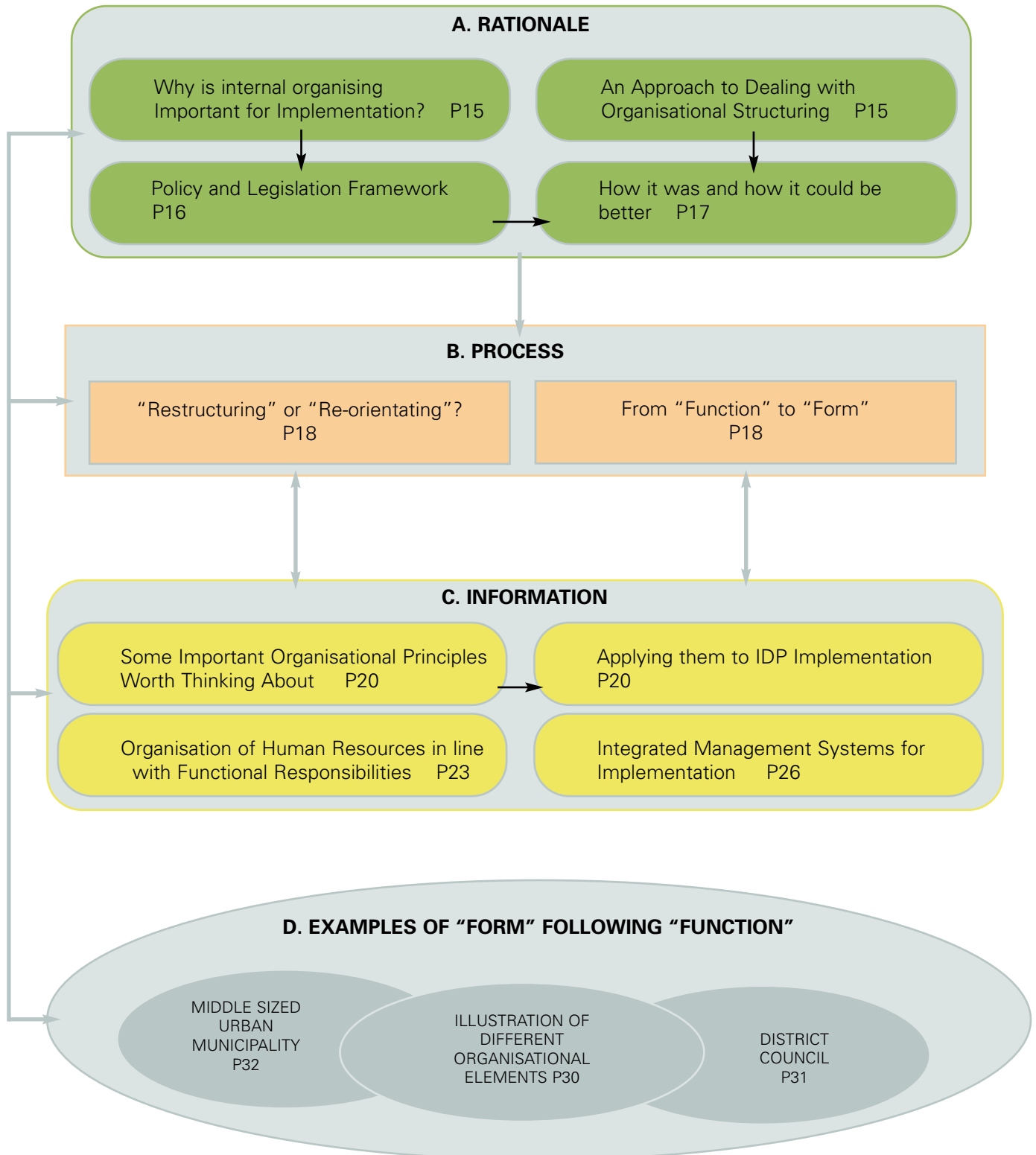


SECTION 1 – “ORGANISATIONAL RE-ORIENTATION”: ORGANISING AND STRUCTURING THE INTERNAL RESOURCES OF THE MUNICIPALITY FOR DELIVERY

ROUTE MAP FOR THIS SECTION



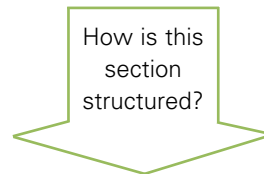
A. RATIONALE

1. WHY IS INTERNAL ORGANISING IMPORTANT FOR IMPLEMENTATION?

For planning to result in effective implementation, it is necessary to have the relevant organisational structuring of the resources available to the Municipality.

This requires the proper organisation of both internal and external resources.

This section considers the approach to organising the internal resources available to the Municipality as a major factor ensuring the required implementation.



2. STRUCTURE OF THIS SECTION

This section relies on you as a Manager, in conjunction with other relevant people in your Municipality, to use guidelines to carry out the organisation of your Municipality's internal resources in a way that is suitable to the context and programme of your Municipality. To assist you it provides the following:

• Conditions	The Legislative and Policy background
• What to Change?	Moving from old Forms of Organisation to More Efficient Ones
• Scope of Change	Choosing "Re-orientating" or "Restructuring"
• The Context	The IDP providing a Base for "Re-orientation"
• What Should Guide You	Key Factors and Guiding Principles
• How can You do it?	"Form Follows Function"
• Re-organising Human Resources is not Enough	Management Systems that provide the "cables" that link resources to Implementation
• Inspiration	How other Municipalities have Done it

3. POLICY AND LEGISLATION FRAMEWORK

The key legislative framework is contained in the Municipal Systems Act.

INFORMATION BOX

Legislation Snippets

“A Municipality must give effect to its Integrated Development Plan and conduct its affairs in a manner which is consistent with its Integrated Development Plan.” (Local Government Municipal Systems Act 2000 Chapter 5 – 36).

“Each Municipal Council must, Adopt a single inclusive and strategic plan for the development of the municipality which:

- a)
- b) aligns the resources and capacity of the municipality with the implementation of the plan (Local Government Municipal Systems Act 2000 Chapter 5 – 25)

Municipal services must:

- a)
- b) be provided in a manner that is conducive to the prudent, economic, efficient and effective use of available resources (Chapter 8 – 73).

