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Examining the incorporation of the market orientation approach within the City of Johannesburg's Integrated Development Planning

By

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RESEARCH REPORT SUBMITTED IN FULFILMENT OF THE DEGREE OF MASTER OF MANAGEMENT IN GOVERNANCE AND MANAGEMENT

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DECLARATION

I, Letta Madlala, Student Number 9513111K, declare that this Research Report is my own, unassisted work derived from literature consulted. The work is a build-up and updated version of the work presented during the Proposal Development and Research Panel Defence modules as requested by the university. I acknowledged and referenced to the best of my ability all the resources used.

Signed on this the _____day of _____2022

ACKNOWLEDGEMENT

I thank God for helping me to continue with my studies under the most difficult time in the history of mankind, the unprecedented time of the novel COVID-19 pandemic.

I also thank everyone who contributed towards my studies, especially my supervisor Dr Kholiswa Malindini, who guided me throughout the process of writing the research report. Merle Werbeloff, whom I was assigned during the 2020 School of Governance Postgraduate Writing Retreat, My colleague Karen Harmse, who kindly volunteered to assist and was always available to proof-read and edit my research report, but last and not least, my family, who provided me with moral support, allowed me space and encouraged me to continue with my studies.

I also dedicate this research report to the memory of my late sister, Anikkie Mahlatji and many others around the world and in South Africa, who were victims of the COVID-19 pandemic.

ABSTRACT

Municipalities in South Africa (SA) are characterised by poor service delivery. This also includes the bigger municipalities, such as the City of Johannesburg (CoJ), which have and continue to struggle to provide adequate services. Providing sufficient services is important in a country because those services contribute to the improvement of the lives of citizens. Secondly, service delivery is one of municipality's main responsibilities as legislated by "the supreme law of the land, the SA Constitution" (Adonis & Van der Walt, 2017, p.42).

The Integrated development planning (IDP Planning) is legislated and compulsory for municipalities to use. It is meant to help municipalities improve service delivery; however, even after many years of implementation the services have not improved (Adonis & Van der Walt, 2017; Asha & Makalela, 2000; Mukwevho & Mtupiri, 2014).

As such, the study sought to understand the extent to which a market orientation approach is used by the CoJ IDP Planning. Using the interpretivist research paradigm and the qualitative research methodology, the CoJ was selected to investigate the phenomenon further. Data was collected through a theoretical review analysis and document analysis, with a review period from 2013 to 2026. Data was analysed and interpreted through a Thematic analysis (TA).

The findings confirmed the initial proposition and suggested that even though the CoJ is very good with their IDP Planning and Integrated development plan (IDP), this did not translate into improved service delivery. The study also found that the CoJ's IDP Planning did not fully adopt a market orientation approach as two elements of market orientation, viz. Intelligence generation was incomplete, whilst Intelligence dissemination was absent, which could explain why even with the very best IDP Planning and IDP, the CoJ was still unable to provide adequate services.

The study recommended that for the CoJ's IDP Planning to be efficient in improving service delivery, it must be modified in order to adopt a market orientation approach. This could be attained by including the following omitted elements of market orientation, namely:

The dissemination of intelligence throughout the municipality and improving the intelligence generation element of market orientation as follows:

Involving all municipal units (i.e. departments, directorates and municipal entities) in the IDP Planning. Furthermore, by ensuring that data used for their IDP Planning is collected through both formal and informal data collection channels and at all times instead of being treated as an event.

Key words: Integrated development planning, market orientation, municipal services and municipal service delivery

Table of Contents

Topic	Page No.
DECLARATION	**1**
ACKNOWLEDGEMENT	**2**
ABSTRACT	**3**
1. CHAPTER ONE – INTRODUCTION & BACKGROUND	**7-15**
1.1. Introduction & Background	**7-9**
1.2. Research Problem Statement	**9-10**
1.3. Research Purpose Statement	**10**
1.4. Research Objectives	**11**
1.5. Research Questions	**11**
1.6. The Significance of the Study	**11**
1.7. Ethical Considerations	**12**
1.8. Trustworthiness	**12-14**
1.9. Organisation of Chapters in the Report	**14-16**
1.10. Conclusion	**16**
2. CHAPTER TWO - LITERATURE REVIEW	**17-39**
2.1. Introduction	**17**
2.2. Theoretical Framework	**17-20**
2.3. Conceptual Framework	**20-39**
2.3.1. Local Government Services	**20-21**
2.3.2. Municipalities	**21-22**
2.3.3. Factors affecting service delivery	**22-23**
2.3.4. Integrated Development Planning	**23-26**
2.3.5. Market Orientation	**26-33**
2.3.6. Service delivery and planning in the City of Johannesburg	**33-37**
2.4. Concluding remarks – synthesis of the Information	**37-39**

Topic	Page No.
3. CHAPTER THREE - RESEARCH METHODOLOGY	**40-47**
3.1. Introduction	**40**
3.2. Research Approach	**40-41**
3.3. Research Design	**41-42**
3.4. Data Collection Method	**42-44**
3.5. Process of analysis	**44-46**
3.6. Limitation and positionality	**46**
3.7. Conclusion	**46-47**
4. CHAPTER FOUR – DATA ANALYSIS AND INTERPRETATION	**48-93**
4.1. Introduction	**48-49**
4.2. Getting to know the data	**50-66**
4.3. Generating initial codes	**67**
4.4. Searching for themes	**68-69**
4.5. Reviewing themes	**70**
4.6. Producing the report	**71-90**
4.7. Summary of the analysis	**91-93**
4.8. Conclusion	**93**
5. CHAPTER FIVE – CONCLUSIONS, FINDINGS AND RECOMMENDATIONS	**94-99**
5.1. Introduction	**94**
5.2. Research Objectives	**94**
5.3. Research Questions	**94**
5.4. Findings	**94-97**
5.5. Recommendations	**97-98**
5.6. Future studies	**98-99**
6. REFERENCES	**100-105**
7. APPENDICES	**106-182**
7.1. Appendix A - Coding for the 2013/16 COJ IDP	**106-110**

Topic	Page No.
7.2. Appendix B – Coding for the 2013/16 COJ IDP revised version	**111-123**
7.3. Appendix C -Thematic Table for the 2013/16 CoJ IDP	**124-139**
7.4. Appendix D – Defining Themes	**140-159**
7.5. Appendix E – Coding for 2021/26 CoJ IDP	**160-167**
7.6. Appendix F - 2021/26 CoJ IDP Thematic Table	**168-172**
7.7. Appendix G - Defining Themes, 2021/26 IDP	**173-182**
7.8. Appendix H – Turn it in report	

1. CHAPTER ONE

INTRODUCTION AND BACKGROUND

1.1. Introduction and background

Chapter one introduces the study by providing an overview of what the study is all about and why it is necessary. It consists of the background information, the research problem statement, the purpose statement, research objectives and questions, the significance of the study, the ethical considerations and the organisation of the research report chapters.

Poor service delivery has characterised South African municipalities (Masiya, Davids & Mangai, 2019) despite service delivery being their main responsibility (Lues, 2007; Thozamile[1]), mandated by "the supreme law of the land, the Constitution of South Africa (1996)" (Adonis & Van der Walt, 2017, p.42) as well as other legislations such as the Municipal Systems Act. Municipalities are battling to render services to communities. Enwereji and Uwizeyimana (2019) argue that SA National Treasury and the Auditor General have repeatedly reported on the poor performance of municipalities. Mathebula (2018) also concurred and stated that municipalities fall short of expectations when it came to delivering service to communities. In addition, Zondi, Nzimakwe and Mbili (2017), reiterated the point by stating that even after two decades the local government and municipalities still fall short of providing adequate services.

Various factors contribute towards poor service delivery in municipalities, and this differs from one municipality to the next. Poor implementation of the IDP (Mathebula, 2018), systematically poor infrastructure investment in the previously marginalised areas during the Apartheid era (Zondi et al., 2017), new demands for services due to the influx of immigrants (Bekink, 2006) and ineffectual public participation (Booysen, 2009) are amongst the few factors mentioned by various researchers.

Despite the negative factors prohibiting the provision of services, adequate service delivery is paramount in the country. According to Zondi et al. (2017) providing basic services lead to improved quality of life, "which increases socio and economic opportunities by promoting health and safety, facilitating access to work, education and recreation, and stimulate productive activities" (Zondi, et al., 2017,p.635). The Constitution also confirms this argument where in the preamble, it stipulates that the government shall provide a better life for all the citizens and, in section152 and 153, it states that municipalities ought to provide services to communities and promote social and economic

[1] Thozamile, R.M.L.E. (n.d.). Professional and ethical conduct in the public sector, Africa's Public Service Delivery and Performance Review, 26-37.

development. Mathebula (2018) further reiterated the point by stating that "Municipalities are expected to provide public goods equitably to all the citizens and most importantly, to promote social and economic development in their jurisdiction". (Mathebula, 2018, p.563). Thozamile[2] also mentioned that the Constitution of the country requires the government to look after the welfare of all citizens by providing for their basic needs. Municipalities, being an appendage of the government that interacts closely with communities, are expected to provide basic services. Both the Constitution (1996) and Batho Pele principles are quite clear in terms of how some of this may be done.

Due to provision of services being affected by many factors, the study focuses, particularly, on one of the factors, namely, IDP Planning, to see how it can be improved to enhance service delivery. IDP Planning is touted as a planning system that would lead to improved service delivery and as such fulfil the developmental needs of communities and leading to improved social and economic conditions. (Adonis & Van der Walt, 2017).The system is even legislated, making it compulsory for municipalities to adopt it as their "strategic planning and management tool" (Venter in Van der Walt 2012 cited in Adonis & Van der Walt, 2017, p.43). Unfortunately, the IDP Planning has not been the panacea that it was anticipated it would be, given that even after years of being implemented by municipalities, poor service delivery is still rife (Adonis & Van der Walt, 2017; Ash & Makalela, 2020; Mukwevho & Mtupiri, 2014). The study suggested that the inefficiencies of the IDP Planning could be the result of it not utilises a market orientation approach.

The literature emphasizes the use of the market orientation approach to enhance the performance in local government. This is because the market orientation approach is an effective method of consulting and acting upon citizen needs. Furthermore, both the private and public sector use the approach quite successfully (Cervera, Molla & Sanchez, 2001; Molander, Fellersson & Friman, 2018; Naver & Slater, 1990; Vegas & Canadillas, 2013; Vieira, 2010; Walker, Brewer, Boyne & Avellaneda, 2011). The market orientation approach entails collecting information regarding consumer/citizen needs; disseminating it throughout the organisation and responding to it through the provision of goods and services (Dursun & Kilic, 2017; Kohli & Jaworski, 1990).

Based on this emphasis, the study explores the extent to which the IDP Planning uses a market orientation approach. The phenomenon was investigated in the City of Johannesburg (CoJ), which is one of the municipalities in South Africa. The reasons for choosing the CoJ are as follows: The researcher is familiar with the municipality and it is anticipated that this would help expedite their research. Secondly, to eliminate other exogenous factors such as the differences in the management

[2] Thozamile, R.M.L.E. (n.d.). Professional and ethical conduct in the public sector, Africa's Public Service Delivery and Performance Review, 26-37

of municipalities, budget allocations, skills availability and other factors that could come into play when conducting a study in different municipal settings. Furthermore, the CoJ is one of the biggest municipalities in the country ("South African Yearbook", 2018/19) with the biggest budget. Lastly, the CoJ religiously conducts IDP Planning as it was confirmed in its annual reports.

1.2. Research problem statement

South African municipalities have been using IDP Planning for many years to guide service delivery, (Adonis & Van Der Walt, 2017; Asha & Makalela, 2020; Mukwevho & Mtupiri, 2014); however, adequate service delivery remains elusive, as municipalities find it difficult to provide satisfactory services (Enwereji & Uwizeyimana ,2019; Mathebula, 2018 ; Zondi et al., 2017).

Even the bigger municipalities have the same problem of poor service delivery. For instance, the CoJ performs poorly in their provision of services and this is shown in the low levels of the Customer Satisfaction Index (CSI) it achieves. In 2020 the CoJ attained a mere 59% CSI, which was a decrease from 73% in 2019 ("City of Johannesburg Final Integrated Report, 2019/20") and even in 2017 it attained a mere 67% ("City of Johannesburg Integrated Annual Report, 2018/19").

The literature emphasizes the use of the market orientation approach to enhance local government performance (Cervera et al., 2001; Vegas & Canadillas, 2013). Cervera et al. (2001) stated that market orientation improves the overall performance in local government. Jaworski and Kohli (1993) also supported this view and stated that an organisation must adopt a market-orientation approach in order to exceed the standard of products and services in their category. Furthermore, to keep up with the customer's constantly changing needs. According to these researchers, market orientation leads to satisfactory business results because the organisation is able to satisfy customers better as they track and respond to their needs. Pulendran, Speed and Widling (2000) also confirmed that several scholars, such as Diamatopoolus and Hart (1993), Greenley (1995b), Narver and Slater (1994a) and Oczkowski and Ferrell (1998a) confirmed that market orientation led to higher business performance. These researchers also found that even in Australia, market orientation led to good business performance. Australia's business culture is different from that of the USA. Australian companies do not care too much about customer satisfaction, yet they found that "superior profitability can be achieved by undertaking market-orientated activities. Whereas in the USA, the management of Australian organisations secure fundamental changes in performance by providing high quality products, supported by market-orientated features such as regular tracking, information exchange and a strong market sensing capability" (Pulendran et al., 2000, p.134). Molander et al. (2018) also stated that market orientation improves performance in both the private and public sector and

enhances customer satisfaction in the public sector. Vieira (2010) also expressed a similar sentiment and confirmed that improved performance is evident in both the private and public sectors.

Given that municipalities use the IDP Planning to help with the planning and the management of the provision of services, it (their IDP Planning) must adopt a market orientation approach, for efficiencies in improving service delivery. Adopting a market orientation approach requires the IDP Planning to incorporate in its approach the three market orientation elements, which are intelligence generation, intelligence dissemination and responsiveness to the collected data. “The elements must be incorporated through-out the municipality resulting in all the departments participating in activities meant to understand the citizen’s needs (both current and future) and the factors affecting their needs. Secondly, sharing the information and responding to it throughout the municipality” (Kohli & Jaworski, 1990, p.6).

In essence market orientation requires that IDP Planning in a municipality consists of collecting information about citizen needs, both the current and future ones, through the various departments and delivery mechanisms (such as municipal entities and contractors), and share this information throughout the municipality in order to inform their planning and to respond to it. Basically, service delivery in the entire municipality should be informed by the collected information.

By undertaking the study, the researcher aims to contribute towards improving service delivery in municipalities.

1.3. Research purpose statement

The purpose of the study was to investigate the extent to which the CoJ has incorporated the market orientation approach (i.e. the extent of intelligence generation, intelligence dissemination and responsiveness to collected data during the IDP Planning) in its IDP Planning, in order to make recommendations that could improve the efficiency of IDP Planning towards service delivery. The investigation is inspired by the literature that emphasised efficiencies of a market orientation approach in improving the performance in both the private and public sector.

A market orientation approach to IDP Planning requires a municipality to collect information about their citizens’ current and future needs, their preferences and factors that affects their needs. Share that information with the municipality and ensure it is used it to inform municipal plans.

1.4. Research objectives

The research objective was to review and examine the extent to which the CoJ's IDP Planning is market orientated (i.e. the extent of Intelligence generation, Intelligence dissemination and responsiveness to collected data during the IDP Planning) and to suggest recommendations that will enable the planning to adopt a market orientation approach.

The following topics are included in the literature review in order to assist with achieving the research objectives:

Local government services, IDP Planning in local government, market orientation and its benefit and the CoJ information about the history, services and IDP Planning.

1.5. Research question

The primary research question for this study was that, given that literature emphasises the use of a market orientation approach to enhance performance in local government - To what extent does the CoJs' IDP Planning incorporated the three market orientation elements (i.e. intelligence generation, intelligence dissemination and responsiveness to collected data) in its approach?

Should the CoJs' IDP Planning have not fully adopted the market orientation approach, then what are the recommendations?

1.6. The significance of the study

Even though market orientation is highly regarded and is a well-researched area of study in both the private and public sector, with over a 1000 articles written on the phenomenon (Carpenter, 2017), it has not been studied extensively in South African municipalities, let alone in the CoJ.

The study focused on CoJ as the unit of study in order to determine the extent of market orientation in the CoJ IDP Planning. As such, the study contributes to the body of knowledge in IDP Planning, market orientation approach in the CoJ IDP Planning and market orientation approach in local government.

The study also aimed to contribute towards improving service delivery in municipalities by exploring the extent of market orientation of the CoJ IDP Planning.

1.7. Ethical considerations

Research ethics were considered during the planning and design of the study in order to anticipate ethical dilemmas and challenges that could result from the study. The considerations resulted in the choice of document analysis, as a data collection technique, instead of other techniques because it is unobtrusive, whilst achieving the research objectives.

The choice of document analysis means that there is no need for human contact. As such, research ethics focus on the researcher's ethical conduct (Du Plooy-Cilliers et al., 2014), which consisted of the following:

The research aims to uphold the highest standards and norms of research integrity by not causing any damage to the reputation of the university and obstructing any future opportunities for the university to be involved in research.

The university ethics clearance was not required as the study did not involve any human contact. However, the researcher applied for the ethics clearance waiver before commencing with the data collection process as required by the university. The application was completed and submitted by the researcher with the help of their supervisor, and subsequently approved by the school-level ethics committee.

The researcher declared that the study is mainly for academic purposes as part-fulfilment of the requirements of their degree and as such, they have no conflict of interest in undertaking the study.

The researcher also pledged to adhere to the requirements of scientific integrity. To that end, the researcher shall not "fabricate, falsify nor misinterpret" ("Research Integrity Wits Policy", 2020, p.8) the collected data. Only data that was collected formed part of the study. Furthermore, the researcher acknowledged and referenced appropriately all the information sources used in the study. The researcher also chose a relevant methodology and design for the study. They further committed to keep accurate records pertaining to the study and in such a manner that it will allow verification of their work. Lastly, the researcher will share the data and findings as prescribed by the university.

1.8. Trustworthiness

Determining whether a study can be trusted is important in any research study because it gives the readers confidence in the findings (Du Plooy-Cilliers et al., 2019). In the study, only measures of trustworthiness were examined due to this being a qualitative study.

Employing trustworthiness measures in qualitative studies have been suggested by various scholars, for instance, Du Plooy-Cilliers et al. (2019) mentioned “when you use a qualitative research approach, you will use the four criteria of trustworthiness, instead of trying to establish reliability and validity of your study” (Du Plooy-Cilliers et al., 2019, p.260). Shenton (2004) further confirmed the sentiment by stating that some qualitative researchers such as Pitts used reliability and validity in their qualitative studies, whilst, Silverman demonstrated how qualitative researchers could address the issues of reliability and validity in their studies. However, for many, they opted to use different terminologies. Notably, Guba suggested four criteria to measure trustworthiness of qualitative studies, viz. credibility, transferability, dependability and confirmability. These are the criteria used in the study to indicate the provisions the study made in order to promote trustworthiness.

Credibility

In terms of credibility, the study undertook the following activities in order to provide confidence that the “study accurately measured the phenomenon under scrutiny” (Shenton, 2003, p.64):

The study opted to use a case study as a research method, document analysis as a data collection method and thematic analysis as a form of data analysis as all of them are well-established procedures used in qualitative research, and as such, promotes the credibility of the study.

The researcher is familiar and has a better understanding of the participating organisation, i.e. the CoJ, as they are employed in one of the CoJ’s municipal entities. The researcher has been employed in the organisation for many years before the data collection process started.

The supervisor, whom the university allocated to the researcher, constantly reviewed the study. Furthermore, the following two committees in the School of Governance, viz. Research Defence Panel and Ethics Committee also reviewed it. All reviews helped to shape the study by providing comments on the various sections of the research report.

The researcher has experience in qualitative research studies, for instance they are a senior manager at their place of work, responsible for marketing and communication. In their course of duty, recently, they outsourced and received research reports on two qualitative studies. One was on consumer segmentation, whilst the second one was on a service usage. Furthermore, the researcher was granted permission to conduct this study from the CoJ’s Learning and Development, a unit which is delegated by the CoJ to grant such permission. These two factors boost the credibility of the researcher as a knowledgeable qualitative researcher.

The researcher believes that the study provided a comprehensive description of the phenomenon and the context within which it is studied. This was an attempt to make it easier for the reader of the research report to understand the study and to determine for themselves the extent to which the findings are valid.

Transferability

The study focused on the extent of market orientation by the CoJ's IDP Planning. It has attempted to provide sufficient information about the phenomenon and the context to promote transferability of the study to other municipalities in South Africa. However, as suggested by Shenton (2003), it is up to the reader to determine whether the study is transferable to their environment. The study also articulated the following information throughout the report, to show its boundaries and to help the reader to decide for themselves whether the study is relevant to their environment:

The number of participating organisations and their locations.

The data collection methods and the duration of the secondary data used.

Dependability

As suggested by Shenton (2003), the following processes were reported in detail in the study in order to "assist future researchers to repeat the work and to allow the reader to assess the extent to which proper research practices were followed" (Shenton, 2003, p.71):

Research methods, data collection technique, sampling technique and data analysis, in particular, how codes and themes were derived.

Confirmability

Confirmability related to the issue of the objectivity in a research study. The study used the following strategies to promote confirmability:

Document analysis was used to collect data. As mentioned in the methodology section, document analysis is known for minimising researcher bias as the secondary data emanating from the selected documents was arrived at without the influence of the researcher.

The study also used quotations to support the descriptions and the findings to indicate that the findings were based on the collected data, instead of the researcher's predispositions.

The researcher mentioned their "predispositions" (Shenton, 2003, p.72) in the Limitations and Positionality section of the report and has gone further, in the methodology and data analysis sections, to explain and justify their choice of the research method, data collection and analysis methods and mentioned the weaknesses of the methods used, as suggested by Shenton (2003).

In general, the study followed a systematic and logical approach, which started with choosing a research paradigm and stayed on course by using the correct methodology, research methods and tools, data collection process and suitable data analysis process for the chosen paradigm (Mays & Pope, 1995). This was an attempt for "the process to assist an independent researcher and reader to determine the rigor of the study and furthermore improves chances of another researcher being able to repeat the work" (Mays & Pope, 1995, p.110).

1.9. Organisation of chapters in the report

The research report consist of the following five chapters:

Chapter One introduces the study by providing an overview of what the study is all about and why it is necessary. The chapter discusses poor service delivery in SA Municipalities, IDP Planning and market orientation approach and the research objectives and questions. It consists of the following subheadings: introduction and background, research problem statement, purpose statement, research objectives, research questions, the significance of the study, ethical considerations, trustworthiness, the organisation of the research report and conclusion.

Chapter Two presents details of a theoretical review analysis of concepts used in the study. Both market orientation and IDP Planning are the main concepts discussed. In addition, the CoJ is also discussed, where information about the history, the services and the IDP Planning of the municipality is included. The chapter concludes by stating amongst others that the elements of market orientation have not changed since the concept was labelled in 1990. Furthermore, the CoJ IDP planning has not fully adopted a market orientation approach as there are some elements of market orientation that are lacking in the planning

Chapter Three consists of the research information, which outlines how the research will be conducted and why certain research process options were selected. The chapter specifies that an interpretivism research paradigm, qualitative research methodology and a case study research method were selected for the study. It goes further to mention that document analysis was selected as the preferred data collection method, whilst Thematic Analysis (TA) was the preferred data analysis method. The chapter also provides the following: research ethics, the study's limitation, the researcher's positionality, measures of trustworthiness for the study and the conclusion.

Chapter Four provides details of data analysis and interpretation of data collected. TA was used to analyse data and as such the chapter provide information on the six steps of TA undertaken during the data analysis. It also mentions five themes derived from the analysis, viz. service delivery, intelligence generation, responsiveness to the collected data, IDP Planning and IDP and performance management and monitoring.

Chapter Five provides findings and recommendations from the study. The chapter assesses whether the research questions was answered or not and whether there are any recommendations generated from the study.

The conclusion reached is that the study answered the research question.
The findings were that the CoJ IDP Planning has not fully adopted the market orientation approach, as certain elements of the approach were lacking. The study then proposed how the CoJ IDP Planning may be amended to make it market orientated.

Chapter Five is followed by a reference list, which provides the sources of information used in the study. The research report was concluded with a list of appendices.

1.10. Conclusion

It is very important that municipalities in South Africa provide adequate services to the citizens as service delivery leads to improved quality of life for South Africans. However, municipalities find this task difficult, even though they use a prescribed management and planning tool, the IDP Planning, which is meant to help municipalities improve their service provision. Literature suggests that a market orientation approach is efficient in improving local government performance. Hence, this study was undertaken to explore market orientation approach in the CoJ IDP Planning.

The next chapter turns to a theoretical review and analysis of concepts relevant to the study.

2. CHAPTER TWO
LITERATURE REVIEW

2.1. Introduction

This chapter introduces the theory that forms the basis of the arguments presented in the study. It consists of a theoretical and a conceptual framework, as well as an empirical review discussion, where with the latter, IDP Planning, together with market orientation, were presented as the main concepts and the focal point of the conceptual framework. Local government services, factors affecting service delivery and the CoJ history, services and IDP Planning were also discussed in the chapter. The discussion about IDP Planning consisted of information regarding its origin, legal prescripts and its definition. Market orientation discussed its origin, definition, description and its benefits.

As mentioned in the introduction section above, IDP Planning has not led to improved service delivery in municipalities, even though IDP Planning is a legislated system of planning for municipalities aimed at delivering satisfactory services. Asha and Makalela (2020) and various researchers agreed with the statement and stated that even though municipalities have been using the IDP Planning to improve the provision of their services, poor service delivery is rampant through-out municipalities. There is poor provision of electricity, refuse removal, sanitation and water to mention just a few of the municipal services.

An effective method of consulting and acting upon citizen needs is market orientation, which both the private and public sector uses successfully (Cervera et al.,2001; Molander, Fellersson & Friman, 2018; Vegas & Canadillas, 2013; Vieira, 2010 ; Walker, Brewer, Boyne & Avellaneda, 2011). “Market orientation is systematic and it is carried out in a predictable manner” (Vegas & Canadillas, 2013, p.48). It consists of collecting information regarding citizen needs; disseminate it throughout the municipality and responding to it through amongst others, the provision of services and people-centred policies (Vegas & Canadillas, 2013).

Following the introduction, the literature review chapter continued to discuss the theoretical framework, which provided the study’s context.

2.2. Theoretical Framework

According to the literature, municipalities in SA are dogged by poor service delivery (Enwereji & Uwizeyimana 2019; Masiya et al., 2019; Mathebula, 2018; Reddy, 2016 ; Zondi et al., 2017). Poor implementation of the Integrated Development Plan (Adonis & Van der Walt, 2017; Mathebula, 2018), systematic poor infrastructure investment in the previously marginalised areas during the Apartheid

era (Zondi et al.; 2017), new demands for services due to an influx of immigrants (Bekink, 2006), ineffectual public participation (Booysen, 2009), politicisation of local government and political infighting (Reddy, 2016) are amongst the factors leading to poor service delivery.

In SA, IDP Planning is a tool earmarked to assist municipalities provide adequate services to their communities (Adonis & Van der Walt, 2017; Asha & Makalela, 2020; Mashamaite & Madzivhandila, 2014). However, it fails to achieve this objective because even after many years of being implemented in municipalities, poor service delivery is still rampant in the country (Adonis & Van der Walt, 2017; Ash & Makalela, 2020; Mukwevho & Mtupiri, 2014). A market orientated IDP Planning could lead to improved service delivery in municipalities. This is because market orientation, which is an approach to collect, share and use the collected data for planning and responding to the collected data has been shown in numerous studies to lead to improved performance in local government (Cervera et al., 2001; Vieira 2010). As discussed in the problem statement section, several researchers have agreed that market orientation is associated with good performance in local government and the private sector (Cervera et al., 2001;Jaworski & Kohli, 1993; Molander et al., 2018;Narver & Slater, 1990; Pulendran et al., 2000; Vieira, 2010).

However, not all the studies agreed with the sentiment that market orientation leads to good organisation performance as some studies found no relationship. However, subsequent studies that investigated the causes of the varying outcomes, discovered that the variation resulted from the two factors, viz. the measurement of organisation performance and that of market orientation, secondly, market orientation perspectives used (Gotteland, Haon & Gautier, 2007).

However, “when the sources of variation were controlled, an overall positive and significant relationship between market orientation and organisation performance was established” (Gotteland et al., 2007, p.48).

Below follows a brief description of the sources of variation:

2.2.1. Measurement

Organisation performance was measured either in “relative or absolute terms; instantaneous or longitudinal; and financial or commercial.

Market orientation was measured using different measurement scales either MARKTOR, MARKOR or even their own scales” (Gotteland et al., 2007, p.48-49). Many, at least 22 market orientation measurement scales exists, with MARKTOR and MARKOR being the most popular ones used by researchers, even in local government, because they are both robust measuring scales (Dursun &

Kilic, 2017). MARKTOR and MARKOR are not abbreviations but names assigned to two market orientation measurement scales.

MARKOR is used to measure market orientation focused on the behaviour perspective. It measures the extent of market orientation that exists in an organisation rather than whether it exists or not (Kohli, Jaworski & Kumar, 1993).

MARKTOR is used to measure culture perspective market orientation

2.2.2. Market orientation perspectives

The two broad perspectives in market orientation focuses on either behaviour/activities/process i.e. Jaworski and Kohli or on culture i.e. Slater and Narver (Gotteland et al., 2007).

