

ASSESSING THE INTEGRATED DEVELOPMENT PLAN AS A PERFORMANCE MANAGEMENT SYSTEM IN A MUNICIPALITY

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Abstract

This paper examines the role the IDP as a performance management system in a municipality. Notwithstanding unsurpassed planning efforts towards sustainable development, municipalities nationally appear to be losing this battle. South African municipalities are confronted with harsh realities after 12 years of legislated Integrated Development Planning (IDP) as poverty remains widespread and persists alongside affluence and increasing inequalities. Service delivery mechanisms in municipalities are hampered by bureaucratic tendencies within Local Government and the ambiguity attached to some projects. This research, grounded within the positivist paradigm, evaluates the IDP as a Performance Management System (PMS) in UGU District Municipality. Interviews were conducted amongst employees of UGU District Municipality and the community served by the municipality to evaluate the extent to which the IDP is used as a tool to deliver sustainable development. The study utilized the quantitative research approach and participants were selected using stratified sampling. The research results indicated that the overwhelming perception of the participants was that the implementation of the IDP at UGU District Municipality had been successful. The IDP was deemed to be a strategic mechanism in finding the best solution to achieve superior long-term developmental objectives.

Key words: Integrated Development Plan, Performance Management System, Local Government and Municipal Performance Plan.

INTRODUCTION

Section 153 of the Constitution of the Republic of South Africa provides that a municipality must “structure and manage its administration and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community”. This constitutional provision illustrates the need for integrating the planning, budgeting, implementation and reporting processes of all public institutions. The IDP of a municipality is developed for a five year period and is reviewed annually. Section 25 of the Municipal Systems Act, No 32 of 2000 states that: “Each municipal council must, within a prescribed period after the start of its elected term, adopt a single, inclusive and strategic plan for the development of the municipality”. In South Africa, the economic gaps imposed by the apartheid regime aggravated injustice and caused considerable disparities which resulted in high

unemployment rates. Inequalities were manifested in the neglect of infrastructure and service provision. This led to a call for proactive initiatives by the post-1994 democratic government in order to remedy the living conditions of previously disadvantaged people. Cloete & Thornhill (2014) state that as part of the poverty relief drive, the South African government embarked on a series of developmental initiatives to bring infrastructure-related services to the poor and to reduce the enormous prevailing backlog. The aim was to increase community participation, improve service delivery and promote the upliftment of the lives of poor people through the medium of Local Governance. This study evaluates the Integrated Development Planning (IDP), a National Government initiative being undertaken in the Province of KwaZulu-Natal in the UGU Municipality in response to the prevailing poverty and under-development amongst poor communities. Relying on the developmental mandate to initiate and co-ordinate all development activities within its area of jurisdiction through the IDP, UGU Municipality has drawn up a strategic development plan in conjunction with local communities and other stakeholders and organizations to identify and assess development backlogs within the communities, with the aim of addressing such backlogs. A lack of access to some of the most basic facets of infrastructure such as sanitation, water, electricity, roads and local economic development flagship projects are apparent in most municipalities in South Africa. However, UGU has municipality, through the IDP has made some notable achievements in the provision of basic amenities. This paper will clarify the problem facing UGU Municipality, outline the objectives of the research, and identify the gaps that motivated the researchers to undertake this study in terms of UGU's approach to change. The ensuing discussions will be contextualised within the framework of the literature reviewed for the study. A detailed explanation of an IDP is provided in order to clarify the concept and its relevance to UGU Municipality. Thereafter, the researchers explicate the research methodology adopted in this study. The paper concludes by synthesising the results of the study and the aim of the research.

Problem Statement

Section 34 of the Municipal Systems Act (MSA) requires Municipal Councils to review their IDP annually. Integrated Development Planning, as a dynamic and continuous process, must respond to changing circumstances, demands and municipal functions. The IDP annual review ensures that municipalities remain flexible and responsive to changes, without losing sight of the vision and long-term objectives. The review process also ensures that municipal resources are directed at the delivery of projects and programs that meet strategic development priorities and municipal performance targets. Cloete & Thornhill (2005) state that during the process, the IDP and the performance under the Performance Management System (PMS) are simultaneously reviewed. Through this coordinated assessment, the IDP is aligned with the delivery performance plan of the municipality (Mathye, 2002).

OBJECTIVE OF THE STUDY

The objective of this study is to evaluate Integrated Development Planning a process used by municipalities as a planning tool for service delivery as a performance management system, The following forms part of the objectives of the study:

Identification of Gaps

The identification of gaps in the municipal community infrastructure development planning process through interaction with municipal officials involved in community infrastructure development.

Readiness to Change

UGU Municipality's viability, values and issues of corporate culture have, like other municipalities, had to be receptive to ongoing transformation and modernization. This has called for changes and the reviewing of developmental strategies every 5 years, resulting in the creation of a culture that is sensitive to change, as well as the adoption of new strategies.

