A CRITICAL ANALYSIS OF THE DEVELOPMENT OF THE STRATEGIC PLAN FOR THE KHOMAS REGIONAL COUNCIL

A THESIS SUBMITTED IN PARTIAL FULFILMENT
OF THE REQUIREMENTS FOR THE DEGREE OF

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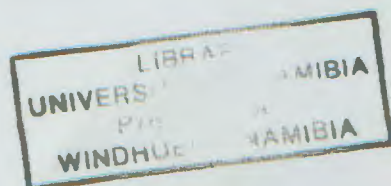
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ABSTRACT

This study undertakes a critical analysis of the development of the strategic plan for the Khomas Regional Council in Namibia. The Khomas Regional Council was randomly selected among the Office Ministries Agencies (OMAs) which had completed their strategic plans at the time this research was carried out. The Khomas Regional Council started the planning process in September 2007 and completed it in March 2008. The following questions were pertinent: Why did the development of the Khomas Regional Council's strategic plan take considerable time before completion? What challenges were faced by the participants and facilitators in the implementation of the process? To answer these key questions the study focused on the preparation done and the readiness for the Khomas Regional Council and the level of involvement of the staff members in order to determine the ownership of the process. The principal research objectives were:

(i)   To critically analyse the process followed to develop the strategic plan for the Khomas Regional Council with specific emphasis on, the preparation done to determine the readiness of the participants and input provided by the Khomas Regional Council management staff during the process;

(ii)   To identify the main challenge faced by the process as experienced by the participants and the facilitator(s), and

(iii)   To recommend appropriate interventions to improve the process as informed by the research findings

The target population consisted of five members of the Regional Implementation Team (RIT), and two external facilitators (the lead facilitators and facilitator from the Office of the Prime Minister (OPM). The total number of seven participants was available as the need arose. A purposive sampling strategy was applied to get the participants for this study. The researcher chose a purposive sampling strategy because only the managing team and the strategic facilitators were considered relevant to the objectives of the study. The data were collected through semi structured interviews and a desk study. Data was then analysed by categorisation and interpretation in term of common themes, patterns and meanings.

It was concluded that the planning process lasted for six months. This was because it was the first time the Regional Council had to plan using the balanced score card frame work and participants did not attend any pre-training workshop as part of their preparation. In addition, there was no fixed programme of activities which made specification in terms of date, month and year to complete the process. All participants agreed that the beginning of the process (the development of strategic plans) by the OPM was not clear.

The study makes the following recommendations. The strategic plan framework needs to be updated based on the lessons learned from the offices/Ministries/Agencies that have or not completed their strategic plans. These activities should be covered during the pre-work/ pre-planning stage; pre-training for senior managers and all key participants. The pre-training should cover surveys on customer's needs; resource analysis; and some basic information; documents that need to be read for aligning strategic thinking. All relevant documents should be made available in good time. The contract and terms of reference for the consultants need to indicate the duration in terms of months, dates and not the number of days in general.

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ACKNOWLEDGEMENTS

DEDICATION

I dedicate this work to my lovely parents, the late Mr. Ananias Shikongo; may his soul rest in peace! I also dedicate it to Ms. Elizabeth Ndengu, for being a source of wisdom and inspiration in my life. My upbringing without a father was difficult and tormenting to say the least, but eventually, it was worth it. The almighty God's fatherly care endures forever in my life.
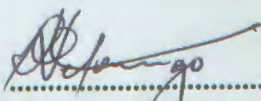
This work is also dedicated to my lovely wife, Ms. Josefina N. Nelongo for her motivation and consistent support during my studies.

DECLARATION

I, Jafet Nelongo, hereby declare that this study is a true reflection of my own research, and that this work, or part thereof, has not been submitted for a degree in any other institutions of higher education.

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.... [Signature]   Date 17/04/2009
[Student's name]

LIST OF ABBREVIATIONS

ACBF	Africa Capacity Building Fund
ARV	Anti-Retro Viral
BSC	Balanced Scorecard
CACOC	Constituency AIDS Coordinating Committee
CBO	Community Based Organisation
CCPS	Cabinet Committee on the Public Service
CDC	Council Development Committee
CT	Continues Improvement
CoW	City of Windhoek
CPST	Centre for Public Service Training
DHRD	Directorate Human Resource Development
DMS	Directorate Management Services
EU	European Commission
IMLT	Institute for Management and Leadership
KR's	Key-results
KRC	Khomas Regional Council
MAWF	Ministry of Agriculture Water and Forestry
MTEF	Medium Term Expenditure Framework
MTP	Medium Term Plan
MIT	Ministerial Implementation Team
MRLGHRD	Ministry of Regional, Local Government Housing and Rural Development
MWT	Ministry of Works and Transport

NamPOL	Namibia Police
NamPost	Namibia Postal Services
NamWater	Namibia Water Cooperation
NDP2	Second National Development Plan
NDP3	Third National Development Plan
NPM	New Public Management
NGO	Non-Governmental Organisation
ToR	Terms of Reference
O/M/As	Office /Ministries/ Agencies
OPM	Office of the Prime Minister
OVC	Orphans and Vulnerable Children
PAM	Personnel Administrative Measures
PAS	Performance Appraisal System
PESTLE	Political, Economic, Socio-cultural, Technological, Legal and Environmental Analysis
PMS	Performance Management System
PMS P&F	Performance Management System Principles and Framework
RACOC	Regional AIDS Coordinating Committee
RDCC	Regional Development Coordinating Committee
RIT	Regional Implementation Team
UNAM	University of Namibia
WASCOM	Wages and Salary Commission

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CHAPTER ONE

INTRODUCTION TO THE STUDY

1.1 Introduction

This study analyses the strategic planning process for the Khomas Regional Council. This chapter gives the background to the study, the statement of the problem, research questions, research objectives, the significance of the study, and the organisation of the study.

1.2 Background to the study

Prior to and in the early years after Independence, performance appraisals were done in the Public Service of Namibia, through the Merit Assessment and Efficiency Rating Systems. These two systems were replaced by the Performance Appraisal System (PAS) under the Wages and Salary Commission (WASCOM) during 1996 (OPM, 2002, p. 4). In 1998 the PAS was suspended due to the lack of a supporting organisational culture and insufficient training on the system prior to implementation (The Report on Research Findings of the Performance Management System project Team, 2002, p. 4)

In the late 90's the need for a comprehensive Performance Management System (PMS) became evident through, amongst others, a training needs analysis done amongst Senior Managers across the Public Service of Namibia and the facilitation of the development of strategic plans within Offices, Ministries and Agencies (O/M/As). With the commitment of the President of Namibia, Cabinet Committee on the Public Service (CCPS) and the Prime Minister, a project team was constituted within the Office of the Prime Minister

(OPM) in April 2001 to develop a framework and principles for a PMS for the Public Service of Namibia. Then the development of a Performance Management System (PMS) for the public service of Namibia was completed by 2006 (OPM, 2006, p. 4).

As part of the findings by the Report on Research Findings of the Performance Management System Project Team (2002, p. 4), the following recommendations were made to inform a meaningful and comprehensive system to improve the performance of the public service in an independent Namibia: (i) award of certificates of appreciation by the President or the Prime Minister on the recommendation of Office/ Ministries/ Agencies (O/M/As); (ii) award trophies or medals; (iii) award of performance bonuses; and (iv) publication of staff achievements in the media.

The action plan for the Project was set to complete the PMS Framework and Principles by the end of March 2004, with the date for piloting in selected Office/ Ministries/Agencies (O/M/A's) on 1 April 2004 and implementation across the public service was scheduled for 1 April 2005. Both the piloting and implementation were to be done through a phased approach so as to ensure that critical success factors were in place and capacity built prior to the phasing in of the various elements and aspects of the PMS. The Cabinet Committee on the Public Service (CCPS) endorsed the Performance Management System in 2002.

The milestones under PMS include strategic plans that cascaded into management plans, reconfigured organisations and establishments, and revised personnel administrative

measures (PAM) for all job categories, evaluation and grading of all job categories post and competency profiles for all positions, performance verification and performance recognition.

The development of strategic plans across the Public Service of the Republic of Namibia is the responsibility of the Directorate Management Services (DMS) in the Office of the Prime Minister (OPM). Since the launch of the project, few Ministries and Regional Councils have completed their strategic plans and at the time of writing, many still have incomplete plans. Hence, the process has attracted criticisms, especially as it was seen to be too incremental.

1.3 Statement of the problem

Since the Cabinet Committee on the Public Service (CCPS) endorsed the Performance Management System (PMS) in 2002, the development of strategic plans across the Public Service started with the support and advice from the Office of the Prime Minister (OPM). There has been no systematic research done detailing experience regarding the development of strategic plans across the Public Service of Namibia. Currently, there is no clarity as to how the process is progressing and experienced by those in the Office/ Ministries/ Agencies (O/M/As).

In addition, in April 2008, the Office of the Prime Minister (OPM) as a custodian of the system had a workshop for two days in order to re-look into the process, as the process was taking too long to complete one strategic plan (OPM, 2008). The workshop was conducted by Dr. Andre J. Parker. The Khomas Regional Council started the planning

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process in September 2007 and completed it in March 2008. The Council was randomly selected among those who had completed their strategic plans. This study undertook a systematic analysis of ways to improve the process in future. The study also makes recommendations on how to improve the process in future. The implementation of a performance management system depends on the strategic plan, because other milestones are based on it.

1.4 Research questions

Given the above background, the following questions were pertinent:

- Why did the development of the Khomas Regional Council strategic plan take considerable time before completion?
- What challenges were faced by the participants and facilitators in the implementation of the process?

To answer these key questions, it was necessary to critically analyse how the whole process was conducted starting from the initiation stage up to the last steps of the process. In doing so, the researcher explored the preparation done and the readiness of the Khomas Regional Council and the level of involvement of the staff members in order to determine the ownership of the process.

1.5 Research objectives

The principal research objectives were:

○ To critically analyse the process followed to develop the strategic plan for the Khomas Regional Council with specific emphasis on the preparation done to determine the readiness of the participants and input made by the Khomas Regional Council management/ staff during the process.

○ To identify the main challenges faced by the process as experienced by both the participants and the facilitators.

○ To recommend appropriate interventions to improve the process as informed by the research findings.

1.6 Significance of the study

The development of a sound and workable strategic plan is the major milestone in the implementation of PMS towards the accomplishment of Vision 2030. Since there has been no research of that nature carried out at the Khomas Regional Council, the findings of this research could serve as guidelines to other O/M/As involved in the development of a strategic plan for the Public Service of Namibia.

Furthermore, the results of this study can inform the steering committee in the Office of Prime Minister (OPM) about the real situation on the ground. The results can enable the OPM to revisit the manner in which the project is being conducted and managed. Lessons learnt in the process are important in terms of public sector reform and New Public Management theories in post-colonial African public services.

Research conducted by Authony (1999) showed that civil servants need extensive explanation and education about performance management systems. It was important to understand the approach used in the development of strategic plans, so that the process can yield good results and ensure ownership. This research is significant, because it attempted to get answers to some of the questions that were asked at different forums, such as the issue of documented past experiences which can serve as guidelines in the future.

1.7 Organisation of the study

This study consists of seven chapters. Chapter One introduced the study by presenting the background of the study, the statement of the problem, the research questions, research objectives and the significance of the study.

Chapter Two provides the literature review and the theoretical framework. Apart from an introduction to the chapter, the requirements for a successful strategic planning process were presented, and a comparative analysis which draws on the cases of the Victoria Valley College (California), and the University of Western Cape (UWC). The chapter concludes with lessons to be learned. Chapter Three presents the research methodology which includes the research design, population and sampling strategy, data collection methods, data analysis methods and delimitation of the study. Chapter Four deals with public sector reform in Namibia. Chapter Five presents the data and research findings. This chapter deals with an overview of the Khomas Regional Council, views of the

research participants, documentary findings, and concludes with suggestions and recommendations by the research participants. Chapter six comprises the data analysis, which includes themes and meanings of the research findings. Finally, Chapter Seven presents the conclusions reached and the recommendations.

CHAPTER TWO

LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1 Introduction

This part of the research provides critical comments on the literature consulted. The aim of this exercise is to find out what other researchers have found out and how it can help the researcher to support the study and identify the gaps in previous studies. The development of strategic plans is an integral part of the Public Sector reform programme and the Public Service Act (Act 13 of 1995), several Cabinet Action letters, the State Finance Act (Act 31 of 1999), outsourcing policies and other relevant government policies (OPM, 2006, p. 4). Therefore, the process is not the result of single person's ideas, but it is guided by public policies and whatever decisions to be taken need to be aligned with the guidelines of the above stated policies.

The definition of the term strategic planning needs to be understood by all managers before the process commences. Goodstein, Nolan, and Pfeiffer (1993, p. 3) define strategic planning as, "the process by which the guiding members of an organisation envision its future and develop the necessary procedures and operations to achieve that future." In contrast, Ackoff (1981) as quoted by Goodstein et al. (1993, p. 3) defines strategic planning as a process of deciding before action. Though different authors differ in terms of their conceptualisation, the purpose is to shape or frame the future of the planning organisation. Strategic planning does not deal only with future decisions. Instead, strategic planning is concerned with making decisions today that will affect the organisation and its future (Goodstein et al., 1993, p. 7).

There is a need to differentiate between strategic and long-range planning. For example, Elaine (2000, p. 1) states that long-range planning and strategic planning are often used as synonyms, but there is a difference: strategic planning aims to exploit the new and different opportunities of tomorrow, in contrast to long-range planning, which tries to optimise for tomorrow the trends of today (Morrison, et al., 1984). Long-range planning is usually inwardly focused and consists of monitoring trends of interest to the institution, forecasting the expected future of these trends, defining the desired future for the institution by setting goals, implementing policies and actions, and evaluating the effects of these actions and policies on the selected trends.

In contrast, strategic planning begins with environmental scanning, a process of studying the external environment via the media literature and periodicals for emerging issues that pose threats or opportunities to an institution. Each issue is then evaluated with regard to its possible impact. The environmental scan and evaluation are combined with the conventional long-range planning process to produce six stages of strategic planning: (1) environmental scanning; (2) evaluation of issues; (3) forecasting; (4) goal setting; (5) implementation; and (6) monitoring (Morrison et al., 1984). This model allows for both internal and external issues to be considered during the planning process.

