives. When a policy and objectives are in place, the other generic administrative functions can start, along with the instrumental functions or the functional or line activities (Thornhill 2012: 88).

However, the administrative functions must establish the system before the other group of functions can be put into effect, for example no one can do anything before the financing function have been undertaken to make money available, the organizing function have resulted in institutions, the staffing function have provided personnel, work procedures have been determined and checking (control) has been provided to ensure that every action is aimed at achieving the policy objective. Owing to this course of events administrative functions are usually referred to as enabling functions that create the system within which service have to be managed (Thornhill 2012: 88).

The six generic administrative functions need to be undertaken and managed in an integrated and cohesive manner. This generic function enables public officials to effectively and efficiently undertake their work and producing effective services to the society. They further ensure the link between various organisational components and effective implementation of government strategies and policies, which meet community

needs by provision of services in concerned areas. Six generic functions of public administration are discussed below:

3.3.1 Policy making

This involves the identification of organisational needs, the preparation of legislations, regulations, instruction and other directives. It involves the analysis of existing policies and systems to improve them towards efficient implementation of organisational goals. Policy making is seen as a generic principle because public institutions cannot function without overall guidelines set by policy. It provides the basis for employee work ethics, principles, accountability and performance (Ijeoma et al 2013:47).

Cloete, De Coning, Wissink and Rabbie (2011:6) state that 'policy making' is the activity preceding the publication of a goal, while policy making is the making known, the formal articulation, the declaration of intent or the publication of the goal to be pursued. Policy is thus indicative of a goal, a specific purpose, a programme of action that has been decided upon. Public policy is therefore a formal articulated goals that that the legislator intends pursuing with society or with a societal group.

According to Harrison (2012:123) the actual results of governmental decisions are manifested in policies. These policies are usually framed in broad terms covering the general political vision of the party (or alliance) in power. These broad frameworks are translated into executive policies which can be implemented by the executive institutions.

Public policy making is a cornerstone of public administration, firstly, because all the actions and decisions of government manifest from a particular policy to be implemented and a policy vision defines the direction of government. Secondly, policy making is considered a formal reaction and technique to solving public administration long overdue challenges of service delivery.

3.3.2 Financing

This involves the design of financial systems, the preparation of estimates of income and expenditure (budgeting), the preparation of directives or information that give direction on financial matters (like the treasury guidelines on Medium Term Expenditure Framework (MTEF), auditing and the good governance activity of reporting to oversight institutions on financial spending and outcomes (Ijeoma et al 2013:47). Finance is often regarded as the lifeblood of any institution; without money no government policy can be implemented. In fact, no public action such as policy making or appointing staff can be undertaken without financial resources (Thornhill 2012:191).

Within the municipality efficient and adequate financing and budgeting is critical to ensure that all the priorities, project and plans outlined in the IDP are attained. The allocation and utilisation of this resources further requires qualified human resources to undertake their responsibilities and be accountable, the activity of regular monitoring and evaluation should also be incorporated into the budget planning and allocation in order to ensure finances are used for what they were budgeted for.

3.3.3 Organising

Organising deals with the design and continuous improvement of organisational structure at both government and institutional level. Organising is systemised, it is structured and a methodical arrangement of work and people through classifying or grouping them according to functions and well-defined groups with possible agents. Organising prescribes span of control and determine the number of people under a managers control (Ijeoma et al 2013:48).

Organising involves the establishment of institutional internal structures and grouping of departmental functional activities and areas of speciality. It enables focused management of activities and monitoring of work flow.

3.3.4 Staffing / Human resource management

This encompasses the design and plan of staffing functions, and the preparation of legislations and guidelines that governs recruitment, selection and placement of staff (Ijeoma et al 2013:48). Human resources are the most significant resource in any organisation, without human beings the public service cannot be delivered (Harrison 2012:217). However, the officials employed in personnel institutions or offices should also be familiar with public administration because they have to integrate the personnel functions with the functions of the other specialists involved in running public institutions (Harrison 2012:227). Municipal management and leaderships must promote the recruitment and selection of suitably qualified and experienced workforce and further ensure internal personnel development through training, mentorship and coaching interventions. The City of Ekurhuleni metropolitan municipality must take decisive decisions in filling of critical vacant posts within its structure and identify and manage reasons for staff turnover.

3.3.5 Determining Work procedures

This concerns preparing procedures or codes and manuals that guides work within the organisation and developing and maintaining systems that study work output and productivity. While policies provides guiding principles which sets the direction of the organization, procedures entails a consistent, repetitive series of process towards achieving a particular task. Procedures are precise sequential activities with little opportunities for deviation from the designed work path (Ijeoma et al 2013:48)

Once the governing body (cabinet or municipal council) has adopted policy and appointed personnel to carry it out, it has to be translated into manageable tasks, after that official have to devise procedure and implement them to ensure that the executive actions do indeed achieve the set goals of the institutions. The government and public administration undertake regular activities that are characteristics of a civilized country. Therefore, one can understand that people should try to develop appropriate work procedures to carry

out legislative, governmental, administrative and managerial functions such as for example, parliamentary and budgetary procedures (Harrison 2012:251-252)

3.3.6 Controlling

According to Harrison (2012:269), control is a continuous function performed from the policy making stage to the auditor's report on the way in which an institution has performed. Control in the public sector/administration takes place in two forms i.e. internal control, which is exercised by the executive functionaries themselves; and external control, which involved giving account in the meeting of the legislature. Its purpose is to determine whether officials are undertaking their work effectively and efficiently (checking) and to give accountability.

Ijeoma et al (2013:48) assert that control involves those mechanisms used to ensure that the organizational policies and objectives are carried out as envisioned. For instance, they can be quality assurance, service standards and accountability frameworks. Even centralized specialized units (or government control bodies) have to be utilized to ensure that the best standards are maintained towards the implementation of public policy.

3.4 LOCAL GOVERNMENT ADMINISTRATION IN SOUTH AFRICA

The South African government administration has undergone fundamental political, governmental and administrative changes with the passing by of the Constitution of the Republic of South Africa, 1996, which came into effect on 4 February 1997.

It is interesting to analyse the evolution of local government reform in South Africa since 1994 in terms of traditional public administration paradigm and new public management paradigm and they suggest that:

- a. The constitution of Republic of South Africa, 1996 is arguably imbued with the spirit of the networked governance paradigm. The notion of 'sphere of government' to

describe the relationship among national, provincial and local government rather than 'ties' or levels is iconic expression of this sensibility

- b. The white paper on local government 1998 is similarly rooted in this paradigm, embodied in ideas such as defining 'municipality' as comprising not just councillors and officials, but all citizens of the locality. The white paper also gives weight to some concepts associated with a more NPM managerialist paradigm such as public private partnership and performance management.
- c. The managerialist NPM ethos becomes much more apparent in the Local Government: Municipal System Act 32 of 2000 in its requirements regarding performance management, municipal service partnership and so on.
- d. And the Municipal Finance Management Act 56 of 2003, with its stringent and prescriptive requirements regarding financial management and procurement, would seem to be clearly within the traditional public administration paradigm. There is considerable anecdotal evidence that the act places major constraints on the establishment of the partnership envisaged in the white paper and municipal system act (Van donk, Swilling, Pannell & Pieterse 2008:112)

The changes of government in South Africa since 1994 provided opportunity for transformation of the public service. To this end policy direction in terms of local government was overhauled with the aim of addressing the injustice of past apartheid administration, in order to promote and implement equity and social justice, public management in the local sphere, like all other spheres of government, needed to be revamped. The White Paper on Local Government, 1998 provided the policy direction for transformation in South African government (Ijeoma et al 2013:52) and section 51 of the Local Government: Municipal System Act 32 of 2000 provides for the basic principles of local government administration.

The White Paper on Local Government issued by what was the ministry of provincial affairs and constitutional development in 1998 (DPLG) (currently Department of Cooperative Governance and Traditional Affairs (COGTA) contained an array of policy ideas that sought to radically change local government practice and define a new

discourse or get to grips with the future. There number of important ideas contained in this document, including emphasis on economic and social development, participation and partnership (Van donk et al 2008:110)

Van donk et al (2008:121) further state that the white paper gives broad and general guidance regarding what is meant by maximizing social development and economic growth (DPLG 1998:18) it acknowledges that local government has great influence on the local economy and should leverage thin in a strategic manner.

The current policy and legislative requirements affecting local government are primarily contained in the constitution of the Republic of South Africa 1996, the local government white paper, 1998, the local government demarcation act, the local government municipal systems act, the local government structures act, the disaster management act, the local government finance management and the local government property rates act, which are extensively elaborated in chapter four.

Municipalities in South Africa have the obligation to abide with the legislative requirements, in terms of improving service delivery and promoting developmental local government. They have to formulate and implement the Integrated Development plan in consultation with the entire immediate local communities and other stakeholders. The Integrated development plan provides vision, need, priorities and goal of the municipal council and also serves as a strategic tool and an effective management instrument.

The current challenges and problems facing municipalities in South Africa range from basic service delivery backlogs, poor communication and stakeholder liaison, lack of accountability, political deployments & political interferes, fraud and corruption, poor financial management, insufficient capacity and poor political and administrative coordination, and as a result these challenges leads to violent protests. And in addressing this challenges administration and management needs to be strengthened and the formulation and implementation of policies improved.

3.5 CATEGORIES OF MUNICIPALITIES IN SOUTH AFRICA

In section 155 the Constitution of the Republic of South Africa, 1996 'refers to categories of municipalities; i.e. a municipality that has exclusive municipal executive and legislative authority in it is called a **category A** (or metropolitan) municipality, **category C** (or district) municipalities have municipal executive and legislative authority in an area that includes more than one municipality. A municipality that share municipal executive and legislative authority with a category C municipality within whose area it falls is known as a **category B** (or Local) municipality (Zybrands 2011:135).

There are total of 278 municipalities in the Republic of South Africa, which are 8 metropolitan municipalities, 44 district municipalities and 226 local municipalities. The research study focuses on the Ekurhuleni Metropolitan Municipality as a case study for the implementation of the Integrated Development Planning policy as a strategy for improving municipal performance, service delivery and addressing societal needs.

3.6 COMPOSITION OF LOCAL GOVERNMENT ADMINISTRATION IN SOUTH AFRICA

The local government: Municipal Structures, 1998 (Act 117 of 1998) regulates the internal system, structure and office bearers of municipalities. First the act provides for Metropolitan, District and Local municipalities to have a municipal council, which is a deliberative body whose members are elected and whose legislative decisions are influenced by political consideration for which the council is politically accountable to the electorate. The municipal council may make by-laws on all matters within their respective municipalities and on all matters listed in schedule 4B and 5B of the constitution. They also have the power to pass by-laws on matters assigned to them by national and provincial government. The municipalities also have other political office bearers such as the speaker who is the chairperson of the council, the mayor which is the member of the executive committee and is elected by the council. The executive mayor, only at municipalities who have chosen an executive mayoral system and he/she is elected from

among council members at a meeting 14 days after the council election (Van der Waldt 2007:68).

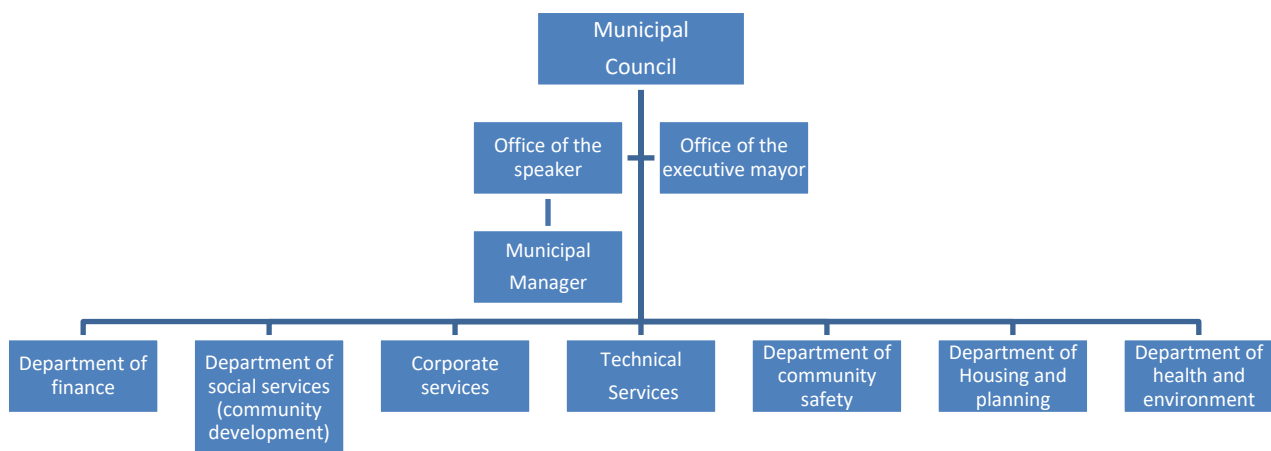
South African municipalities are statutorily obliged to heed legislative requirements in as far as service delivery and development issues are concerned. This refers to the formulation and implementation of Integrated Development Plans (IDPs) in consultation with the immediate local communities, following the local government requirements of the Municipal Systems Act, 32 of 2000. This Act further introduces innovative management and administration systems geared towards service delivery provision (Tshiyoyo and Koma 2011:123).

Furthermore, the Municipal Systems Act 32 of 2000 makes provision in section 51 for the organisation of municipalities in South Africa and stipulates that a municipality must within its administrative and financial capacity, establish and organise its administration in a manner that enables it to be responsive to the needs of the local community. It must ensure that its political structure, political office bearers and managers and other staff members align their roles and responsibilities with the priorities and objectives set out in the municipality integrated development plan (IDP) (Van der Waldt 2007:78).

Tshiyoyo and Koma (2011: 125) further argue that the South African system of local government is currently saddled with critical problems and challenges pertaining to provision of sustainable service delivery. An assessment report commissioned by the National Department of Cooperative Governance and Traditional Affairs (COGTA) in 2009 revealed major findings related to governance, service delivery, financial management and policy implementation aspects on the part of municipalities across the country. Some of the identified problems relate to huge service delivery and backlog challenges; poor communication and accountability relationships with communities; problems with the political/administrative interface; corruption and fraud; poor financial management; number of violent service delivery protests; weak civil society formations and insufficient municipal capacity due to lack of scarce skills (COGTA 2009).

The municipality must perform its function through operationally effective and appropriate administrative units and ensure responsibility is clearly distributed / assigned for effective management and coordination of these administrative units. A typical municipality in South Africa internal organisational and structure can be depicted by the organogram below:

Figure 3.1: Internal organisational structure of EMM



Source: EMM IDP 2018

The political office bearer like the speaker, the mayor and other elected councillors must perform their governance function and play a political oversight role over the administration to ensure that political policy and resolution of the council are executed by the administration. The municipal manager (as the accounting officer or head of administration) and other senior officials (such as chief financial officer, head of departments etc) form part of the executive team and must ensure that the members of the administration execute resolutions, implement policies and perform duties effectively and efficiently to maximise service delivery to the community (Van der Waldt et al 2007:80).

Municipal manager function as head of administration and also the accounting officer, and the person appointed in this position must have the relevant skills and expertise to perform their respective duties. As head of administration the municipal manager has to ensure that policies are developed; proper organisational structure exists; that financial arrangements are made to prevent financial misconduct and promote sound financial management; that work methods and procedures are determined to obtain efficient and effective service delivery; the human resources management will contribute to sound service delivery through effective managerial practices (Thornhill 2008:504).

The municipal manager is further responsible for steering institutional, administrative and operational capacity by ensuring the appointment of qualified and experienced personnel, effective allocation of responsibilities and delegations and establishes effective performance management system.

Furthermore, municipalities are required to have a budget and treasury office consisting of a chief financial officer (CFO) and other person contracted by the municipality to work in the office. The chief financial officer is administratively in charge of the budget and treasury office and has to advise the municipal manager on the exercise of powers and duties assigned to the accounting officer in terms of financial matters. In the implementation of the IDP the political leadership, executive management and the line function managers must collaborate and integrate their functions and adhere to the legislative requirements in order to ensure effective, efficient and transparent administration of the municipality.

