



**STRATEGY IMPLEMENTATION IN LOCAL AUTHORITIES IN MASHONALAND WEST,
ZIMBABWE**

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DECLARATION

I, Tawanda Mutandwa, declare that the thesis that I herewith submit for the PhD in Business Administration qualification at the UFS Business School, University of the Free State, is my independent work, and that I have not previously submitted it for a qualification at another Institution of Higher Education, College or University.

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ABSTRACT

Local authorities are the mainstay of economies and societies of many countries around the world, and they are critical to the economy because of the way in which they contribute to the gross domestic product, innovation, the provision of goods and services, the creation of employment opportunities, social stability and improvement of economic welfare. Strategy implementation has become the subject of debate in many organizations today. It remains practically of central concern in contemporary management, and its successful implementation is a central challenge for virtually any organization. The success of strategy implementation is hindered by barriers where the organization's environment keeps changing. Consequently, organizations themselves are faced with a need to change.

Local authorities in Zimbabwe operate within an economic environment characterized by volatility, dynamism and competitive markets that may seriously threaten their survival. Therefore, to remain viable, local authorities must strive to formulate strategies and successfully implement them. However, the process of strategy implementation is faced with implementation barriers, which this research sought to investigate further.

While strategic implementation research in large organizations has been studied extensively, little attention has been paid to strategy implementation barriers in local authorities. Strategy implementation has not significantly filtered down to the public sector. There is little evidence of empirical research that has sought to analyse strategy implementation barriers within the sphere of local authorities research. Therefore, despite the widespread recognition of the important and significant contributions of local authorities, research about them remains scarce.

The study sought to determine the challenges faced by Zimbabwean local authorities in their endeavour to implement Government formulated strategies. The study analysed service provision levels, identified barriers to strategy implementation and assumed that there was no rational approach to strategy implementation by local authorities in Zimbabwe and that this resulted in poor performance, as evidenced by poor service delivery. The major research objective of the study was to determine the strategy implementation barriers and challenges faced by local councils of Mashonaland West in implementation. The study further examined strategy implementation models and approaches, and suggests the best strategy implementation model and approach for local authorities in Zimbabwe based on the situation of Mashonaland West Province.

The literature review revealed that the commonly cited reasons for failure by local authorities in strategy implementation include a lack of resources (including inadequate funding from central government), bureaucracy in decision-making and implementation of strategies, political interference, organizational structure and culture, strategy leadership, communication, accountability problems, shortage of skills, poor relationships between elected representatives and administrators as well as a lack of cooperation from central and/or local government.

A mixed research methodology was employed to carry out the study. The quantitative approach involved the use of 288 questionnaires to collect data, and 220 questionnaires were returned and used. The qualitative data for the study were collected through an in-depth interview guide distributed to selected staff of four local authorities, using the purposive sampling method. Descriptive, factor, correlation and regression analyses were performed, and the findings were discussed.

This research has identified the major barriers hindering the local authorities' efforts to provide acceptable service. The study provides answers to all research questions, and the objectives of the study were achieved. The research concludes that strategy implementation variables are positively and significantly related to performance variables of local authorities, and that they have an impact on the performance of the local authorities. The study also provides policy and managerial recommendations that the researcher deemed useful for the local authorities.

Keywords: Strategic plans, Strategy implementation, Service delivery

ABSTRAK

Plaaslike owerhede is die steunpilaar van die ekonomie en samelewings van baie lande regoor die wêreld, en is van kritieke belang vir die ekonomie as gevolg van hulle bydrae tot die bruto binnelandse produk, innovasie, die verskaffing van goedere en dienste, skepping van werksgeleenthede, sosiale stabiliteit en die verbetering van ekonomiese welvaart. Strategie-implementering het in resente tye die onderwerp van debat in baie instellings geword. Die suksesvolle implementering daarvan is 'n wesenlike uitdaging vir bykans enige instelling en maak dit uiters belangrik vir kontemporêre bestuur. Suksesvolle strategie-implementering word egter belemmer deur struikelblokke aangesien die omgewing waarbinne instellings funksioneer voortdurend verander. Gevolglik moet instellings daarby aanpas.

In Zimbabwe funksioneer plaaslike owerhede binne 'n wisselvallige en dinamiese ekonomiese omgewing met mededingende markte wat hul voortbestaan ernstig kan bedreig. Ten einde lewensvatbaar te bly, moet plaaslike owerhede daarom daarna streef om strategieë te formuleer en suksesvol te implementeer. Die proses van strategie-implementering word egter deur verskeie hindernisse gekenmerk wat deur hierdie navorsing ondersoek word.

Alhoewel die implementering van strategieë in groot organisasies breedvoerig bestudeer is, is daar min aandag geskenk aan hindernisse wat die implementering van strategieë by plaaslike owerhede belemmer. Strategie-implementering het nie op betekenisvolle manier tot by die openbare sektor afgeslyf nie. Min bewys van empiriese navorsing bestaan wat hindernisse ten opsigte van strategie-implementering binne die plaaslike-owerheidsfeer ontleed. Ondanks die wydverspreide erkenning van die belangrikheid en beduidende bydraes wat plaaslike owerhede in gemeenskappe lewer, bly navorsing hieroor steeds beperk.

Die studie poog om die uitdagings wat plaaslike owerhede in Zimbabwiese plaaslike owerhede met die implementering van hul strategieë ervaar, te identifiseer. Die vlak van dienslewering word ontleed, hindernisse in die implementering van strategieë geïdentifiseer, en die studie aanvaar dat daar geen rasonale benadering tot die implementering van strategieë deur die plaaslike owerhede in Zimbabwe is nie, wat lei tot swak prestasie soos deur swak dienslewering getuig word. Die belangrikste navorsingsdoelwit van die studie is om die hindernisse en uitdagings vir die implementering van strategieë deur die plaaslike owerhede te bepaal. Die studie ondersoek modelle en benaderings, en stel die beste strategie-implementeringsmodel en -benadering voor vir plaaslike owerhede in Zimbabwe op grond van die omstandighede in die Mashonaland-Wes-provinsie.

Die literatuurstudie het getoon dat die algemene redes wat aangevoer word vir die mislukking met die implementering van strategieë by plaaslike owerhede die volgende insluit: 'n gebrek

aan hulpbronne (insluitend onvoldoende befondsing deur die sentrale regering), swak besluitneming, politieke inmenging, organisatoriese struktuur en kultuur, strategiese leierskap, gebrekkige kommunikasie, probleme met aanspreeklikheid, tekort aan vaardighede, swak verhoudings tussen verkose verteenwoordigers en administrateurs, sowel as 'n gebrek aan samewerking van die sentrale en/of plaaslike regering.

Die navorsing maak gebruik van 'n gemengde navorsingsmetodologie om die navorsingsvrae te beantwoord. Die kwantitatiewe benadering het die gebruik van 288 vraelyste behels om data te versamel, waarvan 220 vraelyste terug ontvang is. Die kwalitatiewe data vir die studie is versamel deur middel van in-diepte onderhoude wat gevoer is met personeel van vier geselekteerde plaaslike owerhede. Beskrywende, faktor-, korrelasie- en regressie-analises is uitgevoer, en die bevindings bespreek.

Die studie het die belangrikste struikelblokke geïdentifiseer wat strategie-implementering belemmer en plaaslike owerhede verhoed om aanvaarbare diens te lewer. Die navorsing het bevind dat veranderlikes in strategie-implementering positief en beduidend verband hou met prestasieveranderlikes van plaaslike owerhede, en dit beïnvloed. Die studie sluit af met beleids- en bestuursaanbevelings vir plaaslike owerhede wat aangewend kan word in strategie-implementering.

Sleutelwoorde: Strategiese planne, strategie-implementering, dienslewering

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CHAPTER 1: INTRODUCTION

1.1. INTRODUCTION

The theory of strategy and strategy implementation has received a great deal of attention in strategy discourse due to its importance in organizational performance. However, more attention has been paid to strategy formulation than to implementation (Li, Guohui & Eppler, 2008, pp. 1–5; Hrebiniak, 2006; Okumus, 2001). Despite the emphasis in research on strategy formulation, organizations fail to implement more than 70% of their new strategic initiatives (Miller, Wilson & Hickson, 2004, pp. 359). Therefore, the focus presently moves from the formulation of strategy to its implementation (Van Thiel & Leeuw, 2002). However, on the one hand, contemporary research on strategy implementation focuses mainly on private or profit-driven organizations. On the other hand, research in public service organizations has focused on the outcome of strategy implementation, like service delivery, without necessarily examining the implementation process.

There has also been little research that is related to the experiences of local authorities. Little attention has been given to strategy implementation models and approaches suitable for local authorities. Local authorities' strategy implementation efforts face a number of underlying challenges that impede upon successful execution of formulated strategies. The barriers to strategy implementation that are faced by local authorities emanate from both the internal and external environment.

This research seeks to identify the most prominent barriers to strategy implementation faced by local authorities in Mashonaland West, Zimbabwe. These barriers include both the internal challenges as well as the external challenges. The research also examines how local authorities are dealing with these challenges. Strategy implementation theory suggests that methods for successful strategy implementation make use of specific implementation models and approaches (Brenes & Mena, 2008; Higgins, 2005; Noble, 1999a). Against this background, the study identifies strategy implementation models and approaches and discusses the factors that can lead to strategy implementation success. Empirical research was carried out that culminates in recommendations on the best strategy implementation model and approach for local authorities in Zimbabwe.

An explanatory sequential mixed study was undertaken, in the form of a multi-case study, in four district councils in the Mashonaland West Province of Zimbabwe. The study made use of a mixed-methods approach in which quantitative data were collected first, followed by qualitative data. The study is regarded as an explanatory sequential mixed study that first gives a general understanding of the research problem through a quantitative survey, followed

by a qualitative approach to strengthen the findings of the quantitative survey (Gorman & Clayton, 2005, p. 3).

Local authorities are institutions that provide public services at local levels using funds generated from the local community, in addition to funds received from central government (Agranoff & McGuire, 2004). Where a system of local government is efficient and effective, transparency and accountability are central to the decision-making process and the system can provide and maintain quality service and infrastructure (Agranoff & McGuire, 2004).

In Zimbabwe, the current Legal and Operational Framework stipulates that local government refers to the provision and maintenance of public services and infrastructure at local levels utilising funds generated from the local community, in addition to grants and loans from central Government, and other sources (Zimbabwe Institute of Local Government: Policy Review, 2005). In essence, in Zimbabwe, local government refers to the establishment of participatory and democratically elected structures that can identify with the needs of the people at the lowest level and ensure the translation of those needs into programmes and projects and the maintenance of essential services.

Local authorities in Zimbabwe (urban and rural district councils), were accorded local authorities planning status through Section 10 of the Regional Town and Country Planning Act, 1998 (Chapter 29:12) (as amended)¹ to improve service delivery. Urban and rural district councils prepare their own strategic plans as they are considered “planning authorities” (Zimbabwe Institute of Local Government Paper 0506, 2006, p. 6). Accordingly, local authorities in Mashonaland West have been creating strategic plans to address community needs within their jurisdictions, but the reality with regard to service delivery does not reflect successful implementation of the strategic plans.

Mashonaland West Province is located on the western side of Zimbabwe, with its provincial capital, Chinhoyi, 100 km from Harare (the capital city of Zimbabwe). Mashonaland West Province comprises ten local authorities made up of rural and urban councils. These councils includes Chinhoyi, Chegutu , Chirundu, Kadoma, Kariba and Karoi.

¹ This Act is a combination of the following Acts: Acts 22/1976, 48/1976 (s. 82), 22/1977 (s. 38), 3/1979 (ss. 143–157), 39/1979 (s. 19), 8/1980 (s. 12), 29/1981 (s. 59), 48/1981 (s. 13), 9/1982 (ss. 2–16), 20/1982 (s. 19), 21/1985 (s. 45), 8/1988 (s. 164), 3/1992 (s. 52), and 14/1991, and is officially cited as the Regional Town and Country Planning Act, 1998 (Chapter 29:12).



Figure 1.1: Map of Zimbabwe showing Mashonaland West Province

1.2. BACKGROUND OF THE STUDY

In the contemporary world it has been rather easy for organizations to decide where they wanted to go, but it is often difficult to get organizations to act on the new priorities required to reach their destiny (Wheelen & Hunger, 2011). Strategy implementation has proven to be such a powerful conceptual tool that is widely applied in attempting to enhance the performance and competitiveness of organizations, especially measuring financial projections as agreed in annual plans (Mankins & Steele, 2005; Lazenby, 2013, p. 289).

Strategic management has been effectively used to turn around troubled organizations and ensure organizations' continuous superior performance (Hitt, Ireland & Hoskisson, 2012). Wheelen and Hunger (2011) argue that such success depends upon knowing the future, assessing current abilities and managing change effectively for the implementation of the formulated strategies.

One of the effective management tools that can be used for strengthening an organization's performance is through effective and efficient decision-making and systematic strategic formulation and implementation (Wheelen & Hunger, 2011). Although strategy implementation has been more widely used in the private sector since its genesis, over the last decade there

has been a need for practising effective strategy implementation in the public sector (Lazenby, 2013, p. 257; Heath & Palenchar, 2008).

According to Strohhecke (2015), successful strategy implementation is no less important than designing the strategy, but the fact that managerial attention at the implementation stage is low and the failure rate is high has long been bemoaned. According to Heath and Palenchar (2008), strategic management appears to be part of a package of management innovations designed to reinvent and modernize the public sector in both developed and developing countries. Strategy implementation was found to be an effective management tool in transforming a bureaucratic public sector into a more responsive and innovative administration (Heath & Palenchar, 2008).

Many businesses find it challenging to implement their intended strategies (Hrebiniak, 2006; Kaplan & Norton, 2005; MacLennan, 2011). The challenge and experience of failure or the prolonged time taken to execute these strategic initiatives could result in considerable financial losses and a waste of taxpayers' resources (Mankins & Steele, 2005). The struggle to implement strategies by local authorities warrants attention from researchers in strategic management in order to understand the dynamics of organizational strategy implementation from the perspective of local governance and operational levels.

The Zimbabwean central government anticipated that planning strategically was going to bring an end to poor service provision and see the dawn of quality service provision from the country's local authorities, therefore increasing stakeholder expectations. This led to the introduction of strategic planning by local authorities (Zimbabwe Institute of Local Government: Policy Review, 2005).

1.2.1. Local government structures and systems in Zimbabwe

Zimbabwe is made up of ten provinces comprising ninety-one councils, i.e. thirty-one urban councils and sixty rural district councils. Essentially the rural district councils are the local authorities, and they are made up of wards. Urban councils are further divided hierarchically into cities, municipalities, towns and local boards (The Green Paper on Zimbabwe's Local Government, 2014). Mashonaland West Province has one of the largest numbers of local authorities.

The local authorities function as administrative entities. The activities of local authorities are coordinated by the Ministry of Local Government, Public Works and National Housing (MLG, PW & NH). The principal acts governing local authorities in Zimbabwe are the Urban Councils Act, 2015 (Chapter 29:15); Rural District Councils Act, 1988 (Chapter 29:13); Traditional

Leaders Act, 1998 (Chapter 29:17); Communal Land Act, 1982 (Chapter 20:04); Provincial Councils and Administration Act, 1998 (Chapter 29:11); Customary Law and Local Courts Act, 1990 (Chapter 7:05); and the Chiefs and Headmen Act, 1983 (Chapter 29:01). The Acts provide prescripts for the institutional framework of urban and rural district councils in Zimbabwe.

1.2.2. Relationship between central government and local government structures

Historically, the central government defined the legislative framework for local government in Zimbabwe. Currently, the Zimbabwe Constitution (2013), Chapter 14, provides the framework that restrains interventions by central government in the affairs of local government. The MLG, PW & NH exercises an oversight role over local authorities. However, local authorities often view this oversight function as interference in local government affairs (Chatiza, 2010, pp. 14–15). This emanates from the discretion given to the Minister through the Urban Councils Act, 2015, and the Rural District Councils Act, 1988. In this regard, section 314 of the Urban Councils Act, 2015, empowers the Minister to “direct a council to reverse, suspend or rescind any of its resolutions or decisions if he considers that the resolutions or decisions are not in the interest of the inhabitants of the area, or in the national or public interest” (Chatiza, 2010, pp. 14–15; The Green Paper on Zimbabwe’s Local Government, 2014).

In addition, Section 53 of the Urban Councils Act, 2015, empowers the Minister to decide on resolutions that cannot be passed without his/her approval, failing which he can invalidate them. The Rural District Councils Act, 1988, also gives the Minister the same discretionary and unmitigated powers. Mushamba (2010, p. 12) argues that “this provision raises interesting legal questions which include, for instance, when is it in the public interest to suspend a councillor?” Research by Bland (2010, p. 343) furthermore indicates that officials within local authorities had a better relationship with the MLG, PW & NH than councillors and the mayor.

1.2.3. Weak educational background

The relationship between elected councillors and officials within Zimbabwean councils is a key challenge. Bland (2010, p. 344) observes that most councillors and mayors have an Ordinary “O” Level standard of education and less than ten years’ council experience, while administrators have undergraduate and graduate qualifications as well as more than ten years’ work experience. Therefore, council administrators have always had an edge over elected councillors with respect to the management of local affairs. These tensions and skewed understanding of local government hinders decision-making and affects strategy implementation resulting in poor service provision (Zimbabwe Institute Local Government Policy Review, 2005, pp. 4–5). The imbalance in experience between elected council officials

and town clerks compromises capacity to manage and administer local authorities, paving the way for increased interventions from MLG, PW & NH (The Green Paper on Zimbabwe's Local Government, 2014).

1.2.4. The financing of local authorities in Zimbabwe

The financing of local authorities in Zimbabwe is a major challenge as detailed in the Green Paper on Zimbabwe's Local Government (2014), which postulates that strategy implementation and service delivery by local authorities in Zimbabwe is to a large extent hindered by a lack of adequate funding. Local authorities have not been consistently receiving fiscal transfers from the central government due to the economic challenges that have persisted in the country over a number of years (Zimbabwe Institute Local Government Policy Review, 2005, pp. 4–5). Instead, they have had to rely on other revenue mobilization strategies as legislated by local government. The biggest portion of revenue inflows are in the form of rates and taxes, service fees, and dividends from council business projects, apart from support rendered by international non-governmental organizations and other local private voluntary organizations with supplies such as water treatment chemicals, equipment and pipes (Zhou & Chilunjika, 2013, p. 233).

However, local authorities experience budgetary constraints as they fail to collect adequate revenue, since residents default on payments due to economic hardships. The authorities also fail to efficiently collect and levy charges due to inefficiencies caused by a lack of innovative means of revenue mobilization (Jonga, 2014, p. 75). The revenue that is collected, is directed towards wages, repairs and maintenance of equipment and general expenses, with little or no financial resources directed towards improving service delivery or undertaking capital projects. Funding is also not available for purchasing new modern equipment and upgrading infrastructure. Problems with mobilizing financing also arise from

ineffective financial management systems that results in the levying of sub-economic tariffs, failure to ensure cost recovery on essential services, such as, water and sewer provision, “failure to recover debts owed in a hyperinflationary environment”, a lack of skilled and qualified staff due to skills flight to the private sector and to the diaspora, and generally poor financial accounting systems. (Marumahoko, 2010, pp. 47–48)

In addition, local authorities have failed to update and upgrade their databases, resulting in users that cannot be traced (Zhou & Chilunjika, 2013, pp. 237–239). It has also been observed that poor enforcement of council by-laws has impinged on the collection of fines and penalties and has resulted in an under-collection of revenue (Jonga, 2014, p. 79).

It is therefore evident that local authorities experience challenges associated with strategic management and the understanding of strategy implementation (Madzivanyika, 2011, p. 33). According to an article from the Daily News (5 October 2015), under the headline “Local Authorities have failed”, Irene Zindi, the chairperson of the Parliamentary Committee on Local Government, noted that local authorities in Zimbabwe have failed to address the continuing decline in service delivery due to misplaced priorities and a lack of strategic direction. The article further highlights that residents have raised grave concerns, saying that councils do not consult them on major development decisions in wards. In addition, residents are also concerned that rates being charged are not commensurate with the services rendered (Daily News, 2015). It is therefore noticeable that local authorities in Zimbabwe are characterized by strategy implementation problems.

1.2.5. Situation in Mashonaland West

Mashonaland West local authorities, both rural and urban, are not an exception as they face the same challenges as other local authorities in the country. The urban councils are experiencing rapid population growth while facilities and social services remain inadequate. Nyamukondiwa (2010) states that nearly all local authorities in Mashonaland West Province emptied raw sewage into major rivers and dams, causing serious damage to the environment. It can be argued that what lies at the heart of the challenges in water supply and sanitation are a lack of financial resources to expand, operate and maintain facilities and a failure to treat water as a scarce commodity (Nhapi, 2009, p. 229). Other problems include those related to road construction and maintenance, environmental management, education and health facilities (Nhapi, 2009, p. 229).

1.3. PROBLEM STATEMENT

Although strategy formulation workshops are periodically held by local authorities in Zimbabwe, and strategic planning documents developed for implementation, efficient service delivery to residents remains a challenge (Karoit Town Council, Chegutu Municipality, Kariba Town Council and Chinhoyi Town Council 2014–2018 Strategic Plans; Madzivanyika, 2011, p. 14). As a response, residents default on payments, through reluctance and incapacitation due to the prevailing economic environment. This leads to the councils failing to meet their annual budgeted revenue and expenditure targets. Consequently, local authorities fail to operate within approved expenditure limits, which further compromises service delivery (Sithole, Chirasha & Tatire, 2013, p. 109). The scenario depicts failure or inadequate implementation of formulated strategic plans. This is despite the fact that local authorities invest large amounts of money in the strategy planning processes (Nhapi, 2009, p. 229). This

failure can be attributed to lack of commitment to strategic management practices by top management and other members of the organization (Kangoro, 1998, p. 303). Because of the failure to successfully implement the strategic plans, local authorities are faced with a myriad of challenges, which include the failure to meet monthly obligations, including payment of staff salaries, timely statutory payments and service delivery such as potable water and sanitation (Zimbabwe Election Support Network, 2008, p. 1).

The rationale behind carrying out this study is that strategy implementation is an important aspect of organizational management, but has received far less research attention compared to strategy formulation (Li et al., 2008, p. 2; Hrebiniak, 2006, pp. 12–32; Okumus, 2001, pp. 327, 338). Findings from this research would add to the knowledge and understanding of the subject of strategy implementation challenges and the application thereof by the local authorities, specifically in the context of Zimbabwe. This thesis sheds analytic insight on the marginalized subject of strategic management, specifically focusing on implementation frameworks being utilized by local authorities. Zimbabwean local authorities are viewed as public institutions that have, due to their ineffectiveness, contributed to the economic decline of Zimbabwe (Madzivanyika, 2011, p. 28).

This study also attempts to generate information that benefit not only the local government authorities and individual practitioners, but other stakeholders interested in efficient implementation of strategies by the public sector. Such information, including recommendations, can improve the operational efficiency of local government authorities in Zimbabwe. Increased operational efficiency of local governance implies improved service delivery at reduced operational costs to clients, residents and tenants and, therefore, provides sufficient motivation for clients to make timely payments for their rates, rentals and fees to councils, as well as an inevitable increase in the local authorities' cash flow (Sifile, Madzorera & Chavunduka, 2015, pp. 55–56). At national level, the financial burden on the central government will be reduced since, of late, the local authorities have been relying on the central government for bailouts, especially for the purchase of water treatment chemicals, because council clients, residents and tenants had been defaulting on their payments (Bland, 2010, pp. 340–342). Correctly identifying barriers to strategy implementation will enable local government authorities in Zimbabwe to design mechanisms with which to mitigate these barriers, leading to improved service delivery to their clients. This research will add to the existing body of knowledge in the field of strategic management, and the knowledge gained will be at the disposal of all interested parties.

1.4. RESEARCH QUESTIONS

The research questions for this study were based on the broader research problem, which was about identifying the barriers impeding Zimbabwean local authorities' successful implementation of the set strategic plans and what measures could be taken to overcome these barriers in terms of service provision as expected by the ratepayers and other stakeholders.

The research questions of the present thesis are:

- What are the concepts underlying strategy implementation in the context of local authorities in Zimbabwe?
- What is the current status of Zimbabwean local authorities with regard to strategy implementation?
- What are the challenges and barriers to strategy implementation faced by local authorities in Zimbabwe, and which is the most suitable strategy implementation model and approach for Zimbabwean local authorities?
- What practical recommendations from the empirical study can be made about strategy implementation by local authorities in Zimbabwe?

1.5. AIMS AND OBJECTIVES OF THE STUDY

The aim and the objectives of the study are outlined below:

1.5.1. Aim

This study aims to determine the barriers impeding strategy implementation in the urban local government authorities in Mashonaland West, Zimbabwe, and to identify models and approaches that will contribute to strategy implementation.

1.5.2. Objectives

The specific objectives of the study are:

- to provide a grounding perspective of the concept “strategy implementation” in the context of local authorities

- to analyse current strategies and implementation plans of local authorities in Mashonaland West
- to determine empirically the barriers to strategy implementation experienced by local authorities in Mashonaland West
- to recommend a model and approach that will improve strategy implementation by local authorities in Mashonaland West.

1.6. SCOPE OF THE STUDY

The research was carried out in four urban local government authorities in the Mashonaland West Province of Zimbabwe. These were Kariba Town Council, Karoi Town Council, Chinhoyi City Council and Chegutu Town Council. The study used both primary and secondary sources of data. The secondary data were from the period 2010 to 2019. Primary data were collected from employees of the respective town councils, using a survey as well as an interview guide. The study was not intended to discuss the technical details of local authority operations, but rather concentrated on the managerial, behavioural and organizational aspects that influenced the formulation and implementation of the strategic plans. Where technical overviews are discussed, they are only for the purpose of making the study more understandable.

1.7. ASSUMPTIONS FOR THE STUDY

The following assumptions were made for the purpose of this study:

- Strategy implementation by local authorities in Zimbabwe is not largely affected by changes in municipal governing boards.
- Local authorities in Zimbabwe operate in a similar organizational environment, which is affected by similar social, cultural and economic factors.
- The sample size used is a true representation of the total population (selected local authorities in Zimbabwe).
- Organizations under study have, to some extent, adopted strategic management in their operations.

1.8. THEORETICAL FRAMEWORK OF THE STUDY

The theoretical framework is based on the objectives of the study. The objectives of the study centre on evaluating the strategy formulation process, determining strategy implementation

barriers and establishing effective strategy implementation models and approaches for local authorities. The theoretical framework, therefore, introduces and describes the theory suggested by Swanson (2013, p. 5), and it explains why the problem exists. In strategy implementation theory, there is no one dominant framework that has been agreed upon. Hence, organizational leaders do not have theoretically sound models to guide their actions. Noble (1999b, p. 132) states that there is a significant need for detailed and comprehensive conceptual models related to strategy implementation. As a result, to date, implementation research has been fragmented due to a lack of clear models on which to build.

The theoretical framework draws key implementation factors from a variety of proposed strategy implementation models. The factors include formulated strategy, change management, organizational culture, organizational structure, leadership, communication, resource allocation, people and environmental influences (Li, et al., 2008, pp. 23–30). These factors can influence strategy implementation and they can also act as barriers to implementation.

A strategy implementation model is suggested as one of the most important intervention measures to ensure successful implementation of strategy. Its use, through particular approaches, can determine whether an organization can be successful or not in pursuit of its strategy. The present study attempts to explain that local authorities' strategic plans could only be successful if barriers were minimized and a proper implementation model used. If barriers were not controlled and managed properly, implementation would not be effective, and organizational performance would be affected. Strategy implementation is viewed by taking a holistic approach whereby the factors are evaluated in terms of how they interact with each other as well as how they have an impact on the implementation process. Figure 1.2 below provides an explanation of the theoretical framework.