For the purpose of this study, it is important to develop a relationship and difference between planning and strategy. Wildavsky (1973, p. 127), a political scientist well-known for his criticism of planning, conclude that planning is trying to be everything, planning

has become nothing. What is required is to develop an operational definition of planning in the context of strategy making. To some analysts planning is future thinking, simply taking the future into account, (an idea that goes back to 1916). To others, planning is controlling the future, not just thinking about it, but acting on it. "Planning is the design of a desired future and of effective ways of bringing it about" (Weick, 1979). Planning can also be seen as decision making. Dror (1971, p. 105) sees planning, as a means of improving decisions. Planning is integrated decision making. Schwendiman (1973, p. 32) sees planning, as an integrated decision structure.

Planning is required when the future state that we desire involves a set of interdependent decisions. The complexity of planning derives from the interrelatedness of the decisions rather from the decisions themselves (Ackhoff, 1970, p. 3). This view of planning takes us into the realm of strategy, since that process also deals with the interrelationships among decisions in an organisation (Mintzberg, 1994, p. 11).

2.2 The requirements of a successful strategic planning process

Pre-planning or pre-work for the strategic plan process is vital. According to Lambeth (2007, p. 45), the process of managing change is concerned with how people can be encouraged and empowered to work with the new resources; what support strategies are needed to help overcome resistance to change; methods of consultation; the roles of managers at different points in the change process; and the influence of organisational climate, structures, and ways of working on how well change is managed. Well (2003, p. 06) stresses that there are two stages involved when developing a strategic plan before

deployment. Firstly, pre-planning activities are typically conducted by strategic planning facilitators, assisted by an organisation co-ordinator. Pre-planning activities include, an understanding of the company policies, regulatory requirements, business environments, establish a planning team, division of labour, and clarification of roles.

Well (2003, p. 21) suggests that the pre-planning team should identify the groups of people to be involved in the planning process and specify at what stage each group need to be involved. She further suggests that customers should be involved during the pre-planning and assessment stages. Customers' interviews and other types of surveys can be conducted to gather customer input and reveal customers' desires and expectations. A completed plan should be shared with the customers in order to validate it.

Secondly, the planning processes itself which she believes that it should be led by senior leaders of the organisation. She further cautions facilitators not to begin strategic planning unless the senior leadership team is committed to carrying through to deployment and implementation. The researcher strongly supports both Well and Lambeth's arguments, because most reform initiatives are very slow to implement because people are not empowered and implementing offices lack an implementation plan which is a result of a pre-planning exercise.

In addition, Goodstein et al. (1993, p. 9) use a concept called "planning to plan". According to them, the pre-work of the Applied Strategic Planning process involves

answering such questions as: How much commitment to the planning process is present? Who should be involved? How do we involve absent stakeholders? How does the fiscal year fit in the planning process? How long will it take? What information is needed in order to plan successfully? So, planning to plan includes developing answers to these questions and making the necessary decisions (Goodstein et al., 1993, p. 9). Given this idea, the researcher wanted to find out if the Khomas Regional Council did consider the "planning to plan" stage, which has got a big influence on the pace it was moving.

The length that it takes an organisation to complete its strategic plan depends on each unique circumstance and on organisation culture. Well (2003, p. 7) identifies several critical factors. These include: The factors include the degree of commitment to the effort by the senior leaders; strategic planning facilitators and organisation coordinator; the level of total quality knowledge among the senior leadership team, the level of employee involvement in plan completion and organisations' readiness for change. According to Bryson (1947, p. 87), the time frame to complete a strategic planning process should ideally be three months. He further suggests that a strategic planning task force or coordinating committee be formed, in order to serve as a mechanism for consultation, negotiation, problem solving, or buffering among organisational units. The size of the strategic planning team is crucial, but Bryson (1947, p. 89) stats that if an organisation is large, then there is need to involve many people, but most of the team members probably will not need to work full time on the effort except for brief periods. The team should be headed by a senior person with these characteristics: skilled in process facilitation, technical analysis, advocacy, and self-criticism (Bryson, 1947, p. 89).

The degree of control exercised by the planning organisation is vital. Faludi (1984, p. 140) notes that complete control by the planning organisation leaves no room for the environment, or any part of the environment to act in ways other than those set by the planning agency. In support of the aforementioned point, the researcher was of the opinion that the degree of control exercised by the planning team for the Khomas Regional Council needed to be looked at critically because it is one of the vital factors that shape the entire process of strategic planning.

The strategic planning process starts with a situational analysis and the O/M/As mandate, vision, mission and values. Based on these the O/M/As strategic plan is developed. This strategic plan is enhanced with performance indicators and targets for all objectives with required initiatives to achieve these objectives. It is then cascaded to the management plans for each unit. These are action plans spelling out objectives, performance indicators, targets and initiatives for each unit and individual (OPM, 2006, p. 4).

Based on the above description, it is an indication that the process needs to include representatives of all units in an organisation, since at the end of the process each unit will get an objective or objectives to achieve. According to Stockley (1999), "many leading organisations are moving away from the 'us and them' contract model. Instead, they are forming strategic relationships or partnerships because of what is good for one helps the other. 'Us and them' is becoming 'we'. In a spirit of teamwork and cooperation,

these organisations are constantly searching for better ways. Outsourcing arrangements will only succeed if they are based on mutual respect and trust and not on the strict legal interpretation of the contract." In essence, the process of strategic plan development need team efforts and the use of external consultants needs to be to the benefit of the organisation as primary focus. Armstrong et al. (2006, p. 23) agree that strategic planning is a systematic process for improving organisational performance by developing the performance of the individuals and teams. It is a means of getting better results from the organisation, teams and individuals by understanding and managing performance within an agreed framework of planned goals, standards and competence requirements.

The overall aim of a strategic plan is to establish a high performance culture in which individuals and teams take responsibility for the continuous improvement of business processes and for their own skills and contributions within a framework provided by effective leadership. Its key purpose is to focus people on doing the right things by achieving "goal clarity" (Armstrong, 2006, p. 2). The overall aim of the strategic plan is clear as Armstrong puts it, but the researcher wanted to find out if the senior managers at Khomas Regional Council were introduced or had an understanding of the benefits before the exercise started.

The understanding and support of senior managers across the public service is crucial, because they can play a big role in terms of buy-in by all staff members across the Public service. It means that before the process started, the Office of the Prime Minister (OPM) was supposed to make sure that there was support from the senior managers in the public

service. Support in general is useless unless there are indicators. Some indicators of support from senior managers include getting people together and selling the ideas at all levels in the organisation.

Moreover, it is urged that emotional intelligence is one of the basic principles for an individual to perform at his/ her level best. Emotional intelligence deals with three aspects, namely, knowing, understanding and control of emotions by individuals in an organisation (OPM, 2006 p. 19). Authony (1999) stresses that proper implementation is vital to the success of any new performance management system. During the "sell-in", emphasise the benefits of the system and make it clear that the organisation is totally committed to the new initiative.

The implementation of a results-oriented PMS in the Public Service of Namibia presumes that individuals not only know their responsibility and accountability towards achievement of key-results (KR's). It presumes that an individual has had the opportunity to come to understand the essential personal skills associated with performance. These skills enable individuals to make a meaningful contribution to the whole process (OPM, 2006, p. 3). When the performance management system was implemented in the UK public sector, staff at all levels had a clear understanding of the new system and perceived it as being beneficial to them (Rodney et al., 2005, p. 13). If that is crucial, then it should apply to Namibia as well.

Trust is the cornerstone in managing change. Armstrong (2006, p. 34) argues that the reason for the failure to advance and implement the clinicians' management initiative in an Irish Hospital management has been the problem of trust. He reports that there was a lack of trust between the two groups, consultant hospital doctors and hospital/ health board management. Bendheim (1997, p. 20) concludes that one consequence of an absence of trust in an organisation is the emergence of cynicism towards change. This scenario is relevant to the problem under study, in the sense that, if the teams involved in the exercise did not build trust amongst each other. For example, the Directorate Management Services (DMS) and external consultant expected to give the whole process in the hands of Khomas Regional Council as part of ownership and trust that they can manage the process with their support.

Communication is crucial when building trust among the team members. Stockley et al. (1996, p. 30) says that by linking trust and communication one could start to pinpoint the way to build trust, even in circumstances where disparate partners are brought together. The author further stresses that increased provision and exchange of information has been shown to enhance trust significantly in service-providing settings. Bryson et al. (2003, p. 5) support the notion that the initiatives for developing trust need to consider issues of communication.

Interested parties (stakeholders) play a major role in the implementation of the performance management system. Bryson (200, p. 22) states that the term stakeholder has assumed a prominent place in non-profit management theory and practice over the last 20

years, and more especially so in the last decade. Bendheim and Graves (1998, p. 4) and Rowley (1997, p. 10) agree that all of the factors involved in performance management and measurement systems are influenced by the overarching effect of multiple stakeholders.

Stakeholder involvement and acceptance are factors in a strategic process that are often neglected yet are of utmost importance. A strategic plan is only as good as the adherence it can solicit. Within the organisation, a widely accepted long-term and compelling vision can mobilise unexpected enthusiasm and resources. According to Stockley (1999), essential elements for the acceptance of the strategic plan by the stakeholders include a careful identification of key stakeholders; a clear definition of their roles in the different stages of the planning process; an open attitude towards their contributions; and an acceptance without prejudice of the information views provided by the stakeholders.

The researcher is in agreement with Stockley because not only do stakeholders need to accept the plan, but to support the implementation thereof. The reason why implementation fails is that stakeholders are not involved and at the same time would not avail resources. Therefore, it is vital that they are involved throughout for ownership.

In support of the aforementioned factors, Lambeth (2007, p. 6) proposes some principles that can lead to a successful implementation of change in an organisation. These principles should include "at all times involve and get support from people within the system, communicate, involve, enable and facilitate involvement from people, as early

and openly and as fully as possible. One of the most important processes in getting a change accepted is building ownership." According to Lambeth (2007, p. 27), staff affected need to develop a clear idea of what will be involved in the change, what it will look like and how it will help them. They need to 'buy in' to the new ways of working not to feel that they are being driven by someone else's bright ideas.

Discussions with staff at all levels in the service need to begin as early as possible – it is foolhardy to expect to forge ownership of any new practices overnight. Managers need to provide the time to engage with each other and with their staff. The author further stresses that consultation and collaboration with key stakeholders is important at the initiation stage. At this stage, it is usually a good idea to try to actively involve everyone because it can save you from own wrong assumptions.

Leadership commitment is crucial in the strategic planning process. Well (2003, p. 18) stresses that it is the senior leadership team's responsibility to set the strategic direction, guiding principles, mission, and strategic goals of the organisation. Mid- and lower-level employees typically do not have the broader systems view of the organisation needed to establish or change its strategic direction. According to Lambeth (2007, p. 40), whether you work at strategic level in a local authority or in a small branch library, it is important to understand how your organisation works and how ready it is to engage with change.

Research conducted by Authony (1999) found out that people need a lot of explanation and education about all processes. Based on the above arguments, one can assume that the reason planning process was slow and faced a multiplicity of challenges was because five percents of the staff members involved in the process did not know how the organisation work and needed more information before the process started.

In addition, Armstrong (2006, p. 30) outlines some of the elements that can help performance management work. He explores such issues as: How to put into place the enablers that will make it happen and that will ensure total commitment from senior management. Much time needs to be spent in engaging line managers in the process and performance management should be a regular topic at senior management meetings. Central to the enterprise are training-skills workshops and the use of Gallup Poll survey to measure engagement. A well-designed and implemented system will be self-supporting. Participation will be voluntary and the "coercion factor" will be minimal. The human resources (human capital) "department" is normally charged with the overall administration and monitoring of the system. Line management is normally responsible for the local scheme management (Stockley, 1999).

The point of enablers is critical in the process of strategic development because there is need for money to pay the traveling allowances for the staff members' involved and availing time for the right people to participate in the process. If managers do not want to avail resources for the exercise, then there is no need to go ahead because it is an indication that there is no internal commitment. In most cases, resources are not enough,

but it is time for Namibians to walk the talk of "cost effective" by using cheaper or government venues in order to save money. Both the survey on Performance Management practice (2005) and Armstrong (2006, p. 44) concur that e-reward and Stockport are the most significant implications on what makes performance management work in achieving buy-in from top management and achieving line management commitment.

Leadership requires a person with a brain, a heart and a hand. The brain, heart and hand of leadership are explained as:

- Cool brain: hard headed and rational.

- Warm heart: soul, spirit.

- Clean hands: what you do, your touch, action (OPM, 2006, p. 31).

In comparison with other sources, it emerged that communication is the core element in change management and in the development of strategic plans in the public service of Namibia. It is agreed that the introduction of new ideas poses challenges to many if not all organisations.

Therefore, Lambeth (2007, p. 27-28) suggests the following points for smooth and successful implementation of change in an organisation. Firstly, a programme, project or change manager should be appointed with clear responsibility to keep things moving and

to orchestrate the process. They do need to be sensitive in order not to prevent local ownership and empowerment. Secondly, a mixture of pressure and support should be provided. People need such pressure to change their behaviors, but this only works in an environment where there is also lots of support to help them cope and enough space to enable them to develop their own view of what is happening. Thirdly, tangible benefits and rewards of the change need to be apparent.

It is true that there is a need for pressure, but pressure should be accompanied by understanding and more support. It does not help to do something out of pressure without an understanding of the benefits. The appointment of a change manager is crucial, but his/ her position in the organisation matters, because of the level of influence at all levels in the organisation. Therefore, a change manager should hold a senior position in an organisation and above all he/ she should be a good role model.

Despite the readiness of an organisation, Stoll and Fink (1996) as quoted by Lambeth (2007, p. 35) outline some of the following futures of a dynamic or successful organisation as follows:

Shared goals- "we know where we are going," responsibility for success- "we will make this work, and "collegiality"- we are in this together. In addition, there is a need to learn from past experience.

Lessons learnt by other organisations or countries who went through the same process must be taken into consideration in the process. A report on Public Sector Reforms in Africa (2005) states that one of the main lessons learnt from the review of African's public sector reform is that, public sector management reform is a continuous process; it takes a long time to achieve fundamental reform of the public sector. One of the key challenges for African Countries in the years ahead is that they should view their reform experiences as learning opportunities and stay focused and committed so that they can achieve the objective of building a high-quality public sector.