3.7 INSTITUTIONAL CAPACITY

Table 3.1: levels of capacity

	Capacity creation	Capacity utilization	Capacity retention
Individual level	Development of adequate skills, knowledge, competencies and attitudes	Application of skills, knowledge, competencies on the workplace	Reduction of staff turnover, facilitation of skills and knowledge transfer within institutions
Organisational level	Establishment of efficient structures, processes and procedures	Integration of structures, processes and procedures in the daily workflows	Regular adaptation of structures, processes and procedures
Institutional and policy environment level	Establishment of adequate institutions, laws and regulations	Enforcement of laws and regulations for good governance	Regular adaptation of institutions, laws and regulations

Source: <http://lencd.org/learning/the-core-concept/capacity-a-summary-of-the-core-concepts-levels-types-and-themes> (accessed 23/02/2021)

Table 3.2: elements of capacity

Hard	Soft
<p><i>Capacities that are generally considered to be technical, functional, tangible and visible</i></p> <ul style="list-style-type: none"> • Technical skills, explicit knowledge and methodologies (which for individuals can be considered as competencies) • Organisational capacity to function: appropriate structures; systems and procedures for management, planning, finance, human resources, monitoring and evaluation, and 	<p><i>Capacities that are generally considered to be social, relational, intangible and invisible</i></p> <p>Operational capacities such as:</p> <ul style="list-style-type: none"> • Organisational culture and values • Leadership, political relationships and functioning • Implicit knowledge and experience

<p>project cycle management; the ability to mobilise resources</p> <ul style="list-style-type: none"> • Laws, policies, systems and strategies (enabling conditions) <p>Note: tangible resources like infrastructure, money, buildings, equipment and documentation can be considered as the material expression or product of capacity, but they are not capacity in and of themselves.</p>	<ul style="list-style-type: none"> • Relational skills: negotiation, teamwork, conflict resolution, facilitation, etc. • Problem solving skills • Intercultural communication <p>Adaptive capacities such as:</p> <ul style="list-style-type: none"> • Ability and willingness to self-reflect and learn from experience • Ability to analyse and adapt • Change readiness and change management • Confidence, empowerment and or participation for legitimacy to act
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Source: <http://lencd.org/learning/the-core-concept/capacity-a-summary-of-the-core-concepts-levels-types-and-themes> (accessed 23/02/2021)

3.8 LEGISLATIVE FRAMEWORKS GUIDING INTEGRATED DEVELOPMENT PLAN

According to Van Der Waladt et al (2007:97) there seven major directly regulating and directing the implementation of the integrated development plan on local government. And they all addresses various and interrelated aspects of local government planning, such as strategic and operational planning, basic service provision, performance management and financial management and the municipal structures. Namely:

3.8.1 Constitution of the Republic of South Africa, Act of 1996

The constitution in section 152 and 153 put in place a vision for developmental local government and contains the following objectives for developmental local government:

- To provide democratic and accountable government for local communities
- To ensure the provision of services to communities in a suitable manner
- To promote social and economic development

- To promote a safe and healthy environment, and
- To encourage the involvement of communities and community organisations in the affairs of local government

According to the constitution of the Republic of South Africa, 1996 the municipalities are further expected to structure and manage their administration, and to budget and plan in a manner that give priority to the basic needs of the community and to promote the socio-economic development; and also municipalities are to participate in both national and provincial development programmes in the spirit of cooperative governance.

3.8.2 Local Government transition act, 1996 (Act 97 of 1996) (second amendment act)

This act requires all municipalities to prepare integrated development plans as part of the municipal government planning process. It sets out specific financial and budgeting requirements, as well institutional arrangements and review procedures.

3.8.3 White paper on local government, 1998

The white paper on local government, 1998 put forward three interrelated approaches for developmental local government and assist the municipalities to fulfil their developmental mandate, and they are namely; integrated development planning, performance management and working together with local citizens and partners.

The white paper sets out that a municipality must do a situation analysis; then determine community needs through close consultation and develop a vision for development in the area. This is followed by the prioritisation of needs and the formulation objectives and strategies to address the needs. Programmes and projects must then be implemented and monitored to measure their impact and performance. With regards to participation, the white paper stipulates that municipalities should encourage civil society participation through various means and interventions such as, forum initiation / establishment,

structured budgeting initiatives, focus-group participation action research: for generating detailed information about needs; and support for the organisational development of associations within the municipality.

The white paper on local government, 1998 further contextualises integrated development plan as a tool for developmental local government with the intention of enabling municipalities to:

- Align scarce resources with agreed policy objectives and programmes
- Ensure the integration of local government with other spheres of development planning at the national, provincial and international levels
- Ensure transparent interaction between municipalities and various other stakeholders; and
- Ensure that actions are prioritised around urgent needs (Van Der Waldt 2007:97-98).

3.8.4 Local government: Municipal Structures, 1998 (Act 117 of 1998)

Section 2. provides for the establishment of a single category A (metropolitan) municipality if that area can reasonably be regarded as-

(a) a conurbation featuring-

(i) areas of high population density:

(ii) an intense movement of people goods and services:

(iii) extensive development: and

(iv] multiple business districts and industrial areas;

Section 19 (1) of the act stipulates that, a municipal council must strive within its capacity to achieve the objectives

set out in section 152 of the Constitution.

(2) A municipal council must annually review—

(a) the needs of the community;

(b) its priorities to meet those needs;

(c) its processes for involving the community;

(d) its organisational and delivery mechanisms for meeting the needs of the

community; and

(e) its overall performance in achieving the objectives referred to in subsection (3) A municipal council must develop mechanisms to consult the community and community organisations in performing its functions and exercising its powers.

Section 56, subsection (2) stipulates that, the executive mayor must—

(a) identify the needs of the municipality:

(b) review and evaluate those needs in order of priorities

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

(d) recommend or determine the best way including partnership and other approaches. to deliver those strategies: programmes and services to the maximum benefit of the community.

3.8.5 Local government: Development Facilitation, 1995 (Act 67 of 1995)

Section 3 of the act set principles for land development stipulates that (1) The following general principles apply, on the basis set out in section 2, to all land development:

(a) Policy, administrative practices and laws should provide for urban and rural land development and should facilitate the development of formal and informal existing and new settlements.

(b) Policy; administrative practices and laws should discourage the illegal occupation of land,' with due recognition of informal' land development processes.

(c) Policy, administrative practice and laws should promote efficient and integrated land development in that they:

(i) promote the integration of the social, economic, institutional and physical aspects of land development;

(ii) promote integrated land development in rural and urban areas in support of each other;

(iii) promote the availability of residential and employment opportunities in close proximity to or integrated with each other;

The act is aimed mainly at encouraging efficient and integrated land development by promoting the integration of the social, economic, institutional and physical aspects of development. The integrated development planning process is regarded as the main organising device for encouraging municipality to identify the key delivery targets, such as land development objectives (Nel and Binns 2001:925).

3.8.6 Local government: Municipal systems, 2000 (Act 32 of 2000)

Section 23. (1) stipulates that a municipality must undertake developmentally-oriented planning so as to ensure that it—

- (a) strives to achieve the objects of local government set out in section 152 of the Constitution;
- (b) gives effect to its developmental duties as required by section 153 of the Constitution; and
- (c) together with other organs of state contribute to the progressive realisation of the fundamental rights contained in sections 4, 25, 26, 27 and 29 of the Constitution.

Tshiyoyo and Koma (2011:124) assert that, Integrated development planning is mandatory for developmental local government in terms of the *Municipal Systems Act, 2000*.

According to section 25 (1) of the Municipal systems act, 2000 each municipal council must, within a prescribed period after the start of its elected term, adopt a single, inclusive and strategic plan for the development of the municipality which-

- (a) links, integrates and co-ordinates plans and takes into account proposals for the development of the municipality:
- (b) aligns the resources and capacity of the municipality with the implementation of the plan:
- (c) forms the policy framework and general basis on which annual budgets must be based;
- (d) complies with the provisions of this Chapter; and
- (e) is compatible with national and provincial development plans and planning

requirements binding on the municipality in terms of legislation.

(2) An integrated development plan adopted by a municipal council in terms of subsection (1) may be amended in terms of section 34 and remain in force until an integrated development plan is adopted by the next elected council.

(3) (a) A newly elected municipal council may, within the prescribed period referred to in subsection (1), adopt the integrated development plan of its predecessor, but before taking a decision, it must comply with section 29 (l)(b)(i), (c) and (d).

(b) A newly elected municipal council that adopts the integrated development plan of its predecessor with amendments, must reflect the amendments in accordance with the process referred to in section 34(b).

3.8.7 Local Government: Municipal Finance Management, 2003 (Act 56 of 2003)

This act aims to modernise budget and financial management practices by placing local government finance on a sustainable footing. The act addresses a number of financial and fiscal reforms; one of the most significant reforms is the new budget process and its link to the integrated development plan. Section 17 of chapter 4 of the act stipulates that the annual revision of the integrated development plan must be done in terms of section 34 of the municipal systems act, 2000 (Act 32 of 2000) and the municipality must determine how the integrated development plan is to be considered or revised for the purpose of the municipal budget (Pycroft 2000:99)

3.8.8 The Intergovernmental Relations Framework Act, 2005 (Act 13 of 2005) as a tool for integrated development plan

The intergovernmental relation framework act, 2005 (Act 13) was introduced in 2005 to establish greater predictability in government relations and to promote alignment of national, provincial and local government plans and expenditures. The act addresses three local government concerns; firstly, to overcome the haphazard way of in which department had been consulting with local government, statutory membership in all key intergovernmental forums was conferred on organised local government. Secondly, the

act provided for direct presentation of district executive mayors in provincial intergovernmental forums, to promote effective executive-to-executive engagements between those two spheres. Thirdly, district intergovernmental forums were established to force cooperation between district and local executives, to overcome the tension and competitions that typified relations between the two tiers (Powell 2012:18)

Section 5 of the Intergovernmental Relations Act 2005, state that government spheres in conducting their affairs the national government, provincial governments and local governments must seek to achieve the object of this Act, including by taking into account the circumstances, material interests and budgets of other governments and organs of state in other governments, when exercising their statutory powers or performing their statutory functions; consulting other affected organs of state in accordance with formal procedures, as determined by any applicable legislation, or accepted convention or as agreed with them or, in the absence of formal procedures, consulting them in a manner best suited to the circumstances, including by way of-

(i) direct contact; or

(ii) any relevant intergovernmental structures;

co-ordinating their actions when implementing policy or legislation affecting the material interests of other governments;

avoiding unnecessary and wasteful duplication or jurisdictional contests;

taking all reasonable steps to ensure that they have sufficient institutional

(i) to consult, to co-operate and to share information with other organs of state; and

(ii) to respond promptly to requests by other organs of state for consultation, co-operation and information sharing; and

participating

(i) in intergovernmental structures of which they are members; and

(ii) in efforts to settle intergovernmental disputes.

Public policies require the direct and indirect involvement or explicit involvement of the three spheres of government. Coordination of these policies is required through

mechanism such as programming, grants-in-aids, planning and budgeting and communication (De Vries et al 2008:94).

Section 154 (2) of the Constitution of the Republic of South Africa, 1996 deals with cooperative governance and places a capacity-building obligation on national and provincial government. The section stipulates that the national and provincial governments, by legislative measures must support and strengthen the capacity of municipalities to manage their affairs, to exercise their power and perform their functions (Reddy 1999:205)

3.9 IMPLEMENTATION OF THE IDP WITHIN THE EKURHULENI METROPOLITAN MUNICIPALITY

For the effective management of the integrated development plan as a municipal strategic instrument, section 51(a-m) of the Municipal Systems Act, 2000 (Act 32 of 2000) stipulates that a municipality must within its administrative and financial capacity establish and organise its administration in a manner that would enable the municipality to:

- a. Be responsive to the needs of the local community
- b. Facilitate a culture of public service and accountability amongst its staff
- c. Be performance orientated and focus on the object of local government set out in section 152 of the constitution and its developmental duties as required by section 153 of the constitution
- d. Ensure that its political structures, political office bearers and managers and other staff members align their roles and responsibilities with the priorities set out in the municipals integrated development plan
- e. Establish clear relationships, and facilitate co-operation, coordination and communication between-
 - i. its political structure, political office bearers and administration,
 - ii. its political structures and political office bearers and administration and local community,

- f. Organise its political structure, political office bearers and administration in a flexible way in order to respond to changing priorities and circumstances
- g. Perform its function-
 - i. Through operationally effective and appropriate administrative units and mechanisms, including departments and other functional and business units
 - ii. When necessary on a decentralised basis
- h. Assign clear responsibilities for the management and co-ordination of these administrative units
- i. Hold the municipal manager accountable for the overall performance of the administration
- j. Maximise efficiency of communication and decision-making within the administration
- k. Delegate responsibility of the most effective level within the administration
- l. Involve staff in management decision as far as practicable; and
- m. Provide an equitable, fair, open and non-discriminatory working environment.

According to section 4 of the Municipal Systems Act, 2000 (Act 32 of 2000) (South Africa 2000), municipality must establish appropriate mechanisms, processes and procedures to enable local community to participate in its affairs and the municipality in implementation of its integrated development plan must develop and encourage a culture of community participation, encourage and create conditions for local community to participate during the formulation and implementation process and also ensure that the community are adequately capacitated for such participation.

3.9.1 IDP processes in the Ekurhuleni Metropolitan Municipality

In terms of the City of Ekurhuleni (2016-2021 IDP:9) Integrated Development Planning (IDP) processes, as informed by the Municipal Systems Act 32 of 2000, becomes a critical part of the governance framework. Integrated Development Planning (IDP) is a process through which the municipality prepare a strategic development plan which extends over five years aligning with the term of Council. Each year, the municipality gives a concrete

expression of how it intends to give life to that 5-year plan within the permits and limits of every financial year. The product of this planning process serves as a strategic instrument which guides and informs all planning, budgeting, management and decision making processes in the municipality in pursuit of the development objectives. This means that the IDP thus serves the purpose of articulating into institutional planning a working social compact with all sections of the City in line with their needs.

The integrated development plan process managed by relevant local government structure normally begins by defining the vision of a municipality (i.e. the desire end-state); then moves on to identifying key developmental objectives and proposing various strategies to address these objectives; after which these strategies are translated into programmes and projects, which are budgeted for and ultimately implemented and monitored. Significantly, integrated development plans are not only structured to inform municipal management for development, but also planned to guide the activities of any institution or agency operating in the municipal area (Guieli et al 2007:102)

Three core principles underpin the integrated development plan process. Firstly, as consultative process IDP approach stresses that appropriate forum should be established where local resident, government representatives, NGO's, civil society and external sector specialists can come together to:

- Analyse the problem affecting service delivery
- Prioritise issues in order of urgency and long term importance
- Develop a shared vision / end-state and strategic framework
- Formulate relevant project proposals
- Compile an inventory of proposals and integrate proposals; and
- Assess, align and approve IDP plans

Secondly, as a strategic process, the integrated development plan approach aim to ensure that:

- Local knowledge is combined with the knowledge of technical experts
- Service delivery delays are overcome through consensus building within given time period

- Both the underlying cause and symptoms of service delivery problems are addressed
- Most effective and efficient use is made of scarce resources; and
- Integrated development plan is not planned and budgeted in isolation, but rather integrated from the start with other complementary sectors

Lastly, as an implementation oriented process; the IDP aims to become a tool for better and faster delivery by ensuring that:

- Concrete, Technically-sound project proposals are designed
- Planning and budget links are created with feasibility in mind, and
- Sufficient consensus among key stakeholders on the planned project is reached (Guieli et al 2007:102-103)

The IDP planning process is constituted into four stages i.e. analysis, strategies, projects, integration and the approval and during these different stages of planning participation can be encouraged in these ways:

Table 3.3: IDP Phases

Planning phase	Methods for Participation
Analysis	<ul style="list-style-type: none"> • Community Meetings organised by the ward councillor • Stakeholder Meetings • Surveys and opinion polls (getting views on how people feel about a particular issue)
Strategies	IDP Representative Forum Public Debates on what can work best in solving a problem Meetings with affected communities and stakeholders
Projects	Representation of stakeholders on project subcommittees
Integration	IDP Representative Forum
Approval	Public Discussion and consultation with communities and stakeholders
Monitoring and Implementation	IDP Representative Forum

Source: <http://www.etu.org.za/toolbox/docs/localgov/webidp.html>. (Accessed 15/07/2015)

3.9.2 Core components of the IDP

The local government: Municipal Systems act, 2000 (Act 32 of 2000) specifies what must be reflected in the integrated development plan, but does not prescribe the content. However, as will be shown below the ministerial regulations do prescribe some of the details of the IDP and state that it must reflect the following aspects:

- The municipal council vision for the long-term development of the municipality with special emphasis on the municipalities most critical developments and internal transformation needs
- An assessment of the existing level of development in the municipality, which must include an identification of those communities without access to basic municipal services
- The councils development priorities and objectives for its elected term, including its internal transformation needs
- The councils 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 the provision of basic guidelines for a land-use management system for the municipality
- The council operational strategies
- Applicable disaster management plans
- A financial plan which must include a budget projection for at least the next three years
- The key performance indicators and performance targets (Craythorne 2006:146)

The ministerial regulations specify what must be identified in the integrated development plan, namely:

The institutional framework which must include an organogram, required for:

- The implementation of the IDP and addressing the municipality's internal transformation need, as informed by the strategies and programmes set out in the IDP development plan (internal transformation relates mainly to employment equity).
- Any investment initiatives in the municipality
- Any development 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
- Key performance indicators set by the municipality (Craythorne 2006:147)

Craythorne (2006: 148) further stated that, the financial plan reflected in a municipality's IDP must at least include:

- The required budget projection
- An indicator of the financial resource available for capital projects development and operational expenditure
- Financial strategy, defining sound financial management and expenditure control, as well as ways and means of increasing revenues and external funding for the municipality and its development priorities and objectives, which strategy may address the following:
 - Revenue raising strategies
 - Assets management strategies
 - Financial management strategies
 - Capital financing strategies; and
 - Strategies to enhance cost-effectiveness

3.9.3 Service Delivery Budget Implementation Plan (SDBIP) as a tool for implementation of the Integrated Development Plan (IDP)

The Ekurhuleni Metropolitan Municipality is required to develop the Service Delivery Budget Implementation Plan (SDBIP) which serves as an operational plan for the implementation of the IDP objectives. The SDBIP gives effect to the integrated development plan and budget of the municipality and it provides for the alignment of the municipalities IDP and budget. The SDBIP therefore serves as a “contract” between the administration, council and community expressing goal and objectives (of the municipality) set by the council for the IDP, as quantifiable outcomes that can be implemented by the administration over a period. This provides the basis for measuring performance in service delivery against end-of-year and implementing the budget, (National Treasury 2005:5).