2.2.2.1. The behaviour perspective

This is Kohli & Jaworski's perspective and many other researchers have used this version. In this perspective, "market orientation refers to the organisation wide generation of market intelligence pertaining to current and future needs of customers, dissemination of intelligence within the organization, and responsiveness to it". (Kohli, Jaworski & Kumar, 1993, p.468).

2.2.2.2. The culture perspective

This Narver and Slater's perspective. According to the culture perspective "market orientation is the organisation culture that creates the necessary behaviour that leads to creating superior value for customers. According to these researchers market orientation consists of three behavioural components, namely, customer orientation, competitor orientation and inter-functional co-ordination and two decision criteria, i.e. long-term focus and profitability.

Customer orientation and competitor orientation is about collecting information about buyers and competitors in the target market group and disseminating the information throughout the organisation. Customer orientation is about understanding customer current and future needs, whilst competitor orientation is focuses on knowing competitor's strength and weaknesses, their capabilities and their strategies for both the current and future competitors.

Inter-functional coordination is about using collected information about the buyer and competitor and using it throughout the organisation to create superior value" (Narver & Slater, 1990, p.21).

The two perspectives differ only in terms of their emphasis rather than conceptual as such it is suggested that they should be seen as complementary (Cervera et al., 2001).

In the study, of the two perspectives i.e. behaviour or cultural, we opt to use the behaviour perspective as “it is the most widely used perspective” (Molander et al., 2018, p.76). Secondly, it is more practical for the study as it specifies specific activities that must be conducted (Kohli & Jaworski, 1990) during a market orientation approach instead “of specifying the organisational norms and values that fosters market orientation” (Dursun & Kilic, 2017, p.5). furthermore, Cervera et al. (2001) stated that the elements of market orientation with a behaviour perspective were applicable in local government “ the behaviorial model has been proved to be reliable and valid in local governments with some adaptations” (Cervera et al., 2001, p.1278).

The theoretical framework is not elaborated into further. This is because it is not the focus of the study and was only included in the study to provide context. The conceptual framework, which is the major part of the study, is discussed next.

2.3. Conceptual Framework

2.3.1. Local Government Services

The provision of public goods can be traced back to many centuries ago in other countries (Van Niekerk, 2009) however, in South Africa, to 1940, where the “social policy was based on democracy and social security values” (Van Niekerk, 2009, p.15). However, the government provided services to the minority group and it was only after the dawn of democracy in 1994, when all citizens received services (Van Niekerk, 2009).

Public goods and services (public goods) are goods that government provides for the common good of the society and to fulfil both individual and common societal interests (Hazelkorn & Gibson, 2017). “Service to the public is the key value in local government” (Stewart & Clarke 1987, p.161).

In South Africa, National, Provincial and Local government provide public goods. Each of the spheres has dedicated responsibilities, whilst supporting and working together (SA Constitution, 1996).

The study chooses to use the term ‘services’ instead of ‘public goods’ as it is a term that is normally associated with municipalities.

Providing adequate services is paramount in South Africa (Zondi et al., 2017). Providing basic services leads to improved quality of life, "which increases socio-economic opportunities for communities by promoting health and safety, facilitating access to work, education and recreation and stimulating productive activities" (Zondi et al., 2017, p.635). The Constitution also confirms this argument wherein the preamble it stipulates that the government shall provide a better life for all the citizens. Furthermore, in sections 152 and 153 it states that "municipalities ought to provide services to communities and promote social and economic development" (SA Constitution, 1996 sec.152-153). Mathebula (2018) further reiterated the point by stating that "Municipalities are expected to provide public goods equitably to all the citizens and most importantly, to promote social and economic development in their jurisdiction". (Mathebula, 2018, p.563). Thozamile[3] also mentioned that the Constitution of the country requires government to look after the welfare of all citizens by providing for their basic needs.

2.3.2. Municipalities

. Municipalities are "the sphere of government closest to communities" (Mathebula, 2018, p.563). They are responsible for providing the following services: "Electricity, water for household use, sewage and sanitation, storm water systems, refuse removal, firefighting services, municipal health services, decisions around land use, municipal roads, municipal public transport, street trading, abattoirs and fresh food markets, parks and recreational areas, libraries and other facilities and local tourism" ("Understanding local government"[4]). Bekink (2006) provide a more comprehensive list of the services and further divided them into the two categories, viz. "general municipal support services and municipal operational services

General municipal support services: legal, financial, personnel, secretarial, repairs and maintenance and information and technology services.

Municipal operational services: Air pollution, building regulations, child care facilities, electricity and gas reticulation, water provision, fire-fighting, local tourism, municipal airports, municipal planning, municipal health services, municipal public transport, public works, municipal services relating to pontoon, ferries, jetties, piers and harbour, storm water management system, trading regulations, water and sanitation, beaches and amusement facilities, billboard and the display of advertisement, cemeteries, funeral parlour and crematoria, cleansing services, control of public nuisance, control of undertakings that sells liquor to the public, facilities for the accommodation, care and burials of

[3] Thozamile, R.M.L.E. (n.d.). Professional and ethical conduct in the public sector, Africa's Public Service Delivery and Performance Review, 26-37

[4] Understanding local government. (n.d.) retrieved from https://www.etu.org.za/toolbox/docs/localgov/webundrstdlocgov.html

animals, fencing and fences, licencing of dogs, licencing and control of undertakings that sells food to the public, local amnesties, sports facilities, markets, municipal abattoirs, municipal parks and recreation, municipal roads, noise pollution, pounds, public places, refuse removal, refuse dumps and solid waste disposal, street trading, street lighting, traffic and parking, civil protection services, housing, licencing services, civic centres, civic halls and libraries and law enforcement and municipal police services" (Bekink, 2006, p.48-65)

Some municipal operational services may be further classified as the basic services. "The basic municipal service is necessary to ensure an acceptable and reasonable quality of life, if not provided it would endanger public health, or safety or the environment" (Reddy and Naidu, 2012, p.94 in Reddy, 2016,p.3).

According to the South African Yearbook (2018/19), 278 municipalities exist in South Africa. They consist of eight metropolitans (metros), 44 districts and 226 local municipalities. The eight metros are Buffalo City, City of Cape Town, Ekurhuleni Metropolitan Municipality, City of eThekwini, City of Johannesburg, Mangaung Municipality, Nelson Mandela Metropolitan Municipality and the City of Tshwane. The publication further stated that metros have more authority relative to other municipalities as they have municipal, legislative and executive power.

2.3.3. Factors affecting service delivery

Several factors negatively affect service delivery. Below are the selected few: "the need to integrate many different aspects before services may be rendered. The lack of continuous and long term planning, which was happening shortly after the transition to democracy. During that time municipalities adopted the structures and functioning of the already well-established municipalities, without taking into account their own dynamics. For most municipalities that made changes theirs (changes) focused on technical problems instead of rethinking the basic principles on which the new administration should be based" (Bekink, 2006, p. 2). And according to Bekink (2006) this was "ineffective and inadequate to support the new local government vision" (Bekink, 2006, p. 2). According to the researcher all municipalities had to do was to understand their requirements and choose the most appropriate service delivery mechanisms that will ensure maximum benefit and efficiencies" (Bekink, 2006, p. 2). This aspect is no longer applicable as the sections below will show that there is wide spread evidence of many municipalities undertaking planning.

Inadequate implementation of the IDP leads to poor service delivery (Mathebula, 2018). Mathebula (2018) in his study of three Limpopo municipalities, viz. Mopani district, the Greater Giyani, Letaba, and Tzaneen local municipalities found that IDP's were not fully implemented because municipal

employees had a limited knowledge of what the IDP was and how it was implemented. Secondly, there was inadequate funds to implement the IDP, furthermore the failure to implement strategic objectives in the IDP, the use of service provider to produce the IDP and the lack of expert (advisory) support all affected the implementation of the IDP.

“Politicization of local government, political infighting and clashes between the political and administrative leadership” (Reddy, 2016, p.1) negatively affected service delivery. “The appointment of unqualified persons into senior municipal positions, and based purely on political patronage and nepotism caused service delivery backlog. The lack of accountability and poor communication as a political appointee may feel that they are untouchable, corruption and fraud caused by illegal political mandates, violent service delivery protests as individual politicians jostle for councillor positions, poorly formulated and implemented budgets in order to woo voters, and the procurement of goods and services provides an opportunity to enrich themselves” (Reddy, 2016, p. 5-6).

2.3.4. Integrated development planning

South African municipalities, like other municipalities in the world, have many challenges. To address these, the government opted for a developmental local government. IDP Planning and Budgeting is one of the three tools (performance management and working together with communities), which has been suggested by the White Paper on Local Government (WPLG) (2018) to assist municipalities achieve their developmental role. According to this act “a developmental local government is committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives” (WPLG, 2018, p.43). The act goes further to state that developmental local government seeks to achieve the following: “the provision of household infrastructure and services, creation of liveable, integrated cities, towns and rural areas, local economic development and community empowerment and redistribution” (WPLG, 2018, p.51).

Municipal Systems Act 32 of 2000 prescribes that municipalities in South Africa must adopt IDP Planning to plan their activities for a five-year period and have a performance measurement system that annually measures their performance against this plan (Adonis & Van der Walt, 2017). As such “the IDP Planning is the principal strategic planning instrument that guides and informs all planning, budgeting, management and decision-making in a municipality” (Mathye, 2002 cited in Asha & Makalela, 2020, p.3). “It is a planning method to assist municipalities to develop a coherent, long-term plan for the co-ordination of all development and delivery in their area of jurisdiction” (Mashamaite & Madzivhandila, 2014, p.227). “it is regarded as the most significant tool through which service delivery and development are driven and pursued in South African municipalities” (Adonis & Van der Walt,

2017, p.43). “The IDP Planning is a mechanism intended to fast-track service delivery” (Mashamaite & Madzivhandila, 2014, p.228). “It is aimed at ensuring effective use of the scarce municipal resources, strengthens democracy, attracts additional funding, overcome the legacy of apartheid and improve co-ordination between the different spheres of government” (“Integrated Development Planning for Local Government”, p.1, 2 & 3)[5].

IDP Planning requires everyone in the municipality to be involved in the planning process so together they can find solutions towards the problems dogging their municipality (Adonis & Van der Walt, 2017; Mukwevho & Mtapuri, 2014), a solution which may address in a sustainable manner, both their current and future needs (Mashamaite & Madzivhandila, 2014). The White Paper on Local Government urges municipalities to “develop strategies and mechanisms such as participative planning, which will continuously engage all the relevant stakeholders” (WPLG, 2018, p.66). Other mechanisms “include participatory action research with specific focus groups on formation of association, participatory budget initiative, forums of organised groups and structured stakeholder participation in council meetings” (Buccus, Hemson, Hicks & Piper, 2007 cited in Mashamaite & Madzivhandila, 2014, p.225).

“The relevant stakeholders include councillors, communities and other stakeholders who reside and do business in the municipality and the national and provincial departments. They should form forums, which consist of council executive committees, councillors, traditional leaders, ward committee representatives, heads of departments and senior officials from municipal and government departments, representatives from organised and unorganised groups, resource people or advisors and community representatives. The fora are meant to provide the stakeholders with an opportunity to present their needs and those of their constituents, discuss, negotiate and make decisions together, ensure there is adequate communication between stakeholders and the municipality and lastly, to monitor the planning and implementation process” (“Integrated Development Planning for Local Government”, p.3, 5 & 6)[6].

IDP Planning may take between six and nine months to complete. Five phases are undertaken, starting with a situation analysis to understand existing conditions, problems and available resources for development in a municipality, followed by a strategy formulation to find suitable solutions, identify, evaluate and select projects that will deliver to the strategy and objectives. The selected projects are integrated into one plan and presented to council for approval. IDP Planning is reviewed annually and

[5] Integrated Development Planning, n.d., retrieved on 17 March 2021 https://www.joburg.org.za/documents_/Pages/Key%20Documents/Intergrated%20Development%20Plan/IDP%20PORTIA/What-is-IDP.aspx

[6] Integrated Development Planning, n.d., retrieved on 17 March 2021 https://www.joburg.org.za/documents_/Pages/Key%20Documents/Intergrated%20Development%20Plan/IDP%20PORTIA/What-is-IDP.aspx

amended accordingly (Asha & Makalela, 2020) “The executive committee or the executive mayor manages the planning and may delegate the role to the municipal manager. Most municipalities appoints an IDP co-ordinator to oversee the process, who then reports to the municipal manager and the executive committee or executive mayor” (“Integrated Development Planning for Local Government”, p.2 [7]).

“Integrated Development Plan (IDP), which is the outcome of this process is a super plan” (“Integrated Development Planning for Local Government”, p.1)[8], and supersedes all other plans of the municipality and includes plans and priorities that both the Provincial and National government have for the municipality (“Integrated Development Planning for Local Government”)[9]. “IDP must reflect the following: The municipality’s vision, operational strategies and development priorities and objectives. Furthermore, local economic development aims, internal transformation needs, the spatial development framework, a disaster management plan, a financial plan, key performance indicators, and performance targets. As such it integrates all the planning, budgeting and administration activities of a municipality” (Adonis & Van der Walt, 2017, p.43). Once the plan has been formulated and approved, “all municipal planning activities and projects, including annual council budget, must be based on this plan” (Mukwevho & Mtapuri, 2014, p.45).

Even though IDP Planning has been useful for municipalities, for instance, it helps to “identify key developmental objectives, which are translated into programmes and projects, which reduce the underlying causes and symptoms of service delivery backlogs and delays” (Sinxadi & Campbell, 2015 cited in Asha & Makalela, 2020, p.5). IDP Planning “reduces poverty through multi-sectoral programmes. The programmes include a variety of developmental initiatives such as providing services such as water, sanitation, electricity and housing” (Phago, 2009 cited in Asha & Makalela, 2020, p.5). Unfortunately, it hasn’t been enough.

Even though IDP Planning has been compulsory and was adopted by municipalities, for many years, it has not assisted municipalities with improved service delivery. Mukwevho and Mtapuri (2014), who, using a specific example of the Emfuleni Local Municipality, stated that service delivery remained poor in that municipality, despite having adopting IDP Planning since the inception thereof. Asha and

[7] Integrated Development Planning, n.d., retrieved on 17 March 2021 https://www.joburg.org.za/documents_/Pages/Key%20Documents/Intergrated%20Development%20Plan/IDP%20PORTIA/What-is-IDP.aspx

[8] Integrated Development Planning, n.d., retrieved on 17 March 2021 https://www.joburg.org.za/documents_/Pages/Key%20Documents/Intergrated%20Development%20Plan/IDP%20PORTIA/What-is-IDP.aspx

[9] Integrated Development Planning, n.d., retrieved on 17 March 2021 https://www.joburg.org.za/documents_/Pages/Key%20Documents/Intergrated%20Development%20Plan/IDP%20PORTIA/What-is-IDP.aspx

Makalela (2020) further emphasised the point in their study of a Limpopo Province municipality. They stated that IDP Planning did not lead to improved service delivery in Lepelle-Nkumpi municipality because there were challenges in implementing IDP Planning. Mashamaite and Madzivhandila (2014) also stated that because of poor community participation, IDP Planning was not able to assist with improved service delivery. Adonis and Van der Walt (2017) also said IDP Planning failed because the absence of a performance measurement system. However, the problems mentioned by the researchers and many others, have highlighted problems of implementing and measuring the IDP Planning, which have very little to do with IDP Planning itself, especially because the legislation clearly addressed these issues and even goes further to include them in the procedure. For instance, the White Paper on Local Government (2018) clearly stated the requirement for community participation. The study proposes that the main reason why IDP Planning does not lead to improved service delivery is that it does not use a market orientation approach.

The literature emphasizes the use of the market orientation approach to enhance performance in local government. It is an effective method of consulting and acting upon citizen needs, used successfully in both the private and public sector (Cervera et al., 2001; Molander, Fellersson & Friman, 2018; Vegas & Canadillas, 2013; Vieira, 2010; Walker, Brewer, Boyne & Avellaneda, 2011). Market orientation entails collecting information regarding consumer/citizen needs; disseminate it throughout the organisation and responding to it through the provision of goods and services (Dursun & Kilic, 2017; Kohli & Jaworski, 1990).

Unlike IDP Planning, several departments conduct market orientation on a continuous basis. It ensures that all relevant departments get involved in the entire process by providing and receiving inputs. Then use the inputs to respond to consumers. Furthermore, it provides the organisation with useful and comprehensive information to base their plans and programme implementation.

2.3.5. Market Orientation

Market orientation is a highly regarded and well-researched area of study, with over 1000 articles written on the topic (Carpenter, 2017). The concept was developed in the private sector and realising its benefits was then transferred to other environments including local government (Cervera et al., 2001).

Market orientation is sometimes confused with marketing orientation, however the two concepts are not the same. “Market orientation is not the same as marketing orientation” (Dursun & Kilic, 2017, p.2) and both terms should not be used interchangeably (Dursun & Kilic, 2017).

“A **market orientation** refers to the organisation-wide generation, dissemination, and responsiveness to market intelligence. More than one department engages in activities geared towards developing an understanding of a customer in terms of their current and future needs and the factors affecting them. Secondly, the departments share their understanding of the collected information across the organisation, in particular with departments that are involved with activities designed to meet the customer needs so that the organisation can respond to consumer needs” (Kohli & Jaworski, 1990, p.3).

Marketing orientation refers “refers to specific activities of a marketing department in an organisation” (Dursun & Kilic, 2017, p.2).

Marketing activities varies according to industry and sectors but primarily includes market targeting and segmentation, positioning, brand management, competitor analysis, market research and a choice of the elements of marketing mix (Kotler, 2001).

A marketing-orientated organisation is one that uses marketing as a guiding philosophy (Kohli & Jaworski, 1990).

Kohli & Jaworski (1990) also agrees that market orientation and marketing orientation are different terms, with different meanings. They stated that all departments, not necessarily the marketing department, can participate in the process of market orientation. “Market orientation also focuses on markets, which include customer needs, preferences, and external factors, which is not only the forte of marketing as such. Labelling the process marketing, instead of the market, will be to inflate incorrectly the role of marketing in the process, which, the other departments might not approve of. They then concluded that using marketing instead of market orientation would be misleading and restrictive” (Kohli & Jaworski, 1990, p.3 & 4).

“Market orientation works across all sectors” (Vieira, 2010, p.53). Cervera et al., 2001; Denhardt & Denhardt, 2000; Vegas & Canadillas 2013 ; Walsh, 1989 in Vegas & Canadillas, 2013 all supported the view that market orientation exists in the public sector.

Some criticised market orientation in the public sector on the basis that it focuses on “entrepreneurism and satisfying individual interest, which is against the values of democracy, citizenship and collective action in the public’s interest” (Molander et al., 2018, p.75). However, counter-arguments exist, such as that the concerns might be due to “policies, traditions and regulations in the public sector and the inappropriate application of the marketing theory because concepts such as increased citizen orientation can enhance service delivery” (Molander et al., 2018, p.76). Cervera et al. (2001) stated that “the features of public sector makes market orientation even more necessary as it improves their

mission to serve the public, which legitimated them" (Cervera et al., 2001, p. 1261). The debate has now progressed to asking about the process of market orientation in the public sector (Molander et al., 2018).

2.3.5.1. Definition

Market orientation has been around for many years. It was "introduced into academic literature in the 1920's" (Gheysari, Rasli, Roghanian & Norhalim 2012, p.544). Over time, it has taken a different form and shapes and different terminologies such as "market driven, market focused, market oriented, and customer oriented. It was only in the 1990's that market orientation became a widely accepted term to represent the concept" (Gheysari et al., 2012, p.544) and resulted in a surge in research studies on the concept (Dursun & Kilic, 2017). Kohli & Jaworski coined the term, "market orientation" (Kohli & Jaworski, 1990, p.3).

Currently they are five accepted definitions (Dursun & Kilic, 2017) which are as follows:

Author	**Definition**
(1) Kohli and Jaworski (1990)	"Market orientation is the organisation-wide generation of market intelligence pertaining to current and future customer needs, dissemination of the intelligence across departments, and organisation-wide responsiveness to it" (Kohli & Jaworski ,1990, p.6 cited in Dursun & Kilic, 2017, p.3).
(2) Narver and Slater (1990)	"Market orientation is the organisation culture that most effectively and efficiently creates the necessary behaviours for the creation of superior value for buyers and, thus, superior performance for the business" (Narver & Slater, 1990, p.21 cited in Dursun & Kilic, 2017, p.4).
(3) Deshpandé et al. (1993)	"Customer orientation (or market orientation) is the set of beliefs that puts the customer's interest first, while not excluding those of all other stakeholders such as owners, managers, and employees to develop a long-term profitable enterprise" (Deshpandé et al.,1993, p.27 cited in Dursun & Kilic, 2017, p.4).
(4) Day (1994)	"Market orientation is a set of excellent skills by stating that market orientation represents superior skills in understanding and satisfying customers" (Day, 1994, p.37 cited in Dursun & Kilic, 2017, p.4).
(5) Deshpandé and Farley (1996)	"Market orientation is the set of cross-functional processes and activities directed at creating and satisfying customers through continuous needs-assessment" (Deshpandé & Farley, 1996, p.14 cited in Dursun & Kilic, 2017, p.4).

Note: From "Conceptualisation and measurement of market orientation: A review with a roadmap for future research" Dursun, T & Kilic, C., 2017, Internal Journal of Business and Management, 12 (3) p.3&4.

“The definitions are similar in that they maintain an external focus. Their central focus is on consumers and they suggest a broader focus that includes, not only consumers, but also some other influential forces such as competitors, technology, regulation, and other stakeholders. All definitions accepts the importance of being responsive to consumer needs and wants. They only differ in terms of their perspectives, namely either behavioural/activities/process perspective - which focuses on organisational activities and actions; or cultural perspective – which focuses on organisational norms and values that fosters market orientation” (Dursun & Kilic, 2017, p.5).

In the study, of the five definitions mentioned above, we opt to use Kohli & Jaworski’s 1990 version for the same reasons mentioned in the theoretical framework section, but also because “the definitions are similar” (Dursun & Kilic, 2017, p.5).

The chosen definition stated that “Market orientation is the organisation-wide generation of market intelligence pertaining to current and future customer needs and the factors affecting their needs, dissemination of the intelligence across departments, and organisation-wide responsiveness to it” (Kohli & Jaworski, 1990, p.6 cited in Dursun & Kilic, 2017, p.3).

According to Vegas and Canadillas (2013), market orientation in local government exists and it is effective. It is called "market orientation or public service orientation and it is based on the simple idea that local authorities should provide services for and with people, not simply to them" (Walsh, 1989 cited in Vegas & Canadillas, 2013, p.48). It also means “a philosophy of getting closer to citizens for a more effective satisfaction of their needs” (Cervera et al., 2001, p.1263). Denhardt & Denhardt (2000), also mentioned this approach and stated that the “public officials should focus on building public institutions of integrity and that which respond to the citizen needs” (Denhardt & Denhardt, 2000, p.549) and the collective interest.

Having looked at the origin and the definition of market orientation, the next section discusses elements of market orientation.

2.3.5.2. Elements of market orientation

Since the market orientation elements in the behaviour/activities/process perspective (i.e. Kohli & Jaworski's version) were introduced in 1990, they have not changed. They still consist of “intelligence generation, dissemination and responsiveness to the collected data” (Kohli & Jaworski, 1990, p.3) (Cervera et al., 2001; Dursun & Kilic, 2017; Vegas & Canadillas, 2013).

2.3.5.2.1. Intelligence generation

Intelligence generation involves gathering information about consumer needs and preferences, both current and future needs and the external factors that influences those needs and preferences. The process is much more involved than simply gathering consumer opinion; it also involves analysing and interpreting the data (Kohli & Jaworski, 1990). In the public sector, it also includes checking the availability of funds to enable government to satisfy the needs as the government has limited resources (Molander et al., 2012). Collecting citizen data is not new in government, actually, it is what government does, (Walker et al., 2011) either “voluntarily or mandated” (Walker et al., 2011, p.709).

The customer does not only refer to the end-user, but rather to the value-chain who benefits from the goods and services. In terms of local government, the concept of a customer is broader than in the private sector and the term “citizen” (Cervera et al., 2001, p.1262) is instead used. Citizens “can’t be treated as consumers as their relationship with government is far more complex as they have both individual and collective interests, which the government has to balance to preserve the general interests” (Cervera et al., 2001, p.1262). Furthermore, citizens have democratic rights such as choosing to vote (Jazsa, 2015). “Government serves citizens at different points of their needs. For instance, it may be citizens with the immediate need for the services or those waiting for services or those who may need the services, even when they are not actively seeking for it. It might also be the future generations of service recipients, relatives, friends of the immediate recipients and/or even customers who don’t want to be customers” (Denhardt & Denhardt, 2000, p.555). This perspective is a misnomer to the usual concept of a customer. Nevertheless, government “is expected to put citizens at the top of their priorities as it is government of the people, for the people, and by the people” (Gomes, Liddle & Gomes, 2010, p.71).

External factors depend on the relevant sectors and can include factors such the economy, social factors and legislation - all external environmental factors.

Market intelligence may be “collected through formal and informal mechanisms, primary and secondary data such as formal market research – customer attitude surveys, informal discussions with trade partners, meetings and discussions with customers, analysis of sales reports, analysis of customer database, sales response in test markets, scientific conferences, trade journals, press information about competitors, factory visits and study trends” (Kohli & Jaworski, 1990, p.4).

2.3.5.2.2. Intelligence dissemination

This element relates to the communication and distribution of market intelligence throughout the organisation, either formally or informally, to inform activities of the departments. Periodic newsletters and informal manager passage talks are examples of intelligence dissemination mechanisms (Kohli & Jaworski, 1990).

2.3.5.2.3. Responsiveness to the collected data

Responsiveness to data collection is about how the organisation uses the collected market intelligence to respond to consumer needs and preferences. According to Kohli & Jaworski (1990), it is pointless to conduct the first two elements, if the information is not going to be used to respond to consumer needs.

The process involves the entire value chain of "selecting target markets, designing goods and services that caters for current and future needs, producing, distributing and promoting goods and services" (Kohli & Jaworski, 1990, p.6). Jaworski and Kohli (1993) further simplifies the process by stating that it involves using the collected information to plan and implement those plans. In terms of local government, the process may include a choice of public goods and government programmes.

(Cervera et al., 2001, p.1263) succinctly captured an analytical model of market orientation in local government. His model is shown on the next page.

The model entails that local government, through all its units, will collect information on citizens' current and future needs, external (environmental) factors affecting these needs and competitors. Using both formal and informal information collection channels, will analyse and interpret the information. The interpreted information will be shared between units and throughout the local government to inform their planning, their implementation of plans and their systems.

2.3.5.3. Market orientation outcomes

Market orientation is associated with many positive outcomes, ranging from improved local government performance, improved citizen participation (Cervera et al., 2001), superior business performance (profitability, sales and overall good performance), to customer orientation which leads to satisfied customers, "satisfied employees" (Kohli & Jaworski, 1990, p.13), employee commitment, learning, innovation and consumer satisfaction and loyalty (Vieira, 2010, p.44&53). "The positive outcome applies across all countries and industries" (Vieira, 2010, p.51).

In a study conducted on the Brazilian market, where the researcher reviewed 27 market orientation studies, published and unpublished. They found a positive relationship between market orientation and business performance (profit and sales), customer satisfaction, and learning, innovation and organisation commitment They also confirmed that the improved business performance was applicable across all industries (Vieira, 2010).

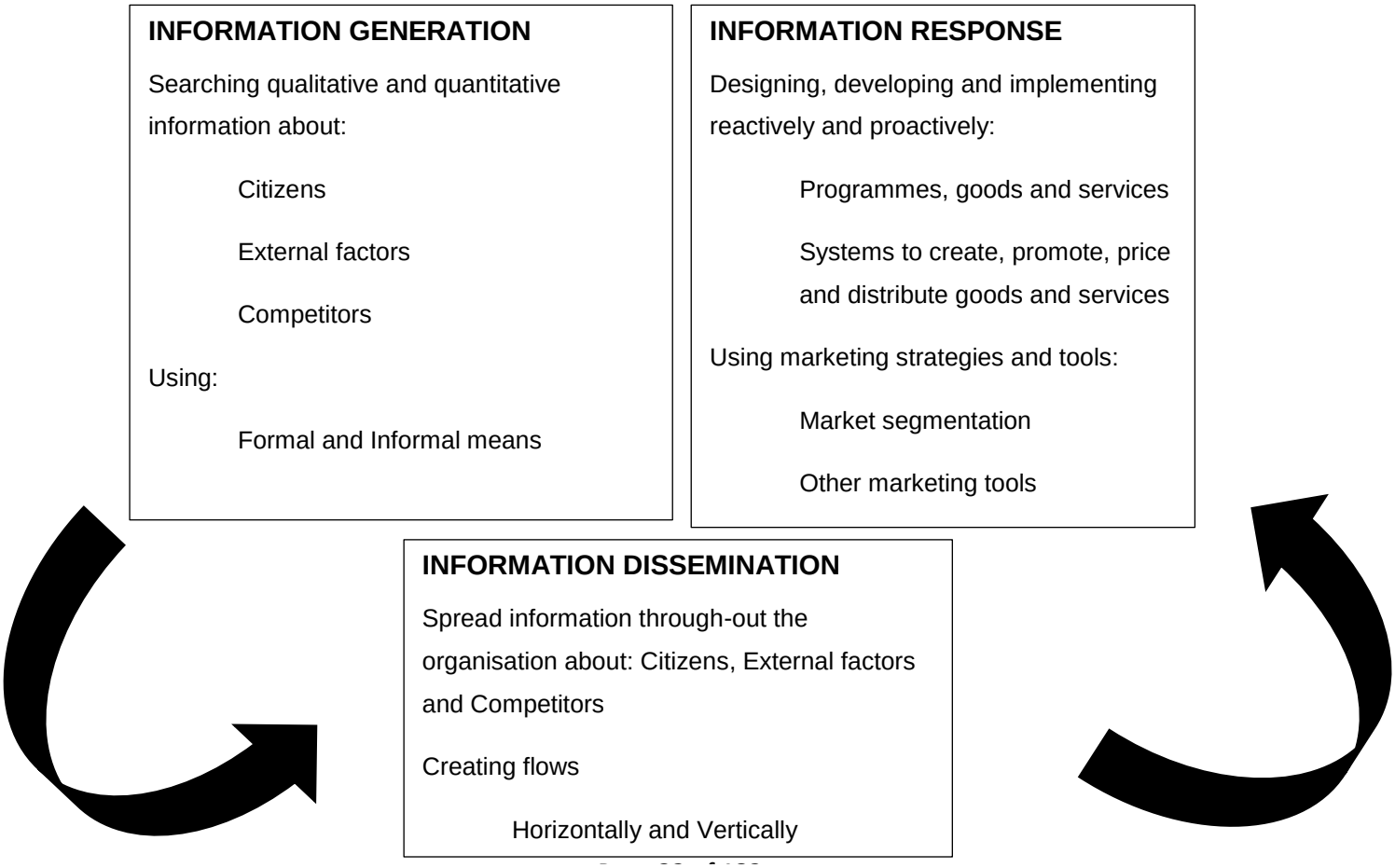
The same study also investigated the relationship between market orientation and the same variables, viz. business performance (profit and sales), customer satisfaction, learning, innovation and organisation commitment on the international market (UK and the US), summarising seven published studies. The study confirmed that there was a positive relationship between market orientation and these variables (Vieira, 2010).