Critical success factors in the reform process include, among others, strong political support, well trained and profession administrators, clarity of vision and effective collaboration with all relevant stakeholders in the reform process. As resources are scarce in most organisations, effective control in day-to-day administration is essential. Strong commitment by the driving forces within the planning institution is one of the most important factors for success. Without conviction and active support by the top management, a strategic planning exercise is doomed for failure from the outset. Only strong commitment from senior management can mobilise the forces and create the adherence and dynamics necessary to complete the demanding process. Commitment in all layers must be verified and, if necessary, solicited and reinforced before the start of any future planning activity. Furthermore, a successful completion of the planning exercise critically depends on strong leadership. The complex process needs dynamic and careful coaching through its different phases. Moreover, key actors must be identified internally and externally, and their respective roles and responsibilities clearly defined

from the outset. Only a clear and transparent process conducted by accepted leaders can yield a quality process and product, which is compelling and authoritative enough to orient staff and stakeholders. The skills necessary for the successful completion of the diverse tasks throughout the process must be assembled carefully. Availability of the necessary competences within the center is a first step. Missing skills will then have to be complemented by acquisition of external competence (Stockley, 1999).

The current practice is more on acquiring external competence and neglect the internal one. So, there is a need to consider internal competences in the first place before the process starts. Interdependence needs to be identified as early as possible in order to succeed. Jeffrey and Aaron (2005) as cited by Hill and Hupe (2006, p. 44) argued that, if action depends upon a number of links in an implementation chain, then the degree of co-operation between agencies is required to make sure that those links have to be managed smoothly.

The facilitators and technology used during the process have a big influence on the period that it takes a planning organisation to complete a strategic plan. According to Goodstein et al. (1993, p. 81), the enabling role is crucial because he/she helps the planning team to deal with process issues that are vital to a successful planning process. The facilitator can delay the process if the facilitation skill is not up to standard. Research conducted by Thiagi (1999) identified five characteristics that make up a good facilitator. A good facilitator must be flexible, adaptive, responsive, proactive and resilient. Therefore, if the concerned facilitators do not have the above stated characteristics, then the process faces

a multiplicity of challenges. Given that scenario, there was a need to evaluate the qualities of the facilitators who conducted the entire process for the Khomas Regional Council.

The new strategic planning model needs to emphasise the process over product. According to Lorenzo (1993), as quoted by Elaine (2000, p. 3), change in the planning environment impacts on the strategic planning process. Writing on the requirements for a new model of strategic planning in community colleges, the following emerged: producing a clear sense of purpose and an understanding of the college's relationship to the larger environment; devoting greater attention to measuring effectiveness and improving quality; objectively and systematically monitoring faculty and staff attitudes; determining more accurately the external forces that trigger the need for change; designing an environmental scan that reflects the expectations of multiple and diverse constituencies; and providing a means to monitor and influence public opinion.

Planning efforts must also take institutional culture into account. Only by understanding the cultures and subcultures unique to an institution can strategic planning and change management attempt to include all facets of a college's population. Carter (1998) asserts that "transformation calls for the entire college community to become involved" (p. 441) and describes any major change in the community college as a cultural change. According to Carter, "there are disruptive and uncomfortable dimensions to cultural change ... [but] it can also be a time of tremendous innovation and creativity" (p. 447).

What should accompany any effective plan is a set of activities designed to support the process of cultural transformation (Elaine , 2000, p. 3).

Human aspects play a decisive role in the planning process and as Elaine (2000, p. 2) points out, perhaps the most important element in the strategic planning process is the people. A successful plan will have a group of organized staff, trustees, administrators, faculty, and, often, students behind it. Some common needs of individuals should be kept in mind during any planning process: the need to feel important, to be respected, to be informed, to receive recognition and rewards, to know the expectations held for performance, and to have influence (McClenney, 1982). Recognising these needs and facilitating an environment conducive to trust and communication are imperative for success. Absence of trust will "short-circuit even the most creative plans for organizational development" (McClenney, 1982, p. 107).

Though different authors agree on some important aspects of the strategic planning process, Bryson (1947, p. 84-91) however, concludes that the following steps or factors are vital and should be the core elements and focal points for any organisation which wants to have a successful process:

- Some person or group must initiate and champion the process.

- Some person or group must sponsor the process to give it legitimacy.

- Decide whether a detailed, jointly negotiated initial agreement is needed.

- Form a strategic planning task force or coordinating committee, if one is needed.

- If a coordinating team is formed, use it as a mechanism for consultation, negotiation, problem solving, or buffering among organisations, units, groups or people involved.

- The process is likely to flow more smoothly and effectively if the coordinating committee and any other policy board that is involved are effective policy-making bodies.

- Key decision makers may need orientation and training about the nature, purpose, and process of strategic planning before they can negotiate an initial agreement.

- A sequence of "initial" agreements may be necessary, involving a successive expanding group of key decision makers, before a full-scale strategic planning effort can proceed.

- In complex situations, the initial agreement will be the first big decision point and if an effective agreement can not be reached among key decision makers, then the effort should not proceed.

The above mentioned factors did add much value to the research, because they were guidelines towards the analysis of the strategic planning process for the Khomas Regional Council.

2.3 Theoretical framework: A systematic approach to strategic planning

The theoretical framework section presents the theory on which the study/ research was based. The researcher indicates how it supports the study and how it will be used in the study. This study was based on a systematic approach to strategic planning. Armstrong (2006, p. 3) states that a systematic approach to organisational performance is aligning individual accountabilities to organisational targets and activity. Performance management is a planned process of which the primary elements are agreement, measurement, feedback, positive reinforcement and dialogue (Armstrong 2006, p. 3). We believe that change management is both a science and an art. Our systemic approach ensures that templates and toolkits enable an integrated, holistic and aligned Change Strategy as opposed to potentially remaining a collection of arbitrary Change Management interventions (Stockley, 1999).

The core of the PMS is aligning the O/M/A's planning process to Vision 2030 and the national development goals and objectives, and cascading the goals and objectives down through management and action plans to the lowest level in an organisation (OPM 2006, p. 15 of 173). In light of the above arguments the systematic approach was relevant to the study because PMS processes are designed in a systematic way, so, too, the implementation thereof. As part of a change management process, some aspects of the democratic approach were used in the study. The democratic approach focuses on collaborative team working and it believes that people will take collective responsibility for working together to achieve success. The strength of this approach is that it

emphasises collaboration and empowerment, two key elements in managing change (Lambeth, 2007, p. 24).

2.4 Comparative analysis

2.4.1 The case of the Victoria Valley College (California).

Elaine (2000, p. 2) describes the case of the Victoria Valley College (California) as follows: "Strategic planning at Victor Valley College (California) met with resistance several times in the early 1990s when change was attempted (Gould and Caldwell, 1998). The existing organisational culture at the college was one of distrust and segmental in which faculty, staff, and administration had become adversarial and territorial. When a new president arrived in 1990 and began making efforts to change the organisation, he was unsuccessful. But, after embracing the principles set forth by Covey (1990), most notably personal trustworthiness, interpersonal trust, and managerial empowerment, the president helped garner the faith and cooperation of his employees. An environmental scan and a strategic plan were successfully completed, followed by an eventual re-engineering of the college.

Most colleges recognise the importance of individual and group personalities in the strategic planning process. Rio Salado College (Arizona) implemented some helpful activities for its employees during this process, including a survey that identified employees' biggest fears about change, an employee training program and empowerment training manual, a weekly President's bulletin, a monthly President's breakfast with a small group of randomly selected employees, and a rewards and recognition program (Thor, 1993). Allegany Community College in Maryland developed a model for

managing organisational change that emphasised the human element (Frank and Rocks, 1996). Built into the model was a component for active, two-way communication, as well as a component that called for commitment and input from all personnel to the planning process. According to this model, organisational leaders should be sensitive in managing change and assisting employees with transitions, and proposed changes should begin with frank discussions of possible causes of resistance."

2.4.2 The case of the University of Western Cape

Ekon and Plante (1996, p. 15) describes the UWC case as follows: "The context at the University of Western Cape is vividly, even dramatically, of a different hue. Long years of struggle against a discriminatory government has inculcated in some certain habits of opposition and stances of resistance that add depths of complexity to any effort at reaching consensus on the formulation and achievement of goals. The University of Western Cape is among the universities in South Africa that best illustrate the urgent need to link the purposes of Broad Transformation Forums to those of Strategic Planning. For both efforts, after all, speak to change, to shared decision-making, and to the widest possible dissemination of information about all aspects of a campus community." This case study is relevant to the study because it emphasised the point of reaching an agreement after a period of resistance. The government of the day in Namibia is for every body. Therefore, any strategic planning should attempt to address national issues and not to promote personal interest. Finally, there should ownership of the strategies, so that it supports   the   implementation.

2.4.3 Lessons to be learned

From the experience of two cases it is evident that, at the very core of successful Strategic Planning lies a fundamental conviction: the good of the whole exceeds in importance the good of any of its parts. It is an approach that is significantly optimistic in that it asserts the possibility of creating a culture where priorities are agreed upon, and of encouraging a climate within which colleagues rejoice, not only in their own accomplishments, but in the accomplishments of others, in the belief that the success of one leads to the success of the team.

Hence, as it stands, Strategic Planning is hampered, if not crippled, by an opposing spirit on the part of some engaged in transformation who view the struggle for change as the struggle for power of one stakeholder against another. Two ways-communication, trust, capacity development and senior leadership support are some of the critical success factor in the process of strategic planning. Finally, it is very common to experience resistance due to the fear of unknown, but then it is the responsibility of the senior managers to make everybody understand the benefits thereafter.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter presents the research design, population and sampling strategy, data collection methods, data analysis methods and the delimitation of the study. The main aim of this chapter is to address how the research was conducted.

3.2 Research design

There are two types of research designs namely, qualitative and quantitative. This study used the qualitative research design in the form of a case study because the qualitative research studies individuals, policy, a programme, or event in depth for a determined period of time (Du Pisani, 2008, p. 11). It is a case study limited to the Khomas Regional Council. According to Mitchell (2005, p. 193) the term case study pertains to the fact that a limited number of units of analysis (often only one) is studied intensively. In other words, its boundaries should be determined. In some instances, this decision is obvious. In other examples the researcher may, during the course of the study, find it necessary to adjust the boundaries that in any case have initially determined arbitrarily.

Furthermore, the following elements are crucial in case studies. Firstly, the purpose of the case study is to understand a process, policy or situation in great depth. Secondly, the focus is on one case within a contextual setting. Thirdly, data collection is done through observations, interview, and study appropriate written primary sources/documents.

Lastly, data analyses are done by means of categories and interpret the data in terms of common themes, followed by a synthesis into an overall, integrated portrait of the case.

3.3 Population and sampling strategy

The target population consisted of five members of the Regional Implementation Team (RIT), and two external facilitators (the lead facilitators and OPM supporting facilitator). The total number of seven participants could be adjusted as the need arose. A purposive sampling strategy was applied to get the participants for this study. The researcher chose the purposive sampling strategy because only the managing team and the strategic facilitators were considered relevant to the study.

3.4 Data collection methods

The following methods were used during the data collection for the case study:

Semi-structured interviews: These interviews were conducted between the researcher and a group of managers who are members of the Regional Implementation Team (RIT) and strategic planning facilitators. The interview guides were developed to direct the process. This method was relevant, because it led to in- depth understanding of the problem under study.

A desk study: The researcher undertook a desk study of the reports of the strategic plan workshops and culled whatever was relevant to the research. The desk study was very much relevant in this research because it helped the researcher to identify issues that were not revealed during the interviews.

3.5 Data analysis methods

The data were analysed by categorisation and interpreted in terms of common themes, patterns and meanings. Discussion and interpretations of findings were supported by the literature review as identified in Chapter Two of the study.

3.6 Delimitation of the study

This study was delimited to the Khomas Regional Council only and the type of the research was a case study. The study analysed the process used by the Khomas Regional Council in developing their strategic plan. The field of specialisation of this research is the development of strategic plans for non-profit making organisations.

3.7. Limitations of the study

However, the following limitations were experienced by the researcher though they did not stop the planned work. Firstly, time was not enough because the researcher was not on study leave and had to do it by appointment with the respondents. Lastly, the format of the proposal and other research aspects acceptable by the University of Namibia were not clear from beginning.

CHAPTER FOUR

PUBLIC SERVICE REFORM IN NAMIBIA

4.1 Introduction

This chapter consists of a brief historical background of the New Public Management (NPM) concept, PMS implementation in the Namibian Public Service, strategic planning and PMS implementation in the Namibian Public Service and the introduction of the balanced scorecard. The main idea of this chapter is to draw the context of the PMS which is yet to be implemented in the Public service of Namibia.

4.2 Brief historical background of the New Public Management (NPM) concept

According to the Economic Commission for Africa report (2003, p. 5), from the late 1980s, the debate on good governance and its requirements has provided an impetus to public sector management reforms. Some of the changes that have taken place have been aimed at tackling some of the worst forms of governance and abuses and failures in Africa such as: the personalised nature of rule in which key political actors exercise unlimited power; systematic clientelism; misuse of State resources and institutionalised corruption; opaque government; the breakdown of the public realm; the lack of delegation of power and the disengagement of the masses from governance (Hyden, 1992 and 2000, Bratton & Van de Walle, 1992).

Good public management and administration, with emphasis on accountability and responsiveness to customers needs, has since been seen as an aspect of good governance by donor agencies supporting reforms in developing countries. Thus, in the good

governance prescriptions, one finds public management reforms as a key component pointing towards market and private sector approaches to public sector management, under the guise of New Public Management (NPM).

NPM shifts the emphasis from traditional public administration to public management, pushing the state towards managerialism. The traditional model of organisation and delivery of public services, based on the principles of bureaucratic hierarchy, planning and centralisation, direct control and self-sufficiency, is apparently being replaced by a future of smaller, faster-moving service delivery organisations that would be kept lean by the pressure of competition, and that would need to be user-responsive and outcome-oriented in order to survive (Economic Commission for Africa report, 2003, p. 6).