The Municipal Financial Management Act 56 of 2003 (MFMA) in chapter 1 defines the Service Delivery and Budget Implementation Plan (SDBIP) as follows:

"a detailed plan approved by the Mayor of a municipality in terms of section 53(1) (c) (ii) for implementing the municipality's delivery of municipal services and its annual budget, and which must indicate:

(a) Projections for each month of:

- Revenue to be collected by source and;
- Operational and capital expenditure by vote.

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

(c) Any other matters that may be prescribed".

Circular 13 of the MFMA indicates that the SDBIP provides an integration between the Executive Mayor, Council and the Administration, by essentially assisting to hold management accountable for its performance. Furthermore, it states that the goals and objectives set by the municipality must be quantifiable outcomes that can be measured to enable the monitoring of performance and evaluation of service delivery outcomes.

Service Delivery and Budget Implementation Plan (SDBIP) seeks to move forward with the implementation of the City's strategic direction and key focus areas for the "Pro Poor" Agenda towards a delivering city by 2021 as articulated in the city's IDP. The SDBIP further gives effect to the IDP and the annual budget of the City. It presents an annual implementation plan designed to accelerate the provision of services to the community. As an effective management tool (planning, implementation and monitoring), the SDBIP consolidates the planning and performance management processes of the institution. This annual plan outlines the key performance indicators and targets associated with the municipality's priorities, ensuring alignment between the municipality's medium and long term plans (EMM IDP 2018-2019).

3.10 PUBLIC POLICY

Cloete et al (1991:21), asserts that public policy can be seen both as a framework and instrument for action which encompasses virtually all government activities or output. Hanekom (1995:54) expands on this definition and defines policy as a desired course of action and interaction which is to serve as a guideline in the allocation of resources necessary to realize societal goals and objectives, decided upon by the legislator and made known by either in writing or verbally. In the public sector, policies are the outputs (end results) of a political process and serve as an initiator of executive action. Anderson (1997:9) indicates that public policy is: first, a relationship of a government unit to its environment, secondly, whatever government choose to do or not to do, and thirdly, a proposed course of action a person, group or government within a given environment providing obstacles and opportunities which the policy was proposed to utilise and overcome in an effort to reach a goal or realise an objective or a purpose

The policy making process involves many sub-processes and may extend over a considerable period of time. The aim or purpose underlying a policy are usually identified at a relatively early stage in the process but these may change over time and, in some cases, may be defined only retrospectively. The outcomes of policies require to be studied and where appropriate, compared and contrasted with the policy-makers intentions. Policy requires an understanding of behaviour, especially behaviour involving interaction

within and among organisational relationships. For a policy to be regarded as a “public policy” it must to some degree have been generated or at least processed within the framework of governmental procedures, influences and organisations (Cloete 2011:12).

For the purpose of this study public policy can be defined as a framework or tool that provides guidance on the actions and initiatives to be undertaken by the municipality in order to address the specific community needs, involving both the internal and external stakeholders / role-players and further enable equitable and effective allocation of public resources.

3.10.1 Public policy process

Public policy process usually starts when a problem is identified, and the policy makers are expected to formulate a policy that will solve or address the problem. However, policy formulation can also arise when an existing policy is analysed and shortcomings within the policy or in policy implementation process is detected. To identify the problem in policy or in policy implementation, it is necessary that thorough research occurs to ensure that all aspects have been considered in the policy formulation process (Van der Waldt 2002:179).

The Ekurhuleni Metropolitan Municipality during the policy process needs a clearly defined policy statement, objectives and directive, in order to direct all its activities. These policy directives will enable it to address the changing community needs and provide the required public services. The public policy process follow set of processes and steps, and they are namely; identification of the problem, agenda setting, policy formulation, policy adoption, policy implementation and policy evaluation, this processes and phases are briefly discussed below:

3.10.1.1 Problem Identification

Before any public policy can be formulated the problem needs to be identified and brought to the attention of the policy maker. Sufficient information on the problem, such as the needs of the community and environmental factors need to be made available before it is placed on the agenda of the policy maker, all actions including policy formulation, in the

public sector should be purposeful and goal directed. The goal should be known to all concerned to ensure that all activities are aimed at the goal (Van der Waldt 2002:180)

According to Van der Waldt (2002:180) one situation to be considered is the plight in which local government currently finds itself, with violent and regular service delivery protests and dissatisfactions. The municipal council are expected to speed up their service delivery function with stricter financial control and resources.

3.10.1.2 Agenda setting

Once the problem is brought to the attention of the policy maker, action and authorisation is required. Agenda setting is, according to Johnson (1992:2) selecting issues that warrant serious consideration for formulating or reforming policy. An analysis into agenda setting process typically looks at how problem developed, how they were defined, the legitimisation of one course of action over another and the appearance of the policy system to act on such problem over a continuous basis.

3.10.1.3 Policy formulation

Formulating policy proposal means that policy makers should make choices before they can decide on an appropriate action. Essentially, they should analyse the problem or policy issue and be aware of what it means to the community. They also should look ahead at the options of solving the problem and try and foresee a resolution to the problem (May 1993:187). Van der Waldt (2002:183) argue that well-designed policies are necessary, but not sufficient for achieving desired policy outcomes. Even rationality in policy making will not necessarily mean that the policy is democratically or politically feasible.

3.10.1.4 Policy adoption

This stage involves adopting or selecting the best possible policy option or alternative. The term 'best' alternative is value based and is influenced by the value system of the individual or group making the decision. Decision making is an important part of the policy formulation process, as policy makers have to decide on which policy amongst the various alternatives to implement. Each policy alternative should be thoroughly analysed before

a choice is made. This process involves forecasting or predicting what would happen if each alternative were implemented. The alternative that offers the greater benefits with the least possible cost should ideally be chosen. However, it is here that political factors can come into play as the policy makers could have already identified an alternative that will be chosen and followed through (Van der Waldt 2002:184)

According to Van der Waldt (2002:184), selecting the best alternative should be based on objective criteria such as:

- Benefits of the policy to the public and government
- Costs of the policy to the public and government
- Feasibility of its implementation
- Mutual effects
- Political acceptability
- Legitimacy

3.10.1.5 Policy implementation

Policy implementation process entails translating decision into action. Public officials within government institutions are responsible for actual implementation of the policy, while political-office bearers are held responsible for the action or inaction of the institutions. The policy implementation phase is the formulation of administrative and operational policy, whereby procedures and manuals are developed to guide the actions of the public officials, and for implementation to be effective and successful it should be linked to the performance management system of the institution (Van der Waldt 2002:185).

Brynard (2002:164) also attests to the importance of the policy implementation. And state that whilst previous focus was largely on policy formulation or design, it has become increasingly important, especially in South Africa, to concentrate on the implementation of such policies.

3.10.1.6 Policy evaluation / analysis

After the policy has been implemented it is necessary to determine whether the policy has indeed had the effect intended by the policy maker and also whether it has had any unintended consequence, either positive or negative in nature. Anderson (1994:244) says evaluation attempt to determine the cause and effects relationships in the policy process and measure the results of a specific policy. This definition is taken further by Dye (1998:338) who sees policy evaluation as the assessment of the overall effectiveness of a national programme in achieving its objectives.

Cloete (2002:212) provides further reasons for policy evaluation, as:

- To learn lessons from the policy / project / programme for future review, design or implementation strategies
- To provide political and financial accountability
- To advocate policy cause more effectively

The policy making process and policy implementation is not undertaken in an isolation by the elite members of government or political office bearers; it involves the different internal and external stakeholders who have a certain degree of influence. The EMM must include the relevant stakeholders and community members in its public policy process.

3.11 POLICY IMPLEMENTATION

Policy implementation is regarded as the conversion of physical and financial resources of government into concrete and tangible service delivery output that aims at achieving the policy objectives and the improvement of the status quo and socio-economic situation of the society (Cloete et al 2011:137).

For the purpose of this research study policy implementation is construed as the effective utilisation of resources for planning, programme and project implementation in order to

accomplish the IDP policy objectives so that the agreed upon outcomes and impacts are achieved and service delivery improved.

3.11.1 7-C Protocols for policy implementation

The continuous Policy implementation and service delivery are fundamental to the contemporary society. There are countless cases recorded in the media about service delivery protests or the lack thereof. This has caused the government to place much attention in service delivery and to improve in policy implementation particularly in local government sphere. Therefore, the question that confronts everyone in government is how one enhances strategies for implementation and ensure successful service delivery (Molobela 2019:210).

The following section focus on the discussion of the 7-C variables for policy implementation with the objective to improving planning and service delivery in the municipalities.

3.11.1.1 Content

Brynard (2011:145) indicates that, policies are characterised as either distributive, regulatory and redistributive. Distributive policies create public goods for the general welfare and are non-zero sum in character. Regulatory policy specifies rules of conduct with sanction for failure to comply and redistributive policies attempt to change allocation of wealth or power of some groups at the expenses of others; the content of the policy should reflect and specify the specific characteristic of the policy. This refers to what the content of the policy sets out to do i.e. goals and objective; how direct it relates to the issue i.e. causal theory, how it aims to solve the perceived problem. In this regard, the content of the municipal IDP must address all the needs of the community i.e. to should consider all levels of community improvements, wealth redistribution and empowerment.

3.11.1.2 Context

Improving service delivery requires policy to be institutionalised. Institutionalising a policy helps with the policy to be positioned at the desired direction. This is what municipalities should take into consideration. Everyone in the local government must be cognisant of which policy should guide them. Active leadership is required so as to provide necessary direction in the implementation process (Abbas & Asghar, 2010:10).

The research study focuses on the institutional context of the Ekurhuleni Metropolitan Municipality and the ability to implement the IDP policy. The implementation of the policy should take into consideration the internal and external context and influencing factors of the institution.

3.11.1.3 Commitment

It refers to the commitment level of those entrusted with carrying out the implementation of policy at various levels to the goals, causal theory and methods of the policy. Government may have the most logical policy imaginable, the policy may pass cost-benefit with flying colours and it may have a bureaucratic structure that would do honour to Max Webber, but if those responsible for carrying it out are unwilling or unable to do so, little will happen (Cloete, Wissink and De Coning 2011:147). To improve service delivery to the communities the high level of commitment is required from all policy stakeholders, officials and executives.

3.11.1.4 Capacity

It refers to the administrative capacity of policy implementers to carry-out desired changes. The capacity of the public sector is seen in terms of general systems thinking as the structural, functional and cultural ability to implement the policy objectives of government. This is the ability to deliver those public services aimed at raising the quality of life of citizens, which the government has set out to deliver, effectively as planned over time (in a durable way). It obviously refers to the availability of, and access to, concrete

or tangible resources such as human resources, financial, technological, material and logistical. Capacity also includes the intangible requirement of leadership, such as motivation, commitment, willingness, courage, endurance and other intangible attributes needed to transform rhetoric into action. The political, economic, administrative, technological, cultural and social environment within which action is taken must be sympathetic or conducive to successful implementation (Cloete, Wissink and De Coning 2011:148)

The elements for organisational capacity for policy implementation include tangible resources such as personnel, infrastructure, technology and financial resources and tangible capacity which include resources such as strategic leadership, programs and process management and networking and linkages.

3.11.1.5 Client and Coalitions

The gap between some municipalities and their clients need to be filled with an effective tool to engage the relevant stakeholders. Engagement strategies include amongst others; community engagement, local government communication forum and district communication forum as a communication coordination point. Hence, the engagement strategies must be actively applied. Stakeholders should be involved before any initiative is to be undertaken, and such must be implemented without any bias (Molobela 2019:215). Ordinary community members, Non-Profit Organisations and Community Based Organisation should be allowed the opportunity by municipalities in their efforts to improve service delivery and the lives of other community members.

3.11.1.6 Communication

Molobela (2019:216) asserts that policy implementation must be communicated with the implementers; therefore, this makes communication as an integral part of the variable for effective implementation. The role of NGOs and civil society organisation should form part of the communication strategy. Policy information that affects policy implementers and

the municipality at large should be neglected. The media including community radio stations, newspapers, and social networks should form part of the communication strategy.

3.11.1.7 Coordination

Coordination is included at the 7th C variable for policy implementation. According to Burger (2015:94) coordination is the most important tool for ensuring the success of policy implementation. Coordination plays a crucial role because if all variables such as content, context, commitment, capacity, clients and coalitions, and communication are put into place and no one is willing to coordinate then poor policy implementation might partly be experienced. Coordination consist of intergovernmental relations and intra & inter organisational coordination between two or more government departments, either at a national or provincial level. A good coordination between policy role players results in effective policy implementation.