In terms of the local government, market orientation led to improved services, satisfied citizens and legitimate government because their government provides services that are based on citizen needs (Adamus-Matuszynska & Dzik, 2017; Cervera et al., 2001; Molander et al., 2018; Vegas & Canadillas, 2013; Vieira, 2010 ; Walker et al., 2011). Furthermore, it leads to citizen trust (Denhardt & Denhardt, 2000, p.552) and a positive image for the public administration (Molander et al., 2018).

Satisfied citizens participate in the political process, which promotes democracy, whilst unsatisfied citizens may "abandon political engagement, which will undermine democratic values" Caemmerer & Dewar, 2013, p.1455).

In a study conducted in Spain, involving 540 local governments and over four million citizen, the study

Below is Cervera et al., 2001 Model.



Note. From "Antecedents and consequences of market orientation in public organization," by Wood and Bhuian, 1993 in Cervera, A, Molla, A, Sanchez, M., 2001, European Journal of Marketing, 35(11/12) p.1263.

found that there was a positive relationship between market orientation and two variables, viz. local government performance and citizen participation (Cervera et al., 2001). The researcher further reiterated this as follows “the results obtained allows us to state that market orientation positively affects local government’s performance” (Cervera et al., 2001, p.1279).

Next, the study turns to the CoJ, by providing a brief background on the municipality, municipal services and their IDP Planning.

2.3.6. CoJ Service Delivery and Planning

2.3.6.1. CoJ Background

The CoJ is one of the eight metros in South Africa. It is 135 years old and was discovered and developed when gold was discovered in the Witwatersrand in 1886. “The CoJ is approximately 1644 square kilometres, stretching from Orange Farm in the south to Midrand in the north and from Witpoortjie/Roodepoort in the west to Modderfontein/Bruma in the east” (“City of Johannesburg Profile and Analysis District Development Model, p.6”)[10] . It consists of 135 wards. The CoJ population was 4.4 million in 2019 comprising 9.76% of the South African population (“The City of Johannesburg’s Final Integrated Annual Report, 2019/20”; “City of Johannesburg Profile and Analysis District Development Model”[11]; City Of Johannesburg Ward Councillors By Region, Suburbs and Political Party, 2019), which makes it “one of the largest South African metros by population size” (“City of Johannesburg Profile and Analysis District Development Model”[12], p.5);

“It is the economic hub of South Africa” (“City of Johannesburg Profile and Analysis District Development Mode, p.21”) [13], affectionately known as Jozi, the City of Gold, with a Gross Domestic Product (GDP) estimated to be R530 billion in 2023. It contributes 15.5% to the country’s GDP. “The Johannesburg Stock Exchange, which is the largest stock exchange in Africa and ranked 16th in the world, is located in the CoJ” (“City of Johannesburg Profile and Analysis District Development Mode,

[10] Department of Cooperative Governance and Traditional Affairs, n.d. City of Johannesburg Profile and Analysis District Development Model retrieved on 22 August 2021 from https://www.cogta.gov.za/ddm/wp-content/uploads/2020/08/Take2_DistrictProfile_JHB1606-2-2.pdf

[11] Department of Cooperative Governance and Traditional Affairs, n.d. City of Johannesburg Profile and Analysis District Development Model retrieved on 22 August 2021 from https://www.cogta.gov.za/ddm/wp-content/uploads/2020/08/Take2_DistrictProfile_JHB1606-2-2.pdf

[12] Department of Cooperative Governance and Traditional Affairs, n.d. City of Johannesburg Profile and Analysis District Development Model retrieved on 22 August 2021 from https://www.cogta.gov.za/ddm/wp-content/uploads/2020/08/Take2_DistrictProfile_JHB1606-2-2.pdf

[13] Department of Cooperative Governance and Traditional Affairs, n.d. City of Johannesburg Profile and Analysis District Development Model retrieved on 22 August 2021 from https://www.cogta.gov.za/ddm/wp-content/uploads/2020/08/Take2_DistrictProfile_JHB1606-2-2.pdf

p.9")[14]. It has one of the largest budgets amongst the municipalities, for instance, during the 2019/20 financial period, the budget was R65.5 billion, R57.3b of which was allocated towards operational expenditure, whilst R8.3b was for capital expenditure ("The City of Johannesburg Final Integrated Annual Report, 2019/20"; "City of Johannesburg Profile and Analysis District Development Model")[15].

However, similar to other municipalities, it struggles to provide sufficient services, for instance the CoJ only attained a 59% CSI in 2020, which was a decrease from 73% in 2019 ("City of Johannesburg Final Integrated Report, 2019/20") and 67% in 2017 ("City of Johannesburg Integrated Annual Report, 2018/19").

Government of Local Unity (GLU), with the African National Congress (ANC) as the leader of the coalition, managed the CoJ until November 2021. The GLU consisted of six coalition partners, viz. "Inkatha Freedom Party (IFP); African Independent Congress (AIC), Congress of the People (COPE), Patriotic Alliance (PA), United Democratic Movement (UDM); and Al Jama-ah" ("The City of Johannesburg Final Integrated Annual Report, 2019/20, p.1")[16].

CoJ is a large administration, consisting of nine directorates, nine departments and twelve municipal entities (MEs) ("CoJ Line Functions reporting to City Manager, MEs and relevant political portfolios")[17].

2.3.6.2. Municipal services

The CoJ provides the following services to the residents: Water and sanitation, waste collection, electricity, housing and housing services, transportation (which consists of management and maintenance of roads, road infrastructure and the provision of bus services). Fresh produce market, sport and recreation are additional services. The provision and management of public open spaces (cemeteries, parks, a zoo, nature reserves and the botanical garden), primary health care and environmental health, crime prevention and traffic management, disaster management, emergency services, car licensing services and infrastructure development. The CoJ is also responsible for

[14] Department of Cooperative Governance and Traditional Affairs, n.d. City of Johannesburg Profile and Analysis District Development Model retrieved on 22 August 2021 from https://www.cogta.gov.za/ddm/wp-content/uploads/2020/08/Take2_DistrictProfile_JHB1606-2-2.pdf

[15] Department of Cooperative Governance and Traditional Affairs, n.d. City of Johannesburg Profile and Analysis District Development Model retrieved on 22 August 2021 from https://www.cogta.gov.za/ddm/wp-content/uploads/2020/08/Take2_DistrictProfile_JHB1606-2-2.pdf

[16] Department of Cooperative Governance and Traditional Affairs, n.d. City of Johannesburg Profile and Analysis District Development Model retrieved on 22 August 2021 from https://www.cogta.gov.za/ddm/wp-content/uploads/2020/08/Take2_DistrictProfile_JHB1606-2-2.pdf

[17] City of Johannesburg, (n.d.). CoJ Line Functions reporting to City Manager, MEs and relevant political portfolios, (n.d.) retrieved on the 18 January 2020 from https://www.joburg.org.za/about_/government/Documents/highlevelstructure2.pdf

economic development and tourism, development planning and the management of the city's property portfolio.

The services are divided into the following six categories: basic, housing, transportation (roads, transport and municipal bus services), economic development & planning, community & social development and public safety & security services ("City of Johannesburg Integrated Annual Report, 2018/19").

The CoJ has a customer charter in place, which provides details of the service standards the residents can expect. Furthermore, it plans to make customer contact centres effective so it may enable it to get feedback from the residents on their service quality ("The City of Johannesburg Integrated Development Plan, 2020/21").

The CoJ conducts, every two years, a customer satisfaction survey, which aims to measure resident's satisfaction with the municipal services. The 2020 survey showed a 59% CSI, 2019 a 73% whilst in 2017 they attained 67% ("City of Johannesburg Integrated Annual Report, 2018/19 & 2019/20").

2.3.6.3. Planning

The CoJ conducts long-term, medium-term and short-term planning. The Growth and Development Strategy (GDS 2040) is their current long-term plan. Medium-term planning consisted of a five year (IDP) and Medium Term Budget. Short-term planning consisted of an annual IDP Review Plan, annual Service Delivery and Budget Implementation Plan (SDBIP) of departments and the CoJ and annual business plans of municipal entities (MEs) ("City of Johannesburg Integrated Annual Report, 2018/19").

The following section focuses on understanding the CoJ IDP Planning and the IDP.

According to CoJ, the process outlined below was undertaken to arrive at their draft 2016-21 IDP.

The CoJ has an Integrated Planning Task Team, which falls under the Group Strategy, Policy Coordination and Relations Department. The Task Team is responsible for IDP Planning. Their role is "to provide strategic support in the management and coordination of the IDP Planning and to ensure the programs and projects are aligned to the city's strategic direction. They also make inputs and contributes to the drafting of short-term plans (SDBIP and Business Plans). Furthermore, they make recommendations in the plans and create and enable an environment for strategic dialogue. They provide knowledge and information-sharing and peer-review". ("City of Johannesburg Integrated Annual Report, 2018/19, p.28").

The section below outlines their IDP Planning undertaken during the 2016-21 IDP Planning, which started in 2014. The information is from Tabling of the 2016/21 Draft Integrated Development Plan (IDP) for Public Consultation, 2016 Report, unless stated otherwise.

The planning process started with the council approving the IDP Planning and Budget Process Plan in August 2014. The CoJ conducted a situation analysis, to understand the environmental factors affecting the CoJ and citizens. It consisted of "demographics, households and dwelling units in the CoJ, socioeconomic development, inequality in the CoJ and Human development" ("Tabling of the 2016/21 Draft Integrated Development Plan (IDP) for Public Consultation, 2016 p.19-27"). Furthermore, it included the Extended Executive Management Team's evaluating performance of their developmental programmes and compiling their implementation plans, which consisted of flagship programmes. The information was presented at a "Mayoral Lekgotla, which set the strategic agenda for the CoJ" ("Tabling of the 2016/21 Draft Integrated Development Plan (IDP) for Public Consultation, 2016 p.3"). Both the national and provincial priorities were taken into consideration in order to align their programmes with priorities of the other government spheres. Both the National Developmental Plan and United Nations Sustainable Developmental Goals were part of this consideration, The CoJ implementation plans were then revised, followed by departments drafting their Service Delivery Budget Implementation Plans (SDBIP) and MEs drafting their business plans. These plans were then submitted to both the Technical Budget Steering Committee (TBSC) and Budget Steering Committee (BSC). Both committees evaluated the plans to ensure alignment to the CoJ's strategic direction. BSC evaluated short and medium term priority programmes, their outcomes against the strategic direction, so that medium term budget and programme adjustments may be considered. Furthermore, they discussed the performance targets and indicators and both operational expenditure (OPEX) and capital expenditure (CAPEX) proposals. The evaluated plans were presented to council and served as a baseline for the 2016-21 IDP. The plans were also presented at the Budget Lekgotla, which allocated funding in line with the CoJ strategy.

A draft Medium Term Budget, IDP and CoJ SDBIP and proposed tariffs were presented to council first before they were taken through a community consultation process to get inputs. The consultation consisted of 24 Regional Ward Cluster Community Conversations, a Stakeholder Summit and the publishing of the draft IDP on the CoJ website and local newspapers.

Further to the above-mentioned information the IDP Planning consisted of a community participation process dubbed 'Community Based Planning', which was introduced in 2013. For the 2016/2021 IDP, the process was undertaken before the draft IDP was completed and consisted of: "Councillor forum briefing session, Detailed CBP workshop, Cluster community conversations, feedback to councillor's

forum meeting and departments and entities response" ("Tabling of the 2016/21 Draft Integrated Development Plan (IDP) for Public Consultation, 2016 p.43&45, 55-57").

According to Tabling of the 2016/21 Draft Integrated Development Plan (IDP) for Public Consultation, 2016 Report, the IDP "consisted of stipulating the CoJ's vision, details of CoJ's transformational journey and agenda, IDP objectives, programmes, risk management and disaster management, details of their service delivery, GDS 2040 outcomes, management structure, details of intergovernmental relations, twelve priorities, economic development plan, spatial development plan, how they will manage their finances and their sources of finance, capital investment framework, 2016/2017 capital budget, capital projects, how they will manage the environment and the priority implementation plans, which consisted of key performance area, key performance indicator, interventions, baseline targets for the duration of the IDP broken down into the annual targets, lead cluster, lead department and supporting department, performance management and reporting.

Service delivery consisted of the provision of basic services, their service delivery aspirations, key elements of service delivery and how they will manage the backlog.

Risk management consisted of conducting a comprehensive risk assessments and city-wide risk register and risk monitoring tools, internal audit and internal audit committees, " ("Tabling of the 2016/21 Draft Integrated Development Plan (IDP) for Public Consultation, 2016 p.11-286").

Based on this information, the 2016/2021 IDP Planning was excellent and met the requirements of the Municipal Systems Act of 2000 and The White Paper on Local Government. This is because it consisted of the following phases: a situation analysis, strategy formulation, identifying, evaluating and selecting projects suitable to deliver to the CoJ priorities, suggested plans derived from the projects presented to council. The IDP Planning was delegated to the Integrated Planning Task Team.

The 2016/2021 IDP was also excellent as it consisted of all the topics required in an IDP.

2.4. Concluding Remarks - Synthesis of Information

Having looked at the literature, it seems that in South Africa, IDP planning is a trusted tool of planning which should help municipalities to delivery satisfactory services. The tool is also mandated by legislation, making it compulsory for municipalities to use it. IDP Planning has also been widely adopted by municipalities in the country. However, after many years of using it, the delivery of services in municipalities has not improved.

IDP Planning requires everyone in the municipality to participate in the process. Stakeholders, such as councillors, communities and others participants who resides and do business in the municipality and national and provincial departments must participate in IDP Planning. The duration to complete the IDP Planning ranges between a six to nine months period. IDP Planning consists of five phases. The executive committee or the executive mayor or their delegate manages the planning and the outcome of the IDP Planning is an IDP Plan.

Based on the literature, it also seems that market orientation existed for a long time, and has been studied extensively, more particularly in the private sector. However, it is beneficial in both sectors and more importantly, for the purposes of this study as it is known to improve local government performance.

It also appears that market orientation based on the behavioural/activities/process perspective, has not changed over time and still consists of collecting, disseminating and responding to citizens' current and future needs, preferences and factors affecting their needs.

Market orientation approach of the IDP Planning could assist municipalities to improve service delivery, as market orientation has worked in other countries, in both the private and the public sector.

The CoJ is one of the biggest municipalities in the country, but similar to all others, it battles to provide adequate services as indicated by their very poor CSI levels attained. The CoJ has adopted IDP Planning though.

The 2016/21 IDP studied during the literature review indicated that the CoJ undertook an excellent IDP Planning and prepared an exceptional IDP.

The 2016/2021 IDP consisted of the following elements of market orientation:
Intelligence generation consisted of a situation analysis, priorities from both the National and Provincial government and other intergovernmental documents, community based planning and community participation process that took place after the draft IDP was compiled. Additional information was sourced from GDS 2040. Most of the intelligence generation focusses internally where the municipal employees and council did the majority of the work during the IDP Planning. The IDP also did not include the entire municipality as departments and MEs only contributed toward the process by submitting their SDBIP and business plans. Furthermore, only formal channels were used to collect data. The last two points are contrary to the requirements of a market orientation approach.

Intelligence dissemination did not take place throughout the municipality as required by the market orientation approach but was limited to the Integrated Planning Task Team making comments on the already drafted plans and engaging those involved with the IDP Planning. Furthermore, it consisted of the Mayoral Lekgotla and finance committees (TBSC and BSC) making comments on plans submitted to them.

Responsiveness to the collected data consisted of the IDP objectives, Priority implementation plans, the IDP, SDBIP and business plans.

As such, intelligence generation and intelligence dissemination were incomplete in the 2016/2021 IDP. Inadequate elements of market orientation approach in the CoJ Planning might explain why their IDP Planning has not led to improved service delivery.

Having looked at the literature review, the study continues to research methodology chapter, which discusses details of how the research will be conducted.

3. CHAPTER THREE

RESEARCH METHODOLOGY

3.1. Introduction

The research methodology chapter provides details of how the research was conducted and justifies choices of the research process. It explains why the choices are the best- fit methods and techniques to achieve a trustworthy research study. It specifies the set of beliefs that influenced the study (research paradigm). The process was used to gain insights on the observed issue (research methodology), which and how data was collected and how it's analysed. Furthermore, it specifies the researcher positionality and the limitations of the study.

3.2. Research approach

The study adopted an interpretivism research paradigm in order to explore the extent to which the City of Johannesburg (CoJ) Integrated Development Planning (IDP Planning) adopted and incorporated a market orientation approach. The paradigm is ideal as it enabled an understanding of the phenomenon in the context of the CoJ. This is because the phenomenon is fluid and undertaken differently in municipalities as was shown in the literature review above, hence the approach enabled the understanding of the dynamics played-out in the CoJ.

The philosophical underpinnings of the paradigm are that there are multiple realities of the social world, i.e. each person may see and interpret things differently. Furthermore, objective knowledge does not exists as people's knowledge is influenced by their prior knowledge, hence different kinds of knowledge and knowledge acquisitions exist (Du-Plooy-Cilliers, Davis & Bezuidenhout, 2014).

The study adopted a qualitative research methodology as it enabled a deeper understanding of the phenomenon as very little is known about the phenomenon as indicated by the dearth of existing studies. As such, the methodology enabled various factors instead of just a few to be considered (explored), the study involved the collection of non-numerical data. It is descriptive in nature with no statistical analysis. The study expected the methodology to help produce a rich contextual, insightful data about the experiences and perceptions of the respondents, based on the secondary data analysis. What also made the methodology relevant was that it is sensitive to the context of a study (Haradhan, 2018).

The methodology focused on collecting information about how those who were responsible for IDP Planning in the CoJ understood the concept, the meanings they ascribed to it and their experiences with the concept.

As a qualitative study, it was expected that there might be subjectivity to a certain degree, caused by the fact that it is based on the information prepared by the CoJ. Furthermore, the researcher might also have their own biases caused by their personal views and feelings on the matter as they continue to process the data. For these reasons, the intention was not to conduct a value-free research, but rather to mention the values that shaped the study.

3.3. Research design

The study uses the case study research method instead of other qualitative research methods. This is because it does not "explore the meaning of lived experiences of people (phenomenological studies), seek to describe beliefs, values and attitudes that shape the behaviour, language and interactions of a group (ethnographic studies), create a theory that explains some actions, interactions or process (grounded theory) nor explore someone's experiences (narrative studies)" (Hancock & Algozzine, 2017, p.9) but rather, it seeks to " intensively analyse and describe the phenomenon of interest in a single unit bounded by space and time so as to help derive richer, more contextualised and authentic interpretation of the phenomenon of interest by virtue of its ability to capture rich array of contextual data" (Bhattacherjee, 2012, p.93). This implies that the method will allow for the CoJ's IDP Planning to be described and analysed for a specific time with the aim of providing a better, and in-depth understanding of this phenomenon in the CoJ. The case study allows for "the CoJ information to be mined and explored in order to attain a thorough examination of the phenomenon" (Hancock & Algozzine, 2017, p.16).

The method is also relevant because "it focuses on an individual (i.e. CoJ) representative of a group called municipalities to learn more about IDP Planning. Furthermore, it is expected that the study may provide a rich description of the CoJ IDP Planning as it is informed by a large amount of historical records and uses quotes and narratives that may provide a good picture and an understanding of the situation with the CoJ IDP Planning" (Hancock & Algozzine, 2017, p.37).

The research method is also relevant because of the following two factors:
The data collection technique, document analysis, is feasible as the information is freely available and downloadable on the internet. Furthermore, the CoJ approved and gave permission for the study to be conducted in the CoJ and the CoJ to be used as a case.

The findings and conclusions derived from the research study is aimed at contributing towards the theory and improving the practice of IDP Planning.

This is a single case study and the CoJ, was chosen as a case in order to gain an in-depth understanding of IDP Planning within the CoJ and secondly because the study is not testing an existing theory but rather seeks to contribute towards a theory generation. The selection of CoJ as a case was not based on access and convenience but rather on the case being better suited to answer the research question. The reasons for choosing the case were mentioned in the introduction chapter, introduction and background section.

The study opted to use instrumental case study research design because, even though a single case was used; it was not intended to "examine the case for its own sake" (Zainal, 2007, p.4) but together with the literature studied, to rather draw patterns of how IDP Planning was conducted. The aim was not only to understand the CoJ IDP Planning but rather "to gain a broader appreciation of the" (Crowe et al.,2011, p.2) IDP Planning and "to provide insights into the theoretical explanation that underlines the issue" (Hancock & Algozzine, 2017, p.38).

A descriptive case study was also employed in order "to illustrate and explain CoJ IDP Planning and providing key features" (Hancock & Algozzine, 2017,p.39) of the planning system.

3.4. Data collection method

Even though the study could use multiple sources of information such as interviews or focus groups, it opted to rather use secondary data collected through a document analysis because the method is unobtrusive whilst achieving the desired results. Furthermore, the CoJ has sufficient documented information, in the form of a report called IDP, which is about their IDP Planning. The CoJ has been preparing IDPs for a long time and incidentally, the IDP provided sufficient details of the data required for the study. The information is publicly available on the CoJ's website as municipalities are required by law to publish this information.

Unlike in other studies where document analysis is used to get an overview, context and the background information, which forms the basic information and insights to inform other research techniques, or as part of triangulation (Bowen, 2009), in the study it was used as the main research technique and the main data source. Consisting of a "systematic review and analysis" (Bowen, 2009, p.27) of the identified documents, with the data derived from the documents "examined and interpreted in order to elicit meaning, gain understanding, and develop empirical knowledge" (Corbin & Strauss, 2008 in Bowen, 2009, p.27). It was also the only technique necessary to collect the required data. This was not the first time document analysis was used in this manner, Bowen (2009) provided several examples in his 2009 paper, where document analysis was used as the only and main source of data collection.

Document analysis benefited the study as it contributed towards expediting the study. This is because it is relatively less time-consuming and less costly when compared to other qualitative research methods as the documents are readily available. Hancock and Algozzine (2017) also confirmed that qualitative studies are more time consuming and costly when compared to quantitative research. The method also assisted with minimising researcher bias, as the research process did not affect the documents. Furthermore, it promoted the reliability of the study as other researchers could review the documents, as the presence of the researcher would not change the documents in any way. The main disadvantage is that the CoJ compiled the reports, which could make the documents biased towards the city's objectives and perspectives.

3.4.1. Sampling techniques

As in any study, it is impossible to use all institutional reports, i.e. IDPs the CoJ has ever compiled, and as such, a sample of the reports was selected using purposive sampling. Only the latest IDPs were selected, namely the 2013/16, 2016/21 and 2021/26 IDPs because the CoJ has had incremental learning in preparing IDPs and has been refining the process over time, which meant that their latest IDP editions were the most accurate.

2013/2016 was not the beginning and the duration of a mayoral term. The term started in 2011. However, the CoJ conducted major reviews of the 2011/12 and 2012/16 IDPs to address some major concerns raised about the 2011/12 IDP and to align the IDP to their new long-term strategy, viz. Growth and Development Strategy 2040 (GDS 2040) adopted in October 2011. This meant that the 2013/2016 IDP was the latest IDP of the 2011/16 Mayoral term. ("The City of Johannesburg Integrated Development Plan, 2013/16").

The 2016/21 IDP has already been reviewed during the literature review chapter and hence it will not be analysed further in the data analysis and interpretation section.

Initially, the following five documents were selected and were deemed adequate for the study. This consisted of both the final edition and their draft. After reading the 2016/21 IDP, it was discovered that it was not important to study both the draft and final IDP as they contained the same information.

City of Johannesburg Integrated Development Plan 2021-26;
City of Johannesburg Integrated Development Plan 2016- 21;
City of Johannesburg Integrated Development Plan 2013-16;
Tabling of 2021-26 Draft Integrated Development Plan (IDP) for Public Consultation; and

Tabling of 2016-21 Draft Integrated Development Plan, Budget, Monitoring, Evaluation and Reporting Process Plan.

3.4.2. Summary of related themes

Below is a summary of themes, emanated from the literature review that will guide the data collection.

Theme	**Description**
Customer satisfaction	Investigated the level of customer satisfaction as captured by the Customer Satisfaction Index
Service delivery	Investigated services provided within the CoJ
Intelligence generation	Investigated the type of data collected for planning purposes, in particular for the IDP Planning.
Intelligence dissemination	Investigated how the collected data during data generation phase was shared throughout the municipality to help with planning and informing the implementation of the plan.
Responsiveness to the collected data	Investigated how the collected data was used to inform planning and implementation of the plan.
Contents of IDP	Investigated the components of the IDP
IDP Planning	Investigated the process of IDP Planning consisting of the planning duration, participation, who was responsible for the process and many more.

3.5. Process of analysis

“Thematic Analysis (TA) is an accessible, flexible, and increasingly popular qualitative data analysis method” (Braun & Clarke, 2012, p.57). It allows for a “systematic identification, organising and to provide insights into patterns of meanings (themes), that answers the research question, across the data set thereby allowing a researcher to see and make sense of collective and shared meanings and experiences. Not any pattern of meanings, but the one that is relevant to answering the research question” (Braun & Clarke, 2012, p.57)

It is also accessible and flexible and hence deemed appropriate in most studies as, it is a much easier qualitative data analysis method to use, enabling novice researchers “to learn the mechanics of a systematic data coding and analysis in what ordinarily seems to be conceptually challenging and a vague, mystical, and complex process ” (Braun & Clarke, 2012, p.58). What makes it even more appealing for the study is that a broader audience, even those who have no experience in qualitative

research, can understand the research findings derived from the TA. TA is flexible as it allows for a data set to be analysed in anyway the researcher may deem it necessary (Braun & Clarke, 2012).

A combination of deductive and inductive approaches to data coding and analysis were used, where concepts derived from the theory of market orientation and IDP Planning were used to code and interpret data and secondly, terminologies and concepts used in the report (IDP) were used.

The process of analysis consisted of the following six steps:

3.5.1. Getting to know the data

This first step involved delving into the data by "actively and critically reading" (Braun & Clarke 2012, p.60) the IDP. Firstly, skimming through it and then going through it thoroughly, at least more than once and making notes in the process to fully understand the text and its meaning.

3.5.2. Generating initial codes

The second step consisted of generating codes. Codes are "the building blocks of data analysis and consists of identifying and assigning a label to a data feature that is relevant to the research question. Codes may contain a succinct summary of a portion of data or describe the content of data. And also go beyond the participants' meaning to provide an interpretation about the data content" (Braun & Clarke, 2012, p. 61).

Identified codes mirrored concepts used in the theoretical framework and in the collected data.

3.5.3. Searching for themes

Identified "themes captured something important from the data in relation to the research questions and represented some level of patterned response or meaning within the data set" (Braun & Clarke, 2006, in Braun & Clarke, 2012, p.63). "Searching for themes also involved reviewing the coded data to identify areas of similarity and overlap between codes. Codes that seems to share some unifying feature together were collapsed or clustered so that the theme reflected and described a coherent and meaningful pattern in the data" (Braun & Clarke, 2012, p.63). Each theme had "a clear focus, scope and purpose, it was distinctive and stand alone, however, each built on and developed the previous one so together they provided an overall coherent story about the data" (Braun & Clarke, 2012, p.66).

A thematic map or table, which listed all the identified themes together with their relevant extracts concluded the section in preparation for the next process, i.e. reviewing themes.

3.5.4. Reviewing themes

Consisted of a review process where the suggested themes were “reviewed against the coded data and the data set as a whole” (Braun & Clarke, 2012, p. 65) to ensure that no section of the data was excluded.

3.5.5. Defining and naming themes

The process of defining and naming themes consisted of clearly stating what the theme is all about, using both extracts and interpretation. Furthermore, it involved labelling each theme.

3.6. Limitation and Positionality

A more serious limitation of the study is that the CoJ compiled the document used, implying that the information may be biased towards their objectives and their perspectives on IDP Planning.

Another limitation is that there is a chance that the documents may contain insufficient information to answer the research question, as they were not compiled for the purpose of the study.