The Economic Commission for Africa report (2003, p. 15) further points out some of the inter-organisational strategies or mechanisms towards public service reform. These included:

- Performance Management;
- Pay Reform;
- Decentralisation;
- Privatisation;
- Contracting out;
- Civil Society Organisations;
- Customer-Driven Government;

- Quality and Standard;

- Policy Management;

- Stakeholder involvement, and;

- Adequate Resource Utilisation;

Different countries used the variety of tools in implementing the public sector management reform (Economic Commission for Africa Report, 2003, p.19). The table below depicts some of them:

Table 1 Main tools used in implementing public sector management reform

• Modernisation Units
• Legislation
• Promotion campaigns
• Evaluation or review
• Major report or discussion paper
• Creation of committee/ commission Programme

Source: (Economic Commission for Africa report, 2003, p. 19)

Performance Management is one of the various NPM inspired measures to address some of the accountability problems mentioned in the previous section. It has the goal of performance improvement of managers, that is. vesting the public manager with the power and authority s/he needs to serve the citizen, and strengthening the links between government and its diverse clientele in civil society (CAPAM, 1994) as quoted in the

Economic Commission for Africa report (2003, p. 13). The report further states that performance management is a means of getting results from individuals, teams and the organisations at large, and allows for the development of indicators against which performance can be later measured. Performance management systems are currently in place in among others: Botswana, Ghana, Madagascar, South Africa and Uganda.

4.3 Performance Management System (PMS) implementation in the Namibian Public Service

As indicated in Chapter One, the New Public Management concept which was introduced in the early 1980s was endorsed by the Namibian Cabinet after independence. As an attempt to implement NPM in an independent Namibia, a number of reform initiatives were introduced and implemented. The Performance Management System (PMS) was one of them. The ultimate goal of the new Performance Management System (PMS) is to transform the public service into an efficient, cost effective and performing organisation.

The thinking towards a new PMS for the Namibian public service started after the abolition of the previous WASCOM-recommended performance appraisal system. The need for a new PMS was further confirmed by a training needs analysis undertaken by the Centre for Public Service Training (CPST) of the University of Namibia (UNAM). Former Prime Minister, Hage Geingob officially gave the mandate in April 2001 to develop and implement a Performance Management System.

The first concrete steps towards the PMS started with the appointment of a Steering Committee and a Project Team. To ensure ownership and successful implementation of the system, the team agreed on the following two fundamental principles:

- Design a PMS suited to local needs.
- Consult and involve all stakeholders.

The team conducted extensive consultations, research and benchmarking with organizations and experts within and outside Namibia. Some of the prominent private sector organisations surveyed included the Bank Windhoek, Namdeb, Telecom, Namibia Breweries and Rössing. In-depth interviews were held with senior public officials. An Open Day for Consultants was declared to solicit views from local academics and experts. Special recognition was given to local consultants, Ulf Schwacke, Harald Schmidt and Wilfried Rupieper, who worked closely with the project team. The aim was to gain as much knowledge on performance management from different sources.

Information obtained from all these consultations and research was presented to key stakeholders at a Strategic Workshop in Windhoek in July 2003. A draft framework for the new PMS was compiled based on these research findings. This draft framework was to become the official working document. In between, the team had numerous briefing sessions, meetings and workshops with senior managers and key stakeholders for extensive consultations on the new PMS. The Consultation Workshop on Performance

Management System and Public Service Delivery at the Nampower Convention Hall in November 2003, stands out as a crucial milestone in the project.

Contact groups were established in each Office/Ministry to serve as focal point for all PMS activities. The Ministry of Agriculture, Water and Rural Development and the Ministry of Labour were selected as pilot ministries for the new PMS. As demonstration of its strategic importance the PMS was a major element and theme at the Africa Day of Public Service for 2003 and 2004, respectively. As part of general public awareness a supplement providing information on the PMS project was inserted in local daily newspapers (OPM, 2004).

4.3.1 PMS implementation structure in Namibia
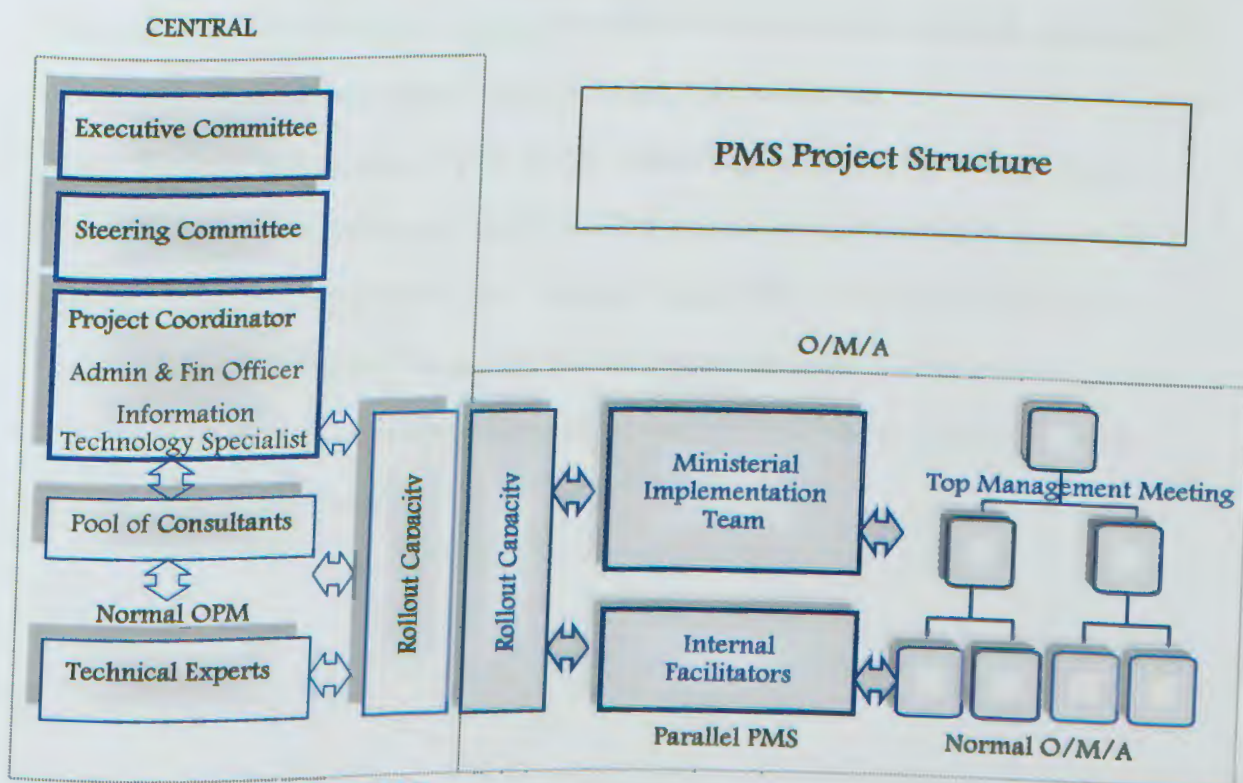
Figure: 1: Source: (OPM, 2004)

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As shown in Figure 1, the implementation of PMS in the Namibian Public Service is well structured from the centre (Office of the Prime Minister) and Office Ministries and Agencies (O/M/As). The central part has different committees that oversee the implementation of the Performance Management System in the entire Public Service in close collaboration with the OPM technical units which are working directly with O/M/As through the Ministerial Implementation Team (MIT) or Regional Implementation Team (RIT). Both the RIT and MIT comprise of managers from each O/M/As or Regional Council who are responsible for the implementation of the system and support the rollout process at all time.

In addition, external consultants assisted the OPM with capacity development (training of internal facilitators), developed strategic plans for O/M/As, provided technical support to senior managers and trained senior managers as per PMS milestones.

Finally, external consultants are paid by the contracting office (OPM) and not by the O/M/As where they are doing the work. The PMS project is being funded by the Africa Capacity Building Fund (ACBF), the European Union (EU) and Government of the Republic of Namibia (GRN). The agreements determined who pays what and how.

PMS implementation has to achieve seven milestones (OPM, 2006, p. 20). Box 1 on the next page depicts all of them.

Box: 1. PMS Milestones

PMS Milestones

- completed **strategic plan**,
- cascaded strategic plans into **management plans**,
- **post profiles** for all positions in the O/M/A, based on the revised PAM for the job category,
- **performance agreements** for senior management and staff members,
- **performance assessment**,
- performance **verification**, and
- performance **recognition**.

Source: Adapted from a leadership presentation at Hardap Regional Council (OPM, 2007).

PMS implementation in the public service is being led by the Office of the Prime Minister (OPM) as a result different milestones are allocated to different technical units. Table 2 below depicts the milestones and units:

Table 2 OPM Technical Units and PMS functions

Milestone	Responsible Division/ Technical unit
Strategic plan	DMS: Consultancy Services Group

Management Plans	DMS: Consultancy Services Group
Post Profile & Job evaluation & grading	DMS: Resource Management Group DMS: Job evaluation and grading
Performance Agreement & Personal development Plans	Directorate Human Resource Development
Performance Assessment	Directorate Human Resource Development
Performance Verification	Directorate Human Resource Development
Performance Recognition	Directorate Human Resource Development

Source: Adopted from the PMS document (OPM, 2007)

4.4 Strategic planning and Performance Management System (PMS) implementation in the Namibian Public Service

The total implementation of Performance Management System (PMS) is based on a strategic plan which is the first milestone as part of its systematic implementation. The PMS P& F (2006, p. 32 of 173) points out the rationale for the Strategic Planning Framework for the Namibian Public Service. These included:

- Present the perspective and benefits of strategic planning in the public sector.

- Develop a common understanding on the terminology of strategic planning in the Namibian Public Service.

- Synchronise and converge into a single document the high level national initiatives (such as Vision 2030, Millennium Development Goals and National Development Plans) and Ministerial Strategies within the resource allocations (MTEF and MTP).

- To provide a building block for the development of an Integrated Performance Management System that incorporated and translated organisational objectives into performance agreements.

- Enhance and increase management capacity to drive performance and service delivery improvements within the broad parameters of the Framework.

- To promote innovative, creative thinking in the Public Service.

- Encourage full participation of all stakeholders in the planning process

Figure 2 The "Strategy Diamond" depicts the strategy planning process from top to bottom, step by step

The following text appears within the figure:

1. Initiation

2. Situational Analysis

High level statements -Vision 2030, NDP etc

2. Mandate, Vision, Mission & Values

3. Strategic Themes

4. Strategic Objectives linked to themes (Strategy Map)

5. Corporate Balanced Scorecard
(Measures, Targets, Initiatives, Accountable Unit, Resource Requirement.)

6. Stakeholder Conference

7. Structure Review

8. Cascading the Strategic Plan

Unit Scorecard   Unit Scorecard   Unit Scorecard

Ind   Ind   Ind

9. Executing the Strategic Plan

10. Monitoring, Evaluation, Verification, Feedback & C I

Source: (OPM, PMS Strategic planning framework, 2007)

The O/M/A strategic plan is developed in stages 1 to 7. Unit management plans are developed in stage 8 (cascaded from the strategic plan) which clearly states the roles of the group and individuals in performing specific duties and projects within specific timeframes and budgets. In this way the individual is linked to the vision and can clearly see his/her contribution to the O/M/A's vision realisation.

In stages 9 and 10 the strategy/management plans are executed and progress/performance regularly measured, evaluated and verified with a feedback loop towards continuous improvement (CI).

4.5 The introduction of the Balanced Scorecard (BSC) in strategic planning and PMS implementation process

The concept of perspectives (or dimensions) is explained by means of the following two figures. The first figure is a cube with 6 sides or perspectives. To get the full picture of the cube, one needs to look at all its sides or obtain all points of view. The second figure is a house with four main components. To get the full picture of the house, one needs to view the foundation, walls and the roof. An O/M/A has the following main components or perspectives: Employee perspective (E); internal processes perspective (P); financial perspective (F) and the Customer perspective (C).

Figure: 3. Balanced scorecard perspectives
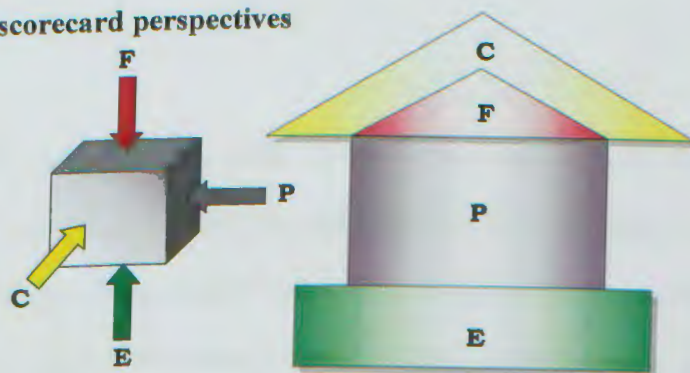
Source: (OPM, 2004)

This balanced view of the O/M/A could be compared with the dials and gauges on a car's dashboard. Drivers can see at a glance what the indicators are communicating. The trick is to identify the few critical indicators that tell the story across the various perspectives.

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A balanced set of objectives and performance measures are therefore required for excellent and sustainable O/M/A performance. The 'Balanced O/M/A House' is presented in Figure 2. (OPM, Strategic Plan, 2004, p.4) based on strategy models of Kaplan & Norton, Farhoomand, 2004, and Sawhney & Zabin, 2001). The 'Balanced O/M/A House' consists of different perspectives (normally four) and is built from the bottom up.

In the foundation/floor or Employee learning and Growth Perspective (E), the O/M/A capacity and direction is established. The resources required (staff, skills and assets, such as IT) are defined to create the required economic value. The direction in the development and leveraging of resources is achieved through strategic and management plans.

On a solid foundation and floor, the walls of the O/M/A can now be built. This is represented by the Internal Processes (P) Perspective. This is where the internal initiatives are found – where the products / services / information are produced, by means of transforming certain inputs to the desired outputs. These transformations are described by policies and procedures and implemented through processes. The O/M/A is designed or structured (with roles and responsibilities) to best support these processes. Technology is facilitating these processes.

The roof represents the Financial or Budget Perspective (F) of the O/M/A. Good service delivery will lead to good financial performance. This perspective normally has two main

elements, namely productivity improvement (for examples, cost reduction) and revenue growth (e.g. new sources of income and improved payment). (This perspective could also be placed immediately after the E perspective.) The top part of the roof is the Customer or Citisen Perspective (C). The more funds, the better the O/M/A is able to serve its customers. In the public sector, the ultimate goal is customer/community service. Customers remain the beginning and end of an O/M/A. Through an effective PMS, continuous improvement should be institutionalised in the O/M/A.