The two key policy instruments arising from this Act that give form to the organising of internal resources are:

- ◆ Integrated Development Planning
- ◆ Performance Management

The **Integrated Development Planning Process** significantly assists in the structuring of internal resources both in preparation for the IDP as well as through the specifics of some key outputs (see Item 4). The five phases of the IDP provide the opportunity to analyse, consult and develop firm proposals for the organisation of internal resources.

The **Performance Management System**, a requirement of the Municipal Systems Act, is an essential management system that helps structure internal resources and then monitor and evaluate their effectiveness. This provides the possibility for continuously improving the use of resources. Performance management fulfils the implementation management, monitoring and evaluation of the integrated development plans and broader activities of the Municipality.

The **Employment Equity Act** and the legislative requirements for the **Establishment Plan** and **Workplace Skills Development Plan** are also important in giving a framework for internal resource organisation.

Together these new instruments provide you with a practical framework within which to organise the internal resources in line with the responsibility of the Municipality to deliver developmental local government.

INFORMATION BOX

More Information about Performance Management in Municipalities

You can obtain more information about the structuring and organising of performance management systems from the following sources:

- ◆ Guide VI – Section 5.
- ◆ “Introduction to Performance Management” – Department of Provincial and Local Government.
- ◆ Performance Management: A Guide for Municipalities – Department of Provincial and Local Government.



4. HOW IT WAS AND HOW IT COULD BE IMPROVED

Historically Local Municipalities in South Africa were often characterised by:

- Separation between planning and implementation e.g. separate departments with own agendas/programmes.
- Sectoral allocation and control of resources resulting in inefficient and inappropriate use of scarce resources.
- Hierarchical and pyramid structuring of planning and implementation resulting in bureaucratic decision-making, delaying implementation, and often favouring support rather than delivery departments.
- Delivery of whole or parts of projects dominated by strong sectoral departments resulting in a lack of inter-sectoral co-operation and badly directed resources.
- Lack of flexibility in organising to permit efficient allocation of resources at project and programme levels.

Integrated Planning cannot mould implementation within such organisational constraints. It must give shape to different forms of local municipal organisation.



During the past 10 years organisational thinking in the private and public sector has experienced significant shifts.

There is a groundswell movement away from the organisational forms that emerged from large industrial and state corporations of the 20th century. These structures have increasingly restricted effective and creative use of resources to maximise delivery.

The movement is now towards the organisation of resources that emphasize the principles in the table below.

THE BETTER ORGANISATION TABLE

Flatter structures	Reduce the levels of bureaucratic decision-making that inhibits action. Decentralise decision-making and control within well-managed systems of responsibility and accountability.
Greater Flexibility in Resource organisation and application	Scope to use available skills on a flexible basis where they are most needed. This can involve cross-sectoral department and movement between project and programme. This requires use of skills and knowledge management.
Greater Integration Between Functional Departments	Increase the co-operation at planning and implementation co-ordination level between functional departments. This will help to ensure that resources are better allocated across departments and applied in a co-ordinated manner, reducing wastage.
High levels of organisation communication	With flatter structures, decentralising of decision-making and inter-sectoral co-operation, it is important that there is high level of focused communication within the organisation.
Integrated and resource efficient management information system	Communication without the right and accurate information creates confusion. Well targeted, preferably integrated information systems, are essential to efficient management of implementation.
Support functions to support delivery and not an end in themselves	Support services e.g. finance and administration, exist to provide organisational and governance support to implementation. They do not exist merely to perpetuate themselves. Their service function must be understood and well-defined in relation to implementation and implementing departments.
Complementary but demarcated co-operation between the political and administrative structures	Clarity about and respect for the differentiation of roles between the Municipality's politicians and its officers. Confusion or overstepping by either constituency creates implementation-inhibiting conflict.

In structuring our Municipalities for implementation of the IDP these principles provide important guidelines.



B. PROCESS

1. ORGANISATIONAL "RESTRUCTURING" OR "RE-ORIENTATING?"

Effective implementation based on Integrated Development Planning requires pro-active structuring of the resources of the Municipality.

The nature and extent of the re-organising of the resources within the Local Municipality depends upon its existing organisational capacity to achieve its development objectives.

Wherever possible it is important to avoid expensive and time-consuming major restructuring. This often results in so much attention given to the internal working of the Municipality, that there is little energy left for implementation.

It is usually better to concentrate on more limited changes referred to here as "*organisational re-orientation*", within the constraints of the existing staff and other resources.

If it is to maximise commitment, such "re-orientating" should belong to the Council and be managed from within the Council rather than by outside agencies.

2. HOW TO APPROACH RE-ORIENTATING: "FROM FUNCTION TO FORM"

EXAMPLES BOX

The normal request by managers is:

"Tell us how to structure our organisation to deliver development."

Often more specifically and urgently stated as:

"Give us an organogram of how we should do it."

Providing a blueprint for structuring with standardised highly defined organograms is not helpful. It neglects the importance of a nuanced local understanding that gives variety to effective organising.

Organograms also highlight static structural relationships, neglecting the importance of management systems and flexible forms of organising as significant elements in making integrated implementation work.

The precise form of the organisational structure and relations will develop from the institutional plan in the IDP in interaction with the specific context of each Local Municipality.

EMPHASIS BOX

Good practice examples in Local Municipalities show that they can have different organisational forms and be equally successful in delivering.

See examples at end of this Section (30 - 32).

What is most important is the understanding that management has of:

- the context within which the Municipality is working; and
- the linkage of this with well clarified purposes; functions; and proven good practice guidelines.

