

**THE IMPLEMENTATION OF STRATEGIC
PLANNING AND MANAGEMENT IN THE
WATERBERG MUNICIPALITIES, LIMPOPO
PROVINCE**

By

FRANCINAH MMBENGWA MABUELA

Submitted in partial fulfilment of the requirement for the degree

MASTERS OF PUBLIC ADMINISTRATION

In the

FACULTY OF MANAGEMENT AND LAW

At the

UNIVERSITY OF LIMPOPO

SUPERVISOR: PROF. O. MTAPURI

MARCH 2015

DECLARATION BY THE RESEARCHER

I Francinah Mmbengwa Mabuela declare that Implementation of Strategic Planning and Management in the Waterberg Municipalities, Limpopo Province, hereby submitted to the University of Limpopo, for the degree of Master of Public Administration in the Faculty of Management and Law has not previously been submitted by me for a degree at this or any other university; that is my work in design and in execution, and that all material contained herein has been duly acknowledged.

Mabuela FM (Mrs)

March 2015

DEDICATION

This study is dedicated to:

My husband

Christopher Siphon Mabuela

My children

Nthabiseng and Nhlanhla

Municipalities in South Africa

ACKNOWLEDGEMENTS

Undertaking this study was not an easy journey. Without the cooperation, assistance, support and guidance of the following people, it would not have been successful:

I would like to thank God, the Almighty, the Creator of wisdom, for giving me power, strength and endurance to write this thesis. I thank you Lord, for maintaining my mental wellness throughout this journey.

I also thank my supervisor Prof. O. Mtapuri for his outstanding intellectual support, encouragement and guidance, ensuring progress of this thesis. His encouragement and support, even through testing times, contributed enormously towards the development of this study, making it more scholarly.

Special thanks to my dearest loving and very supportive husband, Mr Christopher Siphon Mabuela. His endless support and encouragement is of utmost importance. He kept the home fires burning while I was engaged in my study project. Darling, you are the pillar of my strength.

Thanks again to my family friend Mrs Glen Mhango, my colleague the late Mr Simeon Hlungwani who passed away on the 22nd July 2014. May his soul rest in perfect peace. To My sister, Mrs Amanda Msibi, who contributed positively to this study in one way or the other.

Lastly, I would like to thank Prof. KG Phago, the HOD (Head of the Department) of Public Administration, who was so kind and generous with information and his office library. His generosity contributed towards making my thesis more scholarly.

ABSTRACT

The aim of the study is to evaluate the implementation of the strategic planning and management in Waterberg District municipalities and to identify any constraints that might be affecting the implementation of strategic planning and management which is the basis for poor service delivery, which in turn, causes service delivery protests by members of the public against municipalities, and in order to provide policy recommendations.

Therefore, the approach to the research is qualitative because the study solicited for views and opinions of respondents, in this case, public officials, politicians and members of the public. The secondary data aspect included the reviewing of documents of different municipalities in terms of planning and their own management styles. The quantitative approach is also applied in this study to validate the municipal performance score cards which is a content analysis.

Data were collected through questionnaires and interviews. The findings reflected the key issues with regard to the impact of the implementation of strategic planning and management in municipalities in the Waterberg district Limpopo Province. The study revealed appropriate opportunities for possible interventions to improve the implementation of strategic planning and management. The general conclusion as revealed by the study is that the municipal strategic plans are not successfully implemented and not properly managed. The audit opinions awarded to the municipalities bear reference to the matter. The study provided recommendations for municipalities to improve on the implementation of strategic planning and management. For instance, strategic plans need to be aligned with other municipal plans and the plans of other government spheres, namely, the provincial and national spheres of government; it is imperative that skilled personnel be appointed, the staff and councillors of a municipality must be trained and retained in order to ensure a high level of service provision; municipal capacity building should be a core element of a broader performance management strategy and all stakeholders of the

municipalities should be capacitated and trained in terms of policy formulation so that they understand what is expected of them in terms of policy analysis, formulation and policy evaluation.

ABBREVIATIONS AND ACRONYMS

AG	Auditor General
ANC	African National Congress
CBO	Community Based Organisations
COGHTA	Cooperative Governance and Traditional Affairs
COGHSTA	Cooperative Governance Human Settlements and Traditional Affairs
COSATU	Congress of the South African Trade Unions
DPLG	Department of the Provincial and Local Government
HOD	Head of Department
IDP	Integrated Development Planning
LED	Local Economic Development
LRA	Labour Relations Act
MEC	Member of the Executive Committee
MFMA	Municipal Finance Management Act
MS	Municipal Score Card
MSA	Municipal Systems Act
MSA	Municipal Structures Act
NGO	Non Governmental Organisations
PMS	Performance Management System
REC	Regional Executive Committee
SALGA	South African Local Government Association
SDBIP	Service Delivery and Budget Implementation Plan
SPSS	Statistical Package for Social Sciences
SWOT	Strength Weaknesses Opportunities and Threats

TABLE OF CONTENTS

	PAGE
DECLARATION FROM THE RESEARCHER	1
DEDICATION	2
ACKNOWLEDGEMENTS	3
ABSTRACT	4-5
ABBREVIATIONS	6
LIST OF TABLES	9
ANNEXURES	10
 CHAPTER ONE: GENERAL ORIENTATION TO THE STUDY	
1.1 Introduction	11
1.2 Back ground	12
1.3 Aim of the study	13
1.4 Problem statement	14
1.5 Rationale/ Motivation	14
1.6 Objectives	15
1.7 Research questions	15
1.8 Significance of the study	16
1.9 Theoretical framework/ Literature review	16
1.10 Concept clarification/ Definition of key concepts	18
2. Chapter lay-out/ division of chapters	20
 CHAPTER TWO: LITERATURE REVIEW	
2.1 Introduction	21
2.2 Management theories	23
2.2.1 Classical approach	23
2.2.2 Contemporary approaches	24
2.3 Strategic planning	25
2.3.1 Planning- to- plan	26
2.3.2 Planning imperatives	27
2.3.3 Benefits of strategic planning	27
2.3.4 Pitfalls that prevent effective strategic planning	30
2.3.5 Strategic effectiveness	30

2.4 Strategic management	31
2.4.1 Evolution of strategic management	31
2.4.2 Phases of strategic management process	32
2.5 Strategy Implementation	33
2.6 Does strategic planning improve organisational performance	34
2.7 The relationship between strategic management and management of change	36
2.7.1 Management of cultural diversity	36
2.8 Strategic management and corporate governance	37
2.9 Strategic management and strategic leadership	39
2.10 Functional Aspects (Benefits) of strategic management	40
2.11 Dysfunctional Aspects of (Risks) of strategic management	42
2.12 The international management environment	43
2.13 Conclusion	44

CHAPTER THREE: RESEARCH METHODOLOGY

3.1 Introduction	46
3.2 Research design	46
3.3 Research population	48
3.3.1 Sampling	48
3.3.2 Data collection	49
3.3.2.1.1 Data collection instrument	49
3.3.2.1.1.1 Development of the questionnaire	50
3.3.2.1.1.2 Preparation of an instrument for data collection	50
3.3.2.1.1.3 The preparation of participants for data collection	50
3.3.2.1.1.4 Gaining access to the study area and participants.	51
3.4 Data analysis and interpretation	51
3.5 Limitations	51
3.6 Ethical considerations	52
3.7 Conclusion	52

CHAPTER FOUR: DATA ANALYSIS AND INTERPRETATION OF FINDINGS

4.1 Introduction	53
4.2 Analysis and interpretation of data	53
4.3 Findings of the study	55
4.4 Conclusion	90

CHAPTER FIVE: SUMMARY, RECOMMENDATIONS AND CONCLUSION

5.1 Introduction	91
5.2 Summary of chapters	95
5.3 Recommendations	97
5.4 Conclusion	103

REFERENCES 105

LIST OF TABLES

Table 1	Stakeholders selected for the completion of the questionnaire	54
Table 2	Municipal strategic planning process	57
Table 3	Municipal planning and implementation	58
Table 4	The strategic document of the municipality	60
Table 5	Local Economic Development of municipalities	64
Table 6	The inclusion of the LED strategy in the IDP	65
Table 7	Lines of responsibility between different structures	68
Table 8	Corporate governance and management	70
Table 9	The management of the local economy	72
Table 10	The coordination of activities by government structures	72
Table 11	Financial management of the municipality	76

Table 12	Municipal laws protecting the rights of members of the Community and other stakeholders	77
Table 13	Audit opinion awarded to municipalities	81
Table 14	Organograms of municipalities	82
Table 15	The filling of organisational structures	84
Table 16	The performance management system	85
Table 17	The implementation of performance management system	87

ANNEXURES

ANNEXURE A	Consent form	110
ANNEXURE B	Research questionnaire	111
ANNEXURE C (i)	Permission granted from Mogalakwena local Municipality to conduct a pilot study.	121
ANNEXURE C (ii)	Permission granted from the Waterberg District Municipality to conduct research in Modimolle and Mookgopong local Municipalities.	122
ANNEXURE C (iii)	Permission granted from Modimolle local Municipality to conduct a research study.	123
ANNEXURE C (iv)	Permission granted from Mookgopong local Municipality to conduct a research study.	124

CHAPTER ONE

GENERAL ORIENTATION TO THE STUDY

1.1 Introduction

The Municipal Systems Act (no. 32 of 2000) requires municipalities to undertake development-oriented planning so as to ensure that they strive to achieve the objects of local government set out in Sections 152 and 153 of The Constitution of the Republic of South Africa. Section 195 obligates public officials to ensure that public officials utilise resources effectively, efficiently and economically.

The practice and application of a strategic management differ significantly in various organisations. Continuous and rapid environmental changes require organisations to become more future orientated. Similarly, public sector organisations should also be more future orientated. Public sector organisations need to be more responsive and flexible to meet new demands and changing needs and aspirations of the customers. Public sector organisations are required to be extremely agile, and need to manoeuvre effectively amidst a rapidly changing environment. Strategic management is focused on planning the implementation of programmes and projects as outcomes to attain sustainable development and service delivery by putting in place appropriate strategies (Anonymous: 1)

Most municipalities around the world are not performing well in terms of service delivery and members of the public are losing trust in their own municipalities, hence the increased service delivery protests marred by violence (Du Toit et al., 1998:87). Maladministration and corruption in the public sector have been well publicised. Public institutions, from central, provincial and local levels may experience an erosion of legitimacy, usually referred to as “lack of credibility” (Cameron & Stone, 1995:76-77).

The General Secretary of COSATU (The Congress of South African Trade Unions) Zwelinzima Vavi, said, at the launching of the Corruption Watch on 26 January 2012, that the Auditor General announced that only seven (7) municipalities out of 237 received a clean audit for the years 2009 and 2010. He also indicated that the Special Investigating Unit estimated that government loses up to R30 billion rand to corruption every financial year and the loss of such huge sums of money has a devastating impact on the economy. Corruption causes untold damage to the moral fibre of the nation and it threatens to engulf and destroy the country (General News, e- NEWS 2012/01/26).

Findings in the contemporary body of knowledge on Local Government indicate that 90% of municipalities in South Africa are unable to develop credible IDPs. The study was conducted by the former Department of Provincial and Local Government, now known as the Department of Co-operative Governance and Traditional Affairs (Department of Provincial and Local Government 2004: Mello & Maserumule, 2010: 284)

This research seeks to evaluate the implementation of the strategic planning and management systems in selected Waterberg municipalities in the Limpopo Province, in an attempt to identify the challenges faced during strategy implementation.

1.2 Background

Government should be accountable for all the activities geared towards public satisfaction, and also taking responsibility for actions taken to achieve its objectives, whether they have positive or negative implications, that is, the management should be responsible for its performance (<http://en.articlegratuits.com>).

All the resources at the disposal of government should be utilised without wastage of time, efforts and increased expense. By achieving this, government programmes will be effective in meeting public needs (<http://en.articlegratuits.com>)

The study conducted by the Department of Provincial and Local Government (DPLG, 2007) concluded that for municipalities to be able to meet the basic needs of communities, they should have a tactical approach with a practical scope of work with motivation and encouragement. There should be clear realistic reporting strategies so that clean audits are realised. Limpopo has 31 municipalities; and only one (1) municipality received a clean audit report.

Many problems in local government result from levels of financial management and accountability, quality of appointments and decision-making by councillors and super-ordinate public officials. Municipalities should be able to apply strategic planning and management which would analyse the environment and then formulate strategies to match their mandate with organisational capacity in order to optimise organisational performance (Minaar & Bekker, 2005:166).

Reformers are constantly using public policy to press for fundamental and complex changes in society (Brynard, 2010: 190)

1.3 Aim of the study

The overarching aim of the study is to evaluate the implementation of the strategic management and planning in Waterberg District municipalities. It also sought to identify any constraints that might be affecting the implementation of strategic planning and management which is the basis of poor service delivery, which in turn, causes service delivery protests by members of the public against municipalities, and in order to provide policy recommendations.

1.4 Problem Statement

Poor service delivery to the communities in Limpopo by municipalities, negatively affects the public trust in government and causes violent service delivery protests against municipalities. Communities no longer attend meetings organised by their local councillors. Councillors are no longer safe and neither is public property, which at times is vandalised and destroyed. The Waterberg District Municipality has seven (7) municipalities and none of them acquired a clean audit report.

Poor planning and poor management could be cited as a problem which results in poor service delivery. Strategic planning can be claimed to affect organisational performance (Smit, 2002:34). To sustain successful development requires appropriate management, in particular a further shift from strategic planning towards strategic management. Management involves complex processes of planning and control. Control activities cover implementation as well as supervision, and also include the analysis of deviations of actual and planned performance (Smit, 2002:44-45).

In most organisations that are not performing well, strategic planning processes appear to be poorly conceptualised and poorly executed; the process is often not very creative and it is tactical, rather than strategic, in nature. The so-called strategic plan rarely impacts on the day-to-day decisions made in the organisation. To be successful, a strategic planning process should provide a template against which all such decisions can be evaluated (Goodstein, Nolan & Pfeiffer 1993: 1).

1.6 Rationale/Motivation

There is an observation that many violent service delivery protests happen because municipalities deliver poor services. It is reflected in the report of the MEC for Local Government and Housing (currently known as The

Department of Human Settlements) that only 1 municipality out of thirty-one (31) in Limpopo Province had a clean audit report. None of the municipalities in Waterberg District acquired a clean audit report, as mentioned earlier.

As a newly elected councillor, this researcher realised that much has to be done to improve service delivery to the communities. This study will assist in ensuring that municipalities are able to provide effective, efficient and economic service delivery to communities in order to earn the public's trust from community members.

1.7 Objectives

The objectives of this study are to,

- Determine how municipalities are implementing strategic planning and management.
- Identify the constraints to effective governance in municipalities where strategic planning and management are implemented.
- Evaluate the impact of a strategic planning and management system in municipalities.
- Analyse the institutional capacity of municipalities.
- Make policy recommendations to improve implementation of strategic planning in municipalities.

1.8 Research Questions

This study will attempt to answer the following questions:

- How are municipalities in Limpopo implementing strategic planning and management?
- What are the constraints to effective governance in municipalities

where strategic planning and management are being implemented?

- What impact does strategic planning and management have on governance of municipalities?
- Is there capacity for municipalities to improve the socio-economic development in the communities?
- What policy recommendations can be introduced to improve strategic planning in municipalities?

1.9 Significance of the Study

The study will unravel the causes of poor service delivery in municipalities in Limpopo Province as it unpacks the magnitude of the effectiveness of strategic planning and management in municipalities. It will assist in ensuring that municipalities are able to provide an effective, efficient and economic service delivery to communities in order to earn the public's trust from community members by providing practical policy recommendations.

1.10 Theoretical Framework/Literature Review

Theories of local government provide direction and insight which will facilitate the local government's management process. They also provide theoretical knowledge relating to conditions, values, norms, processes and consequences of governance (Ismail *et al.* 1997:13).

The loyalist theory is clarified by Planact (1992:24) as a pluralist approach to understand the state and politics, emphasising the existence of diversity in society, identifying elected local government as best placed to govern responsively, responsibly and with accountability (Ismail *et al.* 1997:24). Hill (1974:37) observes that a popular demand for ordinary people to have a greater say has arisen because of dissatisfaction with government, for instance:

leaders seemed not to be controlled and they did not consult or inform the electorate before they acted (Ismail *et al.* 1997: 29).

Furthermore, Sicelo Shiceka, while he was the Minister of Cooperative Governance and Traditional Affairs (COGTA), commissioned an assessment of local municipalities late in 2009. The subsequent report titled, State of Local Government in South Africa (2009) painted a relatively bleak picture of the state of municipalities in South Africa. Some of the municipalities were found to be vulnerable to the extent that immediate capacity-enhancing intervention and financial injections are necessary. The study conducted by the Department of Provincial and Local Government (DPLG, 2007) also concluded that municipalities were not delivering sustainable infrastructure services.

Municipalities should have strategies, a strategy is a specific pattern of decisions and actions that managers take to achieve the organisation's goals (Hill & Jones, 1998:3). Strategic management can be defined as the process whereby all the organisational functions and resources are integrated and coordinated to implement formulated strategies which are aligned with the environment, in order to achieve the long-term objectives of the organisation and therefore gain a competitive advantage through adding value for the stakeholders (Tienic & Lazenby, 2007: 2).

Strategic planning is the process of determining the long-term vision and goals of an enterprise and how to fulfil them (Bean, 1993:13). "Strategic effectiveness is achieved by setting the right long-term priorities and implementing them", (Bean, 1993:13).

The overall advantage of strategic planning claimed within the literature is epitomised by Godiwalla, Meinhart and Warde .¹⁹ They say that planning results in a viable match between changing internal organizational conditions of the firm and its external environmental variables (Smit, 2002:35).

Traditional theory and practice of strategic management explains the behaviour of organisations in their environments. Current turbulence means traditional models of strategic management have to give way to alternative explanations (Smit, 2002:3). Empirical data relative to strategic planning and organisational performance shows that out of nine studies, five concluded that organisations which utilised strategic planning, achieved higher levels of performance or end results than organisations which did not utilise strategic planning (Smit, 2002:26).