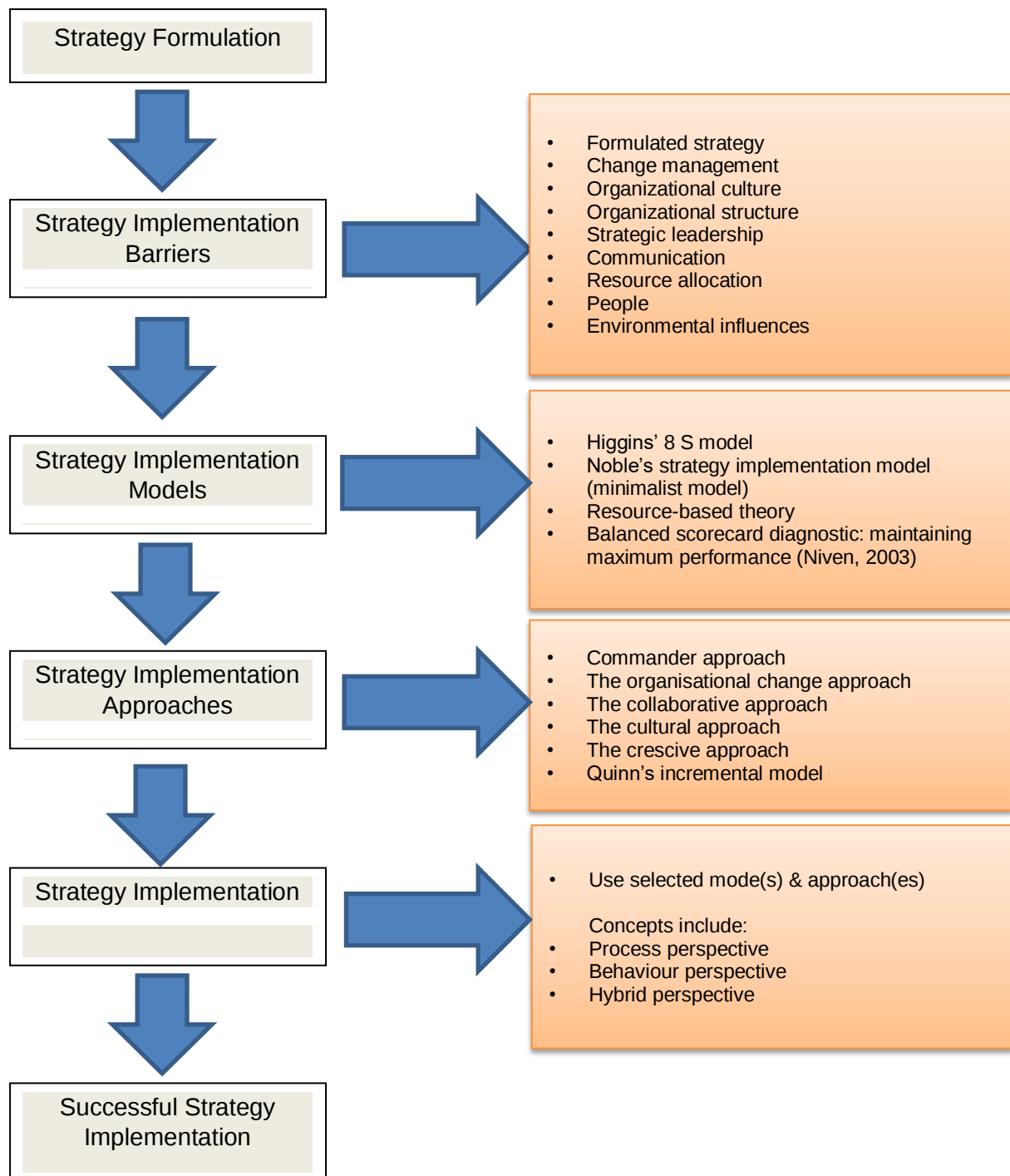


Figure 1.2: Theoretical framework (sources: Swanson, 2013; Noble, 1999b; Li et al., 2008)

1.9. METHODOLOGY

The research is an explanatory sequential mixed study, in the form of a multi-case study, a procedure in which both quantitative and qualitative data are collected and analysed, and the two types of methods are mixed in a single study to understand a research problem (Bryman & Bell 2015, pp. 40, 48). Using quantitative methods, the researcher asked specific questions that enabled him to collect numerical and quantifiable data from a large number of participants in the local government councils. The data were statistically analysed to obtain an unbiased and objective result. Using qualitative methods, the researcher solicited the views and opinions of participants by asking broad and general questions, and collected non-numerical data that were analysed to obtain a result (Gorman & Clayton, 2005, p. 3).

The mixed research design was chosen for this study primarily because the combined use of both quantitative and qualitative methods is considered to provide a better understanding of the research problem than either of the two types individually. Moreover, it is the preferred method because of its pragmatism in as far as obtaining practical and multiple viewpoints (Saunders, Lewis & Thornhill, 2007, p. 110).

1.9.1. Target population

The research was conducted in four urban local government authorities of Mashonaland West Province of Zimbabwe, namely: Chinhoyi City Council and Chegutu, Kariba and Karoi Town Councils. Data were collected from senior managers, middle-level managers, managers, junior-level staff, councillors and grades other than the aforementioned.

1.9.2. Data collection strategy

Formal structured questionnaires with predominantly closed questions were used to collect information from all staff that were graded middle-level managers and below, while interview guides were used to collect qualitative information from senior managers. The data from the interviews and the questionnaires were then triangulated.

1.10. JUSTIFICATION FOR THE STUDY

There has been an increased focus on improving local government performance in many developed and developing countries in recent years (Van Thiel & Leeuw, 2002). Literature published over the past decade reveals a trend toward consolidation through amalgamation, greater autonomy over investments, improvement in asset management practices, improved key performance areas (specifically financial performance monitoring) and a greater focus on achieving community outcomes (Pricewaterhouse Coopers, 2006).

Numerous studies have found that strategies for organizations mainly fail not because of ineffective formulation, but rather because of inadequate implementation. However, even given this scenario, strategy implementation has received far less research attention than strategy formulation (Li et al., 2008; Hrebiniak, 2006; Okumus, 2001). Turning a strategy into activities in an organization is even more difficult (Hrebiniak, 2006). Zimbabwean local authorities face immense challenges in service delivery. This study assumes that some of these problems are linked to poor strategy implementation.

1.11. FEASIBILITY OF THE STUDY

This study evaluates the extent of implementation of strategic plans by urban local government authorities in Zimbabwe. Available information indicates the availability of strategic plans, financial reports indicating budgetary adequacy, as well as internal strategic plan review reports from the councils. External assessment reports by the MLG, PW & NH were also available as important sources of secondary data for use in this study. Research literature includes books, academic journals, newspapers, official documents and internet sources.

During the primary data collection stage, council employees were willing to take part in the study. The structures of the local authorities made it easier to schedule interviews with the different levels of staff. Although it was difficult to schedule interview sessions with the senior managers because of their busy agendas, they were very cooperative when they were available.

1.12. CHAPTER OUTLINE

The thesis comprises six chapters:

Chapter 1: Introduction and background

This chapter presents a situational analysis, that is, a background to the study. It highlights the research problem in the broad context, narrows down the research problem from which the research questions are developed and outlines the aim and set of objectives for the research.

Chapter 2: Theoretical foundations of strategic planning and implementation

This chapter discusses literature on strategy and strategy implementation, the barriers to strategy implementation, and models and approaches relating to strategy implementation in local authorities. The chapter provides a conceptual framework that demonstrates and reviews

some major strategy implementation independent variables as well as the dependent variable. The chapter ends with a summary of the literature.

Chapter 3: Local governance in Zimbabwe

This chapter gives an in-depth overview of the organization of the local government structures and frameworks in Zimbabwe, their functionality, legality and operational mandates in relation to other institutions.

Chapter 4: Research methodology, research design and data analysis

This chapter provides a detailed description of the methods that were used to carry out the research. It discusses the research design used, the instruments used to collect data, questionnaire and interview guide design process, sampling techniques, data collection limitations, data handling and data analysis. The data triangulation procedures are also presented in this chapter.

Chapter 5: Results and discussion

The results of the study and their interpretations are presented in this chapter, complete with the statistical analyses, including data presentation tables and figures as well as the respective narratives. This chapter presents the summary of research findings and provides an interpretation of the results with references from the literature and previous studies. Results are logically explained and their implications for strategy formulation and implementation discussed in order to formulate conclusions that are applicable to a wider spectrum of local authorities, especially in urban areas.

Chapter 6: Conclusions and recommendations

This chapter provides conclusions drawn from the study and makes recommendations based on reviewed literature and the results of the empirical study. The chapter provides a reflection on the aims and objectives of the study, and on the answers to the research questions. It also demonstrates how the research contributes to theory, methodology and the body of scholarly knowledge. The recommendations made in the chapter are expected to assist in both policy formulation and strategy implementation by local authorities in Zimbabwe.

1.13. CLARIFICATION OF CONCEPTS AND DEFINITION OF TERMS

Strategy refers to the direction and scope of an organization over the long term, and offers an advantage for the organization through its configuration of resources within a changing

environment to meet the needs of markets and to fulfil stakeholder expectations (Johnson & Scholes, 2003, p. 10).

Strategic planning is one part of an organization's management effort and is seen by some as the principal part of that effort (Poister, Pitts & Edwards, 2010, p. 525). Bryson and Roering (1988, p. 995) define strategic planning as "a disciplined effort to produce fundamental decisions and actions that define what an organization (or other entity) is, what it does, and how it does it."

Strategy implementation refers to "the communication, interpretation, adoption, and enactment of strategic plans" (Noble, 1999b, p. 120) and is widely perceived to be a significant determinant of performance.

Strategic management is defined by Bryson, Berry and Yang (2010, p. 495) as "the appropriate and reasonable integration of strategic planning and implementation across an organization (or other entity) in an on-going way to enhance the fulfilment of its mission, meeting of mandates, continuous learning, and sustained creation of public value."

1.14. CHAPTER SUMMARY

This introductory chapter focused on the introduction to the research, followed by the background to the study and the statement of the research problem, research objectives and research questions. The chapter also detailed the significance, scope and justification of the study. The chapter provided the assumptions to the study, limitations of the study, a theoretical framework, definition of terms, outline of the thesis and, lastly, a chapter summary.

CHAPTER 2: THEORETICAL FOUNDATIONS OF STRATEGY AND STRATEGY IMPLEMENTATION

2.1. INTRODUCTION

This chapter discusses literature on strategy and strategy implementation, the barriers to strategy implementation, and models and approaches that relate to strategy implementation in local authorities. The chapter provides a conceptual framework that demonstrates and reviews some major strategy implementation independent variables as well as the dependent variable. The chapter ends with a summary of the literature.

It is critical for organizations to develop strategies that are implementable (Franken, Edwards & Lambert, 2009, p. 49). However, implementation is a challenging process, due to many barriers that arise from internal, structural and behavioural issues as well as from the external environment (Hrebiniak, 2006, pp. 12–31; Pryor, Anderson, Toombs & Humphreys, 2007, pp. 211–235; Saunders, Mann & Smith, 2008). Speculand (2009, p. 167) emphasizes that while it is important for organizations to develop sound strategies, the success or failure of such strategies will only be realized after the implementation process. Speculand (2009, p. 167) further argues that implementing strategy is twice as difficult as creating it. Conversely, the real value of strategies lies in their successful implementation (Aaltonen & Ikavalko, 2002, pp. 415–418). The time, effort and resources put into strategy formulation make successful implementation crucial to avoid an unnecessary waste of resources and lost opportunities (Mankins & Steele, 2005, p. 64–72). According to Li, Guohui and Eppler (2008, p. 11), there are individual factors that influence strategy implementation, which include the strategy formulation process, strategy executors (managers and employees), organizational structure, communication activities, the level of commitment to the strategy, consensus regarding the strategy, relationships amongst different units/departments and different strategy levels, employed implementation tactics, as well as the administrative system in place.

The effectiveness and efficiency of strategy formulation and implementation in private limited setups can be very different from similar processes in public institutions such as local authorities, which constitute local government institutions. This arises from the differences in setups and mandates as well as administrative and legal scope of the entities. This chapter focuses on clearly defining local government as contrasted with local authorities, the dimensions of operation of local governments as well as their roles. The chapter also covers strategy management concepts, the definition of strategy, strategy formulation, strategy implementation barriers and implementation models and processes.

2.2. STRATEGIC MANAGEMENT

Bryson et al. (2010, p. 495) define strategic management as “the appropriate and reasonable integration of strategic planning and implementation across an organization (or other entity) in an on-going way to enhance the fulfillment of its mission, meeting of mandates, continuous learning, and sustained creation of public value.” Poister and Streib (1999, p. 309) argue that strategic management and strategic planning are often used interchangeably, but they are not identical concepts. According to Bryson and Roering (1988, p. 995), strategic planning is “a disciplined effort to produce fundamental decisions and actions that define what an organization (or other entity) is, what it does, and how it does it”, while strategic management, as defined by Van Aardt, Hewitt, Bendeman, Bezuidenhout, Janse van Rensburg, Naidoo and Visser (2011, p. 68), is the process of turning a dream into reality by formulating, evaluating and implementing a business strategy. Strategic management is further explained by a number of workable definitions, which are discussed next.

According to Smith, Arnold and Bizzle (1988, p. 5), “strategic management is the process of examining both present and future environments, formulating the organization’s objectives and making, implementing and controlling decisions focused on achieving these objectives in the present and future environments.” This definition emphasizes the critical analysis of both the internal and external environment of an organization. It entails that the organization analyses its internal capabilities and resources to determine how it would exploit external opportunities while minimizing the problems likely to be encountered. Strategic management focuses on both the present and future environmental challenges and opportunities in formulating, implementing and controlling activities of the organization. The ultimate goal is to achieve the set objectives of the organization. In addition, Glueck and Jauch (1984, p. 5) define strategic management as “a stream of decisions and actions which leads to the development of an effective strategy or strategies to help achieve corporate objectives.” The strategic management process is viewed as the way in which strategists determine objectives and make strategic decisions.

Bowman and Asch (1987, p. 510), argue that strategic management is a function of top management and involves analysing the opportunities and threats or constraints in the organization’s external environment, establishing the organization’s mission and goals as well as formulating strategies that match the organization’s strengths and weaknesses to the environmental opportunities and threats. They also stress the controlling of activities as essential for the attainment of the set goals and objectives. Similarly, Certo and Peter (1988, p. 5) define strategic management as a continuous, iterative process aimed at keeping an organization appropriately matched to its environment. This implies that managers engage in

a series of steps such as environmental analysis, establishing organizational directions, formulating organizational strategies, implementing organizational strategies and exercising strategic control.

According to Thompson and Strickland (1990, p. 4), strategic management involves a number of interactive processes that can be summarized as follows: developing a concept of the business and forming a vision of where the organization needs to be headed; translating the mission into specific long-range and short-range performance objectives; crafting a strategy to achieve the targeted performance; implementing and executing the chosen strategy; an evaluating performance, reviewing the situation and initiating corrective adjustments in mission, objectives, strategy or implementation in light of actual experience and changing conditions, new ideas and new opportunities.

Strategic management has been effectively used to turn around troubled organizations and to ensure organizations' continuous superior performance over their competitors (Hitt et al., 2012). Such success depends on knowing the future, assessing current abilities and managing change effectively, or on the implementation of the formulated business strategies (Wheelen & Hunger, 2011).

Some of the most effective management tools that can be used for strengthening organizations' performance is effective and efficient decision-making, systematic strategic formulation, and implementation (Wheelen & Hunger, 2011). Strategy implementation has proven to be such a powerful conceptual tool that it is widely applied in attempting to enhance the performance and competitiveness of businesses operations, especially measuring financial projections as agreed in annual plans (Mankins & Steele, 2005; Lazenby, 2013, p. 289). Strategy implementation has been more applicable in the private sector ever since its genesis, but over the last decade there has been a need to practise effective strategy implementation in the public sector as well (Lazenby, 2013, p. 257; Heath & Palenchar, 2008). Strategy implementation has been found to be an effective management tool in transforming a bureaucratic public sector into a more responsive and innovative administration (Heath & Palenchar, 2008). Many businesses find it challenging to implement their intended strategies (Hrebiniak, 2006, p. 12; Kaplan & Norton, 2005: 17; MacLennan, 2011). In summary, strategic management is a process that includes environmental scanning (both internal and external), strategy formulation (strategic planning), strategy implementation and evaluation and, lastly, control (Wheelen & Hunger, 2011, p. 21 of 172). The definitions provided above highlight the role of environmental scanning and of setting the mission and goals of the organization, in the formulation, implementation and evaluation of strategy. According to Van Aardt *et al.* (2011,

p. 68), strategy formulation, strategy implementation and strategy evaluation are the three key phases in the strategic management process.

The challenge and experience of failure, or prolonged time in executing these strategic initiatives, could result in considerable financial losses and a waste of taxpayers' resources (Mankins & Steele, 2005). The struggle by local authorities to implement strategies warrants attention from researchers in strategic management in order to understand the dynamics of organizational strategy implementation from the perspective of local governance and operational levels.

2.3. STRATEGY DEFINED

Several definitions of strategy have been proposed in strategic management literature. These definitions date as far back as the 1960s, when the concept of strategic management started to receive attention from scholars in the study of strategic management. Since then several definitions and explanations of the concept *strategic management* has been developed, and the focus of the next paragraphs is on some of the most important ones relevant to this study.

One of the most famous definitions is the classical one formulated by Chandler (1962, p. 13) who, as far back as 1962, defined strategy as “the determination of the basic long-term goals and objectives of an organization, the adoption of courses of action and the allocation of resources for carrying out these goals.” This definition is grounded in the assumption that strategy is based on rational planning for which courses of action can be taken. However, it does not differentiate between the processes used to formulate strategy and the concept itself. Ansoff (1965, pp. 18–21) and Andrews (1971, p. 28) differ from Chandler and define strategy with particular emphasis on the processes by which it should be developed. Ansoff (1965, pp. 18–21) defines strategy as a rule for making decisions determined by the scope of an organization's goods and services, growth vector, competitive advantage, and synergy. This definition implies that strategy is formulated in consideration of the goods and services an institution provides that are driven by the nature of the “business” of the organization, either today or what it may want to be in future. In the context of public organizations, with specific reference to local government, the decisions about strategy are concerned with the efficient provision of goods and services that are normally not provided by the private sector, such as waste management, water management and housing. In some instances, provision of some of these services may be transferred to the private sector by transferring a business, industry or service from public to private ownership and control, a process known as privatization (Nhema, 2015, p. 247). The other method involves the hiring of private corporations to provide

goods and services to the public, a practice known in theoretical literature as outsourcing (Gaspareniene & Vasauskaite, 2014, p. 274).

Andrews' (1971, 28) definition emphasizes the inclusion of goals and objectives and the means that the organization will use to achieve them. According to Andrews, strategy is

the pattern of objectives, purposes or goals and major policies and plans for achieving these goals stated in such a way as to define what the nature of the organization is or is to be in and the kind of organization it is or is to be. (1971, p. 28)

While Ansoff (1965, pp. 18–21) and Andrews (1971, p. 28) agree on the concept of strategy, they differ on the processes thereof. Andrews (1971, p. 28) believes that goal setting should be part of the strategy formulation process, whereas Ansoff (1965, pp. 18–21) views it as a separate process. However, following these definitions, a number of authors such as Porter (1980), Tregoe and Zimmerman (1980) and Thompson and Strickland (1993, p. 6) later developed definitions that can be linked to that of Chandler (1962, p. 13).

Porter (1980, p. xvi) defines competitive strategy as a broad formula for how an organization is going to strive, what its goals should be, and what policies will be needed to carry out those goals, while Tregoe and Zimmerman (1980, p. 17) define strategy as “the framework which guides those choices that determine the nature and direction of an organization.” According to this view, top management interests in strategy formulation must always be directed towards the end results. Thompson and Strickland (1993, p. 6) define strategy as “the pattern of organizational moves and managerial approaches used to achieve organizational objectives and to pursue the organization’s mission.” Strategy can also be defined in terms of intent. Macmillan and Tampoe (2001, pp. 70–72) argue that strategy can be viewed as a statement of intent that clarifies an organization’s purpose by way of the mission and vision, and as a feature that matches an organization’s capabilities and abilities to achieve success. Several authors, such as Barry and Elmes (1997, pp. 429–452), Knights and Morgan (1991, pp. 251–273) and Hendry (2000, pp. 955–977), have defined strategy as a particular type of activity that is connected with particular practices, such as strategic planning, annual reviews, strategy workshops and their associated discourses.

The themes arising out of these historical definitions are the setting of goals and objectives, allocation of resources, analysing situations, choosing between options and choosing courses of action to follow. The definitions portray strategy as an outcome of various interconnected decisions. Strategy is portrayed as a hierarchical construct resulting from the organization’s mission and objectives and as leading into tactics and policies. In addition, strategy is described as a determinant of an organization’s positioning and its resource allocation. These definitions present strategy as basically explicit and as developed consciously and

purposefully (Mintzberg, 1987, p. 935). However, formalized and rationally planned strategies are becoming increasingly difficult to pursue because of the ever-changing, dynamic and turbulent environment (Mintzberg, 1987, p. 935; Weigh, 2008, p. 17).

Mintzberg and Quinn (1992, p. 3) define a strategy as the pattern or plan that integrates an organization's major goals, policies and action sequences into a cohesive whole. Mintzberg (1994, p. 9) are of the opinion that strategy can be defined as a pattern of behaviour. According to Mintzberg (1994, p. 9), strategy can be defined as a plan, a pattern, a position, a perspective as well as a ploy, or as a manoeuvre intended to outwit a competitor.

More contemporary authors, such as Johnson, Scholes and Whittington (2008, p. 3), attempt to accommodate both the rational planning and dynamic views of strategy. According to Johnson et al. (2008, p. 3), "Strategy is the direction and scope of an organization over the long term, which achieves advantage in a changing environment through its configuration of resources and competences with the aim of fulfilling stakeholder expectations." This definition provides a critical outline of the interacting elements found in strategy. It addresses the importance of the long-term direction of the organization and the use of resources in recognition of the changing environment. For public institutions, strategy also addresses the needs of the community as well as the expectations of shareholders. In support of this view, Johnson et al. (2008, p. 3) contend that an activity is considered strategic to the extent that it is consequential for the strategic outcomes, directions, survival and competitive advantage of the organization. In other words, even an unintended strategy can result in positive outcomes; hence, all strategies do not necessarily have to have been formally articulated.

The strength of the strategy primarily depends on how it has been formulated. Traditionally strategy formulation was viewed in terms of planning. However, strategic planning where strategy formulation is seen as the prerogative of top management has been criticized for failing to recognize the dynamism and turbulence of the environment where innovation, learning and flexibility are regarded as the prerequisites for success. According to Kotter (2012, p. 46), the design and implementation of strategy should therefore be based on continual assessment of the organization in order to react with great agility, speed and creativity.

In the context of the public sector, strategy is a broad term used in public sector research to define how organizations relate to their environment and purposefully progress into the future by improving services and performance (Andrews, Boyne, Law & Walker, 2012, p. 4; Boyne & Walker, 2010, p. s185). This definition focuses on the notion of strategy in public

organizations as being designed to improve service delivery and the general performance of the organizations.

Although the definitions of strategy articulated above tend to differ slightly, they revolve around common issues. The common issues addressed by the definitions include: the environment, allocation of resources and actions or approaches to achieve objectives. In view of these areas of concern, for the purpose of this research, strategy can be seen as a plan of action to achieve service delivery objectives and satisfy the needs and expectations of stakeholders within a given environment and with given resources. According to Liao, Welsh and Stoica (2008, pp. 15–29) and Olamide, Oyebisi, Egbetokun and Adebawale (2011, pp. 367–381), the environment has a strong deterministic influence on the strategy formulation process in an organization.

2.3.1. The importance of strategies

Strategies are a critical part of an organization's planning. Strategies articulate the organization's vision, mission and objectives, thereby providing direction for the organization. According to Porter (1996, pp. 61–78), strategies provide a clear and logical map to competitive advantage; they are a game plan for satisfying customers and improving financial performance. Strategies are therefore important for examining and explaining how to satisfy the needs and expectations of customers. They also define the long-term direction, growth prospects and sustainability of the organization. Good strategies will therefore provide the foundation for organizational growth and success.

Strategy can be regarded as a mediating force, or “match”, between an organization and the internal and external environment (Hofer & Schendel, 1978, p. 4). Thus, there must be a strategic fit between the environment and what the organization has to offer (Wheelen & Hunger, 2011, pp. 257–272). A strategy can assist an organization to understand its immediate environment and how it should adapt and deal with the environmental situation to achieve its goals and succeed (Wheelen & Hunger, 2012, pp. 12–17). In crafting strategy, organizations should be conscious of the environment within which they operate, and it is thus necessary to carry out an internal and external environmental analysis (Wheelen & Hunger, 2012, pp. 12–17). External analysis refers to the identification of opportunities and threats, while internal analysis refers to the establishment of strengths and weaknesses. Together these are known as the strength, weaknesses, opportunities and threats analysis (SWOT analysis). According to Thompson, Peteraf, Gamble and Strickland (2014, p. 25), a SWOT analysis is a simple but powerful tool for sizing up an organization's internal strengths, internal weaknesses, opportunities and external threats to its future well-being. There are several

approaches for carrying out an environmental analysis. Another useful tool for carrying out the analysis is the PESTLE analysis. The PESTLE analysis seeks to analyse and monitor the political, economic, socio-cultural, technological, legal and environmental factors that have an impact on the organization (Dockalikova & Klozikova, 2014, pp. 418–427).

The crafting of strategy enables an organization to understand the power and influence of various stakeholders, such as shareholders, directors, management, employees, suppliers, investors, internal clients, government, regulators, non-governmental organizations, community groups and the community at large (Donaldson & Preston, 1995, p. 69). Strategy can also assist in mapping these stakeholders and determining how to satisfy them. A stakeholder can be defined as “any group or individual who can affect or is affected by the achievement of the organization’s objectives” (Freeman, 1984, p. 46). Bryson (1995, p. 27) and Johnson and Scholes (2002, p. 206) provide more inclusive definitions that can be relevant to the public sector. According to Bryson (1995, p. 27), a stakeholder is: “Any person group or organization that can place a claim on the organization’s attention, resources, or output, or is affected by that output.” The inclusivity of this definition is that it considers a broad array of people, groups or organizations as stakeholders, irrespective of their power levels. Johnson and Scholes (2002, p. 206) focus on the complementary effect of both the stakeholders and the organization. According to Johnson and Scholes (2002, p. 206), stakeholders are “Those individuals or groups who depend on the organization to fulfil their own goals and on whom, in turn, the organization depends.” These definitions appeal to democracy and social justice, which are more suited to public sector organizations. However, key stakeholders must be satisfied, at least minimally, otherwise public policies, organizations, communities or even countries and civilizations will fail, because “success and survival for public organizations depends on satisfying key stakeholders according to their definition of what is valuable” (Bryson, 1995, p. 27). For instance, if key stakeholders are not satisfied, at least minimally, changes such as budget cuts, loss of jobs for elected or appointed representatives, and the undermining of new initiatives will be experienced (Rainey, 1997, p. 38).