3.12 MONITORING AND EVALUATIONS

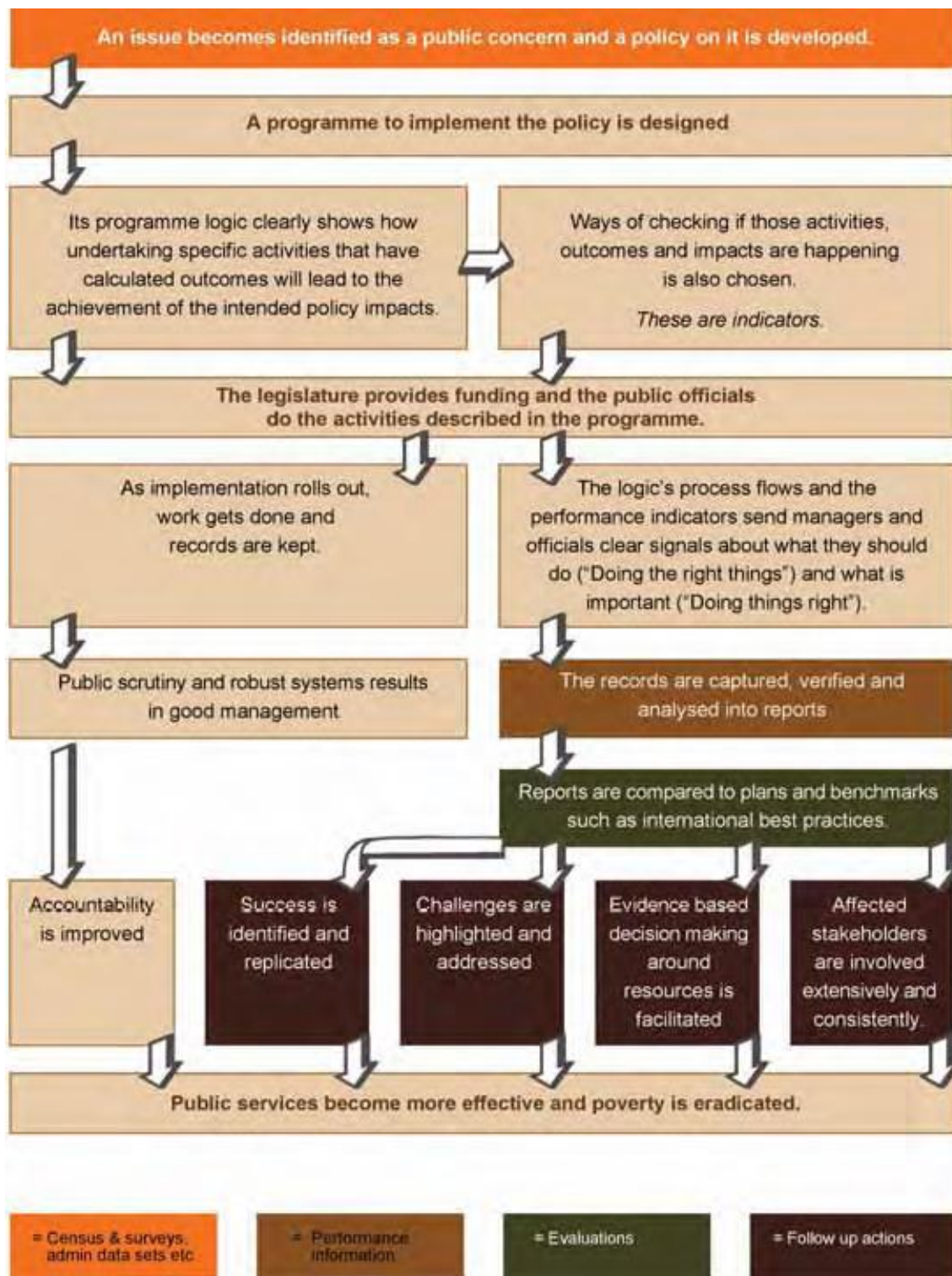
South Africa's post-apartheid government has developed a range of appropriate policies, but there have been challenges of policy implementation, especially with regards to social policy. This has resulted in huge service backlogs; perhaps the progress made to date would have been somewhat better if effective monitoring and evaluation had been undertaken. The argument here, as with many developing countries is that: granted there may be resource limitations but is the available resources (for example, capacity, time, finance etc.) optimally utilised? Here lies the value of monitoring and evaluation (Ile, Eresia-Eke, C. & Allen-Ile, 2014:78).

Government's vision is set out in the government-wide monitoring and evaluation (GWM&E 2007) document. Improving M&E leads to improvement of the quality of planning (driven by comparison between what was planned and what was done) and implementation system (so that they are better able to record what service are delivered

and what results they achieve). The department of performance monitoring and evaluation has developed and is the custodian of the Government-Wide Monitoring and Evaluation (GWM&E) system which aims to provide a monitoring and evaluation integrated framework throughout government structures and to deliver relevant information to its users. This system is intended to facilitate critical reflection and managerial action in response to the relationship between the deployment of inputs and the generation of outputs, their associated outcomes and impacts. Similar processes are expected in all provinces, metropolitan municipalities, district and local municipalities (Ile et al 2014:180).

The below diagram depicts the policy framework for government Wide Monitoring & Evaluation system chart and it clearly specify the path municipalities should follow when conducting monitoring and evaluation of the intended policies, programmes and projects for achievement of outcomes:

Figure:3.2: implementation of Monitoring and Evaluation flow chart



Adopted in Policy framework for the Government-wide monitoring and evaluation. The presidency. November 2007

The Ekurhuleni Metropolitan Municipality must ensure the effective utilisation and application of monitoring and evaluation requirement and principles, in order to determine the effectiveness of the policy implementation process and procedures, and for a timely identifying if the policy objectives are achieved. Monitoring and evaluation should be considered an integral part of the integrated development plan process. The Municipal Finance Management Act, 2003 (Act 53 of 2003), (with reference to municipalities) provide a legal basis for the effective and efficient management of public policies and programmes.

3.12.1 IDP MONITORING AND EVALUATION IN EMM

Chapter 6 of the Municipal Systems Act, 2000 (Act 32 of 2000) stipulates that the municipality must establish the performance system and management that is in line with its available resources, circumstances, priorities, objectives, indicators and targets as contained in its integrated development plan, the performance management system provides for the effective management and monitoring within the municipality when implementing its strategic instruments and policies and also promote effective and efficient performance amongst the political office bearers, councillors, executive management and administrative officials. The performance system further promotes the assignment of responsibilities, monitoring of and review of outcomes and impacts, with regards to the municipality's development priorities and objectives set out in its integrated development plan.

M&E is defined as an assessment or measurement of progress and achievements of predetermined performance levels of a given institution, project, or programme. M&E can be conducted at institutional level or on a particular sector, project or programme implemented within an institution. The institutionalisation of M&E needs to be looked at in the context of performance measurement and performance management. The institutionalisation of M&E happens when it is mainstreamed in an institution to facilitate assessment and analysis of pre-determined levels of performance, reporting progress,

facilitating, and tracking the adoption of performance information. M&E then covers all performance measurement steps and facilitates the realisation of what performance management entails in its totality (Kimaro, Fourie and Tshiyoyo 2018:203).

There is a high demand for skilled professionals in M&E (Gorgens & Kusek 2009:6), and more so in evaluation than in monitoring. Wong (2013:9) identifies staff capacity constraints as one of the major factors behind slow change in performance management and M&E culture, as it affects reversing from input-output mentality to results.

The third objective of the research study is to identify and analyse policy monitoring and evaluation systems within the Ekurhuleni Metropolitan Municipality for measuring IDP implementation performance, outputs achieved, outcomes and their impacts in the community. The municipality must within its administrative structure have a dedicated M&E component that directly oversee the achievement of the strategic planning targets and indicators as defined during the planning process and stage.

3.13 CONCLUSION

Municipalities are obligated to develop strong administrative and managerial capacity in order to provide effectively services demanded from them by the community. They should adopt appropriate systems, formulate, adopt and implement policies and procedures that ensure fair, efficient and transparent local government administration. Municipalities are further required to provide performance management systems within its administration structures and ensure that the municipality is responsive to the needs of the community, facilitate best practices and accountability and that responsibilities are clearly assigned and delegated effectively among the officials, and key performance indicators are set to measure performance; and for the municipality to achieve this requirements they need to effectively and efficiently apply the public administration principles and functions.

The chapter provided a conceptualisation and contextualisation of Public administration and government administration, with specific reference to local sphere of government and

the legislative frameworks for the implementation of IDP. The next chapter will focus on the analysis of the case study: The Ekurhuleni Metropolitan Municipality and its provision of the basic services.

CHAPTER FOUR: CASE STUDY OF THE CITY OF EKURHULENI METROPOLITAN MUNICIPALITY

4.1 INTRODUCTION

The Ekurhuleni metropolitan municipality is one of the eight metropolitan municipalities in South Africa and it is responsible for the provision of crucial basic services, such as housing, water, electricity and sanitation; improving socio-economic situations and development agenda of the large population of Gauteng province. The analysis of the implementation of the integrated development plan within the municipality is imperative as it aims to understand the municipality capacity to effectively and efficiently achieve its developmental mandate. The chapter aim to provide a comprehensive understanding of service delivery level and challenges within Ekurhuleni metropolitan municipality. The chapter provide a brief history of Ekurhuleni metropolitan municipality, an outline on the situational and regional analysis, which entails the demographic overview, economic analysis, infrastructure overview and challenges of the municipality. The capacity of Ekurhuleni metropolitan municipality to implement IDP will be explored.

4.2 HISTORICAL BACKGROUND OF EKURHULENI METROPOLITAN MUNICIPALITY

The Metropolitan Municipality of Ekurhuleni was established in 2000 as a result of local government restructuring, it is one of the eight metropolitan municipalities in South Africa.

The amalgamation of two existing regional entities, namely Kyalami Metropolitan and the Eastern Gauteng Services Council served as the beginning of the now large City that accommodates a population of about 3.5 million inhabitants. At the heart of the City's plans and service delivery operations are the communities of, Tembisa, Katlehong, Vosloorus, Duduza, Daveyton and Thokoza that collectively house over 68% of the City's total population. The Ekurhuleni Metropolitan Municipality (EMM) is based upon what has been known as the East and/or Far East Rand. Unlike other metropolitan municipalities it

does not represent the extension of an existing city but instead represent the amalgamation of several long-established towns (Machaka and Roberts, 2004). The five East Rand towns of Alberton, Benoni, Boksburg Gemiston and Kempton Park have been merged with the three Far East Rand towns of Brakpan, Nigel and springs. According to SACN data (2004) the combined City of Ekurhuleni Metropolitan Municipality currently is the fourth most populace and largest of the South Africa's eight metropolitan municipalities.

Figure 4.1: Ekurhuleni metropolitan municipality map

Map



Source: StatSa.gov.za

4.3 SITUATIONAL AND REGIONAL ANALYSIS OF EMM

The basis for the situational and regional analysis is to outline the Ekurhuleni Metropolitan Municipality community and household composition, economic overview, status of the infrastructure as well as the prevailing service delivery levels and satisfaction or dissatisfaction. The current vision of the EMM is to be the Smart, Creative and Developmental City and in order to achieve this vision the municipality must understand the situational challenges of the community and prioritise them in the integrated development plan and other developmental strategies.

4.3.1 Demographic overview (population and socio-economic indicators)

The population figures drawn from the Statistics South Africa Community Survey 2016 indicate that an estimated 3,379,104 people reside in the City of Ekurhuleni's jurisdiction. This is indicative of a huge increase from the 3,178,470 in the 2011 census figures. In terms of gender composition, the population is made up of 1,627,724 males and 1,550,747 females. The survey further reveals a marginal increase in the poverty head count, from 6.4% (2011) to 6.6% (2016). This has serious implications for the provision of basic services, including a continuous increase in service backlogs given the continuous growth in the population. It also implies that the demand for economic opportunities to respond to the challenges of poverty are on the increase. Furthermore, the growth in population and poverty status places a lot of pressure on already ageing infrastructure, which should be assisting the attempts to meet the current levels on the provision of basic services and the growing demand for more services.

Figure 4.2: Population composition

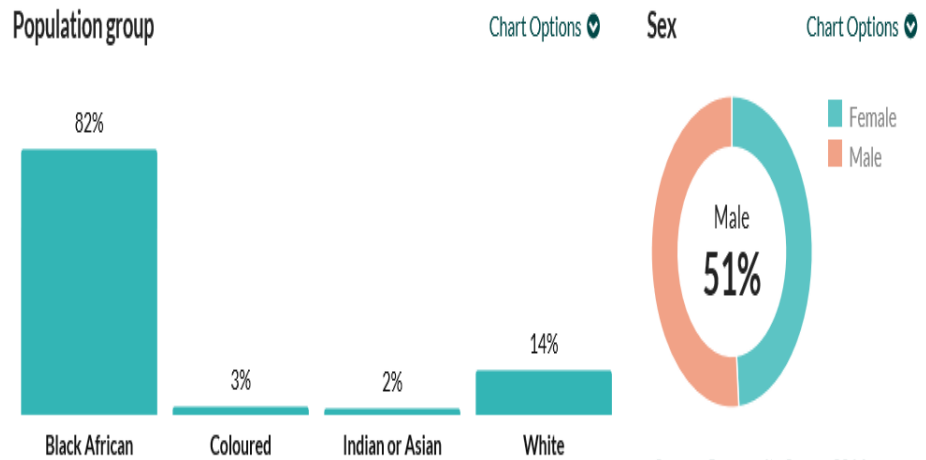
Population

3 379 104

People

about one-quarter of the figure in
Gauteng: 13 399 724

less than 10 percent of the figure in
South Africa: 55 653 654

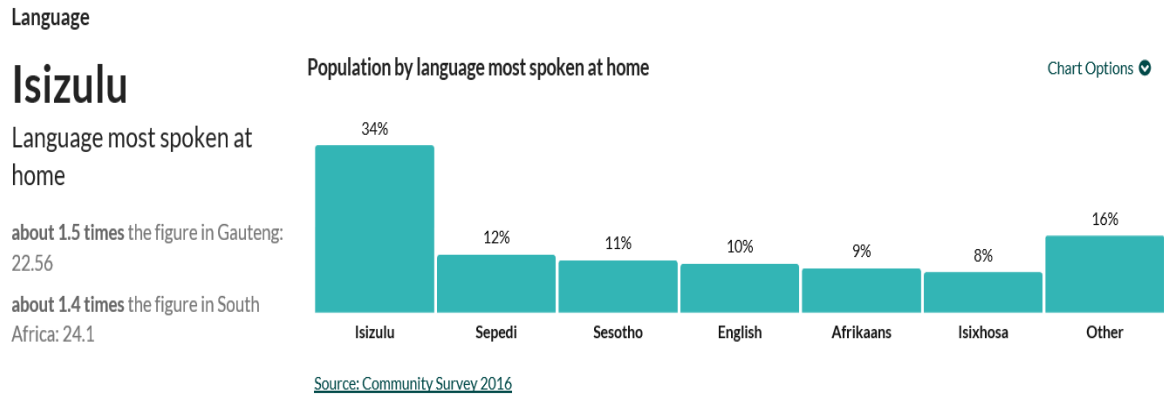


Source: Community Survey 2016

Source: Ekurhuleni Metropolitan municipality annual report 2017-2018

The city has a median age of 30 and 66% of the population is between the ages of 18-64, 18% is below the age of 18 and 6% is above the age of 65. The city has a relatively young population which is about the same rate as that of Gauteng Province. The African (black) population accounts for 81% of the population followed by the white population at 14%, the Coloured population at 3% and the Indian population at 2%. Males make up 51% of the population within the city and females account for 49% (CoE IDP 2016:19).

Figure 4.3: Population distribution by language:



Source: Ekurhuleni Metropolitan municipality annual report 2017-2018

Isizulu is the most widely spoken language at home at about 34% followed by Sepedi at 12%, Sesotho at 11% and English 10 and Afrikaans 9%, IsiXhosa 8% and others 16%. Generally, the population of the City speak more than 1 official South African language and all 11 languages are spoken within the City. 95% of the inhabitants of the City are South African born, with 62% born in Gauteng, 10% born in Limpopo, 7% born in Kwazulu Natal, 5% born in the Eastern Cape and the remaining 10% born elsewhere in the country and 5% born outside the country (CoE IDP 2016-2021).

4.3.2 Households and inequality analysis at EMM

Figure 4.4: households

Households

1 299 490

Households

about one-quarter of the figure in Gauteng:
4 951 135

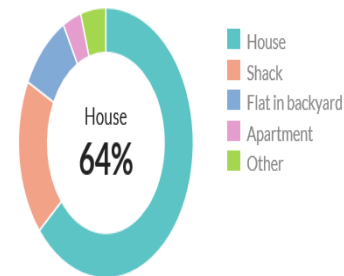
about 10 percent of the figure in South Africa:
16 923 307

18.7%

Households that are informal dwellings (shacks)

a little higher than the rate in Gauteng: 17.74%
about 1.4 times the rate in South Africa: 12.96%

Households by type of dwelling Chart Options



Source: Community Survey 2016

Source: Ekurhuleni Metropolitan municipality annual report 2017-2018

The City of Ekurhuleni has 1 299 490 households and according to the household survey conducted in 2016, 18.7% of these households are informal dwellings. The households in Ekurhuleni makeup about a quarter of the households in Gauteng and about 10% of the households in South Africa.