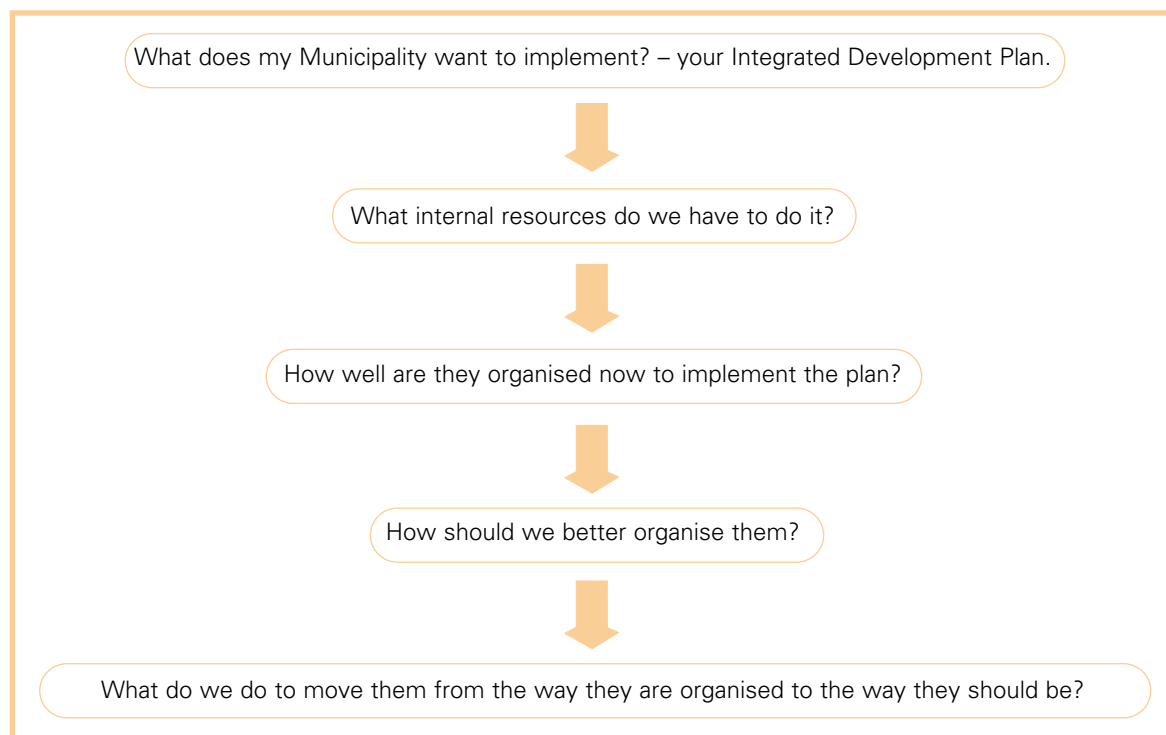
This also fashions the approach in the remainder of this section. You are encouraged to think of your organisation in an organic way, fulfilling important developmental functions using a whole range of interacting resources.

By understanding the functions to achieve the implementation, and the resources to fulfil the functions, it is then possible to better understand the best structuring for your Municipality.

This Guide takes the path that **“Form follows Function”**.

Your ability to structure your delivery is further enhanced by better understanding of good practice, and learning from the variety of approaches adopted by productive Municipalities.

In simple language you need to follow a path like this below:



It is possible to give you some pointers on what to look for but it is you and others in your Municipality who can best decide what you need to change.

INFORMATION BOX

Human Resource Development

In the process of structuring your internal resources to implement, you must use the resources available to the Municipality. However, the capacity and capability of available human resources is not static.

It is an essential part of any “re-orientating” to assess the potential capacity of the human resources and to develop a plan to ensure that staff are given training and other support to constantly improve their skills to deliver.

This can sometimes be by enhancing existing skills while at other times it can involve developing completely new skills.

What is important is to have:

- *an assessment of the areas in which capacity must be built to improve implementation;*
- *a continuous understanding of the potential human resource capacity;*
- *how this potential can be best developed within available resources; and*
- *a defined human resource development plan that focuses primarily on the Municipality’s imperative to deliver.*

Make this an essential ingredient of your management strategy for implementation.

Indicators
of possible
ways to
go.....

C. INFORMATION

1. APPLYING THE BETTER ORGANISATION PRINCIPLES TO IMPLEMENTING THE IDP

Now consider these more specific approaches to implementing the IDP based on the principles for better organisation:

A Senior Management team that integrates both planning and implementation branches at its primary management level

- Control and co-ordination of the overall programme of the Municipality must be managed with a senior management team that integrates the key planning and implementation functions across sector and support departments. Important to this is ensuring that the implementation plans from the IDP are properly linked to the total service delivery of the Municipality. The continuation the IDP Steering Committee is an important organisational point to strategically link the IDP, budgeting processes and practical implementation.

Example:

- The Municipal Manager continues with the IDP Steering Committee involving the IDP Manager, the Financial Manager and the heads of key departments eg infrastructure, planning, community services, and finance. They meet weekly and have overall responsibility to oversee the implementation of the Municipality's programme.

CEO and Departmental Heads Create the Link between the "Political" and the Administration

- Clarity in function and organising is required between the tasks of the administration and those of "the political". The administration's link with the political is primarily in its reporting from senior management to the formal political forums and back to the administration e.g. through Exco and established Council Committees. It is important for senior managers to liaise with portfolio committee heads in ensuring that there is good communication from the "political" back into the administration.

Example:

- The Municipal Manager reports directly to the Executive Committee or the Executive Mayor on progress with the implementation of the IDP and with adjustments decided politically. Other senior managers liaise with portfolio Councillors on projects implemented in their special areas.

Multi-sectoral management teams to manage the implementation linkage of projects within integrated programmes

- Programme teams comprising of middle managers are assigned management responsibility for specific integrated key development programmes. Their responsibility is to ensure that projects achieve their programme objectives either as separate projects or through the correct linkage with other projects.
- The structure and frequency of meetings of such teams depend on the number of programmes and their complexity. In smaller Municipality these functions can be achieved through the Strategic Management – IDP Steering Committee team.
- In structuring such teams it is crucial to first choose people from the departments with high impact on the programme, then individuals from departments that have the skills for integrating their sectoral speciality within the programmes.

Example:

- Programme teams dealing with Local Economic Development programmes might have representatives from the local economic development, engineering, community development, housing and finance departments.

Multi-sectoral project teams with representation from departments involved in projects. Flexible and able to bring together the key resource people relevant to the particular project. Co-ordinated by a representative from the lead department

- Project teams at both planning and implementation stage require cross-sectoral participation on the basis of the delivery of a single combined project, not a series of disparate sectoral inputs.
- The project task teams formed during Phase 3 form the basis for the project implementation teams. In better resourced Municipalities some people with particular implementation responsibilities could be brought in.
- The project team exists only for the duration of the project. It also draws in external resource people where internal resources do not exist.
- The lead department on the project has the responsibility to co-ordinate and manage the project team, but not to control it through its own implementation inputs. Teams are temporarily in place for duration of the project.