1.11 Clarification of Concepts (Definitions of Key Concepts)

- a. **Evaluation-** The use of policy-analytic research method or technique to measure performance programmes so that the continuous change in activities can be determined with the view to improving effectively, especially their impact on the conditions they are supposed to change (Fox & Meyer, 1995:45).
- b. **Implementation-** Actions to put into operation policy or programmes, which result in the creation of links in the contingent chain to attain the objectives envisaged (Fox & Meyer, 1995: 61).
- c. **Service delivery-** The provision of public activities, benefits or satisfactions (Fox & Meyer, 1995:118). Services relate both to the provision of tangible public goods and to intangible service themselves (Venter, van der Waldt, Phutiagae, Khalo, van Niekerk & Nealer, 2007:148). Service delivery, as a duty of municipalities, is written into the Constitution. Section 152(1) (b) states that one of the objects of local government' is to "ensure the provision of service to communities in a sustainable manner".
- d. **Protest-** Action expressing disapproval of, or objection to something. A "protest action" means a partial or complete concerted refusal to work, for the purpose of promoting or defending the socio-economic interests (Craythorne, 1997:246).
- e. **Community-** Any group of people who have something in common, but in its sociological sense, it focuses on a smaller grouping than a society, it is a

group of people living within a specific geographic area where their needs are met through interdependent relationships (Fox & Meyer, 1995:23).

f. Development- The process of improving the quality of all human lives (Fox & Meyer, 1995:36).

g. Municipality- A municipality is an administrative entity composed of a clearly defined territory and its population, and commonly denotes a city, town, or village, or a small grouping of these. It is the smallest administrative subdivision to have its own democratically elected representative leadership. A municipality is the area/ piece of land (usually urban area) demarcated for the establishment of a local municipality (Cloete, 1995:49). The word *municipality* comes from the Latin *municipalis* which was a city with some self-government, but subject to the central government of the Roman Empire (Cloete, 1989:2).

h. Local Government- It is the local sphere of municipality that was formed to give effect to Section 151 of the Constitution, whose objective is to provide democratic and accountable government for local communities. It is a local municipality (Cloete, 1995:45).

i. Sustainable development- It is the kind of development that seeks to ensure municipalities are able not only to improve the quality of life of communities, but also maintain that development.

j. Strategic management- The process of decisions and their implementation that adapts the organisation to its environment to better accomplish organisational purposes and to sustain the organisation's long-term viability by enhancing the value of its products or services (Fox & Meyer, 1995: 122).

k. Strategic planning- Matching organisational objectives and capabilities to the anticipated demands of the environment so as to produce a plan of action that will ensure achievement of objectives (Fox & Meyer, 1995:123). Strategic planning is viewed as the concept and process that links an organisation and its environment. It is the thinking phase of strategic management (Smit, 2002:4). Strategic planning is the process by which the guiding members of an organisation envision its future and develop the necessary procedures and operations to achieve that future. Strategic planning provides a framework for

action that is embedded in the mindsets of the organisation and its employees (Goodstein, Nolan & Pfeiffer, 1993: 3, 6).

2. Chapter Layout of the Study (Division of Chapters)

This study is an evaluation of the implementation of strategic planning and management in the Waterberg municipalities, Limpopo Province. The study is divided into five (5) chapters as follows:

Chapter One: The scope of the study and method used are presented in this chapter. This includes the introduction; problem definition and objectives and also a description of the methodology (including literature study and the sampling procedure).

The introduction gives an orientation towards the topic of the proposed research i.e. the description of the topic. It also reflects on the importance, meaningfulness or relevance and significance of the research (Welman & Kruger, 1999:261).

Chapter Two: Literature Review

Literature on strategic planning and management as well as service delivery is reviewed. The chapter also defines relevant concepts on the matter.

Chapter Three: The methodology of the empirical study is outlined including the design of the questionnaire, the sample size and methods used to evaluate and analyse data. It also looks at population, sample and sampling techniques used in this study.

Chapter Four is dedicated to data analysis and interpretation.

Chapter four presents the results.

Chapter Five: A summary of the most important findings of the study are presented and also a discussion of the conclusions reached and suggestions for future study are also given.

CHAPTER 2

LITERATURE REVIEW

2.1. Introduction

The introduction of the development of local government in South Africa since 2000 marked the finalisation of the information of a government system as envisaged in the Constitution of the Republic of South Africa of 1996. This phase came about to provide for the development duties which are listed in the Constitution. Section 151 of the constitution of the Republic of South Africa provides that the local sphere of government consists of municipalities which must be established for the whole territory of the Republic with the executive and legislative authority vested in its municipality council (Nkuna, 2011).

Such municipality has the right to govern on its own initiative the local affairs of its community, subject to national and provincial legislation. Through the provision of intergovernmental relations, the other spheres of government have to ensure that their development priorities are channelled through local government in the form of integrated development planning which must be spearheaded by local municipalities (Nkuna, 2011).

Furthermore, the 2010 national indicators show that poverty and inequality remain a real challenge for many South Africans (Draai & Raga, 2011:85). It is apparent that the local sphere of government is currently faced with critical challenges and problems pertaining to effective and sustainable provision of basic services, administrative capacity and institutional performance to drive service delivery and effective implementation (Koma, 2010). Most of us agree that we live in times of spiralling complexity, acceleration and change. Intuition tells us we must drop the restrictive, outmoded templates that guided us in the past. We are told to be flexible, decentralised, customerised, experimental, networked, empowered and a leaner. Past planning approaches could currently never work.

Planning should be coupled with disciplined action. Strategic thinking and planning are critical to success in organisations and in life, but the implementation discipline has not matched the planning effort. The planning theory of Henry Mintzberg postulates that the strategy-maker “formulates” from on high, while the subordinates “implement” lower down. Unfortunately, however, this neat dichotomy is based on two assumptions which often prove false: that the formulator is fully informed, or at least as well informed as the implementer, and that the environment is sufficiently stable, or at least predictable, to ensure that there will be no need for reformulation during implementation, therefore strategic effectiveness is achieved by setting the right long-term priorities and implementing them (Bean, 1993).

Mintzberg’s (1994) recent and quite premature obituary for strategic planning is an important milestone in a long tradition of management thought, initiated by Henry Fayol in the nineteenth century. Fayol’s (1969) linear, one-dimensional and stylised understanding of the management process (planning, organising, staffing, directing, implementing and controlling) gave way to Anthony’s (1965) more complex and realistic partitioning of the management process into strategic planning, management control and operational control. Anthony’s (1965) seminal contribution was to recognise the difference in both degree and kind that exists in planning and control activities at various levels in a formal organisation (Smith, 2002).

Four major studies, each involving some significant portion of one man-year of funded research, have been completed, involving a large automobile company, a government military strategy, a magazine, and a national film agency. It was then discovered that there is perhaps no process in organisations that is more demanding of

human cognition than strategy formulation. Every strategy-maker faces an impossible overload of information (much of it soft); as a result he can have no optimal process to follow, so the researcher or management scientist who seeks to understand strategy formulation is up against the same cognitive constraints, but with poorer access to the necessary information (Mintzberg, 1978).

2.2 Management Theories

Knowing which theories work under which circumstances allows the manager to predict his or her future success with a degree of confidence. Out of the many theories on how to improve management, some parts of each theory have survived and been incorporated into contemporary theories on management. In this way, managers can learn from the past without repeating the same management mistakes. The theories of management can be classified into two main schools of thought, namely the classical and contemporary approaches. It is important to realise, however, that no one theory dominates the field of management (Smit, Cronje, Brevis & Vrba, 2013).

2.2.1 Classical Approach

(i) Scientific management theory

Frederick Winslow Taylor was obsessed, from an early age, with control, and with planning, scheduling and self-regimenting. Taylor believed that responsibility for the organisation of work belonged with the manager, workers merely implement what they were told to do. Taylor's ideas were developed by others, Frank and Lillian Gilbreth. Frank and Lillian developed a movement in, and understanding of, the importance of the individual. Emphasis in successful management lies on the man, not on the work; that efficiency is best secured by placing the emphasis on the man, and modifying the equipment, material and methods to make the most of the man (Robinson, 2005).

(ii) Process/ Administrative approach

This approach to management focuses on managing the total organisation. Fayol is famous for the classical school of management, which emphasises 'command and

control'. Fayol was interested in the administrative side of operations. Although 'command and control' appears at odds with today's emphasis on employee participation, it is undoubtedly true that many organisations require a degree of hierarchy, and clear lines of command and accountability, in order to function effectively (Robinson, 2005).

Fayol's experience led him to conclude that there were five basic functions of administration: planning, organising, commanding, coordinating and controlling. According to Fayol, management is a skill- something that one can learn once its underlying principles are understood (Smit, Cronje, Brevis & Vrba, 2013).

(iii) The bureaucratic approach

In Smit, Cronje, Brevis & Vrba (2013) Webber believed the bureaucratic form is a manifestation of the process of rationalisation of society. He developed a theory of bureaucratic management that stressed the need for a strictly defined hierarchy, governed by clearly defined regulations and authority. Webber's ideal bureaucracy is based on legal authority. Webber's approach to management has stood the test of time relatively well. Limited organisational flexibility and slow decision making are also limitations which, in today's turbulent environment, can lead to golden business opportunities being lost.

2.2.2 Contemporary Approaches

In terms of the contemporary approaches, their roots lie in the classical approaches.

(i) The systems approach

The systems approach to management views an organisation as a group of interrelated parts with a single purpose: to remain in balance. The action of one part influences the other parts and causes imbalance. From a systems point of view, management should maintain a balance of the various parts of the organisation, as well as between the organisation and its environment (Smit, Cronje, Brevis & Vrba, 2013).

(ii) The contingency approach

The contingency approach is based on the systems approach to management. The basic premise of the contingency approach is that the application of management principles depends on the particular situation that management focuses on at a given point in time. There is no single best way to manage. A method highly effective in one situation may not work in another. Management has to decide whether to use the principles of the scientific, bureaucratic, administrative, behavioural, or quantitative approaches (Smit, Cronje , Brevis & Vrba, 2013).

2.3 Strategic Planning

Strategy is the result of a rational planning process that is orchestrated by, if not dominated by, the top management of the organisation. It is the outcome of a formal planning process (Hill & Jones, 1998). Without a strategy the organisation is like a ship without a rudder (Thomson & Strickland, 2001). In deciding where you would like to be, as opposed to where you are probably going to end up, you need a great deal of discussion and a great deal of development of new thinking and new processes. This process involves a large amount of time and contestant discussion with those involved lower down the line who will actually execute the strategies on which the whole picture relies (Henry, Johnson & Newton, 1995).

Planning occurs in all organisations, and at all levels of the organisation. Planning is the task of all managers; from top management right down to the most junior manager in the organisation. Plans have a specific value to an organisation, though it is a time-consuming activity to formulate them. Time is money, therefore planning should not be done at an unnecessarily high cost to the organisation. Managers have to make sure that the plans they formulate are effective. The effectiveness should also include values such as individual and group satisfaction, customer satisfaction, productive use of the organisation's scarce resources and concern for the environment (Smit, Cronje, Brevis & Vrba, 2013).

2.3.1 Planning-to-plan

Planning-to-plan means the in-depth consideration of how the planning itself will be conducted, who will be involved, what the time table will be, what the anticipated consequences of this planning are (and what some of the unanticipated consequences could be), what resources are necessary, and so on. While planning to plan is ordinarily important, it is absolutely critical to the success of the applied strategic planning (Goodstein, Nolan & Pfeiffer, 1993).

Top management in municipalities should plan to plan. Individuals who are responsible for making key decisions will determine whether or not the organisation is ready to engage in formal strategic planning. If the decision is positive, this phase will include the careful selection of the planning team and the establishment of methods to feed information back to non-planning managers, rank-and-file members of the organisation, and other key stakeholders.

Madzivhandila and Asha's contention that despite inherent goodness, the integrated development planning (IDP) process has introduced unprecedented challenges for local municipality service delivery. Their article concludes that the service delivery challenges faced by municipalities in South Africa could be addressed if clear strategies were to be formulated to strengthen community participation and integration with other stakeholders in the IDP process (Mafunisa, Sebola & Tsheola, 2012).

In order to plan effectively, managers need a clear understanding of which resources their organisation can utilise in order to attain the vision, mission, and goals of the organisation in a changing environment. They need to understand the strategy that the organisation is following. They also need to understand the goals of their own and of other sub-units: departments, divisions, or sections. Concentrating on proven plans and neglecting future plans is, however, certain to lead to their downfall (Smit, Cronje, Brevis & Vrba, 2013).

2.3.2 Planning Imperatives

According to Smit (2000:20), the planning imperatives include striving for flexibility, globalising, spreading information, standardising, measuring, rewarding, reorganising and balancing of the interests of all stakeholders. Striving for flexibility entails recognising that change will occur, and to plan for transition before they become crises. It is organising to anticipate the opportunities that come with change and to respond quickly to situations that need attention.

Globalising includes planning and organising resources globally and spreading information using information to link operations to strategy, identify decision points, and drive decision making to the lowest practical level in the organisation. Standardising entails establishing clear boundaries of authority and responsibility so that people know the span of control that they can exercise within their respective organisational units. Measuring is concerned with keeping people accountable. Measurement must be unambiguous so that accountability does not shift up or down if performance falters. Action must follow measurement to reinforce commitment to achieving plan objectives.

Therefore, Smith considers reward as a way to keep people motivated as well as encouraging superior performance by establishing clear reward and incentive systems and to link team performance to corporate goals. Once a direction is established, it is sustained by incentives that encourage long-term commitment and outstanding performance. Reorganising involves favouring teams over hierarchies, because flexible teams and task groups tend to replace the classical organisation pyramid. In terms of balancing of interests of all constituents there is need to develop the coordinated strategies, policies, and action plans with a clear commitment to balance. This balance will impose a higher standard of performance on senior management, creating an organisation that is a strong contender in a very competitive market place (Smit, 2000).

2.3.3 Benefits of strategic planning

In Robinson (2005) Machiavelli's description of how a leader should behave to achieve his ends is that the best way to inspire people to superior performance is to convince them by everything you do and by your every day attitude that you are

wholeheartedly supporting them. The soul of business is a curious alchemy of needs, desires, greed and gratifications mixed with selflessness, sacrifices and personal contributions far beyond material rewards.

So good strategic planning is visionary, yet realistic. Ideas are explored and set out clearly, but they do not drift off into fantasy land. Hence team work is developed, not fiefdoms. High-performance teams creating an orchestrated plan of attack are far superior to the low-performance, selfishly motivated empire-building of little kingdoms by small-thinking leaders (Bean, 1993:18).

According to Bean (1993), good strategic planning develops direction not confusion. It is better to maintain operational sanity than make matters worse with bad planning. If you are going to plan, be crisp, clear, definite, and precise by using the right approach. Good strategic planning is customer-driven, not self-driven. It is driven by the ones who pay the bills, not by those who generate expenses. The customer is built into the fabric of the planning processes.

It is cross-environment, not internal myopic. External driving forces may be out-of-sight, but cannot be out-of-mind. The strategic organisation should be, in a certain sense, “without walls” information – wise, not merely oriented to “what goes on within these walls”. It is opportunistically proactive, not late and reactive. The importance of shifting the laws of control to drive the organisation’s strategy has been covered rather than drifting in operational happenstance. The organisation does not have to operate as if it were a ping-pong ball in a wind tunnel, vulnerable to the exigencies of an unpredictable external environment. Good strategic planning is aggressive, not passive.

In addition, the individuals who are “non-planning reactors” appear to be quite active. After all, they run around the fire in ceaseless activity. But that mode, however active, is strategic passivity, in that the individuals or teams are as quiet in long-term initiative as they are busily reactive in the here and now. A good planning system forces strategic thinking that spawns aggressive initiatives.

It is expansionist, not protectionist. By definition, the commitment to a process of thinking about the future underscores the belief that often it is better to expand one's position offensively than to protect it defensively. Good strategic planning is practical, not academic. The unfortunate impression many people have about the academia is that it is a purveyor and defender of the arcane, impractical, theoretical, and nonsensical. Practicality, that desire to get from point A to point B with reasonable dispatch, is embodied in a thorough results-oriented planning system (Bean, 1993:19). Good strategic planning is realistic, not political. This means asking "what can we really do, both now and later, to realise our vision? Rather than "what can we do despite the way things are around here (in-fighting, fiefdoms/ empires, egos, politics, bureaucracy)?"

Furthermore, implementation is the key, and not only in theory. Break the Oxymoron: plans can be implemented, no longer frozen in the wasteland reserves of the theoretical. The only effective system is the one that gets the intended results accomplished. Ultimately, "results" are not the nice-looking plan, books on the shelf, but are the chosen, completed actions that get done in time and space. It is measurable, not ethereal. Measurement is an activity chiefly performed during implementation of the action plans against precommitted tangible criteria (dates, budgets, resources, completed actions, etc.). Measurement is vital because, as the adage says, "what gets measured gets done".

And again, there has been the sad track record of strategic planning: The vast majority of strategic plans remain in the ethereal, safe (and unprofitable) heights of the vague unknown. What is never measured, usually is never done, a waste and shame indeed. Good strategic planning is on-going, not episodic. An organisation exercising leveraged strategic planning and change management does not do 'it' occasionally, in sporadic episodes.

Rather, these habits are a way of life, a continual process, an inherent and vital part of the organisation. Good strategic planning is results-bound, not bookshelf-bound. From the bookshelf (gathering dust as the record of an annual resort event, the memorial of a memory) to a real live result (something that actually got done from a plan). Plan. Initiate. Complete. Reinforce. Get results (Bean, 1993).

2.3.4 Pitfalls that prevent effective strategic planning

Not all managers are keen planners. The dynamic and complex environment in which managers work, require careful consideration during planning. One of the biggest mistakes that a manager can make is to assume that conditions in the environment will remain constant. Unless a manager has insight into the technology affecting the organisation, competition, changes in customer preferences, new legislation, he or she is on very shaky ground.

In addition, the reluctance of some managers to establish goals for their sub-units is another barrier to effective planning. Managers may not understand the principles of formulating goals. A lack of confidence in their own ability and that of their subordinates could be another reason for this reluctance. Fear of failure may be another reason why managers are reluctant to formulate goals. By not setting goals for their sub-units, managers cannot be accused of not attaining their goals ((Smit, Cronje, Brevis & Vrba, 2013).

2.3.5 Strategic Effectiveness

Strategic effectiveness is achieved by setting the right long-term priorities and implementing them (Bean, 1993:5). Strategic effectiveness consists of overall organisational effectiveness rather than just unit, product, or operational effectiveness. Therefore, assessment of strategic effectiveness involves evaluating the organisation's ability to meet all its goals, subject to environmental uncertainty and internal politics and constraints. Strategic effectiveness also measures the organisation's sustainable competitive advantage. Strategic effectiveness is multi-dimensional, it involves the systems the organisation uses to get things done, it includes organisational change and adaptation, it also includes efficiency and individual performance, and it requires strategic management (Rowe, Mason, Dickel, Mann & Mockler, 1994).