Strategy formulation can also involve the identification of forces that may be a threat in the domain. The 5 Forces model by Porter (1980, p. 4) illustrates the way an “industry” is structured by demonstrating threats that an organization might face in the future. According to Porter (1980, p. 4), the competitive forces that characterize the structure of an industry are the threat of new entrants, the threat of substitutes, bargaining power of suppliers, bargaining power of buyers and intensity of rivalry within the Industry. Porter’s 5 forces model is more applicable to the private sector, but with a little appropriate modification and adaptation, the

model can be used by organizations in the public sector to understand their environment relative to similar organizations and key stakeholders (Vining, 2011, pp. 63–105). For example, using a model closely related to Porter's 5 forces model, but focused on analysing the environment of public sector organizations that interact directly with the public, McKevitt, Millar and Keogan (2000, pp. 619–636) argue that service delivery in core public services is most appropriately seen as an outcome of relationships between providers and the customer, client and citizen, involving a set of processes. Hence, it is necessary to understand the tensions and relationships between them.

According to Porter (2008, p. 26), understanding organizational structure is essential to effective strategic positioning. Organizations should clearly understand themselves and their environment to be able to identify how they can successfully provide products or services their customers want, and this can be achieved through strategic planning. As the organization reacts to the environment, it can also create emergent strategies. Emergent strategies arise as the organization probes the future, experiments and learns from a series of partial (incremental) commitments in its operations (Quinn, 1980, p. 58). This will assist the organization to evolve inasmuch as its environment is changing and coevolving with regulators, suppliers, competitors, customers and partners, and capturing cross-business synergies. Capturing cross-business synergies is an essential part of corporate strategy (Eisenhardt & Galunic, 2000, pp. 91–101). The crafting of organizational strategy can also foster connection between employees and the organization, particularly where employees are involved early in the development and debating of a strategy (Van der Maas, 2015, part 5). Therefore, strategy can create the feeling of more commitment from the employees.

Strategies are important for organizations in general to make decisions, conduct operations, attract customers, compete successfully and attain organization's goals. However, strategy should be explored in different contexts. Creating a strategic plan is crucial regardless of the size of the organization. A good strategy helps create a foundation for ensuring growth and success. For instance, public sector and not-for-profit organizations' strategy models may have a different flavour from models of for-profit-oriented organizations. For example, positioning issues of competitive advantage for charitable, not-for-profit organizations will be about competing for resources from donors, while public sector organizations, such as schools and hospitals, often compete on measures such as quality or service (Johnson, Whittington, Scholes, Angwin & Regnér, 2014, p. 209). Private sector organizations constantly look for competitive advantages in insecure markets and changing environments, while for public institutions, strategy is determined by the desire to find a solution for issues within society (Veldman & Szabo, 2015, p. 10). In addition, for public organizations, strategy

is the consequence or the outcome of a political choice, inspired by principles of democracy and law (Veldman & Szabo, 2015, p. 10).

The positioning issue of purpose for not-for-profit organizations can be very ambiguous and contentious (Johnson et al., 2014, p. 20). Strategic choice for public sector organizations may be narrow when compared to private sector organizations. According to Johnson *et al.* (2014, p. 20), leadership and change issues are typically very challenging in large public sector organizations. Strategies and their successful implementation, whether in for-profit or not-for-profit organizations, are very important. According to Noble and Mokwa (2009, pp. 57–73), strategy implementation is the critical link between the formulation of strategies and superior organizational performance. Feurer and Chaharbaghi (1995, pp. 38–55) state that the success of any strategy depends on how the particular strategy is formulated, monitored and managed. These assertions highlight the important role of implementation in the strategic management process.

2.4. STRATEGY FORMULATION

Strategy formulation involves the setting of the direction for an organization. It includes defining the direction of the organization by setting the mission, vision and goals of the organization in light of its internal and external environment. According to Pearce and Robinson (1991, p. 4), strategy formulation provides the structure and direction of the organization. Mintzberg, Lampel, Ghoshal and Quinn (1991, pp. 45–46) align strategy formulation with identifying opportunities and threats in the organization's environment and attaching some estimate of risk to the discernible alternatives.

Strategy can be intended, deliberate, realized and emergent (Mintzberg & Waters, 1985, pp. 257–272; Mintzberg, 1987, pp. 11–16). According to Johnson, Whittington and Scholes (2011, p. 394), intended strategy is a result of top management deliberations. This strategy development involves rational analytic strategy development, also known as the design view of strategy development. Deliberate strategy is planned strategy that arises out of formal planning processes such as board meetings and strategic planning sessions and is primarily a top-down process, while emergent strategies are normally bottom-up (Grant, 2010, p. 19). Emergent strategies do not come about as a result of long-term planning, but emerge over time, through a series of decisions that become a pattern (Johnson et al., 2011, p. 394). What works and what does not work will emerge over time. According to this school of thought, the world is too complex for strategies to be developed all at once. Instead, strategy incorporates the lessons learnt over time. In other words, strategies must emerge in small steps as the organization adapts or “learns”.

Deliberate and emergent strategies have their own strengths and limitations, but both strategies must be taken into consideration when crafting strategy, where the processes are equated to create a sum of deliberate and emergent action (Andersen, 2004, pp. 184–200). Through an integrated process, both planned and decentralized processes are used. Therefore, rationality, centralization, and formalization in high levels are integrated with participation and involvement of different hierarchical levels of the organization in the decision-making process (Ansoff, 1965, pp. 501–515).

Strategy formulation is an important aspect of strategic management since strategy implementation can only be effective after the process of strategy formulation. According to Hrebiniak (2013, p. 24), a vague strategy can result in poor focus and implementation failure, or a loss thereof. Deliberate strategies are usually used by large organizations in stable environments, while emergent strategies increase with the increase in volatility and unpredictability of the environment. Therefore, Mintzberg (1994, pp. 12–21) as well as Johnson and Scholes (2008, pp. 2–6) argue that strategies should adapt to, respond to and address changes in the environment. When formulating strategy, it is critical to analyse the environment, and changes in strategy should thus be undertaken in response to environmental changes while considering the organization's resources, competencies and capabilities. Organizations must not only formulate but implement the strategies efficiently to achieve set objectives. Accordingly, strategy formulation and implementation can be viewed as interdependent processes that can ensure that an organization achieves its objectives.

2.5. STRATEGY IMPLEMENTATION DEFINED

Strategy implementation is defined as “the communication, interpretation, adoption, and enactment of strategic plans” (Noble, 1999b, p. 120). It is widely perceived to be a significant determinant of performance. Yang et al. (2008, p. 5) point out that there is not a universally accepted definition of strategy implementation and, instead, they identify three distinct conceptions of the term. These can be described as the process perspective, the behavioural perspective, and a combination of the two, herein referred to as the hybrid perspective. The process perspective refers to strategy implementation as a sequence of carefully planned consecutive steps. The behavioural perspective treats strategy implementation as a series of concerted (but often parallel) actions and examines these actions from a behavioural perspective.

The three approaches to a definition for strategy implementation point out that strategy implementation is the process of executing plans in a manner that makes the organization achieve its objectives. It involves breaking down activities into smaller, manageable tasks for

which resources are committed so that intended outcomes can be achieved using organizational structures, personnel and appropriate control systems. Accordingly, deducing from these definitions, strategy implementation can be regarded as a “dynamic, iterative and complex process, which is comprised of a series of decisions and activities by managers and employees affected by a number of interrelated and external factors to turn strategic plans into reality in order to achieve strategic objectives” (Yang et al., 2008, p. 6). This definition has been widely accepted by various authors and researchers in the field of strategy implementation. This definition is thus adopted for the purpose of this study.

Strategy implementation is an important function of strategic management since it is the implementation that will lead to the achievement of the objectives of the organization once a strategy is formulated. According to Imbali, Muturi, Mogwambo and Abuga (2016, p. 1), proper strategy implementation is the function that can lead to superior organizational performance, and a high failure rate in organizational initiatives can thus be attributed to poor strategy implementation. Since proper strategy implementation will result in organizational success, the amount of time and resources invested in the formulation of strategy is thus justified. However, organizations are faced with many challenges when implementing strategies. While it is important for organizations to develop sound strategies, it is the implementation part that will either render them successful or unsuccessful. The real value of strategies lies in their successful implementation (Aaltonen & Ikavalko, 2002). The time, effort and resources put into strategy formulation make successful implementation crucial to avoid an unnecessary waste of resources and lost opportunities (Mankins & Steele, 2005).

The challenge mostly faced by organizations in trying to implement strategy is to balance internal and structural, systematic and behavioural issues (Pryor et al., 2007, pp. 3–17). Formulated strategies are therefore not effectively executed most of the time. A number of eminent professional studies have recognized the importance of strategy implementation as evidenced and supported by continuous research that has been undertaken over the years, although no significant improvement in the field has been registered (Raguž, Podrug & Jelenc, 2016, p. 95). According to Fortune Magazine, only 10% of well-formulated strategies are effectively executed (Gurowitz, 2007; Speculand, 2006, pp. 3–5). Similarly, Farsight Leadership Organization (2007) found that 80% of organizations had the right strategies, yet only 14% implemented them well (Palladan, Abdulkadi & Chong, 2016, p. 111). Raps (2004, pp. 48–53) reports that the real success rate of strategy implementation is between 10% and 30%. This scenario supports Speculand’s (2014, p. 29) idea that today’s leaders should have both strategy crafting abilities and implementation skills. According to Speculand (2009, p. 167), leaders normally believe that it is more difficult to create a strategy than to implement

it, hence their decisions to create a strategy and delegate the implementation responsibility, as they underestimate the implementation challenge.

Research has demonstrated that successful strategy implementation is an aspect that is affected by a wide range of factors. Strategy implementation itself is such a vast and complex field, as demonstrated by various researchers such as Hrebiniak (2005; 2006; 2008), Okumus (2003) and Speculand (2014). According to Bell, Dean and Gottshalk (2010, pp. 343–349), strategy implementation is generally the most complicated and time-consuming part of strategic management. It involves “the communication, interpretation, adoption, and enactment of strategic plans” (Noble, 1999b, p. 120). Conversely, strategy formulation is primarily an intellectual and creative act involving analysis and synthesis (Gottschaik, 2009, p. 192).

Organizations must pay careful attention to strategy implementation in order to avoid common pitfalls of failure by employing several approaches that greatly enhance the effectiveness of strategy implementation (Rajasekar, 2014, pp. 1–15). The effectiveness in implementation depends on the organization’s orientation in terms of its values and characteristics, which influence its ability to adapt and organize the implementation process (Radomska, 2013, p. 80). Okumus (2003, pp. 871–882) states that some of the problems and characteristics associated with strategy implementation are gaps in skills and implementation qualities, a lack of employee involvement, the separate treatment of processes, strategy creation and implementation, and a failure to treat strategy implementation as a continuous process. Speculand (2014, pp. 29–30) stresses the importance of bridging these strategy implementation skills gaps, since successful implementation of strategy can provide a competitive advantage.

When considering the waste of valuable resources and lost opportunities, it becomes vital to carry out further research to examine the various aspects of strategy implementation activities and the challenges faced by most organizations during implementation (Mankins & Steele, 2005). The difficulty faced by most organizations in strategy implementation warrants the investigation of this phenomenon from various organizational perspectives (Salih, 2012). The following section discusses key variables affecting strategy implementation by local authorities.

2.6. FACTORS INFLUENCING STRATEGY IMPLEMENTATION

A number of factors influence the effective and efficient implementation of formulated strategic plans. These include the strategy formulation process, strategy executors, organizational structure, communication activities, the level of commitment to the strategy, consensus

regarding the strategy, relationships amongst different units/departments and different strategy levels, implementation tactics employed, and the administrative system in place (Vries, 2014).

Successful strategy implementation is closely linked to the process of its formulation, as well as to the organization's structure and its functioning (Radomska, 2013, p. 80). Key to successful implementation of strategy is the character of the executors. Their ability to perceive strategies as the source of competitive advantage as well their willingness to act and introduce changes are some of such requisite characteristics (Huber, 2011, p. 49). Engagement of employees at all stages of strategy formulation, implementation, monitoring and evaluation is also very important. Gaps in skills and implementation qualities, a lack of employee involvement, the separate treatment of processes, strategy creation and implementation, as well as a failure to treat strategy implementation as a continuous process have been reported as resulting in problems and as characteristics associated with strategy implementation (Okumus 2003, pp. 871–882; Radomska, 2013, pp. 80–92). Speculand (2014, pp. 29–30) stresses the importance of bridging this strategy implementation skills gaps since successful implementation of strategy can provide a competitive advantage.

In addition, Heracleous (2003, p. 79) identifies the causes of unsuccessful implementation of formulated strategies as:

- i. the creation of strategic plans that are merely a combination of budget and unclear development directions and do not include clear guidelines for their execution
- ii. a complete disregard for market realities when formulating strategy
- iii. lack of a system for communicating the strategy
- iv. failure by managers to engage other lower-level employees in the execution of the strategy
- v. the absence of an appropriate organizational system that will allow appointing employees and motivating them to effectively implement a worked-out development concept.

The arguments above indicate that strategy implementation requires the collaboration of everyone, the interlinking of strategy creation and implementation as well as the development of the requisite knowledge about implementation. There must be a balance between an innovative and workable strategy and its implementation. In order to achieve its objectives, an organization must not only formulate but implement strategies effectively. In essence, strategy implementation is an integral component of the strategic management process and is viewed as the “process that turns the formulated strategy into a series of actions and then results to

ensure that the vision, mission, strategy and strategic objectives of the organization are successfully achieved as planned” (Thompson & Strickland, 2003, p. 365).

The implementation of strategy requires the ability to foresee obstacles to the implementation process (Rajasekar, 2014, p. 170). There are many obstacles or challenges and barriers to strategy implementation that implementers of strategy must be aware of. Strategy implementation for local authorities is also affected by these challenges. The main barriers to strategy implementation, as identified by various researchers, are discussed in the next section with reference to local authorities.

There are various internal and external challenges that hinder effective implementation of strategies by organizations. An underestimation of the impact of strategy implementation barriers can result in implementation failure as they can lead to a complete breakdown of the formulated strategy. The lack of commitment to strategic management practices by top management and other members of the organization has also been reported as causes of poor implementation of strategy (Kangoro, 1998, p. 303). Generally, strategy implementation requires that once appropriate strategies have been selected, the strategic planning process should move into a stage where the strategies are implemented (Ehlers & Lazenby, 2007, p. 212). Turning strategy into execution is recognized as critical for business success, and management must give attention to strategy implementation in addition to the strategic planning process (Sterling, 2003, p. 27; Chimhanzi, 2004, p. 73; Li et al., 2008, p. 3). This observation has led Sterling (2003, p. 27) to argue that a proper formulation of a strategy leads to effective and successful implementation of that strategy.

Hrebiniak (2013, pp. 3–32) refers to four key variables that influence organizational strategy implementation, namely: the change management context, the organizational culture, the organizational power structure and the leadership context. The context within which an organization approaches its management strategy is critical in its implementation. These variables will consequently be discussed.

2.6.1. The change management context

Strategic change may be pursued by an organization to ensure that it continues to achieve its defined strategic objectives. However, because of the uncertainty that can be associated with change, there is a possibility of resistance to the change by some members of the organization who may feel or think that they may lose something of value (Kotter & Schlesinger, 2008, p. 6 of 17). According to Lynch (2005, p. 255), organizations should be analysed in advance to assess their ability to cope with change and make the necessary adjustments. Accordingly, in

crafting strategy, areas of necessary change must be noted and potential resistance to change must be carefully managed.

Raps (2005b, p. 143) opines that dealing with managers affected by change is the greatest challenge in strategy implementation. Senior executives can effectively transform change barriers into gateways for successful implementation if they change the way they view and practise implementation (Raps, 2005b, pp. 141–146). According to Speculand (2009, p. 168), most people welcome change if it is communicated well. When a new strategy is announced, staff members generally respond indifferently, show resistance, might be in disbelief or support the change, depending on what the change means to everyone (Speculand, 2009, pp. 68–69). Statistics indicate that only 20% of staff, referred to as saboteurs, resist change and try to influence others.

On the one hand, change efforts always fail if saboteurs' views prevail (Speculand, 2009, pp. 68–69). On the other hand, 20% who are referred to as mavericks welcome the change, embrace it and willingly support it. Mavericks are change agents who are at the centre of an organization's informal network irrespective of their employment positions (Battilana & Casciaro, 2012, p. 6). The change agents who manage to bridge disconnected groups are more effective at implementing change, while those with cohesive networks are good at effecting minor changes (Battilana and Casciaro, 2013, pp. 62–68). The remaining 60% of the staff members are fence-sitters, also referred to as groupies, who neither support nor oppose the implementation (Speculand, 2009, p. 119). According to Speculand (2009, p. 169), saboteurs make the most noise and, as a result, they create the largest commotion and create the wrong impression that most people resist change. Once those who are doubtful, the "double agents", are convinced that the change will succeed, they become active supporters of the change as mavericks (Speculand, 2009, p. 169).

According to Battilana and Casciaro (2013, p. 67), it is beneficial to be close to people who are ambivalent about change, while a close relationship with resisters to change is considered a double-edged sword, as a relationship with resisters can help implement minor changes but can hinder major changes. Therefore, leaders should support the people who support the strategy (the mavericks) and mostly ignore the saboteurs (Speculand, 2009, p. 169).

The change management context is important because it assists managers to properly address the reactions to the new strategy. Change management must be considered seriously as the cycle of change in contemporary organizations occurs much more frequently. Therefore, new strategies are needed more often than before. According to Speculand (2009, p. 170), many present-day organizations plan strategy for two to three years only, depending

on the industry and product concerned. However, according to Connors and Smith (2014, pp. 1–13), for the strategies to be successful, they must be supported by the culture inherent in the organization. Hence it would be necessary to change people's beliefs so that they are aligned with a new strategy in order to realize a full transformational process.

According to Musyoka (2011, pp. 301–308), strategy implementation is inextricably connected to organizational change. Resisting change and maintaining the status quo will result in a lack of effective implementation of strategy. Raps (2005b, pp. 141–146) argues that since change is part of the daily life of organizations, the ability to manage change has proven to be a core competency for organizations. In crafting strategy, areas of necessary change must be noted and potential resistance to change must be carefully managed. Managing change is difficult but critical for successful strategy execution (Hrebiniak, 2008, p. 32). It includes managing key people, incentives and organizational structures.

2.6.2. The organizational culture

Organizational culture refers to the shared values, attitudes and norms of behaviour that create the propensity for individuals in an organization to act in certain ways, for example, a lack of trust and short-term or long-term orientation (Hrebiniak, 2005, p. 261). In 2006, Ke and Wei investigated the relationship between enterprise resource planning implementation and organizational culture, and found that the success of enterprise resource planning implementation is positively related to organizational culture along the dimensions of learning and development, participative decision-making, power sharing, support and collaboration, and tolerance for risk and conflicts, which all form part of an organization's cultural environment. Lack of trust can result in inadequate information and knowledge sharing between individuals, departments or business units.

The widely accepted view of organizational culture is that it is the set of beliefs, values and learned ways of managing an organization. For instance, Brown (1998, pp. 9, 33, 176) defines culture as “the pattern of beliefs, values and learned ways of coping with experience that have developed during the course of an organization's history, and which tend to be manifested in its material arrangements and in the behaviours of its members.” Similarly, Davis (1984) defines culture as “the pattern of shared beliefs and values that give members of an institution meaning and provide them with the rules for behaviour in their organization.”

Schein prefers to define organizational culture in terms of assumptions deduced from experiences of what has worked before, and defines organizational culture as:

A pattern of shared basic assumptions that a group learns as it solves its problems of external adaptation and internal integration that has worked well enough to be considered valid and,

therefore, to be taught to new members as the correct way to perceive, think and feel in relation to those problems. (1985a, pp. 17–43)

The above definitions demonstrate the power of culture in both strategy formulation and change management. The definitions bring to mind the common concept of “the way we do things around here” (Lundy & Cowling, 1996, p. 196), as indicated by such phrases as, “pattern of shared beliefs and values” and “the correct way to perceive, think and feel”, which denote the theme of a belief system.

Organizational culture is reflected in the organization’s structures, systems and approach to the development of strategy. An organization with highly bureaucratic structures is strict and authoritarian, while a less bureaucratic culture is rather participative and “delegatory” in nature (Shin, Heath & Lee, 2011, pp. 167–190). Culture is shaped by the organization’s past, present, current technology and physical resources as well as by the aims, objectives and values of the people within the organization (Shein, 1990, p. 111; Mazur, 2015, pp. 115–132). This implies that organizations may differ in culture because they have different mixes of these aspects that determine culture. Culture is, therefore, one of the major factors that influence organizational strategy development.

A study by Carlopio and Harvey (2012, pp. 75–85) determined that an organization’s structure and culture should be aligned with a new strategy and the new behaviours required for successful implementation of that strategy. Similarly, a study by Brenes and Mena (2008, pp. 590–598) concludes that organizational culture supportive of principles and values in the new strategy results in successful strategy implementation. Ke and Wei (2006, pp. 1–22) investigated the relationship between strategy implementation and organizational culture and established that the success of strategy implementation is positively related to organizational culture along the dimensions of learning and development, participative decision-making, power sharing, support and collaboration, and tolerance of risk and conflicts, which all form part of an organization’s cultural environment. A lack of trust can result in inadequate information and knowledge sharing between individuals, departments or business units. In addition, research conducted by Hrebniak (2006, pp. 12–31) has determined that poor or inadequate information sharing, and unclear responsibility and accountability can result in strategy implementation failure.

Findings by Rapert and Wren (1998, pp. 287–302) indicate that organizations with a culture that promotes easy access to management by employees tend to perform better than those with restrictive communication climates. The culture of the organization has a significant bearing on the success or failure of strategy implementation as it can bring about a set of shared values that can support a change in strategy. For instance, a participative culture has

enablers that include trust, motivation and personal responsibility in all relationships as well as dedication to every client's success (Stahl & Köster, 2013, p. 4).

An organization should make use of all communication channels such as top-down, bottom-up and lateral channels. Speculand (2009, p. 170) argues that communication is not only about ensuring that people understand strategy, but also includes making sure that they understand exactly the actions they need to take. Sterling (2003, pp. 141–146), meanwhile, stresses the importance of buying into or understanding the strategy amongst those who will be responsible for implementing it. Further, it is easier to implement strategy if it is understood by the implementers. For strategy to be understood, it should be broken down into action steps (Speculand, 2009, p. 170). Everyone should know the actions they have to take to participate in the new strategy. Moreover, the organization's culture should be supportive of the strategy and its implementation.

2.6.3. The organization's hierarchical and power structure

The hierarchical structure of an organization determines how responsibilities are assigned within organizations, and vagueness of assignments can result in implementation failure (Raps, 2005b, p. 143). The implementation of strategies that are in conflict with prevailing structures is doomed to fail, and even well-prepared and sound plans die if the implementers fail to confront difficult organizational and political obstacles that stand in the way of effective implementation (Hrebiniak, 2006, pp. 21–31; Gurkov, 2009, pp. 48–64). A study by Olson, Slater and Hult (2005) establishes that a correlation exists between organizational performance and its structure on the one hand, and the behaviour of employees on the other. In a study on strategic implementation processes, Feuer and Chaharbaghi (1995) conclude that “support structures in the form of formal organizational structures are necessary for employees to act readily on the knowledge developed to craft and implement strategy” (Rajasekar, 2014, p. 172). This assertion supports research by Bhimani and Longfield-Smith (2007, pp. 3–31), which established that the process of strategy implementation is structured and formal.

Miller et al. (2004, pp. 201–208) propose the realignment of roles, responsibilities and accountabilities with strategy, while Brache (1992, p. 24) suggests the application of cross-functional processes in strategy implementation rather than changing the organizational structure. Brenes and Mena (2008, pp. 590–598) argue that the structure within an organization influences decisions regarding the allocation of resources necessary for strategy execution. Lynch (2005, p. 260) contends that organizational structure can also influence the politics of the organization. For instance, interest groups in the organization can have different

views and interests in the strategic change. Lynch (2005, p. 260) further states that some of these disputes may be disinterested and rational, while some may be governed by strongly held views. In situations like this, politics are at the centre of decision-making. It is therefore important to analyse the political situation of the organization in the early stages of strategy development (Lynch, 2005, p. 260). This review of organizational structure demonstrates the connection between strategy, structure and behaviours in strategy implementation. If any changes are to be made to the organization, the organizational structure will also have to be modified to support the change (Robbins & Judge, 2007, p. 236). Leadership should therefore develop organizational structures that support strategic objectives and foster information sharing, coordination and clear accountability (Hrebiniak, 2013, p. 28).

The power structure within an organization influences decisions regarding the allocation of resources necessary for strategy execution. Hrebiniak (2005; 2006) argues that even well-prepared and sound plans die if the implementers fail to confront difficult organizational and political obstacles that stand in the way of effective implementation.

2.6.4. The leadership context

Leadership skills are needed to direct and motivate employees to execute formulated strategies. Key responsibilities of leadership include: streamlining of processes, aligning the organizational structure, and keeping employees motivated and committed to strategy implementation (Rajasekar, 2014, p. 171). Top management must portray demonstrable commitment to strategy implementation, as this is a prerequisite for successful strategy implementation (Raps, 2005b, p. 141). In corroboration, a study by Li et al. (2015) concludes that management's commitment to the organization, strategy and role should be achieved first for successful strategy implementation.

Researchers such as Hrebiniak (2013, pp. 3–36), Alexander (1985, pp. 91–97), Al-Ghamdi (1998, pp. 322–327) and Beer and Eisenstat (2000, pp. 29–40) have established that ineffective leadership is one of the major hinderances to successful strategy implementation. According to Hrebiniak (2013, p. 29), there must be clear guidelines and effective coordination in implementing strategy. Similarly, Alexander (1985, pp. 91–97) established that poor coordination of activities is one of the major causes of implementation failure. Al-Ghamdi (1998, pp. 322–327) reports that 70% of organizations lack effective co-ordination of their implementation activities. Management should have the skills, attitude, capability and experience required for performing their tasks. Leadership in the organization should be able to motivate employees to be committed to strategy implementation, and top management

should be involved in monitoring and reviewing the progress of each strategic programme created by the organization (Hrebiniak, 2005, p. 25; Speculand, 2009, pp. 72–73).

Leadership style has a significant bearing on strategy implementation success. For instance, leadership style influences the organizational structure, delegation of responsibilities, freedom of managers to make decisions, and incentives and rewards systems (Rajasekar, 2014, p. 171). However, determining the most effective way to manage an organization has been shrouded in controversy. For example, would effectiveness emerge from an authoritative classical and scientific command and control discourse, a bureaucratic approach or a more democratic, emergent approach?

In authoritarian leadership, the autocratic leader determines all policies, techniques, and activity steps, and dictates the work tasks and work companions of each member (Choi, 2007, p. 245). In contrast, the definitions of democratic leadership conceptualized by White and Lippitt (1960) emphasize group participation, discussion and group decisions encouraged by the leader (Choi, 2007, p. 245). In a democratic leadership style, the structure is flatter, and group discussions and decisions are encouraged by the leader. In such a scenario, strategy implementation is carried out by distributing responsibility amongst members as well as empowering and aiding groups in the decision-making process (Gastil, 1994, pp. 954–971).

Another important aspect of leadership in strategy implementation is the effective deployment of resources. Strategy implementation often fails due to a lack of adequate resource allocations, particularly for capital-intensive strategies (Sterling, 2003, p. 30). Arrangements for financial support to enable major changes should always be made to ensure implementation success. Effective resource deployment can be achieved through the carrying out of a financial evaluation of a draft strategic plan to ensure that enough resources can be made available for the implementation effort.

Leadership skills are needed to direct and motivate employees to execute formulated strategies. There must be clear guidelines and effective coordination (Hrebiniak, 2005, p. 25). Al-Ghamdi (1998, pp. 322–327) and Pucko and Cater (2008), for instance, report that 75% of organizations lack effective coordination of their implementation activities.