Example:

- Nodal project to provide market and community facilities will have project team representatives from technical services, community development, local economic development, finance and health services. They meet regularly to ensure that inputs are made in a co-ordinated manner.

Sectoral Department programme and project management of sectoral input to that project

- The point of practical delivery on the ground is usually managed within a sectoral department.
- Sectoral departments manage their resource inputs into the project within the defined project implementation design of the project team.
- For each project the relevant sectoral departments should specifically identify a project representative who is responsible to ensure that the sectoral department's resources are applied in accordance with the integrated project implementation plan.
- Each department would have a 5 year financial, institutional and resource allocation plan. The current year's plan should contain a high level of detail.

Example:

- The Manager of the Technical Services Department will allocate the engineering staff and ensure the contracting of relevant engineers for the infrastructure work through the precinct. S/He will do this on the basis of the programme determined by the project team.

Political and community input in the project planning and implementation phases to ensure that technical implementation is in line with needs

- Political and community inputs are required at project implementation level. While these should assist in project delivery and monitoring they should be separated from the project teams that allocate and manage the resource inputs, but have lines of representation and communication with project teams.

Example:

- On nodal project a Community project team is to meet regularly with key delivery departments and relevant politicians to receive input into progress and quality of implementation.

Political involvement at a senior level in assessing progress with programme delivery through Exco and Council

- The political structure has an important responsibility, through its organised committee system, to monitor the implementation programme, taking its information from the Municipality's monitoring and reporting systems as well as from community representative groupings e.g. Community project teams and Ward Committees.

Example:

- Regular agreed performance management reports to the Council and committee structure providing sufficient information for assessment of the implementation of the IDP.

Where appropriate, and where capacity exists, decentralisation of the point of service delivery with the relevant resources and decision-making authority for management at this level

- In a Local Municipality it is important to consider whether a particular service is best provided centrally or from a decentralised base.
- Where a decentralised base is most appropriate it is crucial that the necessary resources and decision-making power for management is also decentralised. Solely decentralising the notional point of delivery without the resources prevents the provision of an efficient service.
- The practical consideration of decentralised services and their relationship to support services is too complex to deal with in this manual.

Example:

- The decision to have one-stop information and pay centres at the 21 local offices requires proper resourcing of these offices to make sure they can carry out this service.

TO DO BOX

Consider your own Municipality. Does it incorporate these success factors in organising resources? Can you identify others? What can you do with the resources available to build in such success factors? You can use the box below to assist you to do this.

PRINCIPLE	HOW IS OUR MUNICIPALITY DOING THIS?	WHAT CAN WE DO TO IMPROVE THIS IN OUR MUNICIPALITY?
A Senior Management team that integrates both planning and implementation branches in its structuring.		
Line delivery departments are involved in cross-sectoral planning teams.		
CEO and Departmental Heads create the link between the Political and Administration branches.		
Multi-sectoral project teams with representation from departments involved in projects.		
Departmental project management of sectoral input to that project.		
Political involvement at a senior level in assessing progress with programme delivery through Council.		
Political and community input in the project planning and implementation phases through community based project teams.		

How will these changes impact on the organisation of human resources in your Municipality?

2. ORGANISING OF HUMAN RESOURCES IN LINE WITH FUNCTIONAL REQUIREMENTS

The legislation and management systems of Local Municipalities assign specific responsibilities to various individuals or groupings in both the planning part of the IDP and its implementation.

In organising “re-orientation” it is important to know the functions that are required for implementation as well as ensuring that these functions are allocated where they can act most effectively.

It requires “functional” allocation to individual employees as well as within organisational groupings e.g. project teams. For each employee and for each organisational structure you must understand clearly:

- ◆ what the person or structure contributes to the delivery;
- ◆ if it is the most effective way of using this resource for delivery; and
- ◆ how this employee or structure will interact with the others required for delivery.

It is important in the management of your Municipality that everyone understands their functions and that of the structures and how these interact. The Municipal Manager and political leadership must ensure this clarity through:

- ◆ properly defined job descriptions;
- ◆ clear terms of reference for different structures;
- ◆ proper training and orientation of staff, including planned career path development in the workplace;
- ◆ review of the effectiveness of the functional contributions to delivery through linkage with the performance management system.

INFORMATION BOX

Decentralising of Delivery

There are many instances where Municipalities can best carry out implementation or deliver services from decentralised bases. It is important to keep this in mind when considering organisational options. It is not possible to deal with the complex issues of decentralisation in this guide. However, when considering it within your organisation, keep in mind some of the following issues:

- How local should the decentralisation be in order to deliver a good quality service while avoiding high costs?
- What is being decentralised: Staff? Financial management? Decision-making power?
- What requires decentralising to improve service delivery and efficiency?
- Do the management resources exist to manage a decentralised service at the level required?

The table on the next page elaborates key functions for planning and implementation with *possible function* allocations. It also lists the linkages between those responsible for different functions. The challenge is to see this not as a rigid set of rules but as guidelines. In using the guidelines the principle of flexibility in linking “form” to “function” is paramount.

For many smaller Municipalities a range of different structures is not achievable. In such instances the functions will be allocated to a few individuals or organisational groupings.