Therefore, strategic effectiveness is then concerned with the manner in which strategies are chosen and implemented .To ensure strategic effectiveness, a strategic manager must be able to establish priorities and develop goals and objectives; utilise resources and eliminate non-productive time; solve problems and determine risk;

make decisions based on valid data and assumptions; communicate; listen to feelings and build trust; resolve conflicts and differences in values; involve individuals in the organisation and obtain commitment; achieve results and develop bases for accomplishment; develop workable plans within policy guidelines and it should be able to maximise the organisation's potential to achieve the strategic plan (Rowe, Mason, Dickel, Mann & Mockler, 1994:206-207).

2.3 Strategic Management

Strategic management is defined as the set of decisions and actions that result in the formulation and implementation of plans designed to achieve a company's objectives (Pearse & Robinson, 2003). Strategic management can also be defined as the process whereby all the organisational functions and resources are integrated and co-ordinated to implement formulated strategies which are aligned with the environment, in order to achieve the long-term goals of the organisation and therefore gain a competitive advantage through adding value for the stakeholders. To be able to implement the strategy, certain driving forces are available for successfully achieving the goals and mission. These include leadership, culture, reward systems, organisational structures and the allocation of resources (Ehlers & Lazenby, 2010).

Strategic management is not a box of tricks or a bundle of techniques. It is analytical thinking and commitment of resources to action. We are now living in an information Age, an internet Age, the internet Age implies Internet speed, a different pace and a greater sense of urgency (Thomson & Strickland, 2001:2).

2.4.1 Evolution of Strategic Management

Anthony's identification of the distinct, different strategic planning task of management found reinforcement, conceptual development and process delineation offered by Ansoff (1965) and Andrews (1970). The Anthony-Ansoff-Andrews paradigm came to maturity, full expression and acceptance in an international seminar on strategic planning held at the University of Pittsburg in 1978, which was documented and disseminated by Schendel and Hofer (1979) in their book titled *Strategic Management*. This understanding of strategic management is today still the

most widely accepted and implemented view of the process by which managers develop, define and motivate the competitive strategy, organisational architecture and long-term objectives of the organisation.

2.4.2 Phases of the strategic management process

Up to this point, three phases of that process have been covered, i.e. the strategy formulation, analysis of alternative strategies, and strategic choice. Although important, these phases alone cannot ensure success; the strategy must be translated into carefully implemented action (Peerce & Robinson, 2003).

Under strategy formulation, given the strategic direction and environmental analysis, the organisation is now in a position to develop long-term objectives, which are more quantifiable than the mission statement development in the previous stage, but which are derived from it (Ehlers & Lazeby, 2007:5). Every organisation should have a vision statement and mission statement to guide it into the future. These give organisational direction, and focus the employees and managers on how and why they are in the organisation. This organisational direction is developed on the basis of ethical behaviour and corporate governance, which is the backbone of strategic management (Ehlers & Lazenby, 2007:5).

The environmental analysis of the organisation consists of evaluating and analysing the external environment for possible opportunities and threats, and the internal environment for possible strengths and weaknesses (SWOT analysis). The internal environment is also known as the organisational profile that includes factors over which the organisation has control. The external environment consists of the macro and market environment, and includes factors over which the organisation has no control. This environmental analysis of the organisation is crucial to the strategic management process and without it, it is impossible to effectively move on to the next phase in the process, namely the strategy formulation (Ehlers & Lazenby, 2007).

Strategic planning is viewed as the concept and process that links an organisation and its environment. Today's business environment is profoundly different from any previously seen. To compound the complexity of aligning the organisation with its

environment, organisations are taking on new and flexible forms. The traditional theory and practice of strategic management, which dominate textbooks on the subject, have to give way to innovative alternatives. Traditional theory and practice of strategic management explains the behaviour of organisations in their business environments. Current turbulence means traditional model of strategic management have to give way to alternative explanations (Smit, 2002:3).

In Smith(2002) John Camillus reviews the ‘predictive’ and ‘learning’ paradigms accepted in the early evolution of strategic management, and points out their weakness in the face of massive discontinuous change, both external and internal to the organisation. New forms of organisation have arisen in the current climate of change which is better explained by a ‘transformational’ paradigm which is pro-active and well suited to bridge discontinuities.

2.5. Strategy Implementation

Lack of implementation has been one of the major failings in strategic planning. The strategic plans of most organisations gather dust rather than results (Kenny, 2005).

Having chosen a strategy to achieve the goals of the organisation, that strategy then has to be put into action, it has to be implemented (Hill & Jones, 1998). However, the efficacy of local government should be achieved through implementation of appropriate and sound strategies. Effective and strategic leadership is needed to take bold and decisive actions against poor performance and lack of accountability (Koma, 2010:116).

The payoff of strategic planning is in its application, in the execution and implementation of the strategic plan. The aim of strategic planning is to develop a better road map to guide the organisation and the planning process fails, unless this road map actually does guide organisational decision making. The management of an organisation according to an explicit strategic plan is strategic management. Strategic management involves the execution of an explicit strategic plan that has captured the commitment of the people who must execute it, that is consistent with the values,

beliefs, and culture of those people, and for which they have the required competence to execute (Goodstein, Nolan & Pfeiffer, 1993).

Bean's law of strategic implementation indicates that "*generally speaking, these organisations that consistently set and implement strategic action plans achieve quicker and higher business results than what they achieved before, better in comparison to their competitor's progress over the same period of time*" (Bean, 1993: 21). To be able to implement the strategies certain drivers (driving forces) are available to successfully achieve the objectives and mission. This includes leadership, culture, reward systems, organisational structures and allocation of resources. These are supplemented by strategic instruments like short-term objectives and policies (Ehlers & Lazenby, 2007).

Implementation of the chosen strategy is often called the action phase of the strategic management process (Pearce & Robinson, 2003). Strategy formulation and strategy implementation are aspects of one process and are frequently concurrent, if not indistinguishable. Yet there are times when strategy formulation and planning manifestly are not concurrent with strategy implementation (Hendry, Johnson & Newton, 1995).

2.6 Does strategic planning improve organisational performance?

Literature describes planning as being effectively relative to its contribution to the performance or end results that the planning system was initially designed to achieve. These end results are generally initially established in the strategic planning system as a range of attention in the article published reports of empirical data, which examined such a relationship between strategic planning and organisational performance. However, it was found that the research published to date, is far from conclusive in establishing a relationship between strategic planning and performance, or end results. Therefore, it cannot be concluded that strategic planning is an effective, or indeed ineffective, tool for the overall management of organisations (Smit, 2002).

According to Manyaka & Sebola (2012), the South African Government has since the 1994 democratic breakthrough adopted performance management as a tool to achieve effective service delivery. However, it is worth noting that even though there has been

an adoption of the performance management system in order to speed up service delivery and transformation, performance management still remains a major challenge in the public service, with a negative impact on service delivery.

Therefore, enhancing a positive impact in service delivery through performance management requires competent management and leadership as a foremost requisite. This requires, among other interventions, management training, revival of staff morale and managerial commitment. Performance management, according to Williams (2002), aims to harness the contribution of individual employee performance to organisational performance (Manyaka & Sebola, 2012). Manyaka and Sebola (2012) bring to the fore another critical factor in service delivery namely, performance management. They argue that the effective management of employee performance in the South African public service is linked directly to the effectiveness of public service, service delivery (Mafunisa, Sebola & Tsheola, 2012).

The performance audit is of critical importance in the Applied Strategic Planning process. The purpose of performance audit is to establish bench mark of capability against which these goals can be tested. Failure to do an adequate performance audit could result in a false sense of security, a belief that the organisation is more capable of reaching its goals than it really is. This could well mean serious errors in the process of finally establishing strategic goals and possibly failing to achieve these goals (Goodstein et al., 1993).

The purpose of performance audit is to provide the data for the gap analysis to be conducted. Why is the performance audit so frequently a difficult process? In many organisations there is more than a dim awareness that the performance audit will turn over too many rocks, expose too many foibles, and raise issues about too many hidden intrigues to be comfortable or easy. Yet, what is absolutely necessary in the performance audit is honesty. If defining one's future is one critical element of planning, another one is knowing where one is starting from (Goodstein et al., 1993).

2.7. The relationship between strategic management and management of change

Today organisations operate in rapidly changing environments. The changes occurring in these environments have a very real effect on all aspects of the organisation, its management, the people involved, its culture, structures and processes. Change usually originates in the external environment, which then makes change within the organisation necessary. Strategic management can be defined as the process of formulating and implementing strategies in response to a changing environment so as to ensure the survival and success of the organisation. Strategic management and management of change are therefore interdependent (Smith & Morgan 1996:296-297).

The change management theory by Robinson (2005) indicates that being a true learning organisation requires a mind shift to enable the organisation, not just to survive, but to acquire the continuity capacity to create and adept in an environment of rapid change, Senge argues, only those organisations that have the flexibility and skills to adapt will survive and outperform the competition. Organisations must gain the commitment of all employees, no matter what their level, and nurture their capacity to learn. It then means that strategy can be viewed as the set of consistent behaviours by which the organisation establishes for a time its place in its environment. Strategic change can then be viewed as the organisation's response to environmental change, constrained by the momentum of the bureaucracy and accelerated or dampened by the leadership.

Resistance to change is another barrier to change. Almost by definition, planning involves changing one or more aspects of an organisation's current solutions to enable it to adapt to the everchanging external environment (Smit , Cronje , Brevis & Vrba, 2013).

2.7.1 Management of cultural diversity

According to Smit & Morgan (1996), the external environment in South Africa has changed since the first democratic elections took place on 27 April 1994 and the 'Interim Constitution', Act 200 of 1993, came into effect. These changes have had a significant impact on the practical application of affirmative action in organisations in

this country. The reason for moving beyond affirmative action to management of diversity is that affirmative action fails to deal with the root causes of racial and gender prejudice, and does little to develop the full potential of every employee in the organisation. For example, many organisations believe that once black employees have been appointed in traditionally white positions, all is well.

It is only afterwards that they discover that there is now a diversity of races, genders, ethnic groups and religious groups in the same organisation, each unit with its own misconceptions about the other. This poses a difficulty because the different groups do not know how to deal with these misconceptions. Organisations can only change effectively and be more successful in the future if they consider all the relevant strategic issues and plan accordingly. Implementing affirmative action programmes and managing diversity are direct change drivers and need to be incorporated into the overall strategic management process of the organisation (Smit & Morgan, 1996).

Finally, organisational ethics is the application of ethical reasoning to specific organisational situations and activities, so that moral issues that arise in the organisation can be resolved or at least clarified (Smit & Morgan, 1996). Geert Hofstede's theory of cultural differences postulates about people having much in common (such as educational attainments and nature of work and company) but who belonged to different nationalities (Robinson, 2005).

2.8 Strategic management and corporate governance

Corporate governance is a multifaceted concept. It encompasses different dimensions that provide for accountability, transparency, ethics and stakeholder management (Koma, 2009). It is a system of reference according to which organisations are managed and controlled, and from which the organisation's values and ethics emerge (Smit, Cronje, Brevis & Vrba, 2013).

Corporate governance deals with the way an organisation aligns its own goals with those of its stakeholders and manages its relationships with both its internal and external stakeholders. These relationships impact on the strategic direction of the organisation and subsequently on its performance. Elton Mayo highlighted the

importance of social interaction in his theory of scientific management. An organisation's approach to corporate governance is reflected and enforced by its values, actions and standards. All organisations operate within the broader society and the natural environment. Organisations should strive to be good corporate citizens and fulfil their obligations to society (Ehlers & Lazenby, 2007).

Follet theorised about community, experience and the group, and how these related to the individual and the organisation. An organisation is one in which people at all levels should be motivated to work and participate. They should gather their own information, define their own roles and shape their own lives. Organisations are based fundamentally on cooperation and coordination, this is the single unifying principle holding them together. She advocated 'power with' (a jointly developed power) rather than 'power over' as the key to social progress and business success. The principles of democracy and cooperation permeate all Follet's writings. She thought indeed that democratic principles should be taught from an early age (Robinson, 2005).

Thus a corporate citizenship comprises the extent to which an organisation makes a positive contribution to society by respecting and showing consideration to its stakeholders; upholding high ethical values; adhering to legislation, rules and regulations and a high regard for the natural environment. All strategic decisions should therefore be taken within the context of good corporate governance and good corporate citizenship practices (Ehlers & Lazenby, 2007).

Pat Barret, Auditor General for Australia (2000), expresses the opinion that, although corporate governance has no single accepted definition, it is nevertheless generally understood that the concept encompasses how an organisation is managed, how its corporate and other structures are arranged, its culture, its policies and strategies and the ways in which it deals with its various stakeholders. Although he is of the opinion that management forms part of corporate governance, the approach that will be followed will be that the corporate governing body should govern, while management function will be the responsibility of operational managers. The relationship between the two will then be arranged in terms of a properly established accountability network (Minaar & Bekker, 2005).

2.9 Strategic Management and Strategic Leadership

According to Ehlers & Lazenby (2007), strategic leadership refers to the ability to articulate a strategic vision for the organisation and to motivate others to buy into that vision. Characteristics of good leadership are: vision, eloquence and consistency, commitment, being well informed, willingness to delegate and empower, astute use of power, vision, eloquence and consistency. One of the key tasks of leadership is to give the organisation a sense of direction. Strong leaders seem to have a vision of where the organisation should go. They are eloquent enough to communicate this vision to others within the organisation in terms that can energise people, and they consistently articulate their vision until it becomes part of the culture of the organisation.

Therefore, a strong leader is someone who demonstrates commitment to his or her particular vision, often leading by example. Good leaders do not operate in a vacuum., They rather develop a network of formal and informal sources that keep them well informed about what is going on within their organisation. They develop back-channel ways of finding out what is going on within the organisation so that they do not have to rely on formal information channels.

Good leaders are skilled delegators. They recognise that unless they delegate, they can quickly become overloaded with responsibilities. They also recognise that empowering subordinates to make decisions is a good motivational tool. Delegation also makes sense when it results in decisions being made by those who must implement them. At the same time, good leaders recognise that they need to maintain control over certain key decisions. Thus, although they will delegate many decisions to lower-level employees, they will not delegate those decisions that they judge to be critical to the future success of the organisation under their leadership.

In addition, good leaders tend to be very astute in their use of power. By this Edward Rwapp means the following: First, good leaders prefer to build consensus for their ideas rather than use their authority to force ideas through. They act as democratic leaders as members of a coalition rather than as dictators. Second, good leaders often hesitate to commit themselves publicly to detailed strategic plans or precise

objectives, since in all probability the emergence of unexpected contingencies will require adaptation (Ehlers & Lazenby, 2007).

Strategic change is the movement of an organisation away from its present state toward some desired future state to increase its competitive advantage (Hill & Jones, 1998). The public sector work environment needs leaders who are able to drive transformation, while managing the performance of their work units effectively. Leadership effectiveness relates to the perceptions of those who are being led. Exceptionally effective leaders are visionary, conceiving and implementing significant social or institutional changes, offering innovative solutions to problems, and being generally more effective in stressful and crisis situations (Kotzé & Venter, 2010)

The ethical conduct is also important in an organisation. 'Ethics' deal with what is right or wrong, generally and universally, as defined by various purposes. To be ethical is to carry out socio-professional acts in a manner defined as acceptable. An unethical conduct reduces public trust and confidence in the integrity and impartiality of elected representatives (Disoloane, 2010:436).

2.10 Functional Aspects (Benefits) of Strategic Management

Higher productivity: not only do these organisations show higher profits, but through better planning and utilisation of resources and materials (inputs) they tend to deliver more and better outputs, thus improving their productivity. South Africa is well known as a country that does not perform very highly on the productivity score sheets of the world. Better strategic management could address this problem (Ehlers & Lazenby, 2007).

Higher profitability: over the years organisations that have used strategic management as the foundation of their business have shown better improvement in turnover and profits.

Improved communication across the different functions in the organisation: The importance of communication in all kinds of organisations has increased over the past

decade, not only external communication with the stakeholders, but specifically internal communication. Through effective strategic management all employees tend to understand the goals and objectives of the organisation so much better and this directly leads to better and more effective communication. Therefore, strategic management that is communicated effectively will lead to better understanding by employees and other stakeholders. An understanding of why the organisation does certain things in a certain way and where the organisation is heading will make all stakeholders more committed to the cause.

Empowerment: This can be a direct benefit of strategic management if it is managed correctly. The biggest mistake strategic managers make is to develop/formulate strategies themselves and then channel them down to functional/operational managers to execute. Employees have to take direct control and ownership of certain strategies, and if they are involved throughout the whole process of strategic planning, they will be committed to, and empowered to, implement these strategies successfully (Ehlers & Lazenby, 2007).

Discipline and a sense of responsibility to the management of the organisation: This develops because the management team involved in strategic management takes full responsibility for its strategic plan and its implementation (in line with good corporate governance), which ensures that the process is managed and controlled in a disciplined way.

More effective time management: this develops because all strategic plans must be implemented by certain due dates. The whole strategic process is therefore broken down into more specific time frames, giving all employees involved a better idea of their own time management (Ehlers & Lazenby, 2007).

More effective resource management: As a rule of thumb all resources are scarce. These resources are allocated to the different functions according to the strategies due to be implemented. Resources are therefore more carefully managed through controlled resources allocation. Thus strategic management provides a framework/process in which every employee can see and understand through which phase the strategic process is currently moving. It encourages the proactive thinking

of employees and therefore breaks down resistance to change (Ehlers & Lazenby, 2007).

2.11 Dysfunctional Aspects (Risks) of Strategic Management

The following risks were indicated by Ehlers & Lazenby (2007). Unrealistic expectations from managers and employees: Even though the process of strategic management should include as many participants as possible, this is not always practically achievable. This means that several ideas and strategic suggestions will not be accepted and this could lead to demotivation among staff members.

The uncertain chain of implementation: Strategic plans are formulated at higher managerial levels of the organisation. This means that it is usually someone else who has to implement them. It is important that there is a clear chain of implementation down to the lower levels. This can be done by identifying clear responsibility areas and outcomes. It is also essential that the implementers of strategic plans know why and how to implement them. They should know what the benefits are for them and for the organisation as a whole. A culture of participative management and clear communication channels can reduce this risk of unclear goals and make everyone feel involved in the strategic management process.