Lorange (1998, pp. 18–29) investigated the importance of human resources in implementing strategies in organizations, and found that if a strategy implementation needs to succeed, then top management must be heavily involved in monitoring and reviewing the progress of each strategic programme created by the organization. Accordingly, Lorange (1998, pp. 18–29) further emphasizes that human resources have become a key strategic resource factor in strategy implementation, attracting attention globally from organizations and researchers. In a

study involving Zimbabwe's state-owned enterprises, Mapetere, Mavhiki, Tonderai, Sikomwe and Mhonde (2012, pp. 271–276) found that relatively low leadership involvement in strategy implementation led to partial strategy success in the organization studied. Key responsibilities of leadership include streamlining of processes, aligning the organizational structure, and keeping employees motivated and committed to strategy implementation.

In connection to the above-mentioned variables that influence organizational strategy implementation, a study by Hrebiniak (2006, p. 32) on the obstacles to effective strategy implementation identifies the following six obstacles to strategy implementation.

- i. inability to manage change effectively and overcome resistance to change
- ii. poor or vague strategy
- iii. not having guidelines or a model to guide strategy implementation efforts
- iv. poor or inadequate information sharing amongst individuals/units responsible for strategy execution
- v. trying to execute a strategy that conflicts with the existing power structure
- vi. unclear responsibility or accountability for implementation decisions or actions.

The obstacles mentioned above are internal obstacles that influence strategy implementation. As discussed earlier, if organizational processes are not clearly defined and top-down and bottom-up communication are lacking, execution of strategy becomes very difficult.

Although existing frameworks, methods and processes for strategy implementation may be available, there is a tendency to ignore the reality of behavioural aspects to strategy implementation. Strategy implementation is not a mechanical process (Martins & Terblanche, 2003). Therefore, many behavioural issues at play under the surface could cause strategies to fail. Beer and Eisenstat (2000, p. 29) argue that behavioural issues that can be barriers to strategy implementation, such as politics and power struggles, could be much more difficult to deal with because they are invisible and difficult to identify.

If organizational responsibilities are not clearly defined and requisite knowledge transfer and integration are lacking, execution of strategy becomes very difficult (Hrebiniak, 2013, p. 23). According to Speculand (2014, pp. 29–30), leaders need to be taught how to implement strategy in order to break the pattern of failure. Organizations can make use of clear guidelines or existing models and frameworks to guide their strategy implementation effort.

Although existing frameworks, methods and processes for strategy implementation may be available, there is a tendency to ignore the reality of behavioural aspects of strategy implementation. Top management and leadership behaviour can affect the success of implementation of a strategy (Schaap, 2006, pp. 13–37).

Salih (2009, p. 26) notes that organizational leaders who aspire to execute their strategies effectively should accept that it is a complex process and must ensure that their organizations have the necessary capabilities needed for strategy implementation. Beer and Eisenstat (2000, pp. 29–40) postulate that successful strategy implementation must examine fundamental management issues of leadership, teamwork and strategic direction, not the commitment of people or their functional competence. Successful implementation needs more than a leader; it requires teamwork from a leadership group that, through dialogue and collaboration, stays connected to the knowledge embedded in lower levels.

From the various barriers to strategy implementation identified above, the most common and prevalent themes that emerged are change management, organizational culture, organizational hierarchical structure, leadership and strategy formulation. However, it must be noted that any other barriers are also regarded as important. Speculand (2014, pp. 29–30) makes recommendations for successful strategy implementation by encouraging organizational leaders to focus on and pay equal attention to both strategy formulation and implementation, stay committed to the implementation effort, adapt and amend the strategy implementation as required throughout the implementation process and create conducive conditions for the implementation by setting up a culture supportive of strategy implementation. Leaders are also encouraged to continuously follow up on the progress of strategy implementation (Speculand 2014, pp. 29–30). Various strategy implementation models can be used in formulation and in measurement of the strategy implementation progress. The following section discusses some of the commonly used strategy implementation models.

2.7. STRATEGY IMPLEMENTATION MODELS FOR LOCAL GOVERNMENT AUTHORITIES

This section discusses various models developed to identify and address factors that influence strategy implementation. Researchers such as Higgins (2005), Noble (1999a), Nobble and Mokwa (1999), Brenes and Mena (2008), Qi (2005) and Okumus (2003) provide models with considerable guidelines on strategy implementation. This discussion of strategy implementation models is limited to selected models since most of them generally refer to and suggest similar implementation factors.

According to Hrebiniak (2005, pp. 26–27), successful strategy implementation involves decisions about strategy, structure, coordination, information sharing, incentives and controls. Organizational factors such as power structures, culture and leadership, amongst others, as discussed above, affect implementation decisions. It is on the basis of the interaction of these

decisions and the organizational contextual forces that the following models shall be assessed and evaluated for suitability of applicability in local authority strategy implementation.

2.7.1. Higgins' 8 S model

Higgins' 8 S model demonstrates that there are some key organizational variables that must be coherent and aligned together. The model proposes a revision of McKinsey's original "7S" model and proposes an "8S" model (consisting of strategy, structure, systems and processes, leadership style, staff, resources, shared values, and strategic performance) to help managers better focus on strategy execution (Cater, Tomac, Pucko & Danijel, 2010, p. 211). McKinsey's 7-S model was first introduced in 1982 by Thomas J. Peters and Robert H. Waterman, Jr.

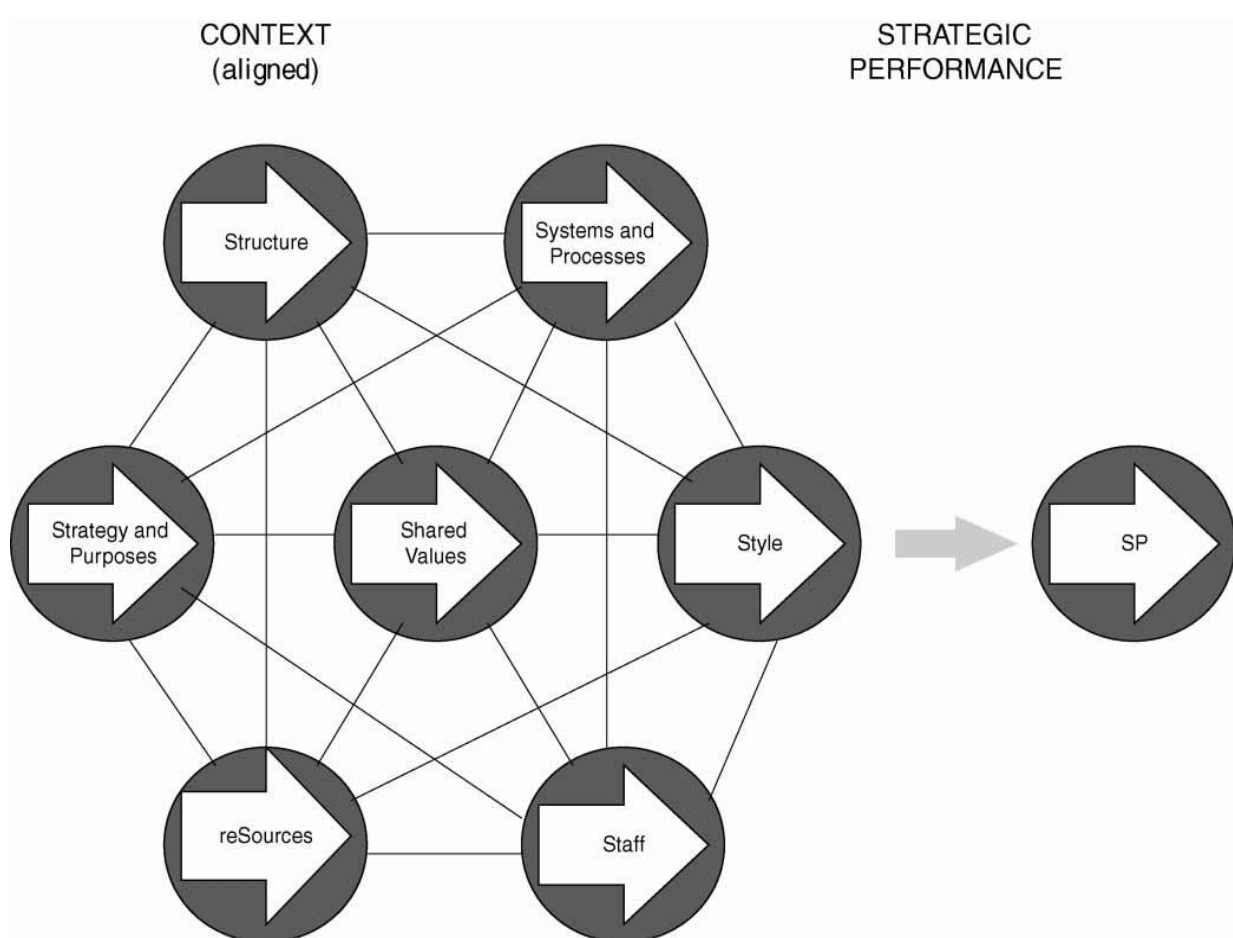


Figure 2.1: Higgins' 8 S model (adapted from Siddique & Shadbolt, 2016, p. 20)

Higgins deleted skills from the McKinsey framework and added resources in their place. He also added strategic performance to help focus the strategy execution process. According to Higgins (2005, p. 13), all the factors falling in the contextual seven S's must be aligned to achieve the best possible strategic performance. If there is not a good match or alignment

amongst these factors, performance in strategy implementation will suffer (Li et al., 2008, p. 31). The model is useful in alerting top managers as to where the causes of unsuccessful strategic performance may lie and what needs to be done to turn the situation around. The 8 S's of strategy execution enables senior management to more readily enact, monitor, and assess the cross-functional execution of strategies, new or revised (Higgins, 2005, pp. 3–13).

The Higgins 8 S model demonstrates that there are some key organizational variables that have to be aligned. These are: strategic purpose (vision, mission, goals, strategic objectives), structure (jobs, authority, the grouping of jobs, span of control, methods of coordination), systems and processes (information systems, quality systems, capital budgeting systems, etc.), leadership style, staff, resources (people, technology, money), and shared values (corporate culture). If one emphasizes the “S” in “resources”, seven contextual S's can be identified. An eighth S, strategic performance, puts the emphasis on results. If the contextual Ss are totally misaligned, it leads to unsuccessful (or less than completely successful) strategic performance. If these cross-functional factors are aligned with strategy, strategy implementation can be successful.

The model is useful in alerting senior or executive managers as to where the causes of unsuccessful strategic performance may lie and what needs to be done to turn around the situation. According to Higgins' model, the strategic leader concentrates on establishing and communicating a clear mission and purpose for the organization and then allowing employees to design their own work activities with this mission.

2.7.2. Noble's strategy implementation model (minimalist model)

Noble's strategy implementation model is organized around four major stages of the implementation effort, which are (Noble, 1999a):

- i. pre-implementation
- ii. organizing the implementation effort
- iii. managing the implementation process
- iv. maximizing cross-functional performance.

The implementation stages stated above have five managerial levers, which are: goals, organizational structure, leadership, communications and incentives. The management of these factors changes through the implementation stages, although they are all important in every single phase (Noble, 1999a).

According to Li et al. (2008, p. 30), all contextual variables must be observed since they play a significant role in implementing strategic decisions. Therefore, focusing on the implementation process alone and ignoring the wider context does not provide a clear and

holistic picture of the implementation process and its challenges. Considering these factors in combination with each major stage provides a useful heuristic model to improve strategy implementation (Li et al., 2008, p. 30).

The organization is seen as consisting of different units and functional groups with different characteristics. There is a willingness to overcome the barriers between the content and process paradigms. The framework combines the strict demarcation between implementation and formulation with concepts from process-oriented literature (Li et al., 2008, p. 30). This theory specifies that an organization consists of different units and functional groups, all with different characteristics. These groups and units influence formulation and implementation of strategies to a great extent. The framework is detailed below and illustrates the levers and the stages.

Table 2.1 Strategy implementation framework

LEVERS	STAGES			
	Pre-implementation	Organizing the implementation effort	Managing the implementation process	Maximizing cross-functional performance
Goals	Ensure that all managers are aware of the strategic goals of the organization	Introduce goals of the strategy being implemented	Maintain the flexibility to adapt goals based on environmental change	Develop and focus on common goals to encourage cross-functional cohesiveness
Organizational structure	Ensure that functional areas have the resources needed to be able to contribute to an implementation effort	Establish a formal implementation unit and ensure its visibility throughout the organization	Ensure equal representation by all affected functional areas	Temporarily suspend key implementation team members' normal responsibilities to allow them to focus on the implementation effort
Leadership	Develop employees' knowledge and appreciation of multiple functional areas	Establish a "champion" who has both official cross-functional authority and general respect in the organization	Ensure that leaders show equal attention to all functional-level concerns	Balance visible and charismatic leadership with a maintenance of autonomy for functional-level implementation efforts
Communications	Maintain regular cross-functional communications to foster understanding and appreciation	Discuss and resolve implementation details early in the process	Update implementation team frequently on progress and changes in objectives	Communicate implementation progress across the entire organization to foster buy-in
Incentives	Reward the development of cross-functional skills	Develop time and performance-based incentives for implementation team while lessening traditional functional incentives	Adjust incentives as strategy and environmental conditions change during implementation	Establish visible and consistent cross-functional rewards for successful implementation efforts

Source: Adapted from Noble's (1999a) strategic framework

2.7.3. Resource-based theory

The resource-based view of the organization, pioneered by Barney (1991), embodies the view that an organization's competitive position is determined by a bundle of unique resources and relationships (Rumelt, 1984, p. 557). The resource-based view is discussed below in relation to performance implications of strategic resources that might be available to local authorities.

The resource-based theory, also known as the resource-based view, put forward by Barney (1991) is based on the understanding that an organization is viewed as a collection of capabilities. It highlights the need for a fit between the external market context in which the organization operates and its internal capabilities. According to the resource-based view, the organization's internal environment is more critical to the determination of strategic action than its external environment. The organization's unique resources and capabilities form the basis for strategy formulation (Kachru, 2009, p. 29). Grant (1991), Hunt and Morgan (1995) and Mahoney (1995) agree that the fundamental suggestion for organizational actions from this perspective is that organizations select strategies to generate income or profits based upon their resources, capabilities and a fit with environment opportunities (Jiang, 2014, p. 19).

According to Barney (1991, p. 101), the concept of resources includes all assets, capabilities, organizational processes, organizational attributes, information and knowledge that are controlled by an organization and enable it to conceive of and implement strategies that improve its efficiency and effectiveness (Akio, 2005, p. 129). A capability is the capacity of a team of resources to perform a task or activity (Grant, 1991, pp. 118–119). Thus, resources are the source of an organization's capabilities, and capabilities are the main source of its competitive advantage (Grant, 1991, pp. 114–135). Johnson *et al.* (2005) refer to the categorization of these resources into, for example, physical, technical, financial, human and intellectual resources.



Figure 2.2: Resource-based view (adapted with alterations from 1000ventures.com)

According to the resource-based view, resources can be grouped as tangible resources, intangible resources and organizational capabilities owned and controlled by the organization (Wernerfelt, 1984, p. 172). Examples of tangible resources are financial and physical resources, while intangible resources include employees' knowledge, experience and skills, as well as the organization's reputation (Galbreath, 2004; Grant, 2002). Tangible resources are easily identifiable, for example, physical land and buildings, plants, equipment and machinery, and financial resources. Conversely, intangible resources are assets that are legally possessed by the organization and include assets such as intellectual property rights, contracts and confidential data (Inmyxai & Takahashi, 2010, pp. 70–2). Human resources are also regarded as assets, as they provide services to the organization in the form of knowledge, skills, expertise and decision-making capability (Grant, 2001). Penrose (1995) refers to entrepreneurs and employees as tangible resources for the organization, while Grant (2002) perceives human resources as being similar to intangible resources because human resources can generate a competitive advantage better than other tangible resources (Inmyxai & Takahashi, 2010, p. 68). This study views human resources as an intangible resource because people represent the intellectual capital of organizations (Ramona, Frăticu & Alexandra, 2014, pp. 575–579).

The resource-based view emphasizes that only resources that have specific characteristics are key determinants of an organization's success. According to Barney (1991, pp. 99–120), resources that are strategically important for an organization's competitive advantage should

be valuable, rare, inimitable, and non-substitutable (VRIN). Resources that are valuable enable an organization to take advantage of opportunities and neutralize threats in its external environment, whereas rare resources are possessed by few, if any, current and potential competitors, and enable the organization to implement unique value-creating strategies amongst its current and potential competitors. Therefore, a resource is only likely to be a source of competitive advantage if it is not controlled by many other organizations (Barney, 1991, p. 106). It must be difficult to for competitors to replicate, imitate, or substitute the resources, in order to sustain the advantages gained through the value-creating strategies (Harrison & St. John, 2009, p. 184).

The contribution of the resource-based view is that it advances the idea that an organization's competitive position is defined by a bundle of unique resources and relationships (Rumelt, 1984, p. 557). However, the resource-based view has been criticized as being conceptually vague and tautological, lacking consideration of environmental dynamism, and paying limited attention to the mechanisms by which resources are converted into competitive advantage (Newbert, 2007, pp. 121–1446). One of the major critiques of resource-based view has been its static nature (Priem & Butler, 2001b, p. 33). The mere existence of appropriate bundles of specific resources has been criticized as insufficient to sustain competitive advantage in situations of rapid and unpredictable market changes (Mahoney, 1995; Priem & Butler, 2001b; Teece, Pisano & Shuen, 1997, pp. 509–533).

To enhance the resource-based view and extend the knowledge of achieving sustainable competitive advantage in rapidly changing environments, an approach referred to as the dynamic capability approach has been developed (Teece et al., 1997, p. 510). The term “dynamic” refers to the capacity to renew competences in order to achieve congruence with the changing environment, and the term “capabilities” emphasizes the key role of strategic management in appropriately adapting, integrating and reconfiguring internal and external organizational skills, resources and functional competences to match the requirements (Teece et al., 1997, p. 510). An organization's superior returns may be short lived, even if it has valuable, rare, inimitable and non-substitutable resources, if it does not deploy dynamic capabilities when the environment changes (Wu, 2010, pp. 27–31). Competitive advantage for an organization requires both exploiting existing internal and external organizational-specific capabilities and developing new ones (Teece et al., 1997, p. 516). The survival and prosperity of organizations under a changing environment depends on their ability not only to exploit existing assets and improve efficiency in an effective and efficient way, but also to explore new technologies, deploy existing opportunities, reconfigure its resources and prepare to address and adapt to emerging threats and opportunities (Tushman & O'Reilly, 2007, p. 61).

Despite the criticisms highlighted above, the resource-based view has been proposed as a solution to improving the efficiency of public sector organizations (Szymaniec-Mlicka, 2014, p. 18). While the environment of public organizations tends to be turbulent, politicized and complex due to varying demands of many stakeholders, resources and competences are a more stable base from which to generate strategies for these organizations (Grant, 2002). The success of organizations lies within the organizations themselves through valuable, intangible and not perfectly imitable resources that can allow them to achieve a sustainable competitive advantage or superior performance (Szymaniec-Mlicka, 2014, p. 20). According to Szymaniec-Mlicka (2014, p. 23), the resource-based view has been widely appreciated as a key resource for the strategic management of public organizations. However, there are still no clear results confirming the assumption that the resource-based view is the right strategy in the management of public organizations in turbulent environments (Szymaniec-Mlicka, 2014, p. 26).

The resource-based theory and resource-based view of firms and corporate strategy are based on the concept of economic rent and the view of the organization as a collection of both distinctive and reproducible capabilities. This systemic view of corporate strategy has a coherence and integrative role that places it well ahead of many other mechanisms of strategic decision-making. Traditional strategy models such as Michael Porter's five forces model focus on the company's external competitive environment. Most of them do not attempt to look inside the company. In contrast, the resource-based perspective highlights the need for a fit between the external market context in which a company operates and its internal capabilities.

This section of reviewed literature has highlighted that dynamic capabilities can assist an organization to achieve a sustainable competitive advantage in a rapidly changing environment. Consistent with this view, organizational performance measurement, monitoring and control measures are necessary to ensure that the organization pursues strategies that lead to the achievement of strategic objectives (Lamberti & Noci, 2010, pp. 139–152). One of the best-known performance measurement systems is Kaplan and Norton's (1992; 1996) balanced scorecard. The balanced scorecard is a multiple measure of performance that is used in association with the implementation of a strategic vision for the organization. The next section discusses the balanced scorecard in relation to the settings of public organizations.

2.7.4. Balanced scorecard diagnostic: Maintaining maximum performance

Kaplan and Norton (1996) originated and defined a balanced scorecard model as a performance measurement framework that aimed to give managers and executives a more

“balanced” view of organizational performance. A balanced scorecard defines what management means by “performance” and measures whether management is achieving desired results. The balanced scorecard translates mission and vision statements into a comprehensive set of objectives and performance measures that can be quantified and appraised (Kaplan & Norton, 1996).

These measures typically include the following categories of performance (Rossouw, Le Roux & Groenewald, 2003, p. 249; Ehlers & Lazenby, 2007, p. 281):

- financial performance (revenues, earnings, return on capital, cash flow)
- customer value performance (market share, customer satisfaction measures, customer loyalty)
- internal business process performance (productivity rates, quality measures, timeliness)
- innovation performance (percentage of revenue from new products, employee suggestions, rate of improvement index)
- employee performance (morale, knowledge, turnover, use of best demonstrated practices).

When using the balanced scorecard, the organization is viewed from four perspectives, and to develop metrics, data are collected and analysed in relation to each of these perspectives, as demonstrated in the figure below.



Figure 2.3: Balanced scorecard (source: Ehlers & Lazenby, 2007, p. 282; Kaplan & Norton, 1996b, p. 77)

The balanced scorecard provides a platform for transforming an organization's vision and mission into a comprehensive set of indicators that provide the basis for creating a strategy management system encompassing four balanced perspectives. Continuous measurement of implementation success can be made in relation to the balance amongst the four perspectives. If the right objectives and measures are identified, it is more likely that implementation will be successful (Kaplan & Norton, 1996, p. 148). The suitability of the balanced scorecard is that its measures are not simply based on costs, but are also focused on efficiency and effectiveness. For instance, the balanced scorecard combines several indicators of effectiveness into a single framework, balancing traditional financial measures with operational measures relating to an organization's critical success (Daft, 2010, p. 98 of 200).

In the view of various authors, such as Chang (2006) and Niven (2003), the balanced scorecard is a valuable instrument in the settings of public organizations (Mwijuma et al., 2013, p. 147). The balanced scorecard has been applied to various public services, including hospitals, healthcare and police services (Aidemmark, 2001, pp. 23–40; Amaratunga, et al.,

2002, pp. 141–151; Chan, 2004, pp. 204–221; Protti, 2002, pp. 221–236). Wilson, Hagarty and Gauthier (2003), in their examination of the use of balanced scorecard in public organizations in different countries, conclude that the balanced scorecard approach has proven to be a well-accepted management practice within the public sector (Mwijuma et al., 2013, pp. 147). According to (Johnsen, 2001, pp. 319–330), the balanced scorecard can be applied in the public sector because of its versatility in developing, discussing and selecting the most relevant decision-taking and performance indicators in public entities, as well as educating busy stakeholders, managers and employees in management control in the public sector.

According to Kloot and Martin (2000, pp. 231–225), the traditional approaches to performance in the public sector do not offer a strong linkage between strategic objectives and performance management. In reference to local authorities, the traditional approach has been concerned with measuring and delivering primary objectives (at the expense of secondary objectives), or with the determinants of organizational performance. Kaplan and Norton (2001, pp. 353–370) argue that public organizations have traditionally found it difficult to clearly define their strategy. In most cases, strategic plans for public organizations consisted of lists of programmes and initiatives articulated based on the organizational mission and vision without defining the outcomes of what the organizations were trying to achieve.

Research into performance management systems in local government indicates that local government has focused on financial performance and, to a lesser extent, on how the community views performance. However, Kloot and Martin (2000, pp. 231–225) contend that strategic performance management demands an approach that recognizes the importance of a focus on both results and the means to achieve these results. According to Rohm (2002, pp. 3–4 of 13), the desired outcome for public organizations is centred on the delivery of necessary, cost-effective services for citizens or members (for not-for-profits). Kaplan and Norton (2001, pp. 353–370) argue that financial success is not the primary objective for public organizations; rather, the citizens' or contributors' perspective is much more important and represent the primary focus. Further, Kaplan and Norton (2001, pp. 98) suggest that the scorecard perspective can be adapted in a way that best fits the strategic interests of public organizations by placing customers or constituents at the top of the hierarchy.

According to Chan (2004, pp. 204–221), the experience of municipal administrators suggests that amongst the factors necessary for balanced scorecard implementation to succeed are a high degree of commitment by all the members of the organization, the resources to implement the system and clarity of vision, strategy and outcome. The balanced scorecard and other models provide guidelines on what should be done to implement strategy successfully.

Despite its positive attributes, the balanced scorecard has been criticized for difficulties in establishing non-financial measures, as well as keeping it updated and effective (Gautreau & Kleiner, 2001, pp. 153–156). However, a balanced scorecard system has been recommended for providing the basis for executing good strategy well and managing change successfully (Rohm, 2002, pp. 3–12 of 13).

The models discussed in this section can be used in conjunction with specific approaches to strategy implementation. Approaches provide ways in which strategies can be implemented. The next section discusses various approaches that can be used by local authorities to implement strategy successfully.

2.8. STRATEGY IMPLEMENTATION APPROACHES FOR LOCAL GOVERNMENT AUTHORITIES

This section discusses strategy implementation with a focus on approaches that are used to advance the art of strategy implementation. While the traditional view tended to treat strategy implementation as an activity that follows formulation, the approaches discussed in this section reveal that more recent views treat implementation as an activity that calls for total organizational involvement through a strong corporate culture (Bourgeois III & Brodwin, 1982, pp. 1–45).

To implement strategy effectively, a clear and appropriate implementation approach is required. Bourgeois and Brodwin (1984) identify five general leadership styles in strategy implementation. The approaches encompass elements of strategy formulation and implementation as well as the general culture (like characteristics of the organization). The strategies range from asking subordinates to implement the strategies that have been formulated by the top-level management to empowering subordinates to formulate and implement strategies on their own (DeSa, 2014, pp. 1).

The following strategy implementation approaches are examined:

- i. the commander approach
- ii. the organizational change approach
- iii. the collaborative approach
- iv. the cultural approach
- v. the crecive approach
- vi. Quinn's incremental model.

2.8.1. Commander approach

The commander approach focuses on centralized direction from the chief executive officer to guide the organization's strategy, that is, it is a top-down approach. Senior management formulates strategy and passes it on to subordinates for implementation (Ferrell & Hartline, 2013, p. 267). Subordinates are given instructions on how to implement the strategy and senior management oversees the implementation without taking an active role. In the command mode, a strong individual leader or a few senior managers exercise total control over the organization, and strategy making is a conscious, controlled process that is centralized at the top of the organization (Verweire & Van den Berghe, 2004, p. 110).

In terms of public policy, the command and control approach involves the use of mechanisms that are somehow coercive, such as standard setting, inspections and sanctions on violators who fail to comply with regulations (Stewart, Hedge & Lester, 2007, p. 112). The command and control approach has been criticized for dictating behaviour, for discouraging private initiative and innovation in attaining policy goals, as well as for wasting or misusing societal resources (Stewart, et al., 2007, p. 112). However, one of the major advantages of the commander approach is that it reduces uncertainty and makes decision-making easier (Ferrell & Hartline, 2013, p. 267).