STRUCTURE/POST	FUNCTIONS	POTENTIAL MEMBERSHIP	LINKS
ADMINISTRATION			
Municipal Manager	<ul style="list-style-type: none"> Strategic and senior operational responsibility for development and management of the total IDP process. Strategic and senior operational responsibility for ensuring that implementation programme of Municipality takes place with resources available. 	Municipal Manager	Executive Mayor Exco Council Strategic Management Team – IDP Steering Committee
IDP Steering Committee	<ul style="list-style-type: none"> Monitoring effective management of IDP. Strategic management of the Municipality's implementation programme. Performance Management of the implementation programme and its link back to prioritising and further planning. Co-ordination of rollout of programme and project implementation as per business plan and budget. Monitoring of programme expenditure against budget. Co-ordination of overall inter-sectoral contributions to programme. Resolving resourcing and inter-sectoral project management problems. 	Municipal Manager Financial Manager Key Departmental heads (Planning and Implementation) IDP Manager Executive Mayor/ Head Exco	Executive Mayor Council Municipal Management Departments Sector Departments
Integrated Programme Development Teams	<ul style="list-style-type: none"> Ensuring cross-sectoral allocation for prioritised programme delivery. Monitoring progress of delivery of programmes. 	Financial Manager IDP Implementation Manager Departmental Heads or their representatives	Council Comm SMT Sectoral Departments Project Teams
Project Task Teams (PT)	<ul style="list-style-type: none"> Detailed project planning. Co-ordinate the intersectoral inputs into prioritised and authorised projects. Monitoring of progress with rollout of project. 	Reps from dept involved in project. Appointed contractors/consultants Elected Comm Reps	Council Comm SMT IPT
Sectoral/ Functional Departments (SD)	<ul style="list-style-type: none"> Making sectoral technical inputs to the planning process including linkage to integrated programme and project planning. Managing project implementation for its sectoral function. Co-ordinating sectoral/functional inputs across implementation programmes. Monitoring sectoral/functional programme and project implementation. Co-ordinating agreed sectoral planning. 	Departmental head Line managers and other officers involved in sectorally managed delivery	IPT PT
IDP Desk (NB – where it does not exist these functions stay with Municipal Manager)	<ul style="list-style-type: none"> Developing and managing the organisation Performance Management System. Ensuring communication of the results in a usable form to relevant parts of Municipality. Managing the linkage of the results of Performance Management back into the management forums and the Annual Review of the IDP. 	IDP Manager – preferably as part of the Municipal Manager's office	SMT Exco Council SD

STRUCTURE/POST	FUNCTIONS	POTENTIAL MEMBERSHIP	LINKS
POLITICAL			
Executive Mayor (ExM)	<ul style="list-style-type: none"> Political co-ordination of the management of IDP and the resulting programme of implementation for Municipality. 	Executive Mayor	Exco Cncl CEO SMT
Executive Committee of Council (Exco)	<ul style="list-style-type: none"> To handle day-to-day political inputs into the overall IDP process. To respond to developing business plan and budget from SMT. Deal with political elements of the implementation of the Council programme. 	Executive Mayor Chair Exco Chairs of Comms CEO (reporting)	ExM Cncl CEO STM
Full Council (Cncl)	<ul style="list-style-type: none"> To ratify the IDP plan. To monitor its implementation. Agree on the annual budget and the linked prioritisation. Monitor the implementation of Municipality's agreed service delivery programme. Agree to any major changes to the implementation schedule or budget. 	All elected members CEO Dept heads (reporting and technical info)	Exco CComs CEO STM
Council Committees – (preferably functional clusters) or portfolio Committees) (CComs)	<ul style="list-style-type: none"> To input on the planning of strategies, programme and project identification. To monitor and assess functional and sectoral delivery in accordance with the Council's agreed programme of delivery. 	Appointed Cllrs	CEO STM IMF Dept Heads
Ward Committees	<ul style="list-style-type: none"> To contribute to detailed project design in their local areas. To monitor progress with project delivery in the area. To liaise with ward members on the progress and quality of the work. To assist in mobilising appropriate community involvement in project delivery. 		Cncl Residents Project Task Team Leaders
COMMUNITY			
IDP Representative Forum	<ul style="list-style-type: none"> To take community input into planning processes for integration into plans including 5-year plan and 1-year budget. To monitor and evaluate progress in the implementation of the 5-year plan. To make suggestions on ways of improving delivery or reviewing the 5-year plan. 	Relevant Councillors Community Reps	PMF IMF CComs
Project Implementation Forums (PIF) (Form depends on nature of project)	<ul style="list-style-type: none"> Community inputs into detailed project planning. Community monitoring and evaluation of the delivery process of specific projects. 	Project Task Team Reps Community Reps Sometimes open to all local beneficiaries	PT IMF CComs

TO DO BOX

Examine the allocation of responsibility for implementation within your Municipality? Are all the key functions well covered? Are they most effectively carried out where they are presently located? Do you need to do any re-organising around functional responsibilities in order to efficiently implement your IDP? Keep in mind the good organisational principles.

Now consider the "cabling" within the organisation –
Your Management Systems

3. INTEGRATED MANAGEMENT SYSTEM TO SUPPORT IMPLEMENTATION

Human and financial resources are key ingredients in ensuring successful implementation. However, organising these is not sufficient for delivery.

The effectiveness of this organising of resources is dependent upon their interaction and integration through a number of **different management systems**.

EMPHASIS BOX

Without effective management systems, it is possible to have the human and financial resources available but not realise the agreed implementation.

The systems provide the **"cables"** through which the resource flows of the Municipality can achieve the implementation desired.

The management system of a Municipality is made up of numerous separate systems that are integrated into the total management system.

Often people regard "management systems" as organisational forms that develop organically and need no pro-active structuring or management. This perspective severely inhibits the chances of maximising the use of resources in delivery.

It is crucial to understand that the management systems of a Municipality must be proactively developed, managed and adapted to facilitate the use of resources in the Municipality's delivery programme.

To do this you must understand:

- ◆ what systems are operating within your Municipality?
- ◆ how you can change them to help improve your delivery programme?
- ◆ whether you need to develop new systems or improve existing ones?

This section of the manual concentrates on the elements of the management system identified as most directly important for the efficiency and effectiveness of prioritised implementation.

It will identify and define the elements and then point you to other parts of the manual or other manuals where you can obtain more detailed support in organising the most appropriate systems.

Communication System	
WHAT?	<ul style="list-style-type: none"> The exchange of information within and outside the Municipality that enables efficient use of resources to carry out the prioritised implementation programme of the Council in the most efficient manner.
WHY?	<ul style="list-style-type: none"> To ensure that the people with the skills and resources to deliver are properly linked to the agreed planning and then with each other during the delivery process. That the results of the delivery process are communicated to all relevant stakeholders during and after delivery.
WHO?	<ul style="list-style-type: none"> All stakeholders have a part to play in the communication strategy. The Council is responsible to ensure that the Municipality has an effective communication system in place. The Municipal Manager is responsible to practically structure such a system and ensure that all with responsibility do what they should do. His key partnership in this is with the Strategic Management Team and the Municipality's Exco.
HOW?	<ul style="list-style-type: none"> Review the existing communication strategy and how it is aiding delivery. Identify gaps and weaknesses. Define specific changes required to improve this.

