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### **A Viable Structure for the Alfred Nzo District Municipality**

Project: OEZA 2420-00 / 2006  
Local Government Alfred Nzo District Municipality,  
Eastern Cape, South Africa

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*A Viable Structure for the Alfred Nzo District Municipality*

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## Acronyms

ANDM	Alfred Nzo District Municipality
CBO	community based organisation
CDW	community development worker
FBO	faith based organisation
IDP	Integrated Development Plan
LM	local municipality
LMM	Local Municipality Matatiele
LMU	Local Municipality Umzimvubu
NEDLAC	National Economic Development & Labour Council
NGO	non-governmental organisation
PSC	Public Service Commission
SALGA	South African Local Government Association

# 1. Executive Summary

In development whether something is viable, i.e. sustainable and practicable, is crucial for its success. This study analyses the viability of the structure of Alfred Nzo District Municipality (ANDM).

To assess whether ANDM is a viable structure, this study uses the Stafford Beer Viable System Model as its measure. This model states that five criteria are necessary for a system to be considered viable: effectiveness, efficiency, controllability, flexibility and robustness. This study first defines what is meant by these terms and then considers to what extent these elements are built into the structure of ANDM. Suggestions for changes or improvements are made where these criteria are found wanting.

This study concludes that, basically, ANDM can be seen as a viable institution. It has a strong identity and is flexible enough to adapt to changes in its environment. Nevertheless, ANDM's service delivery to the population needs to be improved. This study suggests the introduction of so called 'output producing units' in accordance with the ten areas of the Integrated Development Plan (IDP).

This study is part of work still in progress: descriptions, facts, definitions, interpretations are being improved in several feedback loops, which at the end of this process should provide sufficient information to build a viable systems model for ANDM. This viable systems model, if successful, can then lead to a management tool for ANDM, which should enable ANDM leaders to recognise successful strategies on the basis of knowing the interaction among all variables within the municipal system.

## 2. Introduction

Ecotec and Swisscontact are implementing a project (2007 – 2009) in the area of communication between local government and civil society in the Alfred Nzo District (ANDM) in Eastern Cape, South Africa, with funds from the Austrian Government. As part of the project, a study was conducted on the viability of the Alfred Nzo District Municipality (ANDM). This report documents the findings of this study.

### 2.1 Municipalities in South Africa

Municipalities in South Africa are a division of local government that come under provincial government, and form the lowest level of democratically elected government structures in the country. The foundation for this layer of government is set out in the Constitution of South Africa (Chapter 7), and further definition has been provided by various acts of parliament. These are as follows:

- Municipal Structures Act of 1998 (Act No. 117, the Original Act) plus Amendment of 2003
- Municipal Systems Act of 13 April 2000
- Local Government Municipal Election Act of 2000
- Redetermination of the Boundaries of Cross-Boundary Municipalities Act
- Municipal Finance Management Act of 2003
- Intergovernmental Relations Framework Act of 2005

Municipalities belong to one of three categories: metropolitan, district and local (referred to in the constitution as categories A, C, and B respectively). A metropolitan or Category A municipality has exclusive municipal and legislative authority in its area. A district or Category C municipality has municipal, executive and legislative authority in an area that includes more than one municipality. A municipality that shares municipal, executive and legislative authority with a Category C or district municipality, within whose area it falls, is known as a local or Category B municipality. (Source: Venter (1998) *Government and Politics in the New South Africa* and Wikipedia)

Like metropolitan municipalities, local municipalities are further divided into electoral wards which are the final layer of subdivision of electoral regions in South Africa. Electoral wards play a pivotal role in national elections and also serve as constituencies for the municipal council elections.

### 2.2 Alfred Nzo District Municipality (ANDM)

Alfred Nzo District is administered by the Alfred Nzo District Municipality (ANDM), a Category C municipality, together with the local or Category B municipalities in Umzimvubu and Matatiele: Local Municipality Umzimvubu (LMU) and Local Municipality Matatiele (LMM) respectively.

### 3. Methodology

#### 3.1 Viable Systems Model

It is the purpose of this study to evaluate the ‘viability’ (i.e. the sustainability and practicability) of the Alfred Nzo District Municipality (ANDM). In order to ascertain this, the Viable Systems Model (based on the works by Stafford Beer on the Viable Systems Model has been used as a tool for defining and measuring ‘viability’. According to this model a social system (in this case the municipality) is viable if it

- generates an output to the outside environment
- adapts to environmental changes
- learns from experiences
- uses its resources effectively and efficiently
- has its own identity
- develops itself

These qualities which are necessary for a social system to be viable are more closely defined in the following five criteria:

**Effective:** It generates an ‘output’ to the outside environment and is organised into clearly defined ‘output producing units’. For example, an output could be building a road, and an output producing unit would be a team which actually organises the building of the road. Effectiveness is understood as doing the right things, distinguished from efficiency as doing things in the right way. Effectiveness is clearly linked to the desired output, outcome and impact of someone’s actions.

**Efficient:** The social system’s output producing units are well organised and use resources in a cost-efficient and timely manner.

**Controllable:** The social system monitors and co-ordinates operations, for example, service delivery, and has an effective auditing system.

**Flexible:** The social system has a strategic management which understands how the social system functions in its *entirety*. It observes the outside environment and perceives changes (*observation*), and can plan strategically for the future, namely on key potentials (*strategy*). This enables the social system to be flexible.

**Robust:** The social system has its own identity based on a clearly defined purpose, basic values and norms. A social system is robust in having organ(s) or institution(s) constantly watching and updating these normative issues.

In this study, ANDM’s performance is measured according to each viability criterion. A table for each criterion is drawn up which allocates points out of five for each assessment criteria applicable to that viability criterion and then the average found. The points for each viability criterion are then added up and the overall average worked out, which provides an overall figure for ANDM’s viability.

#### 3.2 Area of scope of this study

This study focuses on ANDM’s implementation of the Integrated Development Programme (IDP) which sets out goals to be achieved in different areas of development (see Figure 1). This study does not look at general service delivery. ANDM is considered effective when it produces an output in accordance with the IDP and the output is delivered through clearly defined and accessible structures (‘output producing units’).

Figure 1 shows the theory (management model) on the basis of the IDP structure of ANDM. It shows three areas of management which are necessary for an organisation to work effectively. Seite: 3

At the top of the model, there is 'normative management', which ensures that people stick to the values of the system. 'Strategic management' covers the strategic outlook, and the 'operational management' ensures the actual implementation of activities such as the actual delivery of services. The 'bubbles' represent units which in themselves should have a structure with normative, strategic and operational management. The IDP areas are given here.