Nevertheless, the study provides a comprehensive account of how IDP Planning is conducted in the CoJ and how it can be improved to make it market orientated. This makes the study a meaningful contribution towards improving service delivery in local government as it provides an explanation and an understanding of the required changes on IDP Planning, in order for the planning to help municipalities improve their provision of service.

The researcher is employed in local government and has personal opinions, beliefs and assumptions regarding IDP Planning and service delivery. This background might have influenced their choice of the research topic, research methodology, method and techniques.

The researcher accepts that the study may include some level of subjectivity, as it is common with qualitative studies, it is impossible to conduct a value–free research (Du-Plooy-Cilliers et al,. 2014) However, the researcher is determined to minimise any potential biases and acknowledge in relevant sections, those that may be unavoidable.

3.7. Conclusion

The study adopted an interpretivism research paradigm, which believes that there are multiple realities of the social world and as such, qualitative research methodology was adopted in order to provide rich contextual data about the phenomenon. Document analysis was selected as a data

collection technique of choice, purposive sampling was used to selected relevant institutional reports and three IDPs were selected, with Thematic Analysis selected to analyse and interpret the data.

The next chapter is data analysis and interpretation and explained how thematic analysis was implemented.

4. CHAPTER FOUR

DATA ANALYSIS AND INTEPRETATION

4.1. Introduction

The study sought to investigate the extent to which the City of Johannesburg (CoJ) Integrated Development Planning (IDP Planning) adopted a market orientation approach. In essence, it was looking at the extent of the three market orientation elements, viz. the extent of Intelligence generation, Intelligence dissemination and responsiveness to collected data during the IDP Planning and to suggest recommendations that will enable the planning to adopt a market orientation approach

The primary research question asked was that, given that literature emphasises the use of market orientation approach to enhance the efficiency of municipalities in their service delivery mandate, to what extent the CoJ IDP Planning incorporated the three market orientation elements (i.e. intelligence generation, intelligence dissemination and responsiveness to collected data) in its approach?

Should the CoJ IDP Planning have not fully adopted the market orientation approach, then what are the recommendations?

In analysing the data, the researcher was looking at the extent of intelligence generation, intelligence dissemination and responsiveness to the collected data in the CoJ IDP Planning. Furthermore, whether the CoJ knows how to prepare IDP and to follow an IDP Planning process. This was to show that the inefficiencies of IDP Planning in helping the CoJ providing sufficient services was not caused by their inability to conduct proper IDP Planning, nor to draft an IDP. The analysis also considered the CoJ CSI, which is an indication of residents' satisfaction with CoJ service provision.

As already discussed in the research methodology chapter, the study used Thematic Analysis (TA) to analyse data. A combination of deductive and inductive approaches were used, driven by both what was said in the data (inductive) and concepts derived from the theory and brought to the data (deductive).

The analysis consisted of the following six steps: Getting to know data, generating initial codes, searching for themes, reviewing themes, defining and naming themes and producing the report.

The following two IDPs were analysed:

City of Johannesburg Integrated Development Plan 2013-16;
City of Johannesburg Integrated Development Plan 2021-26;

The 2016-21 IDP was omitted in this chapter, as it was analyses during the theoretical review in the literature review chapter

The analysis of both IDP's, i.e. the 2013/16 and 2021/26 CoJ IDP, is presented together herein under to make it easy to draw the parallels.

4.2. Getting to know the data

2013/16 CoJ IDP	2021/26 CoJ IDP
Getting to know the data	**Getting to know the data**
The process of getting to know the data started with skimming the 2013/16 IDP in order to get an overview of the information. This was followed by critical reading to establish what the data was about and entailed. Below is the information from the CoJ 2013/16 IDP. The information is from the City of Johannesburg 2013/16 Integrated Development Plan (IDP), unless stated otherwise: 4.2.1 Background The CoJ undertook the IDP Planning in order to plan well and to improve their provision of services in the municipality. It's their medium term plan that translates their long term strategies into their operational plans, i.e. departments and MEs' business plans and the CoJ's SDBIP The five-year IDP planning started in 2011 where the 2011/12 IDP was adopted. However, it was revised twice, with the 2013/16 IDP becoming the final IDP version of the 2011-16 mayoral term.	The process of getting to know data for the 2021/26 IDP was the same followed for the 2013/16 IDP. The information below is from the CoJ 2021/26 IDP, unless stated otherwise. The 2021/26 IDP is a much more improved version of the previous IDPs because it is thorough and consists of additional topics. 4.2.1 Background According to the CoJ, "the 2021/26 IDP is driven by CoJ's developmental agenda and translates their long-term objectives into strategic priorities and then medium-term programmes and those which must be implemented during the current mayoral term. The IDP is implemented through the CoJ and departments' SDBIP and ME's business plans. Business plans and SDBIP stipulate the CoJ's strategic programmes.

2013/16 CoJ IDP	2021/26 CoJ IDP
Getting to know the data	**Getting to know the data**
The 2011/12 IDP was revised to address concerns raised by the national government regarding municipal performance. As such the revised IDP was aligned to the CoJ Municipal Turnaround Strategy. The 2012/13 IDP was revised to align with their long-term strategy, Growth and Development Strategy 2040 (GDS 2040), adopted by council in October 2011. 4.2.2 Situation analysis Quality of life Survey, Census 2011, various policies such as the Provincial Health Policy and the National Development Plan and GDS Roadmap process were used to provide background to the 2013/16 IDP. GDS Roadmap process stated the following as the IDP's ten priorities. Financial sustainability and resilience; Agriculture and food security; Sustainable human settlements; SMME and entrepreneurial support; Engaged active citizenry; Resource resilience;	Following council's adoption of the IDP, departments and MEs must implement programmes aligned to the IDP. Monitoring of the IDP takes place during the year through the Integrated Annual Report, which also serves as a source of information for the annual IDP Review" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.11") . 4.2.2 Situation analysis GDS 2040, which outlined the strategic priorities for the IDP, provided the background to 2021-26 IDP. Their ten priorities as follows: Good governance; Financial sustainability; Integrated human settlements; Sustainable service delivery; Job opportunity and creation ; Safer cities; Active and engage citizenry; Economic development;

2013/16 CoJ IDP	2021/26 CoJ IDP
Getting to know the data	**Getting to know the data**
Smart city; Investment attraction, retention and expansion; Green economy; and Safer cities. Background information for the IDP was also from performance and evaluation by the CoJ, rating agencies and the Auditor General of South Africa (AGSA). Further background information originated from the following macro environmental factors. This was in order look at relevant trends and changes during the term of office. Demographic profile of the CoJ: population size and growth, migration patterns, gender, age, household numbers and changes and population density; Social and human development: literacy and inequality & poverty levels and human development (health, community facilities and social inclusion);	Sustainable development; and Smart city Minimizing the impact of COVID-19 (and future pandemics) 4.2.2.1 Macro environmental factors The IDP planning also considered the impact of the following macro environmental factors as part of their situation analysis: Demographics and population growth; Economic development including unemployment and youth unemployment; Human and social development – poverty, inequality and food security; Spatial inequality including transport; Safety and security – gender-based violence; Public health – HIV/Aids; Environmental challenges; and Access to services – housing, water, sanitation, electricity, waste management.

2013/16 CoJ IDP	2021/26 CoJ IDP
Getting to know the data	**Getting to know the data**
Economic growth and development: economic growth, unemployment, skills development Sustainable services: water & sanitation, waste management, housing, transport and energy & electricity; Environment; and Governance: Liquidity pressure, agency ratings, employment equity and increased community protests.	
4.2.3 Additional contents of the IDP As required by the Municipal Systems Act, (Act 32 of 2000), the CoJ IDP included the following in their IDP: **Spatial Development Framework**, which mentioned seven strategies meant to shape development in the CoJ and "restructure and shape their fragmented urban form" ("The City of Johannesburg Integrated Development Plan, 2013/16, p.59). The framework was being updated at the time of the IDP Planning to align with the CoJ's strategies and priorities. The revised version was expected to be included in future IDP editions.	4.2.3 Additional contents of the IDP The IDP provide details of the CoJ's vision and mission, situation analysis, community participation, intergovernmental relations, strategies, spatial developmental framework, priority implementation plan, high impact programmes, 2021/22 budget, performance monitoring reporting and evaluation, risk management and service standard charter. **Spatial Development Framework (SDF)** SDF is a policy document in the CoJ, which identifies the main spatial challenges, opportunities and strategies to address those challenges. **Priority Implementation Plan**

2013/16 CoJ IDP	2021/26 CoJ IDP
Getting to know the data	**Getting to know the data**
CoJ's ten priorities and priority implementation. The priority plans are "concise programme of action for each of the priorities and include information such as the overall objective and outcome of the priority, projects, role players, baseline (if applicable), key performance indicators (KPIs), targets and timelines" ("The City of Johannesburg Integrated Development Plan, 2013/16, p.69). The ten priorities are: Financial sustainability and resilience; Agriculture and Food Security; Sustainable Human Settlements; SMME and entrepreneurial support; Engaged Active Citizenry; Resource resilience; Smart city; Investment attraction, retention and expansion; Green economy; and Safer cities.	**The eleven CoJ priorities** were unpacked, providing finer details of what they are about and how they will addressed broadly and providing programmes to achieve the priorities. Unlike with the 2013/16 IDP, the priority implementation plan did not include specific information such as KPIs, but these specifics were included in a separate section, labelled 'corporate scorecard'. The IDP went further to mention and discuss "**high impact programmes**" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.271"), providing specific details of where and what will be done. These programmes were earmarked for deprived areas. The IDP also outlined the **five year IDP corporate scorecard,** which consisted of the strategic objectives, related GDS output, key performance indicator (KPI), intervention, annual targets for the duration of the IDP including the baseline information, department or ME responsible for the KPI and supporting departments/ME's.

2013/16 CoJ IDP	2021/26 CoJ IDP
Getting to know the data	**Getting to know the data**
Intergovernmental Relations The CoJ works with the other spheres of government and municipalities in order to ensure adequate provision of services and to maximise their efforts. For instance, they "participated in the drafting of the Provincial Intergovernmental Relations Framework (IGR). CoJ representatives sits on the MMC-MEC forum to deliberate on issues of mutual interest and cross-cutting. The CoJ participates in the IGR fora such as the Premier's coordinating forum and South African Local Government Association". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.118-110). The IDP took into consideration the priorities of both the national and provincial government for the municipality, in particular the following: it incorporated the relevant national priorities, twelve national outcomes, National Development Plan proposals, provincial priorities and comments from the MEC for local government and Housing made on the IDP. **Budget allocations**	Additional targets for 2021/22 were mentioned in what they termed Circular 88 and UISP indicators. **Intergovernmental Relations** The 2021/26 IDP mentioned that the CoJ plans to build and maintain international relations in order to gain mutual benefits from the relationship. To achieve this, it adopted an International Relations Policy. Furthermore, it joined global networks, such as United Cities and Local Government (UCLG). It joined and participates in international forums and entered into City-to-City relationships. In preparing the IDP, the CoJ took into account the following national and provincial priorities: "national and provincial imperatives of the National Development Plan, Back to Basics Programme, Integrated Urban Development Framework, District Development Model, and the Growing Gauteng Together Strategy 2030. Relevant national and provincial pronouncements and statements made at national and provincial level regarding developmental trajectory were also considered". ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.90").

2013/16 CoJ IDP	2021/26 CoJ IDP
Getting to know the data	**Getting to know the data**
The CoJ, through a budgeting process, ensured that sufficient funds were available before they approved programmes suggested for the IDP. Presentations were made to three committees, viz. a Technical Budget Steering Committee, a Budget Evaluation Committee and a Budget Steering Committee. The IDP also included a financial plan, which outlined the financial objectives to fulfil the mayoral commitment towards capital infrastructure investment and how to achieve some of the GDS 2040 objectives and to address service delivery. The IDP also included budget allocated for the 2013/14 financial year, broken down into Capital Expenditure Budget (CAPEX) and Operational Expenditure Budget (OPEX). The 2013/14 Capital Investment Framework (CIF) was also outlined, providing further breakdown of the CAPEX. It also focused on priority capital projects. **Performance management** Details of CoJ's performance management was included in the IDP.	The CoJ further participates in various IDP coordinating fora in order to ensure "collaboration in planning and implementation" ("2021/26 City of Johannesburg Integrated development Plan, 2021/26, p.98") with other municipalities and the province. **Budget allocations** The 2021/22 Budget was also included in the IDP, divided into CAPEX and OPEX for the first year of the 2021/26 IDP. The 2021/22 CIF was also included in the IDP to guide the capital budget allocation based on spatial development priorities. **Performance monitoring, reporting and evaluation.** According to the CoJ, a Performance Management System (PMS) is used to measure organisational and individual performance in order to enhance the achievement of the CoJ's long term objectives, goals and strategies. CoJ implemented a Monitoring and Evaluation Framework a few years ago and recently revised it to be in line with the latest monitoring and evaluation principles. The IDP also provide details of how monitoring and evaluation in CoJ has evolved over the years.

2013/16 CoJ IDP	2021/26 CoJ IDP
Getting to know the data	**Getting to know the data**
The CoJ mentioned that they introduced an extensive performance management system that meets all legislative requirements. This was because performance management is important to the CoJ as it contributes towards improving both the organisational and individual performance leading to improved services. They further mentioned that their performance system ensures their planning can be measured. The following are legislations that CoJ performance management complied with: Municipal Systems Act, (Act 32 of 2000), Municipal Planning and Performance Management Regulations, 2001, Municipal Finance Management Act, (Act 56 of 2003) (MFMA), Local government municipal performance regulations for municipal managers and managers. According to the CoJ, it was important to evaluate their performance during the 2013/14 financial year as it was the mayoral midterm and the term where they introduced their priorities. As such, their medium term plans, i.e. the IDP and operational plans, being SDBIP and business plans, had to be evaluated.	The IDP went further to explain that the CoJ uses SDBIP and Budget Implementation Plan, business plans and scorecards to outline what the CoJ, departments and MEs will achieve for the year. These plans stipulated key performance indicators, annual targets and scorecards. The following monitoring reports provided information regarding progress achieved on the business plans and the SDBIP: Quarterly Performance Report, Mid-Year Performance Report, integrated Annual Report and End of Term Report. The End of Term Report is a new report and it is aimed at showing how the municipality fared against the 2021/26 IDP. It will provide only a "high level summary of their achievements, challenges and future prospects" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.280"). The report is not required by legislation, however the CoJ deems it important. The IDP mentioned relevant legislation that required performance measurement, monitoring and evaluation in municipalities. The act mentioned in this report are the same as the ones mentioned in the

2013/16 CoJ IDP	2021/26 CoJ IDP
Getting to know the data	**Getting to know the data**
Another important feature of performance monitoring mentioned in the IDP was that they introduced a new Monitoring and Evaluation Framework throughout the CoJ. **Disaster and Risk management** The IDP also included details of disaster management and risk management. In terms of risk management, the IDP mentioned that the CoJ established two independent governance and advisory committees, Group Risk Management Committee (GRMC) and Group Audit Committee (GAC). Furthermore, they introduced the Executive Management Risk Committee. The CoJ also adopted an enterprise-wide risk management approach, which required everyone in the municipality to manage risks. In terms of disaster management, the IDP included a disaster management plan.	2013/16 summary in the above section and as such the information will not be repeated again. The CoJ also has oversight structures for the management of performance. This consists of Group Performance and Audit Committee (GPAC), Group Audit Committee (GAC), Executive Mayor and members of the Mayoral Committee, Council and Section 79 Committees and communities. It is stated that communities have "an oversight role in the performance management system of the CoJ through annual IDP reviews and reporting consultation processes, which are managed by the Office of the Speaker working with the Group Strategy Policy Coordination and Relations department (GSPCR)" ("2021/26 City of Johannesburg Integrated development Plan, 2021/26, p.281"). The CoJ also interacts with the Auditor General for guidance and timeous submission of the required reports. **Disaster and Risk management** Information about risk management in CoJ is included in the IDP, consisting of the citywide risk register and disaster management plan. **Other**

2013/16 CoJ IDP	2021/26 CoJ IDP
Getting to know the data	**Getting to know the data**
	Strategies to address the CoJ challenges. This section of the IDP concentrated on outlining strategies to deliver the GDS 2040 outcomes and outputs. With GDS being the long-term strategy of the CoJ, spanning over fifty years, it wasn't necessary to include this information in the summary.
4.2.4 IDP Planning CoJ undertook an extensive community participation through their Community Based Planning (CBP). CBP started in 2007. It sought to involve communities in their planning and the budget processes. During phase 1, a series of regional summits were convened with communities and other stakeholders in order to get information about their developmental challenges. Each ward had to define their vision and mission and provide 3 - 5 developmental challenges that needed to be addressed during the IDP term. Phase 2 consisted of developing a draft and then final ward plans, based on the work conducted during phase1. Several community participation also took place, viz. outreach programmes, including GDS outreach programme, 2012/13 IDP outreach and budget outreach programme.	4.2.4 IDP Planning Community participation During the 2021/26 IDP planning, the CoJ undertook an extensive community participation "by involving various stakeholders to ensure that residents participate, submit inputs and receive feedback into the IDP. This was an attempt to ensure that the IDP is credible and responds to the community needs and priorities. Similarly, Community Based Planning (CBP) approach was used, in the hope that it may build, strengthen and support community structures. The overall intent of CBP is to develop a comprehensive and well-managed plan that all stakeholders and actors can utilise to guide local community development initiatives. CBP offers an opportunity to align development and planning with community participation through effective engagement in addressing urban and

2013/16 CoJ IDP	2021/26 CoJ IDP
Getting to know the data	**Getting to know the data**
The CBP was finalised in November 2012, resulting in ward plans, community plans and strategic partnerships. Ward Plans: "Confirmed the base, access to services and facilities, individual needs and issues of communities. It updated the last ward plans, reflected on progress made on the previous ward plan and provided a comprehensive overview of service delivery and maintenance schedules, the current and planned CAPEX and OPEX expenditure. Community Plans: Are similar to ward plans, except that they bring more information regarding facilities and community issues. "Strategic partnerships: Required communities to participate in identifying, analysing, implementing, monitoring and evaluating developmental interventions based on their lived experiences. Focuses on flagship programmes, priorities and the roll-out of CBP". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.137").	social problems." ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.42 & 43"). It was also stated that the CoJ is determined to improve community participation to ensure that it is meaningful by including community priority issues into the CoJ's plans and also, allocate resources towards addressing them. Furthermore, the CoJ will provide communities with feedback and progress reports on planned community projects undertaken during the IDP term. The CoJ also mentioned the following about their CBP: "CBP is undertaken as a fore-runner to the IDP process. The CBP process must produce Community Based Plans for all the wards/regions within the City. The community priority issues must be translated into Community Based Plans/Wards. Development Plans Community issues must be incorporated into the City's draft IDP and have adequate resources allocated towards addressing the issues so they can be effectively implemented.

2013/16 CoJ IDP	2021/26 CoJ IDP
Getting to know the data	**Getting to know the data**
The CBP was first implemented in Region E to test the concept, before it was implemented in the rest of the CoJ.	Ensure the community is represented in the form of ward committees, community structures and community forums when priority projects are selected. Community Based Plans must reflect the following: Situation analysis and level of development of the ward/region. Development vision of the ward/region. Strategies, priority issues and proposed projects" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.42 &43"). The IDP mentioned that the following legislation required municipalities to undertake community participation: Municipal Systems Act (2000). Municipal Structures Act, Act 117 of 1998. The White Paper on Local Government (1998). It is further stated that since the inception of CBP, community participation took place through the following mediums: "Councillors Forum briefing sessions (only councillors attended these sessions). Detailed CBP workshops to present the CBP concept and clarify roles and responsibilities for various stakeholders, i.e. councillors, ward

2013/16 CoJ IDP	2021/26 CoJ IDP
Getting to know the data	**Getting to know the data**
	committee members, Community Development workers, departmental representatives and municipal entities (MEs), during the CBP rollout process. Cluster Community Conversations (CCC) focused on mobilising communities and key stakeholders around addressing areas of need. These encourage communities to take steps towards initiating ward-based initiatives (supported by the City) and allow an opportunity for communities to engage in crafting their developmental future. Feedback to councillor's forum meetings where councillors deliberate on the outcome of the community conversations. These discussions formed the foundation for the development of the community-based plans. Municipal Entities and Departments are invited to confirm CAPEX and OPEX available for the ward plans. Departments and Entities response – ward issues emanating from Cluster Community Conversations are routed to the departments and municipal entities for consideration in their plans" ("2021/26 City of Johannesburg Integrated development Plan, 2021/26, p.44").

2013/16 CoJ IDP	2021/26 CoJ IDP
Getting to know the data	**Getting to know the data**
	The IDP went further to mention that during preparations for the 2021/26 IDP it was necessary to move away from face-to-face sessions due to COVID-19 restrictions and as such CBP Cluster Conversations were held through Microsoft Teams and further community inputs were sought through social media platforms such as Twitter and Facebook. IDP Regional Summits were also held differently, using a combination of hybrid, virtual and face-to-face engagements. There was approximately 3500 issues raised during the community participation, which were analysed and sorted into categories. This was followed by the CoJ outlining activities they will undertake in order to respond to the issues. They specified departments and ME's that were allocated to address the issues and allocated budget during the 2021/22 financial year. Further community inputs were received from organised groups, which represented groups with special interests such as women, sports groups, business and other partnerships such as Johannesburg Inner City Partnership.

2013/16 CoJ IDP	2021/26 CoJ IDP
Getting to know the data	**Getting to know the data**
4.2.5 Service delivery The IDP mentioned that the CoJ is committed to providing adequate services to residents. This is because "service delivery is their primary mandate. It is customer centric, transformative, sustainable and resilient in order to ensure improved quality of life for all the residents and to satisfy and meet customer needs and expectations" ("The City of Johannesburg Integrated Development Plan, 2013/16, p.65). They plan to achieve the above aspirations as follows: CoJ departments and municipal entities (MEs) must continue to work together and come up with joint initiatives for service delivery. Furthermore, they set-up the following structures to accelerate their performance: "**Joint Operations Committee**, which is an oversight structure to ensure stronger ties between the CoJ's leadership and communities. It is also meant to improve integration of service delivery.	4.2.5 Service delivery The CoJ reiterated its commitment to providing adequate services, mentioning specific interventions it plans to undertake. It mentioned the challenges it encountered in delivering their service delivery mandate. Furthermore, it mentioned interventions it will introduce to help the needy in the city. The IDP also contains a service standard charter, broken down into departments and MEs. The IDP then mentioned how the CoJ viewed its performance on service delivery. To this end, they mentioned that the City performed Fro well, not only in service delivery, but also in capital projects, which enabled in excess of 92% of households to have access to basic services.

2013/16 CoJ IDP	2021/26 CoJ IDP
Getting to know the data	**Getting to know the data**
Customer Service Charter and Service Level Agreements. The CoJ was still in the process of developing the customer service charter and service level standards. When complete, the charter will provide specific details of the service standard and turn-around times for all city services. **Integrated ward based service delivery structure**. **Service Delivery Monitoring Programme**. Street by street audit of services in order to set the service delivery baseline. There was also a **24/7 call centre**, 47 Customer Service Centres and 10 pay points. The **CoJ website** provided an e-service where various services may be accessed online" ("The City of Johannesburg Integrated Development Plan, 2013/16, p. 65-68). Their key element of service delivery are: Infrastructure development and management; ICT Infrastructure development and management; Human Capital development and management;	

2013/16 CoJ IDP	2021/26 CoJ IDP
Getting to know the data	**Getting to know the data**
Financial Resources; Result oriented management; Integrated, coordinated and outcome based operational planning and management; and Sustainable human settlement and urban management. In evaluating their service delivery, the CoJ mentioned that it performed well and made good progress over the last ten years, but also acknowledged that there are still gaps, which they hope to address through “interventions and programmes” (“The City of Johannesburg Integrated Development Plan, 2013/16, p.32”) outlined in the 2013-16 IDP.	

Note: From “The City of Johannesburg 2013/16 Integrated development Plan”, 2013/16, p.4-202

From “The City of Johannesburg 2021/26 Integrated Development Plan”, 2021/26, p. 3-346.

4.3. Generating initial codes

2013/16 CoJ IDP	2021/26 CoJ IDP
Generating initial codes	**Generating initial codes**
Coding consisted of identifying and labelling relevant data. Three rounds of coding were undertaken, with 53 codes generated during the first round, 15 codes during the second round and only 9 codes during the third round. See Appendix A – Coding for the 2013/16 COJ IDP. Each round consisted of reviewing the coded data to identify similarities and overlap between the codes and combining those that shared similar activities. The codes used the terminology used in the 2013/16 IDP and consisted, mainly of the content of the collected data. As data analysis and interpretation is an iterative process, additional codes were discovered from re-reading the above summary and the 2013/16 IDP. As such, codes increased to 122 during the first round of coding. The second round consisted of 57 codes, whilst 13 codes resulted from the third coding round. See Appendix B – Coding for the 2013/16 COJ IDP revised version.	The same process used for coding the 2013/16 IDP was followed with the 2021/26 IDP. Resulting in 105 initial codes generated. Three rounds of coding were undertaken. The second round resulted in 39 codes, whilst the last round yielded only 15 codes, see Appendix E – Coding for 2021/26 CoJ IDP.

4.4. Searching for themes

Searching for themes	Searching for themes
The development of themes was linked to the research question. As such, the activities mentioned in the 2013/16 IDP were classified under the three elements of market orientation (i.e. intelligence generation, intelligence dissemination and responsiveness to the collected data) to see if the activities correlated with the elements. This resulted in coming up with the following two themes: intelligence generation and responsiveness to collected data. The IDP did not have any activities that could be classified as intelligence dissemination and hence there was no such theme. Three additional themes were also found, viz. 2013/16 IDP Planning and Plan, Service delivery and performance management. These were also part of the research question. A thematic table providing the list of themes and their relevant data was compiled, see Appendix C - Thematic Table for the 2013/16 CoJ IDP. The table consisted of the following five themes: Intelligence generation; Responsiveness to collected data; 2013/16 IDP Planning and Plan; Service delivery; and	The same process used during the analysis of the 2013/16 IDP was used to arrive at the identified themes. Furthermore, themes were also identified from the collected data. The following six themes were identified: Intelligence generation; Responsiveness to data; Performance management; Strategies to address GDS2040 outcome and outputs; Service delivery; and IDP Planning and IDP. One of the themes, viz. strategies to address GDS2040 outcome and outputs was discarded as it was irrelevant to answering the research question. A thematic table was also compiled, which listed all identified themes and their relevant data, see Appendix F - 2021/26 CoJ IDP Thematic Table.

Searching for themes	Searching for themes
Performance management. The identified themes were used in the next sections in the following chronological order: Service delivery; Intelligence generation; Responsiveness to the collected data; 2013/16 IDP Planning and IDP; and Performance management. The arrangement was so they "build on and develop from the previous one and together provide an overall coherent story about the data" (Braun & Clarke, 2012, p.66): Two central themes were also identified, i.e. market orientation, derived from combining Intelligence generation and Responsiveness to collected data themes; and IDP Planning derived from combining the two themes: 2013/16 IDP Planning and IDP and Performance management . The central themes were not used further.	In order for the themes to build on each other and to compile a coherent story, in the next sections, the identified themes were used in the following order: Service delivery; Intelligence generation; Responsiveness to the collected data; IDP Planning and the IDP; and Performance management.

4.5. Reviewing themes

Defining and naming themes

2013/16 IDP	2021/26 IDP
Defining and naming themes	**Defining and naming themes**
The five themes mentioned in the section 'searching for themes' above, i.e. Service delivery, intelligence generation, responsiveness to the collected data, 2013/16 IDP Planning and IDP and Performance management, when reviewed were found to be ideal as they linked well with the research question. As such there were used in the following sections and chapter. Appendix D – Defining Themes provides the name and an explanation of what each theme entails. The table includes both an interpretation and extracts from the data to explain the theme.	The section provides details of what each of the five themes i.e. Service delivery, intelligence generation, responsiveness to the collected data, 2013/16 IDP Planning and IDP and Performance management, entailed. The section also consisted of reviewing theme names so they could be renamed if necessary. The themes were not renamed as they linked well with the research question. Appendix G - Defining Themes, 2021/26 IDP provides the theme name and its explanation.