LITERATURE REVIEW

The IDP and PMS in Local Government

The IDP is a legal process required of municipalities. However, apart from the legal requirements, there are good reasons for municipalities to implement an IDP. Planning in general and an IDP in particular are critically important management tools to help transformation, growth and development at Local Government level. Chapter 5 of the Municipal Systems Act (MSA) 32 of 2000 states that an IDP is a process through which municipalities prepare a strategic development plan that extends over a five-year period and which is reviewed annually. According to Chapter 2 of the Constitution, the IDP is the principal strategic planning instrument that guides and informs all planning, budgeting, management and decision-making processes in a municipality. The Municipal Manager is responsible for the implementation and monitoring of the IDP. It is also important to remember that there is a specific process for municipalities to follow before implementation can take place (Mathye, 2002).

The PMS at Local Government Level

Radnor & McGuire (2004) describe the PMS as a framework that represents the way the municipal cycle and processes of performance management planning, monitoring, measurement, review and reporting will happen and be organized and managed, while determining the roles of different role-players. It provides for the procedure by which the system is linked with the municipality's IDP processes and shows how any general Key Performance Indicators (KPI) will be incorporated into the municipal planning and monitoring process. The conclusion drawn is that the objective of institutionalizing the PMS, beyond the fulfilling of legislative requirements, is to serve as a primary mechanism for monitoring, reviewing and improving the implementation of the municipal IDP. In doing so, it should fulfill the following functions:

- Promoting accountability;
- Decision-making and resource allocation;
- Guiding development of municipal capacity-building programmes and
- Creating a culture for best practice, and share-learning among municipalities.

Legislative Framework Informing the IDP

To ensure that the IDP processes are followed, there are certain laws that govern the process. The Constitution of the Republic of South Africa (Act No 108 of 1996) Section 152 states that the objectives of Local Government should be:

- To provide democratic and accountable government for local communities;
- To ensure the provision of services to communities in a sustainable manner;
- To promote social and economic development;
- To promote a safe and healthy environment and
- To encourage the involvement of communities and community organizations in the matters of Local Government.

The IDP process

According to Rauch (2002), the process undertaken to produce the IDP consists of five phases:

Phase 1: Analysis

During this phase, information is collected on the existing conditions within the municipality. It focuses on the types of problems faced by people in the area and the causes of these problems. The identified problems are assessed and prioritized in terms of what is urgent and what needs to be done first. Information on the availability of resources is also collected during this phase. At the end of this phase, the municipality will be able to provide:

- An assessment of the existing level of development;
- Details on priority issues and problems and their causes and
- Information on available resources.

Phase 2: Strategies

During this phase, the municipality works on finding solutions to the problems identified in Phase 1. This entails:

Developing a Vision

The vision is a statement of the ideal situation the municipality would like to achieve in the long-term, once it has addressed the problems outlined in phase one. The following is an example of a vision statement: To develop an economically vibrant city with citizens living in a secure, healthy and comfortable environment.

Defining Development Objectives

Development objectives are clear statements of what the municipality would like to achieve in the medium-term in order to deal with the problems outlined in Phase one. For example: Provide access to clean water and electricity for all residents living in any informal settlements.

Development Strategies

Once the municipality has worked out *where* it wants to go and *what* it needs to do to get there, it needs to work out *how* to get there. A development strategy is about finding the best way for the municipality to meet a development objective; For example: Co-operate with the Department of Water Affairs to provide one water stand pipe for every 20 households.

Project Identification

Once the municipality has identified the best methods for achieving its development objectives it leads to the identification of specific projects.

Phase 3: Projects

During this phase, the municipality works on the design and content of projects identified during Phase 2. Clear details for each project have to be worked out in terms of the project beneficiaries, cost of the project and how the project will be funded. Clear targets must be set and indicators worked out to measure performance as well as the impact of individual projects are identified.

Phase 4: Integration

Once all projects have been identified, the municipality has to check again that they contribute to meeting the objectives outlined in Phase 2. These projects should provide an overall picture of the development plans. All the development plans must now be integrated. The municipality should also have overall strategies for issues like dealing with poverty alleviation and infrastructure development. These strategies should be integrated into the overall IDP.

Phase 5: Approval Process

Once the IDP has been completed, it has to be submitted to the municipal council for consideration and approval. The municipality must look at whether the IDP identifies the issues (problems) that affect the area and the extent to which the strategies and projects will contribute to addressing the problems. The municipality must also ensure that the IDP complies with the legal requirements before it is approved. Furthermore, before the approval of the IDP, the municipality must give an opportunity to the public to comment on the draft. Once the IDP is amended according to the input from the public, the municipality considers it for approval.

Output

Once a municipality has adopted its IDP, it must, within 10 days of adoption, submit a copy thereof, together with the Process plan and the Framework for the IDP to the Member of the Executive Committee (MEC) for Local Governance of the province for assessment. The MSA does not require the MEC to approve the IDP, only to assess whether or not the IDP complies with the requirements of the Act and to see that it is not in conflict with the IDP and strategies of other municipalities and organs of state in the province.