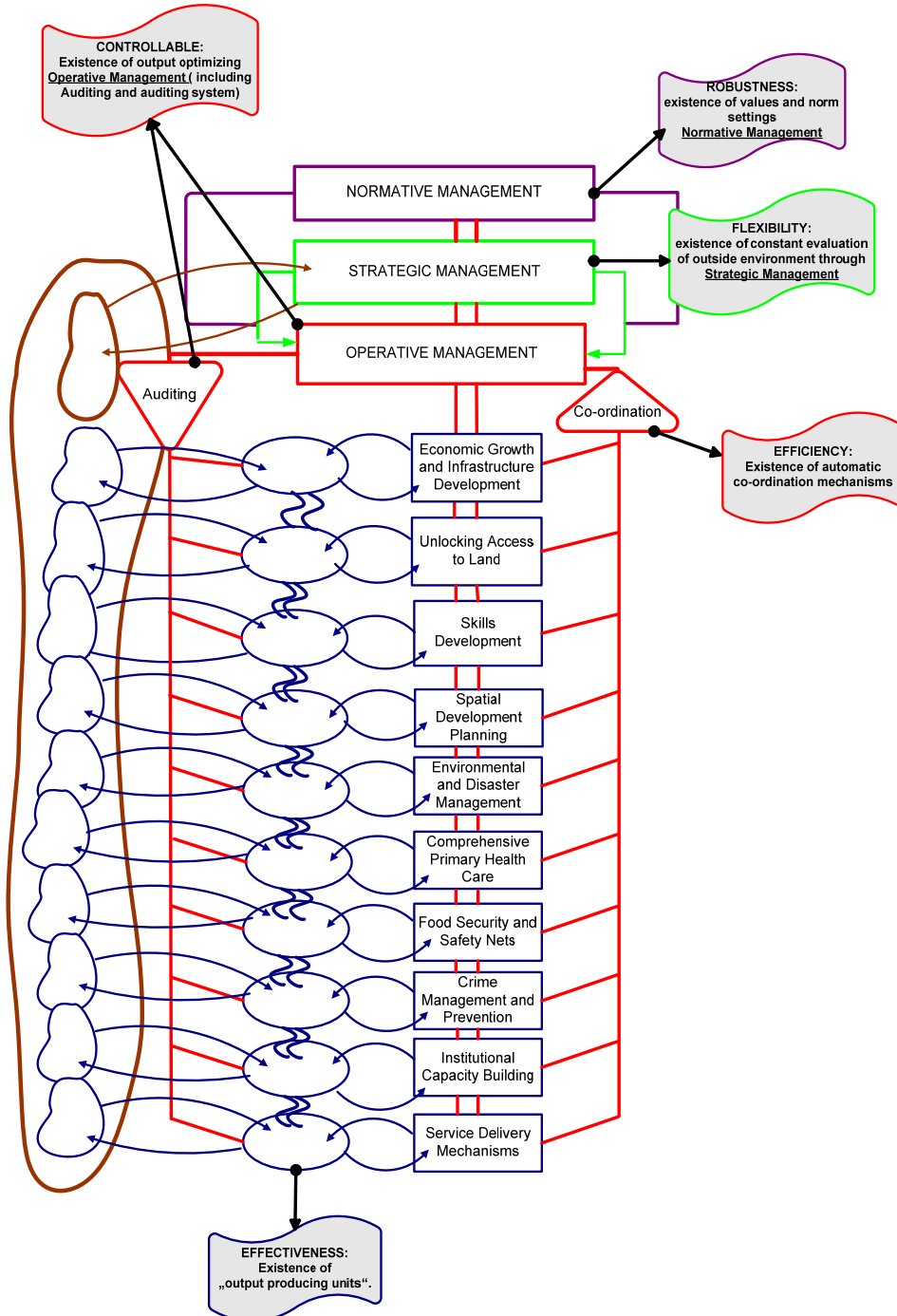


Figure 1: The Viability System applied to the Alfred Nzo District Municipality

## 4. Data

### 4.1. Data collection

This study used questionnaires in conjunction with interviews with relevant persons who are working for the municipality. The questionnaires were designed to ascertain whether the criteria discussed above were being met. One questionnaire was used to interview the leaders of the municipalities (Mayor and Municipal Manager), the other questionnaire to interview the employed and political staff of the municipality.

Interviews were carried out by six interviewers.

- Ms Zola Magida
- Mr Vuyo Yoko
- Ms Khululwa Buso
- Ms Nthabeleng Seshea
- Mr Juancho Hagnauer
- Mr Peter Sapsford

Most of the interviews were carried out by Ms Zola Magid and Mr Vuyo Yoko, both of whom received formal training. This training involved looking at the questions of the questionnaires for the elected and employed staff and general interview behaviour. Due to time restraints Ms Khululwa Buso was brought in to assist Mr Yoko, and Ms Nthabeleng Seshea was brought in to do interviews in Sesotho.

The interviews of the mayors of the local municipalities were held by Mr Juancho Hagnauer in Mount Frere and by Mr Peter Sapsford in Matatiele.

The interviews lasted about one hour, some took longer. The interviews were organised by the municipalities and partly by the interviewers themselves. Sometimes the interviewers had to face reluctant interviewees, who feared being spied upon or being made redundant. Some interviewees could not find the time necessary for the interview.

After a first overview of about two thirds of the answered questionnaires, a focus group was held with employed staff from the district municipality. Unfortunately, as was often the case, staff members from the local municipality were not available, which was unfortunate as their presence was crucial for the triangulation aimed at in the focus group. Nevertheless, additional information (as well as triangulation of data received in the interviews) was obtained in the focus group discussion and is contained in this report (see Appendix 3).

### 4.2 Data quality

In general, the interviews were of good quality. Some interviews, however, seemed to be very short – especially from the LMM. For some questions, the answers given are unclear (e.g. concerning the use of time) or are in some cases difficult to compare (e.g. description of contribution either on generic level or task specific). In addition, sometimes questionnaires lacked all the necessary details: for example, only the name of the municipality and not the name of the department where the respondent worked was provided or vice versa, whereas both the department and the name of the municipality were required.

Outputs are measured in quantitative terms such as number of roads and schools built. There were no other indicators such as qualitative ones, e.g. concerning the quality of the schools built, teacher/pupil ratio, or type and frequency of the usage of a community hall. Sometimes the data given in questionnaires/interviews differ, e.g. respondents gave different figures for the numbers of roads built,

but this was possibly a result of neither milestones nor time frame being given or stated in the IDP – against which outputs could be measured.

### 4.3 Respondents

Fifty-six (56) persons were interviewed, of these one respondent was not identified and so his/her questionnaire had to be discarded. The respondents are analysed below:

#### Gender

Of the 55 persons interviewed, 32 were male (58%), 23 were female (42%)

In the study’s interviews, men are over-represented if compared to the gender distribution in the general population of Alfred Nzo District which is as follows: 55% female 45% male. The reason for this might be that this reflects the employment pattern in ANDM and the local municipalities, i.e. more men than women are employed in the municipalities.

#### Age

The ages of the respondents were as follows:

- 18 (33%) were between 20 and 35 years old
- 27 (49%) were between 36 to 45 years old
- 10 (18%) were between 46 to 60 years old

The age distribution in the population of the Alfred Nzo District is as follows:

- 17% are between 20 to 35 years old
- 8% are between 36 to 45 years old
- 9% are between 46 to 60 years old

Thus, the respondents mainly belonged to the middle-aged group (36 to 45 year olds) although that grouping represents the smallest age group in the general population. The reason for this is probably that this age group is typically the one which is most likely to be in employment, for example those among the younger age group could still be in training, and those from the older age group could be in retirement.

#### Ethnic group/language

The ethnic group or language of the respondents was as follows:

44 Xhosa (80%), 10 Sotho (18%), 1 English (2%)

These percentages are similar to those found in the general population in the Alfred Nzo District. Several groups, however, such as the Griqua or Zulu, living in the district, were not among the interviewees. Was this just chance, or are people from these ethnic groups not working as municipal employees, or did those interviewed not mention their first mother tongue?

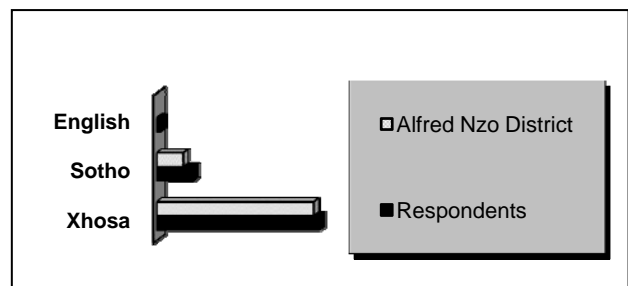


Figure 2: Ethnic/Language Distribution

#### Municipality

The percentages of respondents belonging to each municipality were as follows:

- 59% in ANDM
- 30% in LMM

- 11% in LMU

Job position

The respondents held the following positions:

- Support staff: 14
- Department professionals: 20
- Elected leaders: 16
- Traditional leaders: 3
- Community development workers (CDWs): 3

Figure 3 provides information on all the positions held in the ANDM and the LMs

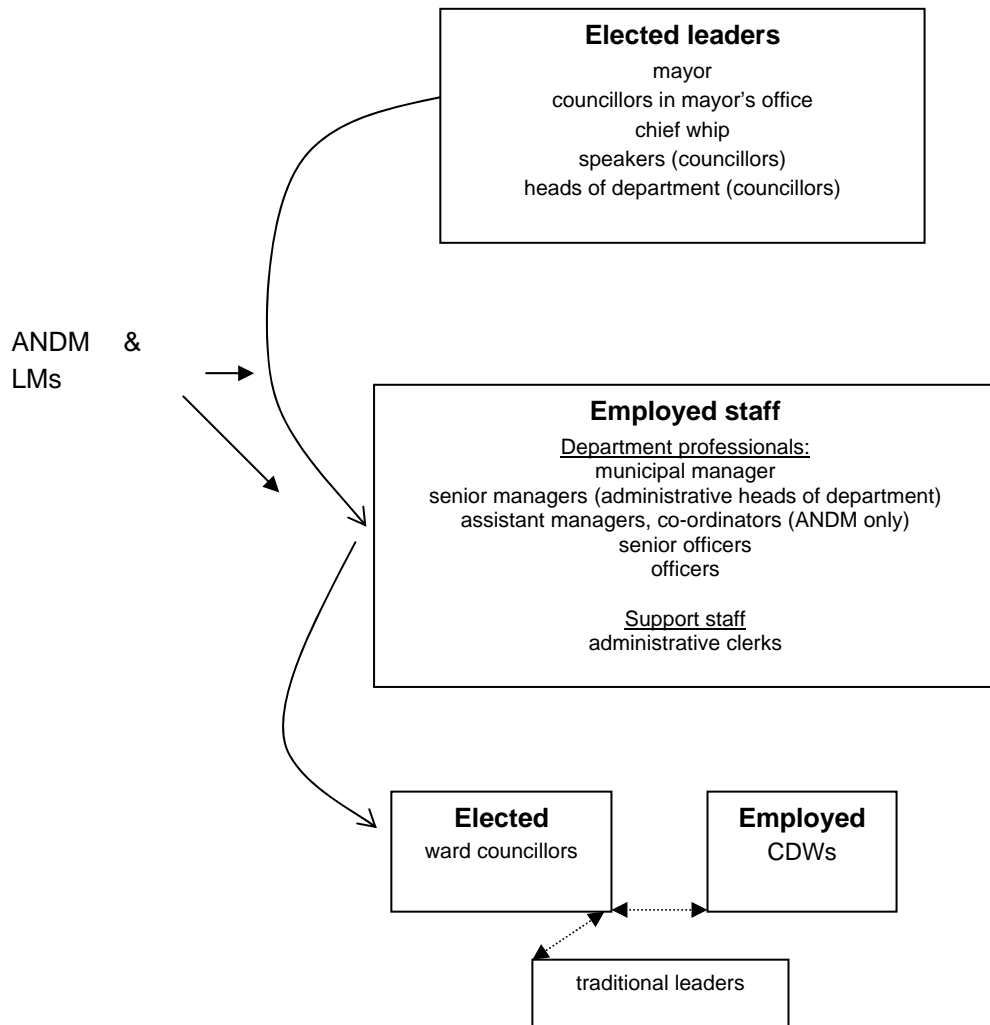


Figure 3: Positions within the ANDM and LMs

## 5. The Five Viability Criteria According to the ‘Viable Systems Model’

### 5.1 Effectiveness

**ANDM is considered to be effective when it produces an output in accordance with the IDP and the delivery of this output is done through clearly defined structures or output producing units.**

To which IDP areas do respondents contribute?