Finally, the balanced scorecard is new in the process and its implementation is yet to be evaluated after the formal rollout process in six O/M/As starting September 2008- March 2009 (piloting phase). The six pilot sites are the Ministries of Finance, Works and Transport, Labour and Social Welfare, the Office of the Prime Minister, and the Ministries of Home Affairs and Regional Local Government, Housing and Rural Development.

CHAPTER FIVE

PRESENTATION OF DATA

5.1 Introduction

This chapter consists of the overview of the Khomas Region, organisational structure of the Khomas Regional Council and views of the research respondents on the development of the Council's strategic plan.

5.2 Overview of the Khomas Regional Council

5.2.1 General setting

In its name, the Khomas Region reflects the importance of the Khomas Hochland Mountains situated in the central part of the country. According to the Second Delimitation Commission (1998), it has a surface area of 36, 805 square kilometres. To the North, it borders the Otjozondjupa Region, to the East the Omaheke Region, to the South with the Hardap Region and to the West it boarders the Erongo Region. The Khomas Region has an estimated population of 264,700 (Central Bureau of statistics, 2000), the average estimated population density being 7.2 persons per square km. English, Afrikaans, Herero, Oshiwambo, Nama, Damara, German, and Portuguese are the predominant languages spoken (Siyanga, L. M. 2007, p. 42).

Khomas is the only region in Namibia that has a dominant urban centre characterised by nine of its constituencies that fall within the City of Windhoek. The main urban centre of the region (Windhoek) is the administrative, legislative and judicial centre of the country.

The City hosts all the head offices of the various ministries as well as the headquarters of the banks and other financial institutions.

"A strong industrial and trading sector supports the city's economy" (Regional Development Plan, 2001/2002-2005/2006) as quoted by Siyanga (2007, p. 42).

In comparison with other regions, the Khomas Region is well equipped with basic infrastructures, telecommunications, water provision and access to electricity supply in the urban areas. Windhoek forms an important railway junction linking the City with the rest of the country's rail network as well as with South Africa (Regional Development Plan, 2001/02-2005/06:1) as quoted by Siyanga (2007, p. 43).

5.2.2 Political evolution of the region

According to the (Regional Development Plan, 2001/02-2005/06:2) as quoted by Siyanga (2007, p. 43), the Herero communities inhabited areas within the Khomas region prior to German and South African colonialisation. The foundation for civil administration was laid in the 1890s with the founding of Windhoek as the country's seat of administration. In 1962 when a commission under the chairmanship of Mr. F. H. Odendaal recommended that the homelands (Communal areas) system be created, the Khomas area was reserved for commercial activities.

After Namibia's independence in 1990, the Khomas Region was divided into seven constituencies, each having a councillor. Today, the Khomas Region is divided into ten

constituencies. With the adoption of the decentralisation policy, which aims at devolution of power to sub-national government, regional council offices were established within the country. The Regional Governor together with the Regional Councillors first ran regional offices. Since December 2003, the staffing structure for the regional councils has been expanded in accordance to the readiness for the devolution of functions. The constituencies that fall under the Khomas Region are listed below.

1. Windhoek West

2. Windhoek East

3. Windhoek Rural

4. Samora Machel

5. Soweto

6. Khomasdal North

7. Moses Garoeb

8. Tobias Hainyeko

9. Katutura Central

10. Katutura East

Some constituencies have been provided with permanent office structures and furniture. However, there are still some councillors who use their residences as their offices while their administrative officers (clerks) are stationed at the regional councils head office.

has eighty seven employees as per the 2008 employment records. It was further stated that, though the two Directors for Health and Education are not yet located in the Regional Council Offices, they attend the Council's meetings.

The Councillors that constitute the Khomas Regional Council were ten, including the Hon. Governor of the Region. But at the time of conducting this research, there were only nine Councillors after Hon. Erasmus Hendjala for the Tobias Hainyeko Constituency was expelled from the SWAPO Party mid 2008.

The researcher was impressed by the proper organisational structure and its staffing in terms of gender at both political and administration levels, which is a clear indication that government policies are being implemented at the regional level.

5.3 Views on the development of the strategic planning process

5.3.1 Initiation stage

Both the Deputy Director of Planning and Development and the Strategic Planning Workshop Report, (2007, p. 4) states that on the 8th of August 2007, the strategic planning consultants were introduced by the OPM to the KRC staff and management as well as the Strategic Planning Committee. The consultants were Charles Muwe Mungule from Premier Consult as Lead Consultant and Fanie Oosthuizen from the Institute for Management and Leadership Training (IMLT). Terms of reference for the KRC strategic planning were discussed during the introduction of the consultants and subsequently signed by all parties. The Deputy Director Planning and development further stated that the second consultant could not be involved in the process as he was occupied with other commitments and as a result, Mr. Kennedy Mbangu from the OPM acted as the second consultant.

The lead consultant stated that as part of his preparation, he undertook a desk review of relevant KRC documents. This review covered a situational review and environmental scanning for strategic planning, including review of management systems and structures of the Khomas Regional Council. The Director for General Service indicated that, "KRC had a strategic plan which was developed within the logical framework format since 2004."

The interviews conducted with all respondents indicated that, the pre-work stage was done based on the participants understanding. These were some of the activities that were carried out:

- The issue was tabled at the Councils' meeting and was approved.
- The Office of the Prime Minister (OPM) made an official introduction of the external consultants who were contracted to facilitate the development of the strategic plan for the Khomas Regional Council on 08 August 2007. According to the Deputy Director Planning, at the same time the meeting had time to discuss the Terms of References (TOR) for the consultants and made clarification on the roles of key role players. According to the Deputy Director Planning, there was time allocated in the TOR for the consultants, though in most cases there were sometimes delays. Despite that the Council managed to complete the strategic plan within a period of about six months excluding the launching part (interview conducted on 24 September 2008, Khomas Regional Council).
- The Directorate of Planning was given the task to spearhead the whole process and in order to manage the process properly a Strategic Plan Coordinating Committee (SPCC) was established. According to the Deputy Director Planning, the committee had about eleven staff members who were tasked with the following responsibilities; to coordinate between the Council and Office of the Prime Minister and attend to all logistical arrangements that were deemed

relevant in the whole process. Furthermore, the committee used to meet regularly, in order to review the process.

- Money was made available through the budget for that year. The Finish Government earmarked an amount of N$ 60 000 for each Regional Council. The OPM paid for the service provided by the consultant to the Regional Council.
- The Directorate of Planning made all necessary arrangements including some of the following; venue, transport, Regional Council profile, poverty profile etc.
- The established committee did coordinate between the OPM and the Regional Council.

The Deputy Director Finance shared the same sentiments of the Director of General Services regarding the above stated points. He indicated that there was not a fixed plan for the entire planning exercise. Mr. Kennedy Mbangu, one of the external facilitators from the OPM agreed with those who could not see the time frame, because it was part of the contract which was only signed by the Chief Regional Officer and was not read by all managers, but the TOR did make it clear that this had to be done by when. According to Kennedy, the normal time frame indicated in the contract was twenty four days, though the Council took up to six months and that does not mean they were engaged in strategic planning for six months. The interview conducted with the Director for General Service at the Khomas Regional Council (on 23 September 2008) indicated that, there were delays that were experienced during the process of the strategic planning as a result some of the activities could not be completed on the proposed dates.

Despite that, ninety eight percents of the respondents felt that the pre-work was done very well, because they did not experience any major problems. In addition, the process was fully supported by the Council management.

5.3.2 The actual development of the strategic plan

"After all necessary arrangements were put in place; the Khomas Regional Council had their first workshop from 25-27 September 2007; on the premises of the Council. According to the Deputy Director of Planning and Development, there was another workshop on 01-03 October 2007 which was a follow up to the first workshop and again took place at the Council. He further indicated that the workshop was attended by members of different committees from the Regional Council and some of them were the Council Development Committee (CDC), Regional Development Coordinating Committee (RDCC) which is chaired by the Chief Regional Officer of the Khomas Region, and other stakeholders" (The Khomas Regional Council Strategic Plan Workshops Report, 2007, p. 5)

The Khomas Regional Council Strategic Plan Workshops Report (2007, p.4) and ninety nine percents of the respondents indicated that, the first workshop commenced with the presentation of the strategic planning framework by Mr. Kennedy Mbangu from the OPM. A workshop report issued thereafter incorporate the strategic planning process from stages one to six – from initiation stage to determining initiatives and resource requirements.

In order to have initial insight into the Regional Council's areas of concern and current level of performance, among other things, a scoping study was conducted. The study was based on documents considered relevant to the strategic planning process. The relevant documents included the following:

- NDP2 Mid-term Review Report;
- The Third National Development Plan (NDP3) Formulation Inputs by KRC;
- Khomas Regional Development and Strategic Plans/Reports;
- Livelihood reports such as Household Income and Expenditure Survey, Khomas Rural Development Conference Report, First Khomas Regional Participatory Poverty Profile and Khomas Regional Poverty Audit;
- 2001 Population and Housing Census; and

- Khomas Regional Council Minutes and several other Council reports.

In addition, the Regional Council's plans, whether at that time running or actively under consideration, were also taken into account during the strategic planning process. These included the Annual Action Plan for 2007/8, (Khomas Regional Council Strategic Plan Workshop Report, 2007, p. 5).

The report further states that, the Khomas Region continues to be predominantly urban in character, with nine of the ten constituencies falling within the urban boundaries of Windhoek. With a population of just over 264,700 residents, Khomas has become an affluent region, absorbing over 92% of the national rural-urban migration.

Khomas' urban character has numerous advantages in comparison with other regions. These include:

- Thriving industrial and trading sectors.

- Appropriate and efficient banking and financial systems

- Generally favorable socioeconomic infrastructure including road network, telecommunication, water, electricity and health facilities.

Notwithstanding its regional comparative advantage, the Khomas Regional Council still has a number of socioeconomic development challenges that need to be addressed in order for the region's contribution toward Vision 2030 to be meaningful. These include rising unemployment, HIV/AIDS prevalence, crime, and the need to create an appropriate milieu for discharging decentralised functions. All such strategic challenges were considered during the strategic planning workshops.

In order to gain deeper insight into the situation under which the KRC operates, a further analysis was conducted relating to environmental scanning of external and internal

factors impacting on the Regional Council. This was done through the use of techniques that look at resources – tangible and intangible – (Resource Analysis) as well as the Political, Economic, Socio-cultural, Technological, Legal and Environmental factors (PESTLE Analysis, (Khomas Regional Council Strategic Planning Workshops Report, 2007, p. 9). Table 3, 4, 5, and 6 below present the methods used in identifying strategic issues, which is one the most important aspect in strategic planning. Strategic themes identified were aligned to strategic issues as emerged during the environmental scanning.

Table 3 The outcomes of the PESTLE analysis

KRC PESTLE ANALYSIS - MACRO-ENVIRONMENTAL INFLUENCES			
[P] POLITICAL FACTORS	**IMPLICATIONS**	**OPPORTUNITY**	**THREA**
Political stability & will	Good support and funding	X	
Democratic governance	Community participation and pluralistic democratic approach to decision making	X	
Competition between traditional leaders and political leaders	Confusing the community leading to failure in KRC plans		X
Competition between local authority leaders and regional leaders	Confusing the community leading to failure in KRC plans		X
KRC centrally located but neglected	No information		X
[E] - ECONOMIC FACTORS	**IMPLICATIONS**	**OPPORTUNITY**	**THREA**
Rising unemployment	Increase in crime, poverty, corruption, school dropouts and street kids, prostitution		X
High Poverty levels	Increase in crime, diseases, illiteracy, school dropouts, shacks, street kids, prostitution, etc		X
Economic volatility -- rising prices and rates, e.g. inflation, fuel and interest rates	Erodes budgeted resources		X
Access to land	Increased productivity, equity, income distribution, etc	X	
	Overcrowding, overgrazing, low productivity, poverty, etc		X
Increase in tourism	Investment in the region	X	

KRC PESTLE ANALYSIS - MACRO-ENVIRONMENTAL INFLUENCES			
	Moral & cultural erosion, over utilization of natural resources, etc		X
Increase in housing prices	Increased debt; Increase in formal settlements		X
Water and electricity too expensive	Increased debt		X
Increase in food prices	Health/Adherence affected (e.g. ARV, TB treatments)		X
Inequality in Income Distribution	Pressure on KRC Resources		X

Source: (KRC Five Years Strategic Planning 2008-2013, 2008, p. 37)

According to the Khomas Regional Council Strategic Workshop Report (2007, p. 11), the internal environment was analysed using the Resource Analysis technique. This took into account tangible and intangible resources (inputs), process, and performance (output).