According to Barnat (2014, p. 4), the following three conditions must exist for the commander approach to be successful:

- The leader must wield enough authority to command implementation, or the strategy must pose little threat to the current management, otherwise implementation will be resisted.
- Accurate and timely information must be available, and the environment must be reasonably stable to allow it to be assimilated.
- The strategist leader should not have any personal biases, and there should be no political influences that might affect the content of the plan.

The top-down implementation is the carrying out of a policy decision (by statute, executive order or court decision), whereas the authoritative decisions are "centrally located" by actors who seek to produce the "desired effects" (Matland, 1995, p. 146). According to Elder-Vas (2011), the top-down system showcases: clear and consistent goals articulated at the top of the hierarchical environment; knowledge of pertinent cause and effects; clear hierarchy of authority; rules established at the top and policy that is aligned with the rules; and resources/capacity to carry out the commands from the top.

However, contrary to the fact that rules are established at the top and policies are aligned to the rules, in public sector organizations, policy is initiated first and other aspects, such as rules and goals, are aligned with policy. In the top-down, command and control approach within a local government system, elected officials delegate implementation authority to non-elected public servants who are accountable to the democratically elected officials. However, there is a likelihood of implementing policies with standards that are not understood by the citizens, and the top-down approach thus becomes a “tactic” and not a strategy for implementation (deLeon & deLeon, 2002, p. 484). According to Matland (1995, p. 147), top-down managers often initiate their analysis using statutory language, which “fails to consider the significance of actions taken earlier in the policy-making process”, whereas implementors often engage cues from various groups, which differ in intensity and history and may not be reflected in the statutory language. In line with this analysis, Matland (1995, p. 148) concludes that the top-down approach may be desirable in theory, but its practice may result in “policy failure”.

The command approach may be favourable to younger managers who may prefer a less subjective and behavioural approach (Barnat, 2014, p. 2 of 18). However, the major drawback of this approach is that those who implement the strategy are not involved in its formulation, thereby lacking a sense of ownership of the strategy. This may result in demotivation as well as a lack of innovativeness (Barnat, 2014, p. 1 of 18). Research findings by Coulson-Thomas (2013, pp. 33–35) suggest that the top-down “command and control” leadership can be less effective than cheaper, quicker, less disruptive and more supportive routes to creating high performance organizations.

This approach focuses on centralized direction from the chief executive officer to guide the organization’s strategy, i.e. a top-down approach. Top-level management formulates strategy and passes it on to subordinates for implementation. Subordinates are given instructions on how to implement the strategy and top management oversees the implementation without taking an active role.

Singh (2007) points out that one drawback to this approach is that it can reduce employee motivation, and employees who feel that they have no say in strategy formulation are unlikely to be very innovative. However, the approach can work in smaller companies within stable industries. The commander approach advocates this approach for the following reasons:

1. Managers who take the commander approach gain a valuable perspective from the company, and the approach allows these managers to focus their energies on strategy formulation.
2. It has been observed that young managers, in particular, seem to prefer this approach since it allows them to focus on the quantitative, objective aspects of a situation rather

than on the qualitative, subjective elements of behavioural interactions. Many young managers are better trained to deal with the objective rather than the subjective.

3. Finally, the commander approach may make some ambitious managers feel powerful in that their thinking and decision-making affects the activities of the workforce (people).

2.8.2. The organizational change approach

This approach emphasizes how organizational structure, incentive compensation, control systems, and other factors can be used to facilitate the implementation of a radical new strategy. The strategic leader decides on major changes in strategy and considers appropriate changes in structure, personnel, and information and reward systems if the strategy is to be implemented effectively (Barnat, 2014, p. 2 of 18). Therefore, the role of the leader is to design administrative systems for effective strategy implementation.

In the organizational change approach for local government, a management style that is customer focused, results oriented and less bureaucratic is vital for driving change (Mullins, Linehan & Walsh, 2001, pp. 128–139). Therefore, the focus should shift from “dictating from the top to co-ordinating and supporting from the centre” (Atkin, 2001, p. 4). According to Jones (1999), highly bureaucratic, divisionalized and hierarchical structures may lead to fragmentation of customer service and, at the same time, stifle change efforts. Therefore, alternative organizational structures that rely on networking, partnerships and increased communication have been suggested.

The organizational structure can determine the extent to which knowledge can be shared within an organization. For instance, a hierarchical, strongly formalized and controlling structure tends to minimize the learning and close collaboration needed to meet significant changes (Dasgupta & Gupta, 2009, pp. 213–215). Conversely, a participatory type of culture that is flat and has open communication channels tends to encourage participation and employee involvement in decision-making and the sharing of information. In addition, a participatory culture is conducive to a good knowledge management practice, and it promotes innovation and learning, thereby driving change (Rezgui, 2007, pp. 166–82).

According to Singh (2007, p. xx), the organizational change approach focuses on how to get an organization to implement a strategy. Those who take this approach believe that managers assume that a good strategy has been formulated and view their task as getting the company moving toward new goals. The tools used to accomplish this approach are largely behavioural and include such things as changing the organizational structure and staffing to focus attention on the organization’s new priorities, revising planning and control systems and invoking other

organizational change techniques (Barnat, 2014). Because these behavioural tools are used, this approach is often more effective than the commander approach and can be used to implement more difficult strategies.

The organizational change approach does have several limitations that may limit its use by smaller companies in stable industries. It does not help managers stay abreast of rapid changes in the environment. It also does not deal with situations where politics and personal agendas discourage objectivity amongst strategists. Furthermore, since it imposes strategy in a top-down fashion, it is subject to the same motivational problems as the commander approach. Finally, it can backfire in rapidly changing industries since the manager sacrifices strategic flexibility by manipulating organizational systems and structures that may take a long time to implement.

2.8.3. The collaborative approach

The focus of this approach is on group decision-making at senior management level and on the involvement of senior management in the strategy formulation process to ensure commitment to strategy implementation by senior executives (DeSa, 2014, p. 2). The general manager and the entire senior management are involved in the formulation and implementation of the strategy (Alkhafaji & Nelson, 2013, p. 215). The role of the general manager is to coordinate the team's efforts and to encourage the contribution of a variety of different viewpoints from those involved (Alkhafaji & Nelson, 2013, p. 215). Brainstorming is used to obtain different viewpoints from managers in the strategic planning process. According to Barnat (2014, p. 2), the approach has advantages arising from the participation of other managers. The collaborative strategy implementation approach increases the quality and timeliness of the information incorporated in the strategy formulation and execution, while commitment to the strategy is enhanced and improves the chances of efficient strategy implementation.

According to Barnat (2014, p. 3), the collaborative strategy implementation approach has the following shortcomings:

- The strategy may be more conservative and less visionary than one developed by a single person or staff team.
- The organization can miss opportunities and fail to react in time to changing environments due to lengthy discussions.
- Most fundamentally, the approach retains the characteristics of the commander approach and, to some extent, of the change approach, as upper-level managers retain centralized control.

- The approach fails to draw on the full human potential throughout the organization.

2.8.4. The cultural approach

The cultural approach expands upon the collaborative approach by including the lower levels of the organization in the strategy implementation process (Alkhafaji & Nelson, 2013, p. 215). The cultural approach suggests that a strong set of collective values can be instilled in lower-level employees, which allow them to participate in the strategic thinking and implementation effort of the organization. The advantage of this approach is that it establishes a wide unity of purpose.

Martins and Terblanche (2003, pp. 64–74) define organizational culture as the components of routine behaviour, norms, values, philosophy and rules of the game, and go on to state that these traits promote trust and effective communication and exchange of ideas at all levels for effective strategy implementation. In the cultural approach to implementation, the strategic leader concentrates on establishing and communicating a clear mission and purpose for the organization and allows employees to design their own work activities in line with the organizational mission (Alkhafaji & Nelson, 2013, p. 215; Barnat, 2014). A shared vision of an organization is important for motivating the staff to learn, as it creates a common identity that provides focus and energy for learning.

The organization should have sufficient resources to absorb the cost of building and maintaining the value system (Barnat, 2014). According to Barnat (2014, pp. 3–4 of 18) and DeSa (2014, p. 3), the cultural approach is, however, characterized by the following limitations:

- It only works with informed and intelligent people.
- It consumes enormous amounts of time.
- It can foster such a strong sense of organizational identity amongst employees that it becomes a handicap (for example, appointing outsiders in top management levels can be difficult because they are not accepted by other executives).
- It has an overwhelming doctrinal air about it, and fosters homogeneity and inbreeding.

In addition, research has shown that organizations that have a high degree of cohesiveness and clan culture that promotes the “we feeling” are less likely to be receptive to new and innovative information (Brockman & Morgan, 2006, pp. 295–307).

2.8.5. The crecscive approach

The crecscive approach is a bottom-up approach that addresses strategy formulation and strategy implementation simultaneously. In this approach, the lower-level management is empowered to develop and implement the strategy (DeSa, 2014, p. 1). Goals are stated

loosely by the top-level management and refined from the bottom. The leader encourages subordinates to develop, champion, and implement sound strategies on their own.

Strategy moves upwards from lower-level employees and middle-level managers. Strategy is the sum of all individual proposals that surface throughout the year. Top management shapes the employees' notions of what would constitute supportable strategic projects (Barnat, 2014, pp. 3–4 of 18). The leader functions more as a judge, evaluating the proposals that reach his/her desk, than as a master strategist (Barnat, 2014, pp. 3–4 of 18). The leader must give up some control to spur opportunism and achievement. In this case, the argument for this strategy is that if local implementers are not allowed discretion in the implementation process with respect to local conditions, then the policy is likely to fail (Matland, 1995, p. 148). Therefore, special attention must be given to the people directly affected by the policy addressed by the strategy.

Where strategy moves upwards from lower-level employees and managers in a local authority, the strategy is more likely to be reflective of community interests, while a top-down approach is more likely to impose policy narrowly upon focused interest groups (deLeon & deLeon, 2002, p. 478). While the top-down approach tends to coerce people, the bottom-up approach may go beyond informing people of the proposed legislative action and manipulate behaviour. Thus, the bottom-up approach is “more realistic and practical” and much more “democratic” than the top-down approach (deLeon & deLeon, 2002, p. 478).

Bourgeois and Brodwin (1984) suggest the use of the crecive approach for managers of large, complex, diversified organizations, as these managers cannot possibly know all the strategies and operating situations facing each division.

According to Barnat (2014, pp. 3–4), the organization can generate and implement sound strategies if the following recommendations are carried out:

- Maintain the openness of the organization to new and discrepant information.
- Articulate a general strategy to guide the organization's growth.
- Manipulate systems and structures to encourage bottom-up strategy formulation.
- Use the “logical instrumentalist” manner to select from amongst the strategies that emerge.

2.8.6. Quinn's incremental model

Quinn's approach is primarily based on the assumption that incremental processes should be the prime mode used for strategy setting. Quinn (1980) suggests that the most effective strategies of major enterprises tend to emerge step by step from an iterative process in which

the organization probes the future, experiments and learns from a series of partial (incremental) commitments rather than through global formulations of total strategies.

According to Quinn (1980), the total strategy is largely defined by the development and interaction of certain major subsystem strategies. Each system has its own distinctive sequencing, informational and power necessities. In addition, different subsets of people are involved in each subsystem strategy. Each subsystem's strategy is best formulated by following a logic dictated by its own unique needs. There is uncertainty and unpredictability about the way major subsystems will ultimately evolve, as well as about the way the systems will interact to create the overall strategy. Barnat (2014, pp. 3–6) emphasizes that the strategic leader remains responsible for proposed changes in strategy and for establishing structure and processes in an organization.

2.8.7. Summary of strategy implementation approaches

Each strategy implementation approach has its own advantages and disadvantages. For example, the command approach has clear and certain goals even though those who are asked to implement are not involved in the formulation of the strategy. Non-participation of employees in the formulation of strategy has been identified as one of the major elements that contribute significantly to implementation failure (Van der Maas, 2016, p. 2). Various authors, such as Jones (1999), Ford (1998) and White (2000) tend to support coordination from the centre, a characteristic of the change management approach. It has been stated that the cultural approach promotes motivation through a shared vision, but the approach has been criticized mostly for not being receptive to new, innovative information (Brockman & Morgan, 2006, pp. 295–307). The crecive approach, which is mainly a bottom-up approach, has been described as more realistic and practical and much more democratic than the top-down approach (deLeon & deLeon, 2002, p. 478). Quinn's approach emphasizes the learning aspect of strategy implementation, where the future is uncertain and unpredictable. In this approach, strategies are refined incrementally with new information and opportunities.

The choice of strategy implementation approach depends on the size of the organization, the degree of diversification, the degree of geographical dispersion, the stability of the business environment and the managerial style embodied in the organization's culture. According to Verweire and Van den Berghe (2004, p. 112), the command approach is more frequently applied in small organizations where one person usually maintains control. Brodwin and Bourgeois's (1984) research suggest that the commander, change, and collaborative approaches can be effective for smaller organizations in stable industries. The cultural and crecive alternatives are used by more complex organizations.

2.9. CONCLUSION

This chapter has discussed theories of strategy implementation, barriers to strategy implementation, and strategy implementation models and approaches. The literature highlighted how strategy implementation models can be used to ensure effective strategy implementation, from formulation to process management to performance. From the various barriers to strategy implementation identified, the most common and prevalent themes that emerged are: organizational culture, organizational structure, leadership, change management and communication. It was also highlighted that successful strategy implementation involves decisions about strategy, structure, coordination, information sharing, incentives and controls. The conceptual framework thus provides the basis for carrying out a study that can result in invaluable contributions to the theory and practice of strategy implementation. The literature has captured issues related to the research questions, thereby forming the basis for a survey that meets the objectives of the research.

Organizations can avoid common pitfalls of failure by carefully implementing strategy through employing appropriate models and approaches in strategy implementation. The literature has highlighted the importance of the organization's orientation with reference to its values and characteristics in the strategy implementation process. Strategy implementation approaches range from formulating strategies and asking subordinates to implement them, to empowering subordinates to formulate and implement strategies on their own. Organizations should formulate implementable strategies, but it has been demonstrated in literature that implementation is quite challenging due to many barriers or obstacles arising from internal structural and behavioural issues and from the external environment. On the whole, the literature demonstrates that the real value of strategies lies in their successful implementation. In that respect, today's leaders should have both strategy crafting abilities and implementation skills.

The key variables that influence strategy implementation, according to Hrebiniak (2005, as cited in Pucko & Cater, 2008), include change management, organizational culture, organizational structure, and leadership. Communication is also one of the most important variables influencing strategy implementation (Floyd & Wooldridge, 1994; Beer & Eisenstat, 2000; Kaplan & Norton, 2005b; Martin, 2010). Background literature has also identified resource allocation, people (e.g. their educational levels) and external influences as some of the important variables. These variables are investigated in the present study with regard to the extent to which they affect strategy implementation as well as the determination of intervention measures to improve the implementation process.

This chapter has concentrated on strategy implementation and barriers to implementation.

The next chapter of the study discusses the theoretical aspects of local government frameworks and local governance in Zimbabwe.

CHAPTER 3: LOCAL GOVERNANCE IN ZIMBABWE

3.1. INTRODUCTION

This chapter focuses on the role of local authorities in Zimbabwe. It defines what local authorities are and how they are constituted. It also discusses the history of local government systems of selected countries around the world. The chapter explains the structure generally found in local authorities and what impact they have on strategy formulation and implementation and, ultimately, service delivery. The importance of good corporate governance in local authorities is also discussed in terms of strategy implementation. The chapter critically analyses local government in Zimbabwe with a special focus on urban councils.

The term “local authority” in its widest sense can be defined as “directly or indirectly elected public governing bodies at sub-national level possessing within a given territory, as defined by law, a degree of autonomy from the central government and a set of competences to deliver public goods and services to citizens” (The European Commission, 2013, p. 1). Local authorities encompass a large variety of public governing bodies at various levels. Some examples of public governing bodies include: municipalities, communities, districts, counties, provinces and regions, depending on the country. In addition, local authorities are usually composed of a deliberative or policy-making body (council or assembly) and an executive body (the mayor or other executive officer), directly or indirectly elected or selected at local level. Local authorities vary across a range of dimensions, including: population size, number of tiers in the local government system, urban vs. rural, mandates and functions, human and financial resources, linkages with customary institutions, degree to which they are downwardly accountable and representative, and their financial arrangements (The European Commission, 2013, p. 1).

Local authorities can make by-laws or rules to regulate themselves, which are consistent with Parliament and provincial legislatures. For instance, in Zimbabwe, Sections 227 to 232 of the Urban Councils Act, 2015 (Chapter 29:15), and Part xv of the Rural District Councils Act, 1988 (2002) (Chapter 29:13), provide for councils to make by-laws, regulations and resolutions to deal with a wide range of local planning, development and control concerns of the area under their jurisdiction. Councils can make laws that are binding on residents and are adopted within the national legislative framework (Murimoga & Musingafi, 2014, p. 100).

Local authorities have a special institutional responsibility to render services in defined geographical areas, primarily because of the inability of central government to attend in detail to all the requirements of society that have to be satisfied by a government institution. Local

authorities are closer to citizens than other public institutions and may significantly contribute in terms of more efficient, equitable and accountable delivery of basic public services such as education, health, water, transport and the building of democratic institutions and effective administrations (European Commission, 2011, pp. 4–5). Local authorities can also act as catalysts for change, build trust amongst stakeholders and support national development and poverty reduction programmes (European Commission, 2011, pp. 4–5).

This study views local authorities in the context of the definition provided by the European Commission. The definition recognizes that local authorities are actually public institutions with legal personality, but are part of state structure that is below the level of central government. Local authorities are also accountable to citizens. Residents have a say in the government and administration of local authorities through a council of elected representatives. Therefore, local authorities must satisfy the collective needs of the public in particular localities and are accountable to them.

3.2. NATURE AND SCOPE OF LOCAL GOVERNMENTS

This section defines local government and describes the various dimensions of local government and their implications. The dimensions are: social, economic, geographic, legal, political and administrative.

3.2.1. Local government defined

Reddy (1999, p. 9) defines local government as the level of government created to bring government to the local populace and to give citizens a sense of participation in the political processes that influence their lives. Wilson and Game (1994, p. 8) emphasize the social and political roles of LG. According to Wilson and Game (1994, p. 8), LG is a large geographically defined multi-functional organization, pursuing a variety of social, political and economic objectives, either through the direct provision or through the sponsorship, indirect funding, regulation or monitoring of an extensive range of services to its local community. According to Van der Waldt (2007, p. 4), local government is a form of decentralized, representative institution with general and specific powers devolved upon it and delegated to it by central or provincial government in a restricted geographical area within a nation or state. In Zimbabwe local government authorities are corporate bodies that may sue or be sued in their own right (Murimoga & Musingafi, 2014, p. 100). The definitions above imply that local governments enjoy reasonable degrees of autonomy to control in certain areas of their operations and that they have government attributes as they are creations of the state to which they are subject.

For the purpose of this research, local government shall be defined as a largely self-financing decentralized tier of government constituted by law, with defined powers over a defined geographical area, and a governing body that is democratically elected and charged with a service delivery mandate. This definition portrays local governments not only as administrative units empowered by law to administer particular localities, but also as decentralized political, geographical, social and economic entities that function on democratic basis in pursuit of their mandate to deliver services to citizens. The definition indicates that local governments have multi-dimensional functions that include the social, economic, geographic, legal and administrative dimensions.

3.2.2. Dimensions of local government

According to Tonwe (2011, p. 2), local government is a multi-dimensional and integrated concept. It is an integrant of democracy with social, economic, geographic, legal and administrative dimensions. The dimensions in the conceptual articulation of local government are discussed below.

3.2.2.1 *Social dimension*

From a social perspective, local government can be viewed as an organized distinct social entity based on the principle of oneness (Singh, 2009, p. 3; Adeyemi, 2012, p. 188). Local government is in close contact with ordinary people through elected representatives from local communities. Local government provides a platform for people in a locality to interact, and through this interaction the common basic interests of the people, such as food, shelter, clothing and water, emerge (Ola & Tonwe, 2009, pp. 4–5). The public service is expected to deliver services that a society requires to maintain and improve its welfare (Makanyeza et al., 2013, p. 2). Besley and Ghatak (2007, pp. 127–156) argue that public services are a key determinant of quality of life that is not measured in terms of per capita income, which makes it important in poverty reduction. Local governments can foster a sense of responsibility for social well-being amongst all sectors, including business, community groups and other levels of government, and they can help build relationships amongst the diverse organizations and sectors that comprise the community (Torjman & Leviten-Reid, 2003, p. 6).

3.2.2.2 *Economic dimension*

Local governments are, in essence, economic institutions with a leading role to play in promoting the economic well-being of the people of a particular locality (Adeyemi, 2012, p. 189). The economic dimension of the concept of local government relates to its economic viability. Thus, revenue generation becomes a primary function of local government. A local

government that is not economically viable cannot improve the economic conditions of the people in its locality (Ola & Tonwe, 2009, pp. 4–5). If a local government is economically viable, it will have the initial advantage not only of rendering local services, but also of warding off national government intervention. However, a local government authority will have a limited degree of autonomy if it depends on central government allocations for most of its expenditure decisions (Zhou & Chilunjika, 2013, p. 233).

Local governments should deliver needed and desired basic services such as water, waste management, electricity reticulation, sanitation, roads, storm water drainage, land use planning and control, and transport planning (Van Donk, 2008, p. 3). To effectively carry out these functions, local governments should work with citizens to harness their energies and provide input into the socio-economic development of their localities (Omowunmi, 2016, p. 42). According to Singh (2009, p. 3), planning at local level is more pragmatic as it is based on local knowledge, local decisions, local action and local conditions. In support of this view, Oduro-Ofori (2011, p. 7) contends that governments are empowering local government units to carry out economic development activities, as they can easily analyse the economic development requirements at a local level. Citizens are conscious of the needs of their broader community, and they often act to meet these needs, so local governments have adopted a culture of civic engagement where citizens participate in public affairs and promote the public good (Rice & Sumberg, 1997, p. 100).

3.2.2.3 *Geographic dimension*

Local government enjoys a specific and defined territorial jurisdiction over a particular human habitation and may thus be conceptualized in geographic terms (Ola & Tonwe, *ibid*). The geography of local government, which includes physical, demographic and economic features, has an impact on its policies, administration and law (Singh, 2009, p. 4). The problems in various areas can differ, and the interests of the inhabitants may also differ from one area to another. Hence, different problems entail different solutions, be they political, administrative or legal (Tonwe, 2011, p. 68). Therefore, decision makers need to be adequately acquainted with local geo-demographic variants in order to render meaningful services to the local people. Due to its closeness to the people, local government is in a better position to understand and respond to their needs and have a bearing on the day-to-day lives of local communities (Murimoga & Musingafi, 2014, p. 100). However, despite having jurisdiction over a defined geographic area, local government remains a sphere of government with limited delegated legislative power and authority.

3.2.2.4 *Legal dimension*

Local government is a legal institution established by law of a competent and higher authority (Adeyemi, 2012, p. 189; Tonwe, 2011, p. 68). In this respect, local governments can be considered a miniature body politic and a body corporate. It is an institution of the state that represents public interest (Singh, 2009, p. 4). Tonwe (2011, pp. 68–69) describes the legal dimension of local governments as follows:

- a) It exists as an organized entity, possessing organization and some minimum powers (constituting what is called “autonomy”) relating to the raising of revenue, preparation of budgets and control and management of local resources (human, fiscal and material).
- b) It has governmental character. As an agency of the public, it must be chosen by the local people to whom it must be accountable.
- c) It has the right to enter into contract and to own and dispose of property. The corporate status makes the local government a legal person in law with the rights and duties of a private individual defined through legislation and allowed through judicial interpretation. As such, a local authority can institute legal proceedings for the recovery of its property, it can sue for outstanding debts and it can seek compensation for the breach of contract.
- d) It can act as defendant in legal proceedings. It can be sued for failure to meet its obligations as employer, landowner, debtor or buyer.
- e) Unlike *other persons*, it is bestowed by law the status of immortality – a continuous life. The people and the voters may come and go, the population may increase or decrease, councillors, mayors, chairpersons or presidents of local governments may be voted in or voted out, and the form of local government and the extent of its powers may be changed from time to time, yet its legal entity will go on without interruption.

The description above demonstrates that local governments are self-governing public institutions with a government character that enjoy minimum powers of autonomy, but are accountable to the people and possess contractual rights as defined through legislation (Singh, 2009, p. 4). The legal dimension of local government shows that its perpetual succession will continue indefinitely. Further, local government has a name along with a corporate seal to distinguish it from other entities of a similar character (Bin, 2011, pp. 1–9). However, legally most local governments around the world normally derive their powers from central government.

In unitary states, political power may be delegated through devolution to local government by statute, but the central government remains supreme and can abrogate the acts of devolved governments or curtail their powers (Bin, 2011, p. 5). In this instance, it can be contended that it is no longer valid to regard local self-governance as an inherent right of local people (Tonwe, 2011, p. 68). In developing countries that do not have strong traditions of democracy, higher-level governments can exercise their power to dissolve or destroy their creations, and constitutional setups may thus help prevent the situation (Bin, 2011, p. 5).

In some countries, the federal government has broad power, as is in the case of the Russian Federation and Nigeria, while in others, such as in the United States, the federal government has a limited and defined role. (Bin, 2011, p. 2). However, contemporary local governments enjoy considerable administrative autonomy, responsibility for policy implementation and a share of public resources they had never enjoyed previously (Bin, 2011, p. 9). In some unitary systems, limited self-governing powers have been transferred to the regional or local governments, for example, the transfer of limited powers to Scotland and Wales in 1997–2007 in the United Kingdom. Both the unitary and federal systems of government relate to higher levels of government, either at national or provincial levels, and the higher levels, by and large, dominate relations (Bin, 2011, p. 9).

3.2.2.5 *Political dimension*

Local government is a political organization in a local community that engages in decision-making and governance for the purpose of promoting public interest in a local area (Sekiguchi, 2010, p. 378). According to Tonwe (2011, pp. 68–69), local government is a political institution – a political mechanism for governance at the local level. It is the managing of communities by the residents themselves, and is used to render public service for satisfying daily needs such as social service, housing, education, roads, water supply and sewerage (Sekiguchi, 2010, p. 379).

Logically local government is the level of the government most directly accountable to the public. Local governments serve as a two-way channel of communication between the government and the governed, transferring the decisions of government to the local people and also conveying the local demands and feedback on policies to central governments (Cuffe, 2014, p. 5). While nations may have different political philosophies and forms of government, local government exists in every nation as a part of governmental or constitutional structure (Singh, 2009, p. 4).

Local government is a political institution in the community, and usually operates under the principle of democracy (Sekiguchi, 2010, p. 379). Therefore, the political nature of local

government is demonstrated by its democratic system. According to Tonwe (2011, pp. 68–69), local government is an integrant of democracy, so when the democratic aspect of local governance is not embraced, local government degenerates into local administration. However, when local administration imbibes the democratic character, it becomes local government. A critical aspect of democracy in local governance is public participation: “Public participation is the process by which public concerns, needs and values are incorporated into the governmental and corporate decision-making. It is a two-way communication and interaction, with the overall goal of better decisions that are supported by the public” (Creighton, 2005, p. 31).

The participation of the public in local government issues has the advantage of bringing the government closer to the people. In essence, local government is the closest link between government and the people (Bayraktar & Uslay, 2016, p. 256). Apart from bringing the government closer to the people, public participation enables citizens to set policy goals and priorities, and to oversee the actions of the politicians and administrators and hold them accountable for their actions (Haruta & Radu, 2010, p. 77). Local government democracy is important for increasing accountability and enhancing local government efficiency through a closer scrutiny of local service delivery (Kyohairwe, 2014, p. 1).