The respondents were asked to which areas of the IDP they contributed and the graph below shows the findings.

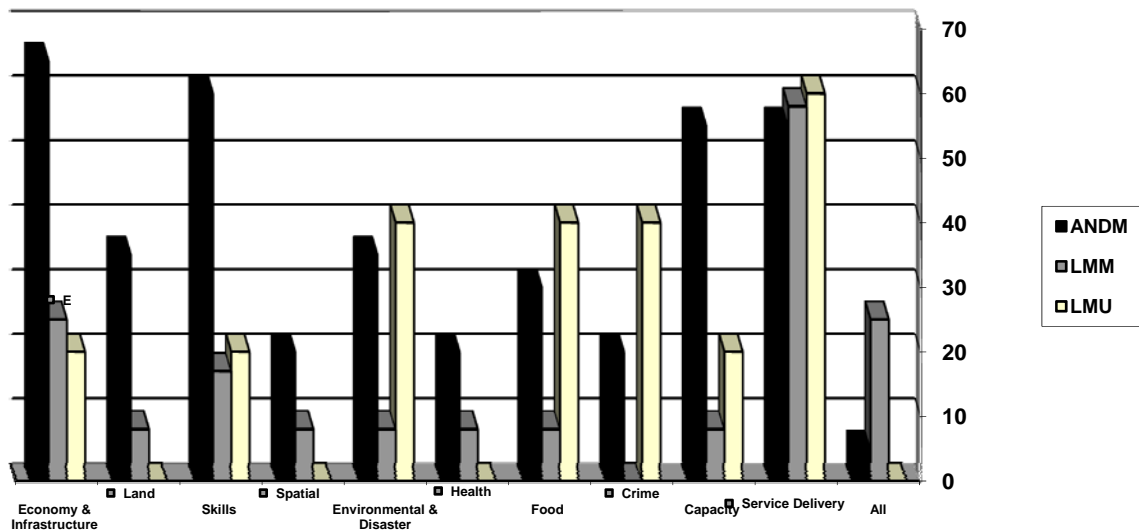


Figure 4: Contribution to IDP Areas

The findings from the questionnaires showed that the departments within the ANDM usually work towards implementing between two to three IDP areas. However, there is no clear alignment between particular departments with particular IDP areas, so no one department has a specific responsibility for an IDP area. The findings indicated that most respondents contributed to the IDP area ‘Economic Growth and Infrastructure Development’, this was followed by ‘Skills Development’, ‘Institutional Capacity Building’ and ‘Service Delivery Mechanisms’. In interviews, the respondents from the local municipalities had difficulty attributing their work to any specific area shown by their tendency to say that they were contributing to ‘service delivery’ in general or to ‘all IDP areas’, which is in a way true for all municipal employees.

How are output producing units organised?

The IDP implementation is currently not organised according to specific IDP output producing units. This fact has often severe consequences in municipalities and can be seen as the major obstacle to achieving an effective and also efficient service delivery.

Firstly, it seems that the interaction between district and local municipalities vis-à-vis IDP areas is not clearly defined. Administrative requirements regularly overrule the requirements of a certain IDP area.

Secondly, as a result of this, the management of the whole IDP implementation system is hampered. For example, it is not clear how funds should be allocated, and how responsibilities and results should be managed.

Thirdly, lacking a clearly defined implementation structure and system also means that the management structure at district level is not dealing with strategic and normative issues. It ends up dealing instead with implementation issues as these were not appropriately delegated.

Fourthly, as a consequence of this, adapting to changes in the environment or responding to sudden crises will be hampered or made impossible.

#### Who does the output producing IDP work?

Not surprisingly, both managers and support staff of municipalities clearly see their work as *operational* in the sense of directly implementing IDP areas.

Managers supported by support staff do the following:

- Help to start a project
- Enforce by-laws
- Advertise for and supervise consultants
- Start studies, do research on municipal matters
- Manage a plant or workshop

Managers and support staff are more involved in operational management tasks than officers who do more optimisation tasks which one would have expected to be done by those at a higher hierarchical level, such as managers. It could be that managers supervise these optimisation tasks which are actually being carried out by officers. It is assumed that both happen: managers sometimes doing the tasks themselves, sometimes delegating them. Role conflicts might arise because of this vagueness.

Co-ordinators, who are taken on by some departments when special tasks arise, work within the district and their tasks are to do the following:

- Support local groups (concerning special themes)
- Sensitise communities
- Support group formation
- Inform (e.g. on gardening, baby care, AIDS prevention) and counsel local people

The CDW, who is paid by the provincial government, is on the one hand operating outside of the municipal structure and on the other hand operating as a messenger (from municipalities, government to communities) and an interpreter of information (to communities) concerning the development of communities. Their IDP tasks are to do the following:

- Support community based planning
- Facilitate service delivery
- Train and raise awareness of people in communities (linked to different IDP areas)

From this it seems that the operational implementers of the IDP are the CDWs, co-ordinators, the officers especially in their role of supervising service providers, and the managers doing the same. Since there are also senior managers supervising effective operational management (implementation), as well as heads of departments (councillors who overview of implementation of policies) and chief whips (who see to it that people's needs as defined in the IDP are implemented), it seems that the supervision chain is very long and the basis for concrete, actual implementation very small.

Departmental meetings and district level committees (e.g. concerning human resources) are used to manage specific IDP areas and themes on an operational level. As they are headed by the respective senior managers (administrative heads of departments), it is more likely that their decisions are taken up by the participants (employed municipal staff) and implemented.

How effective is ANDM?

Criteria	Assessment	Marks (5=best)
Output is produced in accordance to IDP areas and to output goals set in these IDP areas	The effectiveness of individual staff is most likely measured in administrative products (e.g. meeting reports) rather than in targets achieved in an IDP area (e.g. how an individual staff member has contributed to achievements in an IDP area such as health).	2.0
All IDP areas are considered as planned in the IDP plan	It seems, not completely [	4.0
Clearly defined output producing units exist	Clearly defined output producing units do not exist! Sometimes, however, there is a clear overlap between a department and an IDP output.  Divisions between ANDM, LMs and wards dominate the relationship between actors (instead of the division between output areas)! No clear rules for allocation of personnel to specific IDP areas (sometimes vagueness of roles, multi-layered hierarchy, unclear purpose of meetings).	2.5
<b>Effectiveness Overall</b>		<b>2.8</b>

Recommendations

The structure of IDP units should dominate the municipal structure (priority rule). The municipal structure should be redesigned and introduce output producing units in accordance with the ten IDP areas. Clear definitions of targets (outputs) and target groups (clients) for each unit should be provided.

A clear structure needs to be built which clarifies roles and responsibilities and expected performance. Performance should be measured per IDP output per output producing unit and not by the number of reports, visits and other administrative outputs. Sufficient autonomy should be given to each output producing unit to set up its own management structure.

Clear rules, roles and processes should be defined for output producing units.

In case the IDP is seen as covering all or almost all areas of municipal activities, then it should be the IDP which defines the strategy of ANDM. 'Structure follows strategy' – the output producing units for each IDP area should streamline the municipal structure.

**5.2 Efficiency**

**ANDM is efficient when IDP output producing units work in a viable way and there are functioning co-ordination rules for these units.**

Efficiency is understood as doing things in the right way in relation to the input provided. Firstly, having set up the right output producing units (effectiveness), these units need to work efficiently in relation to

the input given. Practically, these units themselves have to be set up similarly in the whole municipality in a viable way<sup>1</sup>.

Secondly, a self-activated co-ordination mechanism between output producing units has to be in place. Examples of tools for this co-ordination mechanism are rules, regulations, meeting procedures, directives, guidelines, corporate identity, office regulations, common language and terms, ethos, and planning, control and feedback systems etc. These co-ordination mechanisms generate effects where no additional decision-making by the management is needed and the IDP can be implemented without wasting time. This autonomously working co-ordination mechanism is necessary for relieving the operational management of a great part of their daily work load.

Are output producing units in ANDM organised in a viable way?