Table 4 The outcome of the resource analysis

			Intangible Resources: Human Resources (H) Relational Resources (R) Structural Resources (S)			
Tangible Resources: Physical Resources (P) Monetary Resources (M)						
		Very Weak	Weak	Sufficient	Strong	Very Stron
M1	Budget (Operational)			X		
P1	Physical Infrastructure: Property, Buildings, Location, Office Design		CO	HQ		
P2	ICT Infrastructure (Hardware, Software & Integration)		I	H,S		
P3	Office Tools, Equipment, Machines				x	
P4	Natural Resources			X		
H1	General Educational Levels (Mgmt & Staff)				X	
H2	Specialist Skills and Know-How (Mgmt & Staff)			X		
H3	Relevant Experience (Mgmt & Staff)			X		
H4	Attitudes, Motivation & Commitment (A, M, C)	A,C	M			
H5	Creativity, Innovation		X			

Source: (KRC Five Years Strategic Planning 2008-2013, 2008, p. 39)

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Table 5 The outcomes of the stakeholders needs analysis for Khomas Regional Council

STAKEHOLDER	NEEDS	KRC Responses to Needs
1. Customers / Clients -Community -CDC members -CBO -Traditional leaders -Civil society	-Basic services -Training; Resources -Resources -Good Governance -Equitable distribution of resources	-Provision of services -Provision of Resources -Provision of Policy guidelines -Provision of information -Transparency
2. Staff Members	-Training (staff development) -Job security -Good working conditions -Career development -Conducive working environment	-Training programs -Job descriptions -Remuneration -Performance incentives -Appraisals -Good working environment
3. Strategic Partners -City of Windhoek -MRLGHRD -Safety and security -Nampol -Ministry of Health -Ministry of Education -Community -MWTC -Ministry of Lands -Private sector -Financial institutions	-Cooperation and coordination in developmental projects -Political support -Transparent and accountability -Information sharing -Active involvement	-Cooperation through joint planning -Community mobilization -System and clear reports
5. Investors, Donors -Manufacturing companies -Foreign (private) Investors -Forein Governments -International Organisations	-Land -Political support -Security -Good infrastructure -Flexible legislative regime -Setting of standards -Consultation	-Creating conducive political environment -Community mobilization -Information dissemination -Support to COW development project -Create investor friendly laws
6. Suppliers, Intermediaries -Nampost -Namwater -Telecom Namibia -Nampower -COW -Private sector	-Coordination -Communication -Cooperation -Timely payments of service delivered -Information dissemination	-Networking with stakeholders -Coordination -Information dissemination
7. Regulators, Legislators -Line ministries -Traditional authority -Parliament -National council -Local authorities	-Implementation of laws (passing of laws) -M&E of implementation process & fulfillment of laws -Information -Setting of standards	-Awareness campaigns and conferences -Implement laws & regulations
8. Activists, Interest / Pressure Groups		-Share information

STAKEHOLDER	NEEDS	KRC Responses to Needs
-NGO -Unions -Traditional leaders -Community based organizations - Artists (Musicians, etc) -Community -Line ministries -Investors	-Inform, support, and assist in regard of projects -Grants, cooperation -Implementation process	-Provide support and assistance -Work hand in hand with stakeholders -Ensure policy execution -Implement national documents (MTP3, Vision 2030, NDPs, SWAPO Manifesto 2004, etc)
9. Media (Electronic & Print) NBC, Local newspapers, telecom	-Information -Support, cooperation -Provide general information -An informed community	-Ensure right information is provided -Timely feedback -Obtain useful information about other stakeholders
10. Communities, incl. the internet community - Old age people - HIV and AIDS groups The youth groups - Church organizations - Childcare facilities - Women organizations - Community Based Care groups - Ministry of Health (linkages: families and hospitals).	-Information -Support (financial, material, resource allocation, etc) -Capacity building (training, educational activities, etc)	-Criteria to accommodate the affected -Reinforcement of Maintenance ACT -Project proposal/ feasibility study -Ensure collaboration with other stakeholders -Ensure broad based HIV programs through (VCT), OVC, RACOC & CACOC -Youth/adolescent programs -Capacity building on HIV and AIDS prevention
11. Other SMEs/Informal sector	-Knowledge and skills -Information -Land and other resources -Market -Favorable policy environment -Support services e.g. protection, referrals)	-Providing timely and accurate information -Empowerment/capacity building/funding

Source: (KRC Five Years Strategic Planning 2008-2013, 2008, p. 35)

The second workshop was held on the 22-25 October 2007 at Swakopmund at Langstrand Restaurant and according to the Deputy Director Planning and Development one of the first days was used to review the council mid-term performance report of 2006-2007, so that some of the issues could be included in the strategic plan of the Council.

"In total the Khomas Regional Council developed 26 Strategic objectives aimed at addressing the Regional Councils' identified strategic issues. The objectives were aligned to the five strategic themes as they were identified during the situational analysis and environment scanning" (KRC Strategic Plan Workshop Report, 2007, p. 7). The table below shows the five initial strategic themes that were suggested during the planning process before the stakeholders' conference.

Table 6 Initial strategic themes and definitions

Strategic Themes	What we Mean
Socioeconomic Development	Meaning: Upliftment of socioeconomic standards and quality of life of the people [through creation of conducive environment, expansion of revenue base, introduction of entrepreneurship programs, and sustaining and strengthening the process of learning]
Health & Education for all	A healthy and knowledgeable community free of disease and ignorance [expanding and strengthening vocational training institutions; having accessible quality health and education for all]
Operational Excellence	Operational efficiency and customer care by re-engineering processes, systems and institutions
Good Governance	Achieve good governance through consultation, information sharing, democratic participation to enhance transparency and accountability
Legislation & Policy	Proper legislation and policy to guide the operations and activities of KRC.

Source: (Khomas Regional Council Strategic Planning Workshop Report, 2007, p. 15)

The participation of senior staff /managers is crucial in this process and hundred percents of the respondents indicated that the workshops to development the strategic plan for the Khomas Regional Council was attended by all senior staff and councilors including the Hon. Governor, and Regional Development Coordinating Committee (RDCC) which is chaired by the Governor. Ninety-nine percents of the respondents indicated that, the level

of staff members who participated in the development of the strategic plan started from the rank of chief clerk up wards.

In support of the general feeling the Khomas Regional Council Strategic Planning Workshop Report (2007, p. 4) indicates that "both the Windhoek and Swakopmund workshops were favourably participatory and consultative, benefiting significantly from the involvement of KRC staff and management as well as the Region's political leaders and representatives of line Ministries. The Honorable Governor for Khomas Region, Hon. Sophia Shaningwa, who could not attend the Windhoek workshop as she was out of the country on official duties, attended the Swakopmund workshop although she could not be there from the beginning due to other commitments. Hon. John Otto Nankudhu, the Councilor for Samora Machel Constituency officially opened the Windhoek workshop. The Chief Regional Officer, Mr Shikwetepo Haindongo, attended both workshops. A number of Councilors and Constituency Development Committee members also attended both workshops."

Ownership was considered by the Regional Council management and the Director for General Service stated that "the process was internal driven and they felt it was their project with an additional help from OPM." Furthermore, the Deputy Director Finance indicated that, though the process was internal driven, in most cases it was jointly driven by both OPM and Regional Council.

5.3.3 Views on the facilitation of the whole process

External facilitators are in most cases criticised because of poor facilitation skills. But according to the respondents from the Khomas Regional Council Regional Implementation Team (RIT), the facilitator (the lead facilitator) was very good and the following were some of comments made by different respondents:

- He made a very good introduction which helped many if not all participants to understand the process very well.
- He helped participants to understand the overall aim of the strategic plan.
- His understanding of the strategic plan framework was very well, because he dealt with a difficult group whereby at some point they had to argue from an academic point of view.
- He knew what he was doing and kept the group going with the exercise.
- The workshops were conducted in participatory manner and at some point the Regional Council management had to direct the team.

The facilitator considered time management during the process. According to the Deputy Director Finance, the group had to work up to 20h00-21h00 for them to finish the planned activities within a given period. He further stated that, there were some times when the facilitator had to avoid unnecessary comments that do not add value, in order to be within the time limit. The Director for General Services shared the same feeling namely, time was a challenge and he further stated that, time allocated was not realistic comparing to what was expected of the group for a specific workshop. Thus, they had to work until evening time.

In addition, the facilitators felt that some of the information could have been gathered before the workshops. For example, the base line information and information on stakeholders needs. They (respondents) further indicated that it was not the omission of the council, but it was supposed to be part and parcel of the framework during the pre-work/ pre-planning.

"Baselines were prevailing levels of performance, achievement or degree of occurrence of the variables to be measured. This, among other things, ensures that the targets the Regional Council set were realistically stretched. Where there was no baseline information available, the KRC has targeted to establish such information at the beginning of implementation. However, for most of its targets, KRC has baseline information. Initiatives were identified to establish baseline information and will be

implemented in the first year of the Strategic Plan" (KRC Five Years Strategic Plan 2008-2013, 2008, p. 19).

The duration for the whole process was about six moths. This was revealed by both the Director of General Services and Deputy Director Finance. According to the Director of General Services, six months should be the maximum for O/M/As. He further stated that the whole process needed commitment at all levels.

Despite that, the Deputy Director Finance felt that the process could have been completed within three weeks if it was not conducted in blocks. In support, the facilitators felt that the problem resulted from the way the whole process was embarked upon. Though, the facilitators agreed that, the process need to be improved in terms of duration and that means commitment from the planning organization. They further acknowledged the Council for being among the few who have completed their strategic plans within six months.

Given the positive comments about the whole process, Mr. Mbangu indicated that, they did not give enough support during the review of the national high level statements which was left to the participants and supposed to do a proper assessment to determine the linkage with the whole process. The lead consultant was not happy with the time frame. According to him, the time was inappropriate as it was the first time for the KRC to go through such a detailed process. As a result it exerted considerable pressure on the consultant as well as KRC.

5.3.4 Views on stakeholder's involvement

Ninety nine percents of the respondents indicated that the involvement of stakeholders was considered and key stakeholders were involved from the beginning while others came on board in the process. The Director for General Services felt that, it was crucial to involve key stakeholders from the start because it helped them to avoid going backwards

and forwards. Some of the key stakeholders involved were Education, and the National Planning Commission (NPC).

Apart from the on going involvement of the stakeholders, there was a one day stakeholders' conference which was held on 06-07 February 2008 at Waterberg Game Resort. According to the Stakeholders' Conference Report (2008, p. 3), the conference was officially opened by the Khomas Regional Council Governor, Hon. Sophia Shaningwa. The Deputy Director Planning indicated that the number of participants was forty which was subsequently confirmed by the Stakeholders' Conference Report (2008, p. 3).

Participants at the stakeholder conference and during the planning process represented the following organisations: the Khomas Regional Council; Moses //Garoeb; Ministry of Gender Equality and Child Welfare (MGECW); Ministry of Defence (MOD); Soweto; Khomasdal North; National Planning Commission (NPC); Windhoek Rural; Ministry of Health and Social Services (M.O.H.S.S); Tobias Hainyeko; Ministry of Safety and Security-Namibian Police (NAMPOL) and Ministry of Regional Local Government, Housing and Rural Development (MRLGHRD), Ministry of Mines and Energy and Ministry of Agriculture, Water and Forestry (Khomas Regional Council Five Year Strategic Plan, 2008-2013, p. 5).

Both the Stakeholders' Conference Report (2008, p. 3) and the Deputy Director of Planning Development shared the same idea on the objectives of the conference which were to validate the draft plan and make meaningful changes to it. Stakeholders' conference normally had to raise strategic issues and comments, in order to make sure that the end product was meaningful and above all, implementable given the council's fiscal and human resources.

The conference served its purpose and as a result some of the following issues and comments were incorporated in the final documents during the conference (Stakeholders' Conference Report, 2008, p. 3.):

- Numbering of objectives and initiatives to be redone for easy reading.
- Include an initiative to improve under-five child immunisation. This would entail recruiting and training and training volunteers to conduct head counting of under-five children as well as conducting child health days for immunisation process.
- Land issue: considered as one of the key factors for Khomas Regional Council (KRC) to achieve its vision.
- KRC to ensure proper policies and implementation of poverty alleviation projects.
- On education: Include initiative for early child education and conducive learning environment that is free from noise pollution.
- Include an objective on Disaster Preparedness. KRC to be proactive in terms of disaster management and ensure mitigation measures are in place before disaster strikes.
- The identification of the police station zone by the Council was different from that of NAMPOL. The NAMPOL one was adopted.
- Objective C5 (HE3) to read: "Accessible and affordable equality basic education."
- Objective C6 (HE5) relating to reduction of HIV/AIDS should include TB & malaria. There were a number of issues and comments that were raised and the listed above were some of them.

Some of the changes that were made by the stakeholder workshop included the reduction of strategic themes from five to four, which meant one theme was integrated into the other four.

The five themes originally suggested were:

- Socioeconomic Development;
- Health & Education;
- Good Governance;
- Legislation & Policy; and
- Operational Excellence.

Good Governance was combined with Legislation and Policy, and subsequently became "Good Governance, Legislation & Policy" (Stakeholder Conference Report, 2008, p. 5).

According to the Stakeholders Conference Report (2008, p. 4), the following were considered as the final themes for the Khomas Regional Council Strategic Plan as approved by the stakeholders:

- Socioeconomic Development;
- Health & Education;
- Good Governance, Legislation & Policy; and
- Operational Excellence.

So, the final strategic plan consists of four themes as recommended by the stakeholder conference which was held on above stated dates. The same themes appeared in the published Strategic Plan for the Khomas Regional Council 2008-2013 (2008, p. 17).

In addition, the Deputy Director of Planning and Development indicated that the draft document was sent to all participants well in advance and that added much value to the whole process and end product. At an interview conducted with the Deputy Director for Administration, it became apparent that stakeholders were not consulted well in advance and that led to a situation whereby lower ranked staff members were sent to the workshops.

The Stakeholders' Conference Report (2008, p. 5) further states that, the conference was fruitful and stakeholders critically analysed issues leading to validation of stakeholder's needs / expectations, strategic objectives linked to strategic themes as well as the variable for the corporate scorecard. The final version of the strategic plan for KRC therefore incorporates views, comments or concerns raised by KRC and its stakeholders during the strategic process. Though the respondents from the Khomas Regional Council appreciated the representation of different key Offices/ Ministries/ Agencies, they

indicated that, the level of some staff members was not appropriate in terms of meaningful and valuable inputs at such a very important conference. Furthermore, it became apparent that the City of Windhoek was not represented, although it is one of the key stakeholders.

5.3.5 The challenges experienced during the strategic planning process

- Ten percents of the workshops participants could not differentiate between daily work and strategic issues.
- Budget: sometimes it exceeded the amount for and when the process started the budget was already approved. As a result, the first year budget is not the same as the one in the strategic plan because the strategic plan was done after the approval of the yearly budget.
- Three percents of the staff members never had documents for high level statements such as NDP3 and Vision 2030. The Council did not provide the relevant documents for preparation purposes.
- The level of understanding by some of the stakeholders was very low.
- Three percents of the private or state owned companies as critical partners did get involved in the process and that left some gaps.
- The development of measures, because some of the participants did not know if they were measuring the objectives or initiatives.
- Targets, no base line information to establish the current rate.
- Initiatives, some participants could not be able to differentiate between a project and activities. It was pointed out that much time was spent on that part.
- The concepts of the strategic plan were new to many and it took time to reach what is called "alignment of thinking".
- Problem identification, many if not all struggled with causes and effects.
- The allocation of responsibilities, some times it was not easy to determine who is responsible for a specific objective.