Financial Management System	
WHAT?	<ul style="list-style-type: none"> An integrated system for managing the Municipality's finances that ensures both control and accountability in a way that enhances the implementation programme and its effective monitoring and evaluation.
WHY?	<ul style="list-style-type: none"> To ensure that financial resources are available at the right time and in the right place to facilitate effective delivery. To ensure that there is proper accountability for their most effective use supporting the Council priority implementation.
WHO?	<ul style="list-style-type: none"> All stakeholders have a part to play in the financial management strategy. The Council is responsible to ensure that the Municipality has an effective financial system in place. The Municipal Manager is responsible to practically structure such a system and ensure that all with responsibility do what they should do. The Financial Manager has operational management responsibility for the system.
HOW?	<ul style="list-style-type: none"> The different components and the elements of good practice and approaches to structuring are dealt with in Section 3 of this guide.

Integrated Project Management	
WHAT?	<ul style="list-style-type: none"> A system to plan and monitor the efficient allocation and management of all resources into projects in a timeous and cost-effective manner to ensure delivery.
WHY?	<ul style="list-style-type: none"> To permit the key implementers and managers of implementation to plan and monitor the input of resources into delivery.
WHO?	<ul style="list-style-type: none"> The project management system is required within all delivery departments as well as cross-sectorally for projects. It must also interact closely with the support departments e.g. Finance.
HOW?	<ul style="list-style-type: none"> The different elements and approaches are dealt with in Section 4 of this guide.

Contract Management System	
WHAT?	<ul style="list-style-type: none"> System to control the awarding and management of external contracts or structures to assist delivery where the resources are not available within the Municipality.
WHY?	<ul style="list-style-type: none"> To ensure: <ul style="list-style-type: none"> that the outsourcing of delivery for the Municipality is carried out effectively within the legislation, policy and regulations of government. that outsourced work delivers effectively to maximise the Municipality's achievement of its developmental objectives.
WHO?	<ul style="list-style-type: none"> The Municipal Manager responsible to ensure that the system is properly in place and resourced. Departmental managers to manage its implementation.
HOW?	<ul style="list-style-type: none"> The different elements and approaches are dealt with in Section 3 and 4 of this guide.

Performance Management (Monitoring and Evaluation) System

WHAT?	<ul style="list-style-type: none"> An integrated system to draw together the information and analysis required at all levels to monitor and evaluate inputs, outputs and outcomes of the implementation programme and use this information in continued planning and implementation.
WHY?	<ul style="list-style-type: none"> To enable the assessment of the effectiveness of the Municipality’s programme of delivery against its developmental objectives, with the intention of progressively improving the quality of its planning and delivery.
WHO?	<ul style="list-style-type: none"> The key responsibility for ensuring it is in place, and its management, effectively rests with the Municipal Manager. The operational management should rest with a designated officer – where possible the IDP Manager.
HOW?	<ul style="list-style-type: none"> The different elements and approaches to the development and management of such a system is dealt with in Section 5 of this guide and also in the Guide: Performance Management for Local Government – Department of Provincial and Local Government.

TO DO BOX

Consider your management systems.

Assess to what extent they effectively create the “cabling” between your resources and delivery.

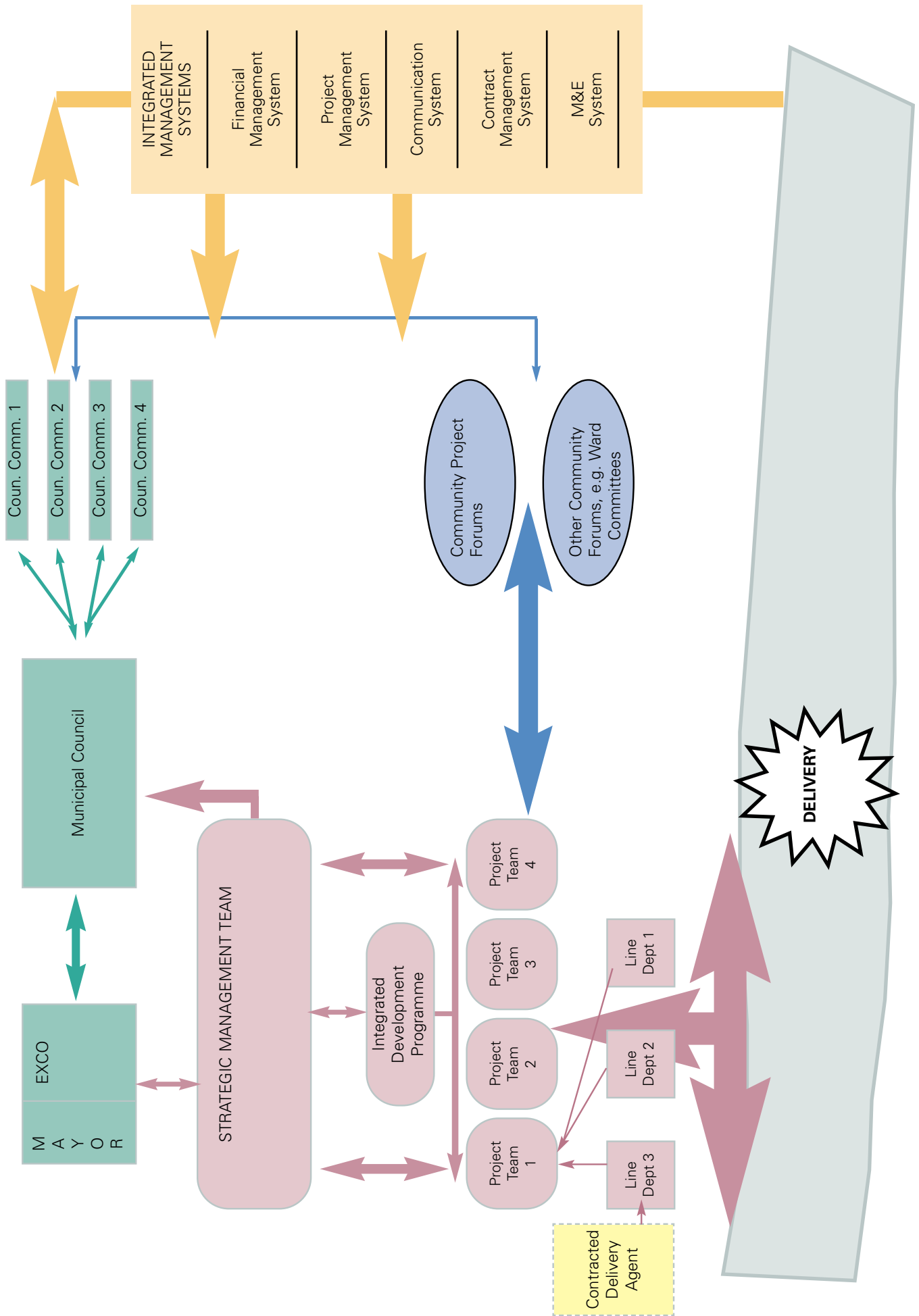
How well are they integrated across the Municipality and between systems?