The existing structures are sometimes clearly built to produce a specific IDP output. For other IDP outputs no clear link between structure and output exists. Also, the officials and politicians involved in these structures often do not adhere to the processes and roles envisaged, but rather 'go their own way' of doing things. Even if this sometimes produces outputs, it does not do so in a sustainable way, meaning that later on, without this particular personality involved, outputs will not be produced efficiently. Also, 'output producing functions' are mixed up with supportive functions within the municipal structure, meaning that staff members are not entirely aware which of their activities lead to an output and which are satisfying administrative needs without a direct link to a specific IDP output. Therefore an efficient management of the IDP process and thus the viability of the existing output-producing structure are hampered.

How is the self-activated co-ordination mechanism implemented?

Three meetings are stipulated by law: the municipal council, the mayoral committee and the executive committee. The first two are obligatory, the executive committee is not but it is considered essential in the larger municipalities. The executive committee is charged with the oversight of the IDP implementation and with devising the best strategies to implement it. The councillors participating in the executive committee must represent the interests of all groups represented in the municipal council, The executive committee does its work through other specialised committees which are mostly linked to certain themes (e.g. human resources, disaster).

Most of these committees seem to be installed at department level and are chaired by the relevant head of department of ANDM. Several sub-committees (also theme specific) operate at the ward-level. It seems that managers or officers from the district or local municipality attend these ward committees in order to inform the ward councillors participating. Since the representative of the district or local municipality is better informed and has the background from the department level committees, it is unlikely that the ward councillors can really influence the decisions made by higher level committees with regard to the needs and priorities of their communities. This is the point where the co-ordination process for the IDP becomes ineffective and therefore inefficient (taking up people's time without effect). Also it is unlikely that the results and decisions of other meetings where municipal staff and stakeholders co-ordinate (as in forums) are very effective. Therefore, the efficiency of these meetings as well must be questioned, as they employ the time of many people without clarifying how their discussions and decisions will be used by the municipal leadership and the executive committee.

One can conclude from this that no autonomously operating co-ordination mechanism is in place and that it is more likely the case that all decisions are made in the top-level committees without recourse to other co-ordination mechanisms (such as proceedings from other meetings, or reports).

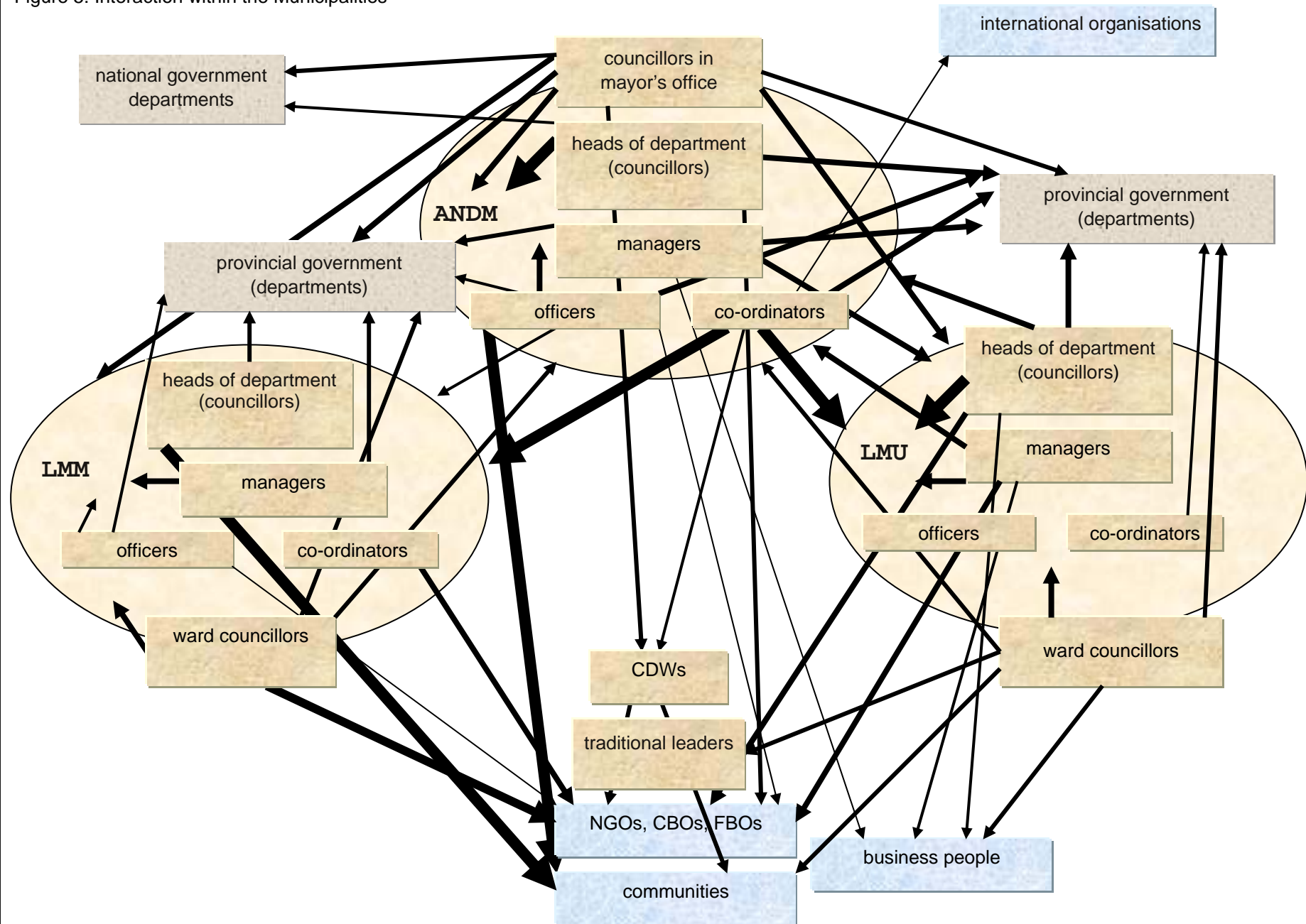
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<sup>1</sup> This refers to the very important principle of 'recursivity': Viability follows the same rules and can be analysed on each level of output-production, e.g. on the level of the whole municipality, on the level of one IDP area, on the level of one sub-level of the IDP area, etc.

### How efficient are work processes?

Figure 5 (which is based upon the answers to the questions on work networks) shows that every level of the municipalities interacts with every other level. Sometimes the heads of departments (councillors) are more intensively involved with the communities than the officers who are the implementers on the ground. The local municipalities seem to interact as much with the government and provincial departments as with the district municipalities. This high degree of intensity of work contacts via all levels probably leads to inefficiencies such as duplication and officials being absent when they should be available for co-workers and citizens. Therefore, more delegation of tasks from the top to the bottom level and from the bottom to the top of the municipal structures is advisable – keeping, however, the decision lines short and quick. From the interviews it seems that all employees can do their work in the time allocated for it.

Figure 5: Interaction within the Municipalities



### How efficient is ANDM?

Criteria	Assessment	Marks (5=best)
All IDP areas	There lacks a clear structure concerning roles, specific IDP implementation responsibilities and tasks. The higher levels of administration are better structured, whereas the ward level is not, as it seems to be overwhelmed with tasks. Processes are not followed and all levels deal with all other levels. Efficiency and sustainability of reaching IDP outputs varies greatly.	1.5
<b>Co-ordination</b> The existence of basic guidelines and rules to co-ordinate IDP output areas which have self-activating effects (without needing to take separate decisions each time in repeat/similar situations).	The basic criteria is met (guidelines, rules and self-activating effects exist). Due to rules and/or guidelines not being followed and inefficiency of work processes (every level deals with every other level), an autonomous functioning of co-ordination cannot be observed. The process of management is different within each municipality and within each department.	2.5
<b>Efficiency Overall</b>		<b>2</b>

### Recommendations

After having defined output producing units, clear rules for the co-ordination between units concerning budgeting and accounting, use of shared resources and personnel, and communication with clients should be defined and followed.

A clear and understandable set of rules for this co-ordination would enable work to be done much more efficiently. Once rules are set, communicated and understood, they produce self-activated co-ordination, and fewer decisions are required by the overall management. From the organisational point of view these rules should cover the process of budgeting and accounting, use of shared resources and personnel, communication with clients, etc.

### **5.3 Controllability**

**ANDP is controllable when its management is constantly optimising the work of its IDP units by updating the co-ordination mechanism, managing the resource transfer and – only if necessary – by direct intervention. Through an auditing and monitoring system direct and online information is gathered from operations.**

Are control mechanisms in place and regularly updated?

There was allusion made to some mechanisms, but there was a lack of detail.

Who does the monitoring activities?

*Political/elected leaders*

The mayor of the local municipalities makes sure that the priorities of the communities are followed in the IDP implementation, that the activities are aligned to the budget and that the IDP process is transparent. The councillors are charged with the specific monitoring and evaluation tasks of

government programmes and service delivery in the local and district municipalities including on-site monitoring This would include ensuring ward councillors deliver.

The political heads of department (councillors) oversee their departments. They monitor the implementation of policies, the compliance with the law and the budget allocated for their departments, and the performance of the administrative heads of departments (senior managers). They make adjustments to the budget if necessary. They are guided by the Service Delivery and Budget Plan Tool (software and manual) which measures outputs, outcomes, impact and financial management. However, other staff mentioned the lack of monitoring tools.