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- The availability of politicians (Hon. Councillors) was a challenge, because their schedules were tight. But in most cases thy tried their level best to be present at the workshops.

- The lead consultant indicated that for the purpose of developing the strategic plan, participants understood the process during the first three weeks of executive strategic planning workshops. However, hundred percents of the respondents indicated that, more details in terms of in-depth comprehension of the Balanced Scorecard (BSC) methodology were needed before hand.

- The Deputy Director for Administration stated that the consultation especially with stakeholders was not done on time. This was reflected at different interviews with the respondents and ninety five percents of them stated that the level of staff members who represented their OMAs were in most case at the lower level and the fact that the City of Windhoek one of the key stakeholders was not represented at all the workshops and Stakeholders' conference.

"The strategic plan for the Khomas Regional Council is further presented in a balanced scorecard framework, which comprehensively captures all the relevant variables in order to translate strategy into operational objectives that drive both behavior and performance. The balanced corporate scorecard for the KRC consist of four different perspectives, namely: finance, learning and growth, internal processes, and customer or stakeholders' perspective. All the four themes cut across the four different perspectives. To achieve this, KRC corporate scorecard ensured the incorporation of the following BSC variables: strategic themes, objectives, measures, baselines, targets, initiatives, units accountable and resources" (KRC Five Year Strategic Plan 2008-2013, 2008, p. 19).

The introduction of the Balanced Scorecard (BSC) is an issue in many organisations, and the KRC was not exceptional, because there were mixed feelings among the respondents. While they acknowledged the facilitator, they indicated that there was a need for more detailed information on the whole process and more especially on the balanced scorecard methodology. Furthermore, the Director for General Services indicated that some of the managers had an opportunity to attend a balanced scorecard presentation prior to the

strategic planning process. He further stated that the concept was well introduced and generally it was an interesting one.

While the facilitators were in agreement with all the above listed challenges, they indicated some of the following additional challenges:

- The issue of policy and principles, because it is not clear as to who should do the structure review after the strategy has been completed.
- The beginning of the whole process was not good and the fact that it was the first generation to do strategic plan.

5.3.6 Suggestions and recommendations

The following were some of the suggestions and recommendations given by the respondents during interviews with the researcher:

- Relevant documents need to be made available to all staff members, as there are those who can not afford them.
- Some of the activities need to be done during the pre-work stage. For example, Vision, mission and base line information.
- Proper budgeting was needed inclusive of studies for base line information.
- A one day training workshop on the measures, targets and initiatives before the process starts. At the same platform concepts are made clear and people get the same understanding.
- A fixed plan to reduce the period from the original six months.
- General pre-training with detail explanation of each step, in terms of what is expected from the participants at the workshop, for example the situation analysis. According to the Deputy Director Planning, that pre-training should prepare participants psychologically, mentally.
- The timing of the cycle should be in line with the budget cycle so that financial constraints are minimised.

- Making sure that the process is within the time line by filling all the gaps in the frame work.

- To avail the contract of the lead consultant to the entire management of the planning organisation.

- To put new strategies in place so that it is not seen as OPM driven.

- Facilitators should assess the review of the national high level statements, in order to determine the linkage to the whole process.

- The lead facilitator suggested that OPM should come up with an appropriate planning period taking into account the fact that it was the first time for the beneficiary organisations to plan using the BSC methodology. He further stated that the strategic planning process should not be rushed or unnecessarily shortened.

- The OPM Quality Assessment committee which is assessing the strategic planning work of the engaged consultants could have helped the process further if it invited the consultant(s) and a representative from the beneficiary organisation to attend as well as for the consultants to clarify on certain issues. It was urged that in future the OPM should establish the dialogue between the parties involved.

- The Deputy Director for Administration suggested that, the review of the strategic plan should be done before hand so that it can be in line with the budget. She further recommended that, in future measures should be realistic and achievable in terms of available resources and understandable by every one at the Regional Council.

CHAPTER SIX
DATA ANALYSIS

6.1 Introduction

This chapter analyses the findings in order to distil the meanings out of them and at the same time trying to answer the research questions. As indicated in the previous chapter, data was analysed by categorisation and interpreted in the forms of common themes, patterns and meanings. During the data presentation different themes emerged. The major themes have been political will and support, leadership commitment, ownership, facilitation skill, stakeholders' involvement, pre-planning/ pre-work, duration and challenges experienced. The listed themes then form the basis for data analysis.

6.2 Pre-planning/ pre-work

On the 8th of August 2007 the strategic planning consultants were introduced by the OPM to the KRC staff and management as well as the Strategic Planning Committee. The introduced consultants were Charles Muwe Mungule from Premier Consult as Lead Consultant and Fanie Oosthuizen from the Institute for Management and Leadership Training (IMLT). Terms of reference for the KRC strategic planning were discussed during the introduction of consultants and subsequently signed by all parties (KRC Strategic Planning Workshop Report, 2007, p. 4).

Well (2003, p. 06) stresses that there are two stages involved when developing a strategic plan before its deployment. Firstly, pre-planning activities are typically conducted by strategic planning facilitators, assisted by an organisation co-coordinator. Pre-planning activities include, an understanding of the company policies, regulatory requirements, business environments, establish a planning team, division of labour, and clarification of roles. According to the respondents, those aspects were adequately considered.

Well (2003, p. 21) suggests that the pre-planning team should identify the groups of people to be involved in the planning process and specify at what stage each group needs

to be involved. She further suggests that customers should be involved during the pre-planning and assessment stages. Customers' interviews and other types of surveys can be conducted to gather customer input and reveal customers' desires and expectations. A completed plan should be shared with the customers, in order to validate it. The planning process itself should be led by senior leaders of the organisation. She further cautions facilitators not to begin strategic planning unless the senior leadership team is committed to carrying through to deployment and implementation.

Mindful of these considerations, it is a testimony that some aspects of the pre-work were done, for example, the establishment of the coordinating committee, the signing of the contract and terms of reference by the consultant who was introduced by the OPM facilitator. The lead consultant indicated that he undertook a desk study on relevant documents; some senior managers had time to read some relevant documents and so forth. This was pointed out during an interview between the KRC strategic plan lead consultant and the author on 26 September 2008.

However, the research findings showed some of these aspects of the pre-work that were not done, for example, the pre-training on the process and studies or surveys for baseline information. Furthermore, the issue of the time frame was not clear because some senior managers pointed it out clear that there was no action plan for the whole process. The consultation with key stakeholders was not done during the pre-planning because a key stakeholder like the City of Windhoek was not represented at all. The researcher is fully in agreement with the Deputy Director of Administration who stated that, the consultation especially with stakeholders was not done on time.

Performance Management System implementation should not be hurried, but should be treated as a process. A good example can be taken from the process of decentralisation in Namibia and other African Countries which shared the same history with Namibia. As Mutumba (2004, p. 69) explains, decentralisation is a process, not an event. One should

not hurry in the implementation of the process. This is exactly the same with the development of the strategic plan which is the main milestone of the PMS implementation.

The following two major aspects of the pre-work stage provided a strong foundation and above all served as platforms to prepare the participants before hand:

- The base line information.
- Pre-training to the management which could have prepared them in advance. In addition, some of the information could have been identified during and after the pre-training. Some of the basic information could have been available before the workshops notably, resources analysis and customer needs.

That part was missing, and this was revealed by both the respondents and the workshops report. The Khomas Regional Council Strategic Planning Workshop Report (2007, p. 4) states that the first workshop commenced with the presentation of the strategic planning framework by Mr. Kennedy Mbangu from the OPM. This workshop covered the strategic planning process from stages one to six – from initiation stage to determine initiatives and resource requirements.

Based on that information, it is clear that many if not all participants were introduced to the strategic plan framework at the first workshop and not during the pre-planning session. Given that situation, it is clear that participants had to work over-time because much of the time was needed for detailed explanation of the subject. Imagine a group of people with different levels of education and experience being introduced to the new framework at the first workshop and that meant different understandings of the assignment, wasting time on mistakes and some of the respondents indicated that some of the relevant documents were left at the work place. The issue of the staff members not having relevant documents was revealed during an interview with Deputy Director for Finance. These documents include: NDP3 and the Vision 2030. This short coming was not a good image to the Khomas Regional Council, because there are no way senior

managers and key stakeholders can make meaningful contributions, if they do not understand the national strategic intends that are spelled out in the national high level statement.

In conclusion, though different authors agreed on some important aspects of the strategic planning process, Bryson's' (1947, p. 84-91) conclusion is vital important and the following steps or factors are key and should be the core elements and focal points for any organisation which wants to have a successful planning process:

- Some person or group must initiate and champion the process.

- Some person or group must sponsor the process to give it legitimacy.

- Decide whether a detailed, jointly negotiated initial agreement is needed.

- Form a strategic planning task force or coordinating committee, if one is needed.

- If a coordinating team is formed, use it as a mechanism for consultation, negotiation, problem solving, or buffering among organisations, units, groups or people involved.

- The process is likely to flow more smoothly and effectively if the coordinating committee and any other policy board that is involved are effective policy-making bodies.

- Key decision makers may need orientation and training about the nature, purpose, and process of strategic planning before they can negotiate an initial agreement.

- A sequence of "initial" agreements may be necessary, involving a successive expanding group of key decision makers, before a full-scale strategic planning effort can proceed.

- In complex situation, the initial agreement will be the first big decision point and if an effective agreement can not be reached among key decision makers, then the effort should not proceed.

Point seven is crucial in the process of strategic plan and if it was well executed, then the process could have run smoothly. However, the process for the Khomas Regional Council went well, because some of the senior managers had a very good understanding of the logical framework which made it easy for them to relate it to the balanced scorecard framework. During the interview between the Director for General Service and the author, the old strategic plan was shared with the researcher and more explanations were made in relation to the balanced scorecard framework. At the same platform, the Director for General Services demonstrated an understanding of the old framework and could easily make difference between the two frameworks. Senior managers' understanding assisted the external facilitators and the strategic planning process for the Council.

6.3 Political will and support

The Khomas Regional Council strategic planning process enjoyed the will and support from the politicians in the Region. This was evident in the interviews with all respondents and in strategic planning workshop reports. According to the Khomas Regional Council strategic planning workshop report (2007, p.4), two executive strategic planning workshops were held. The first one was held in Windhoek at KRC Head Office from 25 – 27 September and 1 – 3 October 2007, and the second workshop was in held in Swakopmund at Langstrand Restaurant from 22 – 25 October 2007.

The second workshop included a mid-term review of the Regional Council's Annual Action Plan. Both the Windhoek and Swakopmund workshops were favourably participatory and consultative, benefiting significantly from the involvement of KRC staff and management as well as the Region's political leaders and representatives of relevant line Ministries. The Honourable Governor for Khomas Region, Hon. Sophia Shaningwa, who could not attend the Windhoek workshop as she was out of the country on official duties, attended the Swakopmund workshop although she could not be there from the beginning due to other commitments. Hon. John Otto Nankudhu, the Councilor for Samora Machel, officially opened the Windhoek workshop on behalf of the Governor. A number of Councilors and Constituency Development Committee members also attended both workshops.

The most important point is that the Khomas Regional Governor demonstrated an understanding and the benefits of the strategic plan. According to her contribution in the strategic plan "Foreword by the Governor" (2008, p.3), she stated that "strategic planning is a visionary, realistic and anticipating method of paving a way for a future that is both desirable and achievable. Strategic planning is the process of positioning an organisation, like the Khomas Regional Council, at an advantage so it can prosper in the future. The process integrates and emphasised key components of quality assurance, budgeting, resource planning, programme evaluation, and performance monitoring and reporting." She further emphasised that strategic planning is different from old approaches to planning and plan formulation (Khomas Regional Council Strategic Plan 2008/2009-2012/2013, p. 3).

The process was fully accepted and supported by the political leadership of the Khomas Region. That support is crucial during the implementation stage because politicians attend debates on the annual budget and that in turns will help the Regional Council to implement their plan successfully. Critical success factors in any reform process include strong political support (Report on Public Sector Reform in Africa, 2005).

Commitment at all levels of the KRC organisation was revealed by hundred percents of the respondents at different interviews with the researcher and workshops reports. This is one of the core elements of the performance management system implementation. Senior managers and politicians are the key stakeholders because they provide an enabling environment to any processes. Based on the interviews responses and the strategic planning workshop report, it is a clear testimony that, the Khomas Regional Council political leadership is committed towards the implementation of the National goals through the Councils' strategic plan. Furthermore, as decision and policy makers, it is their responsibility to ensure that ethical and political aspects of the Public Administration as part of the authoritative allocation of values, functions inherent in any political system are implemented accordingly.

Therefore, strategic planning as part of a decision-making process needs the involvement and full support from both the political leadership and administrative officials. Many authors believed that during the adoption and implementation of the decentralisation policies, political office-bearers were the driving force behind what or how to decentralize (Wikipedia, 2006, p. 2). It should then be the same case with the implementation of the Performance Management System (PMS). So, the political leadership at the Khomas Regional Council demonstrated a commendable example during the development of their strategic plan. According to the linear model, once the political authorities approve the reform, then the managers are expected to implement (Wikipedia, 2006, p. 1).

6.4 Leadership commitment and ownership

Strategic planning is a senior management responsibility. Thus, leadership commitment is crucial in any strategic planning process. Well (2003, p. 18) stresses that, it is the senior leadership team responsibility to set the strategic direction, guiding principles, mission, and strategic goals of the organisation. Mid- and lower-level employees typically do not have the broader systems view of the organisation needed to establish or change its strategic direction. Lambeth (2007, p. 40) looked at the nature of the organisation.

According to him, whether you work at strategic level in a local authority or in a small branch library it is important to understand how your organisation works and how ready it is to engage with change.

In reference to the above and the Khomas Regional Council Strategic Plan Workshop Report (2007, p.4) the Chief Regional Officer, Mr Shikwetepo Haindongo and all six senior managers attended both workshops. That in itself means that the process of strategic planning for the Khomas Regional Council enjoyed the commitment from the leadership of the Council at all levels. The overall aim of a strategic plan is to establish a high performance culture in which individuals and teams take responsibility for the continuous improvement of business processes and for their own skills and contributions within a framework provided by effective leadership. Its key purpose is to focus people on doing the right things by achieving goal clarity (Armstrong, 2006, p. 2). Based on Armstrong's view and the commitment of the senior leadership at the Khomas Regional Council, it was an indication that they had an understanding of the overall aim of strategic planning.