Democracy ensures that decision-making is not restricted to a few individuals in authority, and thus promotes the embracing of the cornerstone characteristics of governance (Haruta & Radu, 2010, p. 77). According to Pierre and Peters (2005, pp. 3–6), these characteristics are: articulating a common set of priorities for society, coherence, steering and accountability. Democracy through public participation therefore gives power to the people, as it goes beyond mere citizen observation and inactive participation. The assumption is that citizens have the competences to fully engage in democratic governance through elected representatives or by participating directly in scrutinizing local service delivery (Kyohairwe, 2014, p. 1).

According to the Organisation for Economic Co-operation and Development (OECD) (2001, p. 2), public participation is composed of:

- information or a one-way relation in which government officials produce and only deliver information for use by citizens (this type of interaction provides passive access to information upon demand by citizens and active measures by government to disseminate information to citizens)
- consultation or a two-way relation in which citizens’ role consists of providing feedback to government

- active participation or the relation based on partnership with government, in which citizens play an active role and engage in the policy-making process.

Public participation can therefore be described as the relationship of the government with the people, the people with the government, and partnership between government and the public in local government administration. Thus, “in a real democracy, citizens’ involvement is possible for three reasons; because they can, because they want or because they were asked” (Verba et al., 2004, 316–341). Where citizens play an active role, they are involved in proposing policy alternatives and in shaping the policy dialogue. However, the final decision-making about policy remains the responsibility of the local government (Haruta & Radu, 2010, p. 78).

3.2.2.6 *Administrative dimension*

The administrative dimension implies that local governments, like higher levels of government, have a local bureaucracy. The two types of local government that can be identified are: the unified service, which is region-wide or state-wide and managed by a single local government service commission, and the localized service, which is restricted to the individual local governments (Tonwe, 2011, pp. 68–69). Local government is operationally an administrative organization with the influence or intermingling of political, organizational and technological processes (Bayraktar & Uslay, 2016, p. 256). In a unitary system, for example, power is shared between the central government and local government, although the central government remains dominant as it can abolish the acts of delegated government. Most countries in the world have a unitary system of government. In a unitary system, local governments are created to release the functions and burden of central governments and to provide services that are local in character (Bayraktar & Uslay, 2016, p. 256).

Local governments conform to two cardinal objectives of public administration: efficient performance and responsible performance. Because of their two-fold characteristics, their existence at various points of contact with the people as the ultimate sovereign, and the allocation of spheres of activities with required authority to take the necessary decisions, they can combine the best of representative democracy, bureaucracy and technocracy while at the same time eliminating their deficiencies (Tonwe, 2011, pp. 68–69). The relationship between administrators on the one hand and political leaders and the public on the other hand is central to public administration (Svara, 2001, p. 176).

An example of the relationship between administrators and elected officials is given by Mossberger, Clarke and John (2015, pp. 157–158). According to them, most cities have an appointed chief administrative officer who oversees the administrative structure and reports to

elected officials (Mossberger et al., 2015, p. 157). Four formal provisions can be identified that structure how local governmental authority and political power are obtained, maintained and exercised. These are: the strong mayor form, the committee leader form, the cabinet/collective form and the council-manager form (Mossberger et al., 2015, pp. 157–158). In the strong mayor form, the elected mayor overshadows the city council and is in full charge of all executive functions. The chief accounting officer serves at the mayor's will, and political considerations can affect the behaviour of professional civil servants. Models of this form can be found in France, Spain, Italy, Portugal, Germany and American cities with a mayor-council structure (Mossberger et al., 2015, p. 157). In the committee-leader form, one person is normally the "political leader" of the local government (with or without the title of mayor), but executive powers are shared with other elected politicians as well as with the chief administration officer. Examples include Denmark, Sweden and the United Kingdom before reforms starting in 2000 (Mossberger et al., 2015, p. 157). In the cabinet/collective form, the executive committee of the council exercises executive authority along with a mayor, who has limited authority, and a chief executive officer, who is responsible to the executive committee (Mouritzen & Svava, 2002, p. 260). This model can be found in the Netherlands and Belgium. It is new in the United Kingdom, under experiment in Oslo, but being phased out in the three largest Danish cities (Mossberger et al., 2015, p. 157). In the council-manager form, all executive functions are in the hands of a professional administrator or city manager, who is appointed by the city council. The city council has general authority over policy but is restricted from involvement in administrative matters. Examples of this model can be found in Ireland, Norway, Finland and the United States council-manager cities, and was formerly found in Stadtdirektor form in Nordrhein-Westfalen and Niedersachsen (Mossberger et al., 2015, p. 157). These four forms of government are associated with some systematic differences between the roles, interactions, and influence of elected officials and administrators (Mossberger et al., 2015, p. 159).

The preconditions for a workable relationship in public administration would be to provide for external control and accountability while preventing political interference in the working of the organization that would undermine the professional competence and fairness of administrators (Mossberger et al., 2015, p. 159). City council members and other elected officials represent the citizens, whereas administrators (experts) perform the government work (Nadler & Schulman, 2006, p. 1 of 3). Public administration should also strike a balance between efficiency and democracy (Rodrigues, 2017, p. 1). According to Mossberger et al. (2015, p. 159), the purpose and policies of the public organization must reflect the preferences of elected officials but also incorporate the values and expertise of administrators. In other words, there must be a balance between politics, administration and relations with citizens.

According to Svava (2001, p. 180), elected officials and administrators, should, in regular communications with citizens, work together in a partnership for governance, and dividing them or skewing the relationship in one direction or the other means that an important contribution is missing. To understand this relationship, it is important to appreciate the role of public administration. The next section discusses the historical development of local governments.

3.3. THE HISTORICAL DEVELOPMENT OF LOCAL GOVERNMENTS

Local governments are ancient institutions with an evolving conceptualization and are generally conceived as political mechanisms for governance at the local level. Though politics, which highlights the participation of the local citizenry in goal setting and decision-making, is central to the concept of local government, its conceptualization in contemporary times is a lot more encompassing (Tonwe, 2011, p. 66). Government activities that are carried out from a central point without people's involvement may be unpopular with the people (Tonwe, 2011, p. 66). The government also does not have the requisite knowledge of all the diverse problems that are local in character. In this regard, Laski (1964, p. 411) rightly observes, "We cannot realize the full benefit of democratic government unless we begin by the admission that all problems in their incidence require decision at the place and by the persons by whom the incidence is most deeply felt." In effect, democracy, in Laski's view, takes a firm root when there is a local authority that ensures participation of the local people in decision-making to meet local needs.

To understand contemporary local government, it is essential to grasp the basis of its historical development and evolution. Local governments did not evolve to provide a coordinate system of administration for the logically defined range of services, but rather emerged, piecemeal, in answer to a succession of separate needs and demands (Kjellberg, 1995, p. 42). According to Sikander (2015, p. 173), the very origin of modern local government was part of the libertarian trends in the first half of the 19th century. Liberty for the local communities to develop according to their own preferences was a powerful ideological element in the introduction of local government systems in most European countries. Local self-government was perceived to be an expression of freedom of a society (Wilson & Game, 2010, p. 42). The creation of local self-government in the first half of the last century in Scandinavian as well as other countries was a deliberate attempt to limit the intrusion of central government in the affairs of local communities. According to Sikander (2015, p. 173), modern local governments are the creation of western and traditional cultures, with the English pattern being a source of inspiration for most of the English-speaking countries and those territories that have come under their influence, like South Asia and Africa.

The modern local government system evolved in response to the pressures produced by urbanization and industrialization (Sikander, 2015, p. 173). During the nineteenth and early twentieth centuries, urbanization resulted from and contributed to industrialization in developed countries. There was a mass movement of people to cities in search of jobs and a better life (Bhatta, 2010, p. 28). Industrialization and the factory system led to urbanization, which consequently resulted in the expansion of municipal functions (Sikander, 2015, p. 173). Cities require services that are not needed in rural areas, for example, sewage disposal, street cleaning and traffic regulation. Higher standards of urban population created a demand for services such as public health measures and recreation activities, which the rural population is less likely to demand from its local government (Sikander, 2015, p. 173). The movement of population from rural to urban areas was accompanied by severe problems of overcrowding, law and order and ill health (Browman et al., 2000, p. 248).

The systems that existed in the UK, particularly during the industrial revolution, proved inadequate to meet the needs of the new urban areas. The immediate response to this was the creation of a series of ad hoc, single-purpose bodies, which included poor law boards, turnpike trusts and boards of improvement commissioners (Sikander, 2015, p. 173). Poor law boards were boards of guardians elected from groups of parishes or unions, and were responsible for the care of the poor across all the individual parishes in England and Wales (Mitchell, 2012, p. 613). A turnpike trust was an organization that financed road improvements by levying tolls and issuing mortgage debts that were created by Acts of Parliament, which named a body of trustees and gave them authority over a particular roadway that was previously maintained by parishes (Bogart, 2005, p. 2). The improvement commissioners were responsible for paving, cleaning and lighting of streets and provision of watchmen (Borsay, 2014, p. 138). These ad hoc bodies were effectively controlled by Tory Squires and traditional land-owning interests. The prosperous entrepreneurs who dominated the expanding cities and towns resented their lack of control over the full range of civic affairs. Under these pressures the Municipal Corporations Act (1835) created elected municipal councils and gave them a range of powers and property (Sikander, 2015, p. 173).

In the United States of America, local government institutions developed in response to a combination of citizen demand, interest group pressure and state government acquiescence, and there is thus no rational system of local government that exists other than a collection of autonomous, frequently overlapping jurisdictional units (Thomas, Savatgy & Klimovich, 2016, p. 633). There were only half a dozen cities in 1790, and not until 1820 was there a single city with a population of over a hundred thousand. By 1940, however, there were a total of 3,464 incorporated urban places of which 2,042 had a population of over 5,000. Whereas the urban

population constituted 3% of the total population in 1790 and 26% in 1880, the figure had risen to over 56% by 1940 (Sikander, 2015, p. 173).

The reasons for the growth of urban areas had been numerous. The primary factor was the Industrial Revolution and the factory system, necessitating the concentration of workers in close proximity to the factories and related economic enterprises (Sikander, 2015, p. 173). Boustan, Bunten and Hearey (2013, p. 2) also state that urbanization in the United States of America was a response to productivity shocks that were complementary to population density, including the new manufacturing technologies of the first and second industrial revolution and the advent of computerization in more recent years.

Another reason for urban growth was increased knowledge of medicine and public health, which enabled many people to live in close quarters. According to Boustan et al. (2013, p. 2) in the United States of America, workers were drawn to cities by improvements in the quality of urban life, especially in public health. Advancement in means of transportation also made it possible for dense populations to live together. Another significant reason was the psychological lure of city life – the great potentialities for adventure, excitement, experimentation, education, economic advancement and cultural development to be found in the cities (Sikander, 2015, p. 173). The extension of the franchise on a progressive basis led to the demand for participation and representation in local affairs, which had previously been denied to a large proportion of the newly enfranchised classes. An increase in the participation by citizens meant that local governments were expected more and more to embrace democratic values in pursuit of their mandate (Sikander, 2015, pp. 173–174).

3.4. THE SIGNIFICANCE OF LOCAL GOVERNMENT

Local governance has drawn considerable attention and gained importance due to its democratization processes as well as its involvement of citizens in the process of decision-making (ul Haque, 2012, p. 9 of 19). Singh (2009, p. 8) argues that democracy at the local level is critical for better functioning democracy at national level. Four distinct reasons put forward in order to create awareness about the vitality of local government are the following: training platforms so that multitudes of people are politically educated; training foundations for the development of strong political leadership; a system that ensures accountability of government is maintained; and responsiveness and efficiency (ul Haque, 2012, p. 9 of 19).

Local governments serve as training platforms for political leadership in the sense that it is an education for democracy and a reservoir for national leadership. Local government can provide a platform for electors who can vote in relation to issues pertaining to their own localities. In addition, the councillors that are voted for will have an opportunity to gain

experience in the art of responsible leadership (Singh, 2009, p. 8). The importance of local government has been shown by many scholars, such as Mill (1861) and Tocqueville, Reeve and Spencer (1839), who refer to local government as a school for democracy where citizens are imparted political and popular education regarding issues of local and national importance. For instance, Mill (1861) asserts that the best form of government for a people at a given time is the one that best improves the virtue and intelligence of the people under its jurisdiction, and organizing such good qualities of the people as currently exist to promote as far as possible the long-run common good (Miller, 2006, p. 1). Local government develops qualities of initiative, tolerance and compromise that are essential for the working of a democracy. It relieves congestion at centres as well as checks the increasing power of a bureaucracy. In addition, it aids in distribution and political decentralization and opens an outlet for articulation of smaller groups in a large society (Singh, 2009, p. 5).

3.4.1. Political education

Local government is a fundamental source of training for citizens about mobilization and political education because it offers a platform for citizen participation in government affairs. (ul Haque, 2012, p. 9 of 19). Participation in local government affairs teaches citizens about the role of political debate, the selection of representatives and the nature of policies, plans and budgets in a democracy (Islander, 2015, p. 175).

The fundamental objectives of local government are more clearly explained by Marshall (1965) and Holm (1989), who argue that through local government, citizens learn to make choices about decisions that can affect their lives in their communities (ul Haque, 2012, p. 9 of 19). Citizens learn to identify the inaccurate demagogue, avoid voting for incompetent and corrupt representatives, understand issues pertaining to revenue and expenditure, and debate agendas in a more effective and healthy manner while also learning to think for the future (ul Haque, 2012, p. 9 of 19). According to Newton and Van Deth (2005, p. 93), local government is citizens' training ground for democracy.

3.4.2. Political leadership education

Local governments are well placed to mobilize people politically through political education, political enlightenment and political actions (Omowunmi, 2016, p. 42). Local governments are also appropriate institutions for promoting democracy at the local level. The process of political recruitment is institutionalized through their mobilization processes, and the institution can then help to train people for higher responsibilities (Omowunmi, 2016, p. 42).

The basic foundation for political leadership is shaped in training provided by local government, particularly for those individuals who intend to further their career in national politics. According to Singh (2009, p. 9), participation through voting provides political education to citizens as well as serving as a training ground for emerging political leaders who may eventually take up state or national-level leadership positions. It is the best way of bringing the government closer to the people, such that citizens have an intimate contact with persons responsible for decisions. Thus, local knowledge is regarded as an essential ingredient if politicians want to succeed in their political career. However, ul Haque (2012, p. 8) argues that although this reason provides certain advantages, it cannot be entirely conceived that lawmakers with experience in politics of local government are better national legislators than those who lack it.

3.4.3. Fostering accountability

Local government ensures the decentralization of power, which leads to a reduction in the powers of bureaucrats (Singh, 2009, p. 10). Therefore, local government is viewed as a defence mechanism against the exercise of subjective power by government (ul Haque, 2012, p. 11 of 19). A concentration of executive powers in a few hands can be unhealthy for progress (Singh, 2009, p. 10; ul Haque, 2012, p. 11 of 19). In this view, accountability becomes a fundamental prerequisite for preventing the abuse of political power by government and directing such power towards promoting the rights of citizens (Okeke & Agub, 2016, p. 288). Thus, the oppression caused by the power constrained at centralization is discouraged by means of local government. Smith et al. (1988, p. 27) opines that a greater level of accountability can be restored by means of local democracy, as accountability becomes more visible in local government. In local governance, accountability therefore involves the checking and balancing of potential abuse of power by public officials, which limits the potential for corruption of public offices and officials (Abubaka, 2010, p. 25). From this perspective, open discussions by the committees of local authorities in public meetings can scare civil servants or central politicians in a number of ways (ul Haque, 2012, p. 11 of 19).

In the majority of less developed countries, infrastructure is vital for establishing the communication chain between the people and the central government. In most developed countries, the most flexible tool and most reliable instrument that promotes and facilitates good governance and accountability with the public is local government (ul Haque, 2012, pp. 11–12 of 19). Through local government formation, powers are determined and vested in the hands of the public to a certain extent, thereby making the notion of government of the people, by the people and for the people a more realistic one (Havenga, 2006, p. 61).

3.4.4. Responsiveness and efficiency

Local government institutions can increase the efficiency and responsiveness of government. According to Olowu (2012, p. 45), elected local governments offer the most efficient way of handling the discrepancy between needs and demands in the community as well as handling the production of public benefits. Locally elected leaders know their constituents better than authorities at the national level and should be well positioned to provide the public services local residents want. Physical proximity makes it easier for citizens to hold local officials accountable for their performance (Olowu, 2012, p. 45). According to Sikander (2015, p. 176), responsiveness of government is improved because local representatives are best placed to know the exact nature of local needs and how they can be met in a cost-effective way.

3.5. LOCAL GOVERNMENT AS A GUARDIAN FOR DEMOCRATIC VALUES

The concept of democracy in its purest form emanates from the Greek language. In Greek, democracy is derived from the words *demos* (which means “the people”) and *kratos* (meaning “rule”), and thus signifies “rule by the people” (Møller & Skaaning, 2013, p. 2). The contemporary meaning of the concept “democracy”, however, is controversial and contestable. Abraham Lincoln first coined it as “government of the people, by the people, for the people” (Behrouzi, 2006, p. 16). According to Birnbacher and Thorseth (2015, p. 25), the commonly accepted definition of democracy was proposed by Holden (1988, p. 12) as “... a political system in which all the people, positively or negatively, make, and are entitled to make, the basic determining decisions on important matters of public policy.”

A common conception of democracy is that it means “government by the people”, or at least “by the people’s elected representatives” (Arblaster, 2002, p. 4). Local government is an integral part of democracy, which gives citizens the opportunity to participate in making decisions that are important for the needs of their communities. Public participation is the process by which citizens are able to influence decisions that directly affect their lives (Creighton, 2005, pp. 7–8). Increased civil society and citizen participation in governance increases the legitimacy of policymaking, feelings of justice and the effectiveness of public policy (Fung & Wright, 2006, pp. 5–42). Citizen participation is a desired and necessary part of community development, which should be encompassed in any policy formulation process (Chikerema, 2013, p. 87). From a democratic perspective, citizen participation is considered a valuable element of democratic citizenship and democratic decision-making (Michels & De Graaf, 2010, p. 478).

3.5.1. Citizen participation in local governments

The concept of participation is increasingly being related to rights of citizenship and to democratic governance (Gaventa & Valderrama 1999, p. 25). Participation has been conceptualized as some form of political democracy in terms of processes of societal change and growth. One of the most inclusive and widely accepted definitions of the concept of participation is that it involves the sharing of power and of scarce resources, deliberate efforts by social groups to control their own destinies and improve their living conditions, as well as the opening up of opportunities from below (Getahun & Getahun, 2001, p. 115). The two main types of participation are active and passive participation (Chikerema, 2013, p. 87). According to Chikerema (2013, p. 87), passive participation involves making choices from predetermined alternatives, whereas active participation involves active or meaningful participation of citizens at the various levels of the development process.

According to Mohammadi (2010, p. 3), there are two normative and instrumental functions for citizen participation. The normative functions of participatory planning refer to the demands for direct and indirect democracy. In active participation, citizens actively participate in development programmes at each and every stage, from design to planning to implementation, to ensure and strengthen a sense of accomplishment. Citizen participation enables people to access local government and hold elected representatives accountable by participating in various passive or active ways. According to Mohammadi (2010, p. 3), participation is also valuable as a political goal, because it increases social capital and empowers citizens in their search for a stronger voice in the decisions that affect their lives. De Visser (2005, p. 38) points out that citizen participation also enhances and strengthens relations between the citizens and the state and serves as a check on the use of administrative authority. Participatory planning can be used by citizens as a way to promote and protect their interests (Mohammadi, 2010, p. 3). The instrumental function for participatory planning relates to the use of participatory planning to make influential, effective and efficient planning products. Participatory planning promotes control through transparency, and it leads to effectiveness due to inclusiveness of knowledge in decision making. De Visser (2005, p. 38) also states that participation by citizens improves the quality of decision-making. Participatory planning further contributes to efficiency by gaining time through shorter decision-making processes, and averts implementation problems, objections and appeal (Mohammadi, 2013, p. 4). The other advantages associated with citizen participation include the validation of the services and marshalling support for the programmes, services and policies, as well as the wide dissemination of information to others who are less involved (Buss et al., 2014, p. 144). From the advocacy perspective, poor people can have the opportunity to participate in

programmes designed for them in the same spirit as those who are wealthy (Buss et al., 2014, p. 145).

However, despite its positive attributes, citizen participation has its own limitations. A number of these limitations have been pointed out by Mohammadi (2013, p. 4). According to Mohammadi (2013, p. 4), one of the major limitations to citizen participation is the issue of resources and the time needed for administrative support of the processes. The lack of clear guidance from the national government can also affect the relationship of citizen participation to other areas of local government activity. It has also been observed that citizen participation rarely reaches a sufficient level of quality where citizens have some power to influence decisions, and a continuation of this process can make citizens apathetic. Another issue with citizen participation is that it can be difficult to reach a consensus in the participation process.

Participants may also be drawn from a restricted social spectrum, such as the middle class and the educated, which may result in a non-representative process. Mohammadi (2013, p. 4) further states that it may be difficult to gain lower- and lower-middle-income residents' participation, as they see development matters as threats and as costly. According to Buss, Guo and Redburn (2014, p. 144), citizen participation is viewed by many people, including public officials, as a mere mirror requirement in law that must be satisfied before the real work begins. However, policymakers may have the opportunity to acquire the necessary information needed to design and deliver effective and efficient public services.

3.6. GOOD DEMOCRATIC GOVERNANCE FOR LOCAL AUTHORITIES

The United Nations Development Programme (UNDP) (1997, pp. 2–3), in its policy paper, defines governance as the exercise of economic, political and administrative authority to manage a country's affairs at all levels. It comprises mechanisms, processes and institutions, through which citizens articulate their interests, exercise their legal rights, meet their obligations and mediate their differences (UNDP, 1997, pp. 2–3). This implies that the concept of governance is concerned directly with the management of development processes involving the government, civil society and the private sector.

According to Sehring (2009, p. 24), the rise of the governance concept reflects the desire or need for different perspectives to analyse reality, and it can also be viewed as a reaction to a changed reality in which new approaches in its analysis are necessary. Furthermore, it reflects a shift of power from government alone to locals, transnational organizations, civil society and private actors. In this respect, the state and its government are questioned as a sole actor (Pierre & Peters, 2000, pp. 75–93). Consequently, politics is not seen as regulation and control

by one authoritative actor (the state), but as interaction between interdependent collective actors on different levels – local, regional, national and international (Sehring, 2009, p. 24).

According to Peters and Pierre (2016, p. 7), governance should be viewed as an interactive process where the citizens and the political elite exchange preferences about how to facilitate concerted action and achieve its objectives. The design of the processes and institutions that make up the democratic system of a state, a region or a city is influenced by several potentially conflicting objectives like efficiency and effectiveness (institutional autonomy, policy capacity and integrity of elected office), on the one hand, and democracy (transparency, citizen engagement and accountability), on the other. In some cases, though, democracy may be more or less present (Peters & Pierre 2016, p. 7).

On the whole, these definitions point to the participatory nature of governance, which encompasses issues related to transparency, accountability and responsiveness. According to the United Nations Educational, Scientific and Cultural Organization (UNESCO) (2017, p. 1), governance has been defined to refer to structures and processes that are designed to ensure accountability, transparency, responsiveness, rule of law, stability, equity and inclusiveness, empowerment and broad-based participation. In reference to local government, governance is about how local government bodies ensure that they are doing the right things, in the right way, for the right people, in a timely, inclusive, open, honest and accountable manner (The Chartered Institute of Public Finance and Accountancy (CIPFA), 2007, p. 2).

Governance can either be good or bad, depending on the decision-making processes involved. Bad processes are likely to produce poorly designed or incoherent outputs that will be ineffective or even harmful, yet the most carefully designed policies may still lead to ineffectiveness or harmful outcomes if they are poorly implemented (Taylor, 2016, pp. 6–7). “Good governance refers to governing systems which are capable, responsive, inclusive, and transparent” (Gisselquist, 2012, p. 7). Good governance in the public sector encourages better-informed and longer-term decision-making as well as the effective and efficient use of resources. It strengthens accountability for the stewardship of those resources. Good governance is characterized by robust scrutiny, which places important pressures on improving public sector performance and tackling corruption. Good governance can improve organizational leadership, management and oversight, resulting in more effective interventions and, ultimately, better outcomes. People’s lives are thereby improved (Chartered Institute of Public Finance and Accountancy and the International Federation of Accountants (CIPFA/IFAC), 2014, p. 6).

Good governance in respect of local authorities is the management of resources and affairs of the local authority in a transparent, open, answerable, fair and quick manner (Jonga, 2014, p. 16). Good governance can therefore be viewed as how a local authority is directed and controlled. It includes decision-making processes that enhance effectiveness in service delivery. Good decision-making processes and good governance include consultation policies and practices, meeting procedures, service quality protocols, councillor and officer conduct, role clarification and good working relationships (Acquino, Agustin & Guadamor, 2017, p. 102). According to Fukuyama (2013, pp. 350–1), the five principles that underpin good governance are: openness, participation, accountability, effectiveness and coherence. Good governance in local authorities gives residents confidence in the council and improves the faith and perception of elected members and officers in their own local government and its decision-making processes (Municipality Association of Victoria, 2016, p. 3). Therefore, good governance of local authorities leads to effective management, more efficient operations and better performance.

The strategy for good governance in local authorities is articulated in the strategy adopted in 2008 by the Committee of Ministers of the Council of Europe on what is referred to as good democratic governance at local level. The Committee of Ministers of Europe (2008) established twelve principles of strategy for innovation and good democratic governance (Centre of Expertise for Local Government Reform, Directorate of Democratic Institutions, and Council of Europe, 2008, pp. 1–16; Botev, 2015, p. 3). These principles state that innovation and good democratic governance can be achieved through fair conduct of elections, representation and citizen participation, being responsive to citizens' needs through delivery of services in an efficient and effective manner, and through openness and transparency, observing ethical conduct, and being innovative and open to change while taking into account the needs of future generations. The principles also include sound financial management, being accountable for decisions taken as well as respect for human rights, embracing cultural diversity and encouraging social cohesion.

According to Shah and Shah (2006, p. 42), there have been positive developments regarding governance in developing countries in recent years. Local governments in developing countries are playing a larger role in public service delivery, but they still face a number of constraints. Some of these constraints include limited autonomy in important decisions such as those relating to expenditure and revenue raising. They also have limited autonomy in hiring and dismissing government employees. These limitations affect governance, efficiency and accountability (Shah & Shah, 2006, p. 42). Good governance embraces most of the requirements for effective strategy implementation, such as responsiveness, efficiency and

effectiveness, competence, management of change, sound financial management and accountability (OECD Directorate for Financial and Enterprise Affairs, 2011, p. 2).

There has been an increased movement towards the decentralization of development policies and programmes to local governments in Africa as central governments have realized that they cannot exercise expansive administrative responsibilities alone. According to Kayizzi-Mugerwa, Shimeles and Yaméogo (2014, p. 54), decentralization is any act where a central government formally cedes powers to actors and institutions at lower levels in a political-administrative and territorial hierarchy. It has been realized that the participation of people is necessary for socioeconomic progress and local initiatives are necessary for resource mobilization (Mukamuri, Manjengwa & Anstey, 2008, p. 45). According to Sikander (2015, p. 174), decentralization is a global trend and local governments have been empowered in many countries in regions such as Latin America, Asia, the Middle East, Africa, Europe and North America. Mahmood (2007, p. 98) cites four reasons identified by Kalin (1999) for strengthening local government:

- i. A local government is more accessible and is quicker in response. Local services and programmes can be more easily adapted to a specific local need.
- ii. The allocation of resources can be done efficiently, since the responsibility for each outlay is given to the level of government closest to beneficiaries.
- iii. Local development assists in reducing costs. If citizens feel that the money is theirs, they are more likely to be watchful over expenditure and to utilize money more efficiently. In addition, it provides more opportunity for public contributions to augment a local project.
- iv. Development programmes undertaken with public participation allows for adaptation to the specific needs of the local population. People are more willing to give money if they are able to participate in the decision-making process and feel that the specific project benefits them directly. Citizen participation increases a sense of ownership of and responsibility for the programme. The public becomes stakeholders in the success of the programme. Therefore, they are more likely to invest their resources and time in advancing the goals of the programme. In turn, these assist in producing superior outcomes than would have been the case if the development programmes were decided by distant government agencies. Thus, beneficiaries who possess ownership of the programme are also more likely to ensure sustainability. The fact that the local population is involved in the early planning encourages careful monitoring and protection of the results of the planning exercise.