The ward councillors look at results achieved, the people involved, the inputs of the people from the communities and how officials carry out their tasks, but these tasks are also mixed up with operational management tasks. In fact, ward councillors fulfil tasks across the board and sometimes it seems that they monitor themselves – a ward councillor participating in the standing committee gives other ward councillors support and ‘optimises’ their work.

The chief whip controls more on a meta-level the performance of the councillors, especially seeing if they do their jobs as agreed and if they implement policies.

Within the communities traditional leaders perform monitoring tasks by monitoring the traditional (customary) law such as the payment of pregnancy and *lobola* (bride price) and by participation in steering committees for local projects. Some traditional leaders also monitor the maintenance and upkeep of infrastructure (without being charged officially), as this is a future asset for the community.

#### *Employed staff*

The municipal managers monitor the maintenance of technical resources and result oriented services, whereas the senior managers monitor service delivery (Service Level Agreement) and the use of assets. Their assistant managers write quarterly reports on resources and money used, results achieved and people involved, thus providing the data on which the senior administrative level and the political leaders can base their monitoring. Senior managers also submit strategic plans, business plans and performance plans, which are evaluated each six months. They also evaluate managers’ performance.

Officers are charged with monitoring individual projects (results and processes, budgets) on a three to four month basis. They also check on internal control mechanisms of the district municipality, monitor results of trainees (e.g. attendance registrar) and service providers and receive monthly reports on these from their subordinates. They also ensure compliance with legislation (for example procurement for local municipalities).

Support staff monitors and manages the specific operations of the unit of the department (e.g. the budget) and do quality control of outcomes (although a tool for that is missing).

Co-ordinators monitor and evaluate the IDP implementation concerning specific areas (e.g. HIV/AIDS). They evaluate resources, people involved, money used and results achieved. They also monitor service providers and sometimes assist service providers. The CDWs look once a month at results achieved (time, sustainability, compensation to the communities, payments) and people involved.

#### Who does the operational management and optimisation?

*Political/elected leaders*

The head of the operational management of the IDP is the mayor, who manages the budget according to the IDP and reports to the political leaders within the district (e.g. African National Congress).

Councillors, especially when they work as the head of a department in the district or local municipality, also do an important part of the operational management, such as:

- Overseeing department
- Adjusting budgets
- Ensuring implementation of programmes (e.g. training) for target groups
- Making sure that ward councillors, CDWs deliver

In these tasks they are supported by the senior management (employed staff).

The ward councillor who is part of the standing committee does the following optimisation tasks:

- Supports other ward councillors
- Represents the ward at the local municipality
- Empowers ward committees
- Encourages communities
- Liaises with the district and local municipality to ensure proper service delivery (e.g. in the standing committee)

And thus 'optimised' (controlled and encouraged) ward councillors from their side optimise the implementation of the IDP in their wards, partly carrying out operational activities themselves such as:

- Contributing to the implementation of the IDP (some respondents very specifically mentioned the fields of agriculture, disaster, environment, infrastructure)
- Facilitating programme implementation

On the ward level traditional leaders also play an important optimisation role within the communities as they act as peace-makers and mediators of conflicts.

#### *Employed staff*

On the administrative side of the municipality, the municipal managers have the major optimisation task which is to provide an enabling environment for the IDP implementation. The senior managers and their assistant senior managers (known as assistant directors) have to optimise the budget, resources and staff performance. Managers optimise the operational work on the ground by

- Marketing the municipality to business people
- Monitoring the quality of work of staff and service providers
- Performance management
- Improving the skills of staff
- Training local people (or by co-ordinating this training)

Officers carry out similar optimisation tasks on the operational level as managers, such as:

- Following the IDP processes

- Managing service providers
- Facilitating training (of local people)
- Familiarising staff members with policies, especially mentioned by an officer employed in ANDM

Just like the councillors, the CDWs support the ward councillors and the communities in optimising their work on the operational level of IDP implementation. Specifically, they

- Provide support to ward councillors – they work closely with ward councillors and ward committees
- Assist communities to access governmental programmes (formation of co-operatives)
- Disseminate information

The optimisation tasks are well organised on the political level and most likely improve controllability. On the administrative level some confusion of roles in optimisation can be expected between managers and officers, thus reducing efficiency and controllability. On the ward level, the CDWs try to optimise the work of the ward councillors and communities, and the ward councillors try to optimise their own work as well as that of the community, so that confusion of roles and functions could occur. For example, it was reported that sometimes ward councillors think CDWs should do the work they ask them to do, or they suspect that CDWs act as kind of ‘spies’ within the community. Under these circumstances, the optimisation work of the CDW cannot lead to better efficiency at the ward level.

#### How are monitoring and optimisation tasks organised?

The municipalities have three main settings (meetings which enable people to perform their tasks) for key actors: the municipal council, the mayoral committee and the executive committee. Their main task is monitoring the results of the IDP implementation and of service delivery in general.

The municipalities themselves and their performance is monitored at the provincial level by the Public Service Commission (PSC), where the premier gets reports on the deliverables of the municipality, or by the provincial South African Local Government Association (SALGA) where service delivery is at the centre of attention. Other meetings such as committees and forums deal more with operational and strategic management tasks.

In conclusion, the political and administrative leaders monitor IDP implementation and the employed departmental staff provides the data to allow the top-level monitoring. It seems, however, that too many officials have a task in monitoring, when compared to the amount of staff doing the operational management. Also, the processes of implementation are monitored by the officers. What is not clear is if the planning processes are supervised, for example how planning with communities is done.

There are limited tools. The Service Delivery and Budget Plan Tool seems to be available to councillors (heads of departments), but other staff mentioned the lack of monitoring tools, and co-ordinators lack a tool for quality control of outcomes.

#### Are resources used as planned?

The impression given by the respondents was that activities are usually implemented according to plan and are mostly within the budget. However, both in the district and local municipalities there is a problem in payments being made on time. If there is overspending this seems to be mostly in the ANDM, while the LMM’s budget is completely to plan. There is no information on LMU in this respect. In some departments, planning must be improved to avoid overspending, as price

increases are not factored in (no scenario planning) and more activities than planned take place. Some departments use their own budget for communication tasks instead of involving the staff in the communication department who would then spend from its own budget to do these tasks. This leads to overspending in the relevant departments and under-spending in the communication department. The health department does not have an adequate budget in the first place and therefore suffers shortages or overspends. Under-spending of the budget can arise when people from the communities are not informed that they could get some services for free for which they have to register or apply. In addition, sometimes the money does not reach the intended target group in the local municipalities (e.g. HIV/AIDS).

Interestingly, most political leaders (82%) are of the opinion that the budget for IDP implementation is used according to plan without overspending, whereas most of the IDP-implementation staff (56% of employed professionals) in the departments thinks that there is overspending. Support staff is more of the opinion that the budget is used as planned.

So, if inefficiencies occur concerning the budget, they are happening in planning (e.g. no reserves built in for changes during the actual implementation or insufficient budgeting for high cost areas such as health) or in miscommunication, whereby potential beneficiaries in departments or communities do not know that they could have access to funds and resources.

How controllable is ANDM?

<b>Criteria</b>	<b>Assessment</b>	<b>Marks (5=best)</b>
<b>Budget allocation</b> Resource allocation to IDP units and reporting from IDP units have been organised	Due to the lack of clearly defined output-producing units, budget is allocated in accordance to administrative structures and not IDP areas.	3
<b>Budget process working properly</b> The budget is spent according to plan and in the time-frame envisaged, accountability is built-in	Budget overspending and under-spending occurs where communication to communities and within departments is lacking and where planning could not factor in reserves for changes. Reporting and accounting systems function properly apart from unclear task split and/or roles at ward level.	4
<b>Intervention</b> Rules for interventions of operational management into IDP areas exist and are respected	Interventions are well organised at the political level; but there is confusion at employed staff level and ward level. Since there are no clearly defined output-producing units, rules for differentiation of competencies at the various levels do not exist.	2
<b>Guidelines</b> Basic guidelines and rules to coordinate IDP output areas are constantly updated	Too little use of this powerful tool and hence too little delegation of tasks and responsibilities to IDP units (slow decision-making)	1
<b>Auditing &amp; Monitoring</b> A monitoring/auditing system exists and direct and online information is gathered from operations and provided to operational management	Auditing of 'operations' in the field is done partly through proper monitoring processes by municipal officials (monitoring tools in some cases available) and partly by visits through councillors and managers and is working properly.	4
<b>Controllability Overall</b>		<b>2.8</b>

## Recommendations

It is the operational management which keeps operations 'under control'. In principle, the management has exactly three channels to communicate with the IDP units: Firstly, financial resources are allocated to each unit, secondly each unit is held accountable for the use of these resources on the basis of standardised reporting and accounting rules, and thirdly the management follows-up on decisions made and their correct implementation.

It is therefore recommended that:

- Budgeting is made the main tool in steering implementation of IDP output. Clear processes of elaboration of budget, disbursement and reporting/accounting system (accountability) need to be defined.
- With clearly defined budgets and budget processes per output producing unit, define clear intervention rules: How and when there should be intervention into 'autonomous' output producing units, how quickly decisions must be made and what can be done if decision-making is delayed.
- Municipal management should streamline and update rules for co-ordination of IDP areas.