Participation

Post-1994 of a democratic South Africa, community participation has become a key process in policy and legislative frameworks for legitimate governance, making it mandatory for people-driven development to be implemented at local government level. For example, the Municipal Systems Act, No. 32, of 2000, highlights a number of interrelated goals such as meeting the basic social and economic needs of citizens, such as those of previously-disadvantaged South African communities. However, it has become increasingly evident that the current approaches to development planning are hindered by lack of participation and people-centered development empowers communities to influence decision-making processes that affect them directly in their respective areas (Madonsela, 2010). Community participation signifies the direct involvement of community members in the affairs of the overall development planning programs and governance at the local level.

An overview of the Performance Management System

In the Local Government context, a comprehensive and elaborate system of monitoring performance of municipalities has been legislated. The system is intended to continuously monitor the performance of municipalities in fulfilling their developmental mandate. Central to the system is the development of key performance indicators as instruments to assess performance. The indicators help to translate complex socio-economic development challenges into quantifiable and measurable outputs. They are therefore crucial if a proper assessment is to be done of the impact of government in improving the quality of life for all. The municipal planning and performance regulations (2001) stipulate that a PMS entails a framework that describes and represents how the municipality cycle and improvement will be conducted, organized and managed, including determining the roles of the different role-players. A logical point of departure on the effectiveness of the PMS is the extent to which the system is compliant with legal mandates and the extent to which it is moving beyond compliance towards best practice. Furthermore, when reviewing the PMS, it needs to be done with the participation of the users of the system. During the evaluation, it is necessary to examine the effectiveness of the system in all its phases and to identify areas of improvement by taking into account:

- The experiences in the application of the system;
- Best practices in other municipalities and
- International trends in public sector performance management.

In the evaluation process, it must however, be noted that individual employee performance informs the overall organizational performance of the municipality. Therefore, it is necessary to establish the extent to which the objectives of the organizational and the individual PMS have been met in the various phases. The current legislation prescribing the implementation of performance management has as one of its objectives the need to transform the organizational culture of Local Government to support the principles and values as contained in the Batho Pele white paper. The important values that the legislation is striving to implement include, inter-alia, the sharing of information, transparency; consulting; broadly with stakeholders within the municipal area; holding government and those working for government accountable, improving government flexibility and responsiveness, and, ultimately, general improvement in the levels of professionalism. Lastly and importantly, the National Government, which strives to ensure political stability throughout South Africa, is appreciative of the fact that community

consultation is a cornerstone of effective communication. Hence, unlike the private sector, the community is encouraged to set and review the key performance indicators of the municipality.

The Alignment of the IDP to the Municipal Performance Plan

The municipal PMS is developed in three phases, starting with performance planning followed by performance measurement and reporting and, finally, performance reviews recognition of team performance. During the performance planning stage, the IDP is aligned to a municipality's performance plan. A diagnostic analysis of the municipality is conducted that will gauge the level of municipalities' health and identify areas of improvement that will increase the municipality's ability to deliver on its objectives.

A diagnostic analysis is aimed at assessing the municipality's ability to deliver on its IDP objectives. The diagnostic analysis will ascertain the current level of the municipality's health by means of a rigorous self-assessment. The self-assessment process allows the municipality to identify its strengths and areas of improvement, set performance targets, prioritize and plan improvement actions and monitor the rate of improvement. A self-assessment questionnaire has been designed for this study.

The Batho Pele white paper values are operationalized through the MSA which states that the objective of institutionalizing performance management at Local Government level is to monitor, review and improve the implementation of the municipality's IDP. According to Section 35 of this act, IDP is the principal strategic planning instrument of the municipality, which guides and informs all of management's planning and development activities.

In Section 38 of the same act, it is stated that the PMS must monitor the performance of the political office bearers and that of the administration as a whole. A review of the above criteria indicates the importance of legislative requirements that need to be upheld; a municipality must demonstrate how it is to operate and manage the performance management system from the planning phase through to the performance-reporting phase. The process of implementing the performance management system within the framework of the IDP is delineated.

The IDP Development

The literature on the development of the IDP reveals that there are certain logical and typical steps to be taken in the implementation of IDP, such as assessing the current realities, formulating a vision and goals and identifying funding. The IDP process is driven by the council and the councilors should be fully involved in the process. However, according to Radnor and McGuire (2004:123) like all other municipal functions, the day-to-day management of the IDP remains the responsibility and task of the chief executive officer and the officials and consultants. As such, while it is important for the councilors to know about SWOT and situational analyses, it is not their job to undertake or carry out these tasks.

Friedman (2001:34) eludes in that it is the municipality and councilor's responsibility is to ensure that the needs and desires of the community, as expressed in the vision, are realized by overseeing and evaluating the implementation of the goals and re-assessing the priorities from time to time. According to Crocker (2006:41) developing a vision, a vision is a short, positive statement that reflects the consensus and broad aspirations of the community or group concerned and that indicates the direction in which they wish to go towards the future.

To evaluate a vision, use the ‘WARM’ system: Worthwhile, Achievable, Realistic, and Measurable. According to Geyer (2006), the IDP, by its nature, involves long-term projections and therefore needs to be checked from time to time to see if the plan is being implemented and if it is working. As such, plans need to be monitored and evaluated. Monitoring is keeping regular watch of progress of a particular action to ensure that it being done.