Negative perception of strategic management: Everyone in the organisation should support the use and importance of strategic management, especially every individual in top-level management. If this does not take place, the organisation risks a possible negative attitude from top management, which would directly flow down to employees, the implementation team.

No specific objectives and measurable outcomes: Probably the single most important criticism of strategic management is the fact that management does not know whether strategies have been implemented successfully or not. In other words, there are frequently no measurement tools to see whether the organisation is better off or not after implementing the strategies. Well- formulated long-term objectives and the balanced scorecard can help overcome this risk.

Culture of change: Strategic management and organisational change go hand in hand. A positive culture of change would increase the positive acceptance of new ideas and strategies, while the opposite is even truer. Flexibility and creativity are two important fundamentals in change management and therefore also in strategic management. (Ehlers & Lazenby, 2007).

2.12 The international management environment

The impact of the international environment on organisational strategy and tactics is usually long term and indirect, but cannot be ignored, especially not in an increasingly global world order. Examples of international factors that influence what an organisation is doing include innovative new management practices that gradually spread worldwide and the influence of an increasing number of regional and even global policy forums on government policies (Minaar & Bekker , 2005:22).

A practical expression of consideration for value creation (Tunisia, 1999) is to be found in the following example: Tunisia, traditionally an extremely poor , drought-stricken country in the north of Africa, without any substantial natural resources such as oil or minerals, has managed to create truly sustainable value. The country has concentrated on job creation; implementing infrastructure projects; the ingenious use and careful husbanding of whatever resources are available and mobilising a workforce (Minaar & Bekker , 2005). Scania is extending its influence to ensure that value is added from a customer's point of view. Customer input is sought via customer focus groups, and this input is used to generate improvements in the value-adding system. Scania is a Swedish- owned manufacturer and distributor of trucks, buses, coaches and marine engines, in Europe. Scania will work the value chain by emphasising relevant strategic factors such as customer service, product quality, etc (Graham, 2005). Levi Strauss is a privately held global corporation with headquarters in San Francisco, California. It produces jeans, jeans-related products and casual clothing in over 60 countries. Levi Strauss goes to great pains to ensure that standards are met in the areas of environment, ethics, health and safety, legal matters and responsible employment practices (Graham, 2005).

Of the thirty poorest countries in the world today, as measured in terms of the human development index, twenty five (83%) are found in Africa. Many scholars have investigated the causes of this poverty and underdevelopment in Africa and several variables have been identified as major contributors. Among them are political opportunism, which includes such behaviour as corruption, political violence, poorly developed and non sustainable infrastructure, high debt levels, a global economy that places African producers at a competitive disadvantage, an international financial system that discriminates against African traders and economic policies of the developed market economies. (Minaar & Bekker , 2005).

An organisation adds value to a product when it improves the product's quality and provides a better service to the consumer or customises the product to the consumer or customises the product to consumer needs in such a way that consumers will pay more for it. The challenge for organisations is how to cope, remain competitive and to prosper in this demanding and ever changing global environment (Ehlers & Lazenby , 2007).

2.13 Conclusion

An efficient public service is vital to a well- functioning country that maximises its developmental potential and the welfare of its citizens. The public service should play a particularly important role in developing countries, striving to extend services and to reduce inequalities, demonstrating to citizens that their society is capable of organising itself in an efficient way. In South Africa the public service is unfortunately rapidly gaining a reputation of inefficiency, corruption and incompetence as governmental institutions routinely receive qualified audits, thereby undermining, rather than maximising, the developmental potential of the country (Kroukamp, 2011).

The South African government has a constitutional mandate to deliver services to promote the quality of life of all citizens. The strategic management of integrated development planning (IDP) was identified as the primary development instrument across the three spheres of government to address basic needs of the poor. Municipalities were made responsible for municipal planning and development.

Striving to improve the integrated development plans of municipalities in the various provinces is a challenging demand on governance and local management (Subban & Theron, 2011).

This chapter reviewed the literature on strategic planning and management of municipalities. The review indicates how planning should be planned for, the planning imperatives, benefits of strategic planning and also the pitfalls that prevent effective strategic planning and strategic effectiveness. The review also indicates the evolution of strategic management, management theories and the implementation of strategy. The following are also indicated by the literature review: organisational performance, cultural diversity, corporate governance, strategic leadership and management of change. The proper use and implementation of the above mentioned components may contribute to the effective strategic planning and management of municipalities.

CHAPTER THREE

REREARCH METHODOLOGY

3.1 Introduction

A research methodology refers to a detailed account of the overall research approach and design; research methods, population, data collection (sampling) and analysis. According to Blaikie (2009), research methodology is an integrated statement of and justification for the technical decisions involved in planning a research project. Strydom (in De Vos *et al.*, 2005:252) suggests that the actual procedure of the study should be described comprehensively, so that the reader should develop confidence in the methods used. For instance the descriptions of the participants, research design, sampling plan and data collection procedures should be included in the research methodology.

Therefore, the approach to the research is qualitative because the study looks for views and opinions of respondents, in this case public officials, politicians and members of the public. The secondary data aspect included the reviewing of documents of different municipalities in terms of planning and their own management styles.

3.2 Research Design

A research design is a strategic framework for action that serves as a bridge between research questions and the execution or implementation of the research (Terre Blanche, Durrheim & Painter, 2006). Design is all those decisions a researcher makes in planning the study (De Vos, Strydom, Fouchè & Delport, 2011).

Burns & Grove (2001) state that designing a study helps a researcher to plan and implement the study in a way that will help him obtain the intended results, thus increasing the chances of obtaining information that could be associated with the real situation. The study relied on the qualitative research method which is appropriate for

this study. It described real experiences of super-ordinate public officials and political office bearers in their natural settings.

Ritchie & Lewis (2005:28) are of the view that “qualitative research is, by nature and function, mainly explorative and descriptive and therefore an explorative and descriptive design will be used in most qualitative research projects”.

One of the purposes of qualitative research is to formulate research questions that give shape to the study. The research questions that guided this researcher throughout the research process are stated below:

- How do local municipalities in Waterberg District implement strategic planning and management?
- What are the constraints to effective governance in Modimolle and Mookgopong local municipalities (chosen sample) where strategic planning and management are being implemented?
- What impact does strategic planning and management have on governance of Modimolle and Mookgopong local municipalities?
- Is there capacity for municipalities to improve the socio-economic development in their communities?
- What policy recommendations can be introduced to improve strategic planning in municipalities?

The research design applied in this study sought to get a deeper understanding of how the following municipalities are implementing strategic planning and management to improve the quality of lives of people in the communities of the Waterberg district.

3.3 Research Population

In this section the researcher described the populations that were considered for the study and the sampling technique that were used to address the various populations. The sample was drawn from two municipalities, of the six(6) municipalities in the Waterberg District, namely, Modimolle and Mookgopong local municipalities,

Various constraints such as human resources and budget were a reason to choose only two (2) out of six municipalities as a sample. In each of the two identified municipalities four officials and four political office bearers from each municipality were interviewed. In addition, ten members from the community from each of the municipalities, including ward committees, were interviewed.

3.3.1 Sampling

Sampling is the selection of research participants from an entire population, and involves decisions about which people, settings, events, behaviours, and/or social processes to observe (Terre Blanche, Durrheim & Painter, 2006). A purposive sampling method was used in this research. Two municipalities from Waterberg district were identified and were used to gather information for the research purpose. The two municipalities are Modimolle and Mookgopong local municipalities. In each municipality four officials, four political office bearers and ten members of the community were interviewed, a total of 26 respondents. Two ward committee members from each municipality were included in the sample above.

In qualitative studies a purposive sampling technique is used when the research deals with a selection of a sample from what Neuman (1997:206) calls a difficult-to-reach specialised population. For example, issues related to municipal performance are sensitive and hence many were not willing to be interviewed. The purposive sampling was therefore deemed fit for this study. In purposive sampling, the researcher samples with a purpose in mind, usually with one or more specific predetermined groups of interest (Strydom in De Vos *et al.*, 2005).

The quantitative approach was also applied in this study to validate the municipal performance score cards which was a content analysis. The researcher intended to assume that municipalities have score cards to be able to manage their strategic plans.

According to Thomas (2003), quantitative research uses numbers and statistical methods. It intends to be based on numerical measurements of specific aspects of phenomena, it abstracts from particular instances to seek general descriptions.

3.3.2 Data collection

In this study, a questionnaire was used to obtain data relevant to the study's objectives and research questions. The purpose of the study was to evaluate the implementation of the strategic planning and management in Waterberg municipalities, Limpopo Province.

Primary data were collected using structured narrative interviews as well as open-ended questionnaires. Questionnaires were administered by the researcher. Both methods were used to collect research data from the respondents. The aim was to get an in depth understanding of why municipalities are not performing well in terms of service delivery.

Field notes were also used for content analysis validating information on the municipal performance score card. The study aimed to understand the internal as well as the external environment in which municipalities are operating. The environment and context in which data were collected was chosen with utmost consideration and care to get a true reflection of issues. Secondary data sources such as the municipality's Strategic plans (IDP's), LED Strategy and programmes, SDBIP, annual reports and policies were also analysed to augment the findings of the study.

3.3.2.1 Data collection instrument

The term, data, refers to the rough materials researchers collect from the world they are studying; they are the particulars that form the basis of analysis (De Vos, Strydom, Fouchè & Delport, 2011). Data are discussed in chapter four according to the relevant sections of the questionnaire.

3.3.2.1.1 Development of the questionnaire

The structure of the questionnaire consisted of the following:

Part one: Personal data

Part two: Background information

Part three: Economic governance and management

Part four: Corporate governance

The questions in the questionnaire were both open-ended and closed questions.

3.3.2.1.2 Preparation of instrument for data collection

Before embarking on the main investigation of the study the researcher conducted a pilot study to familiarise herself with the process of data collection. A pilot study was necessary for refining the wording, ordering, and layout and to prune the questionnaire to a manageable length. The pilot study is one way in which prospective researchers can orientate themselves to the project they have in mind. Mouton (2001: 103) says that one of the most common errors in doing research is that no piloting or pretesting is done (De Vos, Strydom , Fouchè & Delport, 2011).

The process of piloting the questionnaire took approximately three weeks. The pilot study was conducted in Mogalakwena municipality. Four municipal officials, four councillors of Mogalakwena municipality, four ward committee members and ten community members were interviewed. Barker (2003:327-328) defines a pilot study as a procedure for testing and validating an instrument by administering it to a small group of participants from the intended test population (De Vos, Strydom , Fouchè & Delport, 2011:237).

3.3.2.1.3 The preparation of the participants for data collection

Establishing rapport with prospective participants is essential and will enhance positive responses from them, while at the same time building trust between the parties. This is confirmed by Nziyane (2010:43) who maintains that establishing rapport will enable the participants to get to know the researcher better and to establish trust in their natural environment where they will feel comfortable to explore and describe their life experiences. The preparation took two weeks. Making arrangements in these municipalities was easy for this researcher since she is a

councillor in Mogalakwena municipality and also an REC member of the ANC Waterberg region.

3.3.2.1.4 Gaining access to the study area and participants

Access was easily gained in the four municipalities as they are in close proximity. Telephonic arrangements were made for the distribution and collection of the questionnaires. Permission was granted by the municipal managers and mayors to conduct interviews and distribute questionnaires.

3.4 Data Analysis and Interpretation

Data analysis is a process of turning data into information (Lancaster, 2005). Data are coded into clusters and categories. Coding is marking the segments of data with symbols, descriptive words or unique identifying names (Creswell *et al.*, 2007). Emerging themes assisted in understanding the causes of poor service delivery in municipalities. Microsoft Excel software was used to draw tables of the number of respondents chosen per municipality, averages, percentages as well as views of participants from municipalities. Pie-charts and bar-graphs are also used where necessary. Data analysis and data interpretation will be discussed and outlined in detail in chapter four.

Consequently, for quantitative data analysis, a code sheet was used to prepare data for computer analysis. The statistical Package for Social Sciences (SPSS) was used to create a data file that can be repeatedly accessed for analysis (Rose & Sullivan, 1996). The simple frequency distribution was used as well as graphic forms of data.

3.5 Limitations

These are potential limitations for the study, time limitations and limitations in terms of resources to access participants in all municipalities. Potential limitations are often numerous, even in the most carefully planned research study (De Vos, Strydom, Fouchè and Delpont, 2005). The study focused mainly on selected municipalities in Waterberg district, therefore findings of the study may not be generalised to the whole of Limpopo.

3.6 Ethical considerations

The researcher was expected to consider and adhere to the basic requirements and principles of research throughout the research process. Researchers need to exercise care that the rights of individuals and institutions are safe guarded. The researcher obtained permission to access the sites and conduct research among respondents and participants. The application for permission indicated clearly who the researcher will be collaborating with, where, when and how (Creswell *et al.*, 2007:34). The aim is to protect their identity and confidentiality. The researcher obtained informed consent from the Waterberg District municipality, the prospective municipal managers and mayors as well as community members.

Participants should fully understand what the research entails, why it is being conducted and what effect it might have on them (Cohen *et al.*, 2007:52). As such participants were free to participate or withdraw from participating. The research findings will be shared with participants should they require them.

3.7 Conclusion

The chapter discussed the research methodology of the study and described the research design, population, sample, data collection and ethical considerations. A step-by-step description of the research application was provided. The next chapter will outline a detailed analysis of data collected and the interpretation of the data analysed.

CHAPTER FOUR
DATA ANALYSIS AND INTERPRETATION OF THE RESEARCH
FINDINGS

4.1 Introduction

This chapter presents the analysis, interpretation and discussions of findings about the data collected for the study on the evaluation of the implementation of strategic planning and management in the Waterberg district municipalities, Limpopo Province. It highlights the findings of the information collected from municipal officials, politicians, ward committees and members of the community who participated in the study.

Data analysis is a process which is used to analyse information collected in the study. Data were collected through questionnaires and interviews. The use of different research methods in the same study is essential as it has been discovered that the results converge, mutually confirm and support the same conclusion (Brynard, 1992:131; Neuman, 2000: 21-22; Flick, 2002: 266-268; Gill & Johnson, 2002: 229; Seale, Gobo, Gubrium & Silverman, 2004: 312).

Both qualitative and quantitative methods were used to collect data, though a qualitative method was used quite extensively. According to Maykut and Morehouse's (1994: 120) point of view "The process of qualitative data analysis... is fundamentally a non-mathematical analytical procedure that involves examining the meaning of people's words and action".

4.2 Analysis and interpretation of data

In this section, the findings will reflect the key issues with regard to the impact of the implementation of strategic planning and management in municipalities in the Waterberg district, Limpopo Province. The data will be presented and where appropriate opportunities for possible interventions to improve the implementation of strategic planning and management will also be identified.

Table 1: Stakeholders selected for the study and those who completed the questionnaire

Questionnaires completed and returned			
Stakeholder	Number of questionnaires issued	Number of questionnaires returned	Percentage
Municipal officials	08	05	63%
Politicians(Councillors)	08	02	25%
Ward Committees	10	02	20%
Community members	20	02	10%
Total	46	11	24%

The highest number of responses was that of officials (63%), an official is in relation to a municipality or municipal entity an employee of a municipality or municipal entity. This is followed by politicians or councillors with 25%. Ward councillors are representatives of specific communities and are ideally placed to be the link between the people and the municipality. They should bring people’s needs and problems to the municipality and consult and inform the community around municipal services and programmes.

Non-executive councillors generally function in a part-time capacity and are expected to play a political role in representing residents and other stakeholders in the municipality. Councillors provide the critical political linkage between the executive and the community. Councillors can therefore facilitate the consultative processes envisaged in both the MFMA and the Municipal Systems Act, particularly with regard to budgets, IDPs, budget related policies, tariff setting for services, indigency policies, long term borrowing and contracts. Ward committees who responded are 20%.

The lowest number of stakeholders who responded was that of community members with 10%. The local community is that body of persons, specifically including the poor and disadvantaged, made up of the residents and rate payers of the municipality; any civic organisations, non-governmental, private sector, or labour organisations or

bodies which are involved in local affairs within the municipality. The low number of responses by community members is attributed to lack of, or inadequate knowledge of, municipal systems and processes. A low response rate of 24% means that less than half of participants or stakeholders identified, were able to contribute towards the study.

The Table reveals that politicians or councillors (only 25%) were able to respond to the questionnaire, ward committees (only 20%), and community members (only 10%). It is evident that the majority of stakeholders do not understand the planning and management of municipalities. This is a very serious concern as the IDP is a strategic plan of a municipality, and the SDBIP is a monitoring tool or instrument to check whether the objectives set in the IDP are met or not. If the majority of stakeholders do not know their plans and targets, how will the municipality achieve in terms of service delivery.

Table 1 shows the importance of training the different stakeholders of the municipality to understand the municipal systems and processes. It also shows that community consultation and capacitating processes should be intensely conducted so that the community is well informed about municipal systems and processes. Consultation helps the different stakeholders to better understand and support the decisions that municipalities must take. Pursuant to the provisions of section 160 of the Constitution, chapter 4 of the Municipal Systems Act provides a framework for the development of community participation in a municipality, capacity building of the community so that they are involved in the affairs of the municipality.

4.3 Findings of the study

In analysing the responses, the researcher identified questions and statements in the questionnaire and discussed the findings in relation to the topic, the strategic planning and management in municipalities. Short interviews were also held with respondents whereby respondents were able to interact with the researcher and also gave their own recommendations. Municipal score cards were also analysed to confirm the actual provision of service delivery. A Municipal Scorecard (MS) is a preferred performance management model where all indicators are grouped together three perspectives.

Questions from the questionnaire: Part One (Background)

Question 2.1 Understanding of a strategic plan: The perspective of officials

In terms of the understanding of a strategic plan of municipalities, most of respondents seem to know and also understand what a strategic plan of a municipality is. Respondents have indicated that a strategic plan in the local government, in the municipal sector, is a long term document that reflects the vision and mission statements into strategies for the delivery of services a community would normally get from a municipality. These sentiments are encapsulated in the following excerpt:

“Strategic plan is effective planning where consideration is given on the available resources for efficient and optimal utilisation; for sustainable development and growth.” (Official 4, Modimole Municipality)

Others are of the view that a strategic plan is possession of vision and commitment to lead through long-term business planning processes and the ability to allocate resources required to deliver the desired results. It is an institutional road map which outlines the direction the institution would like to take for a particular period and the goals to be achieved within that period, process by which the guiding members of an organisation envision its future and develop the necessary procedures and operations to achieve that future. Strategic plan is the product of the process.