Figure 4.5: Annual household income

Annual household income

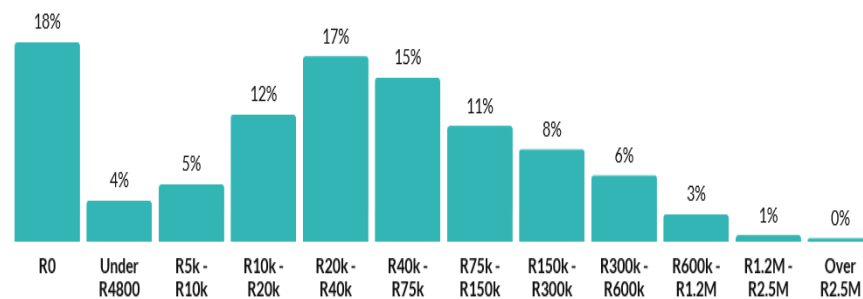
R29 400

Average annual household income

about the same as the amount in Gauteng: R29 400

about the same as the amount in South Africa: R29 400

Annual household income Chart Options



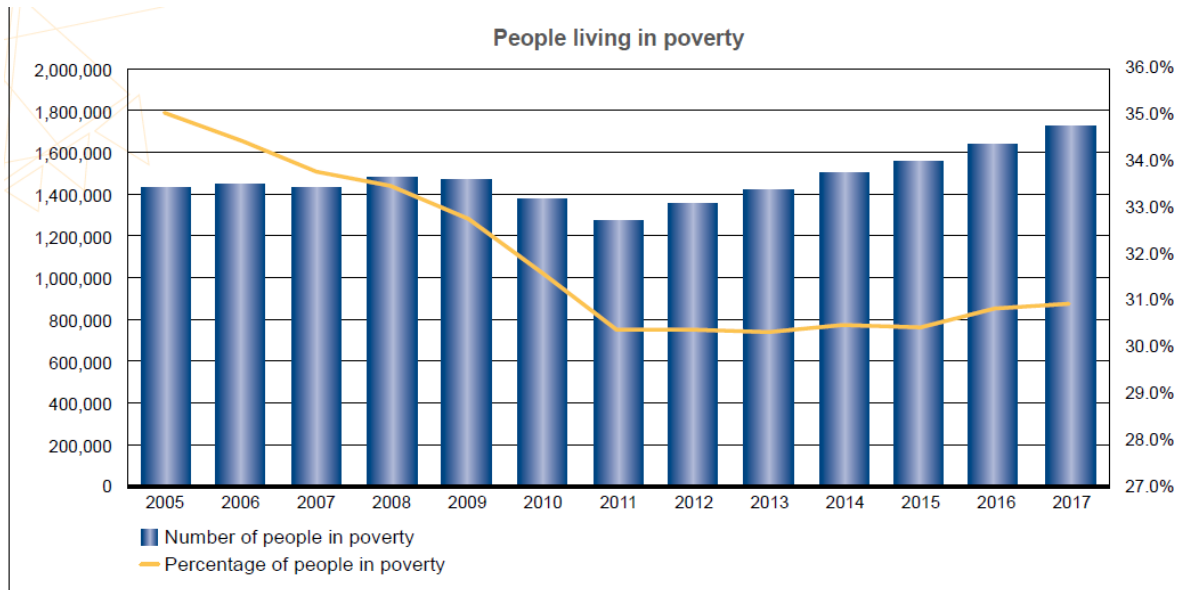
Source: Census 2011

Source: Ekurhuleni Metropolitan municipality annual report 2017-2018

According to the CoE IDP (2016:25), the average annual household income within the City is R 29 400 which is about the same in Gauteng province and South Africa. This trend may have improved since 2011. The City is currently reviewing its indigent policy to look at different income categories and rationalizing the provision of free basic services.

The EMM have a strategic mandate to provide for the poor households and ensure that free basic services such as water, sanitation, electricity and refuse removal are provided; these services should exceed the minimum standard. The provision of the basic services should be prioritized on the developmental agenda of the municipality.

Figure 4.6: People living in poverty in EMM



Source: Ekurhuleni Metropolitan municipality annual report 2017-2018

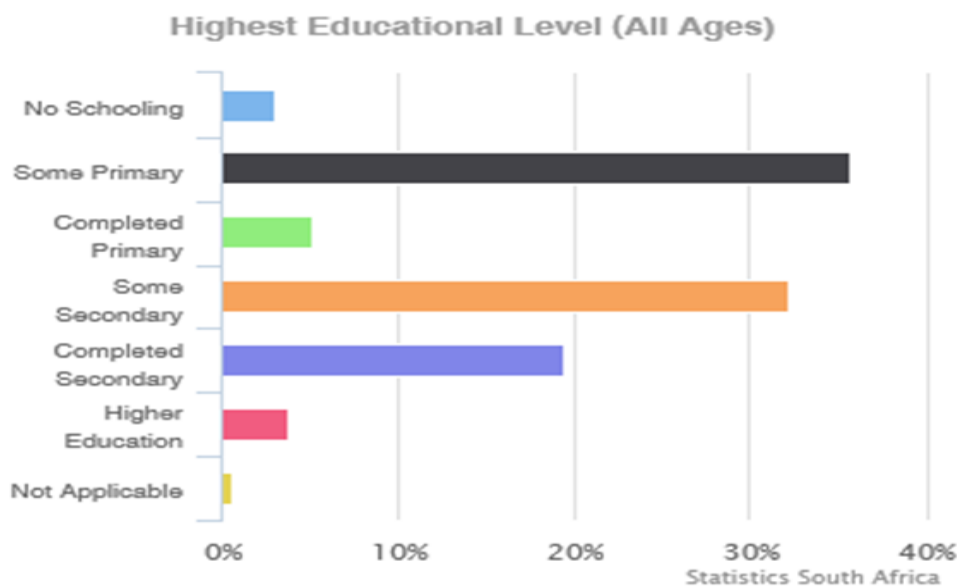
The number of people living in poverty has steadily decreased since 2018, however this figure (31%) still poses a significant threat to the developmental efforts of the municipality. The implementation of the GDS 2055 is significantly undermined by the pervasiveness of the high number of people living in poverty. Poverty generally refers to “the absence of capital such as land and access to natural resources, or to the importance of social and intellectual capital and even the climate of democracy and security necessary to enhance

the capabilities of the poor who are excluded.” National Framework for Municipal Indigent Policies, DLPG, 2005.

The prevalence of indigent households signals the existence of various developmental challenges. Chief amongst these are lack of access capital, education, houses, health and unemployment. In this regard, unemployment remains a key contributing factor to the exclusion of vulnerable individuals (especially women, children and the disabled). It is also known that the majority of indigent households are mainly in townships, informal settlements and peri-urban areas of the metropolitan area (EMM annual report 2017:2018 (2019:15)).

Through the formulation and implementation of the IDP the city of Ekurhuleni should clarify and indicate the commitment for provision of service to the less fortunate and poor communities through its pro-poor agenda and the indigent policy. Through the indigent policy the households are required to register and once registered they are entitled to 9 kilolitres free water, 100kwh electricity, 9 kilolitres sanitation and free waste removal equivalent to a residential once a week service and a full rebate on their property rates.

Figure 4.7: Levels of education in EMM



Source: Ekurhuleni Metropolitan municipality annual report 2017-2018

Municipalities are generally not responsible or adequately capacitated for provision of education. Schooling and education plays a critical role in addressing poverty, household inequalities and an incremental growth to equal society within the municipality. Within its developmental mandate the municipality needs to make efforts to provide support to human development and education, especially at early childhood development and other levels of education within its jurisdictions. The municipality in planning and implementing its IDP should include interventions such as bursaries, learnerships and scholarships to the community at large.

4.4 ECONOMIC ANALYSIS OF EMM

The 2016 State of the Cities Report buttresses the central role of the contribution of the South African cities in the national economy and showing the 5 largest cities Johannesburg, Cape Town, Tshwane, Ekurhuleni and eThekweni playing a dominant role¹ in the national economy. Ekurhuleni's contribution to the national economy has increased from 8.2% in 1995 to 8.8% in 2016, overtaking eThekweni as the fourth largest city in the process between 1995 and 2013, four of the cities increased their share of South Africa's GVA: Johannesburg (11.7% to 13.9%), Cape Town (10.3% to 10.9%), Tshwane (8.9% to 9.2%) and Ekurhuleni (8.2% to 8.8%), but the share of eThekweni and all the three smaller metros declined.

The City of Ekurhuleni contributes approximately 8.1% to the national economy of the country, while contributing 23.4% to the total economy of the Gauteng Province. The CoE is the fourth largest contributor to the national economy of South Africa when compared to other metros in the country. The largest contributor to the national economy is the City of Johannesburg (13.7%), followed by the City of Cape Town (9.8%), and eThekweni (8.9%).

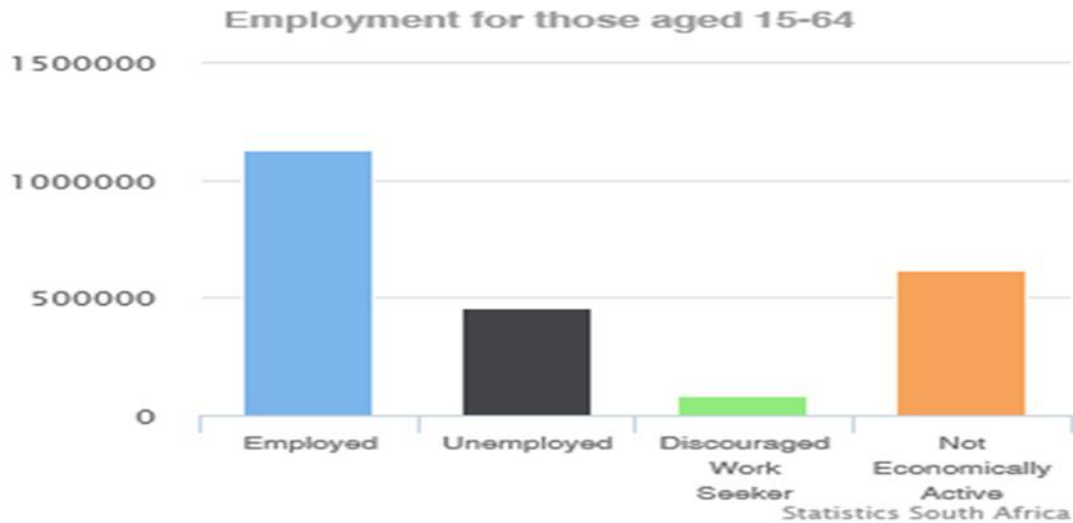
Table 4.1: Contribution by economic sector

Sectors	EMM Sector contribution by years			
	2000	2005	2011	2015
Agriculture	0.6	0.4	0.4	0.3
Mining	5.3	3.3	2.6	2.3
Manufacturing	30.3	28.7	24.1	22.7
Electricity	3.3	3.1	2.6	2.3
Construction	2.3	2.9	3.8	4.1
Trade & hospitality	13.0	13.8	14.4	14.8
Transportation, storage & communication	10.4	10.7	11.1	11.3
Finance & Business services	14.8	18.8	20.9	21.3
Community services & government	20.1	18.3	20.1	20.9

Source: Global insight 2016

The structure of the City of Ekurhuleni's economy is dominated by four sectors: manufacturing, finance and business services, community services and general government and to a lesser extent the trade and hospitality sector. Over the past 15 years, major structural shifts have occurred in the structure of the economy principally involving the decline of the dominance of the manufacturing sector which dropped from 30.3% in 2000 to 22.7% in 2015 and a comparable increase of the contribution of the finance and business services sector which increased its share from 14.8% in 2011 to 21.3% in 2015. The continuing decline of the manufacturing sector is a big challenge for the municipality and for that reason the revitalization of the manufacturing sector is a key strategic focus area for the municipality.

Figure 4.8: Economically active population in EMM

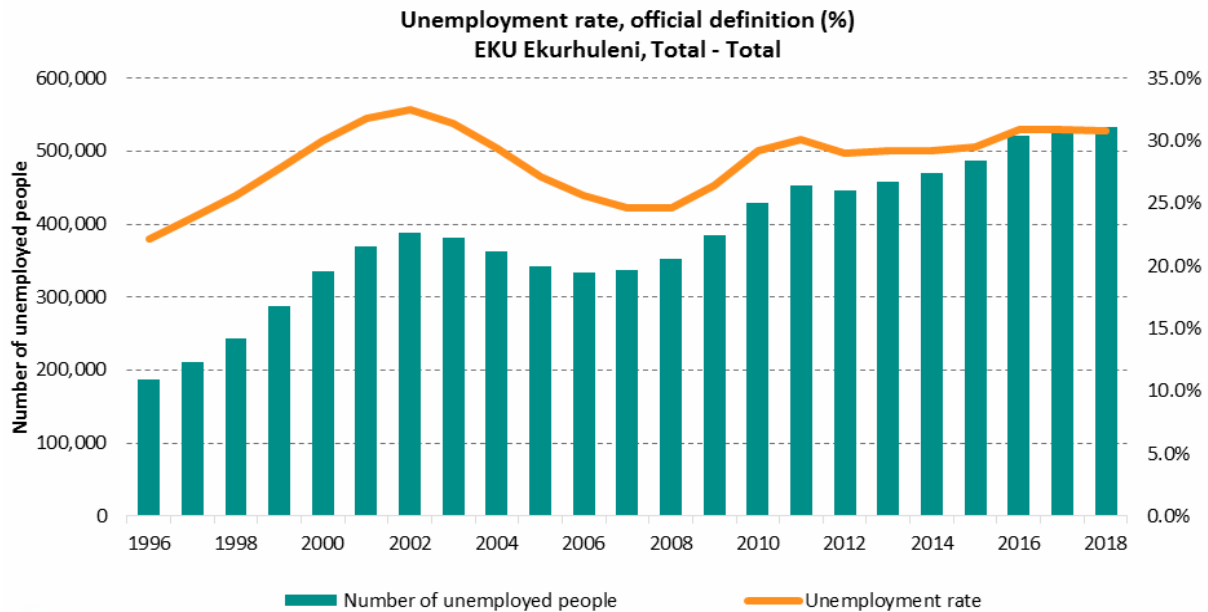


Source: Ekurhuleni Metropolitan municipality annual report 2017-2018

Average of 1 300 000 million people are employed and economically active in Ekurhuleni, 490 000 are unemployed, 100 000 are discouraged from seeking employment and around 650 000 are not economically active within the municipality.

According to the EMM annual report 2018/2019, Unemployment remains a huge problem nationally, and considering Gauteng, the City of Ekurhuleni tops all other Metro's with an unemployment rate. In comparison to the province, the City still stands at 30,9% unemployment rate whilst the province is just below with 29,3%. These shows that the City shares the highest number of unemployed people in the Gauteng Province.

Figure 4.9: Economically inactive population in EMM



IHS Markit

Source: IHS Markit Regional eXplorer version 1692

Source: Ekurhuleni Metropolitan municipality annual report 2018-2019

The above bar graph indicates some fluctuating levels of unemployment within the municipality, however the numbers of unemployment have been rising exponentially from the year 2012 to 2018.

The municipality within its integrated development plan should indicate the economic development and investment initiatives, strategies to support local & township businesses and small medium enterprises, job creation and income generating opportunities for the community.

4.5 EMM INFRASTRUCTURE OVERVIEW

Municipal Infrastructure and Service Delivery in the City of Ekurhuleni, like other major cities in the city region, is at the epicentre of the migration trend facing South Africa. This trend presents a set of challenges and opportunities for the development of cities in the Gauteng City Region. The intersection of rapid population growth spurred by in-migration,

historical backlogs and lacklustre housing delivery has resulted in a phenomenon – low-intensity land invasions and the growth of informal settlements. In responding to these challenges, the City must deliver spatially-integrated human settlements that respond to the need to redress apartheid city spatial planning, but also attend to the immediate basic needs of people (whilst at the same time improving the liveability) in informal settlements (EMM annual report 2017: 2018:77).

According to the city of Ekurhuleni 2017-2018 annual report, Access to basic services remains a key yardstick to measure the impact of developmental efforts by municipalities. Basic services are a fundamental source of addressing social inequalities and structural imbalances created by apartheid spatial fragmentation of urban areas. Basic services are also a strategic intervention to give effect to the constitutional mandate of local government.

4.5.1 Access to housing

The housing challenge of Ekurhuleni manifests perhaps most clearly in terms of the proportion of households living in informal settlements, with over 18% of the households in the City living in the 119 informal settlements spread across the City.