Moodley (2003:123) states that in order to measure the performance effectively, it is necessary to put in place realistic and standardized measuring mechanisms. These are called Key Performance Indicators (KPI). The KPI should be viewed as a management tool according to which the performance/implementation of various tasks can be measured to ensure efficiency and effectiveness and that a realistic time-frame is provided.

The KPI should be linked to the goals and targets of the IDP and should focus on the main development areas that need to be measured. However, because some projects making up the IDP will need to be completed before others, KPI should be set for specific projects to ensure maximum performance. The KPIs for the specific project should be consistent with those of the whole IDP (Table 1).

Goals	Strategies	K P I
To provide safe, secure and efficient transport systems for all communities	<ul style="list-style-type: none"> *To upgrade all existing roads and sidewalks *To engage all transport providers *To engage all law enforcement agencies *To extend existing infrastructure to service all communities 	<ul style="list-style-type: none"> *Consistent drop in the number of accidents related to bad road surface *Consistent drop in driver- related accidents *Cut in the average travel time for all commuters *Lower crime statistics.
To provide affordable, healthy, metered reticulated water to all communities by a stipulated time	<ul style="list-style-type: none"> *To upgrade and expand existing services where cost-efficient to do *To provide different levels of affordability linked to the needs and ability of the community to pay. 	<ul style="list-style-type: none"> *Number of households connected on a monthly basis *Number of households receiving potable water daily *<u>Drop in average cost per unit.</u>

RESEARCH METHODOLOGY

The research study is quantitative in nature and it evaluated the IDP and the PMS at UGU Municipality. It is also descriptive in that it explains phenomena such as attitudinal and behavioural patterns that exist by indicating how variables are related to one another and how they affect each other. According to Shuttleworth (2008); (Crowther & Lancaster 2009), a descriptive research design is a scientific method that involves observing and describing the behaviour of a subject without influencing it in any way. In addressing the whole question of a research project by adding valuable information to the already existing body of knowledge, Remenyi (2003) states that the researcher must comply with the scientific method. Crowther & Lauesen (2017) further point out that the scientific method ensures that a standard system for interpreting the phenomenon investigated or observed is upheld and this argument is also supported by (Adams, Khan, Raeside & White, 2014).

Target Population

The target population is the population to which the researcher would ideally like to generalize his or her results (Welman, 2006). In this study the targeted population was the following:

The Rural Community and Customers of UGU Municipality

The study focused on identified developmental strategic issues and gaps through public participation. Strategic issues represent development priorities that need to be addressed for the benefit of the collective group or the community (not individuals). In this study the investigation involved the rural community of Mathulini Tribal Authority and customers paying for services delivered by UGU Municipality.

Employees of UGU Municipality

Employees of UGU Municipality were included in order to examine issues of organizational culture, levels of employee morale, communication strategies, resistance to change and understanding organization strategies in terms of service delivery within the municipality. This in turn helped to inform the overall current state of the municipality in terms of its ability to deliver on its IDP objectives.

Sampling Method and the Sample Size

In this study, stratified random sampling was used. According to Robson (2002), stratified sampling ensures that estimates can be made with equal accuracy in different parts of the region and that comparisons of sub-regions can be with equal statistical power. The power of a statistical test is the probability that the test will reject the null hypothesis when the alternative hypothesis is true.

The sampling size comprised employees of the UGU District Municipality from Senior to line function employees. The sampling size of the rural community and citizenry served by the municipality consisted of research participants who were members of the community development structures nominated by the community as their representatives on community developmental issues as well as random sampling of payers of services rendered by UGU District Municipality.

The sampling size (municipal employees) consisted of males and females from senior management to lower level employees (Table 2).

Levels	Males	Females
Senior Management	8	3
Middle Management	7	15
General Employees	5	8
Total	20	26

The sample size relating to community served by the municipality comprised youth (males and females age groups less than 35 years old) and adults over 35 years old, also comprising males and females.

Age Group (Rep)	Males	Females
Urban	4	4
Rural	4	4
Total	8	10

Data collection

According to Robson & McCartan (2016), a data collection process is necessary as it ensures that data gathered is both defined and accurate and that subsequent decisions based on arguments embodied in the findings are valid. The survey method in the form of questionnaires was used in this study to gather primary data emanating from strategic issues.

TYPE OF SCALE USED FOR THE STUDY

The data collection instrument consisted of 4 parts that were informed by the key research aims of this study.

The Batho Pele Fitness Test Questionnaire

The Batho Pele Principles in South Africa, according to the White Paper on transforming public service delivery, identifies eight value principles for improving the level of service delivery. The Batho Pele values are operationalized through the MSA, which states that the objective of institutionalizing performance management at Local Government level is to monitor, review and improve the implementation of the relevant municipal IDP. The instrument was used to identify gaps in UGU Municipality in the provision of basic services to communities in a sustainable manner as well as the extent to which socio-economic development is promoted in the municipality. The instrument also allowed the identification of the UGU Municipality's strengths and areas for improvement in the implementation of the IDP.