Local governing institutions are required to be accountable to the local public. According to Boadway and Shah (2007, p. 85), state-run programmes under various ministries, agencies or departments are implemented through local authorities who are closer to the people and are in a better position to target programmes than central administration. Decentralization can enhance the accountability of local authorities to the electorate and contribute to appropriately targeted public policies (Palermo & Parolari, 2013). Therefore, the accountability of central government has to be supplemented by the accountability of local authorities to their respective constituencies. However, local authorities are very often influenced by politics, bureaucracy and central government directives, which in turn affect public service morale and contribute to ineffective service delivery (Banik & Chinsinga, 2016, p. 8).

According to Clos (2015, p. 4), many local governments in developing countries face the near-impossible task of funding the infrastructure and services required to meet the basic needs of growing urban populations. This may explain why most local authorities tend to depend largely on central government for financial support. According to UN-Habitat (2013, p. 35), local authorities in developing countries, particularly in poorer developing countries, depend heavily upon central transfers to cover deficits in their operating expenditures. Marumahoko and Fessha (2011, p. 14) assert that the continued reliance of urban local governments on intergovernmental financial transfers in Zimbabwe has resulted in entrenched dependence and subservience to central government authority.

3.7. STRUCTURE OF LOCAL GOVERNMENT

Local government institutions are created by national constitutions (for example, Brazil, Denmark, France, India, Italy, Japan, Sweden), by state constitutions (for example, Australia, the United States), by ordinary legislation of a higher level of central government (for example, New Zealand, the United Kingdom, most countries), by provincial or state legislation (for example, Canada, Pakistan) or by executive order (as with China), to deliver a range of specified services to a relatively small geographically delineated area (Shah & Shah, 2006, p. 1). Local government, therefore,

encompasses the direct and indirect roles of formal institutions of local government and government hierarchies, as well as the roles of informal norms, networks, community organizations, and neighbourhood associations in pursuing collective action by defining the framework for citizen-citizen and citizen-state interactions, collective decision making, and delivery of local public services” (Shah & Shah, 2006, pp. 1–2).

Local government is thus made up of structures that are intended to foster efficient delivery of public services through the coordination and interaction of the people, local authorities and government.

Local authorities are organized and structured in different ways depending on a country's preferences. The structure of local government and, therefore, of local authorities varies in different countries. For example, there are four types of local government in the United States of America: counties, townships, special districts and municipalities. All of these enforce state laws within their boundaries. Counties are local governments that cover quite large areas. The counties are incorporated by a state, while municipalities are often part of counties, but still subordinate to the state. Some cities grow to become independent cities that are no longer under the jurisdiction of counties. These municipalities have their own public services, like police and waste management departments. The format is generally shaped by "Dillon's Rule", which stipulates that the power of local governments is only granted to them by the state (Green, 2013, p. 1 of 2). Thus, while in the United States of America local governments derive their power from the people, in practice, local governments receive their authorization from the state. However, the Dillon principle is viewed by some local governments as restrictive, since the local governments would have to seek power from the state to deal with new problems where authority has already been granted, and are thus prevented from reacting quickly to unique local problems with specially tailored local responses (Nightlinger, 2004, p. 3). Some cities in the United States of America are accorded charter status or home rule city status. Hence, while they operate more autonomously from state laws and regulations, any laws they set do not override the state's constitution (Egler, 2001, p. 146).

The philosophies of general law, Dillon's Rule, charters and home rule tend to overlap. For example, the Michigan state's constitution gives local governments the power to adopt charters and allow home rule, but it also employs Dillon's Rule by setting some guidelines for how municipalities operate (Green, 2013, p. 2 of 2). The interaction between state and local government can make an impact on strategy implementation and the general performance of a local authority. With an aim to improve service delivery, most states in America have attempted to grant autonomy to local governments in discharging their specified functions through home rule provisions (Bowman & Kearney, 2014, pp. 3–6).

The French system of local governance emphasizes the chain of command through regional and departmental prefects to chief executives and mayors of communes (municipalities) at the lowest rung of the system (Shah & Shah, 2006, p. 29). A similar chain of command is established through line and functional ministries. The system is sometimes referred to as the dual supervision model of local governance. The national government has responsibility over public service delivery, although its agencies are directly involved in local service delivery. The local governments' major source of finance is the central government (Shah & Shah, 2006, p. 29).

The British model emphasizes a stronger role for centrally appointed field officers and sectoral and functional ministries in the provision of local services. Local governments are accorded substantial autonomy in purely local functions, being mainly involved in property-oriented services such as road maintenance, garbage collection, water and sewerage. The local governments have a limited role in people-oriented services such as health, education and social welfare (Shah & Shah, 2006, pp. 29–30). Local governments in the UK operate under different tier systems. For instance, local government in England operates under either a one-tier system (unitary authorities) or a two-tier system (county and district councils) (Bouzarovski, Pasqualetti & Broto, 2017, p. 150). There are five types of local authority in England: county councils, district councils, unitary authorities, metropolitan districts and London boroughs (Local Government Group, 2010, p. 4).

County councils cover the whole of the county and are primarily responsible for the provision of education, social services, transport and fire services (Adam, Emmerson & Kenley, 2007, p. 5). District, borough and city councils cover a smaller area than county councils and they are usually responsible for services like housing, council tax services and rubbish collection (Sim & Wright, 2001, p. 985). Unitary authorities are one-tier local governments such as city councils, borough councils or metropolitan city councils, county councils, or district councils responsible for providing all the services. There are also three-tier local government systems in some parts of England, like town and parish councils, that are responsible for smaller local services such as parks and community centres. However, in the United Kingdom, there is a strong move towards decentralising central government and giving power to the people (Department for Communities and Local Government – UK, 2012).

In Australia, no provision is made in the constitution for local governments. Therefore, states decide on a system of local governance in their territories. Local government performs a limited set of functions like engineering services, community services, environmental services and regulatory services. About 70% of revenue is derived from property taxes, and about 20% comes from the central government grants (Shah & Shah, 2006, pp. 32–33).

In Malaysia, the local governance is highly centralized, especially in terms of decision-making. Local councils in Malaysia are made up of city councils, city halls, municipal councils and district councils (Weiss, 2015, p. 94). Malaysia does not have local government elections, and councillors are appointed by state governments without consulting the federal government (CIPPS, 2008). All types of local government in Malaysia perform the same functions.

The South African model is made up of two modes of local government: single-tiered metropolitan municipalities in large urban areas, and a two-tiered system of district and local

municipalities throughout the rest of the country (De Visser, 2009, p. 10). Metropolises can make a choice between two types of government: the mayoral executive system where the mayor has the authority, or the collective executive committee system. Non-metropolitan areas consist of district councils and local councils. District councils are primarily responsible for capacity-building and district-wide planning, while local councils deliver basic services such as water, electricity, refuse removal and sanitation services (Republic of South Africa, 2013, p. 16).

In Tanzania, the local government system is made up of the urban authorities that comprise city, municipal and town councils, wards and neighbourhoods (referred to as *Mtaa*s), and rural authorities that comprise districts, townships, village councils and wards (Tanzania 1982a; Tanzania 1982b). The local government authorities in Tanzania perform the functions of local government within their area under the supervision of central government, as provided by the constitution. The higher-level authorities, that is, district, city, municipal and town councils, have more authority to manage public affairs in their areas of jurisdiction than the lower-level local authorities consisting of village councils, township authorities, sub-villages (*vitongoji*) and wards and neighbourhoods, whose decisions have to be approved by the higher-level local government authorities.

A form of de-concentration system is used where a regional secretariat represents sector ministerial linkages to service delivery, such as health and education. The regional secretariats are headed by a regional administrative secretary who works in the office of the regional commissioner. Regional secretariats are the immediate point of referral for the local government authorities in their dealings with central government, and they have certain oversight (for example, of local budgets) and monitoring responsibilities regarding local government authorities (CLGF, 224; Steffensen, Naitore & Peterson, 2004, pp. 31–32).

The local government structures discussed above demonstrate the different structures functioning in different countries, economies and political setups. Local governance power is decentralized in various ways and on various levels. For instance, the United Kingdom decentralization system is not specifically provided for in the constitution, while, in the United States of America, all states except Nebraska have a unitary government system with bicameral legislatures. In France, local government administration is centralized with most local government officials appointed by the central government.

The discussion has demonstrated that there is an increasing move towards decentralization of local governance by different governments. Decentralization is seen as a way of capturing the aspirations of the people through a democratic process of governance, which makes

possible the smooth, efficient and effective delivery of services through improved governance and accountability. In order to maintain some measure of control, some governments prefer a monitoring process through de-concentration, whereby the central government continues to carry out a monitoring role through its structures. The different local government structures can provide a basis for exploring how local government structures can be used to improve strategy implementation and service delivery. They also assist in understanding the Zimbabwean local government system, which will be discussed next.

3.8. LEGISLATIVE FRAMEWORK FOR LOCAL GOVERNMENT IN ZIMBABWE

The main purpose of this section is to present the legislative framework for local government in Zimbabwe as enshrined in Section 268 (Chapter 14) of the Constitution of Zimbabwe (2013). Local government exists inside the state and shares the political, economic and social values of the central government (Wekwete, 2019). Local authority in Zimbabwe represents both rural and urban areas (Zimbabwe, 2013). The local authorities operate within the legislative framework enacted and promulgated by central government (Legislature) as the primary legislative authority, as stipulated in section 32(1) of the Constitution of Zimbabwe (2013). The main acts applicable to local governance in Zimbabwe are the following:

- Urban Councils Act, 2015 (Chapter 29:15)
- Rural District Councils Act, 1988 (Chapter 29:13)
- Chiefs and Headmen Act, 1983 (Chapter 29:01)
- Communal Land Act, 1982 (Chapter 20:04)
- Provincial Councils and Administration Act, 1998 (Chapter 29:11)
- Customary Law and Local Courts Act, 1990 (Chapter 7:05)
- Traditional Leaders Act, 1998 (Chapter 29:17).

In addition, there are a number of statutory instruments defining the legal parameters of local government (Zimbabwe Institute, 2005, p. 4; De Visser, Steytler & Machingauta, 2010, p. X).

The above-mentioned acts define the mandate of local governments and, in the process, define the legal and functional relationships between and amongst the various actors in local government that, in essence, are the key enablers to development, to the extent that they have to offer safe lending to all development initiatives (De Visser et al., 2010, p. X). The Minister of Local Government, Public Works and Urban Development is responsible for the administration of these acts and is answerable to Parliament for all matters relating to local authorities. The Minister can intervene in council matters in the interests of good governance and public administration, as provided for by legislation. Thus, the activities of local government units are coordinated by the MLG, PW & NH, with the Minister retaining a

substantial supervisory role and the ultimate power of intervention and suspension of any local council (Zimbabwe Institute, 2005, p. 4).

The main legal instruments of local government vest the president and the Minister of Local Government with the power to suspend or act in place of a local authority and the power to nullify some decisions of local authorities (Zimbabwe Institute, 2005, pp. 4–5; Chakunda, 2015, p. 4). Chakunda (2015, p. 4) notes that there are more than 250 instances where the Minister can intervene in the day-to-day running of rural district councils, a situation that entrenches excessive central executive intervention by giving unfettered discretion to central government, which tends to be abused in some instances. For instance, the Minister has the authority to hire and fire key staff, and to approve, reverse or suspend resolutions made by the council if they are not in the interest of the public. Mushamba (2010, p. 9) argues that the central government role of rescinding or approving council resolutions in the interests of the inhabitants or public promotes a fertile ground for friction and undue political interference.

3.8.1. The decentralization of local government in Zimbabwe

The Prime Minister's Directives on Decentralization and Development of 1984 and 1985 established the position and roles of the Provincial Governor. The directives were given a legal status in 1985 when it became the Provincial Councils and Administration Act, 1985 (Act 12 of 1985) (Chagatai, 2010, p. 8). Furthermore, Provincial Governors were classified as political heads of provincial governments and provided leadership to their respective provinces. In addition to the Provincial Governors, the Prime Minister's Directives on Decentralization and Development also created structures at the provincial level, which include provincial councils, provincial development committees and other sub-committees of the provincial development committees. The provincial administrator plays an important role in provincial governance. Each province has a provincial administrator who is responsible for coordinating the activities of central government ministries and agencies at the provincial level to ensure coordinated development planning and implementation (Madhukeni & Zhou, 2012, p. 21). The village development committees, ward development committees, district development committees, provincial councils and provincial development committees and provincial governors were also created as coordination and consultative structures under the intergovernmental hierarchy of committees created by the Prime Minister's Directives on Decentralization and Development and were mandated to take charge of local planning and development as a mechanism to facilitate popular participation (Chigwata, 2010, p. 8).

In addition to the establishment of provincial governors, the Rural District Act, 1988 (Act 8 of 1988), resulted in the amalgamation of the rural and district councils into a single system of

rural administration (Jonga, 2014, p. 76). This development left Zimbabwe with two systems of local government, that is, urban councils and rural district councils. The policy reduced discriminatory tendencies of the earlier tripartite arrangement that promoted separate development based on race in Zimbabwe's rural areas and gave more advantages to urban and farming areas that were inhabited by white people (Chigwata, 2010, p. 25). The rural district councils are headed by a district administrator who reports to the governor.

3.8.1.1 *Participatory budgeting*

Participatory budgeting is a process of democratic deliberations and decision-making in which ordinary citizens decide how to allocate part of a municipal or public budget, and is characterized by identification of spending priorities by community members, election of budget delegates to represent different communities and vote on spending priorities, and the implementation of local direct impact community projects (Chikerema, 2013, p. 89). Participatory budgeting is part of an overall strategic effort to promote local and engendered democracy and smart partnerships in local authorities. The main objectives of participatory budgeting are to promote civic intervention and participation in local governance, involve the communities in generating self-sustaining livelihood options and promote accountability and transparency in local public finance and budgeting (Zimbabwe Women's Resource Centre and Network (ZWRCN), 2010, p. 8). In the area of finance, the decentralization policy of Zimbabwe promoted a participatory budgeting system. Central government realized that the residents were crucial stakeholders in the governance of urban council and, therefore, were supposed to be empowered by participating in budgeting.

3.8.1.2 *Consultative forums and public hearings*

Consultative forums in the Zimbabwean development planning system ensure that participation is encouraged, and this greatly boosts administrative decentralization, which involves deconcentration and delegation of power from central to local government (Chikerema, 2013, p. 89). Proposals on development plans that are reflective of local needs are channelled to councils through elected representatives. Local administrators report to local council officials who, in turn, are accountable to the people, thus reflecting the democratic development planning process in service provision. The planning process and accountability procedures reflect popular participation in initiating and implementing programmes (Chikerema, 2013, p. 89).

However, despite citizen participation in local government, as provided for in the country's legislation, the provisions are weak and not fully adhered to (Combined Harare Residents' Association (CHRA), 2014, p. 17). More emphasis is instead put on consultation than direct

participation anchored in participatory democracy. The legislation does not provide for recourse where local authorities disregard sound objections from citizens, and local authorities thus have the discretion to take citizens' concerns seriously or simply use consultative forums for legitimizing their own decisions (CHRA, 2014, p. 17). Therefore, there is a need to strengthen citizen participation to promote local democracy.

3.8.2. Local authorities' powers and accountability in Zimbabwe

Local authorities in Zimbabwe are democratically elected, autonomous bodies that are responsible for the administration of their areas of jurisdiction. Local authorities have the powers and authority to make by-laws to regulate a variety of activities, such as the power to levy rates and charges on rate payers and the provision of services and infrastructure to the rate payers (De Visser et al., 2010, p. 72). The local authorities are accountable to the Minister of Local Government and National Housing (hereafter referred to as the Minister) through provincial administrators and district administrators (Chakunda, 2015, p. 3). District administrators and provincial administrators are responsible for supervising and monitoring local authorities. The Minister appoints members of the board that approves appointments of directors to the local authorities. Thus, it has been argued that they occupy office at the discretion of the Minister thereby compromising their autonomy and transparency (Chakunda, 2015, p. 3). According to the Zimbabwe Institute (2005, p. 4) the Minister has too much power in Zimbabwean local government and this has entrenched excessive central executive intervention.

3.9. STRUCTURE OF LOCAL GOVERNMENT IN ZIMBABWE

The Constitution of Zimbabwe (2013) recognizes that the government of Zimbabwe is made up of three tiers: the national or central government at the top, metropolitan and provincial councils in the middle and local authorities at the bottom, the latter of which comprise urban and rural councils (Zimbabwe, 2013). Zimbabwe is unique in its classifying the two metropolitan councils, which include Harare and Bulawayo, as provinces. After adoption of the new constitution, metropolitan and resident ministers were replaced by replaced provincial governors and ministers of state for provincial affairs (Mananavire, 2013, p. 1). The move to introduce Ministers of State for Provincial Affairs was criticized as a way of bringing back provincial governors in the form of Ministers of State for Provincial Affairs (Mananavire, 2013, p. 1). For instance, according to Mabika and Chingwanangwana (2017, p. 44), the creation of the province of Harare was more of a political move than a rational one, given the propensity to rationalize power at the detriment of good governance. In terms of the Constitution of Zimbabwe (2013), there is a metropolitan council for each of the metropolitan provinces.

Zimbabwe has a variety of local authorities that differ in terms of size, functions, capital and revenue bases, as well as populations amongst many variables. There are twenty-eight urban councils that have been established throughout the country as provided for in the Urban Councils Act, and there are fifty-eight rural district councils that have been established throughout the country as provided for in the Rural District Councils Act. Urban councils in Zimbabwe are divided into six city councils, ten municipal councils, eight town councils and four local boards. Local boards are established in settlements with a very small population or in centres that are not able to sustain themselves without central government assistance (OECD, 2016, p. 1 of 2). Figure 3.1 provides an explanation of the structure of local government in Zimbabwe.

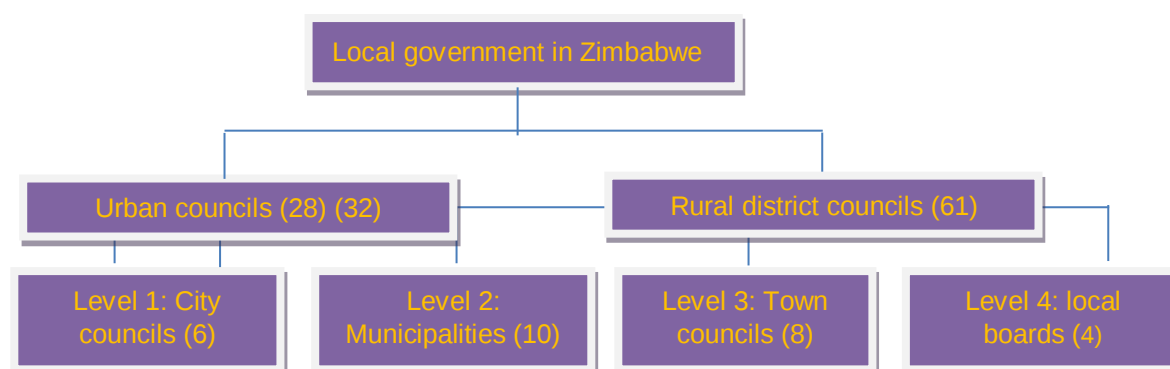


Figure 2.4: Local government structure in Zimbabwe (2013) (adapted with alterations from Marume, 2013, p. 2176)

3.9.1. Urban local authorities

Urban local authorities in Zimbabwe have been accorded the following hierarchical categories: city councils, municipal councils, town councils and local boards (MLG, PW & NH, 2013, p. 2). According to the MLG, PW & NH (2013, p. 2), urban councils are ranked according to their size and levels of development into cities, municipalities, towns and local boards. Cities and municipalities are managed by an elected, fulltime executive mayor, while towns and local boards elect a chairperson from amongst themselves to preside over council affairs. An executive mayor is elected every four years by all residents to head the council.

Town councils and local boards have chairpersons and secretaries, while municipalities and cities have mayors and town clerks as heads of the policy making body and management respectively (Murimoga & Musingafi, 2014, p. 95). Unlike the local board and town council chairperson, the executive mayor holds office on a fulltime basis and exercises executive powers. According to the Urban Councils Act of 2002, town secretaries and town clerks are the heads of administration, deputized by different heads of department (Zimbabwe, 2002).

The council staff forms the executive and is headed by a town clerk/secretary. The executive management is responsible for the implementation of council decisions and for the day-to-day administration of council affairs (Murimoga & Musingafi, 2014, p. 95).

According to the Combined Harare Residents Association (CHRA) (2016, p. 36), the advantages of creating these categories of urban local authorities are: reducing the cost of government by overcoming duplication of council structures, increasing efficiency of resource allocation, utilising the economies of scale in service delivery, facilitating access to public services by residents who contribute to the local tax base, enhancing financial and technical aid from central government, and allowing for a clear trajectory of growth. The different categories of the urban local authorities in Zimbabwe are described and explained below.

3.9.1.1 *Organization of urban councils in Zimbabwe*

Both cities and municipalities are headed by elected executive mayors and currently there are sixteen such mayors. This has been the case since the amendment to the Urban Councils Act in 1997, which introduced the executive mayor system. Town councils are headed by town clerks, whereas local boards are headed by chief executive officers (Murimoga & Musingafi, 2014, p. 95). A town clerk is the principal legal and policy advisor and chief strategist to council, the head and leader of a team of executives, and also the chief accounting officer of council (Urban Councils Act 1996, section 136, and subsection 1 and 2). Town clerks are assisted in managing the day-to-day council operations by senior executives like the chamber secretary and directors of engineering services, financial services, health services, housing and community services. These service directors are usually professionals in specialist areas of accounting, law, medicine and engineering (Mutema, 2016, p. 21).

According to the Urban Councils Act, 1996, the following categories of councils are distinguished in Zimbabwe:

3.9.1.2 *City councils*

The local authorities with the highest status in the country are the city councils established in Harare, Bulawayo, Gweru, Mutare, Kwekwe and Kadoma (Jonga, 2009, p. 4 of 20).

3.9.1.3 *Municipal councils*

There are ten municipal councils that occupy the third position in the hierarchy of local authorities. These are Bindura, Chegutu, Chinhoyi, Chitungwiza, Gwanda, Kariba, Marondera, Masvingo, Redcliff and Victoria Falls (Jonga, 2009, p. 4 of 20). Municipalities own land within their boundaries, whereas local boards and town councils do not. The land-owning councils

can dispose of land to prospective developers and generate revenue (Murimoga & Musingafi, 2014, p. 95).

3.9.1.4 Town councils

In addition to municipal councils, there are eight town councils, namely: Karoi, Norton, Shurugwi, Zvishavane, Rusape, Chipinge, Plumtree and Chiredzi. These are centres that have grown from service centres in rural areas to a size sufficient for them to function independently (Murimoga & Musingafi, 2014, p. 95).

3.9.1.5 Local boards

Local Boards are the lowest on the hierarchy of urban councils. They are established in settlements that have very small populations but have potential to grow into big urban centres (Murimoga & Musingafi, 2014, p. 94). According to Jonga (2009, p. 4 of 20), local boards are also established where a centre has peculiar circumstances and where they would require Government assistance to sustain themselves. Four such local boards have been established at Hwange, Ruwa, Epworth and Chirundu.

3.9.1.6 Metropolitan provinces

According to the Zimbabwean Constitution (2013), section 267, there are only two metropolitan provinces in Zimbabwe: Bulawayo Metropolitan Province and Harare Metropolitan Province.

For each of the metropolitan provinces, the council also consists of: all the members of the National Assembly whose constituencies fall within the metropolitan province concerned; the women members of the National Assembly who are elected in terms of section 124(1) from the metropolitan province concerned; the senators elected from the metropolitan province concerned; and the mayors and deputy mayors and the chairpersons and deputy chairpersons, by whatever title they are called, of all local authorities in the metropolitan province concerned (Marume, 2013, p. 2172).

3.9.1.7 Powers and responsibilities of urban councils

The Urban Councils Act, 1996, of Zimbabwe confers on urban councils a wide range of powers, which include:

- water for domestic, commercial or industrial areas
- hospitals, clinics, ambulances, maternity and child welfare
- schools, libraries, theatres and musical and scientific institutions

- provision of housing and transport facilities
- construction and maintenance of drains, sewers, bridges and parking
- cleansing and refuse removal disposal
- prevention of air, land and water pollution
- operation of fire brigades and municipal police
- street lighting
- public places
- provision of parks
- recreation grounds and open spaces.

The financial arrangements of urban councils are discussed in the next section.

3.9.1.8 *Financing of urban councils*

According to the MLG, PW & NH (2013, p. 2), the main sources of revenue of urban councils in Zimbabwe are:

- the levying of assessment rates on property, including rates and property taxes
- receipts from “trading” accounts (e.g. sale of water)
- tariffs or fees for services rendered
- registration and licensing of motor vehicles
- education and health grants as well as road grants for roads in their areas
- loans for capital works from central government through the National Housing Fund in respect of housing, and the General Loan Fund in respect of other infrastructure like water and sewerage reticulation and roads and storm water drainage.
- loans from the open market after obtaining necessary borrowing powers from the Minister
- funding from central government.

3.9.1.9 *Urban councils, local leadership and non-governmental organizations*

Religious leaders in Zimbabwe have been working with communities through non-governmental organizations that are locally registered and often receive foreign sponsorship. The non-governmental organizations vary from local to regional, and several of them have international links. There have often been fears that the non-governmental organizations could undermine the authority of central government, since they work directly with communities and individuals (Zimbabwe Institute, 2005, p. 12). Conversely, Dzehonye (2013, p. 30) contends that these organizations actually play a pivotal role in complementing government efforts in

the provision of services as well as facilitating local participation in the planning process. Civil society organizations also encourage participation, and this strengthens decentralized development planning, implying that opportunity is created to accommodate civil and political liberties and institutional pluralism in development planning (Dzehonye, 2013, p. 30).

According to the Zimbabwe Institute (2005, p. 12), local leadership has been instrumental in setting up vibrant civil society organizations like farmers' unions, trade unions, residents' associations, religious fellowships and consumer associations. These organizations have managed to police the activities of the local authorities and central government agencies, pointing out any transgressions and excesses. For example, the Combined Harare Residents Association (CHRA) and other civil society organizations have pressured the City of Harare to account for service delivery, housing and infrastructure development as well as community engagement in local government affairs (Bandauko, 2015, p. 107).

According to the Zimbabwe Institute (2005, p. 12), some civil society organizations have facilitated the forming of opinions and influenced the common citizen's interest in public affairs. In addition, civil society has been instrumental in creating and providing vital information that the local leadership needs to participate in decision-making in any significant manner. Thus, civil society organizations and non-governmental organizations can play a central role as a bridge for the poor and local authorities to give the excluded and marginalized a voice (Bandauko, 2015, p. 107). For instance, some civil society groupings, like farmers' clubs, have been able to lobby government and the private sector for better commercial deals and general governance of rural development processes (De Visser et al., 2010, p. 20; Zimbabwe Institute, 2005, p. 12). Furthermore, civil society organizations enhance participation by improving trust amongst group members, reducing transaction costs and thereby facilitating the flow of vital information (Zimbabwe Institute, 2005, p. 12).