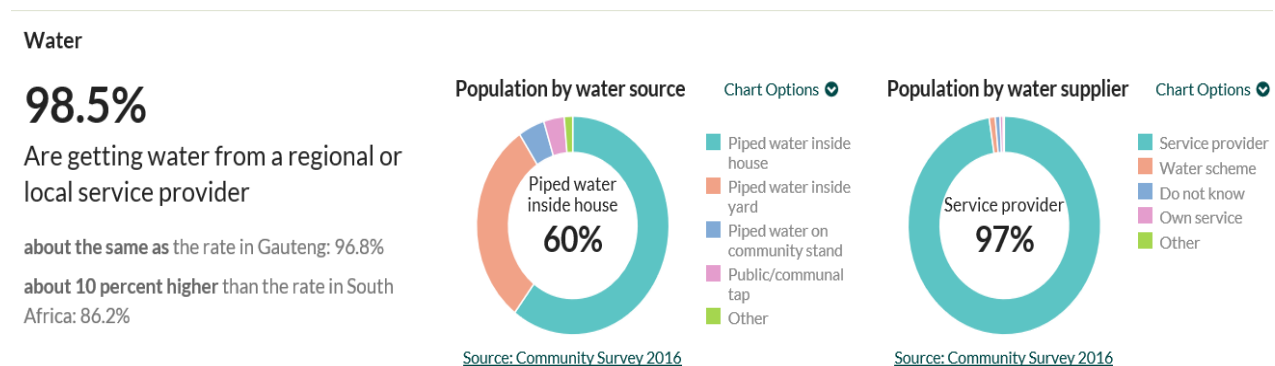
Although a total of 14 781 houses were delivered by the City between 2011-2016, demand for housing remains high. Increasing demand for housing as resulting from rapid growth in the City's population has resulted in the adoption of creative and diversified approaches to housing delivery. Ekurhuleni is working together with private and public housing delivery partners to accelerate delivery and encouraging inclusionary housing within private sector driven developments. The City with its partners have packaged the releasing of private sector development opportunities within Integrated Rural Development Programme (IRDP) and flagship projects on municipal land. This has required strengthened function in interdepartmental coordination as well as the capacitation and support of CoE social housing institutions to attract additional investment in the delivery of affordable rental. Concerted efforts have been made to improving

service delivery within informal settlements and promoting effective management of municipal owned rental properties (City of Ekurhuleni 2016:47). The municipality should include housing provision in the core of its IDP because it is a significant element for the decent living conditions of the community.

City of Ekurhuleni in the annual report 2017-2018 (2019:18) reported that, the City is working towards reducing the backlog on housing demand and the improvement of the quality of services provided to informal settlements, it has ensured an environment conducive to rising overall satisfaction with services i.e. dwelling, water, sanitation, energy, waste, roads, health and safety. This figure has come in at 70% for the 2015/2016 survey year. This is an improvement on the overall services rating of 65% achieved in the GCRO QoL survey of 2011, which climbed to 70% in the 2013/2014 survey and has remained unchanged since.

4.5.2 Access to water and Sanitation

Figure 4.10: Water and Sanitation access



Source: Ekurhuleni Metropolitan municipality annual report 2017-2018

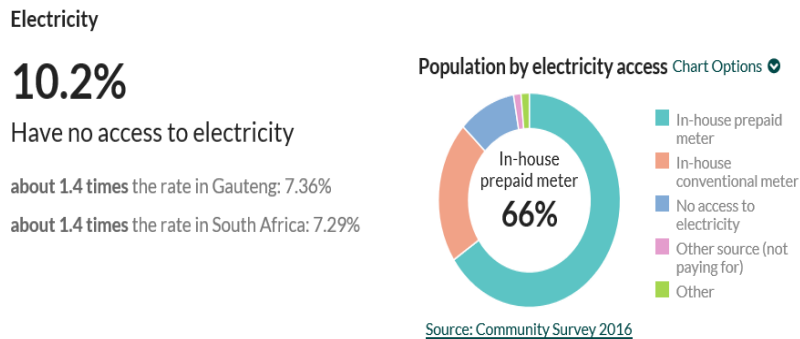
The CoE is experiencing extensive water and sewer infrastructure failures and capacity constraints due to age, inherent design faults and unmatched growth in service demand. The total reservoir capacity offers less than 24-hour demand storage, with some areas like Benoni, Germiston, Brakpan, Springs, Edenvale, Kempton and Tembisa with less

than 24-hours' storage. In the Pomona area, new developments are longer supported. Therefore, investment into the municipal space is increasingly constrained due to lack of bulk water and sewer services. During the 2017/18 financial year 20,998 and 15,213 sewer and 5,785 water complaints were registered through eMIS. The numbers of both sewer and water pipe bursts is increasing at an average of 6% per annum. This translates to 236 water pipe bursts per 100km per annum, much higher than the international best practice of 15 bursts per 100km per annum. The current rate of sewer blockages is 643 per 100km per annum when the desired rate should be less than 40. This is all indicative of "sick" infrastructure and a very good indicator that there are many underlying problems that need to be addressed before a total collapse of the same. The water and sewer infrastructure upgrading, extension and replacement backlogs are estimated at more than R8.7 billion.

East Rand Water Care Association (ERWAT) as one of the entities reporting to the municipality is assisting the municipality with the provision of water and sanitation services to the community and this contribute to the overall IDP mandate of service delivery to the community.

4.5.3 Access to electricity

Figure 4.11: Electricity access

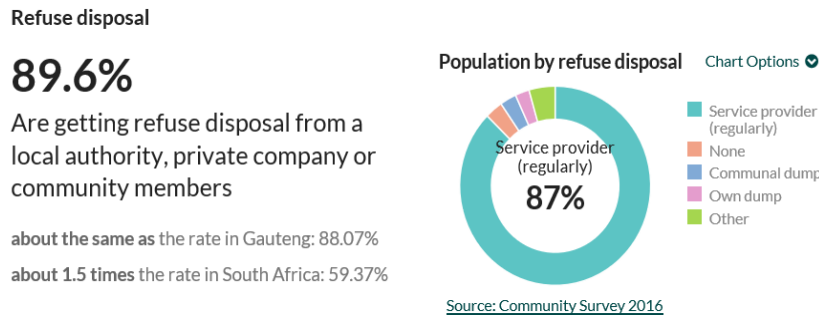


With regards to the current service standards, about 10% of the population does not access to electricity and 66% of the population have an in-house prepaid meter for

electricity. 21% of the population are serviced through an in-house conventional meter and the remaining 2% use other sources (CoE IDP 2016-2021).

4.5.4 Access to refuse disposal

Figure 4.12: Refuse disposal



Source: Ekurhuleni Metropolitan municipality annual report 2017-2018

The City of Ekurhuleni has a strategic development mandate to provide high quality basic service to the community within its jurisdiction. The community access to these basic services contributes directly to improved socio-economic development and better livelihood. Through the implementation of the IDP the city should clearly outline strategies for service infrastructure improvement, upgrade and rehabilitation.

4.6 CUSTOMER SATISFACTION INDEX

According to South African Customer Satisfaction Index (SAcsi) survey, in the CoE 58.1 out of 100 citizens are not satisfied with the service. Trust in Ekurhuleni has declined back to levels first reported in 2014, which goes hand-in-hand with an increase in complaints reporting this year (2018). Ekurhuleni has very high complaints incidence of 47% and this figure has been rising each year for the past three years. Most complaints centre on water problems, followed by street and road quality and electricity problems, says Schreuder.

Table 4.2: Customer satisfaction Survey

Customer satisfaction survey					
Services	years				
	2011	2013/2014	2015/2016	2017/2018	
Government housing	69%	78%	76%	74%	
Water	87%	84%	84%	89%	
Electricity	80%	80%	76%	75%	
Sanitation	80%	83%	81%	79%	
Waste removal	65%	77%	72%	84%	
Roads	56%	63%	59%	56%	
Public health	43%	51%	69%	45%	
Safety	41%	47%	43%	63%	
Overall satisfaction level	65%	70%	70%	71%	

Source: City of Ekurhuleni, annual report 2018/2019

The overall level of satisfaction has increased by 1% over a period of 5 years. The above survey gives a clear indication that a lot of improvement in term of basic service delivery need to be done. Through the IDP the Municipality needs to re-prioritise, allocate more resources and ensure monitoring and evaluation of projects and set targets.

4.7 ORGANIZATIONAL CONTEXT: CAPACITY AND SKILL ANALYSIS OF EMM

The Ekurhuleni Metropolitan Municipality capacity is determined by its internal human resources (low-level, mid-level, management and executives), political capacity (councilors), physical resources (equipment's, accessibility to service facilities, assets), financial resources, intellectual property and resources which entails strategic planning and implementation, performance, monitoring and evaluation tools, intergovernmental coordination and effective implementation of policies, administrative law, by-laws and regulations. It is imperative for the municipality to have these capacities in place in order to realise their developmental goal. The capacity and skill analysis seek to analyse the availability of various capacities for the city of Ekurhuleni ability to implement the IDP within its jurisdiction and fulfil the mandate of developmental local government as stipulated in the Constitution of the Republic of South Africa, 1996.

The City of Ekurhuleni acknowledges that the realisation of its growth and development objectives as well as acceptable service delivery levels depends on the existence of a capable workforce. The ability to evolve and respond adequately to the changing labour market and individual employee needs is also a critical imperative, which the City strives to achieve. The city further acknowledges that to realise these noble intents, a holistic approach to human capital and talent management is required. An analysis of the municipality indicated that CoE in demonstrating commitment to promote an effective organizational development to improve efficiency and responsiveness, the city implemented an on-line recruitment solution to improve recruitment processes, provided adequate investment to employee's development (CoE 2017-2018).

4.8 CONCLUSION

The primary focus of this chapter was to provide a detailed analysis of the Ekurhuleni metropolitan municipality with regards to the level of service delivery and achieving its developmental mandate. The chapter provided a review of the situation analysis such as demographic composition, economic analysis, infrastructure analysis and the organizational context. Through the data analysis, it is clear that the municipality has achieved great milestone in improving the socio-economic circumstances of the population of Ekurhuleni; however, more efforts are needed to address the municipal challenges. For the municipality to achieve its strategic goals and mandate it should effectively and efficiently manage and allocate its resources such as human, financial and technological and ensure accountability and compliance to legislative requirements.

The analysis in the chapter indicated that the municipality is facing pressure on the municipal infrastructure, land allocation, job opportunities and the provision of services such as housing, water and sanitation, electricity and refuse removal. The municipality is making progress with the filling of posts and building workforce capacity through improved recruitment, talent management and employees development.

CHAPTER FIVE: DATA ANALYSIS AND FINDINGS OF THE STUDY

5.1 INTRODUCTION

The previous chapter provided a situational analysis of the Ekurhuleni metropolitan municipality and highlighted some service delivery achievements, challenges and backlogs. The chapter reflected on the community's basic service provisions such as access to housing, water and sanitation services, electricity services, refuse disposal and the level of customer satisfaction with the municipality service provision. The improved provision of services to the community are improved through the IDP strategies. Chapter five present the, 7-C variables influencing policy implementation, findings of the study from the data collected, the chapter also answers the research objectives and the question "*to what extent is the Ekurhuleni Metropolitan Municipality institutionally capacitated to implement the Integrated Development Plan (IDP) policy?*" and the sub-questions.

5.2 7-C VARIABLES INFLUENCING POLICY IMPLEMENTATION: INTEGRATED DEVELOPMENT PLAN AT EKURHULENI METROPOLITAN MUNICIPALITY

In the attainment of successful policy implementation and improving service delivery, all supporting legislative frameworks, sources of finance, institutional arrangements and the need for co-operative governance must be actively considered at all policy implementation centres. Municipalities operate with the system of co-operative governance; therefore, even the development and implementation of policies must be in line with the 7C protocols. Thirusellvan (2015) suggests that utilising a case study approach to map policy principles could help in exploring how other organisations are equipping themselves with the right tools. The research study utilised the Ekurhuleni metropolitan municipality as a case study, to understand its capacity for implementation of the integrated development plan.

South African communities have suffered for many decades, and today because of the new democratic dispensation, service delivery protests should not be as major problem. The policy discrepancies need a proper turnaround strategy, especially in local government. The ultimate recommendation is that during the decision-making process, municipalities should not neglect the importance of the 7C protocols for policy implementation.

5.2.1 Ekurhuleni IDP Content as a variable for implementation

The study focuses on policy implementation for improving of service delivery, municipal programmes and projects and promoting sustainable livelihood and socio-economic development. The content of a policy as a variable influencing implementation is critical as it guides policy role players such as the community, government leaders and institutions, legislatures and municipalities. The content must provide a clear understanding of what the municipality is striving to achieve in a short and long term.

The content of the policy should be clear on the achievement objectives and goals, implementing officials, resources available and additional resources required, institutional arrangement, legislative objectives, policy gaps and lastly the process of implementation. South African municipalities are still faced with various challenges in successfully implementing the IDP and the achievement of developmental local government as required by the Constitution of the Republic of South Africa, 1996. The assessment of the EMM annual reports and the IDP documents revealed that the municipality is in the right direction to successful implementation, although they are setbacks.

The intent of the content of the policy should clarify if the policy is distributive, regulative and redistributive. According to Molobela (2019:213) distributive policies are to yield public goods so as to fit the general welfare and are non-zero-sum in all its entirety. As for regulatory policies, policies should specify on how one is to behave guided by rules of conduct with proper punishment caused by failure to comply. With redistributive policies,

it is attempted to change wealth distribution or power of certain groups at the expense of others.

5.2.2 Ekurhuleni IDP Context as a variable for implementation

The focus of the study is the Ekurhuleni metropolitan municipality and the context in which the municipality is implementing the IDP policy. The implementation of the policy is influenced by the municipality political, economic, social and legal context or circumstances. The analysis of the municipality indicated that the municipality has a stable and conducive political environment comprising of leaders from various political parties, namely: African National Congress (ANC), Democratic Alliance (DA), Economic Freedom Fighter (EFF), Inkatha Freedom Party (IFP), African Independent Congress (AIC), Patriotic Alliance (PA), Independent Ratepayers Association of South Africa (IRASA), Freedom Front Plus (FF+) African Christian Democratic Party (ACDP), Congress Of the People (COPE) and Pan African Congress of Azania (PAC). The ANC is a majority party in Council governing through coalition government with AIC, PA, PAC and IRASA. A multi-party environment promotes participatory and inclusive democracy, which is a requirement for implementation of IDP. The economic and availability of financial resource in terms of revenue and operating expenditure are favourable for the municipality. Improving service delivery requires policy to be institutionalised. Institutionalising a policy helps with the policy to be positioned at the desired direction. This is what municipalities should take into consideration. Everyone in the local government must be cognisant of which policy should guide them. Active leadership is required so as to provide necessary direction in the implementation process (Abbas & Asghar, 2010:10).

Active leadership and understanding the policy context helps in identifying various areas that needs service delivery improvement and the levels of improvement, these assists the municipality to allocate resources appropriately. The policy context helps policy makers to be aware of the internal and external factors that influences policy formulations and

implementation and this might help in strengthening the responses to the challenges and factors hampering municipal policy performances. The municipality is aware of its internal and external context and the significant role in the implementation of the IDP policy and improving service delivery, this is evident because it has identified all the areas of improvement, role players, resources and leadership requirements in its IDP documents and further allocated different resources for implementation of programmes and projects.

5.2.3 Level of Commitment as a variable for IDP implementation

Commitment is required in all policy processes and levels and from all role players involved. The municipal management and official's commitment and motivation plays a critical role in towards the success of the policy implementation. Commitment is often influenced by policy content, context, communication, clients, and coalition, and coordination. It is from within that government officials get to develop this kind of aspect (Oyelere, Opute & Akinsowon, 2015:2).

Officials, political leaders and community leaders should display and have a sense of ownership in order to have a positive impact on the outcomes of the policy. The Ekurhuleni municipality is encouraging policy commitment from the communities through the public participation processes and ward committee participations and commitment from other institutions of government through IGR forums and meetings. Projects and programmes monitoring through the ward oversight committees further ensure commitment to identify the outputs, outcomes and impact of the policy implementation. It is pivotal for all stakeholders and role player to remain committed to the policy formulation and execution.

5.2.4 Institutional Capacity as a variable for IDP implementation

Capacity can be with regards to resources such as human, financial, managerial, technological, leadership, motivation, innovation, willingness and trust. The research study revealed that the Ekurhuleni metropolitan municipality has vacancies at head of department level, senior management levels, specialists and junior management level

and these vacancies affect the implementation of the IDP and it is crucial for the municipality to fill these vacancies. The municipality is in good financial health in terms of revenue collection, operational expenditure and it was awarded an unqualified audit opinion by the auditor general for the past 3 financial years.

5.2.5 Client and coalitions involvement as a variable for IDP implementation

It is impossible for the municipality to achieve policy formulation and policy implementation operation in isolation, the policy process is a result of interaction with various clients and role players. Brynard (2005:661) emphasizes that coalitions produce good working environment and improves the success of service delivery. Stakeholder and community involvement should be undertaken without bias or favouritism.

The Ekurhuleni metropolitan municipality is forging coalitions with stakeholders that are directly affected by the IDP, the municipality signed a Memorandum of understanding with the OR Tambo legacy project for improving the Sports, Recreation, Arts and culture and also with other local municipalities such as Mbizana District Municipality and Chris Hani District Municipality. The municipality continuously engages with the Non-governmental organization and community-based organisation who contribute to service delivery within the municipality.