## **5.4 Flexibility**

**ANDM is flexible when a strategic management is established which (a) understands how the entire ANDM functions and is able to adapt it if necessary, and (b) observes and evaluates changes in the outside environment which might necessitate changes to the way ANDM functions, and (c) makes detailed mid-term and long-term strategic plans and complements these with operational plans.**

This study researched under this heading: how much flexibility laws and regulation give municipal leaders and management; how information can be fed into the system to influence the IDP areas and their implementation, and who is involved in strategic management.

### How flexible is the legal system?

The legal system allows flexibility of the municipal strategic management, since the law allows the municipal organisation and processes as well as job descriptions to be determined by the municipality. The law only demands that these processes and the organisation are effective, efficient, participative and inclusive. The municipal manager plays a pivotal role in this as he/she is 'the head of administration and also the accounting officer for the municipality'. The municipal council and the mayoral committee are obligatory forums, while the executive committee and ward committee are optional as determined by law. All other actors' settings depend on the elected and administrative municipal staff to introduce them and keep them active. Within the budget agreed with the provincial level, the mayor in the municipal council can, after receiving suggestions from the executive committee and standing committees, change the allocation of budgets to specific departments. He/she can also restructure the organogram of the district or local municipality.

### How can information influence the IDP areas and their implementation?

Concerning changes to the IDP, the mayor acts on the priorities determined by the communities and on suggestions from the committees, especially the executive committee. The mayor heads delegations to outside functions and brings back ideas, suggestions and, in the case of the provincial and national government, decisions from these meetings.

Councillors participating in the standing committee and supposedly the chief whip are able to (i) challenge the standing committee's decisions, (ii) by this they encourage insight and ideas, and (iii) achieve a training effect on other councillors to enable them to manage the municipalities' development strategies in a way that they can adapt to changing circumstances. The communities are helped in their flexibility by ward councillors who help them to prioritise, who keep them informed, and who clarify government policies.

Political leaders are influenced by officers who lobby for support for all target groups. The co-ordinators provide the local and district municipalities with information from the community level (probably influenced by their strong relationship with NGOs and CBOs) and from national and international events they attend. Also, support staff can make suggestions and recommend strategic changes to their immediate supervisor.

On a more practical level, the managers have the flexibility to initiate their own immediate response in emergency situations.

#### Who is involved in strategic management?

Political leaders such as councillors in the executive committee, heads of departments and ward councillors classify most of their work as strategic management. Ward councillors see their contribution to the strategic management as contributing to the elaboration of the IDP.

One of the core actors is the chief whip. He/she has to see how programmes are implemented and working and has therefore the right to stand in every committee. The chief whip also has to make sure that the councillors know about the workings of the whole (district) municipality and has to organise the skills' development of the councillors.

On an administrative level, the assistant managers advise the senior management on strategic and operational changes, and the senior managers advise municipality political leaders on issues concerning their department, thus enabling the political leaders to make decisions on changes. The co-ordinators seem to have a role, a little bit external to the municipal structure, by having a focus on informing the decision-making of the senior management and political leaders on strategic issues.

Officers also mentioned activities relating to strategic management, even when most of them said they do more operational tasks. In fact, officers, especially from the local municipality, seem to be at the core of the strategic management in terms of supporting communities by conveying their needs and priorities and integrating them into the IDP planning.

The IDP is reviewed in strategic sessions within the department, and, on a yearly basis, in the IDP Forum. The monthly municipal council gives inputs to the strategic management of the municipalities, while specific strategic management issues are discussed in the ward committees and forums (e.g. youth forum). The mayor's forum contributes to the strategic management of the district on a higher level, as do the traditional structures' forum (where traditional leaders meet), meetings of the members of the executive council and the director generals, and meetings on a provincial and national level such as SALGA, PSC. It is not clear how these meetings interrelate, overlap or complement each other. Furthermore, no regulations could be found on how the results of these meetings could be taken into account in other meetings or by the different actors.

The communities' involvement, however, in the flexible strategic management of the municipalities, is erratic and the form of this involvement is not prescribed in any way (although the law clearly stipulates that they must be involved). This means that in case urgent needs arise in their community or priorities change, it is not clear for the communities to whom they should turn and

their success in influencing strategic flexibility depends on the personalities involved (e.g. of ward councillors). So, it is usually not in their capacity to actively bring about changes in strategies.

If the management of the IDP is done strategically it should reflect the needs and priorities of the communities and build on the potentials of the district. In the interviews, 10% of the municipal actors (those elected and employed) voiced doubts as to whether the integration of the communities in the planning was sufficient. Also, there is no feedback loop planned which would enable the municipality together with the communities to look at the results achieved and do some re-planning.

#### How flexible is ANDM?

<b>Criteria</b>	<b>Assessment</b>	<b>Marks (5=best)</b>
<b>Entirety</b> Functioning of ANDM is understood in its entirety and as a whole.	This function is carried out by the executive committee of the municipal council, the mayoral committee and in parts by the municipal manager.	4.0
<b>Observation</b> Constant evaluation of changes in the outside environment is done, opportunities and risks are perceived.	According to the law the municipal council and ward councillors are pivotal in getting the reactions of the population, in informing of new developments, changes of upper state levels, etc. In reality, councillors in fact fulfil this function and there is information flow to the senior management of the municipality. But generally, the dialogue is not formalised and much information gets lost.	3.0
<b>Strategy</b> Mid-term and long-term strategic plans are elaborated and balanced with operational plans.	A participative procedure for elaborating development plans is set up and followed. The process of strategic planning is integrated in this procedure. But there is no real quality control, of how the communities are integrated in the planning and how much their opinion is taken into account. Also, feedback rounds are not planned in order to re-plan, re-prioritise and include the communities in the implementation. Capacity of communities to participate in flexible strategic management is limited.  Balancing strategic and operational plans (mitigation of short-term operational interests versus mid/long-term strategic interest) is not done.	2.0
<b>Flexibility Overall</b>		<b>3.0</b>

#### Recommendations

Assign strategic management, i.e. (i) understanding the functions of the *entirety* of ANDM (functioning of ANDM is modelled and understood in its entirety), (ii) *observation* (constant evaluation of changes of the outside environment) and (iii) *strategy* (elaborate strategic plans,

balance them with operative plans) explicitly to the executive committee of the municipal council and mayoral committee.

## 5.5 Robustness

**ANDM is robust when it has an (or some) organ(s) or institution(s) constantly watching and updating the normative issue of having an identity based on a clearly defined purpose, basic values and basic norms.**

Who is responsible for normative management?

Who is responsible for normative management within the municipalities? How is the value system and behaviour of elected and employed officials of the ANDM and the local municipalities managed?

The following meetings provide opportunities to carry out normative management tasks:

- The district and local communication forum, where it is discussed how to communicate IDP issues to the population
- All the active forums for different groups, especially those for gender, youth and people with disabilities
- The speakers' forum – this provides an opportunity to re-align the value system of the councillors of the district and local municipalities because the welfare of councillors and issues faced by councillors can be discussed here; this is possibly the forum with the clearest normative management task.
- The traditional structures' forum also has a clear normative management task as traditional leaders have influence over the normative management of their communities. This forum could be said to be at the meta level of normative management and has more normative management power than the district leadership when it deals with certain issues in the community, such as sexual reproduction.
- It is also assumed that the provincial SALGA takes on normative management tasks, when all provincial municipalities meet to discuss their development.
- Also, it is assumed that organisations on the national government level such as NEDLAC (National Economic Development & Labour Council) or national government departments lead their colleagues in the district and local municipalities concerning norms pertaining to certain issues such as labour law, HIV/AIDS, people living with disabilities etc.

Actors who play an important role in managing the normative system and value system of the municipality staff are: the mayors and especially the speakers on behalf of 'their' councillors; the councillors and traditional leaders on behalf of 'their' communities; the municipal managers on behalf of the employed municipal staff; and the heads of departments on behalf of their staff. The municipal managers have their normative management role attributed to them by law (setting the codes of conduct) and the traditional leaders by customary law. CDWs often assume a normative management role when interpreting laws and communications from the government to the communities and when acting as messengers from the communities to the municipality – thus employing their own value system and influencing others with it. Sometimes, ward councillors and traditional leaders come into conflict when the constitution and the customary law contradict or do not complement each other over a certain issue (e.g. such as sex and sexual reproduction:

HIV/Aids, gay/lesbian, sex, birth). There are no formal ways of dealing with such conflicts and the resolution of these often depends on the personalities involved.

Some departments of ANDM just recently started to acknowledge the best employee of the year. In addition, some departments received prizes for their projects from outside the municipality. But usually awards and rewards for good work by employed or elected officials are not granted by the municipalities themselves. Several respondents suggested different kind of prizes could be awarded and, in general, they gave the impression that an award system would be valued. Public acknowledgement through the media was also something which would be very positively received.

The law defines the basics for the normative management of municipal elected and employed officials. The Municipal Structures Act (1998) prescribes the values and behaviour vis-à-vis present receiving and giving, in exchange for favours etc. – thus managing the norms in relation to prevention of corruption for councillors. The Municipal Systems Act (2000) does the same for municipal employees. A code of conduct for councillors is also laid down in the Municipal Structures Act, whereas the code of conduct for municipal employees is specified by the municipal managers.