You can use the table below to help your assessment.

SYSTEM	HOW IS IT PRESENTLY ORGANISED?	HOW EFFECTIVELY DOES IT ASSIST DELIVERY?	WHAT SHOULD BE DONE TO IMPROVE IT?
Communication System			
Financial Management System			
Project Management System			
Contract Management System			
Monitoring and Evaluation System			
Integrating the different Management Systems			

Now lets integrate the key factors, functional organising and systems into a summary diagram.

4. GENERIC ILLUSTRATION OF STRUCTURE FROM FUNCTIONAL ANALYSIS



This is a generic illustration of the different organisational elements.

Studies of existing Local Municipalities that are delivering well, shows that there are different ways to structure within the functions, principles and the specific context.

Let us see how two South African Municipalities have done it.

5. HOW HAVE TWO LOCAL MUNICIPALITIES ORGANISED IT?

This is how District Council has done it.

QUOTATION BOX

There is no point in having a plan if there are insufficient skills, capacity and human resources to do the work. "Instead it seeks to make existing skills and equipment more efficient, integrated and effective." Amatole IDP P84

IDP Analysis of Present

"The organisational structure is presently a hierarchy of officials and decision-makers.

This can lead to directorates working within themselves with little interaction and co-ordination between directorates. This can also be termed a sectoral structure (e.g. engineering, finance, and administration) whereby, each directorate is responsible for a sector of work or projects.

The political structure and administrative structure are also not currently arranged in a manner which will fulfil the proposals of the Economic LDO's where Local Economic Development could be achieved through coordinated provision of LED infrastructure, training and capacity building." (Amatole District Council – Integrated Development Plan 2001 – P84 – 85).

IDP Proposal for the Future

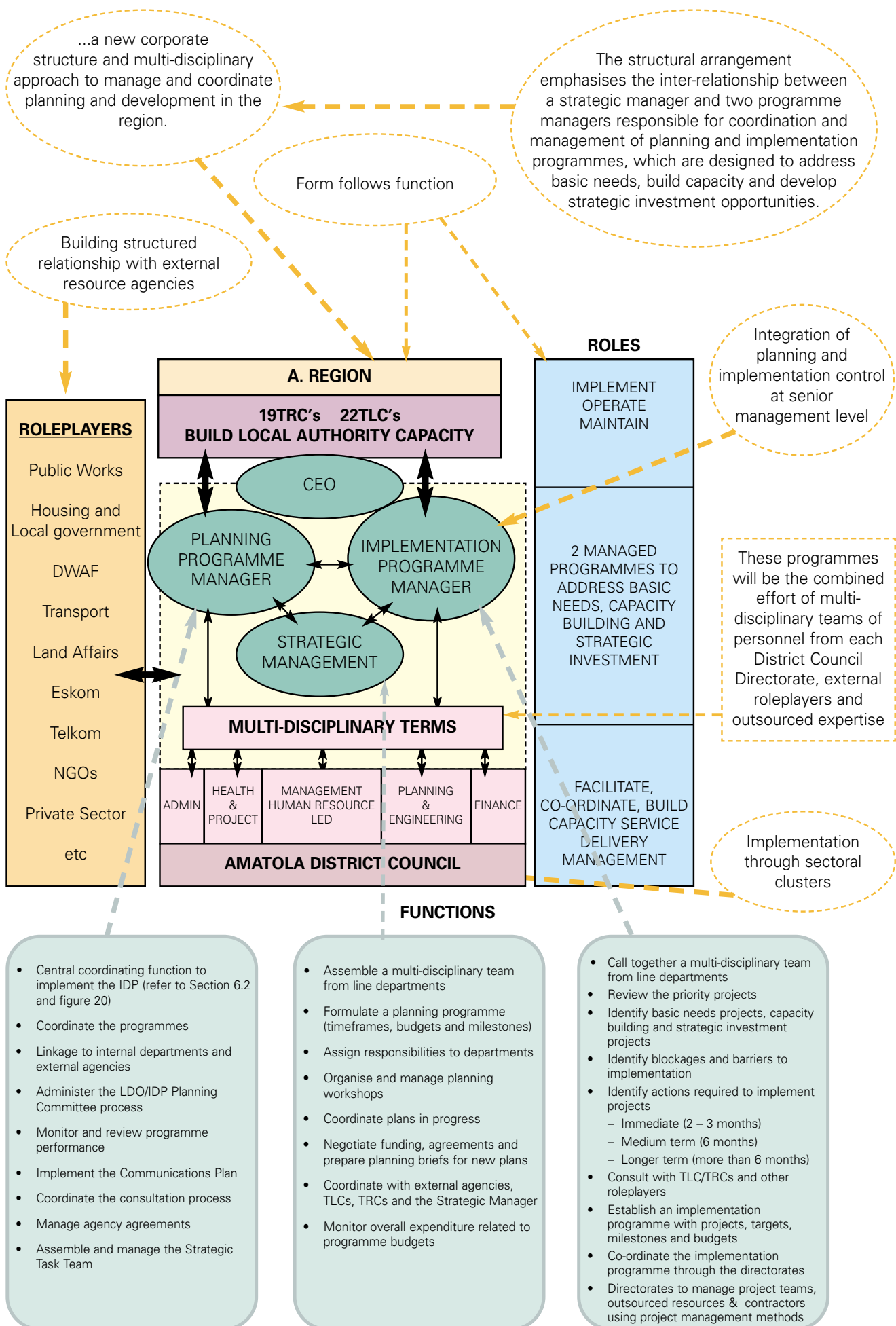
"Its principal role of regional co-ordination, facilitation, and implementation of infrastructure projects through the local authorities."

"There is accordingly, a need to create more interaction and co-ordination between directorates, whereby planning and implementation will be working with programmes rather than sectoral projects. (for example; basic needs programme rather than a water project) to restructure its corporate management structure to achieve more effective inter-departmental operations, self-management according to targets, budgets and integrated business plans."