4.6. Producing the report

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
The report outlines the outcome of the 2013/16 IDP analysis. The researcher uses quotations to support their interpretation so that it can be clear to the reader that the findings are based on the collected data rather than the researcher's predisposition. **Theme 1: Service Delivery** The CoJ mentioned that its main aim is to provide services to Johannesburg (Joburg) residents and it is committed to doing it well. "CoJ's primary mandate is to deliver services to Johannesburg residents. The services, which must be customer centric, transformative, sustainable and resilient in order to ensure improved quality of life for all the residents. Consequently, every aspect of service delivery seeks to satisfy or meet customer needs and expectations. Their key elements of service delivery are the following: Infrastructure development and management; ICT infrastructure development and management; Human capital development and management; Financial resources;	The report outlines the outcome of the 2021/26 IDP analysis. **Theme 1: Service Delivery** Similar to the 2013/16IDP, the CoJ mentioned that its primary priority is service delivery and it is highly committed to it. They mentioned the following interventions it will undertake to ensure the provision of adequate services: *"*In order to get the basics right towards the advancement of quality delivery, the City remains committed to the following (amongst others): Provision of Reliability & quality basic services; Improving access to basic services; Investment in water, sewer, electricity & refuse infrastructure; Co-production in delivery of basic services;

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
Result orientated management; Integrated, coordinated and outcome based operational planning and management; and Sustainable human settlement and urban management. They mentioned that they aim to achieve the provision of adequate services by taking the following actions: Have their departments and municipal entities (MEs) working together to come up with programmes and projects focused on service delivery. They have set-up the following structures to assist: Joint Operations Committee, which is an oversight structure to ensure stronger ties between the CoJ leadership and communities, furthermore to improve integration of service delivery. Customer Service Charter and Service Level Agreements. Even though the CoJ was still in the process of developing the customer service charter and service level standards, when completed, the charter will provide specific details of the service level standards and turn-around times for all city services. Integrated ward based service delivery structure	Repairs & Maintenance (planned and unplanned maintenance – maintenance mix ratio 40/60); Stability of network - Reduction in networks outages; Infrastructure upgrade and development; electricity cables installed; water pipe replacement programme; Mitigate against losses (technical and non-technical); Investing in alternative energy sources; Closing revenue leakages; Reliability & quality of services through service standards; Compliance with regulatory standards; Investment in smart technologies like Smart meter rollout; and Alternative waste treatment technologies; intelligent infrastructure network and Battery storage, PV and EV" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.148"). The CoJ mentioned the following challenges it encountered in delivering to their service delivery mandate. *"*Over the years the following challenges have been identified amongst others that hinder the city in providing quality and reliable basics services: Ageing infrastructure;

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
Service Delivery Monitoring Programme, which is a street-by-street audit of services in order to determine service delivery baseline. The CoJ website provides an e-service where various services may be accessed online" ("2013/16 City of Johannesburg Integrated Development Plan, 2013/16, p.65-68"). CoJ is aware that it has not provided satisfactory services and hence residents are dissatisfied. Their discontent was indicated by an increased number of protest actions, which is said to have increased from ten to 147 in just over a ten-year period i.e. 2004 to 2012. "The CoJ has performed well and made good progress over the last ten years, but acknowledges that there are still gaps, which they hope to address through interventions and programmes as outlined in the 2013-16 IDP" ("2013/16 City of Johannesburg Integrated Development Plan, 2013/16, p.32"). **Theme 2: Intelligence generation** The CoJ collects information regarding current and future community needs and preferences and factors that may affect their needs. The information was collected from the following sources:	Insufficient investment towards Repairs and Maintenance; Service delivery failures; Unmanaged urbanisation; Rapid technology changes; Formalisation; land invasions; and Resource scarcity and diversification" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.148"). Furthermore, it mentioned it will introduce the following interventions to help the needy in the city: *"*In order to ease the burden to all residents of the city, Council has resolved to provide free 6kl of water to all households, electrification of both informal and formal settlements, clean our city three times a day, build houses that promotes integrated humans settlements and upgrade and maintain road infrastructure"("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.148") The CoJ provides various services as outlined in the IDP and has a service standard charter, which stipulates service standards.

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
The long-term strategy document, the GDS 2040. The previous IDP, review of the CoJ's overall performance, community participation, national and provincial priorities, spatial development framework and activities. "IDP translate the long term outcomes into implementable programmes for a specific term of office. The IDP was informed by the GDS 2040, national and provincial government priorities, emerging trends and other related issues that provide a framework in which the city can ensure developmental local government. The 2013/16 IDP was also informed by the following activities: Quality of life Survey, Census 2011, various policies such as the Provincial Health Policy and the National Development Plan, GDS Roadmap process, which allowed the CoJ to review and finalise the priorities for the IDP and Decade 1 of the GDS 2040. The IDP was also informed by the CoJ's performance evaluation, including evaluation by external agencies such as the rating agencies and the Auditor General of South Africa (AGSA)" ("2013/16 City of Johannesburg Integrated Development Plan, 2013/16, p.4-6").	To have a service standard charter is commendable as Batho Pele principles recommends that municipalities make communities aware of their service standards. **Theme 2**: **Intelligence generation** The CoJ collects information about the citizens' current and future needs and macro environmental factors that may affect the needs. The needs were collected through community based planning (CBP), GDS 2040 process, which saw the CoJ compiling eleven strategic objectives, on which they will focus on for the 2021-2026 term of office. "The Johannesburg 2040 Growth and Development Strategy (GDS) provides a lens through which we can view the Johannesburg of the future. The City's long-term strategy, the GDS 2040, serves as the anchor from which the IDP draws its development agenda guided by Government of Local Unity Strategic Priorities and Programmes. The preparation of the City's IDP involved wide-ranging stakeholder and public consultations as necessary and legislated in terms of the

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
Similarly, a situation analysis consisting of the following macro environment factors was used to collect information regarding the needs of the population and anticipated trends during the remainder of the term: "Demographic profile of the CoJ - population size and growth, migration patterns, gender, age, household numbers and changes and population density. Social and human development - literacy and inequality & poverty levels and human development (health, community facilities and social inclusion). Economic growth and development - economic growth, unemployment, skills development. Sustainable services - water & sanitation, waste management, housing, transport and energy & electricity. Environment.	MSA (Act No.32 of 2000). The purpose of the IDP process is to create an enabling environment for residents to participate, submit inputs and receive feedback into the IDP and thus ensuring a credible IDP that responds to the community needs and priorities as a way of setting delivery and development agenda for the City of Johannesburg" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.10, 41 &50") The information collected through the CBP was analysed and interpreted and resulted in 3500 community issues identified. It was further classified into categories, projects and programmes were also identified. *"*Over 3500 issues raised through participatory sessions were filtered through from various submissions across all seven regions and 135 wards. Common issues were extracted and collated per region. Most common issues were summarised and issues were allocated according to a department or entity. The graphs that follow indicate the most common CAPEX and OPEX issues that were extracted as well as the wards that raised the most issues in the CBP sessions.

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
Governance - Liquidity pressure, agency ratings, employment equity, increased community protests" ("2013/16 City of Johannesburg Integrated Development Plan, 2013/16, p.10-31"). Sources of community information also consisted of Intergovernmental relations. "The IDP is aligned and developed within certain national and provincial paradigms. The CoJ takes note of statements made at both national and provincial level which requires the CoJ to change focus in terms of resource allocation towards development trajectory. National priorities during 14 February 2013 State of the Nation Address, National Development Plan, twelve national outcomes of government approved by cabinet in 2010 – collectively addresses main strategic priorities of government. Comments on 2011/12 IDP received from MEC Local Government and Housing" ("2013/16 City of Johannesburg Integrated Development Plan, 2013/16, p.119-133"). Furthermore, the information was sourced from community participation.	In an effort towards the realisation of the four GDS outcomes, the City has identified eleven strategic priorities with the eleventh one addressing the COVID-19 pandemic" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.47 & 69"). The needs also emanated from both the provincial and national priorities and as such, the following are just a few of the priorities considered: Back to Basics Programme and Integrated Urban Development Framework. "The 2021-26 IDP is prepared in compliance with the requirements of Chapter 5, Section 25 of the MSA, which obligates a municipal council to adopt a single, all-inclusive and strategic plan for the development of the municipality, within a prescribed period after the start of its elected term. The City accordingly considers national and provincial policy imperatives of the National Development Plan, Back to Basics Programme, Integrated Urban Development Framework, District Development Model and the Growing Gauteng Together strategy 2030.

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
"The CoJ introduced Community Based Planning (CBP) in 2007, which was intended to be a bottom up planning, meant to improve the quality of plans and to foster a social contract with communities. During phase 1 of CBP, regional summits were convened to solicit views on developmental challenges from communities and other stakeholders. During the summit, each ward had to define their vision and mission and list 3 - 5 developmental challenges that need to be addressed in the medium term. Phase 2 of CBP culminated in drafted ward plans derived from developmental issues raised during the first phase. In November 2012 the CBP was finalised, resulting in the following three processes: Ward plans, community plans and strategic partnerships with stakeholders to identify, analyse, implement, monitor and evaluate developmental interventions. CBP was first used in Region E as a pilot project." ("2013/16 City of Johannesburg Integrated Development Plan, 2013/16, p.134-137"). "Further to the CBP, the following outreach programmes were also undertaken: GDS 2040 outreach and 2012/13 IDP and budget process.	There are also national and provincial pronouncements in terms of which the development of the IDP needs to respond and align to. In addition, the City takes careful note of statements made at national and provincial levels that may require resource allocation towards the country's developmental trajectory if it accords with its stated mandate" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.90"). The Spatial Development Framework was used to identify the main spatial challenges. "The SDF for Johannesburg 2040 is a city-wide spatial policy document that identifies the main challenges and opportunities in the city, sets a spatial vision for the future city, and outlines a set of strategies to achieve that vision" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.76") The macro-environmental factors considered consisted of: Demographics and population growth, Economic development, including unemployment, and youth unemployment; Human and social development – poverty, inequality and food security

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
The collected information was analysed and interpreted to be useful to the CoJ. As such, the GDS Roadmap for the first decade and then the term of office, the ten IDP priorities, IDP programmes and projects, priority implementation plans were outlined" ("2013/16 City of Johannesburg Integrated Development Plan, 2013/16, p.6, 47 & 49"). What was clear with their intelligence generation process was that their Integrated Planning Task Team, located in the Group Strategy, Policy Coordination and Relations Department carries out the collection, analysis and interpretation of data whilst other directorates, departments and municipal entities did not participate in the process. Market orientation requires that all the CoJ's units participate in the process as they specialise in a particular service and are responsible for planning and implementation of their services. As such, they would invariably know far much better about their area of responsibilities and be able to collect information that is pertinent to their areas of work through their system, contacts, conferences, industry intelligence and communities they serve.	Spatial inequality including transport, safety and security; Gender-based violence; Public health – HIV/Aids; Environmental challenges; and Access to services – housing, water, sanitation, electricity, waste management, "The analysis contained herein provides a holistic perspective of the City's developmental challenges and opportunities that lie ahead. It is the task of the IDP to understand these challenges, and to ensure that a deliberate effort is made, in order to change the developmental trajectory of Johannesburg. Local government have a joint responsibility with the provincial and national government to transform and lead society" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.14"). Even during the 2021/26 IDP intelligence generation was carried out by the same Task Team, which is contrary to the market orientation approach.

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
Theme 3: Responsiveness to the collected data. The collected data was responded to through GDS 2040, 2013/16 IDP and operational plans in the following manner. **In terms of GDS 2040** GDS 2040 arrived at the CoJ's desired long-term outcomes and output. Furthermore, it articulated the following ten priorities for the mayoral term: Financial sustainability and resilience; Agriculture and food security; Sustainable Human settlements; SMME and entrepreneurial support; Engaged Active citizenry; Resource resilience; Smart city; Investment attraction, retention and expansion; Green economy; and Safer cities. **In terms of the 2013/16 IDP** The 2013/16 IDP also used the collected data to come out with programmes, projects, priority implementation plans, Spatial	**Theme 3: Responsiveness to data** The CoJ responded to the 3500 community issues by outlining the activities it would undertake to address them, furthermore, allocated the departments and MEs that would assume the responsibility of implementing the identified activities. Lastly, the CoJ indicated the 2021/22 budget that is allocated towards addressing these issues. "Over 3500 issues raised through participatory sessions were filtered through from various submissions across all seven Regions and 135 wards. Common issues were extracted and collated per region. Most common issues were summarised and issues were allocated according to department or entity" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.47") **The priority implementation plan** was also compiled, which consisted of outlining how the strategic priorities of the CoJ will be addressed, by specifying the focus areas for each priority, the associated programmes and related projects. "The GDS identifies good governance as a key principle for the attainment of Vision 2040. Good governance requires an efficient administration, but also respect for the rule of law, accountability,

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
Development Framework and budget allocation. Below are further details of how this was done **Programmes** Programmes such as Getting the Basics Right were formulated, which resulted in the CoJ working on the Customer Service Charter and Service Level Agreements, furthermore, outlining the following as their key element of service delivery, namely: Infrastructure development and management; ICT infrastructure development and management; Human capital development and management; Financial resources; Result orientated management; Integrated, coordinated and outcome based operational planning and management; and Sustainable human settlement and urban management. “**Priority implementation plans** Priority implementation plans are programmes of action for each of the priorities. It consisted of outlining the following information: The overall	accessibility, transparency, predictability, inclusivity, equity and participation. The City has identified combating corruption; fraud and maladministration and other institutional priorities and is fundamental in promoting good governance” (“2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.131”) **High impact programmes**, earmarked for deprived areas, were also outlined. These are aimed at making quick and meaningful impact in affected areas. “For the next MTREF cycle, the City will focus on deprivation areas to improve the quality of lives for residents living in these areas. The areas and interventions were indicated in the IDP” (“2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.271”) **Budget allocation**, consisting of a breakdown of both the CAPEX and OPEX expenditure, was allocated towards these activities. A further allocation of the CAPEX budget was done through CIF.

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
objective and outcome of the priority, projects, role players, baseline (if applicable), key performance indicators, targets and the timelines" ("2013/16 City of Johannesburg Integrated Development Plan, 2013/16, p.69-71"). **Spatial Development Framework** mentioned the urban form developmental objectives and key development strategies. **Operational plans** i.e. Departments and MEs' business plans and the CoJ's SDBIP outlined annual plans. **The budgeting process** during the IDP Planning was used to ensure that sufficient funds were allocated to the identified programmes and interventions. As such, a financial plan, CAPEX and OPEX and Capital Investment Framework, were outlined. **Theme 4: 2013/16 IDP Planning and IDP**	"In 2021/22, the City's total budget amounts to approximately R73.3 billion, split between operating and capital expenditure budgets" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.247"). **A scorecard** for the five- year period, dubbed IDP Scorecard was outlined, separately, instead of being part of the Priority Implementation Plan. "It consisted of: Strategic objective, related GDS output, key performance indicator (KPI), intervention, annual targets for the duration of the IDP, including the baseline information, department or ME responsible for the KPI and supporting departments/MEs" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.287"). **Further targets for** 2021/22 were also allocated in what they have termed Circular 88 and UISP indicators. The CoJ and departments' SDBIP and MEs' business plans are used to implement the IDP.

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
IDP Planning Similar to other municipalities, the IDP Planning is a tool that guides service delivery in the CoJ. The 2013/16 IDP Planning was the final IDP Planning for the 2011/2016 Mayoral term in the CoJ, with the 2011/12 IDP Planning being its predecessor. The 2011/12 IDP addressed municipal turnaround strategy, which was prescribed by the national government, however, the IDP had to be revised in line with GDS 2040 when it was adopted in 2011. The GDS 2040 was the biggest event to guide the CoJ, however, there were other subsequent changes, which then saw the 2013/16 edition being the last IDP for the term. The GDS 2040 identified long term outcomes and outputs and through the GDS Roadmap process, identified priorities for three decades and ten priorities for the 2011/16 Mayoral Term. “The IDP translated these long term outcomes into implementable programmes for a specific term of office.	“The IDP is operationalised through the City’s strategic policies as well as departmental and entity business plans, which aims to implement the strategic programmes outlined by the City’s leadership, informed by the City’s residents” (“2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.11”). **Theme 4: 2021/26 IDP Planning and IDP** **Contents of the 2021/26 IDP** Based on the theory, a typical municipal IDP should consist of: the municipal vision, operational strategies and development priorities and objectives, local economic development aims, internal transformation needs, the spatial development framework, a disaster management plan, a financial plan, key performance indicators, and performance targets. The CoJ 2021/26 IDP consisted of all of the above, even though different terms were in some instances used. In particular, the IDP consisted of: the municipal vision and mission, developmental priorities and objectives dubbed strategic priorities, community issues analysis, spatial development framework, a disaster management plan, a financial plan, IDP Scorecard, consisting of key performance

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
Business planning is a tool used for annual operational planning. It is also the basis for budget allocation which allows for the implementation of IDP sub- programmes and projects. The 2013/16 IDP highlights the CoJ's strategic plans linked to achieving its long term goals and serves as a bridge between the CoJ's long term strategic planning and its annual operational plans. The IDP was informed by the GDS 2040, national and provincial government priorities, emerging trends and other related issues that provide a framework in which the City can ensure developmental local government. The 2013/16 IDP was also informed by the following activities: Quality of life Survey, Census 2011, various policies, such as the Provincial Health Policy and the National Development Plan, the GDS Roadmap process, which allowed the CoJ to review and finalise the priorities for the IDP, and Decade 1 of the GDS 2040.	indicators, and performance targets, a disaster management plan and a risk register. As such, it is a good IDP as it meets all the necessary requirements. The 2021/26 IDP Planning is just as good, meeting the requirements of an IDP Planning and complying with the relevant legislation. This is because of the following: It consists of five phases of IDP: Situation analysis; Strategy formulation; Identifying programmes and projects to deliver the strategy and integrating various projects into one plan being the IDP. It was presented to council. There is a strong possibility that the IDP may be reviewed annually as the previous IDPs were reviewed. "Once the IDP has been adopted by Council, each department and entity must implement programmes aligned to the IDP" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.11"). The IDP planning was delegated to the City Manager, who in turn, delegated it to the Group Strategy, Policy Coordination and Relations

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
The IDP was also informed by CoJ performance evaluation including evaluation by external agencies such as the rating agencies and the Auditor General of South Africa (AGSA). The IDP is a link between CoJ's long-term strategies and operational plans, i.e. departments and MEs' business plans and the CoJ's SDBIP. As such, the IDP includes the CoJ's ten priorities and implementation plans called priority implementation plans" ("2013/16 City of Johannesburg Integrated Development Plan, 2013/16, p.4-6"). The IDP was also informed by a situation analysis, consisting of the following macro environment factors: "Demographic profile of the CoJ -population size and growth, migration patterns, gender, age, household numbers and changes, population density. Social and human development - literacy and inequality & poverty levels and human development (health, community facilities and social inclusion). Economic growth and development - economic growth, unemployment, skills development. Sustainable services - water &	department, which employed their task team, the Integrated Development Planning Task Team, to do the work. As prescribed by legislation, the CoJ involved their community and other stakeholders throughout the IDP Planning. Using Community Based Planning to involve all stakeholders, including organised groups representing people with special interest, the following mediums of community participation were used: Councillors Forum briefing sessions, detailed CBP workshops, Cluster Community Conversations (CCC), feedback to councillor's forum meetings, departments, entities response, and IDP summits. "The preparation of the City's Integrated Development Plan involved wide-ranging stakeholder and public consultations as necessary and legislated in terms of the MSA (Act No. 32 of 2000). The purpose of the IDP process is to create an enabling environment for residents to participate, submit inputs and receive feedback into the IDP and thus ensuring a credible IDP that responds to the community needs and priorities as a way of setting delivery and development agenda for the City of Johannesburg" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.41").

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
sanitation, waste management, housing, transport and energy & electricity. Environment. Governance - Liquidity pressure, agency ratings, employment equity and comments on the increased community protests." ("2013/16 City of Johannesburg Integrated Development Plan, 2013/16, p.10-32"). The IDP was also informed by national and provincial priorities. "As such, the CoJ adopted a process of intergovernmental and inter-municipal relations to ensure effective delivery of services to residents as well as to maximise impact. It participated in the formulation of the Provincial Intergovernmental Relations Framework (IGR). Furthermore, it sits on the MMC-MEC forum to deliberate on issues of mutual interest and cross-cutting. The CoJ participates in the IGR fora such as the Premier's coordinating forum and South African Local Government Association. IDP is aligned and developed within certain National and provincial paradigms.	35 Virtual Cluster Conversations were held. Stakeholders provided inputs further via Chat Box and hand delivery, e-mails, Hubspot, Twitter, Facebook and WhatsApp. "The City held a total of 35 regional ward-cluster community consultation sessions (Cluster Conversations) across the City's seven regions between February/March 2021 to source community inputs for the 2021/26 IDP/ Budget" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.45"). The planning process also took into account national and provincial priorities for the municipality by taking into considerations programmes such as the Back to Basics, Integrated Urban Development Framework and District Development Model. They also adopted a revised International Relations Policy, joined global networks, participated in international forums and entered into City-to-City relationships to ensure that the IDP aligns to international and national agenda. "The City accordingly considers national and provincial policy imperatives of the National Development Plan, Back to Basics

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
The CoJ takes note of statements made at both National and Provincial level which requires the CoJ to change focus in terms of resource allocation towards development trajectory. National priorities during 14 February 2013 State of the Nation Address, National Development Plan, twelve national outcomes of government approved by cabinet in 2010 – collectively addresses main strategic priorities of government. Comments on 2011/12 IDP received from MEC Local Government and Housing" ("2013/16 City of Johannesburg Integrated Development Plan, 2013/16, p.118-119 & 131"). The IDP was also informed by community participation dubbed Community Based Planning (CBP), details of which has already been mentioned above in the Responsiveness to collected data theme and hence it will not be repeated in this section. **Contents of the 2013/16 IDP** The outcome of the abovementioned IDP Planning is the 2013/16 IDP. It consisted of the following information: "CoJ vision, CoJ priorities for the remainder of the term, high level operational plan, priority implementation plan (provides targets and key performance indicators), Spatial Development Framework, intergovernmental	Programme, Integrated Urban Development Framework, District Development Model and the Growing Gauteng Together Strategy 2030. There are also national and provincial pronouncements in terms of which the development of the IDP needs to respond and align to. In addition, the City takes careful note of statements made at national and provincial level that may require resource allocation towards the country's developmental trajectory, if it accords with its stated mandate" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.90") . The above information confirms that the IDP planning was thorough and complied with the legislative requirements. The IDP itself met the requirements of an IDP as outlined in the IDP Planning section above. **Theme 5: Performance management** Municipalities are required to have a performance measurement system that annually measures their performance against their IDP (Adonis & van der Walt, 2017). The CoJ has a comprehensive system of performance measurement, which consists of a revised Monitoring

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
relations, community participation, Budget process consisting of a financial plan, CAPEX, OPEX and Capital Investment Plan, performance management, monitoring evaluation and reporting, disaster and risk management" ("2013/16 City of Johannesburg Integrated Development Plan, 2013/16, p.46 - 201"). The IDP consist of all the required information expected in a typical municipal and together with the IDP Planning explained above, meets the requirements of the WPLG (2018) and Municipal Systems Act 32 of 2000. **Theme 5: Performance management** As mentioned previously, the Municipal Systems Act, (Act 32 of 2000) stipulates that municipalities must have a performance management system that annually measures their performance against the IDP Plan (Adonis & Van der Walt, 2017). The CoJ has put in place a comprehensive performance measurement system. According to the CoJ's "performance management, monitoring and evaluation improves organisational and individual performance to enhance service delivery" ("2013/16 City of Johannesburg Integrated Development Plan, 2013/16, p.172").	and Evaluation Framework and the following monitoring reports: Quarterly Performance Report, Mid-Year Performance Report, Integrated Annual Report and the End of Term Report. "Performance monitoring, reporting and evaluation is a value adding function to the City of Johannesburg's progress and success. The Performance Management System (PMS) of the City is used to measure organisational and individual performance, thus, enhancing the achievement of the municipality's long-term objectives, goals and strategies. To execute properly its functions in monitoring, reporting and evaluation, the City formalised and institutionalised the functions in 2001. A Monitoring and Evaluation Framework was developed to drive and guide monitoring and evaluation city-wide. The Monitoring & Evaluation Framework is aligned to the strategic plans (GDS, IDP and SDBIP) of the City in order to respond to the needs of the organisation. Monitoring reports, such as the quarterly review report, assist in building an understanding of progress and delivery in the context of

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
Below are details of the CoJ's performance management activities broken down according to the relevant legislation that prescribes the activity: "In terms of the Municipal Systems Act, (Act 32 of 2000): The CoJ IDP contains programmes which include key performance indicators (KPIs) and targets to measure progress over the medium- and short-term. Targets assess progress on implementation on a year-to-year basis. These KPIs and targets are translated into annual departmental plans to inform expected citywide, departmental and individual performance outputs. The CoJ performance is monitored and reviewed on a quarterly and annual basis, through reports on the identified organisational, departmental and individual performance plans. In terms of the Municipal planning and performance management regulations, 2001: Reporting to Council is done on a quarterly basis to identify performance achievement and gaps. Internal audit committee audits the performance measurement results.	business plans and the SDBIP, thereby ensuring ongoing strategy-aligned implementation. The Monitoring and Evaluation Unit receives performance reports from departments and entities and conducts quarterly performance assessments, primarily focusing on the performance of programmes in the SDBIP and Business Plan. The reports are assessed and feedback is provided to the Executive Management Team, Technical Clusters, Sub-Mayoral Clusters, Mayoral Committee, Council and Provincial Treasury" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.273 & 279"). The CoJ also has the following oversight structures for the management of performance in CoJ: Group Performance and Audit Committee (GPAC) Group Audit Committee (GAC), Executive Mayor and members of the Mayoral Committee, Council, Section 79 Committees and communities. The Auditor General, South Africa, is also another external oversight body. Regulation 7(2c) of the Municipal Planning and Performance Management Regulations requires municipalities to clarify the roles

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
CoJ also has a performance audit committee, which considers the quarterly performance audit reports and reviews of the CoJ PMS to recommend improvements. In terms of the Municipal Finance Management Act, (Act 56 of 2003) (MFMA): Reports - Quarterly, mid-year and annual reports on service delivery performance. Quarterly Service Delivery and Budget Implementation Plan reports are prepared and submitted to the provincial and national treasuries and the Department of Local Government and Housing. Annual reports are prepared and published on the CoJ website and submitted to the Auditor General. In terms of Local government municipal performance regulations for municipal managers and managers directly accountable to municipal managers, 2006: The 2013/16 IDP stated that Section 57 employees must have a performance contract, which is submitted to the MEC for local government and the national minister. Furthermore, a quarterly scorecard report must be used to assess and monitor their performance.	and responsibilities of each role player, including the local community, in the implementation of the Performance Management System (PMS). The City established the necessary structures to manage and operationalise the system. In order to improve Audit of Predetermined Objectives (AoPO), the Monitoring & Evaluation Unit has been engaging with the Auditor General South Africa on a regular basis, thus, responding to requests timeously" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.280,281").

2013/16 IDP	2021/26 IDP
Producing the report	**Producing the report**
The CoJ has a Monitoring and Evaluation (M&E) Framework, which sets a foundation for a common understanding of key monitoring and evaluation principles and elements that are applicable to the CoJ as a Group. The M&E Framework is applicable to the individual performance management, group-wide, cluster and or departmental performance management. Performance Management and Monitoring practices continue to evolve. Monitoring, evaluation and reporting practices are driven from a premise that they are integrally connected and should be pursued in a collaborative manner" ("2013/16 City of Johannesburg Integrated Development Plan, 2013/16, p.172-174").	

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4.7. Summary of the analysis

4.7.1. 2013/16 IDP

The 2013/16 IDP was the final IDP for the 2011/16 mayoral term. The IDP was revised twice, to align with the CoJ turnaround strategy and the 2040 GDS. Situation analysis consisted of activities such as the Quality of Life survey, policies and plans, GDS Roadmap process, CoJ performance evaluation and evaluation by outside agencies and analysis of macro environmental factors.

Apart from the situation analysis, the IDP contained the following: Spatial Development Framework, the CoJ's ten priorities and priority implementation plans, intergovernmental relations, budget allocations, performance management and disaster and risk management.

IDP Planning consisted of five phases of IDP Planning, community participation and it was presented to council.

In terms of service delivery, the CoJ mentioned that it is their number one priority and they are committed to providing services. They mentioned how they planned to provide adequate services mentioning amongst other structures such as the Joint Operations Committee. The IDP furthermore mentioned the CoJ's key elements of service delivery. However, they acknowledge that their service provision has not been satisfactory to the citizens.

When coding the data, 53 codes were generated, which were reduced to 15 and 9 with subsequent coding. Revisiting the coding process resulted in an increase to 122 codes, which also came down to 57 codes and finally, 13 codes.

The following five themes were identified: service delivery, intelligence generation, responsiveness to data, 2013/16 IDP Planning and Plan and performance management.

Even though the above narration presents a well-articulated IDP and IDP Planning, service delivery remained poor in the CoJ. Confirming that the CoJ IDP Planning is inefficient in helping the municipality improve their service delivery.

The data also confirms that 2013/16 IDP Planning did not comprise of all the three elements of market orientation. Intelligence dissemination element was missing, and the Intelligence generation element of market orientation was incomplete.

Intelligence Generation was reasonably covered; however, it was still incomplete. It consisted of collecting information about the community's current and future needs, preferences and factors affecting the needs. It analysed and interpreted the data and ensured budget was available to deliver to the selected programmes and projects. However, it lacked in the following areas:

The information was collected primarily through formal channels, viz. GDS 2040 process, CBP, intergovernmental relations and previous CoJ performance, leaving out opportunities presented by informal channels such as site visits to hot spot areas.

Secondly, the information was collected by the IDP Task Team, located in the Group Strategy, Policy Coordination and Relations, leaving out inputs that could be generated by the nine directorates, nine departments and twelve MEs, which are involved in service delivery in the CoJ and are experts in their area of responsibilities. Even though the legislation requires the IDP Planning to be the responsibility of the Mayor, the market orientation approach is against that and requires intelligence generation not be delegated to one department, but rather to involve all municipal units.

Responsiveness to data was comprehensive in the IDP Planning. Comprising of the GDS 2040, 2013/14 IDP, CoJ SDBIP and departments and MEs' business plans.

4.7.2. 2021/26 IDP

The 2021/26 IDP was a much more improved edition of the CoJ IDP, as it provided more details. Similar to the 2013/16 IDP, it consisted of a situation analysis, vision & mission, community participation, intergovernmental relations, Spatial Developmental Framework, Priority implementation plans, high impact programmes, 2021/22 budget, performance management, risk management and service standards charter.

Situation analysis consisted of ten strategic priorities (which originated from the GDS 2040) and macro environmental factors.

IDP Planning consisted of five phases of IDP Planning, involved the relevant stakeholders (community participation) and was presented to council.

The CoJ reiterated their commitment to service delivery, stating the challenges that had interfered with their progress and the interventions they planned to implement to ensure satisfactory service provision. The CoJ acknowledged that they have not performed as well as they would have wanted however, they improved substantially as 92% of household have access to the basic services.