The ANDM has a mission and vision statement which is displayed within the municipality building, on its brochures and website and thus known to all staff and to some of the population of Alfred Nzo District. When asked, people identified with this mission and vision.

#### What are the norms of elected and employed municipal officials?

The values most cherished and mentioned by all groups are:

- Being a good listener, first most important value for elected and employed professional staff
- 'Commitment' and 'dedication' are the second most important values for the elected staff, whereas for the employed professionals this ranked third and they tended to use words such as 'motivated', 'passion', 'interest at heart'
- Being approachable or accessible was particularly important to support staff (most important value) as well as for elected officials (third most important value); it was also mentioned by CDWs, but not by professional staff
- Being visionary, which is the fourth most important value for elected functionaries, but was only mentioned by some professional staff and by no support staff
- 'Having love for people' and being friendly united all respondents (fourth most important for elected functionaries, third most important for professionals, very important for support staff and CDWs)
- Being patient (or tolerant) rated highly by all respondent groups
- Having certain values related to work such as being able to work under pressure, knowledgeable, keeping the confidentiality of clients were only mentioned by professional employed staff
- Being humble and commanding respect were both mentioned by elected functionaries and professionals, whereas support staff and CDWs put more value on showing respect (most important value of CDWs);

The code of conduct for councillors demands that councillors 'perform the functions of office in **good faith, honestly and transparently**'. Indeed, these values were listed more by the elected functionaries than by other staff.

The question is whether these values were mentioned because people felt these values were largely lacking, or whether they felt they were especially necessary in order to succeed at work, or simply because these are values which individual staff members personally strive for.

Concerning the values of ANDM staff, respondents who were ANDM employed staff criticised the fact that:

- There is not the culture of one family.
- Officials are politicians who interfere in administration.
- There is a lack of innovation.
- Security is the most important motivation for employed staff (however, other reasons were also given for motivation as seen below).
- Only some employees have a culture of commitment/responsibility.
- Local municipalities have more integration with local people (personal and professional networks of local municipalities are in fact more integrated with communities than the district municipality but this may be due to their division of labour).
- The district municipality works alone (more co-operation was demanded by some respondents from local municipalities; the question is with whom should municipality staff communicate, with whom they are not already doing so.)
- Because of their careers, most employees want to be seen as being better than their colleagues.

When members of staff were asked about their motivation to work for the municipalities either as elected or employed officials, it was astonishing how many mentioned 'high moral' causes such as wanting to develop the district or wanting to fight poverty. In terms of being motivated on the job, it was cited several times that mayors, municipal managers and senior managers play a key role as people were strongly motivated through (particularly, public) recognition. Contrastingly, it was also mentioned, though less so, that they could become demotivated because of a poor management style.

How robust is ANDM?

Criteria	Assessment	Marks (5=best)
<p><b>Purpose</b> A normative management of ANDM exists which defines the purpose of the municipality and its 'boundaries'.</p>	<p>The municipal council is the main forum for defining the purpose of the municipality, setting the 'boundaries' and taking final decisions. The roles of those responsible for the normative management of others is clearly defined and known by all actors within the municipality.</p>	<p>4.0</p>

<p><b>Basic Values</b></p> <p>A normative management of ANDM exists which defines the basic values and norms of ANDM.</p>	<p>Those who play an important role in managing the normative system and value system of the municipality staff are: the mayors and especially the speakers for their councillors, the councillors and traditional leaders for their communities, the municipal managers for the employed municipal staff and the heads of departments for their staff. No obvious values important for working within the municipality and for implementing the IDP are lacking.</p> <p>According to the law, traditional leaders also take part in defining basic values. A main role of traditional leaders is to sort out social conflicts based on traditional norms.</p> <p>Codes of conduct (legal and those set by the municipal manager) are followed up and sanctioned.</p>	<p>5.0</p>
<p><b>Robustness Overall</b></p>		<p><b>4.5</b></p>

Recommendations

Generally, the study shows that ANDM has a very strong normative management.

Co-operation between the traditional and municipal leaders in setting and implementing norms going beyond work norms within the municipalities is suggested, as often these norms regulating the life of families and communities play a role in the work place as well. It is important that the top leaders regularly make clear that corruption of any kind by anyone within the municipal service is unacceptable.

Awards and recognition of excellent municipal service are recommended as a motivating force for municipal officials, members of the community and, possibly, elected politicians.

## 6. Diagnosis of the Viability of ANDM

Generally, ANDM meets viability criteria as follows:

<b>Viability of ANDM</b>	
Effectiveness	2.8 points out of 5 points
Efficiency	2.0 points out of 5 points
Controllability	2.8 points out of 5 points
Flexibility	3.0 points out of 5 points
Robustness	4.5 points out of 5 points
<b>Viability in Total</b>	<b>3.0 points out of 5 points</b>

Having 3 points out of 5 points of the total viability index ANDM is seen as viable and sustainable. With its own strong identity, ANDM is quite robust and, as it watches and adapts to outside changes, quite flexible. Structural deficiencies can be found on the operational level of output production. Effectiveness, efficiency and also controllability can be improved through structural changes.

## 7. Findings and Suggested Interventions

### 7.1 Findings of the Lima Report

Many of the findings of this viability study are supported by the findings and recommendations of the report compiled by the Lima Rural Development Foundation which was commissioned to assess the organisational and communication processes between the municipalities and the communities within the Alfred Nzo District. In particular, that report cited the following:

- The need to enhance service delivery
- The need to improve channels of communication and protocol
- The need to clarify roles and functions of all municipal officers
- The need to develop systems and procedures for monitoring and evaluating projects
- The need to improve access to information by providing documents in the vernacular
- The need to employ a system for recognising good performance of employees
- The need for co-ordination so that there is more integration of programmes between the ANDM and LMs, thus enhancing sustainability of projects.

### 7.2. Improve operational performance

It is suggested that operational performance should be improved through structural changes. As put forward above, the measures can be summarised as follows:

- Organise autonomous **output producing units** in accordance with the ten IDP areas.
- Define clear rules for **co-ordination** between units concerning budgeting and accounting, use of shared resources and personnel, and communication with clients.
- Make **budgeting** a main tool in steering these output producing units.
- Define **strategic management** and assign it explicitly to the executive committee of the municipal council.
- Judge **performance** on the basis of IDP outputs reached according to plan.

### 7.3 Way forward

#### Immediate actions

From the recommendations made in the chapters above, the different groups (leaders, employed staff, communication department, other concerned departments and communities) can choose and prepare a plan of implementation (who, what, until when). The project offers to facilitate this process.

#### Future actions

Additionally to the above suggestions for activities, the following interventions are specifically emphasised for future activities in the framework of ANDM-ADA project implementation:

#### *Re-organisation*

- Discuss possible ways of re-organisation with municipal leaders and establish strategy and an implementation plan for re-organisation. Eventually create a Project Group (up to 7 persons) to be put in charge of planning and implementing.

- Organise municipalities' workshop with title: 'Within the legal framework, how do we split our tasks and processes efficiently, effectively and to the satisfaction of everyone?'
- Both the local and district political level must sit down together with ward councillors and the provincial level in charge of CDWs to discuss role split and process organisation at ward level for IDP implementation (and other service delivery).

#### *Training*

- Leadership training at all levels
- Training ward councillors (improve skills and knowledge to have a better basis for decision making)
- Improve training and development of bye-law formulation
- Political education of communities

#### Monitoring

- Quality control tool (also processes) and improvement of monitoring and evaluation tool on the basis of the existing tools.
- Quality control tool concerning involvement of communities in training.

## 8. References

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## Appendix 1: Respondents' Recommendations

In the interviews respondents suggested the following improvements in each viability area.

### Effectiveness

#### What leaders of the municipalities can do:

- Provide all staff (also in local municipalities and the field) with required tools such as lap-tops, proper office space, transport, projector.
- Provide ward councillors and CDWs with some office space in their communities.
- Strengthen the IDP forums and structures within communities.
- Provide political education to the communities to allow them to participate.
- Involve communities and CDWs more in setting budget priorities to achieve the effects needed at this level.
- Empower communities to challenge officials.

#### What employed staff can do:

- Be available (managers) to be consulted by staff.
- Deliver reports on time.

#### What communications' department can do:

- Help people to understand the IDP document.
- Understand and respect each others' duties within the municipality (voiced by local municipality).
- Improve communication network (CDWs).

#### What the communities can do:

- Prioritise more realistically, select activities which are implementable and relevant.
- Try to generate more revenue locally; do not depend fully on national grants.
- Encourage ownership of community services rendered by municipality.

### Efficiency

#### What leaders of the municipalities can do:

- Strengthen the IDP forums and structures within communities.
- Make stronger ties with other stakeholders, e.g. municipalities.
- Improve political education to allow participation of communities.
- Provide all staff (also in local municipalities and in the field) with required tools such as lap-tops, proper office space, projector and transport.
- Provide ward councillors and CDWs with some office space in their communities.