The most important examples to determine their commitment towards the improvement of the public service delivery was based on the plan which was developed in 2004, though it was not in a balanced scorecard format. Furthermore, the driving force from within the organisation itself manifested their commitment.

Moreover, the findings showed that, the Khomas Regional Council is a flexible and dynamic organisation. Lambeth (2007, p. 35) states that, a dynamic organisation demonstrates the following features:

"Shared goals- "we know where we are going," responsibility for success- "we will make this work, and "collegiality-"we are in this together."

The understanding and support of senior managers is crucial because they can play a decisive role in terms of buy-in by all staff members in the organisation. Some indicators

of support from senior managers include getting people together and selling the ideas at all levels in the organisation and making money available though it was not part of approved budget.

The process was internally driven and at some point jointly by both the coordinating team and the external consultants. That determined the level of ownership by the Khomas Regional Council. Lambeth (2007, p. 27-28) suggests the following points for smooth and successful implementation of change in an organisation: A programme, project or change manager should be appointed with clear responsibility to keep things moving and to orchestrate the process. They do need to be sensitive in order not to prevent local ownership and empowerment. A mixture of pressure and support should be provided. People need such pressure to change their behaviors, but this only works in an environment where there is also lots of support to help them cope and enough space to enable them to develop their own view of what is happening (Lambeth, 2007, p. 40).

The evidence presented in this part makes it clear that there was leadership commitment at all levels, both political and administrative. Furthermore, the respondents and the researcher feel that the council did own the process, because of the resources, time and energy spent on the exercise. For example money was made available though it was not in the approved budget, the establishment of a coordinating committee which was a representative of staff members from the council. The attendance of the Hon. Governor, the Chief Regional Officer and all managers at the Regional Council testified to their commitment and ownership.

6.5 Facilitation skills
The facilitator and technology used during planning processes had a significant influence on the period that it took to complete the strategic plan. According to Goodstein et al. (1993, p. 81), the enabling role is crucial, because he/she helps the planning team to deal with process issues that are vital to a successful planning process. The facilitator can

Stockley (1999, p. 15) identifies essential elements for the acceptance of the strategic plan by the stakeholders. These include: (i) a careful identification of key stakeholders, (ii) a clear definition of their roles in the different stages of the planning process, (iii) an open attitude towards their contributions and (iv) an acceptance without prejudice of the information views provided by the stakeholders. The researcher is in agreement with Stockley because not only do stakeholders need to accept the plan, but to support its implementation thereof. The primary reason why implementation fails is that stakeholders are not involved and at the sometime they do not make resources available.

Based on the above arguments, it emerged that the Khomas Regional Council involved its key stakeholders throughout the process and also at the stakeholders' conference which was held in February 2008 at Waterberg Game Resort (Khomas Regional Council Stakeholders Conference Report, 2008, p.3). Stakeholder's needs and comments were accepted at that platform, though, according to the researcher, some of the needs were supposed to have been identified prior to the last stakeholders' conference.

Though stakeholders were involved throughout, both the researcher and one facilitator questioned the absence of the City of Windhoek, because of its shared responsibility with the Council.

6.7 Duration and challenges experienced

During this planning process, two executive strategic planning workshops were held. The first one in Windhoek at KRC Head Office from 25 to 27 September and from 1 to 3 October 2007, the second in Swakopmund at Langstrand Restaurant from 22 to 25 October 2007. The second workshop included a mid-term review of the Regional Council's Annual Action Plan, (Khomas Regional Council Strategic Planning Workshop Report, 2007, p.4). Furthermore, the stakeholder conference was held from 6 to 7

February 2008 at Waterberg Game Resort, (Stakeholders Conference Report, 2008, p.3). It took about six months for the Khomas Regional Council to complete its strategic plan.

According to Bryson (1947, p. 87), the ideal time frame to complete a strategic planning process should be three months. He further suggests that a strategic planning task force or coordinating committee be formed, in order to structure a mechanism for consultation, negotiation, problem solving, or buffering among organisational units. The size of the strategic planning team is too crucial. The length of time required to complete a strategic plan differs from one organisation to the other because of their unique circumstances and culture. According to Well (2003, p. 7), the following factors are crucial for a successful strategic planning process: the degree of commitment to the effort by the senior leaders, strategic planning facilitators, and organisation coordinator, level of total quality knowledge among the senior leadership team, level of employee involvement in plan completion and organisations' readiness for change.

In relation to what Well and Bryson's contention, it was clearly pointed out that the strategic planning process for the Khomas Regional Council did not experience a problem regarding the commitment by senior leaders, but there were some shortfalls on the strategic plan framework itself. The framework did not give detailed information regarding with pre-work/pre-planning activities, and as a result, ninety percents of the participants, were introduced to the strategic planning framework during the workshops. This means that the facilitators had to explain every basic concept and make sure that there was an aligned thinking among the workshop participants. It did not only waste time, but also resulted in a situation whereby some of the participants were not prepared emotionally and psychological.

The duration was meaningful because it was the first time for the Regional Council to apply the balanced scorecard. The same apply for the lead consultant. Based on that information, it is understandable as to why the Council took six months to complete its strategic plan.

Though the process was sound, the findings revealed it lacked some elements of the applied strategic planning approach. According to Goodstein et al (1993, p. 9), the pre-work of the Applied Strategic Planning process involves answering a host of questions and making a number of decisions. Some of these include: How much commitment to the planning process is present? Who should be involved? How we involve absent stakeholders? How does the fiscal year fit the planning process? How long will it take? What information is needed in order to plan successfully? So, planning to plan includes developing answers to these questions and making the necessary decisions (Goodstein et al, 1993, p. 9).

The findings clearly answered to some of the questions except the last two. How long will it take? Though, there was a contract and terms of reference signed between the Council and the external consultants, the parties involved did not stick to the proposed dates. According to Mr. Mbangu, there were times whereby the availability of key staff members or role players was a challenge and that delayed some of the activities that could have been completed as early as 2007. Goodstein (1993) and Bryson (1947) were in agreement regarding the programme of activities, and the issue of the Khomas Regional Council was clear, because it did not have a programme of activities for the

strategic planning process. As a result, delays were experienced as the participants did not book the dates in advance.

The last question was already dealt with during the pre-work part and it was indicated that the Council did not have some of the relevant information, notably the base line information in terms customer satisfaction. This simply meant that though there was a coordinating committee, it was not clear in all aspects of the strategic plan because of the pre-training which was not conducted at the outset of the planning process.

Some of the following challenges as experienced during the process could have been avoided if the strategic planning framework had made provision for detailed pre-work/ pre-planning activities:

- Budget, when the process started the budget was already approved. As a result the first year, budget was different from that of the strategic plan, because the strategic plan was done after the approval of the yearly budget.
- Some of the staff members never had documents for national high level statements, such as NDP3 and Vision 2030. The Council did not provide the relevant documents for preparation purposes.
- On the targets, no attempt was made to establish base line information to establish for the current performance rate.

The above selected challenges meant that the Council did not have a final decision as to when to start the strategic planning process because it was not in the approved budget. The framework used did not prepare the Council well in advance in order to avoid some

of the challenges outlined in this chapter. Therefore, the researcher is of the view that significantly more work was suppose to have been done before the process was embarked upon.

CHAPTER SEVEN

CONCLUSION AND RECOMMENDATIONS

7.1 Introduction

This chapter summaries the principal conclusion reached by the researcher and advances recommendations as to how to improve the strategic planning process by reducing the period from six months. The conclusion emphasises areas that hampered the strategic planning process. The recommendations attempt to generate new knowledge in terms of possible suggestions and solutions as informed by the challenges experienced during the process of strategic plan.

7.2 Conclusions

Strategic planning is a new concept in the Public Service of Namibia and whatever has happened in the process served as lessons for the future improvement if those involved take it as learning process which needs improvement from time to time. Given the research findings and data analysis, the following points were identified as important.

Firstly, the following success factors were in place during the process: leadership commitment, political support and ownership. Leadership at all levels supported the process in different ways. Politicians, including the Hon. Regional Governor and her Hon. Councilors, attended the strategic planning exercise. The Chief Regional Office and his senior managers did attend all strategic planning workshops. Though, the strategic planning costs were not part of the approved budget, the management found ways to fund the process. This is a clear testimony that the Khomas Regional Council did its level best in that regard.

Secondly, the strategic planning facilitators did very well because they managed to complete the process successfully and participants were happy with their conduct during the whole process.

However, the framework used did not prepare the council very well due to the following principal reasons:

- The participants did not have based line information at the workshops.
- The pre-work/ pre-planning phase did not cover all activities apart from the signing of the contract, terms of reference and a few more.
- Though there was commitment from both sides, it came out that the availability of some key staff members as it was referred to by Mr. Mbangu delayed some of the activities. Also the period between the second workshop and stakeholder conference was too long. The stakeholders' conference could have taken place in November 2007.

In conclusion, it has emerged that the Council did not have a final decision on the date to start the strategic planning process because it was not in the approved budget. The framework used did not prepare the Council well in advance, in order to avoid some of the challenges highlighted in this research. Therefore, the researcher is of the opinion that more was supposed to have been done before the process embarked up. Generally, the process went well and the duration of the process was understandable due to the aforementioned reasons.

7.3 Recommendations

While appreciating the efforts made by all parties that were involved in the development of the Khomas Regional Council strategic plan, the researcher would like to put forward some recommendations.

Recommendation 1. The strategic plan framework needs to be up dated based on the lessons learned from the Offices/Ministries/Agencies that have not yet completed their strategic plan. The strategic plan framework needs to give details of activities to be completed at the pre-work stage because it is the foundation of the whole process. The following activities should be covered during the pre-work/ pre-planning stage; pre-

training for senior managers and all key participants which cover surveys on customer's needs, resource analysis, and some basic information, documents that need to be read before hand and align thinking. The pre-training should provide meanings and practical examples to some if not all concepts that will be used. The Council management needs to make sure that all senior managers and key participants have got all relevant documents before hand because not every body can afford them.

Recommendation 2. The contract and terms of references for the consultants need to tell as to when the process should be completed in terms of months, date and not the number of days in general. The practice has created a room for the postponement of activities which at the end prolonged the process. In fact, the Council completed its task within the given dates, but for future improvement on the speed, there is a need to rephrase the time in months and date.

Recommendation 3. The OPM and strategic planning facilitators need to be meeting on a regular basis in order to improve the whole process.

Recommendation 4. The head of the Directorate Management Services (DMS) and strategic planning facilitators should identify research areas and request funds from the government in order to sponsor students who are doing research in those areas. In addition, the Directorate of Human Resource Development (DHRD) in the OPM should develop a research culture, in order to help staff members across the Public Service to discover the short comings in the implementation of all government reforms initiatives.

Recommendation 5. The OPM should encourage stakeholders to take their involvement in the strategic planning process seriously by sending representatives who can add value. Both the researcher and Khomas Regional Council strategic planning facilitators suggest that representatives of key stakeholders be at management level with extensive knowledge about the organisation being represented. The commitment shown by the Khomas Regional Council needs to be shared with managers in the Public Service of Namibia so that Vision 2030 can be realised in practical terms.

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ANNEX A: LIST OF INTERVIEWEES

Name	Position
Mr. Clements Mafwila	Director: General Services
Mr. Gabriel Benjamin	Deputy Director: Planning and Development
Mr. Alexander Sangwali	Deputy Director: Finance
Mr. Godwin Sikabongo	Deputy Director: Human Resource
Ms. Loide Muttotta	Deputy Director: Administration
Mr. Mr. Kennedy Mbangu	Chief Efficient Analyst (OPM) facilitator
Mr. Chales Muwe Mungule	Premier Consultant (lead consultant)

TOPIC: **A CRITICAL ANALYSIS OF THE DEVELOPMENT OF THE STRATEGI PLAN FOR THE KHOMAS REGIONAL COUNCIL.**

UNSTRUCTURED INTERVIEW QUESTIONS FOR THE EXTERNAL FACILITATORS FOR KHOMAS REGIONAL COUNCILS' STRATEGIC PLAN.

1. Introduction

1.1. Name of the participant (needs agreement) ....

1.2. Position...

1.3. Years of experience in strategic plan...

2. Initiation stage.

2.1. What did you do as part of your preparation for the Khomas Regional Council strategic plan?

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2.2. How did then you prepare the Regional Council before they start with the workshops?

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3.3. How was the facilitation of the whole process? Explain in short.

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3.4. How did different stakeholders help the Regional Council to come up with a quality and meaningful strategic plan?

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3.5. How do you feel about the time that it took the Regional Council to complete the plan?

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3.6. What were the main challenges as experienced in the whole process of the strategic planning for the Khomas Regional Council?

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3.7. What are your suggestions / recommendations to improve the process in future?

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THANK YOU VERY MUCH!

ANNEX C: TOPIC: A CRITICAL ANALYSIS OF THE DEVELOPMENT OF THE STRATEGI PLAN FOR THE KHOMAS REGIONAL COUNCIL.

QUESTIONS FOR THE UNSTRUCTURED- INTERVIEW WITH THE PMS REGIONAL IMPLEMENTATION TEAM (RIT) FOR THE KHOMAS REGIONAL COUNCIL.

1. Introduction

1.1. Name of the participant (needs agreement) ....

1.2. Position...

1.3. Years of employment ....

2. Pre-work planning / initiation stage.

2.1. Who initiated the idea to go for strategic planning?
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2.2. How did the Regional Council prepare it self before the process start?

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2.3. What do you think was not done properly at the initial stage?

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3. While developing a strategic plan

3.1. What level of staff members were involved in the development of the strategic plan?
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3.2. How many senior management positions are filled? (HR only).
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3.3. How many senior managers were not present or involved in the process?

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3.4. Was the process internal or external driven? Explain.

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3.5. How did you experience the facilitation of the whole process in terms of?

1. Facilitation skill.

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2. Level of understanding of the strategic plan.

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3. Time management etc

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3.6. How did you involve your stakeholders in the process?

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3.7. How long did it take the Regional Council to complete the strategic planning process? ....

3.8. How do you feel about the time that it took the Regional Council to complete the plan?

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3.9. What were the main challenges as experienced in the process?
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3.9. What are your suggestions / recommendations to improve the process in future?

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Thank you very much!!