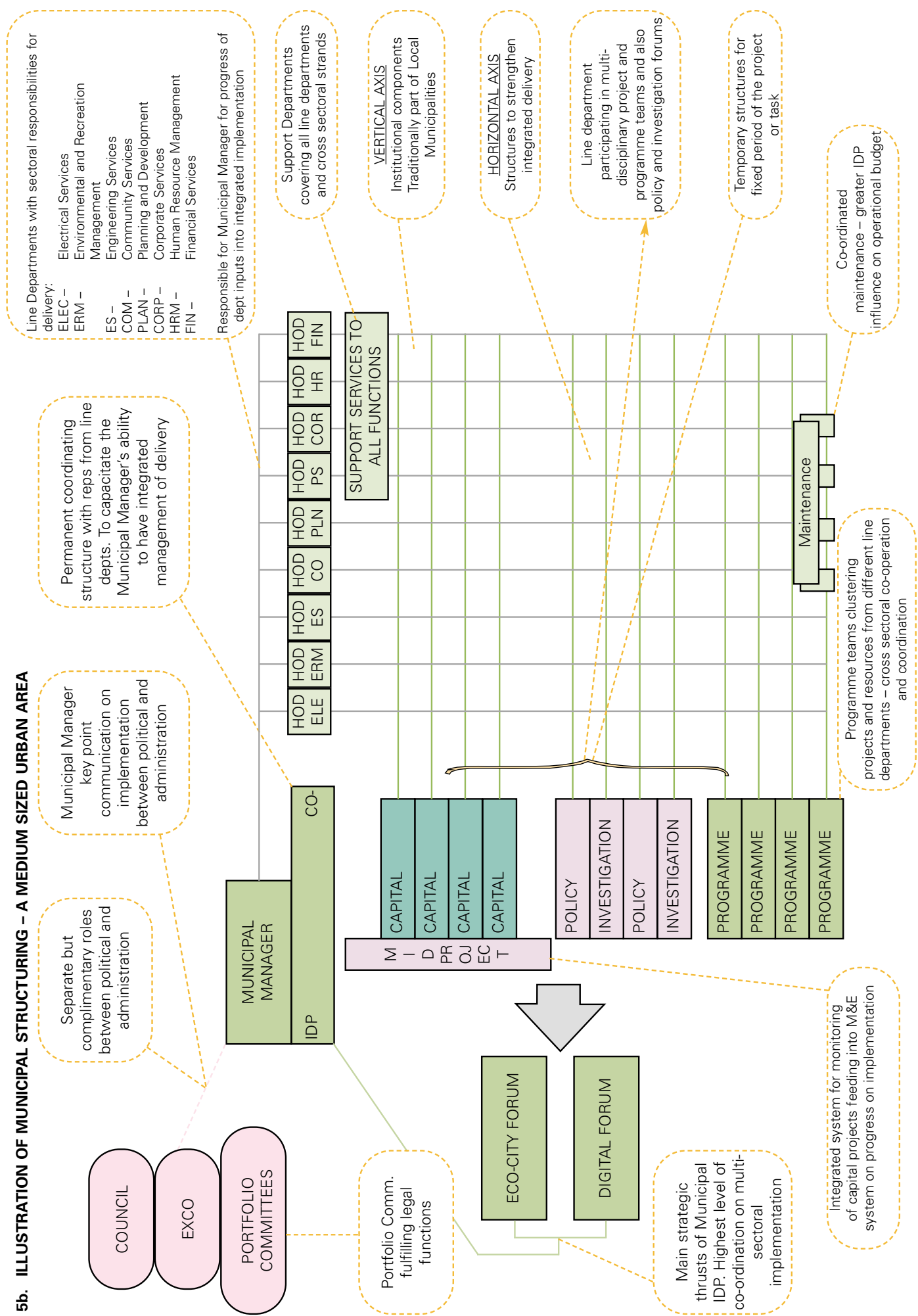
*"These programmes will be the combined effort of **multi-disciplinary teams** of personnel from each line department, external role-players and outsourced expertise to fulfil its role in managing and coordinating programmes for development planning and implementation."*

"The Implementation Programme Manager will utilise a multi-disciplinary approach with all departments to achieve an integrated implementation programme. A crucial component to implementation is to utilise local capacity, public private partnerships and outsourced capacity to achieve service delivery. Additional capacity will be project linked and funding for augmented expertise will be project linked on a contract/performance basis." (Amatole IDP 2001 – P84 – 87).

5a. ILLUSTRATION OF MUNICIPAL STRUCTURING – A DISTRICT COUNCIL



5b. ILLUSTRATION OF MUNICIPAL STRUCTURING – A MEDIUM SIZED URBAN AREA



Separate but complimentary roles between political and administration

Municipal Manager key point communication on implementation between political and administration

Permanent coordinating structure with reps from line depts. To capacitate the Municipal Manager's ability to have integrated management of delivery

Line Departments with sectoral responsibilities for delivery:
ELEC – Environmental and Recreation Management
ERM – Engineering Services
ES – Community Services
COM – Planning and Development
PLAN – Corporate Services
CORP – Human Resource Management
HRM – Financial Services
FIN –

Responsible for Municipal Manager for progress of dept inputs into integrated implementation

Support Departments covering all line departments and cross sectoral strands

VERTICAL AXIS
Institutional components Traditionally part of Local Municipalities

HORIZONTAL AXIS
Structures to strengthen integrated delivery

Line department participating in multi-disciplinary project and programme teams and also policy and investigation forums

Temporary structures for fixed period of the project or task

Co-ordinated maintenance – greater IDP influence on operational budget

Programme teams clustering projects and resources from different line departments – cross sectoral co-operation and coordination

Integrated system for monitoring of capital projects feeding into M&E system on progress on implementation

Main strategic thrusts of Municipal IDP. Highest level of co-ordination on multi-sectoral implementation

ECO-CITY FORUM
DIGITAL FORUM

CHALLENGE BOX

Take the issues of function, then link them to organisational form and the required management systems.

Apply these to the context of your Municipality with its existing and potential resources.

What do you need to do to ensure that your Municipality is “re-orientated” so that implementation is informed by Integrated Development Planning?

Then make implementation happen.