- Train and empower staff (demanded by more than 60% of support staff and 19% of political leaders).
- Capacitate managers and councillors by providing training in leadership skills, budgeting and account management, and IT (demanded by councillors).
- Provide training and support for municipal and ward councillors (strongly demanded).
- Ensure co-operation from councillors, 'they should co-operate with officials', especially with regard to explaining things to the community.
- Ensure departments within municipality co-operate and perform, because people are not willing to pay tax, if there is no delivery.
- Create a better relationship between local and district municipality (ANDM).
- Facilitate twinning arrangement.
- Improve housing and facilities (e.g. middle class housing, private schools, gymnasium) which will attract professional people with experience.
- Involve communities at the initial stages of IDP.
- Encourage corporate governance in order to avoid some staff becoming 'loose cannons'.
- Clarify roles played by traditional leaders and other stakeholders.
- Involve CDWs, when doing budgets, as they are involved in community based planning (strongly demanded).

What employed staff can do:

- Encourage co-operation with departments within the municipality and ensure they perform, because people do not want to pay tax, if there is no delivery (demanded by 25% of professional employed staff)
- Create strong ties with other stakeholders, e.g. municipalities; liaise better between stakeholders.
- Improve communication between the development stakeholders (e.g. engage people at community level).
- Develop self-empowerment: suggestions and advice needed.
- Integrate service delivery with all governmental development.
- Need to work better with other departments within municipality, because people do not want to pay tax, if there is no delivery.
- Avoid duplication (of resource application) – co-ordinate more.
- Policies must first start at people, before implementation
- Managers should be available for consultation.
- Improve relationship between subordinate and director.
- Be given more powers to speak directly to directors. (CDW)
- Government officials should be available on the sites where programmes are implemented.
- Government officials should co-operate (CDW)

- Involve of CDWs, when doing budgets, as they are involved in community based planning (strongly demanded).

What communications' department can do:

- Make IDP more accessible and user-friendly (strongly demanded).
- Improve communication between councillors and traditional leaders.
- Improve communication with communities by use of local languages and user friendly language.
- Improve communication between the development stakeholders.
- Improve communication between traditional leaders and other stakeholders.
- Improve communication network (CDWs).
- Create openness and access to information within IDP.
- Make event management a key responsibility as this is a lot of work within various departments.
- Understand and respect each others' duties within the municipality (voiced by local municipality).
- Think about local information centres.
- Use present radio station to disseminate information.
- Ensure people get views from outside.
- Engage people at community level.
- Ensure youths and adults are politically educated but not on party politics, but on the interpretation of policies, and knowledge of how the municipality functions

What the communities can do:

- Create strong ties with other stakeholders, e.g. municipalities; liaise better between stakeholders.
- Improve housing and facilities (e.g. middle class housing, private schools, gymnasium) which will attract professional people with experience.
- Engage people at community level.

**Controllability**

What leaders of the municipalities can do:

- Organise 'self-organisation' of departments.
- Encourage and recognise ideas of staff.
- Design and improve work culture.
- Support junior management.

- Organise training and support for managers and municipal and ward councillors (strongly demanded), e.g. training in leadership skills, budget & treasury and IT (demanded by councillors).
- Forge private sector links for additional funding.
- Close gap between promised and implemented programmes.
- Improve monitoring because there is no clear monitoring between government and community
- Include traditional leaders in planning, implementation, monitoring and evaluation for communities within their jurisdiction (strongly demanded).
- Involve CDWs, when doing budgets, as they are involved in community based planning (strongly demanded).
- Be less politically involved.
- Enhance flexibility by creating more local/decentralised funds (e.g. for communities, CDWs and certain departments as health, human resources).
- Create a budget for wards so that progress can be monitored.
- Create a budget controlled by traditional leaders to finance minor expenses.
- Be available to staff.
- Make policies that are interrelated.
- Encourage corporate governance.
- Traditional leaders must be given full monitoring authority of cultural activities done in their areas (say traditional leaders).
- Ensure transparency by everybody

#### What employed staff can do:

- Avoid duplication of resource application.
- Improve relationship with other departments (ANDM).
- Improve relationship with director.
- Avoid misuse and misallocation of funds (mentioned by local municipality).
- Develop and apply specific monitoring tools for all areas which must be used from the planning stage onwards.
- Report on time and appropriately.

#### What the communities can do:

- Involve (district) municipality from the start, not only when there is a problem.
- Address needs according to the budget and environmental situation.
- Be empowered to challenge officials (a kind of monitoring through public discussion).

## **Flexibility**

### What leaders of the municipalities can do:

- Involve communities during initial stages of IDP elaboration.
- Honour community needs.
- Interpret and understand the national constitution for communities.
- Interpret people's way of life and develop appropriate strategies.
- Involve people from rural areas to get their views ( 'people first').
- Know the key challenges of the communities.
- Give traditional leaders full monitoring authority for cultural activities done in their areas.
- Include traditional leaders in planning, implementation, monitoring and evaluation for communities within their jurisdiction (strongly demanded).
- Facilitate twinning arrangement.
- Involve communities and CDWs in setting budget priorities to achieve effects needed on this level.
- Encourage corporate governance.
- Make policies/strategies that are interrelated.
- Try to fight the brain drain to urban areas.
- Forge private sector links for additional funding
- Ensure better political clarity of politicians, get more information about economic growth.

### What employed staff can do:

- Involve communities during initial stages of IDP elaboration ('All stakeholders must be involved, engage people at community level; people need to be involved fully, when IDP is drafted').
- Honour community needs.
- Interpret and understand the national constitution for communities.
- Interpret people's way of life and develop appropriate strategies.
- Involve people from rural areas to get their views ( 'people first').
- Know the key challenges of the communities.
- Provide proper consultation: people need to be informed about the budget and before any decision is made they must first start with Community Based Planning to get their views (especially strongly demanded in local municipality).
- Have proper, relevant information within municipalities.
- Consult relevant departments and relevant stakeholders.
- Get relevant information, e.g. community profile.
- Involve rural area people to get their views: the policy which says 'people first' is not adhered to.

- Create strong ties with other stakeholders, e.g. municipalities; and improve liaising between stakeholders.
- Change perception of institutional capacity building: people do not see it as a tool to improve themselves.
- Interpret policies, acts, e.g. people's rights and responsibilities for communities.
- Ensure all stakeholders are involved, engage people at community level; people need to be involved fully, when IDP is drafted
- Ensure decisions are made without the relevant traditional leader's and the people's approval.
- Implement promised programmes.
- Implement resolutions.
- Try to slow down urbanisation, as there is a lot of brain drain to the urban areas.
- Revive African economic strategies, e.g. bartering (exchange of stock for food). Need to concentrate on economic development, self-sufficiency skills and sustainable development strategies (came several times from local municipalities).
- Provide more funds for communities, CDWs and certain departments (health, human resources) to enhance flexibility
- Increase budgets to suit the rural municipalities as they don't have the revenues like big cities.
- Forge private sector links for additional funding.
- Have strong ties with other stakeholders, e.g. municipalities; improved liaising between stakeholders

What the ANDM government departments can do:

- Co-ordinate with other stakeholders, especially municipality.

What communications' department can do:

- Interpret and understand the national constitution for communities.
- Interpret people's way of life and develop appropriate strategies.
- Make IDP simpler, more accessible and user-friendly (strongly demanded).
- Forge openness and access to information within IDP.
- Get relevant information on communities, e.g. community profile.
- 'We (communities) need a local information centre'
- Interpret and understand the national constitution for communities.
- Interpret policies, acts, e.g. people's rights and responsibilities, for communities.
- Organise networking with other female traditional leaders, in order to share ideas of survival in a male dominated area (probably more for House of Traditional Leaders).

What the communities can do:

- Interpret and understand the national constitution.

- Acquire developmental attitude: the apartheid legacy of dependency on funds by communities must change.
- Produce community profile to provide information on the community.
- Involve the district municipality from the start, not only, when there is a problem.
- Forge stronger ties and liaise with other stakeholders, e.g. municipalities.
- 'We need a local information centre'.
- Network with other female traditional leaders in order to share ideas of survival in a male dominated area.
- Redress needs according to the budget and environmental situation.

### **Robustness**

#### What leaders of the municipalities can do:

- Clarify roles of traditional leaders and other stakeholders and make them transparent.
- Promote female politicians.
- Obtain the views from the workers to improve the work culture.
- Recognise ideas of general staff.
- Provide support to staff
- Nurture, respect and support women politicians in order that they can carry out sustainable work and development.
- Show commitment: 80% is driven by managers.

#### What employed staff can do:

- Understand and respect each others' duties within the municipality.
- Be committed to their work.

#### What ANDM human resources' department can do:

- Introduce an introductory workshop (e.g. for new staff) once quarterly.
- Observe affirmative action when employing managers (include women, youth, disabled etc.) in local and district municipalities.

#### What the ANDM communications' department can do:

- Take on event management, as this is a lot of work for other departments.

#### What the communities can do:

- Acquire developmental attitude.
- Develop sustainable means of survival rather than adopting Western habits which cannot be sustained.
- Recognise women as traditional leaders in their own right rather than seeing them as temporary and secondary substitutes (just replacing their husbands who died in office or their sons who are too young for office).