The Municipal Customer Satisfaction Survey Questionnaire

The customer satisfaction survey questionnaire was used in this study to measure the extent to which the community served by UGU Municipality were satisfied with the level of service delivery. The instrument also measured the level to which UGU Municipality involved its citizens in the development of municipal key performance indicators as well as the extent to which the municipality involves its citizens in all stages in the formulation of the IDP to ensure a consultative process and to increase accountability. The important values that the legislation is striving to implement include inter-alia, the sharing of information, transparency, consulting broadly with stakeholders within the municipal area, holding government and those working for government accountable, improving government flexibility and responsiveness, and, ultimately, general improvement in the levels of professionalism.

The Municipal Internal Organizational Climate Survey Questionnaire

The internal organization climate survey questionnaire was aimed at municipal employees with a view to eliciting information regarding their readiness for change, issues of

corporate culture and transformation within UGU Municipality. The instrument measured attitudinal patterns, employee morals and job satisfaction. This was done by looking at UGU Municipality's organizational design, employee job characteristics, work environment, senior management and communication within the municipality.

The Vuna Assessment Model Survey Questionnaire- Diagnostic Analysis

The Vuna Assessment Model, derived from the municipal Vuna Awards, is a diagnostic analysis tool for assessing organizational health. The model was used to gather primary data on the strategic issues below and to measure the level to which the Municipality is delivering sustainable services to its citizens in the following three key performance areas:

- a. Infrastructure development;
- b. Institutional development and transformation and
- c. Good governance and public participation

DISCUSSION OF RESULTS

The discussion centres around the research hypothesis and the study objectives. The hypothesis was that there was a significant effect when aligning the municipal IDP with the municipal delivery performance plan as a performance management system for a municipality. There was a significant effect when aligning the IDP with the municipal delivery performance plan as a Performance Management System for a municipality. There is a relationship between the IDP as a holistic approach to planning and monitoring, tracking and measuring performance, ensuring municipal performance and speed of service delivery. The IDP forms the basis for a PMS. The structures that are developed for the development of the PMS for implementation, monitoring, review, and evaluation and reporting are integrated with those of the IDP. In other words, in order for UGU Municipality to monitor and track performance of all strategically-linked projects, there is a need for a common approach in measuring performance or progress that will be of benefit to the municipality's holistic approach to service delivery and development planning. These will assist UGU municipality to improve service delivery, meet targets set out in the key performance indicators while ensuring that UGU Municipality achieves its IDP objectives.

DISCUSSION OF STUDY OBJECTIVES

With reference to the objective of the research, the following conclusions are drawn. The first objective was the identification of gaps in the community infrastructure development planning process, emanating from the questionnaires. The research results identified certain gaps and the need for improvement in the community infrastructure development planning process, the monitoring and evaluation of the IDP, community participation in the formation of key performance indicators, the formulation of the IDP and level of quality of service being offered by the municipality.

It is suggested that the municipality roll out a plan to ensure the maximum participation of its citizens in the formation of Key Performance Indicators and critically the IDP, and suggests ways of encouraging community participation in the key performance indicators and the IDP. UGU Municipality has in place a Batho Pele unit to ensure a high level of services standards, but the research has identified gaps and the need for improvement in the quality of service being offered by the municipality.

Quality can be better improved if the municipality starts responding to the community's needs. One of the issues under investigation was to determine whether the respondents' location, being rural and urban, had any effects on the scale relating to the speed of service delivery in their demographic areas. The Chi-square statistical test was used to determine whether or not there were any statistically significant differences in the proportion of respondents to the extent to which they perceived the speed of service delivery in their respective areas. There was equal representation of respondents from the urban area (50.0%) and the rural area (50.0%) in the customer satisfaction survey questionnaire. The Chi-square statistical test shows that there was a significant statistical difference between the proportions of respondents living in rural or urban areas in their perceived level of speed of service delivery in their demographic areas. The majority of the 50% proportion of the rural community rated the speed of service delivery to be 'fair' followed by 25% rating it 'very good' and another 25% rating it 'excellent' (Table 4 & Table 5).

		Your perceived level of speed of service delivery in your area					Total
		Poor	Needs improvement	Fair	very good	excellent	
Demographic	urban Count	0	1	3	2	2	8
	% within	0.00%	12.50%	37.50%	25.00%	25.00%	100.00%
	Demographic	0.00%	50.00%	42.90%	50.00%	100.00%	50.00%
	% within Perceived level of speed of service delivery in your area % of Total	0.00%	6.30%	18.80%	12.50%	12.50%	50.00%
	rural Count	1	1	4	2	0	8
	% within	12.50%	12.50%	50.00%	25.00%	0.00%	100.00%
	Demographic	100.00%	50.00%	57.10%	50.00%	0.00%	50.00%
	% within Perceived level of speed of service delivery in your area % of Total	6.30%	6.30%	25.00%	12.50%	0.00%	50.00%
Total	Count	1	2	7	4	2	16
	% within	6.30%	12.50%	43.80%	25.00%	12.50%	100.00%
	Demographic	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
	% within Perceived level of speed of service delivery in your area % of Total	6.30%	12.50%	43.80%	25.00%	12.50%	100.00%

	Value	Df	Asymp. Sig. (2-sided)
Pearson Chi-Square	3.143a	4	0.534
Likelihood Ratio	4.302	4	0.367
Linear-by-Linear Association N of Valid Cases	1.985 16	1	0.159

The t-test Statistical Method

The *t*-test, using the group statistic and the independent test, was used in this study to analyse the relationship between questionnaires that were informed by key the research aims.