The perspective of councillors and community members

A councillor had to say: “It is a road map that drives the mission and vision of the institution.” (Councillor 2, Mookgopong Municipality).

Another councillor indicated, that strategic planning is a process of determining an institution’s long term goals and the identification of the best approach relating to how the objectives will be realised. The community member stated that strategic planning is a session wherein the municipality comes up with projects for service delivery according to the identified needs from the community.

There is a convergent perspective in terms of the responses given by officials, councillors and a community member. It shows that the stakeholders have a common understanding of what a strategic plan of a municipality is.

Table2: Municipal strategic planning process

Question 2.3	No. of participants	Yes	No
1. Does the municipality have a strategic plan?	11	100%	0%

All respondents (100%) who responded in the Table 2 above indicate that there are plans for the municipalities. The response is good because local government in South Africa is governed by various sectors of legislation. The MFMA, as one of these sectors of legislation seeks to modernise budget and financial management practices in municipalities in order to maximise the capacity of municipalities to deliver service to all their residents, customers and users. In today’s highly competitive business and organisational environment, budget oriented planning or forecast planning methods are insufficient for a large firm or organisation to prosper.

There is a need to engage in strategic planning that clearly defines objectives and assesses both the internal and external situation to formulate strategy, evaluate progress, and make judgements as is necessary to stay on track. Strategic planning can be used and employed as a tool in terms of understanding the environment in which a municipality operates. Because of a sound strategic management plan, a municipality would have an in-depth knowledge and insightful understanding of existing competing interests and the dynamics of financial management forces at play. This approach would enable the municipality to ensure service delivery in terms of quantitative and qualitative transformation.

Table 3: Municipal planning and implementation

Question 2.5	No. of participants	Yes	No
1. Is the plan properly implemented?	11	82%	18%

The perspective from officials,

The yes response was supported by the evidence which follows. For instance, an official said:

“It is almost properly implemented as most services are delivered. The constraints are: shortage of budget, time frames not being met, strategic plans not taken up properly in implementation plans and corrective actions not always taken to improve performance.”
(Official 1, Modimolle Municipality).

Other officials agree with official 1 that plans of municipalities are properly implemented although there are challenges such as non-alignment and integration of development plans, lack of political willingness and the inconsistency of the implementation plan.

Some officials seemed not to understand the question, they have simply indicated that the plan is being reviewed annually as a legislative requirement through the engagements of a number of stakeholders within the financial year whereby the needs of the community are obtained, analysed and assessed and which then result in the adoption of the final five year plan by the municipal council in May of each year. Planning to develop and maintain good relationships and provision of good and consistent quality service, implementing and monitoring are important to strategic planning.

Perspective of councillors and community members

A councillor had this to say:

“Our strategic plan is the IDP which is a principle document of the municipality. Yes, it is through the SDBIP document which constitutes targets for the whole financial year.”
(Councillor 2, Modimolle Municipality).

Another councillor seems not to have understood the question like some officials. He indicated that the institution has an action plan that is in place for the implementation of the strategic plan. Community members did not respond to the question.

The majority of respondents agree that the municipal plans are properly implemented, if the municipal plans are put in place. It gives hope to an effective, efficient and economic delivery of services. Strategic planning and implementation by and large explains the processes, identifies role players in the process and complements other municipal processes like Integrated Development Planning (IDP), budgeting and reporting frameworks.

Most of the respondents in Table 3 above indicated that the strategic plan is properly implemented, but in providing reasons why they are indicating that the strategic plan is properly implemented they point out that the strategic plan is almost properly implemented; most services are delivered but there are constraints such as the shortage of budget and time frames not being met. They also indicate that the strategic plan is not taken up properly in implementation plans, and corrective actions are not always taken to improve performance.

Implementation means bringing your strategic design to life by carrying out lines of action in ways that are focused around the basic development principle so that the process itself actually leads to your original vision. Most importantly, respondents indicated that it is a legal requirement for a municipality to have a plan, so every municipality should have a strategic plan. The Municipal Systems Act requires all municipalities to adopt a single, inclusive plan for the development of the municipality.

The strategy is implemented by means of programmes, budgets and procedures. Implementation involves the organisation’s resources and motivation of the staff to achieve objectives. The way in which a strategy is implemented can have a significant

impact on whether it will be successful. In a large organisation like a municipality, those who implement strategy will likely be different from the people who formulated it. For this reason care must be taken to communicate the strategy and the reasoning behind it. Otherwise the implementation might not succeed if the strategy is misunderstood or if lower managers resist its implementation because they do not understand why the particular strategy was selected.

Table 4: Does the municipality have another strategic document besides the IDP (Integrated Development Plan)?

Question 2.7	No. of participants	Yes	No	No response
1. Does the municipality have another strategic document besides the IDP?	11	36%	36%	28%

Less than half of the respondents indicate that the IDP is the only strategic plan of a municipality. More than half of the respondents show that the IDP is not the only strategic plan and some did not respond at all. There is thus a divergent perspective amongst respondents in terms of whether the IDP is the only strategic plan of the municipality or not. The analysis of the responses indicates that training or capacity building of officials and politicians is needed to enable them to understand the processes and systems of the municipality.

Question 2.8: Role players in the formulation of the strategic plan

Perspective of officials:

According to an official:

“The main role- players in the formulation of a strategic plan are government departments, managers, consultants, councillors and community members.” (Official 1, Modimolle Municipality)

Other officials agreed with the same role players in the formulation of a strategic plan of a municipality. In addition to what official 1 of Modimolle Municipality said, the following role players were also identified by other officials: traditional leaders, organised business, organised labour, NGOs and CBOs.

The perspective of councillors and community members

The response given by councillors are the same as those given by officials. It shows that officials and councillors understand and know who the stakeholders of a municipality are, which will have a positive impact on the efficient and effective delivery of services. Community members indicated that the role-players for the formulation of a strategic plan of a municipality are the managers in the municipality and some did not respond to the question. The perspective of officials and councillors on who the role- players in the formulation of a strategic plan of a municipality are, is divergent to that of community members. Community members need to be capacitated more on municipal processes and systems.

Question 2.9: The vision of the municipality (Modimolle municipality)

All respondents from Modimolle municipality had the same response, by stating that the vision of Modimolle Municipality is as follows:

“The eco-tourism destination of choice”

Question 2.10: The mission of the municipality

All respondents from Modimolle municipality had the same response, by acknowledging that the mission statement of the municipality is as follows:

“To promote sustainable services to the community of Modimolle through efficient administration of resources”

Question 2.11 The institutional values of the municipality

The respondents from Modimolle Municipality responded the same by identifying the institutional values as the following: Integrity, service excellence, consultation, commitment and transparency.

Question 2.12 The implementation of strategic planning and management by municipalities in Limpopo Province

The perspective of officials

In terms of implementation, an official said:

“Inputs from communities get translated into projects, via the councillors and ward committee meetings. Projects are then aligned with own budget and SDBIPs and also align with provincial and national departments’s plans and projects.” (Official 1, Modimolle Municipality)

All officials agree with official 1 from Modimolle Municipality by saying that the municipalities have established appropriate structures within their respective jurisdiction for the development and implementation of their plans through constant and effective consultations by those representative structures as well as to give feedback reports to the communities at large during consultative meetings such as mayoral road shows.

The perspective of councillors and community members

According to councillors and community members:

“The implementation of the strategic plans of municipalities is coordinated by COGHSTA and premier’s office where analysis of each municipality is presented. Having learned from each strategic planning sessions called by individual municipalities bringing on board best performing ones to help develop the strategy.” (Councillor 2, Modimolle municipality).

The response by councillor 2 of Modimolle municipality does not differ from the perspective of the other officials and it is an addition that could be made to the perspective of the officials. No response from other councillors who indicate a need for capacity building for our councillors and politicians. The same could apply to community members and ward committees who did not respond at all.

In terms of how municipalities in the Waterberg district, Limpopo Province implement the strategic plan and how they are managing the plans, the respondents indicated that inputs from the communities get translated into projects via councillors' and ward committees' meetings. Those plans or projects have to be aligned with own budgets and SDBIP, i.e. a horizontal alignment with provincial and national departmental plans and projects. The Constitution and the local government legislation set out and outline capacity requirements, which the municipalities must comply with, in respect of financial management.

For municipalities to become viable, they need first to understand and apply everything in the South African Constitution and local government legislation. A municipality can meet its constitutional and legislative objectives only if it has good capacity to do so.

Part three: Economic Governance and Management

Question 3.1 The understanding of LED (Local Economic Development)

The perspective of officials

According to officials:

“LED is an outcome based local initiative. It is driven by local stakeholders. It involves identifying and using primarily local resources, ideas and skills to stimulate economic growth and development. Its aim is to create employment opportunities for local residence, poverty reduction, and redistribution of resources as well as opportunities for the benefit of local residents.” (Official 3, Mookgopong municipality.)

The perspective of councillors and community members

Councillors, ward committees and community members have the same perspective with that of officials indicating that LED is a plan to ensure local economic growth.

All other officials shared the same perspective as that of official 3 of Mookgopong municipality in that the LED has to build up the economic capacity of a local area to improve its future and the quality of life for all. Officials have a convergent perspective amongst themselves which means the municipalities in Waterberg district, Limpopo Province are developmental in nature.

Developmental local government means a local government committed to “work with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives”. It should target especially those members and groups within communities that are most often marginalised or excluded, such as women, disabled people and very poor people, (White Paper, 1998). If all respondents said that the municipalities have the LED strategies put in place, it means that municipalities in the Waterberg district, Limpopo Province are developmental in nature.

Table 5: The local economic development of the municipalities

Question 3.2	No. of participants	Yes	No
1. Does the municipality have a credible LED strategy?	11	100%	0%

All respondents indicate that there are LED strategies put in place in municipalities. It means Local Economic Development (LED) offers local government, the private and not-for-profit sectors, and local communities the opportunity to work together to improve the local economy. It focuses on enhancing competitiveness, increasing sustainable growth and ensuring that growth is inclusive. LED encompasses a range of disciplines including physical planning, economics and marketing. It also incorporates many local government and private sector functions, including

environmental planning, business development, infrastructure provision, real estate development and finance.

Question 3.3 Objectives to be achieved by the LED strategy

Perspective of officials

Participants were asked about the objectives of the LED strategy. An official responded as follows:

“The LED strategy intends to create an environment conducive to economic development and encourage participation in the sustainable livelihood approach.” (Official 3, Mookgopong municipality).

Other officials gave the same perspective, also indicating that the LED should target disadvantaged groups and should attract external investment. It should also provide opportunities for partnerships.

Perspective of councillors and community members

Councillors, ward committees and community members shared the same perspective with officials that the LED strategy should ensure local economic growth. The sharing of a perspective by all stakeholders gives hope to efficient and effective service delivery.

Table 6: The inclusion of the LED strategy in the IDP

Question 3.4	No. of participants	Yes	No	No response
1. Is the LED strategy included in the IDP of the municipality?	11	82%	9%	9%

The majority of respondents state that the LED of municipalities is incorporated in the IDP of the municipality. It means the IDPs of municipalities are credible IDPs.

Question 3.5: Reasons for an LED to be included in the IDP

The perspective of officials:

In terms of the LED strategy to be included in the IDP, an official said:

“It is a requirement to be observed during the integration phase of the IDP review process. The LED strategy will find its expression in the economic analysis as outlined in the key performance area (KPA) 3: The Local Economic Development which deals with the profiling of the community in all sectors.” (Official 4, Modimolle municipality.)

Other officials share the same sentiments with official 4 of Modimolle municipality by saying that it is expected of municipalities to include all sector plans and strategies in the IDP. The LED has projects which should be tabled in the IDP as well as in the budget of the municipality. Some of the officials (18%) did not respond, officials, especially at the management level, should be able to respond to most of the questions if not all, to show and ensure the organisational capacity.

The perspective of councillors and community members

Councillors have the same perspective in respect of the LED to be incorporated within the IDP of the municipality. Community members did not respond to the question. Members of the community should be encouraged to participate in municipal processes, be trained and also be capacitated so that they are able to understand municipal processes and systems.

Question 3.6 LED opportunities available in the municipal areas

In terms of economic opportunities available, an official said:

“Economic opportunities available in the Modimolle area are: tourism, agriculture, mining and manufacturing.” (Official 4, Modimolle municipality.)

The perspective of officials

Officials from Modimolle have the same perspective in terms of opportunities available in the area. Officials from Mookgopong municipalities also share the same

perspective with officials from Modimolle municipality. Officials from Mookgopong added that education, retail and trade are also opportunities available in their area.

The perspective of councillors and community members

The councillors, ward committees and community members have a convergent perspective that both municipalities are rich in mining and agricultural activities such as crop, livestock, poultry, piggery, fruit and vegetables. With the different opportunities available in the Waterberg municipalities, poverty will be easily alleviated.

Question 3.7 Capacity of municipalities to improve the socio- economic development in communities

The perspective of officials

In terms of capacity of municipalities, an official responded:

“The municipality is taking LED issues very seriously, the LED unit is established in the municipality and have most of its positions filled to drive the LED issues accordingly. There are LED forums/ structures already put in place for consultation purposes to assist in addressing the socio- economic development issues in the communities” (Official 6, Mookgopong municipality)

The majority of officials (67%) share the same perspective that municipalities have the capacity to improve the socio-economic development in the communities. They also indicate that the housing environment can be improved by bringing other services like schools, clinics, etc. to the people. Some of the officials (33%) have a divergent view that municipalities do not have the capacity to improve the socio-economic development in communities due to the fact that municipalities are inadequately resourced; there is lack of skilled personnel, lack of infrastructure development and a skewed development.

Perspective of councillors and community members

Councillors, ward committee and community members have the same perspective with that of the majority officials saying that municipalities have the capacity to improve socio-economic development in communities.

Without the necessary capacity, municipalities will not be able to perform and fulfil their duties and responsibilities. Municipal capacity building must therefore be a core element of a broader performance management strategy. Capacity building is a process of developing the ability for performance within municipalities. The majority of respondents indicate that municipalities have the capacity to improve socio-economic development in communities. It is imperative that staff and councillors be trained and retained in order that a high level of service provision can be ensured. A well trained staff and councillor component will ensure effective implementation and control over budgetary allocations.

Part Four: Corporate Governance

The majority of respondents (82%) indicate that there are clear lines of responsibility between different structures which shows compliance of structures to their roles and responsibilities. The principles of separation of responsibilities are essential tools of efficient governance and administration in municipalities. (See Table 7 below).

Table 7: Lines of responsibility between different structures

Question 4.1	No. of participants	Yes	No	No response
1. Are there clear lines of responsibility between different structures?	11	82%	0%	18%

Question 4.2 Reasons showing clear lines of responsibilities between different structures

The perspective of officials

When participants were asked about lines of responsibility, an official answered:

“Internally, there is an approved municipal organisational structure that defines roles and functions of each department. There is also a delegation register that defines particular roles and responsibilities of senior managers, including the municipal manager.” (Official 4, Modimolle municipality)

The respondent officials have a convergent perspective to that of official 4 of Modimolle municipality, that there are clear lines of responsibilities between different structures in the municipality. They indicate that the Municipal Systems Act and the Municipal Structures Act has clear guidelines as a code of good conduct for employees and councillors. The institutional arrangement provides for separation of administration and political responsibilities. The municipalities have well established councils comprised of the Mayor, Speaker of Council and council committees.

Perspective of councillors and community members

In terms of lines of responsibility councillors and community members said:

“The political leadership is workshopped on its powers and functions. The administration implements council resolutions whilst council does its oversight role.” (Councillor 2, Modimolle municipality.)

The community members and ward committees did not respond and did not provide reasons of whether there are clear lines of responsibility between different structures in a municipality.

The response by officials and councillors has a convergent view which will assist avoiding interference of one structure in another structure’s roles and responsibilities. Interference is the major cause of conflict and instability in municipalities.

Table 8: Corporate governance and management

Question 4.3	No. of participants	Poor	Average	Good	Very Good
1. How good is governance at delivering its services?	11	0%	27%	73%	0%

The majority of respondents indicate that activities of governance structures are well coordinated, services are well delivered and it gives hope for an effective, efficient and economic service delivery. Corporate governance includes political and managerial accountability. In terms of political accountability, the concept itself is an important requirement for a democratic financial management. The councillors and mayors as elected representatives are individually, collectively and directly accountable to the public and can indeed be held responsible for the collection, safeguarding and the effective and efficient spending of all public moneys.

Question 4.4 Reasons for governance delivering its services in a particular manner

The perspective of officials

When participants were interviewed about governance delivering its services an official responded:

“The council oversight committee meets frequently to do the oversight work and activities are running smoothly even though the budget is too little to **cover** the needs of the community.”
(Official 6, Mookgopong municipality.)

The majority of officials (83%) share the same perspective that governance ensures good service delivery to communities. They state that compliance to mandatory legislation is ensured, the spirit of cooperation should be enhanced, and political and administrative accountability and transparency should be improved.

Perspective of councillors and community members

In terms of governance delivering its services, councillors and community members had to say:

“The economy is able to sustain itself even though there are still challenges in terms of service delivery.” (Official 1, Mookgopong municipality.)

Community members and ward committees did not respond on the matter. There is a convergent perspective between the officials and councillors that governance ensures good service delivery in the midst of challenges being faced by municipalities. It is good that challenges to an effective, efficient and economic service delivery are able to be identified by some stakeholders. Proper measures can now be taken to remedy the situation.

Managerial accountability is an expression for expectations of fairness, responsiveness and honesty by the public sector officials. These expectations refer to the mechanisms by which decision-makers and officials are held responsible for their performance by those who are affected by their decisions. Managerial accountability requires managers and public officials to be held responsible for the municipal resources under their control. It is for this reason, among many others, that legislation was put into place to enhance managerial accountability and performance in local government.

The majority of respondents indicate that the local economy is well managed. It is a good thing because it shows that there is development in the communities. If development in communities is not taking place, violent protests by dissatisfied communities will prevail. The majority of respondents in Table 9 below have shown that the economy of municipalities is well managed.

Table 9: The management of the local economy

Question 4.5	No. of participants	Poor	Average	Good	Very good
1, How well is the economy managed?	11	0%	18%	82%	0%

Local government can play an important role in promoting job creation and boosting the local economy. By providing good quality cost effective services and by making the local area a pleasant place to live and work in, the municipality will have made a good start to sustainable local economic development.