The narration of the 2021/26 CoJ IDP Plan and planning above seems to suggest that the CoJ IDP Planning and IDP appears to have met all the legislative requirements of the IDP Planning as outlined in the WPLG (2018) and the Municipal Systems Act 32 of 2000. This is because the IDP consisted of: The municipality's vision, situation analysis – macro environmental factors affecting the citizen's needs, CoJ priorities, Spatial Development Framework, programmes, priority implementation plans, intergovernmental relations, community participation, financial plan and budgets, Capital Investment framework, performance management, evaluation and reporting and disaster and risk management.

On the other hand, the IDP Planning consisted of the required five phases. It was presented to council for approval, the executive committee delegated to the City manager to manage the IDP Planning, who in turn, delegated it to the relevant department. The IDP Planning involves the relevant stakeholders in the municipality.

Similar to the 2013/16 IDP Planning, compliance with intelligence generation and intelligence dissemination were not complete. Intelligence generation was still isolated to one department and one team, the Integrated Development Planning Task Team, instead of involving all units of the CoJ. Data collection was also carried out through formal channels only (CBP) and not informal channels.

In terms of intelligence dissemination, information was shared by the task team when they reviewed business plans and SDBIP, which makes the intelligence dissemination very limited.

4.8. Conclusion

The study indicated that even with an impressive IDP Planning and IDP, the CoJ continues to be dogged by poor service delivery as evidenced by increasing protest actions, continuous poor CSI scores and their own admission.

Their inefficient service delivery comes as no surprise as their IDP Planning lacks market orientation approach. The IDP Planning's intelligence generation falls short of what the market orientation approach prescribes. Intelligence dissemination is non-existent in their IDP Planning approach. The only element of market orientation that the IDP Planning has adopted is the responsiveness to the collected data component.

The study continues to the next chapter, where the findings will be unpacked, conclusions drawn and recommendations proposed.

5. CHAPTER 5

CONCLUSIONS, FINDINGS AND RECOMMENDATIONS

5.1. Introduction

Poor service delivery is rampant in South African municipalities despite the provision of services being their primary mandate and a tool with which they can improve the quality of life of the citizens. The government introduced Integrated development planning (IDP Planning) to assist municipalities improve inefficiencies of their service delivery mandate, however, after many years of being implemented, inadequate service delivery in municipalities is still prevalent.

The study sought to understand what led to the inefficiency of the IDP Planning in improving service delivery in municipalities by exploring the extent to which the City of Johannesburg (CoJ) IDP Planning adopted a market orientation approach. This was because literature emphasises the adoption of the approach for improved performance by both the public and public sector.

5.2. Research objectives

The objective was to examine the extent to which the CoJ IDP Planning is market orientated (i.e. the extent of Intelligence generation, Intelligence dissemination and responsiveness to collected data during the IDP Planning) and to suggest recommendations that will enable the planning to adopt a market orientation approach.

5.3. Research questions

The research question that the study asked was, given that literature emphasises the use of a market orientation approach to enhance the performance of local government, to what extent the CoJ IDP Planning incorporated the three market orientation elements (i.e. intelligence generation, intelligence dissemination and responsiveness to collected data) in its approach?

Should the CoJ IDP Planning have not fully adopted the market orientation approach, then what are the recommendations?

5.4. Findings

In analysing the two CoJ IDP planning, it became apparent that the IDP Planning has not fully adopted the market orientation approach, as just one of the elements of market orientation existed, i.e. responsiveness to the collected data. The other two market orientation elements i.e. intelligence generation and intelligence dissemination were found to be either incomplete or not to exist.

5.4.1. Responsiveness to collected data

In terms of responsiveness to data, below is an account of how CoJ responded to the data they collected:

5.4.1.1. During the 2013/16 IDP Planning

CoJ responded to the collected data by outlining in the GDS 2040 their desired long- term outcomes and outputs and ten strategic priorities for the mayoral term. Furthermore, the 2013/16 IDP outlined programmes, projects, priority implementation plans, spatial development framework, budget allocation and operational plans (SDBIP and business plans).

5.4.1.2. During the 2021/26 IDP Planning

In the IDP, the CoJ responded to 3500 community issues by outlining the activities, responsible departments or MEs and the budget to be allocated towards addressing these issues.

Ten strategic priorities derived from the GDS 2040 were also outlined in the IDP.

The priority implementation plan was also compiled to outline how the CoJ's strategic priorities will be addressed.

High impact programmes earmarked for deprived areas were also outlined in the IDP.

Budget allocation, consisting of a breakdown of both the CAPEX and OPEX expenditure was allocated, with CAPEX further broken down in the CIF.

A scorecard for a five- year period, dubbed IDP Scorecard, was outlined, separately, instead of being part of the Priority Implementation Plan. The scorecard consisted of: strategic objectives, related to the GDS output, key performance indicator (KPI), intervention, annual targets for the duration of the IDP, including the baseline information, department or ME responsible for the KPI and supporting departments/MEs.

Further targets for 2021/22 were also allocated in what they termed Circular 88 and UISP indicators.

The CoJ and departments' SDBIP and MEs' business plans were also compiled in order to implement the IDP.

5.4.2. Intelligence generation

The intelligence generation component was incomplete, even though a substantial amount of the intelligence generation was collected during the 2013/16 and 2021/26 IDP Planning. The collected information was about current and future community needs, preferences and factors affecting their needs.

The information was collected through the following sources:

GDS 2040;

The previous IDP;

Review of the CoJ's overall performance;

Community participation – Community Based Planning;

Inputs from National and Provincial priorities;

Spatial Development Framework;

Activities such as the Quality of Life Survey;

Policies, such as the Provincial Health Policy and National Development Plan;

Evaluation of the CoJ's performance by external agencies;

Intergovernmental relations; and

A situation analysis.

Intelligence generation included analysing and interpreting the information and verifying the availability of budget to finance the selected programmes and projects.

However, the IDP Planning concentrated on collecting data through the formal channels, excluding the informal ones, which the market orientation approach also requires. Informal channels would have assisted the CoJ to collect the intelligence on a regular basis.

Adding to the IDP Planning shortfall was that only one department, Group Strategy, Policy Coordination and Relations through their Integrated Planning Task Team, conducted the IDP Planning. Even though the legislation gives an executive committee or a mayor, the responsibility to manage the IDP Planning or delegate it to the City Manager, market orientation is against the centralisation of this process and requires all departments and ME's, i.e. the entire municipality, to be involved in the intelligence generation. The CoJ has a vast administration, which consists of nine directorates, nine departments and twelve MEs. The market orientation approach requires that all the units participate in the intelligence generation, throughout the year.

Lastly, the CoJ treats their data collection as an event, which is contrary to the market orientation approach, which requires the data to be collected on an ongoing basis.

5.4.3. In terms of Intelligence Dissemination

A market orientation approach requires communication and distribution of collected intelligence to take place throughout the municipality, formally and informally. In the CoJ IDP Planning there was hardly any evidence of the dissemination of their collected information. They only mentioned that the IDP Task Team, which was responsible for the IDP Planning, made inputs and recommendations in the departments and MEs' business plans and "created an environment for a strategic dialogue. It was further said that the task team provided knowledge, information sharing and peer reviews. There was also a mention of Mayoral Lekgotla, which sets the strategic agenda and review operational plans" ("City of Johannesburg Integrated Annual Report, 2018/19, p.28").

Even though this team existed, their intelligence dissemination is still insufficient.

5.4.4. Quality of the IDP Planning and IDP

The two IDPs studied, confirmed that the CoJ undertook an excellent IDP Planning and produced an excellent IDP. This is because they met the requirements of municipal IDP Planning and IDP as prescribed by the Municipal System Act 32 of 2000 and WPLG 2018.

However, their impressive IDP Planning and IDP did not help the municipality improve their service delivery as indicated by increased protest actions and their poor CSI with the latest rating being a mere 59% in 2020. Even by the CoJ's own admission stated in the two IDPs, service delivery in the CoJ is poor.

5.5. Recommendations

Due to the identified pitfalls in the CoJ IDP Planning stated above, it is recommended that the CoJ IDP Planning be modified to adopt a market orientation approach so that the IDP Planning can assist the municipality to improve service delivery. This may be done by introducing dissemination of intelligence element of the market orientation. Secondly, by modifying their intelligence generation aspect. Below are details of how the two aspects, i.e. intelligence generation and dissemination may be added or modified to make the IDP Planning market orientated.

5.5.1. Intelligence generation

The IDP Planning must ensure that data is collected, analysed and interpreted throughout the municipality, involving all the units within the municipality. As mentioned earlier, the CoJ has nine directorates, nine departments and twelve MEs. All these units must be given an opportunity to collect, analyse and interpret data. As indicated during the literature review, data may be collected through the following mediums:

CoJ Open days;

Public campaigns such as roadshows, briefing sessions; public hearings and reviews
Research surveys;
Online through the website and social media platforms;
Expert panel debates and dialogues;
During events;
Site visits and inspections of failed service delivery hotspots; and
Conferences and trade shows.

Data collection has to be ongoing, taking place at all times and not be treated as an event.

The CoJ must also use both the informal and formal data collection channels.

5.5.2. Intelligence dissemination

The IDP Planning must ensure the municipality communicates and distributes the collected intelligence throughout the municipality, formally and informally, vertically and horizontally and at all times. The CoJ units must be provided with an opportunity to learn from each other.

The dissemination of information may take place through the following mediums: Research reports, municipality newsletter, staff meetings, the CoJ has several meetings where the senior management and political leadership meet separately or together, such as Mayoral Lekgotla, various committees , regular reports dedicated to the sharing of market intelligence and between departments.

5.5.3. Where will the changes be effected?

The Municipal Systems Act (Act 32 of 2000) is the legislation that mandates the IDP Planning and IDP in municipalities. Following the necessary channels, the above-mentioned suggestions to improve the IDP Planning must be submitted for consideration when the act is amended. The changes can provide further guidance on how municipalities must approach their IDP planning.

5.6. Future studies

The study provided the following information about intelligence generation and responsiveness to the collected data in the CoJ, which brings to the fore, the specific details of these elements in a municipal setting. This information is quite useful in future research studies of local government market orientation:

5.6.1. Intelligence generation in the CoJ

The market orientation's intelligence generation in CoJ consisted of collecting data from their long-term strategy, GDS 2040; the previous IDP, review of the municipal overall performance, community participation process, inputs from national and provincial priorities, Spatial development framework, activities such as surveys, policies, evaluation of CoJ performance by external agencies, intergovernmental relations and a situation analysis.

The collected information was analysed and interpreted, resulting in long-term outputs and outcomes, the municipality's strategic priorities, programmes, projects and priority plans.

The intelligence generation also consists of verifying budget availability for the identified projects and programmes.

5.6.2. Responsiveness to the collected data

The CoJ responded to their collected data about community needs, preferences and factors affecting their needs through a long-term strategy, IDP, and the following response mechanisms, which are part of the IDP: programmes, projects, priority implementation plans, Spatial Development Framework and budget allocation.

Furthermore, the CoJ responded by drafting and implementing operational plans, i.e. Department and MEs' business plans and the CoJ SDBIP.

Lastly, the CoJ responded by allocating budget in the form of CAPEX and OPEX towards identified projects and CIF towards capital projects.

A future study is recommended in which the CoJ IDP planning market orientation elements may be tested to determine whether they are applicable to all municipalities in the country, which may help with deriving a market orientation model for municipalities in South Africa.

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7. APPENDICES

APPENDIX A - CODING 2013/16 IDP

First round codes	Second round codes	Third round codes	Sub - themes	Themes
Long term outcomes and outputs CoJ long term vision CoJ 2040 Growth and Development Strategy (GDS	Basis for the 2013/16 IDP Plan	Basis for the 2013/16 IDP Plan	Responsiveness to the collected data	Responsiveness to the collected data
Integrated Development Plan GDS outcomes IDP Programmes	Role of IDP	Role of IDP	Responsiveness to the collected data	Responsiveness to the collected data
Annual operational planning	IDP implementation	IDP implementation	Responsiveness to the collected data	Responsiveness to the collected data
2013/2016 IDP National and provincial government priorities Emerging trends CoJ Developmental issues Quality of Life Survey Census 2011 Policies - Provincial Health Policy and National Developmental Plan CoJ Overall performance assessment (internal and external) Community Based Planning	Basis for the 2013/16 IDP Plan	Basis for the 2013/16 IDP Plan	Intelligence generation	Intelligence generation
GDS 2040 approval	GDS 2040	GDS 2040	Responsiveness to the collected data	Responsiveness to the collected data

First round codes	Second round codes	Third round codes	Sub - themes	Themes
2011/16 term of office IDP	2011/16 term of office IDP	2011/16 term of office IDP	Responsiveness to the collected data	Responsiveness to the collected data
City vision, CoJ priorities High level operational plan – Back to basics Priority implementation plan Community participation, Financial plan, Medium term budget Capital investment plan Performance management, monitoring and evaluation, Disaster management	Contents of the 2013/16 IDP Plan	Contents of the 2013/16 IDP Plan	IDP Planning & IDP	IDP Planning & IDP
Priority implementation plans	Contents of the 2013/16 IDP Plan	Contents of the 2013/16 IDP Plan	Responsiveness to the collected data	Responsiveness to the collected data
CoJ situation analysis for the 2013/16 IDP Plan	2013/16 IDP Planning/ contents of 2013/16 IDP Plan	2013/16 IDP Planning/contents of 2013/16 IDP Plan	Intelligence generation	Intelligence generation
Customer dissatisfaction	Customer dissatisfaction	Customer dissatisfaction	Service delivery	Service delivery
Intergovernmental planning and relations The Intergovernmental Relations Framework (IGR) Act No 13 of 2005 National and provincial priorities 2013 State of Nation address, National Development Plan,	Basis for the 2013/16 IDP Plan	Basis for the 2013/16 IDP Plan	Intelligence generation	Intelligence generation

First round codes	Second round codes	Third round codes	Sub - themes	Themes
Twelve national outcomes of government MEC comments				
Community and stakeholder participation	Community and stakeholder participation	IDP Planning/ contents of 2013/16 IDP Plan	Intelligence generation	Intelligence generation
Community Based Planning and stakeholder participation Regional summit Draft ward plans Ward plans Community plans	Community and stakeholder participation	IDP Planning/ contents of 2013/16 IDP Plan	Intelligence generation	Intelligence generation
GDS outreach 2012/13 IDP Budget process outreach programme	Community and stakeholder participation	IDP Planning/ contents of 2013/16 IDP Plan	Intelligence generation	Intelligence generation
Ward plans, Community plans Strategic partnerships CBP pilot	Outcome/results of community participation	Community and stakeholder participation	Intelligence generation	Intelligence generation
Medium term budget	Resource allocation	Contents of the 2013/16 IDP Plan	Responsiveness to collected data	Responsiveness to collected data
Technical Budget Steering Committee. Budget Evaluation Committee Budget Steering Committee session followed, chaired by MMC: Finance	Budget process	IDP Planning	Responsiveness to collected data	Responsiveness to collected data
Financial plan	Resource allocation	Contents of the 2013/16 IDP Plan	Responsiveness to collected data	Responsiveness to collected data

First round codes	Second round codes	Third round codes	Sub - themes	Themes
Capital Investment Framework	Resource allocation	Contents of the 2013/16 IDP Plan	Responsiveness to collected data	Responsiveness to collected data
The role of Performance management, monitoring and evaluation	Performance management, monitoring and evaluation	Contents of the 2013/16 IDP Plan	Contents of the 2013/16 IDP Planning & Plan	2013/16 IDP Planning & Plan
Municipal Systems Act, (Act 32 of 2000) Municipal planning and performance management regulations, 2001 Municipal Finance Management Act, (Act 56 of 2003) (MFMA) Local government municipal performance regulations for municipal managers and managers	Legislation guiding Performance management, monitoring and evaluation	Performance management, monitoring and evaluation	Contents of the 2013/16 IDP Plan	Performance management
City's monitoring and evaluation framework	Performance management, monitoring and evaluation	Contents of the 2013/16 IDP Plan	Contents of the 2013/16 IDP Plan	Performance management
Role of risk management Enterprise Risk Management (ERM) Framework and policy	Risk management	Contents of the 2013/16 IDP	Contents of the 2013/16 IDP Plan	2013/16 IDP Planning and Plan

First round codes	Second round codes	Third round codes	Sub - themes	Themes
independent risk governance oversight structure				

APPENDIX B - CODING 2013/16 IDP REVISED

First round codes	Second round codes	Third round codes	Sub - themes	Themes
Background information regarding the 2013/16 IDP 2011/12 IDP CoJ Municipal Turnaround Strategy Focused on: financial turnaround strategy, urban regeneration and marginalised areas, rooting out corruption and fraud in CoJ and improving service delivery.	2011/12 IDP	Background information regarding the 2013/16 IDP	2013/16 IDP Planning and IDP	2013/16 IDP Planning and IDP
The 2011/12 IDP was revised when the long term strategy Growth and Development Strategy 2040 (GDS2040) was adopted by council in October 2011 2013/16 IDP became an IDP for the remainder of the mayoral term following additional changes.	The 2011/12 IDP was revised several times. 2013/16 IDP became the IDP for the remainder of the mayoral term	Background information regarding the 2013/16 IDP	2013/16 IDP Planning and IDP	2013/16 IDP Planning and IDP
Long term outcomes and outputs CoJ long term vision	GDS outcomes and outputs CoJ vision & mission	Basis for the 2013/16 IDP Plan	2013/16 IDP Planning and IDP	2013/16 IDP Planning and IDP

First round codes	Second round codes	Third round codes	Sub - themes	Themes
CoJ 2040 Growth and Development Strategy (GDS 2040)		Contents of the 2013/16 IDP		
IDP translates GDS outcomes into IDP Programmes	IDP translates GDS outcomes into IDP Programmes	Role of IDP	Responsiveness to the collected data	Responsiveness to the collected data
Business planning is a basis for annual operational planning Business planning is a basis for budget allocation Budgets allow for the implementation of IDP programmes and project	Business planning is a basis for annual operational planning and budget allocation Budgets allow for the implementation of IDP programmes and project	Business planning as a tool in CoJ	Responsiveness to the collected data	Responsiveness to the collected data
The 2013/16 IDP is a bridge between the CoJ's long term strategic planning and its annual operational plans	The 2013/16 IDP is a bridge between the CoJ's long term strategic planning and its annual operational plans	The role of IDP	2013/16 IDP Planning and IDP	2013/16 IDP Planning and IDP
The IDP was informed by : GDS 2040, National and provincial government priorities, Emerging trends and other related issues that provide a framework in which the city can	The IDP was informed by: GDS 2040, National and provincial government priorities, Emerging trends and other related issues	The Basis for the 2013/16 IDP	The 2013/16 IDP Planning and IDP	The 2013/16 IDP Planning and IDP

First round codes	Second round codes	Third round codes	Sub - themes	Themes
ensure developmental local government	that provide a framework in which the city can ensure developmental local government			
IDP was also informed: Quality of life Survey, Census 2011, various policies such as the Provincial Health Policy and the National Development Plan and the GDS Roadmap process, which allowed the CoJ to review and finalise the priorities for the IDP and Decade 1 of the GDS 2040.	IDP was also informed : Quality of life Survey, Census 2011, various policies such as the Provincial Health Policy and the National Development Plan and the GDS Roadmap process, which allowed the CoJ to review and finalise the priorities for the IDP and Decade 1 of the GDS 2040	The Basis for the 2013/16 IDP Intelligence generation	The 2013/16 IDP Planning and IDP Intelligence generation	The 2013/16 IDP Planning and IDP Intelligence generation
The ten priorities are as follows: Financial sustainability and resilience; Agriculture and food security; Sustainable Human settlements SMME and entrepreneurial support; Engaged active citizenry; Resource resilience; Smart city;	CoJ's ten IDP priorities	Contents of the 2013/16 IDP	The 2013/16 IDP Planning and IDP	The 2013/16 IDP Planning and IDP

First round codes	Second round codes	Third round codes	Sub - themes	Themes
Investment attraction, retention and expansion; Green economy; and Safer city				
The IDP was also informed by the CoJ's performance evaluation, including evaluation by external agencies	The IDP was also informed by the CoJ's performance evaluation, including evaluation by external agencies	The Basis for the 2013/16 IDP	The 2013/16 IDP Planning and IDP	The 2013/16 IDP Planning and IDP
Decade 1 and 2011/16 term of office GDS Roadmap	Decade 1 and 2011/16 term of office GDS Roadmap	Contents of the 2013/16 IDP Plan	The 2013/16 IDP Planning and IDP	The 2013/16 IDP Planning and IDP
CoJ vision & mission, CoJ priorities High level operational plan – Back to basics, Priority implementation plan Community participation, Financial plan Medium term budget Capital investment plan Performance management, monitoring and evaluation, Disaster management	CoJ vision & mission, CoJ priorities High level operational plan – Back to basics, Priority implementation plan Community participation, Financial plan Medium term budget Capital investment plan Performance management, monitoring and evaluation, Disaster management	Contents of the 2013/16 IDP Plan Performance management	The 2013/16 IDP Planning and IDP Responsiveness to the collected data Performance management	The 2013/16 IDP Planning and IDP Responsiveness to the collected data Performance management

First round codes	Second round codes	Third round codes	Sub - themes	Themes
Spatial Development Framework consists of urban form developmental objectives and seven key development strategies	Spatial Development Framework	Contents of the 2013/16 IDP Plan	The 2013/16 IDP Planning and IDP Responsiveness to the collected data	The 2013/16 IDP Planning and IDP Responsiveness to the collected data
Commitment to excellent proactive service delivery, dubbed getting the basics right. Service delivery is the CoJ's primary mandate Customer centric Transformative, Sustainable and resilient Improved quality of life for all the residents. Seeks to satisfy or meet customer needs and expectations. Departments and municipal entities (MEs) must have a continued engagements to find programmes and projects focused on service delivery. Set-up structures to assist with the effective and efficient service delivery. Joint Operations Committee, Customer Service Charter and Service Level Agreements,	Getting the basics right. Getting the basics right strategies Getting the basics right structures Key element of service delivery	Service delivery	Service delivery	Service delivery

First round codes	Second round codes	Third round codes	Sub - themes	Themes
Integrated ward based service delivery structure, Service Delivery Monitoring Programme, 24/7 call centre, 47 Customer Service Centres, 10 pay points, e-service provided on the CoJ website, Key element of service delivery: Infrastructure development and management, ICT infrastructure development and management, Human capital development and management, Financial resources, Result orientated management, Integrated, coordinated and outcome based operational planning and management. Sustainable human settlement and urban management				
Getting back to basics oversight structure	Getting back to basics oversight structure	Service delivery	Service delivery	Service delivery
IDP is a link between the CoJ's long term strategy and operational plans:	IDP is a link between CoJ's long term strategy and operational plans:	Role of IDP	The 2013/16 IDP Planning and IDP	The 2013/16 IDP Planning and IDP

First round codes	Second round codes	Third round codes	Sub - themes	Themes
Departments and MEs' business plans, CoJ's Service Delivery Budget Implementation Plan (SDBIP). IDP includes the CoJ's ten priorities and priority implementation plans	Departments and MEs' business plans, CoJ's Service Delivery Budget Implementation Plan (SDBIP). IDP includes the CoJ's ten priorities and priority implementation plans			
Priority implementation Plans Overall objective and outcome of the priority projects, Role players, Baseline (if applicable), Key performance indicators, Targets and Timelines	Contents of the priority implementation plans	Contents of the 2013/16 IDP Plan	The 2013/16 IDP Planning and IDP Responsiveness to the collected data	The 2013/16 IDP Planning and IDP Responsiveness to the collected data
Financial sustainability and resilience, Agriculture and food security, Sustainable Human settlements SMME and entrepreneurial support, Engaged Active citizenry, Resource resilience, Smart city, Investment attraction, retention and expansion,	CoJ's ten IDP priorities	Contents of the 2013/16 IDP Plan	The 2013/16 IDP Planning and IDP Intelligence generation	The 2013/16 IDP Planning and IDP Intelligence generation

First round codes	Second round codes	Third round codes	Sub - themes	Themes
Green economy, Safer city				
Poor performance Poor performance addressed through programmes	Poor performance Poor performance addressed through programmes	Service delivery	Service delivery	Service delivery
Poor service delivery resulted in protests.	Service delivery	Service delivery	Service delivery	Service delivery
Intergovernmental planning and relations is required by legislation Intergovernmental Relations Framework (IGR) Act No 13 of 2005	Intergovernmental planning and relations is mandated by Intergovernmental Relations Framework (IGR) Act No 13 of 2005 Intergovernmental planning and relations in CoJ IDP is aligned to national and provincial priorities	Basis for the 2013/16 IDP	2013/16 IDP planning and IDP	2013/16 IDP planning and IDP
Intergovernmental planning and relations in the CoJ The CoJ participated in the formulation of the Provincial Intergovernmental Relations Framework (IGR)	Performance management	Basis for the 2013/16 IDP Plan	Intelligence generation	Intelligence generation

First round codes	Second round codes	Third round codes	Sub - themes	Themes
The CoJ sits on the MMC-MEC forum to deliberate on issues of mutual interest and cross-cutting The CoJ participates in the IGR fora such as the Premier's coordinating forum and South African Local Government Association The IDP is aligned and developed within certain National and provincial paradigms The CoJ takes note of statements made at both National and Provincial level National priorities during 14 February 2013 State of the Nation address, National Development Plan, Twelve national outcomes of government approved by cabinet in 2010 Comments on 2011/12 IDP received from MEC: Local Government and housing				
Community participation	Community and stakeholder participation	2013/16 IDP Planning and IDP	2013/16 IDP Planning and IDP Intelligence generation	2013/16 IDP Planning and IDP Intelligence generation

First round codes	Second round codes	Third round codes	Sub - themes	Themes
Community Based Planning and stakeholder participation Regional summit Draft ward plans Ward plans Community plans	CBP and CBP outcomes.	2013/16 IDP Planning and IDP	Intelligence generation 2013/16 IDP Planning and IDP	Intelligence generation 2013/16 IDP Planning and IDP
GDS outreach 2012/13 IDP Budget process outreach programme	Further community participation	2013/16 IDP Planning and IDP	Intelligence generation 2013/16 IDP planning and IDP	Intelligence generation 2013/16 IDP planning and IDP
Outcome of CBP: Ward plans, Community plans Strategic partnerships CBP pilot in Region E	Outcome/results of CBP	IDP Planning Contents of the 2013/16 IDP	Intelligence generation 2013/16 IDP planning and IDP	Intelligence generation 2013/16 IDP planning and IDP
Resource allocation Medium term budget Expenditure and revenue progress	Resource allocation	Contents of the 2013/16 IDP Plan	Responsiveness to collected data 2013/16 IDP planning and IDP	Responsiveness to collected data 2013/16 IDP planning and IDP
Budgeting process: Technical Budget Steering Committee. Budget Evaluation Committee Budget Steering Committee session followed, chaired by MMC-Finance	Budget process	IDP Planning process	Responsiveness to collected data	Responsiveness to collected data
Financial plan	Financial plan	Contents of the 2013/16 IDP Plan	Responsiveness to collected data	Responsiveness to collected data

First round codes	Second round codes	Third round codes	Sub - themes	Themes
			2013/16 IDP planning and IDP	2013/16 IDP planning and IDP
2013/14 Capex and Opex budget	2013/14 Capex and Opex budget	Contents of the 2013/16 IDP Plan	2013/16 IDP planning and IDP Responsiveness to collected data.	2013/16 IDP planning and IDP Responsiveness to collected data.
Capital Investment Framework (CIF)	CIF	Contents of the 2013/16 IDP Plan	2013/16 IDP planning and IDP Responsiveness to collected data	2013/16 IDP planning and IDP Responsiveness to collected data
The role of Performance management, monitoring and evaluation Improve organisational and individual performance to enhance service delivery	Organisational performance Individual performance.	Performance management monitoring and evaluation	Performance management 2013/16 IDP planning and IDP	Performance management, 2013/16 IDP planning and IDP
Municipal Systems Act, (Act 32 of 2000) Municipal planning and performance management regulations, 2001 Municipal Finance Management Act, (Act 56 of 2003) (MFMA)	Legislation guiding Performance management, monitoring and evaluation	Performance management, monitoring and evaluation	Performance management	Performance management

First round codes	Second round codes	Third round codes	Sub - themes	Themes
Local government municipal performance regulations for municipal managers and managers				
CoJ's monitoring and evaluation framework Evolves It is applicable to the individual performance management, group-wide, cluster and or departmental performance management	CoJ monitoring and evaluation framework	Performance management, monitoring and evaluation	Performance management, 2013/16 IDP planning and IDP	Performance management 2013/16 IDP planning and IDP
CoJ adopted an integrated approach to risk management Enterprise Risk Management (ERM) Framework and policy Independent risk governance oversight structure The Group Risk Management Committee (GRMC) The Group Audit Committee (GAC)	Risk management	Risk management	2013/16 IDP Planning and Plan	2013/16 IDP Planning and Plan

First round codes	Second round codes	Third round codes	Sub - themes	Themes
Similar independent oversight structures have been set up as sub-committees of Boards of the Municipal Entities				
Disaster management plan	Disaster management plan	Disaster management	2013/16 IDP Planning and IDP	2013/16 IDP Planning and IDP

APPENDIX C – THEMATIC TABLE FOR 2013/16 IDP

No.	Themes	Related extracts/text
1	Service delivery	In the IDP, the CoJ discussed its IDP commitment to "excellent proactive service delivery" ("The City of Johannesburg Integrated Development Plan, 2013/16, p.65") dubbed Getting the basics right. It reiterates that the CoJ's "primary mandate to deliver services to Johannesburg residents. The services must be customer centric, transformative, sustainable and resilient in order to ensure improved quality of life for all the residents. Consequently every aspect of service delivery seeks to satisfy or meet customer needs and expectations". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.65"). The document goes further to discuss how the CoJ plans to achieve this. Some of their actions is that their departments and municipal entities (MEs) must have continued engagements where they can determine programmes and projects focused on service delivery. Furthermore, they have set-up the following structures to assist with "effective and efficient service delivery". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.65"): Joint Operations Committee, Customer Service Charter and Service Level Agreements. Integrated ward based service delivery structure. Service Delivery Monitoring Programme. There is also a 24/7 call centre, 47 Customer Service Centres and 10 pay points. The CoJ website provides an e-service. The section also mentions their key element of service delivery as the following: Infrastructure development and management; ICT infrastructure development and management; Human capital development and management;

No.	Themes	Related extracts/text
		Financial resources; Result orientated management; Integrated, coordinated and outcome based operational planning and management, and Sustainable human settlement and urban management. The CoJ said in their analysis that it has performed well and made good progress over the last ten years, but acknowledges that there are still gaps, which they hope to address through “interventions and programmes” (“The City of Johannesburg Integrated Development Plan, 2013/16, p. 32”) outlined in the 2013-16 IDP. Poor service delivery manifested in protests in CoJ, which increased from 10 protests in 2004, to 147 in 2012.
2.	Intelligence generation	“The IDP was informed by the GDS 2040, national and provincial government priorities, emerging trends and other related issues that provide a framework in which the city can ensure developmental local government”. (“The City of Johannesburg Integrated Development Plan, 2013/16, p.4”). “The 2013/16 IDP was also informed by the following activities: Quality of life Survey, Census 2011, various policies such as the Provincial Health Policy and the National Development Plan, GDS Roadmap process, which allowed the CoJ to review and finalise the priorities for the IDP and Decade 1 of the GDS 2040”. (“The City of Johannesburg Integrated Development Plan, 2013/16, p.5&6”). The ten priorities are as follows: Financial sustainability and resilience; Agriculture and food security; Sustainable Human settlements;

No.	Themes	Related extracts/text
		SMME and entrepreneurial support; Engaged Active citizenry; Resource resilience; Smart city; Investment attraction, retention and expansion; Green economy; and Safer cities. "The IDP was also informed by the CoJ's performance evaluation, including evaluation by external agencies such as the rating agencies and the Auditor General of South Africa (AGSA)". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.6"). Situation analysis consisted of the following macro environment factors: Demographic profile of the CoJ - population size and growth, migration patterns, gender, age, household numbers and changes, population density. Social and human development- literacy and inequality & poverty levels and human development (health, community facilities and social inclusion). Economic growth and development - economic growth, unemployment and skills development. Sustainable services - water & sanitation, waste management, housing, transport and energy & electricity. Environment. Governance - Liquidity pressure, agency ratings, employment equity and comments on the increased community protests. It also consisted of needs of the population and anticipated trends during the remainder of the term.