5.2.6 Effective Communication as a variable for IDP implementation

The Municipality is utilising community libraries, client service centres, pamphlets and mayoral *imbizos* as tools for communication of IDP information and soliciting of comments and these strategies are not adequate and need to be expanded in order to accommodate all members of the community, especially the youth that can be targeted through social media platforms. Communication is an important part of the policy processes and it should be prioritised by the municipality. The NGOs, media, civil society, newspapers and social media should all be part of the municipal communication strategy and assist in distribution of policy information to the stakeholders.

Communication should remain effective in policy implementation. Where there's no communication or the lack thereof, there's lack of coordination. The communication tools must trigger active coordination. In simple terms, poor communication results in poor content, context, commitment, capacity, clients/coalition, communication, and coordination. Effective communication brings successful coordination (Husain, 2013:43).

5.2.7 Coordination with other sectors of government and stakeholders as a variable for IDP implementation

The EMM coordinate with various entity's such as Brakpan Bus Company (BBC), East Rand Water Care Association (ERWAT) and Ekurhuleni Housing Company (CoEHC) these entities deliver services to the communities and ensures that the municipal services are delivered in accordance with its strategies, objectives and legislative commitments. All the entities are subjected to Ekurhuleni overall strategic and policy directions, in these regards the municipality need to clearly communicate and specify what each entity performance mandate and standard should be in its policy content and this will improve the commitment of the entities to policy implementation.

Coordination is an important variable that can positively influence the formulation and implementation of the policy, the 7th variable ensures that the service delivery initiatives of the municipality are harmonized and coordinated with that of relevant stakeholders and role players. Municipal service delivery requires coordination with national and provincial departments and other municipalities outside Gauteng.

Koma and Tshiyoyo (2015) assert that the variable like content, capacity, context, clients and coalitions, communication and coordination cannot be ignored if one aspires for effective policy implementation and improve service delivery in local government. The variables should be at the centre of policy process, in order for the municipality to achieve greater impact for policy implementation. The municipality must review their policy formulation and implementation processes and align it to the 7c variables in order to achieve high service delivery and community satisfaction.

5.3 ANALYSIS OF FINDINGS

As elaborated in chapter two which focused on the research methodology, the study used a qualitative study and adopted a desktop approach and review of literature as the method for data collection. The data for this research were collected through a review of EMM previous IDP's and the recent 2018-2019 and 2020-2021 IDP, the EMM annual reports, government publications, journals, research reports and books. Auriacombe (2014:36) indicates that secondary sources help the researcher to acquire applicable information pertinent to the study. The study conducted a comprehensive desktop analysis to derive results and arrive at the findings. The research study was exploratory because it explored EMM as a case study, the main objective was to analyse, examine and understand the capacity of EMM to implement IDP. The findings provide the answers to the research objectives and answers the main and sub-questions of the research study. The findings of the research are outlined below:

5.3.1 FINDINGS BASED ON DOCUMENTS ANALYSIS

5.3.1.1 Finding 1: Understanding of IDP processes by stakeholders

According to the IDP guide pack the IDP process is meant to arrive at decisions on issues such as municipal budgets, land management, promotion of local economic development and institutional transformation in a consultative, systematic and strategic manner. The local government: Municipal Systems Act, 2000 (Act 32 of 2000) stipulates the process of IDP and indicates that IDP is formulated and implemented through five phases, which are the analysis phase, the strategies phase, the project phase, the integration phase and the approval phase. The community members, stakeholders, NGOs and CBO must be involved in all the phases.

The study revealed that there is no clear indication in the process on how the community inputs at each phase of the IDP are obtained and how the inputs are incorporated into the different phases. The five phases of the IDP requires different levels of knowledge

and understanding, the EMM IDP does not clarify how they capacitate, prepare community members or identify suitably knowledgeable stakeholders to adequately contribute to the IDP various phases. The IDP phases such as project and integration phases require a certain level of technical knowledge, understanding and experience. The community participation and representation in the IDP should consider the basic understanding of the whole process and a certain level of technical know-how.

5.3.1.2 Finding 2: Staff turn-over in the Ekurhuleni Metropolitan municipality

Staff turn-over can be because of various reasons such as resignations, alternative job opportunity, career development opportunities, retirement, illness, maternity, and relocation for personal reasons. Negative staff-turnover results in reduction in productivity, loss of intellectual capital, ineffective service delivery for the municipality, poor performance of units, and non-achievement of strategic objectives. Positive staff-turnover results in innovation, improved performance within the municipality, intellectual gain, and improved implementation of municipality strategic mandate.

According to the research findings by the study titled *“State of staff turnover & retention in municipalities of South Africa”* commissioned by LGSETA (2019:7), In 2016/17 the City of Ekurhuleni had a staff turnover rate of 4.4%. The vacancy rate of the City of Ekurhuleni is average, when comparing it to the rates of other departments in South Africa. The Municipality does, however, have some challenges in filling vacant positions.

Table 5.1: EMM turnover rate

EMM turn-over rate			
Financial years	Total Appointments as of beginning of Financial Year. No	Terminations during the Financial Year (Separations) No.	Turn-over Rate*
2015/2016	16267	409	2.51%
2016/2017	17082	760	4.45%
2017/2018	17422	621	3.56%
2018/2019	17113	659	3.85%

Source: EMM 2018/2019

This study finding is that the turnover rate in the municipality in the last 5 years has been fluctuating between 2.51% and 4.45%. The staff turn-over within the EMM is due to various reasons such as employees on suspensions and going through the disciplinary hearing processes, employees dismissed due to being found guilty of various offences such as misconduct, sexual harassment, fraud, corruption, bribery and irregular and/or unauthorised expenditure. Other reasons for staff turnover are retirement, employee resigning for better opportunities. The staff turnover has a negative impact on the implementation of IDP, as it contributes to loss on skills, innovation and expertise.

The City of Ekurhuleni in its annual reports concede that, the realisation of its growth and development objectives as well as acceptable service delivery levels depends on the existence of a capable workforce and filling of vacant posts. Below are the service delivery orientated positions that are vacant within the municipality

The study finding that the below S57 managers posts are currently vacant within the municipality, or were vacant in the last 3 years:

- Chief Risk Officer Acting (HOD)
- Chief Audit Executive Acting (HOD)
- Environmental Resource and Waste Management Services Acting (HOD)
- Enterprise Project Management Office (EPMO) Acting (HOD)

- Head of Department: Transport, Planning and Provision
- Head of Department: Real Estate
- Chief operating officer (recently suspended)

The study further revealed that, the vacancies at senior management level 13-15 (Non-finance posts) are at 307 which is 30.68%, Vacancies at Senior management: Levels 13-15 (Finance posts) are at 329 which is 31,21%. Vacancies at highly skilled supervision (specialists and experts): levels 9-12 (excluding finance posts) are at 653 which is 15,47% in total. Vacancies at Highly skilled supervision: levels 9-12 (Finance posts) are at 750 which is 16,60% in total. These skills and professionals are critical for the implementation of the IDP and the vacancy and shortage of this skills negatively impact the capacity of the municipality to implement the IDP and achieve its strategic mandate.

The section 57 managers are managers appointed in terms of Municipal systems act 2000 (act 32 of 2000), these managers are directly accountable to the municipal manager, they are appointed to the position only in terms of a written employment contract with the municipality complying with the provisions of this section and subject to a separate performance agreement concluded annually, the S57 manager performance contract contributes directly to the formulations and implementation of the IDP of the municipality and improving service delivery. The prolonged vacancy at this level of management has a negative impact in the achievement of the developmental local government mandate.

5.3.1.3 Finding 3: Intergovernmental coordination to improve IDP implementation

The study finding as highlighted in the, Ekurhuleni municipal municipality 2018-2019 IDP, the municipality had shortcomings on the achievement of the national government performance reporting, because they have too many indicators to report on and they are not sufficiently strategic, secondly, they are duplications, fragmentation and insufficient coordination of how this performance information is managed and reporting resulting in an inefficient use of resources and thirdly, Indicators at the output and outcome level are

generally undeveloped and insufficient attention has not been paid to the relationship between outputs and outcomes in crafting and selecting performance indicators.

In Chapter 3 of the Republic of South Africa Constitution, 1996 the basic principles and value of co-operative governance and intergovernmental relations are set out. Section 41. (1.) (h.) stipulates that all spheres of government and all organs of state within each sphere must co-operate with one another in mutual trust and good faith by: -

- fostering friendly relations;
- assisting and supporting one another;
- informing one another of, and consulting one another on matters of common interest;
- coordinating their actions and legislation with one another;
- adhering to agreed procedures; and
- avoiding legal proceedings against one another.

Intergovernmental relations and coordination involve the interaction between national, provincial and local government. This interaction and coordination ensure the advancement of EMM developmental mandate as required by the constitution of the Republic of South Africa. The municipality must participate on the programmes of the national and provincial government and also align its planning, budgeting and implementation to that of national and provincial government. The municipality is well aware of the intergovernmental relation framework (IGR) and it participate in various IGR forums such as provincial premier's forum, metro's intergovernmental forum, mayors forum and other IGR sub-committees.

5.3.1.4 Finding 4: Limited community participation in IDP process

According to section 29 (1) (b) of the Municipal Systems Act of 2000 (Act 32 of 2000) municipalities are required that through appropriate mechanisms, processes and procedures established in terms of public participation; allow for communities to be consulted on their development needs and priorities; the local community to participate in drafting of the IDP. The City of Ekurhuleni uses the Ward Committees as a mechanism to drive public participation in the IDP process, this method is limited because members of the community do not have access to ward committees meeting schedules. Another factor is that the political parties use the ward committees to distribute their party manifestos and agendas.

The integrated planning within EMM is undertaken through the IDP processes and central to the process in public participation. The community should be consulted throughout the planning life cycle and their needs be incorporated, prioritised and sufficiently budgeted for implementation.

Table 5.2: level of satisfaction with community participation during IDP process

Questions asked	Satisfied	Neutral	Dissatisfied
Listens to people	36%	21%	43%
Fulfils promises to people	30%	22%	48%
Cares for all people equally	29%	24%	47%
Wants the same thing for the future	34%	25%	41%
Involves people in decision making	29%	24%	48%
Openly shares information	35%	24%	41%

Source: EMM 2018/2019

The above table shows the results of the survey conducted by the municipality in order to determine the satisfaction levels of the community with regards to public participation and the communication / information sharing they receive from the municipality and their local councillors. The results clearly indicate that the community is dissatisfied with public

participation from the municipality. The commonly methods and level of participation should be public hearings, *imbizos*, ward committees and community development workers.

To provide effect to the Constitution and legislations, Ekurhuleni formulated its own Public Participation Policy and Engagement Framework. In the policy “the municipality commits itself to co-implementing formal representative government with a system of participatory governance”. As a result, it recognises the municipalities’ obligation to establish mechanisms, processes and procedures for participation of the local community in its affairs. Thus, this outlines the mechanisms by which the public may participate in the municipalities’ affairs (IDP 2017/2018:102). The policy notes the active public participation of citizens at four levels as voters, citizens, consumers and organised partners. The policy recognises different levels of public participation such as informing, consulting, collaborating and empowering” (IDP 2017/2018:102). The meetings of municipality on the Integrated Development Plan (IDP) are mentioned in the policy as an example of participating at the level of consultation. The policy includes the way communities should be informed of municipal affairs, such as letting it know timeously of public participation events and doing this in a way that the community can understand and providing them with a channel for written responses where necessary. Lastly, the policy mentions the different tools of public participation applicable to different stakeholder forums (IDP 2017/2018:103). “EMM has adopted the Ward Committees system which have been designed to assist Ward Councillors with the facilitation and coordination of engagements between the City and its communities” (IDP 2017/2018:102).

The research study revealed that municipality IDP consultation meetings and IDP review meetings are held during the weekdays (Monday-Friday) and not on weekends (Saturday-Sunday), this creates a disadvantage and non-inclusive participation for all community members because some members will be going to work and other still commuting from work to their places of residence. The Ekurhuleni Metropolitan Municipality has a total of 112 wards and over 119 informal settlement, the majority of the people in the informal settlement have no access to public libraries and municipal customer care centre which

are the centres used by the municipality to distribute IDP documents and hold public participation meeting with communities.

5.3.1.5 Finding 5: Capacity for Implementation of monitoring and evaluation tools

Monitoring and evaluation (M&E) is a central requirement for integrated development planning and implementation, organisational performance analysis and should be prioritised by the municipality. M&E serves as a tool within the municipality to facilitate continuous assessment of IDP processes, service delivery inputs, outputs, outcomes and impacts. The CoE needs to have a dedicated unit within their structure to implement the M&E policy framework. However, the Public Service Commission (PSC) has reported that departments and organs of state do not take M&E seriously as a performance management mechanism, because of the absence of the necessary M&E systems to evaluate programmes (PSC 2008:90). The EMM has the institutional strategy, Monitoring and Evaluation division which reports directly to the City Manager.

The study established that the municipality IDP, SDBIP and annual reports are not explicit on the mandate of the Monitoring and Evaluation unit and the role it plays in the formulation and implementation of the IDP and its contribution to the achievement of the developmental mandate of the municipality. It is also not clear what are the methods or tools for service delivery monitoring and evaluation put in place and how the IDP inputs such as allocated budget, human resource capacity. The municipality is responsible for the provision of basic services such as electricity, water and sanitation, waste removals and improvement of community livelihoods, in this regard it must design and implement M&E system that effectively assess the quality and quantity of services and the budget allocations and expenditures.

5.3.1.6 Finding 6: Ward councillors' capacity and skill level

A study by Kraai (2018) titled "*An analysis of oversight mechanisms to promote good governance: the case of ekurhuleni metropolitan municipality*" conducted for the fulfilment

of the MAdmin in Public Administration at the University of Pretoria reveals that *“the councillor skill levels is limited and most of the respondents had no tertiary education. Thus, oversight committee’s lacks capacity and research capacity to question the executive arm of the municipal council with vigour. The study further noted the imbalance of support staff amongst the executive and the legislator because the members of the mayoral committee comprises of senior officials with years of experience to support them. However, the legislator comprises of junior staff with limited experience”*.

The ward councillors play a critical role in the mobilising of communities within their wards, identifying community needs and priorities areas for development, that are incorporated into the IDP and reporting back to communities through ward committees. To effectively undertake this crucial, mandate the councillors require knowledge of developmental local government, IDP processes, local government legislative frameworks, policies, by-laws and the operation / management of the municipality.

This study revealed that majority of councillors are employed full-time by either private companies or at national or provincial departments of government, and their attention and commitment is divided between their daily work and municipal/community work. Councillors are disadvantaged to attend regular meetings because this meeting are mostly held on weekdays or engage on public participation processes, which is central to effective implementation of the IDP and improving service delivery. A survey conducted by the municipality revealed that 59% of the respondent don’t know their local councillors and 64% are dissatisfied with their local councillors.

5.4 CONCLUSION

The study considers integrated development plan as a critical strategic tool for the achievement of an effective and efficient service delivery to the community of Ekurhuleni and for the municipality to achieve its constitutional mandate of a developmental local government. The municipality must identify and take into consideration all the requirements for formulation and implementation of the IDP. This chapter made reference

to the 7-C protocols model for policy implementations and how the model could be applied for effective IDP implementation, it also highlighted the findings of the study and the reasons for the findings.

The research study focused on the Ekurhuleni Metropolitan Municipality as a case study and answered the following questions: The Main question of the study was, to what extent is the Ekurhuleni Metropolitan Municipality institutionally capacitated to implement the Integrated Development Plan (IDP) policy? Followed by sub-questions, what are the legislative frameworks guiding the implementation of the integrated development plan? To what extent is the municipality implementing Monitoring and Evaluation mechanisms to realise the objectives of the Integrated Development Plan? What recommendations will the study make to contribute to the effective implementation of the IDP policy and public administration body of knowledge? The research study utilised the qualitative research method and focused on extensive review of the available documents and data. The recommendations to the findings of the study are discussed in the next chapter.

CHAPTER SIX: SUMMARY, CONCLUSION AND RECOMMENDATIONS

6.1 SUMMARY

The aim of the study was to analyse the capacity for the implementation of integrated development plan at the Ekurhuleni metropolitan municipality. The chapter draws a conclusion of the research study and provides the recommendations on the findings identified in the previous chapter. The recommendation provides options that can be explored by the municipality in addressing the shortcomings identified in the formulation and implementation process of the IDP. The chapter also provides summary and synopsis of previous chapters and identifies potential area for future research.

The IDP serves as a strategic instrument which informs and directs all the Ekurhuleni Metropolitan Municipality planning, budget allocation and management and service delivery provision. IDP clearly articulates and guide the expenditure allocations on capital projects such as human settlement (housing), road infrastructure, water and sanitation provision, electricity and social programmes such as sports, arts and recreations, social development and relief, health services and the skill and development initiatives.