The LED sets out the socio-economic context with regards to demographics, environmental and infrastructure contexts as well as the macro and local economic context in relation to the District, Provincial and Country in order to create the background against which an appropriate development path is determined.

Table 10: The coordination of activities by government structures

Question 4.7	No. of participants	Poor	Average	Good	Very good
1. How well do government structures coordinate their activities?	11	0%	18%	82%	0%

The majority of respondents are saying that government activities are well coordinated, showing that there is synergy in government structures. The Local government, Provincial and National governments are working or planning together

but an Integrated Development Plan is a super plan for an area that gives an overall framework for development.

Question 4.8 Reasons for the well coordination of activities by government structures

Perspective of officials

In terms of the coordination of activities by governance structures, the officials said:

“The municipality as a third sphere of government is being approached by various sectors for the coordination of events management and public consultation for different activities, including provincial legislatures and parliamentary processes such as public participation.”
(Official 3, Mookgopong municipality.)

Other officials are adding by saying that the same coordination should be improved; the District municipality should play its major role in this regard.

Perspective of councillors and community members

Councillors, ward committees and community members did not respond on the matter. It is not good as it indicates a lack of knowledge in terms of intergovernmental relations. This may impact negatively on the provision of service delivery by municipalities. Capacity building should be considered for stakeholders of the municipality. Training and consultation of stakeholders will assist stakeholders to be able to identify, review and expand upon municipal issues of priority concern, which affect the sustainable growth and development of the municipality.

Training assists stakeholders to have capacity to participate in the consultation process. If stakeholders are not trained, it may be a serious limitation to the municipality’s stakeholder consultation processes.

Question 4.9 The impact of strategic planning and management on governance of municipalities

The perspective of officials

In terms of the impact of strategic planning and management on governance of municipalities, the officials said:

“On governance of municipalities, the strategic planning and management has a political, administrative, financial, developmental, communication, service delivery and organisational image impact.” (Official 1, Modimolle municipality.)

Only 50% of the officials responded to this question. The views of the officials, who responded to the question, converge, in that strategic planning and management have an impact on governance of municipalities. Planning creates a platform for sharing a vision and mission of a municipality by the municipal stakeholders. Strategic planning and management fast track service delivery, it is a catalyst in the creation of wealth and the promotion of socio-economic development.

The perspective of councillors

Perspectives of councillors were also sought regarding the impact of strategic planning and management on governance of municipalities. A councillor said:

“Strategic planning and management helps in a proper institutional analysis that takes on board all aspects such as the staff establishment, SWOT analysis, political and administrative systems.” (Councillor 2, Modimolle municipality.)

The community and ward committee members did not respond to this question. The perspective of officials and the perspective of councillors converge that strategic planning and management has an impact on the governance of municipalities. Various planning processes in municipalities are required to guide and govern the activities included in the IDP as well as SDBIP of a municipality. In municipalities where strategic planning and management is taking place targets are easily achievable.

The situational analysis and theory of change can be used to guide pre-planning activities aimed at determining areas where improvements may be required.

Question 4.10 Constraints to effective governance in municipalities where strategic planning and management are being implemented

The perspective of officials

With regard to the constraints to effective governance in municipalities, the officials had to say the following:

“The constraints to effective governance in municipalities where strategic planning and management is being implemented are budget or financial resources, lack of institutional capacity, constant changing of leadership, lack of cooperative governance, constant changing of plans and lack of a retention strategy.” (Official 6, Mookgopong municipality.)

Officials have a convergent perspective that there are constraints to effective governance where strategic planning and management are implemented. They have indicated in addition that another constraint is organisational cultures that are more skewed towards satisfying unrealistic expectations.

The perspective of councillors and community members

The councillors and community members had to say:

“The constraints to an effective governance where a strategic planning and management is being implemented are inadequate financial resources, huge backlogs especially in rural areas, employment of unqualified persons and poor political oversight.” (Councillor 2, Modimolle municipality.)

No response from community members. The perspective of officials and that of councillors are the same, indicating different constraints to effective governance where strategic planning and management are implemented. It is a good thing that, although there are some constraints to effective governance, where strategic planning and management are implemented, stakeholders are able to identify the constraints and hopefully will be able to address them. In terms of the constraints to effective governance in municipalities where strategic planning and management are being implemented the respondents point out the following: budget or resources, institutional capacity (skilled personnel), changing of leadership, changing of plans or strategies, lack of retention strategy which is institutional memory, lack of intergovernmental relations, and uninformed or ill informed communities.

Table 11: Financial management of the municipality

Question 4.11	No. of participants	Poor	Average	Good	Very Good
1. How well does the municipality manage its finances?	11	0%	18%	64%	18%

The majority of respondents indicate that finances of the municipalities are well managed. Strategic management is the key to a good financial governance of a municipality. The municipality needs to develop a strategic infrastructure plan based on the Integrated Development Plan (IDP). Effective financial management and administration at local government level demand workable financial relations. Municipalities are said to be cost effective or economical if they let procedures and policies that are in place regulate their financial affairs.

Question 4.12 Reasons for the well management of municipal finances

When participants were asked about the good management of municipal finances, an official answered:

“The finances of municipalities are well managed because all mandatory legislation are adhered to although forward planning should be done to improve budget spending. Mookgopong municipality moved from receiving an adverse audit opinion to a qualified audit opinion for the past two financial years.” (Official 5, Mookgopong municipality.)

Other officials indicate the same but also elaborate further, indicating revenue collection to be reasonably good. They further indicate that improper spending should be avoided. They also indicate that financial statements are made available in time.

Perspective of councillors and community members

The councillors, ward committees and community members did not comment on the matter. This is a recurring concern that councillors and community members are not

responding to most of the questions and statements, capacity building of stakeholders should be intensified in municipalities. Training and consultation of stakeholders will assist stakeholders to be able to identify, review and expand upon municipal issues of priority concern, which affect the sustainable growth and development of the municipality.

Training assists stakeholders to have capacity to participate in the consultation process. If stakeholders are not trained, it may be a serious limitation to the municipality's stakeholder consultation process.

Table 12: Municipal laws protect the rights of members of community members and other stakeholders

Question 4.13	No. of participants	Poor	Average	Good	Very good
1. How well do the municipal laws protect the rights of members of community and other stakeholders?	11	0%	0%	56%	46%

All respondents indicate that municipal laws protect the rights of members of the community and other stakeholders. There are also courts whose role or primary duty is to protect and enforce legal duties or the human rights of the people, which emanate from the social contract as well as from the Constitution of the Republic of South Africa.

Question 4.14 Reasons for municipal laws protecting the rights of members of community members and other stakeholders

The perspective of officials

According to an official:

“Municipal laws protect the rights of community members and other stakeholders. Municipal by-laws govern the rendering of services and the keeping of an orderly community. Inhabitants who transgress may have fines imposed on them, or their services cut off.”
(Official 1, Modimolle municipality.)

Officials share the same view as that of official 1 of Modimolle municipality that those municipal laws protect the rights of community members and other stakeholders. They also mentioned other laws such as the Constitution of the country, the Municipal Systems Act, the Municipal Structures Act, Labour Relations Act, etc. There are also municipal policies approved by council such as an indigent policy for the provision of basic services.

The perspective of councillors and community members

A councillor had to say:

“Municipal laws protect the rights of community members and other stakeholders. The municipality upholds and subscribes to the South African Constitution and in particular the Bill of Rights in dealing with communities in terms of service delivery.” (Councillor 1, Mookgopong municipality)

The perspective of officials converges with the perspective of councillors that the municipal laws protect the rights of community members and other stakeholders. It is a good sign for showing compliance with legislation. Community and ward committee members did not respond to the question.

It is good that municipalities protect the rights of people because if not, courts are expected to safeguard and enforce the rights of people when a municipality violates them. Municipalities are obliged to protect, uphold and respect these fundamental human rights. Failure to do that, amounts to a material breach of the social contract, and a citizen can take the matter to court.

Question 4.15 Improving the strategic planning in municipalities

In terms of improving the strategic planning in municipalities, an official had to say:

“Strategic planning in a municipality can be improved by training councillors (especially newly elected ones) in the IDP- Budget- SDBIP process. Train managers in the same process. The internal auditor(s) should audit the process and give pro-active reports resulting in corrective actions.” (Official 1, Modimolle municipality.)

The officials agree with the view of official 1 of Modimolle municipality that the strategic planning of municipalities can be improved. They also indicate that adequate budgets should be allocated, municipalities should have retention strategies, cooperative governance should be fostered and the community should be capacitated. They state that communication strategies need to be improved extensively and stakeholder representation should always be verified to ensure that they are indeed representing the interests of the community.

Planning should not be confined only to those programmes that can be funded by the municipality. This approach leaves out other opportunities that can be unleashed in partnership initiatives.

The perspective of councillors and community members

A councillor had this to say:

“The strategic plans of municipalities can be improved by bringing service delivery experts on board. All aspects of strategic planning should be thoroughly discussed and realistic targets and strategies be developed. A municipality should learn from other municipalities performing well. All institutional stakeholders should be brought on board in terms of strategic planning.” (Councillor 2, Modimolle municipality.)

Councillors agree in their views that strategic planning in municipalities can be improved. All stakeholders should respect each other and remain guided by the directive and targets in the strategic plan. The community members did not respond to this question.

The perspective of officials converges with that of councillors in that the strategic planning of municipalities can be improved. It gives hope to commitment of the delivery of services by the stakeholders of the municipalities. If there is no commitment by officials, politicians and the community, there won't be any proper delivery of services and the same community will rise against their municipalities. Various planning processes in municipalities are required to guide and govern the activities included in the IDP as well as SDBIP of a municipality. The situational analysis and theory of change can be used to guide pre-planning activities aimed at determining areas where improvements may be required.

Question 4.16 How to improve the strategic management in municipalities

The perspective of officials

In terms of improving the strategic management in municipalities, an official responded as follows:

“Strategic management in municipalities can be improved by demonstrating the ability to build and manage and control a changing organisation with diverse teams.” (Official 2, Mookgopong municipality.)

There is a convergent view amongst officials that municipal strategic management can be improved. Officials also stated that the municipal strategic management can be improved by appointing skilled personnel, capacitate political leadership, capacitate the community and also capacitate the administrative leadership. The middle management should also join with top management during strategic planning of the institution. There should be constant communication and a sharing of knowledge.

Perspective of councillors and community members

Councillors had this to say:

“Strategic management of municipalities can be improved by employing qualified personnel in strategic positions, strong oversight to be played by politicians, by having an effective, efficient and strong administration, have an effective communication by all stakeholders and finally have a sound financial management.” (Councillor 2, Modimolle municipality.)

Councillors' views converge on the matter. Community and ward committee members did not comment on the matter.

Table 13 below shows the audit opinions awarded to Modimolle and Mookgopong local municipalities from the financial year 2009/10 to 2012/13. Constitutionally, the Auditor General must audit all municipalities and prepare a report stating an opinion. An audit opinion is a statement signed by the Auditor General setting out whether the annual financial statements are fairly stated or not.

Table 13: The audit or audit opinion awarded to the two (2) municipalities, i.e. Modimolle and Mookgopong local municipalities.

Question 4.17	Municipality	Financial years and the kind of audit awarded			
		2009/10	2010/11	2011/12	2012/13
1. What kind of audit was awarded to the municipality from 2009/10 to 2012/13 financial years?	Modimolle municipality	Qualified	Adverse	Disclaimer	Adverse
	Mookgopong municipality	Disclaimer	Disclaimer	Qualified	Qualified

A Disclaimer audit opinion is the worst opinion that can be issued on the annual financial statements of a municipality. Here the Auditor General can't express an opinion on the annual financial statements. It indicates that there could be severe financial problems in the municipality that require urgent attention from management. An adverse opinion shows that there is a disagreement with management on the treatment of an amount or event in the annual financial statements. A Qualified

opinion is a disagreement with management on the treatment of an amount or event in the annual financial statements but the effect is not so material or pervasive from a users perspective, so Modimolle local municipality moved from a qualified opinion in 2009/10 to an adverse opinion in 2010/11, then received a disclaimer in 2011/12 and then moved to an adverse opinion again in 2012/13.

The table above gives the impression of a collapsing municipality, which contradicts the responses of respondents in Table 2, 3 and 6, which indicate that the plans are there and they are properly implemented and that the municipalities have capacity to implement strategies.

Mookgopong local municipality had a disclaimer in two successive years i.e. 2009/10 and 2010/11, then received a qualified opinion in two successive years which are 2011/12 and 2012/13. This shows a poor performance but with a significant improvement.

Audits should ensure that reported performance information is accurate, valid and reliable. The goal of independent audit of the annual financial statements is to assure councillors, officials, the public and other users of a municipality's financial information, that the financial statements are a just representation of the financial status of the year under review.

Table 14: The organogram of the municipality

Question	No. of participants	Yes	No
1. Is there an approved organogram of the municipality?	11	100%	0%

The table above shows that respondents indicate that municipalities have approved organograms. Within a municipality, organisational arrangements pertaining to performance management should encompass both political and administrative functions. A variety of internal stakeholders and role-players fulfil particular functions to ensure that the PM System of the municipality is effectively and efficiently developed, implemented and maintained. To ensure the achievement of accountability of performance within the municipality, an organisational arrangement structure based on operational activities has been created.

Question 4.19 The availability of the organisational structure of the municipality

The perspective of officials

When participants were asked about the availability of an organisational structure of a municipality, an official said:

“The current structure is approved by council every financial year.” (Official 5, Mookgopong municipality.)

The perspective of officials converges with that of official 5 of Mookgopong municipality. The organogram gets considered during the annual budget process to see whether new posts can be filled. The organogram gets tabled the same time as the budget for approval.

The perspective of councillors and community members

Councillors, ward committees and community members did not respond to the statement.

The aim of this organisational arrangement structure is to ensure that key stakeholders and role-players are identified and understand the role they play in ensuring the development and implementation of performance management within the municipality.

Table 15: The filling of the organisational structure

Question 4.20	No. of participants	Yes	No
1. Are all the posts on the organogram filled?	11	0%	100%

Question 4.21 Reason(s) for the municipal organograms not completely filled

Perspective of officials

In terms of organograms not being completely filled, an official responded:

“The organogram is not completely filled because most of the posts are not filled due to a lack of funding in terms of budget. Some of the posts at senior management level depend on council resolutions on the filling of those posts. If council disregards the post, the posts will not be filled for a long period of time.” (Official 1, Modimolle municipality.)

All officials agreed that financial constraints are the major cause of the organogram not completely filled.

Perspective of councillors and community members

Councillors indicated that:

“The organogram of municipalities are not completely filled because of budgetary constraints.” (Councillor 1, Mookgopong municipality.)

Other councillors and community members share the same view. The perspective of officials, councillors and community members converge in terms of the reasons why the municipal organograms are not completely filled. All of them indicate that there are no funds to fill the posts.

The Table below indicates that municipalities do not have performance management systems.

Table 16: The performance management system of a municipality

Question 4.22	No. of participants	Yes	No
1. Does the municipality have a performance management system?	11	27%	73%

Municipalities are required to establish a performance management system that is commensurate with its resources, is best suited to its circumstances and is in line with the targets, priorities and objectives contained in its IDP. Performance management can be defined as a systematic approach to ensure the improvement of performance through an ongoing process of establishing strategic objectives. This is done by measuring performance, aligning priorities, collecting and analysing data, reviewing and reporting on data and using the data to improve performance.

Only 27% of the respondents indicate that there is a performance management system in municipalities and it is well implemented. In elaborating further in terms of the performance management system, the respondents did not respond which probably shows a lack of knowledge of the performance management systems in their municipalities.

Question 4.23 The reasons why municipalities do not have performance management systems

The perspective of officials

When participants were asked about why municipalities do not have performance management systems, an official said:

“The system should be developed with the assistance of a service provider, hopefully it will be in place in the next financial years.” (Official 3, Mookgopong municipality.)

50% of the officials did not give reasons, the remaining officials had the same view as that of official 3 of Mookgopong municipality, although other officials indicate that in municipalities where performance a management system is developed, it is not reviewed annually.

The perspective of councillors and community members

Councillors, ward committee and community members did not give reasons for saying that a performance management system is not developed in municipalities. This is bad because if municipalities do not have performance management systems and stakeholders do not know why, the municipality will not know how to make improved decisions and there will not be any accountability.

The Performance management system promotes service delivery. Performance management is a strategic approach to management, which equips leaders, managers, workers and stakeholders at different levels with a set of tools and techniques to regularly plan, continuously monitor, periodically measure and review performance of the Municipal Council in terms of indicators, to determine its efficiency, effectiveness and impact, thereby ensuring improved service delivery and value for money to the community and citizens.

The aim of a performance management system is to help to clarify institutional and individual roles, arrangements and controls with regards to the management of performance. It is an integrated approach that links organisational performance to individual performance. This integration is achieved through a cascading process where organisational objectives and targets are linked to employee performance achievements. Through this integration, the performance management system promotes accountability as well as improved decision- making and service delivery.

Table 17: The implementation of the performance management system

Question 4.24	No. of participants	Yes	No
1. Is the performance management system effectively implemented?	11	73%	27%

The majority of respondents indicate that the performance management system in municipalities is well implemented which is good and gives hope to improved service delivery. Performance in the municipality against the identified priorities and high level programmes and projects in the IDP is monitored through the performance management system. The implementation of the Integrated Development Plan is the essence of performance in the municipality. This plan is implemented by using performance management systems. The municipality will then have to evaluate its performance and take steps to improve performance when targets are not being met.

Question 4.25 The reasons for performance management system not effectively implemented in municipalities

The perspective of officials

With regard to the effective implementation of a performance management, an official answered:

“The performance management system is not effectively implemented in municipalities because it is just developed and not implemented.” (Official 3, Mookgopong municipality.)

Some of the officials who indicated that the performance management system is not effectively implemented in municipalities have a convergent perspective with official 3 of Mookgopong municipality. They also indicate that key performance indicators

are not clear and employees are slow in correcting poor performance. There is no performance management for employees under the Bargaining Council.

Perspective of councillors and community members

Community members had this to say:

“Performance management system is not efficiently implemented in municipalities because there are no assessment sessions for managers and the system should be cascaded down to all municipal officials.” (Community member 1, Modimolle municipality.)

Councillors did not respond on the matter. The perspective of community members converges with that of officials who say there is no effective implementation of performance management systems (PMS) in municipalities.