No.	Themes	Related extracts/text
		"CoJ has adopted a process of intergovernmental and inter-municipal relations to ensure effective delivery of services to residents as well as to maximise impact. As such the CoJ participated in the formulation of the Provincial Intergovernmental Relations Framework (IGR)" ("The City of Johannesburg Integrated Development Plan, 2013/16, p.118"). Furthermore, it sits on the MMC-MEC forum to deliberate on issues of mutual interest and cross-cutting. The CoJ participates in the IGR fora such as the Premier's coordinating forum and South African Local Government Association. IDP is aligned and developed within certain National and provincial paradigms. The CoJ takes note of statements made at both National and Provincial level which requires the CoJ to change focus in terms of resource allocation towards development trajectory. It took into account national priorities during 14 February 2013 State of the Nation address, National Development Plan, twelve national outcomes of government approved by cabinet in 2010 – collectively addresses main strategic priorities of government. Comments on 2011/12 IDP received from MEC Local Government and Housing. Community participation – Community Based Planning (CBP). Community based planning and stakeholder participation wasn't effective in the past. 2012-16 CBP. CBP started in CoJ in 2007. It was intended to be a bottom up planning. Meant to improve the quality of plans and foster a social contract.

No.	Themes	Related extracts/text
		Regional summits were also convened to solicit views on developmental challenges from communities and other stakeholders during phase 1 of CBP. During the summit, each ward had to define their vision and mission and list 3-5 developmental challenges that need to be addressed in the medium term. Phase 2 of CBP culminated in draft ward plans, which was derived from developmental issues raised during the first phase. Development of ward/community plans. Further to the CBP, the following outreach programmes were undertaken: GDS outreach and 2012/13 IDP and budget process. November 2012 CBP was finalised resulting in the following three processes: Ward plans, community plans and strategic partnerships with stakeholders - to identify, analyse, implement, monitor and evaluate developmental interventions. CBP piloted in Region E. The CoJ, through a budgeting process, ensured that sufficient funds are available before they approve suggested programmes and interventions. “In December 2012, a Technical Budget Steering Committee reviewed each department and entity’s plans and budget submissions. Followed in January 2013 by a Budget Evaluation Committee, which reviewed each department and entity’s detailed budget submissions. Followed by a Budget Steering Committee sessions in February 2013, chaired by the MMC: Finance, which provided a strategic direction and prioritised budget according to the submissions received”. (“The City of Johannesburg Integrated Development Plan, 2013/16, p.138”).

No.	Themes	Related extracts/text
		The IDP also included a financial plan, which outlined the financial objectives to fulfil the mayoral commitment towards capital infrastructure investment, to achieve some of the GDS 2040 objectives and provide service delivery. The budget amount allocated for the 2013/14 financial year was included in the IDP, consisting of Capex and Opex budget. Capital Investment Framework: The City uses CIF to identify and prioritise capital projects for implementation in the following financial year and medium term period.
3.	Responsiveness to the collected data	The CoJ vision, CoJ priorities for the remainder of the term, high-level operational plan, priority implementation plan and financial plan. The Spatial Development Framework consists of seven key development strategies, according to the CoJ "for over a decade it described and shaped development strategies and policy guidelines to restructure the CoJ fragmented urban form" ("The City of Johannesburg Integrated Development Plan, 2013/16, p.59"). Customer Service Charter and Service Level Agreements. The CoJ is still in the process of developing the customer service charter and service level standards. When complete, the said charter will provide specific details of the service standards and turn-around times for all city services. Priority implementation Plans – The priority plans are "concise programmes of action for each of the priorities and include information such as the overall objective and outcome of the priority, projects, role players, baseline (if applicable), key performance indicators, targets and timelines". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.69")

No.	Themes	Related extracts/text
		"IDP translate long term outcomes stated in the GDS2040 into implementable programmes for a specific term of office". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.4"). "Business planning is a tool used for annual operational planning. It is also the basis for budget allocation which allows for the implementation of IDP sub- programmes and projects". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.4"). Resource allocation. Medium term budget reflects expected spending patterns for the year and report on expenditure and revenue progress. The CoJ, through a budgeting process, ensured that sufficient funds are available before they approve suggested programmes and interventions. "In December 2012, a Technical Budget Steering Committee reviewed each department and entity's plans and budget submissions. Followed in January 2013 by a Budget Evaluation Committee, which reviewed each department and entity's detailed budget submissions. Followed by a Budget Steering Committee sessions in February 2013, chaired by the MMC: Finance, which provided a strategic direction and prioritised budget according to the submissions received". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.138").

No.	Themes	Related extracts/text
		The IDP also included a financial plan, which outlined the financial objectives to fulfil the mayoral commitment of towards capital infrastructure investment, to achieve some of the GDS 2040 objectives and to provide service delivery. The amount of budget allocated for the 2013/14 financial year was included in the IDP, consisting of Capex and Opex budget. Capital Investment Framework: The City uses CIF to identify and prioritise capital projects for implementation in the following financial year and medium term period.
4	2013/16 IDP Planning and IDP	The five-year IDP planning started in 2011 and resulted in the adoption of the 2011/12 IDP. This IDP was linked to the CoJ's Municipal Turnaround Strategy, which aimed to address concerns raised by the national government regarding municipal performance. It focused on the financial turnaround strategy, urban regeneration and marginalised areas, rooting out corruption and fraud in CoJ and improving service delivery. The 2011/12 IDP was revised when the long-term strategy, Growth and Development Strategy 2040 (GDS 2040) was adopted by council in October 2011, in order to align it with the long-term strategy. It was amended again to accommodate additional changes until the 2013/16 IDP became the IDP for the remainder of the mayoral term. Long-term outcomes and outputs, which contributes towards the CoJ achieving its long-term vision, were identified through the GDS 2040. "The 2013/16 IDP highlights the CoJ's strategic plans linked to achieving its long term goals and serves as a bridge between the CoJ's long term strategic planning and its annual operational plans". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.4").

No.	Themes	Related extracts/text
		"The IDP was informed by the GDS 2040, National and Provincial government priorities, emerging trends and other related issues that provide a framework in which the city can ensure developmental local government". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.4"). "The 2013/16 IDP was also informed by the following activities: Quality of life Survey, Census 2011, various policies such as the Provincial Health Policy and the National Development Plan, GDS Roadmap process, which allowed the CoJ to review and finalise the priorities for the IDP and Decade 1 of the GDS 2040". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.5&6"). The ten priorities are as follows: Financial sustainability and resilience; Agriculture and food security; Sustainable Human settlements; SMME and entrepreneurial support; Engaged Active citizenry; Resource resilience; Smart city; Investment attraction, retention and expansion; Green economy; and Safer cities.

No.	Themes	Related extracts/text
		The IDP was also informed by “the CoJ’s performance evaluation, including evaluation by external agencies such as the rating agencies and the Auditor General of South Africa (AGSA)”. (“The City of Johannesburg Integrated Development Plan, 2013/16, p.6”). The IDP went further to provide an overview of the GDS Roadmap for the first decade and then the term of office. Contents of the 2013/16 IDP Plan: CoJ’s vision and priorities for the remainder of the term, high level operational plan, priority implementation plan (targets and key performance indicators), community participation, financial plan (medium term budget and capital investment plan), performance monitoring and evaluation and disaster management. Spatial Development Framework consist of seven key development strategies, according to CoJ“ for over a decade it described and shaped development strategies and policy guidelines to restructure the CoJ fragmented urban form” (“The City of Johannesburg Integrated Development Plan, 2013/16, p. 59”). Priority implementation Plans – The priority plans are “concise programmes of action for each of the priorities and include information such as the overall objective and outcome of the priority, projects, role players, baseline (if applicable), key performance indicators, targets and timelines” (“The City of Johannesburg Integrated Development Plan, 2013/16, p.69”). Situation analysis consisted of the following macro environment factors: Demographic profile of the CoJ - population size and growth, migration patterns, gender, age, household numbers and changes and population density.

No.	Themes	Related extracts/text
		Social and human development- literacy and inequality & poverty levels and human development (health, community facilities and social inclusion). Economic growth and development - economic growth, unemployment, skills development. Sustainable services - water & sanitation, waste management, housing, transport and energy & electricity. Environment Governance - Liquidity pressure, agency ratings, employment equity and comments on increased community protests. It also consisted of needs of the population and anticipated trends during the remainder of the term. Intergovernmental planning and relations – "all spheres of government are required to coordinate, communicate, align and integrate service delivery to ensure access to services and delivery" p.118). This is governed by the Intergovernmental Relations Framework (IGR) Act No 13 of 2005. "The CoJ has adopted a process of intergovernmental and inter-municipal relations to ensure effective delivery of services to residents as well as to maximise impact. As such, the CoJ participated in the formulation of the Provincial Intergovernmental Relations Framework (IGR)" ("The City of Johannesburg Integrated Development Plan, 2013/16, p.118"). Furthermore, it sits on the MMC-MEC forum to deliberate on issues of mutual interest and cross-cutting. The CoJ participates in the IGR fora such as the Premier's coordinating forum and South African Local Government Association. IDP is aligned and developed within certain National and provincial paradigms.

No.	Themes	Related extracts/text
		The CoJ takes note of statements made at both National and Provincial level, which requires the CoJ to change focus in terms of resource allocation towards development trajectory. National priorities during 14 February 2013 State of the Nation address, National Development Plan, twelve national outcomes of government approved by cabinet in 2010 – collectively addresses main strategic priorities of government. Comments on the 2011/12 IDP received from the MEC: Local Government and Housing. Community participation – Community Based Planning (CBP). Community based planning and stakeholder participation wasn't effective in the past 2012-16 CBP. CBP started in CoJ in 2007. It was intended to be a bottom up planning. Meant to improve the quality of plans and foster a social contract. Regional summits were also convened to solicit views on developmental challenges from communities and other stakeholders during phase 1 of CBP. During the summit, each ward had to define their vision and mission and list 3-5 developmental challenges that need to be addressed in the medium term. Phase 2 of CBP culminated in draft ward plans, which was derived from developmental issues raised during the first phase. Development of ward/community plans.

No.	Themes	Related extracts/text
		Further to the CBP, the following outreach programmes were undertaken: GDS outreach and 2012/13 IDP and budget process. November 2012 CBP was finalised, resulting in the following three processes: Ward plans, community plans and strategic partnerships with stakeholders to identify, analyse, implement, monitor and evaluate developmental interventions. CBP piloted in Region E. The CoJ, through a budgeting process, ensured that sufficient funds are available before they approve suggested programmes and interventions. “In December 2012, a Technical Budget Steering Committee reviewed each department and entity’s plans and budget submissions. Followed in January 2013 by a Budget Evaluation Committee, which reviewed each department and entity’s detailed budget submissions. Followed by a Budget Steering Committee sessions in February 2013, chaired by the MMC: Finance, which provided a strategic direction and prioritised budget according to the submissions received”. (“The City of Johannesburg Integrated Development Plan, 2013/16, p.138”). The IDP also included a financial plan, which outlined the financial objectives to fulfil the mayoral commitment of towards capital infrastructure investment, achieving some of the GDS 2040 objectives and service delivery. The amount of budget allocated for the 2013/14 financial year was included, consisting of Capex and Opex budget.

No.	Themes	Related extracts/text
		Capital Investment Framework: The City uses CIF to identify and prioritise capital projects for implementation in the following financial year and medium term period. Performance management, monitoring and evaluation. Details of relevant text are mentioned in the next theme. Risk management The CoJ adopted an integrated approach to risk management. The primary aim was to embed a culture of making the right and timely decisions after taking into consideration associated risk exposures and opportunities. The CoJ adopted Enterprise Risk Management (ERM) Framework and policy and established an independent risk governance oversight structure: the Group Risk Management Committee (GRMC) and the Group Audit Committee (GAC). GRMC is responsible for independent oversight on the governance of risk, the risk management processes in the City, the mitigation of key risk exposures and advisories on emerging risks that may have an impact on the City. Similar independent oversight structures have been set up as sub-committees of Boards of the Municipal Entities. The CoJ has a disaster management plan in place.
5	Performance management.	Performance management, monitoring and evaluation improves organisational and individual performance to enhance service delivery.

No.	Themes	Related extracts/text
		The following legislation regulates performance management in local government: *Municipal Systems Act, (Act 32 of 2000).* The CoJ's IDP contains programmes which include key performance indicators (KPIs) and targets to measure progress over the medium- and short- term. Targets to assess progress on implementation on a year-to-year basis. These KPIs and targets are translated into annual departmental plans to inform expected citywide, departmental and individual performance outputs. The CoJ's performance is monitored and reviewed on a quarterly and annual basis, through reports on the identified organisational, departmental and individual performance plans. *Municipal planning and performance management regulations, 2001:* Reporting to Council on a quarterly basis to identify performance achievement and gaps. Supported by an internal audit committee, which audits the performance measurement results. The CoJ also has a performance audit committee, which considers the quarterly performance audit reports and reviews of the City's PMS to recommend improvements. *Municipal Finance Management Act, (Act 56 of 2003) (MFMA):* Reports - Quarterly, mid-year and annual reports on service delivery performance. The Quarterly Service Delivery and Budget Implementation Plan reports are prepared and submitted to the provincial and national treasuries and the Department of Local Government and Housing. Annual reports are prepared and published on the City's website and submitted to the Auditor General. *Local government municipal performance regulations for municipal managers and managers*

No.	Themes	Related extracts/text
		directly accountable to municipal managers, 2006: Section 57 employees must have a performance contract which is submitted to the MEC for local government and the national minister and have their performance monitored. Their performance is assessed and monitored through a scorecard report on a quarterly basis. CoJ's monitoring and evaluation framework. Sets a foundation for a common understanding of key monitoring and evaluation principles and elements that are applicable to the CoJ as a Group. It is applicable to the individual performance management, group-wide, cluster and or departmental performance management. Performance Management and Monitoring practices continue to evolve. Monitoring evaluation and reporting practices are driven from a premise that they are integrally connected and should be pursued in a collaborative manner.

APPENDIX D – DEFINING THEMES for 2013/16 IDP

No.	Themes	Definition
1	Service delivery	The theme discusses service delivery in the CoJ, providing details of the key elements of service delivery, their approach and plans to realise it. The theme goes further to state that the CoJ has not performed well, by their own admission, and hence service delivery protests have skyrocketed. Below is the supporting text from the collected data. The IDP discussed its commitment to “excellent proactive service delivery”. (“The City of Johannesburg Integrated Development Plan, 2013/16, p.65”) dubbed Getting the basics right. It reiterated that the CoJ’s “primary mandate is to deliver services to Johannesburg residents. The services, which must be customer centric, transformative, sustainable and resilient in order to ensure improved quality of life for all the residents. Consequently, every aspect of service delivery seeks to satisfy or meet customer needs and expectations”. (“The City of Johannesburg Integrated Development Plan, 2013/16, p.65”). The document goes further to discuss how the CoJ plans to achieve this. Some of their actions are that their departments and municipal entities (MEs) must continue to engage about determining programmes and projects focused on service delivery. Furthermore they have set-up the following structures to assist with “effective and efficient service delivery”: Joint Operations Committee. Customer Service Charter and Service Level Agreements. Integrated ward based service delivery structure. Service Delivery Monitoring Programme. There is also a 24/7 call centre, 47 Customer Service Centres and 10 pay points.

No.	Themes	Definition
		The CoJ website provides an e-service. The section also mentions their key element of service delivery as the following: Infrastructure development and management; ICT infrastructure development and management; Human capital development and management; Financial resources; Result orientated management; Integrated, coordinated and outcome based operational planning and management; and Sustainable human settlement and urban management. The CoJ said in their analysis that it has performed well and made good progress over the last ten years, however, acknowledges that there are still gaps, which they hope to address through “interventions and programmes” (“The City of Johannesburg Integrated Development Plan, 2013/16, p.32”) outlined in the 2013-16 IDP. Poor service delivery manifested in protests in the CoJ, which increased from 10 protests in 2004 to 147 in 2012.
2.	Intelligence generation	The theme focuses on the CoJ information collection of the current and future needs, preference of communities and the factors that affect their needs. It also includes how the collected data is analysed and interpreted to make it useful and meaningful for planning. It provides details of the factors that affects community needs. It specifies the channels through which the data is collected and finally, discusses how the CoJ verified budget availability. Below is text form the collected data to support the above description.

No.	Themes	Definition
		Which information was used to inform the 2013/16 IDP? "The IDP was informed by the GDS 2040, national and provincial government priorities, emerging trends and other related issues that provide a framework in which the city can ensure developmental local government". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.4"). "The 2013/16 IDP was also informed by the following activities: Quality of life Survey, Census 2011, various policies such as the Provincial Health Policy and the National Development Plan, GDS Roadmap process, which allowed the CoJ to review and finalise the priorities for the IDP and Decade 1 of the GDS 2040". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.5&6"). The ten priorities are as follows: Financial sustainability and resilience; Agriculture and food security; Sustainable Human settlements; SMME and entrepreneurial support; Engaged Active citizenry; Resource resilience; Smart city; Investment attraction, retention and expansion; Green economy; and Safer city.

No.	Themes	Definition
		"The IDP was also informed by the CoJ performance evaluation, including evaluation by external agencies such as the rating agencies and the Auditor General of South Africa (AGSA)". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.6). Situation analysis consisted of the following macro environment factors: Demographic profile of the CoJ: Population size and growth, migration patterns, gender, age, household numbers and changes, population density. Social and human development: Literacy and inequality & poverty levels and human development (health, community facilities and social inclusion). Economic growth and development: Economic growth, unemployment and skills development. Sustainable services: Water & sanitation, waste management, housing, transport and energy & electricity. Environment Governance: Liquidity pressure, agency ratings, employment equity and comments on increased community protests. It also consisted of needs of the population and anticipated trends during the remainder of the term. The 2013/16 IDP was also informed by information from intergovernmental relations. The point is emphasised in the paragraph below. "CoJ has adopted a process of intergovernmental and inter-municipal relations to ensure effective delivery of services to residents as well as to maximise impact.

No.	Themes	Definition
		As such the CoJ participated in the formulation of the Provincial Intergovernmental Relations Framework (IGR)". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.118"). Furthermore, it sits on the MMC-MEC forum to deliberate on issues of mutual interest and cross-cutting. The CoJ participates in the IGR for a, such as the Premier's coordinating forum and South African Local Government Association. The IDP is aligned and developed within certain National and Provincial paradigms. The CoJ takes note of statements made at both National and Provincial level which requires the CoJ to change focus in terms of resource allocation towards development trajectory. National priorities during 14 February 2013 State of the Nation address, National Development Plan, twelve national outcomes of government approved by cabinet in 2010 – collectively addresses main strategic priorities of government. Comments on the 2011/12 IDP received from MEC Local Government and Housing. **How was the information collected?** Community participation – Community Based Planning (CBP). Community based planning and stakeholder participation wasn't effective in the past 2012-16 CBP. CBP started in CoJ in 2007. It was intended to be a bottom up planning. Meant to improve the quality of plans and foster a social contract. Regional summits were also convened to solicit views on developmental challenges from communities and other stakeholders during phase 1 of CBP. During the summit, each ward had to define their vision and mission and list 3-5 developmental challenges that need to be addressed in the medium term.

No.	Themes	Definition
		Phase 2 of CBP culminated in draft ward plans, which was derived from developmental issues raised during phase 1. Development of ward/community plans. Further to the CBP, the following outreach programmes were undertaken: GDS outreach and 2012/13 IDP and budget process. In November 2012, CBP was finalised, resulting in the following three processes: Ward plans, community plans and strategic partnerships with stakeholders to identify, analyse, implement, monitor and evaluate developmental interventions. CBP piloted in Region E. **Analysis and interpretation of the collected data** In order to make the collected data meaningful for planning, the analysis resulted in the following outcomes: Long-term outcomes and outputs, which contributes towards the CoJ achieving its long-term vision, were identified through the CoJ 2040 Growth and Development Strategy (GDS 2040). GDS Roadmap process, which allowed the CoJ to review and finalise the priorities for the IDP and Decade 1 of the GDS 2040". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.6"). **Checking availability of funds to finance programmes and projects** The CoJ, through a budgeting process, ensured that sufficient funds are available before they approve suggested programmes and interventions. "In December 2012, a Technical Budget Steering Committee reviewed each department and entity's plans and budget submissions. Followed in January 2013 by a Budget Evaluation Committee, which reviewed each department and entity's detailed budget submissions. Followed by a Budget Steering Committee sessions in February 2013, chaired by the MMC: Finance, which provided

No.	Themes	Definition
		a strategic direction and prioritised budget according to the submissions received". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.138"). The IDP also included a financial plan, which outlined the financial objectives to fulfil the mayoral commitment of towards capital infrastructure investment, achieving some of the GDS 2040 objectives and service delivery. The budget amount allocated for the 2013/14 financial year was included, consisting of Capex and Opex budget. Capital Investment Framework: The City uses CIF to identify and prioritise capital projects for implementation in the following financial year and medium term period.
3.	Responsiveness to the collected data	Responsiveness to the collected data theme provides details of how the CoJ used the collected data to respond to community needs and preferences, which was through their plans and implementation of the plans. Kohli & Jaworski (1990) suggests responding to collected data to be the most important element of market orientation. The CoJ responded by formulating their vision, high-level operational plan, priority implementation plan and financial plan, spatial development framework, customer charter and budget allocation, all of which are contained in the 2013/16 Plan, making the IDP another response mechanism. Furthermore, the CoJ used operational plans i.e. departments, MEs' business plans, and the CoJ's Service Delivery Budget Implementation Plan (SDBIP) to respond.

No.	Themes	Definition
		GDS 2040 is also another response mechanism. Below are specific details that supports the above definition. Spatial Development Framework consists of seven key development strategies, according to CoJ “for over a decade it described and shaped development strategies and policy guidelines to restructure the CoJ fragmented urban form”. (“The City of Johannesburg Integrated Development Plan, 2013/16, p.59). Customer Service Charter and Service Level Agreements: The CoJ was still in the process of developing the customer service charter and service level standards. When complete, the said charter will provide specific details of the service standard and turn-around times for all city services. Priority implementation Plans: The priority plans are “concise programmes of action for each of the priorities and include information such as the overall objective and outcome of the priority, projects, role players, baseline (if applicable), key performance indicators, targets and timelines” (“The City of Johannesburg Integrated Development Plan, 2013/16, p.69”). Integrated Development Plan translate these long term outcomes into implementable programmes for a specific term of office”. (“The City of Johannesburg Integrated Development Plan, 2013/16, p.4”). “Business planning is a tool used for annual operational planning. It is also the basis for budget allocation which allows for the implementation of IDP sub- programmes and projects”. (“The City of Johannesburg Integrated Development Plan, 2013/16, p.4”).

No.	Themes	Definition
		Resource allocation Medium term budget reflects expected spending patterns for the year and report on expenditure and revenue progress. The CoJ, through a budgeting process ensured that sufficient funds are available before they approve suggested programmes and interventions. “In December 2012, a Technical Budget Steering Committee reviewed each department and entity’s plans and budget submissions. Followed in January 2013 by a Budget Evaluation Committee, which reviewed each department and entity’s detailed budget submissions. Followed by a Budget Steering Committee sessions in February 2013, chaired by the MMC: Finance, which provided a strategic direction and prioritised budget according to the submissions received”. (“The City of Johannesburg Integrated Development Plan, 2013/16, p.138”). The IDP also included a financial plan, which outlined the financial objectives to fulfil the mayoral commitment towards capital infrastructure investment, achieving some of the GDS 2040 objectives and service delivery. The budget amount allocated for the 2013/14 financial year was included, consisting of Capex and Opex budget. Capital Investment Framework: The City uses CIF to identify and prioritise capital projects for implementation in the following financial year and medium term period.
4	2013/16 IDP Planning and IDP	The theme focuses on the 2013/16 IDP Planning and IDP. It provides the background and information relating to the IDP process and its outcome. **Background**

No.	Themes	Definition
		The five-year IDP planning started in 2011 and resulted in the adoption of the 2011/12 IDP. The IDP was linked to the CoJ Municipal Turnaround Strategy, which aimed to address concerns raised by the national government regarding municipal performance. It focused on the financial turnaround strategy, urban regeneration and marginalised areas, rooting out corruption and fraud in the CoJ and improved service delivery. The 2011/12 IDP was revised when the long term strategy Growth and Development Strategy 2040 (GDS 2040) was adopted by council in October 2011, in order to align it with the long-term strategy. It was amended again to accommodate additional changes until the 2013/16 IDP became an IDP for the remainder of the mayoral term. Long-term outcomes and outputs, which contributes towards the CoJ achieving its long-term vision, were identified through the CoJ 2040 Growth and Development Strategy (GDS 2040). “The 2013/16 IDP highlights the CoJ’s strategic plans linked to achieving its long term goals and serves as a bridge between the CoJ’s long term strategic planning and its annual operational plans.” (“The City of Johannesburg Integrated Development Plan, 2013/16, p.4”). IDP is a link between the CoJ’s long-term strategies and operational plans i.e. departments, MEs’ business plans, and the CoJ’s Service Delivery Budget Implementation Plan (SDBIP). As such, the IDP includes the CoJ’s ten priorities and implementation plans called priority implementation plans.

No.	Themes	Definition
		The 2013/16 IDP Planning "The IDP was informed by the GDS 2040, national and provincial government priorities, emerging trends and other related issues that provide a framework in which the city can ensure developmental local government". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.4"). "The 2013/16 IDP was also informed by the following activities: Quality of life Survey, Census 2011, various policies such as the Provincial Health Policy and the National Development Plan, GDS Roadmap process, which allowed the CoJ to review and finalise the priorities for the IDP and Decade 1 of the GDS 2040". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.5&6"). The ten priorities are as follows: Financial sustainability and resilience; Agriculture and food security; Sustainable Human settlements; SMME and entrepreneurial support; Engaged Active citizenry; Resource resilience; Smart city; Investment attraction, retention and expansion; Green economy; and Safer cities.