The Batho Pele fitness Test Questionnaire

This instrument was used to identify gaps in UGU Municipality in the provision of basic services to its community. The following questionnaires were analyzed using the statistical tool and only the predominance of the respondents' results was analyzed.

Service Standards and Targets

The ability of UGU Municipality to measures actual performance targets against planned targets, periodically reviewing key performance indicators and performance targets (Table 6 & Table 7).

Review KPI's	N	Mean	Std. Deviation	Std. Error
Measures actual performance targets very good excellent	6	3.5	0.54772	0.22361
	2	4.5	0.70711	0.50000

		Levene's Test for Equality of Variances		T-test for Equality of Means						
		F	Sig.	t	Df	Sig.(2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
									Lower	Upper
Measures actual performance targets	Equal variances assumed	.	.	2.121	6	0.078	-1.00000	0.47140	-2.15349	0.15349
	Equal variances not assumed			1.826	1.429	0.257	-1.00000	0.54772	-4.53642	2.53642

The conclusion drawn on the above analysis is that UGU Municipality is capable in measuring actual performance targets against planned performance targets and periodically reviewing, key performance indicators and performance targets. This will advance the municipal IDP review process and allow the municipality to gauge its implementation of IDP.

Municipal Customer Satisfaction Questionnaire

Apart from customer satisfaction with the level of service delivery, the instrument measured the level at which the UGU Municipality involves its citizens in the development of municipal performance indicators and in all stages in the formulation of the municipal IDP to ensure a consultative process and to increase accountability. The following questionnaires were analyzed using the statistical tool and only the predominance of the respondents' results were analyzed. The statistical tool measured the level at which the Municipality involved its community in the development of municipal performance indicators and in all stages in the formulation of the municipal IDP to increase accountability (Table 8 & 9).

	N	Mean	Std. Deviation	Std. Error Mean
Municipal key performance indicators needs improvement fair	2	0.5000	0.70711	0.50000
	7	1.4286	1.39728	0.52812
Formulation of IDP needs improvement fair	2	0.0000	0.00000	0.00000
	7	0.7143	0.95119	0.35952

	Levene's Test for Equality of Variances				t-test for Equality of Means				
	F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
								Lower	Upper
Municipal key performance indicators Equal variances assumed Equal variances not assumed.	0.895	0.376	-0.88	7	0.41	-0.93	1.05911 0.72726	-3.433	1.576
			-1.28	3.71	0.276	-0.93		-3.012	1.155
Formulation of IDP Equal variances assumed. Equal variances not assumed	9.5	0.018	-1.01	7	0.345	-0.71	0.7061	-2.384	0.955
			-1.99	6	0.094	-0.71	0.3595	-1.594	0.165

The conclusion drawn from the above analysis is that UGU Municipality needs to improve on community involvement in the formulation of the IDP. Consultation is the critical step to the setting up of key performance indicators in ensuring transparency and accountability to the communities being served by a municipality (Table 10 & 11).

Speed of service delivery	N	Mean	Std. Deviation Mean	Std. Error
Delivering high-quality Municipal services needs improvement fair	2	1.5	0.70711	0.5
	7	3.1429	0.69007	0.26082

	Levene's Test for Equality of Variances	t-test for Equality of Means								
		F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
									Lower	Upper
Delivery high-quality Municipal services Equal variances assumed Equal variances not assumed	0.001	0.976	-2.959	7	0.021	-1.64286	0.55526	-2.95583	-0.32989	
			-2.913	1.599	0.130	-1.64286	0.56394	-4.75792	1.47221	

The conclusion drawn on the above analysis is that UGU Municipality needs to improve on the speed of service delivery and in delivering high-quality municipal services to its community. There is reasonable to endeavor by the municipality to meet its mandated objectives in delivering quality and sustainable municipal service to its community.

Vuna Assessment Model

Derived from the municipal Vuna Awards, the Vuna Assessment Model is a diagnostic analysis tool for assessing municipal health. The model was used to measure the level at which UGU Municipality was delivering sustainable services to its citizens Table 12.