6.2 SUMMARY OF PREVIOUS CHAPTERS

Chapter one of the study provided a general overview and orientation to the study, it provided an overview on historical background and developmental state in South Africa and the state of affairs before the demise of the apartheid regime. The chapter also clarified the local government transition and radical transformation and also the significance of the integrated development plan policy as a strategic tool for improving service delivery, resource prioritisation, decision making, socio-economic development of the communities and accountability.

Chapter two of the study, research methodology focused on the motivation, significance and objectives of the study. The chapter clarified on the research methodology adopted and the reasons for choosing the qualitative research method and techniques for data collection. The research questions and sub-questions, and limitations of the study were also outlined.

The third chapter elaborated on the extensive review of the literature and covered the literature on public administration departing from the international theory and local perspective, and the generic universal functions of public administration. The local government administration in South Africa, the different categories of municipalities and the legislative frameworks guiding the development and implementation of the IDP were also discussed. The chapter also focused on the IDP core components, phases of IDP and processes of IDP within the Ekurhuleni Metropolitan Municipality. Lastly, it elaborated on the public policy and policy implementation with specific focus on policy processes and 7-C protocols of policy implementation.

The fourth chapter of the study presented and shared the case study analysis of the selected case i.e. the Ekurhuleni Metropolitan Municipality, it expounded on the situational and regional analysis with regards to demographics, economic analysis, infrastructure overview and the level of services such as water and sanitation, electricity, refuse removal and housing and the level of community satisfaction.

On chapter five the study presented the research finding from the data collected through secondary data review and indicated that the finding on the implementation of the IDP policy challenges and that the municipality should put measures in place to address them. The 7-C protocols as variable for policy implementation were also discussed.

The last chapter of the study presented the recommendations based on the findings the Municipality can implement to improve service delivery level and the implementation of the IDP, the chapter also presented prospective area for future research.

6.3 FINDINGS ON THE RESEARCH OBJECTIVES

6.3.1 To assess and explain the current capacity level and challenges of Ekurhuleni Metropolitan Municipality (EMM) for effective and efficient implementation of the integrated development plan (IDP) policy.

The local government is an integral part of the broader issues of governance, transition and development in the South African context. The municipalities as the spheres of government closest to the community are entrusted with providing goods and services directly to the community at large and in providing these services it must focus on comprehensive institutional operations reform, programme and project modernising and improved performance. Paragraph 3.4 of the dissertation put emphasis on the importance of local government administration in South Africa and the extent to which local development is categorised by size and authority and how effective operation of the municipality should organise its political, administrative and priorities. The roles of municipal personnel should be allocated and clarified.

Institutional capacity refers to the availability of tangible and non-tangible resources such as human, financial, technological, leadership skills, managerial capacity, technical knowledge and the overall motivation to undertake responsibilities and accepting accountability. In addressing this objective of the research study, section 4.4 of the study indicated the financial capacity of the municipality to implement the IDP policy. Section 5.3.1.2 elaborated on the staff turn-over within the municipality and how the municipality needs to address the turn-over issues before they worsen or escalate. Section 5.3.1.4 highlighted the human resource capacity issues in the municipality and it indicate that the municipality has a challenge of vacancy at heads of department and managerial level, vacancies at these specific positions negatively impact on effective and efficient implementation of policies and projects.

6.3.2 To identify and explain legal framework guiding IDP and its implementation.

The second objective of the research study was to identify and explain the legislative requirements guiding successful implementation of the IDP policy. This objective is identified on section 3.7 in chapter 3 of the dissertation, these eight frameworks are directly regulating and guiding the implementation of IDP at municipal level in South Africa. The Constitution of the Republic of South Africa, 1996 as outlined on section 3.7.1 of the dissertation provides for the foundation of the developmental local government and clarifies the objective of a developmental local government as to provide sustainable services, social and economic development, it further indicates that local government should structure its administration, plan and allocate its budget in a manner that gives priority to the basic needs of the community. Local government transition act, 1996 (Act 97 of 1996) as outlined on section 3.7.2 of the dissertation requires Ekurhuleni Metropolitan Municipality to prepare the integrated development plan as part of its planning process.

The white paper on local government, 1998 outlined in section 3.7.3 of the dissertation, further contextualises integrated development plan as a tool for developmental local government with the intention of enabling municipalities to, align scarce resources with agreed policy objectives and programmes, ensure the integration of local government with other spheres of development planning at the national, provincial and international levels, ensure transparent interaction between municipalities and various other stakeholders; and ensure that actions are prioritised around urgent needs. The Municipal Structure Act, 1998 (Act 117 of 1998) in section 3.7.4 of the dissertation indicates the establishment in accordance with the requirements relating to type and categories of municipality and further gives the municipalities the responsibility for the establishment of IDP within its jurisdictions. Section 16 of The Municipal systems act, 2000 (Act 32 of 2000) makes provision for community participation in the IDP process such as preparation, implementation, monitoring and reviewing of performance. The act also indicate that each municipality must put in place a five-year plan in a form of an IDP. Municipal finance

management act, 2003 (Act 56 of 2003) as outlined in section 3 of the dissertation indicate measures for a modernised financial management practices for municipalities and that EMM must determine how IDP is to be considered or revised. The Intergovernmental Relation Act, 2005 (Act 13 of 2005) as outlined on section 3.7.8 gives effect to chapter 3 of the constitution, principle of co-operative governance and intergovernmental relation. It indicates that for a municipality to achieve its specific goal and effective implementation of the integrated development plan, it depends on resources from provincial and national government.

6.3.3 To identify and analyse policy monitoring and evaluation systems for measuring IDP performance, output, outcomes and impacts.

Section 3.11 of the dissertation elaborates on the importance of monitoring and evaluation for municipalities and how it can assist in identification of efficient resource allocation and utilisation, improvement of the quality of planning and achievement of outputs, outcomes and impact. Figure 3.2 depicts the monitoring and evaluation flow chart developed by the national department of planning, monitoring and evaluation, the chart is also included in the government-wide monitoring and evaluation (GWME) policy (2007) which aims to place the practice of M&E within the broader government management accountability framework and to clarify roles and responsibilities.

Section 3.11.1 of the dissertation indicate that Chapter 6 of the municipal systems act, 2000 (act 32 of 2000) stipulates that the municipality must establish the performance system and management that is in line with its available resources, circumstances, priorities, objectives, indicators and targets as contained in its IDP. The city of Ekurhuleni Metropolitan Municipality has a unit for institutional, monitoring and evaluation which reports directly to the city manager; However, section 5.3.1.6 of the dissertation established that the EMM IDP and annual reports are not explicit on the mandate of the unit and its role on the formulation and implementation of the IDP and its contribution toward achieving the developmental mandate of the municipality.

6.3.4 To identify the level of service delivery satisfaction within the EMM.

Chapter 4 of the dissertation focused on case study of the city of the Ekurhuleni Metropolitan Municipality, the primary source of information was the city of Ekurhuleni metropolitan municipality IDP and annual reports documents. The chapter provides a comprehensive level of service delivery and community satisfaction. IDP is a strategic planning instrument that focuses on planning, budgeting, management and decision making within EMM and provide effective and efficient services such as water and sanitation, electricity, refuse removal, alleviation of poverty, infrastructure development, access to housing, public health and the economic development; The city of Ekurhuleni metropolitan municipality is responsible for the provision of this services to approximately 3 379 104 citizens within its area of jurisdiction. Section 4.6 and table 4.2 gives an indication on the previous and current level of customer satisfaction within the municipality, the dissatisfaction on different categories of services has been fluctuating year-on-year, with between 69% and 71% of the citizens indicating that they are satisfied; however, 29% of the population is unsatisfied and this is still a large portion of the population, the municipality need to improve the level of service provision.

6.3.5 To identify factors and challenges hampering effective implementation of IDP policy and provide recommendation for improving implementation.

The researcher managed to develop recommendations to assist the City of Ekurhuleni to address the implementation of the IDP and to improve sustainable service delivery. Chapter 5 of the dissertation focus on data analysis and the 7-C protocols for policy implementation were utilised as variables for implementation. The variables such as content, context, commitment, capacity, client and coalition, communication and coordination; the 7-C variables serve as requirements for effective policy implementation and when applied correctly results in conversion of physical and financial resources of the municipality into a concrete and tangible service delivery outputs. The implementation of IDP was analysed in chapter 5 of the study and it uncovered the shortfalls and challenges on the implementation within the City of Ekurhuleni Metropolitan

Municipalities, sections 5.3.1.1, 5.3.1.2, 5.3.1.3, 5.3.1.4, 5.3.1.5 and 5.3.1.6. on chapter 5 provided details of the findings of the study and the factors such as the understanding of the IDP processes by the internal and external stakeholders, staff turnover, number of vacancies at management levels, intergovernmental coordination, limited community participation, and capacity to implement monitoring and evaluation and lastly the ward councillor's knowledge, capacity and skills were highlighted as some of the factors hampering effective IDP implementation.

6.3.6 To suggest avenues that could be used to address the shortfalls to institutional capacity for implementation of IDP policy

In chapter 6 of the study from section 6.5.1 to 6.5.7 the study established the seven recommendations that can be applied or utilised to address the research findings and improve on the current municipal challenges or shortfalls to effective and efficient implementation of integrated development plan and improve the provisions of the required services. The recommendation suggests that the municipality needs to educate and provide awareness on technical knowledge of the IDP process to the officials and the councillors in order to enable them to effectively participate in the formulation and implementation of the IDP at all levels and phases.

6.4 CONCLUSION

The IDP serves as the Ekurhuleni Metropolitan Municipality strategic planning tool, and it sets priorities on institutional administrative, budgeting, decision making and management. An effectively formulated and implemented IDP ensures that the community needs and priorities are treated with utmost importance, it also ensures that all stakeholders are consulted and participate on the process of the IDP formulations and implementation.

Despite the challenges and research findings, the EMM is institutionally capacitated to effectively and efficiently implement the requirements of the IDP. The municipality needs

to address the above finding and implement the recommendations in order to achieve a 100% performance standard, high quality service delivery and the requirements for a developmental local government.

6.5 RECOMMENDATIONS OF THE STUDY

Throughout the research study, it was unveiled that the Ekurhuleni Metropolitan Municipality has the strength and capability for the implementation of the integrated development plan, however, there is a need for improvement on the internal system and work processes, external relations and commitment to the residents, improving management practices, and addressing of the shortcomings that might negatively impact such effective implementation, below are the recommendations on some of the weaknesses and findings that the research study unveiled.

6.5.1 Recommendation 1: Understanding of the IDP process

The IDP process is very complex and requires technical knowledge and understanding. The municipality officials and ward councillors should be provided with theoretical, technical and practical training in order to understand the complexity and technical terms of the IDP process. The officials and ward councillors should further cascade the IDP process understanding to stakeholders and community members through workshops, awareness campaigns and dialogues in order for them to meaningfully contribute to the process. The municipality should allocate budget for empowerment of stakeholders and community members on the IDP process, and the IDP technical terminology and jargons should be simplified in order for them to be understood all by members of the community and stakeholders.

6.5.2 Recommendations 2: Staff turn-over in the Ekurhuleni Metropolitan municipality

The study finding that high employees turnover rate has a severe and negative impact on City of Ekurhuleni achieving its strategic objectives. The study recommends that the municipality should undertake an internal employee audit and determine the reasons and trends for employee turn-over. For the municipality to prevent high staff turn-over they should provide a desirable benefit for current employees and for attracting new employees, the municipality should create a conducive working environment and conditions for employees. The employees must also be provided with internal opportunities for growths such as promotions, job rotations, career advancement and qualification upgrades through bursaries and funded short course certificates. The employer should also provide benefits such as housing allowance, medical aid, and employee wellness programmes. Lastly the municipality should have in place an approved retention policy, employees wellness programme policy, succession planning policy for career growth, career development and skills training policy and the employee exit management policy. The municipality should fast-track the resolving of disputes and speedy finalisation of suspension within 60 days.

The high Number of vacancies at senior management level, expert's and/or specialists' level, plays an active and critical role in the formulation and implementation of the IDP and achieving the service delivery objective of the municipality. The municipality need to frequently and continuously assess and monitor its internal staff complement and numbers, in order to determine the levels of vacancies and to prioritise positions that need to be filled. The municipality must develop the human resource plan and the employment equity plan which will assist in determining and identifying the current and future human resource requirements. The municipality must also develop and the recruitment and selection policy and implementation guidelines and procedures, and the policy should be reviewed and frequently updated in order to address the constant changing internal and external human resource environment. In order to fast-track filling of management, experts and specialists positions the municipality should consider the head-hunting

approach as a method for identifying and finding suitably qualified and experienced candidates.

6.5.3 Recommendations 3: Intergovernmental coordination to improve IDP implementation

The Ekurhuleni Metropolitan Municipality should ensure that its Integrated Development Plan and the Service Delivery Budget Implementation Plan are aligned to the National Development Plan and the Gauteng Provincial Government (sector specific department) strategies. The municipality and provincial departments indicators, inputs, outputs, outcomes, and inputs should be aligned on sector specific programmes and projects; they should also develop and sign a memorandum of understanding which will encourage commitment from both parties on project and service delivery outcomes and ensure that each party is held accountable. Regular coordination meetings and update reports should be prioritised and circulated to monitor progress on deliverables.

6.5.4 Recommendations 4: Limited community participation in IDP process

The municipality should develop a well-documented and detailed public participation strategy or policy that will provide a step-by-step process for conducting public participation. The strategy should further be communicated to ward councillors and the councillors be provided with workshop or training on the public participation strategy implementation. The scheduling and venues of the IDP consultation meetings, IDP review meetings and ward committee meeting should be revised to accommodate all stakeholders and community members. The meetings should be held on weekends and weekdays afternoons to allow full participation. The methods of communicating and invites to meetings should also be improved and the meetings broadcasted through community radio stations, pamphlets, billboards, adverts at shopping complexes and malls. The municipality should consider partnering with NGOs, social network communities, CBOs, colleges and public and private schools in order to encourage youth participation.

6.5.5 Recommendations 5: Capacity for Implementation of monitoring and evaluation tools

The municipality should have a dedicated Monitoring and evaluation unit, with suitably qualified and experienced senior managers and support staff and the division should be allocated sufficient budget and resources to undertake its strategic mandate. The municipality in its IDP document should clarify the Monitoring and evaluation performance information system, technology and how projects and programme indicators, inputs, outputs, outcomes and impact will be monitored and managed. It is also recommended that monitoring and evaluation should not only focus on monitoring outputs at operational level, but put more focus and emphasis on the municipality overall IDP, strategy and policies. The study revealed that the municipality has achieved commendable milestones in providing basic services to the community, however much still to be done with reference to programme and project monitoring and evaluation. The municipality should incorporate the Department of Planning, Monitoring and Evaluation; M&E policy frameworks and tools into its monitoring and evaluation strategies and provide training and upskilling on the implementation of the policy framework to the M&E staff.

6.5.6 Recommendations 6: Ward councillors' capacity and skill level

The nature of the work that councillors need to do with regards to the formulation and implementation of the IDP is critical and requires thorough knowledge of the municipality IDP process and its legislative frameworks. It is recommended that councillors be provided with a formal training course on the IDP processes and phases conceptualisation and implementation. The municipality should consider partnering with local training colleges and institutions to provide training to the councillors and once training completed they are also mentored by experienced municipality internal staff members for practical guidance with formulation and implementation of the IDP. Municipal councillors should also be appointed on full-time basis and sufficiently remunerated in order to allow them sufficient time to focus ward committee issues on service delivery work, mobilisation of regular ward meetings and participation.

6.6 AREA FOR FURTHER RESEARCH

The main focus of the study was to understand the extent to which the City of Ekurhuleni Metropolitan Municipality is institutionally capacitated to implement the Integrated Development Plan (IDP) policy. Successful implementation of integrated development plan and other policies at municipal level requires new and innovative approaches and strategies that need to be explored and put into action in order to improve the delivery of services. Furthermore, to improve the delivery of services and achieve policy outputs and efficient allocation and utilisation of resources of municipalities should put in place and implement monitoring and evaluation systems and tools that facilitate continuous assessment of service delivery outcomes and impacts. The following questions are recommended for future research studies:

- What are the Strategies that can be explored for improving the Integrated Development Plan implementations at a municipal level?
- How does the implementation of monitoring and evaluation tools improve the achievement of Integrated Development Plan?

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