No.	Themes	Definition
		The IDP was also informed by the CoJ performance evaluation, including evaluation by external agencies such as the rating agencies and the Auditor General of South Africa (AGSA)". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.6"). The IDP went further to provide an overview of the GDS Roadmap for the first decade and then the term of office. **Contents of the 2013/16 IDP Plan**: CoJ's vision and priorities for the remainder of the term, high level operational plan, priority implementation plan (targets and key performance indicators), community participation, financial plan (medium term budget and capital investment plan), monitoring and evaluation and disaster management. Spatial Development Framework consist of seven key development strategies, according to the CoJ "for over a decade it described and shaped development strategies and policy guidelines to restructure the CoJ's fragmented urban form". ("The City of Johannesburg Integrated Development Plan, 2013/16, p.59"). Priority implementation Plans – The priority plans are "concise programmes of action for each of the priorities and include information such as the overall objective and outcome of the priority, projects, role players, baseline (if applicable), key performance indicators, targets and timelines" ("The City of Johannesburg Integrated Development Plan, 2013/16, p. 69). Situation analysis consisted of the following macro environment factors:

No.	Themes	Definition
		Demographic profile of the CoJ: Population size and growth, migration patterns, gender, age, household numbers and changes, population density. Social and human development: Literacy and inequality & poverty levels and human development (health, community facilities and social inclusion). Economic growth and development: Economic growth, unemployment, skills development Sustainable services: Water & sanitation, waste management, housing, transport and energy & electricity. Environment Governance: Liquidity pressure, agency ratings, employment equity and comments on increased community protests. It also consisted of needs of the population and anticipated trends during the remainder of the term. Intergovernmental planning and relations. According to the Intergovernmental Relations Framework (IGR) Act No 13 of 2005 “all spheres of government are required to coordinate, communicate, align and integrate service delivery to ensure access to services and delivery”p.118”). “The CoJ has adopted a process of intergovernmental and inter-municipal relations to ensure effective delivery of services to residents as well as to maximise impact. As such, the CoJ participated in the formulation of the Provincial Intergovernmental Relations Framework (IGR)”. (“The City of Johannesburg Integrated Development Plan, 2013/16, p.118”). Furthermore, it sits on the MMC-MEC forum to deliberate on issues of mutual interest and cross-cutting. CoJ participates in the IGR fora such as the Premier’s coordinating forum and South African Local Government Association.

No.	Themes	Definition
		IDP is aligned and developed within certain National and provincial paradigms CoJ takes note of statements made at both National and Provincial level, which requires the CoJ to change focus in terms of resource allocation towards development trajectory. National priorities during 14 February 2013 State of the Nation address, National Development Plan, twelve national outcomes of government approved by cabinet in 2010 – collectively addresses main strategic priorities of government. Comments on 2011/12 IDP received from MEC Local Government and Housing. Community participation – Community Based Planning (CBP) Community based planning and stakeholder participation wasn't effective in the past 2012-16 CBP. CBP started in CoJ in 2007. It was intended to be a bottom up planning. Meant to improve the quality of plans and foster a social contract. Regional summits were also convened to solicit views on developmental challenges from communities and other stakeholders during phase 1 of CBP. During the summit, each ward had to define their vision and mission and list 3-5 developmental challenges that need to be addressed in the medium term. Phase 2 of CBP culminated in draft ward plans, which was derived from developmental issues raised during phase 1. Development of ward / community plans. Further to the CBP, the following outreach programmes were undertaken: GDS outreach and 2012/13 IDP and budget process.

No.	Themes	Definition
		November 2012 CBP was finalised resulting in the following three processes: Ward plans, community plans and strategic partnerships with stakeholders to identify, analyse, implement, monitor and evaluate developmental interventions CBP piloted in Region E. The CoJ, through a budgeting process, ensured that sufficient funds are available before they approve suggested programmes and interventions. “In December 2012, a Technical Budget Steering Committee reviewed each department and entity’s plans and budget submissions. Followed in January 2013 by a Budget Evaluation Committee, which reviewed each department and entity’s detailed budget submissions. Followed by a Budget Steering Committee sessions in February 2013, chaired by the MMC: Finance, which provided a strategic direction and prioritised budget according to the submissions received” (“The City of Johannesburg Integrated Development Plan, 2013/16, p.138”). The IDP also included a financial plan, which outlined the financial objectives to fulfil the mayoral commitment of towards capital infrastructure investment, achieving some of the GDS 2040 objectives and service delivery. The budget amount allocated for the 2013/14 financial year was included, consisting of Capex and Opex budget. Capital Investment Framework: The City uses CIF to identify and prioritise capital projects for implementation in the following financial year and medium term period.

No.	Themes	Definition
		Performance management, monitoring and evaluation. Performance management, monitoring and evaluation improves organisational and individual performance to enhance service delivery. The following legislation regulates performance management in local government: *Municipal Systems Act, (Act 32 of 2000):* The City's IDP contains programmes which include key performance indicators (KPI) and targets to measure progress over the medium- and short-term. Targets to assess progress on implementation on a year to year basis These KPIs and targets are translated into annual departmental plans to inform expected citywide, departmental and individual performance outputs. The City's performance is monitored and reviewed on a quarterly and annual basis, through reports on the identified organisational, departmental and individual performance plans. *Municipal planning and performance management regulations, 2001:* Reporting to Council on a quarterly basis to identify performance achievement and gaps. Supported by an internal audit committee, which audits the performance measurement results CoJ also has a performance audit committee, which considers the quarterly performance audit reports and reviews of the COJ's PMS to recommend improvements. *Municipal Finance Management Act, (Act 56 of 2003) (MFMA):*

No.	Themes	Definition
		Reports - Quarterly, mid-year and annual reports on service delivery performance. Quarterly Service Delivery and Budget Implementation Plan reports are prepared and submitted to the provincial and national treasuries and the Department of Local Government and Housing. Annual reports are prepared and published on the City's website and submitted to the Auditor General. *Local government municipal performance regulations for municipal managers and managers directly accountable to municipal managers, 2006:* Section 57 employees must have a performance contract, which is submitted to the MEC for local government and the national minister and have their performance monitored. Their performance is assessed and monitored quarterly through a scorecard report. *CoJ's monitoring and evaluation framework:* Sets a foundation for a common understanding of key Monitoring and Evaluation principles and elements that are applicable to the CoJ as a Group. It is applicable to the individual performance management, group-wide, cluster and or departmental performance management. Performance Management and Monitoring practices continue to evolve. Monitoring evaluation and reporting practices are driven from a premise that they are integrally connected and should be pursued in a collaborative manner Risk management The CoJ adopted an integrated approach to risk management.

No.	Themes	Definition
		The primary aim was to embed a culture of making the right and timely decisions after taking into consideration associated risk exposures and opportunities. The CoJ adopted an Enterprise Risk Management (ERM) Framework and policy and established an independent risk governance oversight structure: the Group Risk Management Committee (GRMC) and the Group Audit Committee (GAC). GRMC is responsible for independent oversight on the governance of risk, the risk management processes in the CoJ, the mitigation of key risk exposures and advisories on emerging risks that may have an impact on the CoJ. Similar independent oversight structures have been set up as sub-committees of Boards of the Municipal Entities. The CoJ has a disaster management plan in place.
5	Performance management.	Performance management, monitoring, evaluation and reporting in municipalities is required by Municipal Systems Act (Act 32 of 2000). As already mentioned in other sections of the report, the Act requires a municipality to have a performance management system which measures its IDP performance. The theme as such delves into the details of how the CoJ will measure, monitor, manage and report on the 2013/16 IDP performance. The theme provides the rationale for the performance management system, the legislation that CoJ has complied with, CoJ Monitoring and Evaluation Framework and mentions that the framework continues to evolve. Below are specific details supporting the above definition: Performance management, monitoring and evaluation improves organisational and individual performance to enhance service delivery.

No.	Themes	Definition
		The following legislation regulate performance management in local government *Municipal Systems Act, (Act 32 of 2000):* The CoJ IDP contains programmes which include key performance indicators (KPI) and targets to measure progress over the medium- and short-term. Targets to assess progress on implementation on a year to year basis These KPIs and targets are translated into annual departmental plans to inform expected citywide, departmental and individual performance outputs. The CoJ's performance is monitored and reviewed on a quarterly and annual basis, through reports on the identified organisational, departmental and individual performance plans. *Municipal planning and performance management regulations, 2001:* Reporting to council on a quarterly basis to identify performance achievement and gaps. Supported by an internal audit committee, which audits the performance measurement results, CoJ also has a performance audit committee, which considers the quarterly performance audit reports and reviews of the CoJ's PMS to recommend improvements. *Municipal Finance Management Act, (Act 56 of 2003) (MFMA):* Reports - Quarterly, mid-year and annual reports on service delivery performance. Quarterly Service Delivery and Budget Implementation Plan reports are prepared and submitted to the provincial and national treasuries and the Department of Local Government and Housing. Annual reports are prepared and published on the CoJ's website and submitted to the Auditor General.

No.	Themes	Definition
		Local government municipal performance regulations for municipal managers and managers directly accountable to municipal managers, 2006: Section 57 employees must have a performance contract which is submitted to the MEC for local government and the national minister and have their performance monitored. Their performance is assessed and monitored quarterly through a scorecard report. *CoJ's monitoring and evaluation framework:* Sets a foundation for a common understanding of key Monitoring and Evaluation principles and elements that are applicable to the CoJ as a Group. It is applicable to the individual performance management, group-wide, cluster and or departmental performance management. The monitoring and evaluation practices continue to evolve. Monitoring evaluation and reporting practices are driven from a premise that they are integrally connected and should be pursued in a collaborative manner.

APPENDIX E - CODING for 2021/26 IDP

First round codes	Second round codes	Third round codes	Sub - themes	Themes
Vision Mission GDS 2040 outcomes CoJ strategic priorities	Contents of the 2021/26 IDP GDS 2040 outcomes CoJ Strategic priorities	Contents of the 2021/26 IDP Basis for the 2021/26 IDP	Intelligence generation	Intelligence generation
Executive Mayor Message COV-ID19. IDP will be framed against the background of a rampant pandemic	IDP Planning	Basis for the 2021/26 IDP	Intelligence generation	Intelligence generation
Role of IDP Developmental challenges Developmental trajectory of Johannesburg Role of local, provincial and national govt. Transform and lead society Corrective and innovative policy making and implementation	Role of IDP Contextual analysis Contextual analysis Role of local, provincial and national govt. in the developmental agenda.	Role of IDP Basis for the IDP Role of government in addressing the developmental agenda	Intelligence generation Responsiveness to collected data	Intelligence generation Responsiveness to collected data

First round codes	Second round codes	Third round codes	Sub - themes	Themes
The IDP is guided by GDS 2040	Role of GDS 2040	Basis for IDP	Intelligence generation	Intelligence generation
IDP implements the eleven strategic priorities that emanates from GDS 2040	IDP implementation	IDP implementation	Responsiveness to collected data	Responsiveness to collected data
Annual planning implements the ID	Annual planning implements the IDP	IDP implementation	Responsiveness to the collected data	Responsiveness to collected data
Performance monitoring, evaluation and reporting assesses performance against the IDP	Performance monitoring, evaluation and reporting	Performance monitoring, evaluation and reporting	Performance management	Performance management
GDS 2040 is an anchor from which the IDP draws its development agenda, guided by Government of Local Unity	Role of GDS 2040	Role of GDS	Intelligence generation	Intelligence generation
The IDP unpacks the strategic priorities and consists of programmes	Role of IDP	IDP implementation	Responsiveness to collected data	Responsiveness to collected data
The IDP is operationalised through the City's strategic policies and departmental and municipal entity business plans	IDP Implementation	IDP implementation	Responsiveness to collected data	Responsiveness to collected data

First round codes	Second round codes	Third round codes	Sub - themes	Themes
Strategic policies and departmental and municipal entity business plans aim to implement the strategic programmes outlined by the City's Leadership informed by the City's residents	Strategic policies and departmental and municipal entity business plans	IDP implementation	Responsiveness to collected data	Responsiveness to collected data
Once the IDP has been adopted by Council, each department and entity must implement programmes aligned to the IDP	IDP process	IDP implementation	Responsiveness to collected data	Responsiveness to collected data
In-year monitoring occurs to ensure that the targets that the City sets out to achieve are on track Challenges are also detected through monitoring mechanisms and addressed accordingly	Performance monitoring and evaluation monitoring mechanisms	Performance monitoring, evaluation and reporting	Performance management Performance management	Performance management Performance management
A reflective assessment against the IDP for the year is captured through the Integrated Annual Report	Performance reporting	Performance monitoring, evaluation and reporting	Performance management	Performance management
COJ Strategic Priorities:	Basis for the 2021/26 IDP	Contents of 2021/26 IDP	Intelligence generation	Intelligence generation

First round codes	Second round codes	Third round codes	Sub - themes	Themes
Situation analysis: Macro-economic factors: Demographics and population growth Economic factors Human and social development Spatial inequality, Safety and security Public Health, Environmental challenges Access to services	Basis for the 2021/26 IDP	Contents of 2021/26 IDP.	Intelligence generation	Intelligence generation
Community participation : Community based planning Legislation requiring community participation in municipalities. Mediums through which community participation was conducted: Councillors Forum briefing sessions Detailed CBP workshop Cluster Community Conversations (CCC). Feedback to councillor's forum meeting. Departments and Entities response.	Basis for the 2021/26 IDP.	Contents of 2021/26 IDP	Intelligence generation	Intelligence generation
35 Virtual Cluster Conversations were held.	Community participation & outcome	Contents of the 2021/26 IDP	Intelligence generation	Intelligence generation

First round codes	Second round codes	Third round codes	Sub - themes	Themes
Stakeholder could provide inputs further via chat Box and hand delivery, e-mails, Hubspot (Twitter, Facebook and WhatsApp). IDP Regional Summits				
Community issues raised 3500 issues Issues analysed Issues grouped together	Basis for the 2021/26 IDP	Contents of the 2021/26 IDP	Intelligence generation	Intelligence generation
Organised groups that represents women, disabled people, business and partners	Stakeholders	Contents of the 2021/26 IDP	Intelligence generation	Intelligence generation
CoJ's response to community issues Budget allocated to address the issues during 2021/22	Community participation outcomes Resource allocation	Contents of the 2021/26 IDP IDP Process	Responsiveness to collected data Responsiveness to collected data	Responsiveness to collected data Responsiveness to collected data
Strategic framework, detailing the relationship between long term, medium term and short term planning.	Strategic framework	Contents of 2021/26 IDP	Responsiveness to collected data	Responsiveness to collected data
Furthermore restated GDS 2040 outcomes , outputs and strategic priorities	Basis for the 2021/26 IDP	Contents of 2021/26 IDP	Intelligence generation	Intelligence generation

First round codes	Second round codes	Third round codes	Sub - themes	Themes
Spatial development Framework Seven major spatial development challenges spatial development strategies	Spatial Development Framework, challenges & strategies	Contents of 2021/26 IDP	Intelligence generation And responsiveness to collected data	Intelligence generation And responsiveness to collected data
Intergovernmental relations International relations National and provincial priorities Various IDP Coordinating Fora International Relations Policy, Joined global networks such as United Cities and Local Government (UCLG), Joined and participates in international forums. The CoJ has also entered into City-to-City relationships. Intergovernmental relations legislative framework	Intergovernmental relations for the 2021/26 IDP	Basis for the IDP	Intelligence generation	Intelligence generation
Strategies to address GDS outcome and outputs	Strategies to address GDS outcome and outputs	Strategies to address GDS outcome and outputs	Strategies to address GDS outcome and outputs	Strategies to address GDS outcome and outputs
Priority implementation plan	Priority Implementation plan	Contents of the 2021/26 IDP	Responsiveness to collected data	Responsiveness to collected data

First round codes	Second round codes	Third round codes	Sub - themes	Themes
Budget: Capex Opex Capital Investment Framework	Budget allocation	Contents of the 2021/26 IDP	Responsiveness to collected data	Responsiveness to collected data
High impact programmes to focus on deprived areas	High impact programmes	Contents of the 2021/26 IDP	Responsiveness to collected data	Responsiveness to collected data
Performance monitoring, reporting and evaluation: Five year IDP Corporate scorecard: Strategic objectives, GDS output, Key performance indicator, intervention, Baseline, target lead department/entity and supporting department. Targets in Circular 88 UISP indicators	Five year IDP Corporate scorecard: . Targets in Circular 88 UISP indicators,	Performance monitoring, and evaluation	Performance management	Performance management
Legislative framework for monitoring and evaluation,	Performance monitoring, and evaluation	Performance monitoring, and evaluation	Performance management	Performance management
Monitoring and evaluation in the CoJ over the past five years Revised Monitoring & Evaluation framework Service Delivery and Budget Implementation Plan (SDBIP)	Performance monitoring, and evaluation Service Delivery and Budget Implementation Plan (SDBIP	Performance monitoring, and evaluation	Performance management	Performance management

First round codes	Second round codes	Third round codes	Sub - themes	Themes
Monitoring reports: Quarterly Performance Report, Mid-Year Performance Report, Integrated Annual Report, End of Term Report	Monitoring reports	Performance monitoring, and evaluation	Performance management	Performance management
Oversight structures for management of performance in CoJ: Group Performance and Audit Committee (GPAC) Group Audit Committee (GAC), Executive Mayor and members of the Mayoral Committee, Council Section 79 Committees communities Auditor General South Africa	Oversight structures for management of performance in CoJ	Performance monitoring, and evaluation	Performance management	Performance management
Service Standard Charter	Customer service	Customer service	Service delivery	Service delivery
Risk management: Corporate strategic risk register Disaster management plan	Risk management	Contents of the 2021/26 IDP	2021/26 IDP Planning and IDP	2021/26 IDP Planning and IDP

APPENDIX F – THEMATIC TABLE FOR 2021/26 IDP

No.	Themes	Relevant extracts and summaries
1.	Service delivery	Service standard charter
2.	Intelligence generation	Vision, mission, GDS 2040 outcomes and the CoJ's strategic priorities. The IDP started with reiterating the above mentioned. This was an attempt to ground the IDP and keep it focused on what is important.
		In the message from the Executive Mayor, a lot of was said about COVID-19. This was a clear indication that the IDP will be framed against the background of the rampant pandemic, hence this IDP will not be the run of a mill plan, given the added challenges presented by COVID-19.
		Contextual analysis. Mentions the following "It is the task of the IDP to understand these challenges, and to ensure that a deliberate effort is made, in order to change the developmental trajectory of Johannesburg. The IDP further mentions that the IDP is guided by GDS 2040 "the GDS 2040 serves as the anchor from which the IDP draws its development agenda guided by Government of Local Unity Strategic Priorities and Programmes" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.10").
		COJ Priorities: Good governance, financial sustainability, integrated sustainable human settlements, job opportunities and creation, safer city, active and engaged citizenry, economic development, sustainable development and a smart city. Minimising the impact of COVID-19 and future pandemics.
		Contextual analysis also dealt with the following macro-economic factors: Demographics and population growth, Economic factors – economic growth, unemployment and youth unemployment, Human and social development – poverty, inequality and food security, spatial inequality – transport, safety and security – gender based violence,

No.	Themes	Relevant extracts and summaries
		public health – HIV/AIDS, environmental challenges, access to services – housing, water, sanitation, electricity and waste management.
		Community participation: The IDP elaborated on the CoJ's community participation and community based planning, legislation that requires municipalities to undertake community participation mediums, through which community participation was conducted: Councillors Forum briefing sessions, detailed CBP workshops, Cluster Community Conversations (CCC), feedback to councillor's forum meeting and departments and Entities response.
		35 Virtual cluster conversations were held. Stakeholder could provide inputs further via chat Box and hand delivery, e-mails, Hubspot (Twitter, Facebook and WhatsApp). IDP Regional Summits
		Issues raised during community participation, amounted to 3500 issues and they were analysed and grouped together, still indicating the wards from which they emanated.
		Inputs were also received from organised groups that represents women, disabled people, business and partners e.g. iProp, SOJO Business & Tourism and Johannesburg Inner City Partnership
		Furthermore, restated GDS 2040 outcomes, outputs and strategic priorities.
		Spatial development Framework was discussed. It was said that it consisted of seven major spatial development issues.
		Intergovernmental relations, including international relations, was discussed to show that the CoJ IDP is informed by national and provincial priorities and how the CoJ works with other spheres of government to address the developmental agenda.

No.	Themes	Relevant extracts and summaries
		The CoJ further participates in various IDP Coordinating fora in order to ensure “collaboration in planning and implementation. Adopted an International Relations Policy, joined global networks such as United Cities and Local Government (UCLG), joined and participates in international forums. The CoJ has also entered into City-to-City relationships. Intergovernmental relations legislation.
3.	Responsiveness to collected data	“Local government have a joint responsibility with the provincial and national government to transform and lead society. This implies that corrective and innovative policy making and implementation must be taken and the changes to it must be felt by the people it serves in the City”. (“2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.10”).
		The IDP implements the eleven strategic priorities, which emanates from the GDS 2040 document, which goes on to link the IDP with annual planning and performance monitoring, evaluation and reporting. The IDP is operationalised through the City’s strategic policies as well as departmental and entity business plans, which aim to implement the strategic programmes outlined by the City’s Leadership informed by the City’s residents. .
		Once the IDP has been adopted by Council, each department and entity must implement programmes aligned to the IDP.
		The IDP went further to outline how the CoJ will respond to community issues, providing specific details of how issues will be addressed and by which department or ME and the budget allocated to the issue during the 2021/22 financial year..
		The IDP reiterated the strategic framework, detailing the relationship between long term, medium term and short term planning.

No.	Themes	Relevant extracts and summaries
		Priority implementation plan. Defines each of the CoJ priorities and explains why it is important. It outlines the focus areas for each priority, however, does not go as far as to mention finer details such as to outline KPIs, targets, timelines and responsible departments/ ME. Spatial development Framework was discussed. It was said that it consisted of strategies to address the identified seven major spatial development issues.
		Budget, Capex and Opex and Capital Investment Framework.
		High impact programmes to focus on deprived areas.
		GDS 2040 goes on to link the IDP with performance monitoring, evaluation and reporting.
4.	Performance management	In-year monitoring occurs to ensure that the targets that the City sets out to achieve are on track, and if there are any challenges, these are detected through monitoring mechanisms and addressed accordingly.
		A reflective assessment against the IDP for the year is captured through the Integrated Annual Report ("2021/26 City of Johannesburg Integrated development Plan, 2021/26, p.10").
		Performance monitoring, reporting and evaluation. Five-year IDP Corporate scorecard. Strategic objectives, GDS output, Key performance indicators, intervention, Baseline, target lead. Department/entity and supporting department. Targets in Circular 88, UISP indicators,
		Legislative framework for monitoring and evaluation.
		Monitoring and evaluation in CoJ over the past five years. Revised Monitoring & Evaluation framework. Service Delivery and Budget Implementation Plan (SDBIP).

No.	Themes	Relevant extracts and summaries
		Monitoring reports: Quarterly Performance Report, Mid-Year Performance Report, Integrated Annual Report and End of Term Report.
		Oversight structures for management of performance in the CoJ: Group Performance and Audit Committee (GPAC), Group Audit Committee (GAC), Executive Mayor and members of the Mayoral Committee, Council and Section 79 Committees and communities. Auditor General South Africa.
5.	Strategies to address GDS outcome and outputs	Strategies to address GDS outcome and outputs.
6.	2021/26 IDP Planning and IDP	Risk management: Corporate Strategic Risk Register Disaster Management Plan

APPENDIX G – DEFINING THEMES for 2021/26 IDP

No.	Themes	Definitions
1.	Service delivery	The 2021/26 IDP provides details of service standard offered by the CoJ departments and MEs, indicated in their Service Charter. Having a service charter bout well for the CoJ as the Batho Pele principles, in the White Paper on Transforming Public Service Delivery (2017), suggests that communities must be made aware of the level of services they can expect from a municipality. In instances, in which the municipality fails to meet the standard, it must provide a reason for their failure and state when the services will be provided (Zondi, Nzimakwe & Mbili, 2017). "Service standard charter".
2.	Intelligence generation	The theme provides details of how information regarding the citizens' current and future needs and the factors affecting the needs will be collected and analysed. It also provides details of sources that influences decisions taken during the IDP process. The citizens' information is collected from GDS 2040, macro environmental factors, and during community participation. Below are the relevant extracts. **GDS 2040** "It is the task of the IDP to understand these challenges, and to ensure that a deliberate effort is made, in order to change the developmental trajectory of Johannesburg". ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.10"). The IDP is guided by GDS 2040 "the GDS 2040 serves as the anchor from which the IDP draws its development agenda guided by Government of Local Unity

No.	Themes	Definitions
		Strategic Priorities and Programmes" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.11"). The IDP further mentions that the IDP is guided by GDS 2040 "the GDS 2040 serves as the anchor from which the IDP draws its development agenda guided by Government of Local Unity. Strategic Priorities and Programmes" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.11"). CoJ Priorities: Good governance, financial sustainability, integrated sustainable human settlements, Job opportunities and creation, safer city, active and engaged citizenry, economic development, sustainable development and a smart city Minimising the impact of COVID-19 and future pandemics. **Macro environmental factors** Contextual analysis also dealt with the following macro-economic factors: Demographics and population growth, Economic factors – economic growth, unemployment and youth unemployment, Human and social development – poverty, inequality and food security, spatial inequality – transport, safety and security – gender based violence, public health – HIV/AIDS, environmental

No.	Themes	Definitions
		challenges, access to services – housing, water, sanitation, electricity and waste management. **Community participation** The IDP elaborated on the CoJ's community participation, community based planning, legislation that requires municipalities to undertake community participation mediums through which community participation was conducted: Councillors Forum briefing sessions, detailed CBP workshops, Cluster Community Conversations (CCC), feedback to councillor's forum meeting and departments and entities response. 35 Virtual cluster conversations were held. Stakeholder could provide inputs further via chat Box and hand delivery, e-mails, Hubspot (Twitter, Facebook and WhatsApp). IDP Regional Summits Issues raised during community participation, amounted to 3500 issues and they were analysed and grouped together, still indicating the wards from which they emanated. Inputs were also received from organised groups that represents women, disabled people, business and partners e.g. iProp, SOJO Business & Tourism, Johannesburg Inner City Partnership. **Spatial development Framework** highlighted seven major spatial development issues.

No.	Themes	Definitions
		National and provincial priorities Intergovernmental relations including international relations was discussed to show that the CoJ IDP is informed by national, provincial priorities and how the CoJ works with other spheres of government to address the developmental agenda. The CoJ further participates in various IDP Coordinating fora in order to ensure "collaboration in planning and implementation. Adopted an International Relations Policy, joined global networks such as United Cities and Local Government (UCLG), joined and participates in international forums. The CoJ has also entered into City-to-City relationships. Intergovernmental relations legislation.

3.	Responsiveness to the collected data	The theme provided the details of how CoJ responded to the collected information. "Local government have a joint responsibility with the provincial and national government to transform and lead society. This implies that corrective and innovative policy making and implementation must be taken and the changes to it must be felt by the people it serves in the City" ("2021/26 City of Johannesburg Integrated Development Plan, 2021/26, p.10"). The IDP implements the eleven strategic priorities emanating from the GDS 2040. GDS 2040 linked the IDP with annual planning and performance monitoring, evaluation and reporting. The IDP was operationalised through the City's strategic policies as well as departmental and entity business plans. These plans aimed to implement the strategic programmes outlined by the City's Leadership. Once the IDP has been adopted by Council, each department and entity must implement programmes aligned to the IDP. The IDP went further to outline how the CoJ will respond to community issues, providing specific details of how issues will be addressed and by which department or ME. It also outlined the 2021/22 budget allocated to address the issues.

		The IDP reiterated the strategic framework, detailing the relationship between long term, medium term and short term planning. Priority implementation plan defined each of the CoJ priorities and explained its importance. It outlined the priority's focus areas. The scorecard mentioned the KPIs, targets, timelines and responsible departments/ ME. Spatial development Framework was discussed. It was said that it consisted of strategies to address the identified seven major spatial development issues Budget, Capex and Opex, Capital Investment Framework High impact programmes to focus on deprived areas GDS 2040 goes on to link the IDP with performance monitoring, evaluation and reporting

4.	Performance management	Details of how the CoJ's response to the citizen needs (i.e. IDP, SDBIP and business plans) is monitored, evaluated and reported are provided under this theme. Performance monitoring, evaluation and reporting is an important part of providing services. Municipal systems Act 32 of 2000 specifies that in addition to the IDP, which municipalities must religiously prepare, they must also put in place a performance management system which will measure their IDP (Adonis & Van der Walt, 2017). Monitoring, evaluation and reporting is conducted through corporate scorecard, which is included in the IDP, SDBIP, Annual Integrated Report, performance reports, Monitoring and Evaluation Framework (M&E) and oversight structures. The theme also provide details of how M&E Framework progressed overtime. Below are relevant extracts: In-year monitoring occurs to ensure that the targets that the City sets out to achieve are on track, and if there are any challenges, these are detected through monitoring mechanisms and addressed accordingly. A reflective assessment against the IDP for the year is captured through the Integrated Annual Report" ("2021/26 City of Johannesburg Integrated development Plan, 2021/26, p.10") Performance monitoring, reporting and evaluation. Five-year IDP Corporate scorecard.

		Strategic objectives, GDS output, Key performance indicator, intervention, Baseline, target lead department/entity and supporting department. Targets in Circular 88, UISP indicators. Legislative framework for monitoring and evaluation, Monitoring and evaluation in CoJ over the past five years Revised Monitoring & Evaluation framework Service Delivery and Budget Implementation Plan (SDBIP) Monitoring reports: Quarterly Performance Report, Mid-Year Performance Report, Integrated Annual Report and End of Term Report. Oversight structures for management of performance in CoJ: Group Performance and Audit Committee (GPAC) Group Audit Committee (GAC), Executive Mayor and members of the Mayoral Committee, Council and Section 79 Committees and communities. Auditor General South Africa.

No.	Themes	Definitions
5.	2021/26 IDP Planning and IDP	The theme provided details of what the CoJ's IDP Planning and IDP entailed. The CoJ IDP consisted of the following: municipal vision and mission, operational strategies, developmental priorities and objectives, local economic development aims, spatial developmental framework, a disaster management plan, a financial plan, key performance indicators and performance targets. The CoJ IDP Planning consisted of the five phases of IDP Planning, community participation. The IDP was presented to council. Below are relevant extracts: City-wide Strategic Risk Register. The City of Johannesburg Disaster Management Plan. Vision, mission, GDS 2040 outcomes and CoJ strategic priorities.