Table 12									
LOCAL ECONOMIC AND INFRASTRUCTURE DEVELOPMENT HIGH LEVEL PERCEPTION SURVEY									
	Levene's Test for Equality of Variances		t-test for Equality of Means						
	F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
								Lower	Upper
Strategic partnerships with stakeholders Equal variances assumed Equal variances not assumed	9.600	0.053	1.549	3	0.219	0.66667	0.43033	-0.70284	2.03617
			2.000	2.000	0.184	0.66667	0.33333	-0.76755	2.10088
Accessible services to its communities Equal variances assumed Equal variances not assumed	9.600	0.053	1.549	3	0.219	0.66667	0.43033	-0.70284	2.03617
			2	2.000	0.184	0.66667	0.33333	-0.76755	2.10088
Resources effectively an imaginatively Equal variances assumed Equal variances not assumed	9.600	0.053	-0.775	3	0.495	-0.33333	0.43033	-1.70284	1.03617
			-1.000	2.000	0.423	-0.33333	0.33333	-1.76755	1.10088
Opportunities and quality of life Equal variances assumed Equal variances not assumed	0.150	0.724	1.464	3	0.239	0.83333	0.56928	-0.97835	2.64502
			1.387	1.899	0.306	0.83333	0.60093	-1.88878	3.55544
Display commendable work ethic team work and morale Equal variances assumed Equal variances not assumed	0.150	0.724	0.600	3	0.591	0.50000	0.83333	-2.15204	3.15204
			0.655	2.882	0.561	0.50000	0.76376	-1.98773	2.98773

This survey measured the ability of UGU Municipality to deliver, as per its mandate, accessible services and contributing to improving opportunities and quality of life for all the communities it serves. It sought to find out whether UGU Municipality displayed a commendable work ethic, teamwork and morale and whether it was using its resources effectively and imaginatively. This section also dealt with how the municipality was developing and improving and whether it was

actively engaged in strategic partnerships with stakeholders, provincial departments, other municipalities, its customers and staff in all areas of business Table 13.

Deliver as per its mandate		N	Mean	Std. Deviation Mean	Std. Error
Strategic partnerships with stakeholders	very good or excellent	3	4.6667 4.0000	0.57735 0.00000	0.33333 0.00000
		2	4.6667 4.0000	0.57735 0.00000	0.33333 0.00000
Accessible services to its communities	very good or excellent	3	4.0000 4.0000	0.00000a 0.00000a	0.00000 0.00000
		2	3.6667 4.0000	0.57735 0.00000	0.33333 0.00000
Continuously developing and	very good or excellent	3	4.3333 3.5000	0.57735 0.70711	0.33333 0.50000
		2	4.6667 4.0000	0.57735 0.00000	0.33333 0.00000
improving Resources effectively and imaginatively	very good or excellent	3	4.6667 4.0000	0.57735 0.00000	0.33333 0.00000
		2	4.0000 4.0000	0.00000a 0.00000a	0.00000 0.00000
Opportunities and quality of life	very good or excellent	3	3.6667 4.0000	0.57735 0.00000	0.33333 0.00000
		2	4.3333 3.5000	0.57735 0.70711	0.33333 0.50000
Display commendable work ethic team work and morale	very good or excellent	3	4.0000 3.5000	1.00000 0.70711	0.57735 0.50000
		2	4.0000 3.5000	1.00000 0.70711	0.57735 0.50000

INDEPENDENT SAMPLES TEST

The conclusion drawn from the above analysis is that UGU Municipality is continuously developing and improving opportunities and the quality of life of all the communities it serves. The objective of the IDP is to improve the quality of life of the people through an integrated approach to development planning.

Leadership and Ethics Survey

The survey looked at the level at which the municipal management has ensured that the municipality as a whole operates in an ethical manner in order to demonstrate good governance and to promote confidence within the community by working in partnership with municipal customers/ the community. It also dealt with the level at which municipal management has set direction and created a positive environment to encourage efficient and effective service delivery by continuously measuring and tracking performance at all levels (Table 14 & 15).

Table 14
LEADERSHIP AND ETHICS SURVEY: STATISTICAL TEST GROUP STATISTICS. A. T CANNOT BE COMPUTED BECAUSE THE STANDARD DEVIATIONS OF BOTH GROUPS ARE 0.

Deliver as per its mandate		N	Mean	Std. Deviation	Std. Error Mean
Strategic partnerships with stakeholders	very good or excellent	3	4.6667	0.57735	0.33333
		2	4	0	0
Accessible services to its communities	very good or excellent	3	4.6667	0.57735	0.33333
		2	4	0	0
Continuously developing and	very good or excellent	3	4	0.00000a	0
		2	4	0.00000a	0
improving Resources effectively and imaginatively	very good or excellent	3	3.6667	0.57735	0.33333
		2	4.0000	0.00000	0.00000
Opportunities and quality of life	very good or excellent	3	4.3333	0.57735	0.33333
		2	3.5000	0.70711	0.50000
Display commendable work ethic team work morale	very good or excellent	3	0.0000	1.00000	0.57735
		2	3.5000	0.70711	0.50000