It is important to note that the implementation of activities based on the SDBIP within a municipality will not necessarily achieve its strategic objectives. To ensure alignment, the performance of the municipality must be managed through the implementation of a performance management system. In this way the performance management system becomes the “glue” to ensure that activities and resources are applied towards the achievement of the strategic objectives of a municipality.

Question 4.26 Recommendations to improve the implementation of strategic planning

The perspective of officials

In terms of improving the implementation of strategic planning, an official had this to say:

“For the implementation of strategic planning to improve, qualified strategic managers should be appointed to provide strategic leadership for the municipality.” (Official 1, Modimolle municipality.)

Other officials made the same recommendation as that of official 1 of Modimolle municipality. They added by saying that there should be an immediate reaction and

correction of poor performance. There should be an adequate allocation of financial resources. Realistic targets must to be set. Capacity building should be conducted for all stakeholders of the municipality.

Perspective of councillors and community members

Councillors had this to say:

“For the strategic planning to improve the political and administrative wing should remain loyal and true to the directives, spirit and targets of the plan.” (Councillor 1, Mookgopong municipality.)

The perspective of councillors complements the perspective of officials. It is good that the stakeholders are able to have the same recommendations, so that they would be able to draw up an improved strategic plan. An Integrated Development Plan is a super plan for an area that gives an overall framework for development.

This is the highlight in some of the recommendations proposed by the respondents during the interview. Some of the respondents recommended that for politicians (councillors), at the beginning of their term of office, a report about the previous council should be presented to them. The report should stipulate in detail the achievements of the previous council as well as challenges and outstanding issues. There should be a minimum competency level for councillors to assist them in the understanding of municipal systems and processes.

Respondents also indicated that there are flaws with regard to the performance management system. The Auditor General focuses only on the legal compliance; he should also focus on performance management.

The respondents recommended that the technological environment of municipalities should be upgraded. Current programmes are not available for the systems which municipalities are currently using, so managers do not have proper, adequate and convenient recording systems.

Respondents pointed out that development should occur in an integrated holistic way, which requires the coordination of different development programmes. They also emphasised that the private sector should play its complementary role.

The researcher's recommendations will be outlined in detail in Chapter five (5). The proposed recommendations by respondents for consideration in a nutshell are as follows:

- The training of all stakeholders of the municipality.
- Minimum competency levels for councillors.
- Intense community consultations and capacitating programmes.
- Setting of achievable targets.
- Updated technological environment.
- The alignment of the IDP, Budget and performance reports.
- The appointment of skilled personnel.

4.4 Conclusion

In terms of the implementation of strategic planning and management, the general conclusion that can be made, based on the analysis of the data as supplied by the respondents, is that the municipal strategic plans are not successfully implemented and not properly managed. The above conclusion is drawn due to the fact that not all stakeholders know and understand the plans and how they should be managed. The audit opinions awarded to the municipalities bear reference to the matter. Findings of this study would indicate and will assist to enhance the understanding of the municipal processes and systems.

It must also be noted that the general opinion gathered from the responses of the respondents in this study indicates that most of the participants feel that more can be done in order to address the challenges that are confronting both the municipalities and communities.

The final chapter (chapter 5) will provide the key recommendations based on the findings of the study as discussed in the chapter.

CHAPTER FIVE

SUMMARY, RECOMMENDATIONS AND CONCLUSIONS

5.1. Introduction

The main focus of this chapter is to provide a general conclusion of the study specifically paying attention to the summary of chapters discussed, as well as the findings of the study. The aim of this study was to investigate the impact of the implementation of strategic planning and management in the Waterberg municipalities, Limpopo Province. In this chapter, conclusions are drawn and recommendations are made, based on the analysis of responses in relation to the research questions as stated in chapter one.

The conclusion and recommendations will give clear guidelines for the way forward in terms of implementing strategic plans accordingly and managing the plans effectively. Conclusions drawn are informed by both the literature review in chapter two and the data analysis done in chapter four. The investigation of the impact of the implementation of the strategic planning and management was based on the following main research objectives:

- Understand how municipalities are implementing strategic planning and management.
- Establish the constraints to effective governance in municipalities where the strategic planning and management is implemented.
- Evaluate the impact of strategic planning and management systems in municipalities.

- Analyse the institutional capacity of municipalities.
- Make policy recommendations to improve implementation of strategic planning in municipalities.

5.2 Research Question 1: How are municipalities in Limpopo implementing strategic planning and management? With regard to the implementation of strategic planning and management in the Limpopo Province, the majority of the officials had a convergent perspective that plans of municipalities are properly implemented and managed. They have also indicated challenges such as non alignment and integration of development plans with those of other spheres of government, lack of political willingness and the inconsistency of the implementation plan.

Recommendations: Strategic plans need to be aligned with other municipal plans and the plans of other government spheres, namely, the provincial and national spheres of government. Those who implement strategy are usually different from the people who formulate the strategy. For this reason, care must be taken to communicate the strategy to implementers. The implementation might not succeed if the strategy is misunderstood or if lower managers resist its implementation because they do not understand why the particular strategy was selected. Politicians should be motivated and also encouraged to carry their responsibilities diligently. They should also be trained to do so because a municipality can meet its constitutional and legislative objectives only if it has good capacity to do so.

There should be a strategic plan that clearly defines the objectives, assesses both the internal and external situation to formulate strategy, evaluate progress, and make judgements when necessary to stay on track. Strategic planning can be used and employed as a tool in terms of understanding the environment in which a municipality operates. Because of a sound strategic management system, a municipality would have an in-depth knowledge and

insightful understanding of existing competing interests and the dynamics of financial management forces at play. This approach would enable the municipality to ensure service in terms of quantitative and qualitative transformation. Planning to develop and maintain good relationships, to provide good and consistent quality service, to implement and to monitor, are important to strategic planning.

Research question 2: What are the constraints to effective governance in municipalities where strategic planning and management are being implemented?

There is a convergent perspective of officials and councillors indicating certain constraints to effective governance where strategic planning and management are implemented. The constraints mentioned by respondents are the following: inadequate budget or resources, flaws with regard to the performance management system, current programmes not available in the IT systems which municipalities are currently using, managers do not have proper adequate and convenient recording systems, non-alignment of development programmes and plans and unskilled personnel.

Recommendations: There is a convergent view that municipal strategic management can be improved. The majority of respondents indicated that it is imperative that skilled personnel be appointed, the staff and councillors of a municipality be trained and retained in order that a high level of service provision can be ensured. A well trained staff and informed councillors will ensure effective implementation and control over budgetary allocations, capacitate both the administrative and political leadership and capacitate the community. There should also be constant communication and a sharing of knowledge.

Performance management systems promote service delivery. The Auditor General focuses only on the legal compliance, he should also focus on performance management.

Research question 3: What impact does strategic planning and management have on the governance of municipalities?

The perspective of officials and that of councillors converge in that strategic planning and management have an impact on the governance of municipalities. Strategic planning and management have a political, administrative, financial, developmental, communication, service delivery and organisational image impact.

Recommendation: Various planning processes in municipalities are required to guide and govern the activities included in the IDP as well as SDBIP of a municipality. In municipalities where strategic planning and management are taking place targets are easily achievable.

Research question 4: Is there capacity for municipalities to improve the socio-economic development in the communities?

A municipality can meet its constitutional and legislative objectives only if it has good capacity to do so. The majority of officials share the same perspective that municipalities have the capacity to improve the socio-economic development in the communities. Some had a divergent view that municipalities do not have the capacity to due to the fact that the municipalities are inadequately resourced, there is a lack of skilled personnel and a lack of infrastructure development.

Recommendation: It is recommended that municipal capacity building should be a core element of a broader performance management strategy. Without the necessary capacity, municipalities will not be able to perform and fulfil their duties and responsibilities. Municipal stakeholders should be trained, because training will assist stakeholders to have the capacity to participate in the consultation process.

Research question 5: What policy recommendations can be introduced to improve strategic planning in municipalities?

Local government is a highly regulated environment; it is governed by various sections of legislation. The MFMA, as one of the sections of legislation, seeks to modernise budget and financial management practices in municipalities in order to maximise the capacity of municipalities to deliver services to all their residents, customers and users. It is important to recognise the fact that policy refers to the desired course of action and interaction, which is to serve as a guideline in the allocation of resources necessary to realise societal goals and objectives.

Recommendations: Policies are born out of the needs of the public. Public participation, inputs and submissions are keys to policy making processes. All the stakeholders of the municipality should be capacitated and trained in terms of policy formulation so that stakeholders know and understand what is expected of them in terms of policy analysis, policy making and policy evaluation.

Public participation by municipalities should be encouraged and improved as a constitutional requirement to assist communities to understand policies affecting their lives.

5.2 Summary of chapters

Chapter One of the study served as an orientation and focused attention on the background of the study, the research problem statement, purpose, significance and objectives of the study as well as highlighting the research methodology to be employed. In terms of the background to the study: the study conducted by the Department of Provincial and Local Government (DPLG, 2007) concluded that for municipalities to be able to meet the basic needs of communities, they should have

a tactical approach with a practical scope of works with motivation and encouragement. There should be clear realistic reporting strategies so that clean audits are realised.

Chapter Two is comprised of a literature study or review on the strategic planning and management in order to give a clear background of the holistic approach by municipalities in terms of planning and management, and also prominence to be given to theories of management and planning. The chapter reviewed the literature on strategic planning and management of municipalities. The review indicates how planning should be planned for, the planning imperatives, benefits of a strategic planning and also the pitfalls that prevent effective strategic planning and strategic effectiveness.

In addition in chapter two, it was indicated that the South African government has a constitutional mandate to deliver services to promote the quality of life for all citizens. The strategic management of integrated development planning (IDP) was identified as the primary development instrument across the three spheres of government to address basic needs of the poor. Municipalities were made responsible for municipal planning and development. Striving to improve the integrated development plans of municipalities in the various provinces is a challenging demand on governance and local management.

Chapter Three dealt with aspects pertaining to the research methodology used in collecting information for the study as well as the techniques used to explore stakeholders' experiences, knowledge and understanding of municipal systems and processes. A step-by-step description of the research application was provided. The chapter discussed the research methodology of the study and described the research design, population, sample, data collection and ethical considerations.

Chapter Four dealt with the analysis of the data supplied by the respondents to find out if Waterberg municipalities in the Limpopo Province are successfully implementing the strategic plans, and if the plans are well managed. The chapter outlined the analysis and interpretation of data, findings of the study and recommendations by respondents.

Chapter Five focused on the research findings obtained from the information collected during the research design. Comparisons were also drawn between the different opinions of all stakeholders who participated in the study. The findings from this study led to the formulation of recommendations that can be employed by different spheres of government, as well as the public private partnership, in order to ensure and intensify strategic planning and management in municipalities. The recommendations provided can also be used as basic guidelines for future planning and management in municipalities.

5.3 Recommendations

The implementation of strategic planning and management requires a complex set of formal and informal processes and organisations that can play a pivotal role in different areas of strategic planning and management in the South African municipalities (in particular Modimolle local municipality). It must be noted that that strategic planning and management has an impact on the performance of a municipality in terms of service delivery to communities. Thus, as highlighted in the previous chapter, there is a vast range of issues that need to be engaged in, in order to make municipalities effective and to properly implement the strategic plans and also to manage them accordingly.

Recommendations can, most importantly, be classified as future guidelines that can be utilised to improve constraints as identified in: policy gaps, lack of knowledge and understanding of the need to strategically implement planning and the effective management of a plan.

The following recommendations can be implemented:

5.3.1 The training of all stakeholders of a municipality.

It is imperative that staff and councillors be trained and retained in order that a high level of service provision can be ensured. A well- trained councillor's component will ensure effective implementation and control over budgetary allocations. Capacity building is very important to an organisation. Without the necessary capacity, municipalities will not be able to perform and full fill their duties and responsibilities.

Municipal capacity building must therefore be a core element of a broader performance management strategy.

Capacity building is a process of developing the ability for improved performance within municipalities. Municipalities must deal with a great many different types of stakeholders. Stakeholders should be consulted and be trained on issues around the municipal Budget and Integrated Development Plan. Stakeholders of a municipality include the following: ward committees, the community, councillors, municipal officials, senior management, traditional authorities, etc. Ward committees are from different sectors in communities. Ten members are elected in each ward to assist and advise the ward council and increase community participation. They can be very useful for spreading information, assessing needs, building partnerships, consulting the community and picking up local problems with services.

The White Paper on Local Government, (1998) also calls for South African Local Government Associations (SALGA) to play a crucial role in the capacity building of municipalities. The White Paper on Local Government states that SALGA has a role to play in the development of municipalities through, for example, the provision of specialised services to supplement and strengthen the capacity of municipalities, research and dissemination of information, facilitating shared learning between municipalities, human resource development and councillor training. The role of SALGA in the items of the national agenda is to improve the performance of the municipalities in their endeavours to provide better services to the people.

Training and consultation with stakeholders will assist stakeholders to be able to identify, review and expand upon municipal issues of priority concern, which affect the sustainable growth and development of the municipality. Training assists stakeholders to have capacity to participate in the consultation process. If stakeholders are not trained it may be a serious limitation on the municipality's stakeholder consultation process. In terms of the Municipal Finance Management Act, (2003) both the national and provincial governments must assist municipalities in building their capacity for efficient, effective and transparent financial management.

5.3.2 Minimum competency level of councillors to be put in place.

Ward councillors are the representatives of specific communities and are ideally placed to be the link between the people and the municipality; they should bring people's needs and problems to the municipality and consult and inform the community around municipal services and programmes.

Non-executive councillors generally function in a part-time capacity and are expected to play a political role in representing residents and other stakeholders in the municipality. Councillors provide the critical political linkage between the executive and the community. Councillors can therefore facilitate the consultative processes envisaged in both the MFMA and the Municipal Systems Act, particularly with regard to budgets, IDPs, budget related policies, tariff setting for services, indigency policies, long term borrowing and contracts.

The municipal council comprises of all councillors. The MFMA recognises the municipal council as the highest authority in the municipality and vests the council with significant powers of approval and oversight. A council delegates its executive authority to the executive mayor or committee, but does not delegate its legislative powers and also retains its power to approve policy and budgets and to maintain oversight of the mayor in the implementation of policy, budgets and by-laws. As the representative body of the residents that it serves, it remains accountable to residents and to other stakeholders like businesses and provincial and national government.

The MFMA also anticipates that each municipal council will strengthen its oversight role by forming portfolio committees within the council to facilitate the oversight of financial performance. Membership should consist of a mix of councillors and sufficient officials with expert knowledge in the functioning of the committee. Given the importance of these roles of the municipal council, it is of great importance that councillors be trained to know and understand the municipal processes and systems, so that they are able to know and understand their roles and responsibilities. If they are not well trained then the performance of the municipality will be negatively affected.

5.3.3 Conduct intense community consultations and the capacity building programmes.

It is possible for a municipality to improve and expand the delivery of services by improving their own ability to do so. By improving a number of skills, municipalities may be better able to deliver services effectively and efficiently from inside. Better technical skills will improve delivery of a particular municipal service.

A stakeholder of a municipality is a person, group or organisation that has a direct or indirect stake in the municipality because it can affect or be affected by the actions, objectives and policies of it. The community is one of the important stakeholders of a municipality. These are residents, consumers and also customers of a municipality. The phrase “consulting the community” is sometimes used loosely to refer to consulting this category of stakeholders.

Again, however, all stakeholder engagement processes, whether consultation or negotiation, will require adequate communication. Adequate consultation itself capacitates the stakeholder. Consultation is meant to empower the stakeholder, for example, to inform them what their rights and obligations are, or what services are rendered by the municipality or what the contents of by-laws are or where more information can be obtained. The diverse nature of the consultation process is designed to include research, workshops, discussions and debates including different ways to collect and validate information. So, proper and adequate consultation also assists in the development and management of a sound relationship between the municipality and the stakeholder.

5.3.4 Setting of achievable targets.

Section 26(c) of the Municipal Systems Act stipulates that an Integrated Development Plan must reflect the council’s development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs. The municipality must have clear goals and specific targets of what has to be done to make sure the goals are achieved. Every department and staff member should be clear what they have to do and how their performance will contribute to achieving overall goals and targets.

It is important to note that the Municipal Finance Management Act, (2003) contains various important provisions related to municipal performance management. For

example, Section 69 of the Municipal Finance Management Act, (2003) requires municipalities to adopt annually a Service Delivery and Budget Implementation Plan (SDBIP) with service delivery targets and performance indicators whilst considering and approving the annual budget, the municipality must also set measurable targets.

5.3.5 The constant updating of the technological environment.

The complexity of current business environments, and the diverse technology used in ICT infrastructure environments demand a greater control to minimise risk and potential impact on the business. For effective utilisation of technology, it is imperative that certain financial programmes be acquired to manage financial projects more effectively. Examples would be a computerised asset register, integrated billing system, etc. To implement 21st century technology, bold steps and a strategic management approach must be followed to break down resistance and fear of changes in the implementation of new hardware and software.

5.3.6 The alignment of the IDP, budget and performance report.

The implementation of the Integrated Development Plan (IDP) is the essence of performance in the municipality. This plan is implemented by using performance management systems. The most important output or indicator of an institutional development is to ensure that all municipal processes and programmes are aligned and also that identified projects in the IDP are funded and implemented to improve delivery of services in an efficient and effective manner.

An Integrated Development Plan (IDP) is an all-encompassing strategic plan for the municipality, giving due regard to community needs. It contains long term strategic goals and targets. A budget is a financial plan. A budget is the allocation of limited resources to priorities set out in the IDP. Budget preparation processes includes reviewing the IDP, and preparing the budget and SDBIP. The SDBIP is the operational plan required to implement the budget and includes quarterly service delivery targets and monthly targets for revenue and expenditure.

Prioritised IDP goals and the municipal budget policy statement are used to prepare the draft municipal SDBIPs. The budget of a municipality must contain performance

targets and measurable objectives, which are set out at the beginning of the financial year (section 17 of the MFMA). Section 57 of the MSA as amended, and Sections 53 and 69 of the MFMA indicate that linked to the performance targets are the adoption of the annual service delivery and budget implementation plan (SDBIP) and annual performance agreement between the mayor and municipal manager.

A direct interrelationship exists when a municipality contemplates its processes with regard to planning and budgeting. The amendment to the Municipal Systems Act and the MFMA chapter on budgeting require that a revised IDP be adopted at the same time of adopting the budget. It follows that, in practice, the planning and budgeting process will commence together, at least 10 months before the start of the municipal financial year.