Table 15
INDEPENDENT SAMPLES TEST

		Levene's Test for Equality of Variances		T-test for Equality of Means						
		F	Sig.	T	Df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
									Lower	Upper
Strategic partnerships with stakeholders	Equal variances assumed	9.600	0.053	1.549	3	0.219	0.66667	0.43033	-0.70284	2.03617
	Equal variances not assumed			2.000	2.000	0.184	0.66667	0.33333	-0.76755	2.10088
Accessible services to its communities	Equal variances assumed	9.600	0.053	1.549	3	0.219	0.66667	0.43033	-0.70284	2.03617
	Equal variances not assumed			2.000	2.000	0.184	0.66667	0.33333	-0.76755	2.10088
Resource effectively an	Equal variances	9.600	0.053	-0.775	3	0.495	-0.33333	0.43033	-1.70284	1.03617

imaginatively	assumed Equal variances not assumed			-1.000	2.000	0.423	-0.33333	0.33333	-1.76755	1.10088
Opportunities and quality of life	Equal variances assumed	0.150	0.724	1.464	3	0.239	0.83333	0.56928	-0.97835	2.64502
	Equal variances not assumed			1.387	1.899	0.306	0.83333	0.60093	-1.88878	3.55544
Display commendable work ethic team work and morale	Equal variances assumed	0.150	0.724	0.600	3	0.591	0.50000	0.83333	-2.15204	3.15204
	Equal variances not assumed			0.655	2.882	0.561	0.50000	0.76376	-1.98773	2.98773

There is a significant effect in aligning the IDP with the municipal delivery performance plan as a performance management system for a municipality. There is a relationship between the IDP as a holistic approach to planning and monitoring, tracking and measuring performance, ensuring municipal performance and speed of service delivery. As stated in this study, the IDP forms the basis for a PMS. The structures that are developed for the development of the PMS for implementation, monitoring, review, and evaluation and reporting are integrated with those of the IDP. In other words, in order for UGU Municipality to monitor and track performance of all strategically linked projects, there is need for a common approach in measuring performance or progress that will be of benefit to a municipality's holistic approach to service delivery and development planning. These can assist the municipality to improve service delivery and meet the targets set out in the key performance indicators whilst ensuring that UGU Municipality achieves its IDP objectives.

Execution of the IDP at UGU Municipality

Strategic Focus of the Municipality

The strategic focus of UGU Municipality in the implementation of the IDP is based on the view that, an IDP process does not happen in isolation, *i.e.* as a stand-alone process, but it happens and exists within and for a living organization. Planning activities outside the formal ambit of the IDP process, as defined by the process plan, therefore takes place in parallel. In order to ensure relevance and the robustness of the IDP, such processes are taken into account and placed in perspective.

The third objective was UGU Municipality's readiness to change by assessing the municipality's viability, values and issues of corporate culture and transformation within UGU Municipality. In this section, researchers explore the municipal state of readiness; the relationship between municipal performance management and organizational culture and the impact that organizational culture; has on the implementation of the IDP as a performance

management system at UGU Municipality. The emphasis is on understanding what performance management represents in terms of the organizational culture at a municipal level.

CONCLUSION

The study demonstrates that in order for UGU District Municipality to monitor and track performance of all strategically linked projects, there is a need for a common approach in measuring performance or progress that will be of benefit to a municipality's holistic approach to service delivery and strategic development planning. It is without uncertainty that, if the livelihoods of the poor are to be improved drastically in the South African context. The first requirement implies community involvement in planning and management of local development. Drawing from the research conducted on this study, it is quite clear that the developmental processes require an in depth participatory planning approaches from all stakeholders involved and affected if a significant impact on the lives of the poor is to be made. These can assist the municipality to improve service delivery and meet the targets set out in the key performance indicators, whilst ensuring that UGU District Municipality achieves its IDP targets. The IDP is a complicated yet well-structured planning and implementation tool for local government to fulfil its objectives. This study has identified the need for further research that will expand upon the existing body of knowledge on how the IDP at the district municipality level impacts on the IDP at local municipality level and to investigate the adoption of a performance model against which the PMS of municipalities can be better positioned for the IDP process for effective and speedy service delivery to local communities. Furthermore, this research has revealed the value of integrated development planning and the challenges faced by municipalities in South Africa, that being the political dichotomy, the limited authority of the leadership, lack of consensus on the organizational strategy, poor institutional arrangements, poor resource allocation and the process of municipal integration. These have all impacted on the implementation of the IDP. Pieterse (2002) has, in a recent paper called for a new relational cultural politics that transcends the traditional modernist aspirations that have so awkwardly and destructively informed the large majority of failed development strategies in developing countries and in South Africa since 1994. There is also a greater need for municipalities to apply strategic planning processes in dealing with the conditions of uncertainty that municipalities face today, which arise from globalization and the unprecedented urbanisation of poverty. These challenges demand the intensive use of all the available legislation, tools and techniques in order to develop new strategies for urban management and innovative methods to improve and sustain social justice and infrastructure. While the researchers acknowledge the identified limitations to community participation, they feel that an inclusive participatory planning approach remains critical in group decision-making processes. The study has revealed and concluded that the IDP is a tool and a system for performance management planning. It also acknowledges that there are areas for improvement, in particular the participatory process.

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