5.3.7 The appointment of skilled personnel.

Municipalities must make sure that appointed and elected members have the skills, knowledge, experience and commitment they need in order to perform well.

The top management of municipalities must assist the municipal manager in managing and coordinating the financial administration of the municipality. Subject to the directions of the municipal manager each senior manager and each official, exercising financial management responsibilities, must take all reasonable steps to ensure that:

- The municipal system of financial management and internal control is carried out diligently.
- The financial and other resources of the municipality are utilised effectively, efficiently, economically and transparently.
- Any unauthorised, irregular or fruitless and wasteful expenditure and any other losses are prevented.
- All revenue due is collected.
- Assets and liabilities are managed effectively and assets are safeguarded and maintained to the extent necessary.
- All information required by the municipal manager to comply with the MFMA is timeously submitted, and

- Delegations by the municipal manager are complied with.

It is possible for a municipality to improve and expand the delivery of services by improving their own ability to do so. By improving a number of skills, municipalities may be better able to deliver services effectively and efficiently from inside. Better communication between the municipality and citizens will help council determine the needs of the community and whether they are being met. Improved financial planning will help find the best possible ways to use available funds. Better technical skills will improve delivery of a particular municipal service.

In view of the above recommendations, it is thus the responsibility of all the spheres of government, in partnership with public private partnership with public private sector, to work hand in hand in order to realise the goals of government at the level of local government in planning and managing effectively. If this is efficiently done these benefits will be of great importance to all members of the communities that are affected by lack of, or inadequate service delivery by our municipalities.

In order to improve service delivery, it is recommended that the need to increase the budget allocations be considered, to meet the time frames as per the SDBIP. Strategic plans need to be aligned with other municipal plans and it is imperative to take corrective actions in order to improve performance. Improved financial planning will help in the best possible ways to use available funds efficiently. By also improving a number of skills, municipalities may be better able to deliver service effectively and efficiently from inside.

5.4 Conclusion

The research study investigated the impact of the implementation of the strategic planning and management, focusing on the two Waterberg local municipalities, i.e. Modimolle and Mookgopong Local Municipalities. Thus, the study provided the important aspects that pose a challenge to the implementation of strategic planning and management in municipalities.

Therefore, it is hoped that the study could help policy makers as well as decision makers to address different problems identified to be issues when dealing with the

planning and management. These would enable the local government sphere to be the leader in service delivery, because people would be provided with sustainable, efficient, economic and effective service delivery.

It can be concluded that in terms of the understanding of a strategic plan of a municipality, most of the officials seem to know and also understand what a strategic plan of a municipality is, by acknowledging that it includes the vision and mission of a municipality. It shows that the stakeholders have a common understanding of what a strategic plan of a municipality is. All stakeholders (officials, councillors, ward committee members and community members) indicated that there are strategic plans for municipalities, which is in line with the MSA.

There is evidence to suggest that most services are delivered but encumbered by constraints such as shortage of budget, time frames not being met, strategic plans not taken up properly in implementation plans and corrective actions not always taken to improve performance. The research study has not covered every municipality in Waterberg district. Future research in this field is necessary as it will explore in more detail the implementation of strategic planning and management in the whole of Waterberg District, Limpopo Province.

LIST OF REFERENCES

Bean, C.W., 1993. *Strategic Planning That Makes Things Happen*. Amherst Massachusetts, Human Resource Development Press Inc.

Blaikie, N., 2009. *Designing social research*. 2nd Edition. Cambridge: Polity Press.

Bless, C. & Higson-Smith, C., 1995. *Fundamentals of social research methods*, 2nd edition, Cape Town, Juta & Co.

Brynard, P.A., 2010. 'Policy Implementation and Cognitive Skills: The Difficulty of Understanding Implementation' *Public Administration* vol. 45, no. 1.1 pp190-201.

Burns, R. & Groove, S., 2001. *A nurse guide to the critical reading of research*. Australian Journal of Advanced nursing. Vol 26(1): 102- 109.

Cameron, R.G. & Stone, A.B., 1995. *Serving the public*. Cape Town, J. L van Schaik ACADEMIC.

Cloete, J.J.N., 1995. *Public Administration Glossary*. Pretoria, J. L van Schaik publishers.

Cloete, J.J.N., 1989. *South African Local Government and Administration*. Hatfield, JL van Schaik (Pty) Ltd.

Corruption Watch: *e- NEWS CHANNEL*, 26/01/2012.

Craythorne, D.L., 1997. *Municipal Administration*, 4th edition. Kenwyn, Juta & Co, Ltd.

Creswell, J.W. Ebersöhn & Eloff 2007. *First Steps in Research*. Pretoria, Van Schaik publishers.

Department: Provincial and Local Government.2004. *Development Planning Indaba Report*. Pretoria:DPLG.

De Vos, A.S., Strydom, H., Fouché, C.B. and Delport, C.S.L., 2005. *Research at Grass roots*, 3rd edition, Pretoria, Van Schaik publishers.

De Vos, A.S., 2005. Scientific theory and professional research. In De Vos, A.S., Strydom H., Fouchè, C.B. & Delport, C.S.L.. (Eds). *Research at grass roots: For the social sciences and human services professions*. 2nd Edition, pp 27- 43. Pretoria: Van Schaik

De Vos,, A.S., 2005. *Scientific theory and professional research*. In De Vos, A.S., Strydom, C.B., Fouchè, C.B. & Delport, C.S.L. (Eds). *Research at grassroots: For social sciences and human services professions*. 3rd Edition, pp27- 43. Pretoria: Van Schaik.

Draai, E. & Raga, K., 2011. ‘Good Governance’ Africa Insight vol. 41(2) p85. Pretoria: Africa Institute of South Africa.

Du Toit DFP, van der Waldt G, Bayat MS & Cheminais J.1998. *Public Administration and Management for effective governance*. Kenwyn, Juta & Co, Ltd.

Ehlers, T. & Lazenby, K., 2007. *Strategic Management*, 2nd edition, Pretoria, Van Schaik publishers.

Ehlers, T. & Lazenby, K., 2010. *Strategic Management*, 3rd Edition. Pretoria: Van Schaik publishers.

Fox, W. & Meyer, I.H., 1995. *Public Administration Dictionary*. Cape Town: Juta & Co Ltd.

Fox W, Schwella E & Wissink H. 1991. *Public Management*. Cape Town, Juta & company Ltd.

Goodstein, L., Nolan, T. & Pfeiffer, J.W., 1993. *Applied Strategic Planning*. McGraw-Hill Inc.

Graham, K., 2005. *Strategic Planning and Performance Management*. Burlington: Elsevier Butterworth-Heinemann.

Henry, J., Johnson, G. & Newton, J., 1995. *Strategic Thinking*. England: John Wiley & Sons Ltd.

Hill, W.L.C & Jones, R. G., 1998. *Strategic Management*, 4th edition, New York, Houghton Mifflin Company.

Ismail, N., Bayat, S. & Meyer, I., 1997. *Local Government and Management*. International Thomson Publishing (Southern Africa) (Pty) Ltd.

Koma, S.B., 2009. 'Conceptualisation and contextualisation of corporate governance in the South African Public Sector: Issues, trends and prospects' *Journal of Public Administration* vol. 44 no.3 September pp451-459.

Lancaster, G., 2005. *Research Methods in Management*. Great Britain, Elsevier Butterworth-Heinemann publishers.

Litoselliti, L., 2003. *Using Focus Groups in Research*. London, Continuum.

Mello, D.M. & Maserumule, M.H., 2010 'Intergovernmental Relations and Integrated Development Planning (IDP) in South Africa. *Public Administration*, vol. 45 no 1.1 pp283-293).

Minaar, F. & Bekker, K. 2005. *Public Management in the Information Age*, South Africa, Van Schaik publishers.

Neuman, W.L., 1997. *Social research methods: Qualitative and quantitative approaches*. Boston: Allyn & Bacon.

Nziyane, L.F., 2010. *Practice guidelines for the integration of child headed households into extended families* (Unpublished doctoral thesis)UNISA.

Concise Oxford English Dictionary, 2006. 11th edition,. *Principles of public administration and their usage to positively advance public fields by states* New York. Oxford University Press. Retrieved on the 8th April 2011, from (<http://en.articlegratuits.com>).

Ritchie, J. & Lewis, J., 2005. *Qualitative research practice: A guide for social science students and researchers*. Thousand Oaks, Calif: Sage.

Smit, B., 2003. *Introduction to Qualitative Research NME 733* , University of Pretoria.

Smit, P.J., 2002. *Strategic Planning Readings*. Landsdowne, Juta & Co Ltd.

The Republic of South Africa. Constitution of the Republic of South Africa. Act no 108 of 1996. Pretoria: Government Printers.

The Republic of South Africa. Local Government: Municipal Finance Management Act. No. 56 of 2003. Pretoria: Government Printers.

The Republic of South Africa. Local *Government: Municipal Systems Act no.32 of 2000*. Government Printers.

Venter, A., van der Waldt, C., Phutiagae, K., Khalo, T., van Niekerk, D & Nealer, E., 2007. *Municipal Management: Serving the People*. Cape Town: Juta & Company Ltd.

Welman, J.C., Kruger, S.J., 1999. *Research Methodology for the Business and Administrative Sciences*. International Thomson Publishing (Southern Africa)(Pty) Ltd.

ANNEXURE A



University of Limpopo
Turfloop Graduate School of Leadership, PO Box 756, Fauna Park, 0787, South Africa
Tel: (015) 290 2827, Fax: (015) 290 2836, Email: oliver.mtapuri@ul.ac.za

MEMORANDUM

To: To whom it may concern

From: Prof O Mtapuri
Supervisor

Date: 22 January 2014

Subject: FM Mabuela (201114406)

This letter serves to confirm that FM Mabuela (Student Number: 201114406) is a bonafide and registered student with Turfloop Graduate School of Leadership of the University of Limpopo. She is studying for a Masters degree in Public Administration.

In part fulfilment of the degree programme she is required to carry out research work. Her topic is ***A critical evaluation of the implementation of a strategic planning and management systems in Waterberg municipalities, Limpopo Province.***

Her research work is for academic purposes only. I am her supervisor and am requesting that she be given the necessary support to carry out this research. Should you have any queries, please do not hesitate to contact me.

Regards

Prof O. Mtapuri

Finding solutions for Africa

ANNEXURE B
QUESTIONNAIRE

Researcher : Francinah Mmbengwa Mabuela

Institution : University of Limpopo

Contact : 0736587285/082 9442 074

E-mail Address: mbengi1@hotmail.com

NB: This questionnaire is designed to conduct an assessment of the impact of the implementation of strategic planning and management in selected municipalities in Waterberg District.

The purpose of this study is for the researcher to fulfil the requirements of a Master's degree in Public Administration through the University of Limpopo. Please refer to the attached letter from the University regarding the authenticity of the study.

All information filled in this questionnaire will remain confidential.

Part One: Particulars of the participant

1.1 Surname:

1.2 First Names:

1.3 Contact Details:

1.4 Occupation:

1.5 Institution:

Part Two: Back ground Information

2.1 What is your understanding of a Strategic plan?

2.3 Does the municipality have a strategic plan?

Tick the appropriate answer:

YES	NO
-----	----

2.4 If the answer in 2.3 is YES, is the plan properly implemented ? Provide reason(s) for your answer.

2.5 Is the plan properly implemented? Provide reason(s) for your answer.

2.6 If the answer in 2.3 is NO, what is the reason for the municipality not to have a plan?

2.7 Does the municipality have another Strategic document besides the IDP (Integrated Development Plan)?

Tick the appropriate answer:

YES	NO
-----	----

2.8 Who are the main role-players in the formulation of the Strategic plan?

2.9 What is the vision of your municipality?

2.10 What is the mission of the municipality?

2.11 What are the institutional values of the municipality?

2.12 How are municipalities in Limpopo implementing strategic planning and management?

Part Three: Economic Governance and Management

3.1 What is your understanding of the LED?

3.2 Does the municipality have a credible LED strategy?

Tick the appropriate answer:

YES	NO
-----	----

3.3 What objectives do the LED strategy intends to achieve?

3.4 Is the LED strategy included in the IDP of the municipality?

Tick the appropriate answer:

YES	NO
-----	----

3.5 Provide reasons for your answer above in 3.4.

3.6 What economic opportunities are available for an LED in your area?

3.7 Is there capacity for municipalities to improve the socio- economic development in the communities? Provide reason(s) for your answer.

Part Four: Corporate Governance

4.1 Are there clear lines of responsibility between different structures?

Tick the appropriate answer:

YES	NO
-----	----

4.2 Provide reasons for your answer above in 4.1.

4.3 How good is governance at delivering its services?

Tick the appropriate answer:

POOR	AVERAGE	GOOD	VERY GOOD
-------------	----------------	-------------	------------------

4.4 Provide reasons for your answer above in 4.3.

4.5 How well is the economy managed overall?

POOR	AVERAGE	GOOD	VERY GOOD
-------------	----------------	-------------	------------------

4.6 Provide reasons for your answer above in 4.5.

4.7 How well do government structures coordinate their activities?

POOR	AVERAGE	GOOD	VERY GOOD
-------------	----------------	-------------	------------------

4.8 Provide reasons for your answer above in 4.7.

4.9 What impact does strategic planning and management have on governance of municipalities?

4.10 What are the constraints to effective governance in municipalities where strategic planning and management is being implemented?

4.11 How well does the municipality manage its finances?

POOR	AVERAGE	GOOD	VERY GOOD
-------------	----------------	-------------	------------------

4.12 Provide reasons for your answer above in 4.9.

4.13 How well do the municipal laws protect the rights of members of community and other stake holders?

POOR	AVERAGE	GOOD	VERY GOOD
-------------	----------------	-------------	------------------

4.14 Provide reasons for your answer above in 4.11.

4.15 What can be done to improve strategic planning in the municipality?

4.16 What can be done also to improve the strategic management in the municipality?

4.17 What kind of audit was awarded to the municipality during the following years?

2009/10:
2010/11:
2011/12:

4.18 Is there an approved organogram of the municipality?

YES	NO
-----	----

4.19 Provide reasons for your answer above in 4.16.

4.20 Are all the posts on the organogram filled?

YES	NO
-----	----

4.21 If the answer in 4.18 is NO, what are the reasons?

4.22 Does the municipality have a performance management system?

YES	NO
-----	----

4.23 If the answer in 4.10 is NO, what are the reasons?

4.24 Is the performance management system effectively implemented?

YES	NO
-----	----

4.25 If the answer in 4.13 is NO, what are the reasons?

4.26 What recommendations can you give which can assist municipalities to improve the implementation of a strategic plan?

**THANK YOU VERY MUCH FOR YOUR TIME, EFFORT AND
COMMITMENT.**



MOGALAKWENA LOCAL MUNICIPALITY

P O Box 34 - Mokopane - 0600
54 Retief Street - Mokopane - 0601
Tel: 015 491 9600 - Fax 015 491 9755

Date: 19 April 2013
Enq: S.W. Kekana

Mrs F.M. Mabuela
P.O. Box 1415
MAHWELERENG
0626

Madam

**Re: REQUEST FOR PERMISSION TO PILOT THE QUESTIONNAIRE IN
MOGALAKWENA MUNICIPALITY**

Your letter dated 17th April 2013 on the above-mentioned subject bears reference.

Permission to pilot the above-mentioned questionnaire is granted subject to the participants filling in the questionnaire doing so on a voluntary basis.

Hoping the above suffices.

Yours faithfully

SW KEKANA
MUNICIPAL MANAGER



Waterberg
District Municipality

Harry Gwala Street, Modimolle, 0510
Private Bag X 1018, Modimolle, 0510
Tel: (014) 718 3300
Fax: (014) 717 3886

on the Go for Growth

Enq : F –Nogilana-Raphela
Tel :014 7183313

P .O. BOX 1415
Mahwelereng
0626

Wednesday, 12 February 2014

Dear: Sir

REQUEST FOR PERMISSION TO CONDUCT RESEARCH IN THE WATERBERG DISTRICT MUNICIPALITY

We acknowledge receipt of your communique dated the 30 /01/2014.

Please note that the permission is hereby granted to conduct research.

For any enquires with regard to consultative contact Comfort Mello @ 014 718 3308

Hope you find the above in order.

F Nogilana-Raphela
Acting Municipal Manager



Modimolle Municipality

e-mail: records@modimolle.gov.za

www.modimolle.gov.za

O R Tambo Square, Harry Gwala Street, MODIMOLLE

X 1008, MODIMOLLE, 0510

☎ 014 718 2000

☎ 014 717 4077

17 February 2014

Our ref: 51/1
Enquiries: AOT PHALA/rt

Mrs F M Mabuela
P.O. Box 1415
MAHWELERENG
0626

PERMISSION TO CONDUCT RESEARCH

Your letter dated 30th January 2014 bears reference,

You are hereby informed that your request for permission to conduct research in our municipality has been approved.

On behalf of council I wish you good luck with your research.

Yours faithfully

N S BAMBO
MUNICIPAL MANAGER

ANNEXURE C(iv)
MOOKGOPHONG MUNISIPALITEIT
MOOKGOPHONG MUNICIPALITY



Private Bag X340
MOOKGOPHONG
0560

Tel : (014) 7436600
Fax: (014) 7432434

VIR NAVRAE SPREEK ASSEBLIEF /
FOR ENQUIRIES PLEASE SPEAK TO
M.E Phoka

31/03/14

RIG ASSEBLIEF ALLE KORRESPONDENSIE AAN DIE MUNISIPALE BESTUURDER
/ ALL COMMUNICATIONS TO BE ADDRESSED TO THE MUNICIPAL MANAGER

OFFICE OF THE MUNICIPAL MANAGER

31st March 2014

Mrs Mabuella FM
P.O Box 1415
Mahwelereng
0626

Madam

**SUBJECT: PERMISSION TO CONDUCT RESEARCH: MASTERS DEGREE IN
PUBLIC ADMINISTRATION**

1. We acknowledge receipt of your request dated 30 January 2014.
2. Kindly be informed that your request has been positively considered by our office.
3. As part of proper management, you are requested to liaise with Mr Masetlha PW or Mr Segopotje SR while conducting your research.
4. The above officials will facilitate the release of any information you may require.
5. Wishing you all the best as you conduct your studies.

Kind Regards.

Mr N.P Magwala
Municipal Manager