However, the Zimbabwe Institute (2005, p. 12) points out that local leadership has, in some cases, assumed responsibility in issues beyond its jurisdiction. For example, the leadership of the Zimbabwe National Liberation War Veteran Association took over the implementation of the Fast Track Land Reform Programme in 2000. Land committees and local war veterans' associations interacted with other institutions such as traditional leaders, local peasant groups and others, and created a bulwark of pressure against influential central government officials and urban elites in matters of enforcing policy principles or in checking corrupt tendencies (Moyo, 2006, p. 11).

However, according to the Zimbabwe Institute (2005, p. 12), the war veterans' leaders principally determined the target farms and the potential beneficiaries with little and often no

reference or input from the communities and local developmental structures. The veterans could not be held accountable as there was no formal channel for holding them accountable for their actions. Thus, if unchecked, local leadership, especially if backed by a politically powerful constituency, can actually inhibit public participation and accountability in formulation and implementation of local government policy through the creation of parallel structures competing with and/or undermining those of local authorities (Zimbabwe Institute, 2005, p. 12).

3.9.2. Rural district councils

The Rural District Councils Act, 1996, sets up the parameters for the operations of the rural councils in Zimbabwe. A description of how the rural councils in Zimbabwe function is provided below.

3.9.2.1 *Local authorities for rural areas*

According to section 275 of the Constitution, there are rural local authorities to represent and manage the affairs of people in rural areas. As such, an Act of Parliament must provide for:

- (a) the establishment of rural local authorities;
- (b) the election, by registered voters in the rural areas concerned, of councils to manage the affairs of the local authorities referred to in paragraph (a);
- (c) the election of chairpersons, by whatever title they may be called, to preside over the councils referred to in paragraph (b); and
- (d) the qualifications of members of the councils referred to in paragraph (b). (Constitution of Zimbabwe 2013)

Different classes of local authorities may be established for different rural areas, and two or more different areas may be placed under the management of a single local authority.

3.9.2.2 *Elections and composition*

All rural district councils have been divided into wards for the purpose of electing councillors. The councillors are required by the constitution to be elected. These councillors elect a chairperson amongst themselves at their first meeting following a general election, which is held every four years. In addition to the elected councillors, the Minister also appoints up to three chiefs from within any given council area for the purposes of representation of the traditional leaders (MLG, PW & NH, 2013, p. 4 of 5). The Minister of Local Government can also appoint special-interest councillors to represent special-interest groups. The only difference in terms of benefits between them and elected councillors is that they do not have voting rights (Kurebwa, 2015, p. 99). The sincerity of appointments of special-interest

councillors has been questioned, as these appear to be based on ruling party interests (Kurebwa, 2015, p. 99).

3.9.2.3 *Executive functions*

According to the MLG, PW & NH (2013, p. 4 of 5), rural district councils are headed by chief executive officers who are deputized by heads of departments who, in a typical council, comprise the treasurer, executive officer: administration, executive officer: health and executive officer: projects. Some rural district councils have established technical departments headed by graduate engineers who are also assisted by professional town planners.

3.9.2.4 *Financing of rural district councils*

According to the MLG, PW & NH (2013, p. 4 of 5), the main sources of revenue for rural district councils are:

- the imposition of land development levy on owners of land, mining locations, licensed dealers and permit holders in communal land
- receipts from “trading accounts” (e.g. sale of water)
- tariffs or fees for services rendered
- registration and licensing of motor vehicles
- grants for education, health and roads
- loan funds from government for capital works for those councils administering small urban centres (the National Housing Fund in respect of housing, and the General Loan Fund in respect of other infrastructure works such as water and sewerage reticulation or roads and storm water drainage).

However, despite having these various sources of funds, rural district councils depend heavily on central government funding, with local levies accounting for only 15% of total revenue. According to Matyszak (2010, p. 9 of 23), this scenario implies that administrative independence of the councils is severely compromised as a result.

3.9.2.5 *Powers of rural district councils*

The rural district councils have responsibilities, delegated to them by the Rural District Councils Act, to carry out a variety of functions that include health and education, and construction and maintenance of infrastructure such as sewerage, roads and dams. The central government also supports these activities by providing resources through the national fiscus, as provided for in the act (MLG, PW & NH, 2013, p. 4 of 5). Rural district councils serve as development planning authorities in their respective areas of jurisdiction, approving budgets and guiding and coordinating developmental activities carried out by government,

non-governmental organizations and the private sector within their areas of jurisdiction (MLG, PW & NH, 2013, p. 4 of 5). Rural district councils also work in conjunction with traditional leaders in the allocation of land. The powers of the councils also include the making of by-laws, though this is subject to approval by the Minister. In terms of the Rural District Councils Act, the Minister has many areas where he/she can interfere in the affairs of a rural district council. For instance, the Minister can make by-laws if he/she feels that the councils ought to have done so, and the Minister also approves council borrowings. The Minister can also give directions to a rural district council, ask for reports from the council, and investigate the affairs of the council. The Minister can also dismiss a councillor on certain specified grounds, such as “gross mismanagement of the funds, property or affairs of the council” (Matyszak, 2010, pp. 8–9 of 23).

According to the Zimbabwe Institute (2005, p. 9), the rural district councils remain an appendage of central government and enjoy no meaningful decentralized functions.

3.10. LOCAL GOVERNMENT’S RELATIONSHIP WITH GOVERNMENT INSTITUTIONS

The MLG, PW & NH in Zimbabwe interacts with various departments and ministries in the decentralization of governance processes. The transfer of powers and functions by line ministries to local governments is done by the line ministry concerned, but the MLG, PW & NH co-ordinates and facilitates the effort (Zimbabwe Institute, 2005, p. 5). The existence and sustenance of local government is largely dependent on central government, which has historically operated more through field administration than through councils (Kurebwa, 2015, p. 100).

3.10.1. The Ministry of Finance and Local Government Relations

The Ministry of Finance is critical in the day-to-day functions of local government in Zimbabwe. The ministry plays an important role in the area of development planning and public finance for capital projects. For instance, Section 290 of the Urban Councils Act provides that urban councils may, with the consent of the Minister responsible for local government and the Minister responsible for finance, raise the necessary funds by issuing stock, bonds, debentures or bills, or from any other source not mentioned in the Urban Councils Act of 1996. According to Marumahoko and Fessha (2011, p. 14), urban councils also receive funding from central government through block and tied grants in the form of inter-governmental transfers. Block grants do not have a specific use, but councils have to account for their use to central government, whereas tied grants have to be spent on specific services as indicated by central government or its agencies. However, the direct injection of central government funding takes place at the discretion of central government (Marumahoko & Fessha, 2011, p. 13).

3.10.2. Relations between central government and local government

Local governments owe their existence to the statutes of central government that defines their powers, responsibilities and functions. Central government can amend the structures and functions of local governments through control of the legislature (Zimbabwe Institute, 2005, p. 6). Central government can also make use of institutionalized control systems and mechanisms to ensure that local authorities behave in manners stipulated by the Acts of Parliament (Kurebwa, 2015, p. 100). In Zimbabwe, the legislation empowers the president and Minister of Local Government to intervene where a local authority fails to provide some or all the services as provided for in the acts (Kurebwa, 2015, p. 100). Local authorities in Zimbabwe that perform functions that are not specifically permitted by statutes will be acting *ultra vires*, that is, beyond their powers (Zimbabwe Institute, 2005, p. 6). The relationship between central government and local authorities in Zimbabwe is also influenced by whether the local authorities are urban or rural: urban councils enjoy greater autonomy and status than rural counterparts (Zimbabwe Institute, 2005, p. 7).

Central government can exercise control over local governments through various means. Chakunda (2015, pp. 3–4) states that central government control can be in the form of: control of local government income and expenditure; control through a process of administrative regulation or prescription about the ways in which particular local functions or services should be provided; and control over the access permitted to local governments collectively and individually to central state decision-making. According to De Visser et al. (2010, p. 142), the structure and practice of supervision of local government in Zimbabwe is a function of the legal context where local governments only exercise delegated authority as creatures of statutes.

Through the Minister, national government undertakes monitoring of local authorities as an ongoing exercise to continually test local government compliance with legislation and national government policies. Monitoring mechanisms include the right of access to council records, self-reporting, reporting at the request of the Minister and the power to order investigations into the conduct of councillors (De Visser et al, 2010, p. 142). Central government can suspend or dismiss elected councillors for improper conduct or poor performance (Chakunda, 2015, p. 4 of 4). According to section 80 of the Urban Councils Act, central government can intervene by appointing administrators, commissioners or caretakers to act as council pending investigations (Zimbabwe, 1996). The Minister of Local Government retains the overall supervisory, coordination and control authority on the behaviour of local authorities despite the fact that, at provincial and district level, the authorities account to the Minister via the provincial administrator and the district administrator respectively (Chakunda, 2015, p. 3 of 4).

According to the Zimbabwe Institute (2005, p. 7), Parliament is ultimately accountable for the effective and efficient application of all public funds, including grants given to local authorities. The central government attempts to make sure that local authorities' expenditure is not divergent from that of the national exchequer. In addition, central government is interested in protecting ratepayers against possible financial mismanagement by local authorities, by means of government loan sanction and audit (Zimbabwe Institute, 2005, p. 7).

Decentralization is a creature of state governments, who retain the prerogative of determining the quality and quantity of authority to devolve to local governments (Chakunda, 2015, p. 3 of 4). However, there must be a balance between the need for oversight and the need for local discretion (De Visser, 2010, p. 140). In Zimbabwe, the legal framework for the monitoring and supervision of local government has allowed for the unfettered interference in local authorities by the central government (De Visser, 2010, p. 140). Central government has been oscillating between a devolution thrust (the administration of local affairs by locally elected officials) and a delegation one (performing tasks transferred from or assigned by the centre) (Kurebwa, 2015, p. 106). In effect, central government often intervenes in council affairs, and some of the interventions are so intrusive that they substitute council decisions with those of the Minister (Matyszak, 2010, p. 8 of 23). To this extent, the Minister of local government has tended to dictate terms on which local authorities should operate (Chigwata, 2010, p. 51).

It is questionable whether tight legislative control of local authorities will enable the local authorities to facilitate development and sustain democracy. In this regard, the powers of the president and Minister have been challenged as being too much for the good governance of local authorities in Zimbabwe (Chakunda, 2015, p. 4 of 4). The general supposition has been that the state exists for the general good of its people, hence the decentralization of authority to local authorities for the efficient provision of services to its citizens. According to Chakunda (2015, p. 4), this view can be regarded as an overstatement and an oversimplification, as some bureaucracies have attempted to concentrate power at national level, leaving local governments as mere extensions of central government authority.

3.10.3. The relationship between local government and the presidency

Various pieces of legislation on local governance in Zimbabwe empower the presidency to intervene in a variety of cases. According to the Urban Councils Act, the president can dissolve a council and dismiss councillors and executive mayors (Zimbabwe, 1996). This can happen even if the people who elected them still prefer them. According to Jonga (2014, p. 79), this was experienced in Zimbabwe from 2008 to 2012, when democratically elected councillors and executives during the time of the National Unity Government were being harassed and

dismissed by the central government through the MLG, PW & NH. In addition, all the mayors were dismissed and some of the dismissed councillors were replaced with what is referred to as special-interest councillors (Jonga, 2014, p. 79). The president can also establish a rural council within a district and divide any rural council into wards. Further, under the Rural District Council Act, 1988, the president is empowered to declare, name, alter or abolish a district (Zimbabwe Institute, 2005, p. 5). Therefore, it can be argued that rural local government is dependent upon the discretion of the president, instead of being constitutionally enshrined and protected (Matysazk, 2010, p. 3 of 23).

3.10.4. Local government's relationship with the Local Government Board

One of the most important institutions in local governance in Zimbabwe is the Local Government Board, established by the central government under the Urban Councils Act. The board's role is to oversee the operations of local authorities and provide guidance on the organization, administration and personnel issues in local government (Zimbabwe Institute, 2005, p. 5). However, the board is more visible in the appointment or dismissal of senior council employees. Although local authorities can recruit and discipline their staff, the Local Government Board approves the appointments and dismissals of senior staff in urban authorities. In rural district councils, this responsibility is a function of the MLG, PW & NH. The Local Government Board comprises two public service commissioners from the Public Service Commission, a representative from the Association of Rural District Council, two representatives from councils, and one representative from the employees (Zimbabwe Institute, 2005, p. 5). This composition intends to ensure fairness in the structural composition of the Local Government Board.

3.10.4.1 Local government's relationship with national political parties

National political parties are major role-players in the organization of local authorities, particularly because the election of council members is usually done along political party lines. Since a council can be composed of members from different political parties, members of council from a common political party can caucus to predetermine how to debate and vote on major issues to be discussed in councils (Zimbabwe Institute, 2005, p. 7). Members will agree to advance a particular policy, and deviant members risk the imposition of sanctions by their peers (Zimbabwe Institute, 2005, p. 7). Challenges arise when the ruling party strives to implement its policies in an opposition-controlled council (Zimbabwe Institute, 2005, p. 7). According to Chakunda (2015, p. 1 of 4), personal and political ideological differences can erode the objectivity of the state with its agencies working to further political party agendas and not the general good of the people.

According to the Zimbabwe Institute (2005, p. 8), failures by local authorities have been important in defining the relationship between central and local governments. Failure by local authorities can be in the form of substance or process. A local authority experiences failure of substance if it fails to meet or achieve a set of standards and targets. Failure of process happens if the local authority fails to adhere to procedures that are necessary or prescribed for efficient delivery of services and general good governance (Zimbabwe Institute, 2005, p. 8). Local authority failure can be evidenced by unit costs persistently high in relation to other local authorities in similar circumstances, deterioration of service standards against specified standards, and an inability to meet specified national standards (Chakunda, 2015, p. 1 of 4).

Failure can result in central government intervention, either directly or indirectly as may be stipulated by statute. For example, in Zimbabwe, the Minister of Local Government, Public Works and National Housing retains a substantial supervisory role over all local government units and enjoys the ultimate power of intervention and suspension of any local council (Chakunda, 2015, p. 4 of 4). In unitary governments, there is higher interference of central government in local decision-making (Cepiku, Jesuit & Roberge, 2013, p. 42). However, in Zimbabwe, the government has not maintained records of the failures and intransigent behaviours of local authorities. This situation has resulted in the failure by the MLG, PW & NH to be consistently fair in its approach, and in its being too harsh or too lenient about the same types of failure without offering adequate explanation for such inconsistencies (Zimbabwe Institute, 2015, p. 8). The Government of Zimbabwe has generally intervened in local affairs by way of: simple reminders to local authorities; informal discussions and meetings; issuing of guiding circulars; instructions, including instructing local authorities to rescind some of their resolutions; stringent reporting conditions; and warnings, suspension of councillors and actual dismissals (Cepiku, Jesuit & Roberge, 2013, p. 42).

3.11. CHALLENGES OF THE LOCAL GOVERNMENT ENVIRONMENT TO STRATEGY IMPLEMENTATION

There are various challenges that hinder implementation of strategies by Zimbabwean local authorities. According to Sithole et al. (2013, p. 108), local authorities make half-hearted efforts towards ensuring successful implementation, resulting in poor service delivery as effective and efficient service delivery is linked to the successful implementation of strategies. The operating environment in which local authorities find themselves poses challenges to their implementation efforts. The environmental challenges to strategy implementation faced by local authorities can be analysed in terms of the political, economic, social, technological, legal and environmental (PESTLE) factors (Ngwira & Manase, 2015, p. 82). The PESTLE analysis

below explains the factors responsible for influencing the possible success or failure of particular strategies within local authorities.

3.11.1. POLITICAL, ECONOMIC, SOCIAL, TECHNOLOGICAL, LEGAL AND ENVIRONMENTAL (PESTLE) ANALYSIS

The following factors may have an influence on the success or failure of local governments' strategies.

3.11.1.1 Political factors

The political environment poses challenges to strategy implementation efforts in a number of ways. Musyoka (2011, pp. 301–308) asserts that any unanticipated changes in government policies will affect the strategy implementation process either positively or negatively. An explanation of political economy dynamics by Yoshino and Morgan (2017, p. 90) highlights some of the political factors affecting strategy implementation by local authorities. According to Yoshino and Morgan (2017, p. 90), the nature of local economic and social relations, the quality of accountability processes, relations between elected officials and staff, the extent of nondemocratic practices (patronage, corruption, etc.) and the strength of civil society can determine the effectiveness of the operations of local governmental systems. For example, the policy formulators in Zimbabwe local authorities include councillors from different political parties. The representatives of the political parties have to reach a consensus when they formulate policies that will enable implementation but, unfortunately, political polarization in Zimbabwean local authorities hampers implementation efforts (Sithole et al., 2013, p. 107; Chakunda, 2015, p. 1 of 4).

Local authorities are also characterized by problems of political interference, which render the authorities dysfunctional (Mwijuma, Omido, Garashi, Odera & Akerele, 2013, p. 146). Independent media houses and opposition political parties have accused the Minister of Local Government, Rural and Urban Development (now the Ministry of Local Government, Public Works and National Housing) and central government's intervention, although legal, of interference with local authorities' affairs to the detriment of what is good for local authorities (Chakunda, 2015, p. 1). According to Mwijuma et al. (2013, p. 46), politicians view themselves as legitimate representatives of the people because they were elected by the people, to the extent that they feel that they have the freedom to make decisions on behalf of the people. The result is that the interests of the politicians are at the forefront rather than the needs of the people they represent.

3.11.1.2 Economic factors

The economic influences include budgetary constraints as well as economic recessions (Ngwira & Manase, 2015, p. 82). According to Sithole et al. (2013, p. 107), economic changes in the macro environment may hinder strategy implementation amongst local authorities. The macroeconomic environmental factors include current incomes, prices, savings, credit availability and any change in the direction of economies (Sithole et al., 2013, p. 107). According to Musyoka (2011, p. 304) economic changes can affect the financial performance of an organization. For instance, since the macroeconomic factors affect the purchasing power of citizens, the changes in these factors also affect the performance of organizations (Musyoka, 2011, p. 304). In respect of local authorities, the national economic performance can determine the ability of residents to pay for municipal services.

For instance, macroeconomic instability has a negative impact on the residents' ability to pay for municipal services, which in turn affects budgeted revenue for local authorities (Chigwata, 2016, p. 228). Chigwata (2016, p. 227) states that the global financial crisis of 2007–2008 was felt more harshly in developing countries, and Zimbabwe, which had been experiencing an economic and political crisis over the five preceding years, was the worst affected. The harsh economic environment in Zimbabwe resulted in dwindling disposable income, loss of jobs, low capacity utilization by industries and rising poverty, which significantly affected the ability of citizens and organizations to pay for services provided by local authorities (Chigwata 2016, p. 228). According to Hou (2015, p. 18), decreases in revenues from sources that are responsive to national economic conditions often lead to budget shortfalls and deficits at the local level.

3.11.1.3 Social factors

The socially driven forces include rising public expectations in terms of services delivered by local authorities (Ngwira & Manase, 2015, p. 82). There is a growing international trend towards urbanization, hence cities must adjust to accommodate the growing number of citizens. Urbanization puts pressure on infrastructure and service delivery. In addition, urbanization can result in increased poverty in urban areas, which requires financial solutions for local authorities (Brand, 2016, p. 7). According to Brand (2016, p. 7), the growth in metropolitan areas require innovative governance solutions and appropriate fiscal architecture. Infrastructure development includes the provision of basic services such as the provision of water, electricity and waste removal, and other services such as the building of roads, schools, hospitals the and creation of Wi-Fi connectivity, and all of this requires massive

funding. This scenario requires focusing on decentralization (including financial decentralization) and on developing innovative solutions for local communities.

According to Benna and Benna (2017, p. 101), urbanization in African cities has also resulted in acute shortages of affordable housing and residential land. Population growth in urban cities in Africa is a result of rural-urban migration by people in search of more socio-economic opportunities and a better life. However, the urbanization of most of the cities is not synonymous with economic growth, which results in the urban poor failing to access adequate services (Benna & Benna, 2017, p. 102).

3.11.1.4 Technological factors

The rapid advances in technology and the implications for service levels delivered by local authorities has been an important factor (Ngwira & Manase, 2015, p. 82). Local governments have responded to citizens' demands for better service by making use of technologies such as information technology (Nuridin, Stockdale & Scheepers, 2011, p. 14). Local governments have adopted the use of information and communication technology, particularly internet technology, in the form of electronic government or e-government to improve administration efficiency and deliver services to citizens, businesses and other entities (Nuridin et al., 2011, p. 14). E-government can be defined as the use of information and communication technologies to support public services, government administration, democratic processes and relationships amongst citizens, civil society, the private sector and the state (Dawes, 2008, p. 86).

According to Fan (2014, as cited in Khosrow-Pour, 2014, p. 2719), e-government projects can potentially enhance information sharing, aggregation and reuse, and can reduce the costs of back-end office operations. E-government is important for local authorities as they offer a mix of service and communication-intensive activities that mesh well with internet technology (Reddick, 2009, p. 350). Internet technology offers elected representatives an opportunity to organize their work as well as coordinate with the electorate, who may previously have been reluctant to participate in the electoral process. By having information technology at their disposal, local authorities can inform their citizens, gather views and use their findings to improve service delivery (Congress of Local and Regional Authorities of Europe, 2009, p. 33). However, the implementation of e-government at local level is not easy. According to Khosrow-Pour (2014, p. 2719), many local authorities do not have the organizational capacity to create a transaction-enabled, citizen-centred e-government. E-governance adoption and implementation is challenging for local authorities, particularly in developing countries due to impediments from such factors as technological, financial and organizational constraints

(Nurdin et al., 2011, p. 14). The dynamic technological environment implies that organizations have to keep abreast of changes in the technological environment, because the use of technology, in particular of computers, makes the job easier and faster. A failure to adopt the use of technology thus slows down the implementation efforts (Sithole et al., 2013, p. 107).

3.11.1.5 Legal factors

According to Musyoka (2011, pp. 301–308), any unanticipated changes in government policies will affect the strategy implementation process either positively or negatively as new laws and policies have to be taken into consideration by the local government institution. The MLG, PW & NH administers all the acts and statutory instruments promulgated in the area of local government (Chakunda, 2015, p. 3 of 4). Local governments have to abide by what is set out in the respective acts.

3.11.1.6 Environmental factors

There is rising public concern in local authorities over environmental and sustainability issues (Ngwira & Manase, 2015, p. 82). According to Benna and Benna (2017, pp. 101–2), urbanization in some African countries has been followed by environmental degradation, evidenced by the proliferation of slums, informal settlements and overcrowding. To survive in the urban context, the new migrants, usually the poor, establish informal settlements and businesses, often in undesignated places such as road and railway buffers, floodplains or along sewer lines (Benna & Benna, 2017, p. 90).

The strategy implementation challenges of the local government environment can also be assessed in terms of the internal organizational environment. According to Musyoka (2011, pp. 302–303), strategy implementation challenges can arise not only from external sources but also internal sources, and the particular challenges depend on the type of strategy, type of organization and prevailing circumstances. The next section discusses the internal organizational environmental challenges in terms of political democracy and administrative bureaucracy.

3.11.1.7 Internal organizational environment

The internal environment of local authorities is characterized by political democracy and administrative bureaucracy. The logic behind democracy is representation, accountability to the people through elections, and generalist knowledge, whereas bureaucracy is concerned with expertise, stability, and interpretation of laws and rules (Jacobsen, 2001, p. 2 of 21). Weber (1978), who coined and propounded the concept of bureaucracy, defined bureaucracy in various but related ways. According to Weber (1978, pp. 971–972), bureaucracy signifies a

distinct organizational setting, namely the bureau or office: formalized, rule-bound hierarchical authority, standardization and specialization with a clear functional division of labour and demarcation of jurisdiction.

Bureaucracy is characterized by clear lines of responsibility and authority based on control and power, explicit rules, hierarchy, caution and solidity, and systematic and organized work (Nurdin et al., 2011, p. 19). Deducing from these definitions, bureaucracy can be summarized as involving planning and rationality, formalization, hierarchy, rules and regulations, impersonality, technical competence and careers. The definitions imply that public administration, which is largely made up of a bureaucracy, is concerned with deliberate and rational planning, operating on the basis of formal structures where division of labour is upheld in the form of performance of specialized responsibilities. The definitions also demonstrate that each office is supervised by the offices higher up the levels of authority, and employees follow an elaborate set of rules and regulations. In addition, formal interaction is guided by the official's role and not personal feelings, and technical competence is revered while the administrative staff is tasked with the responsibility for the smooth operations of the organization.

Bureaucracy has been criticized for being inefficient, ineffective, rigid and oligarchical (Bojang, 2017, pp. 1–2 of 3). Hague and Harrop (2001, p. 269) argue that in a bureaucracy, laws allow for officials to continue extracting resources from society in an arbitrary and unaccountable fashion. In fact, bureaucracy is associated with corruption pursued for private personal gain. According to Hillman (2003, p. 222), the scope of personal gain by bureaucratic corruption can be substantial because the government bureaucrats administer the receipts of government revenue from taxpayers and from tax spending of the government budget. However, Hillman (2003, p. 222) further argues that whether a country's bureaucrats seek their own personal benefit or serve public interest is a reflection of a society's social norms and ethical values.

According to an outline by Dzehonye (2013, pp. 33–35), bureaucratic inefficiency is experienced due to failure to creatively deal with new or unique situations, as rules are case specific. However, where organizations are faced with different or unusual cases, the rules may fail to apply and this may result in inefficiency, also known as bureaucratic ritualism (Stolley, 2005, p. 95). Thus, a systematic application of procedures leads to "trained incapacity" as bureaucracy fails to deal with unusual or new situations (Stolley, 2005, p. 95). In bureaucracies, individuals and groups are not allowed enough discretion to alter their unique, emerging and changing circumstances and to determine how they can best advance the organization's goals, resulting on goal displacement (Schultz & Beverly, 2014, pp. 193–194). According to Schultz and Beverly (2014, pp. 193–194), goal displacement is when the

goals of individuals or groups do not align with the goals of the overall organizations to which they belong. Organizations often motivate individuals and groups to follow specific procedures to achieve particular objectives by applying rewards and sanctions. However, the assumptions of certain procedures can be flawed such that the actual results produced by individuals and groups may not be aligned with the desired results of the organization.

3.12. STRATEGY IMPLEMENTATION CHALLENGES IN MASHONALAND WEST LOCAL AUTHORITIES, ZIMBABWE

Mashonaland West Province is located on the western side of Zimbabwe, and its provincial capital, Chinhoyi, is 115km from Harare, the country's capital city. Mashonaland West Province comprises ten local authorities made up of rural and urban councils. According to Sifile et al. (2015, p. 55), Mangirazi (2016, p. 11) and Munyoro, Kabangure and Dzapasi (2016, p. 6), Mashonaland West local authorities, both rural and urban, just like most local authorities in Zimbabwe, are experiencing rapid population growth while facilities and social services remain inadequate. The authorities lack financial resources to expand, operate and maintain facilities, and treat water, which is a scarce commodity. Local authorities also experience problems in road construction and maintenance, environmental management, education and health facilities (Sifile et al., 2015, p. 56). The major barriers to strategy implementation in Mashonaland West are: a lack of finance, poverty, political interference and poor management, bureaucracy and urban population growth (Sifile et al., 2015, p. 55; Mangirazi, 2016, p. 12; Munyoro et al., 2016, p. 6).

The present study will concentrate on four urban councils in Mashonaland West Province. These urban councils are: Chinhoyi City Council, Chegutu Town Council, Karoi Town Council and Kariba Town Council. The challenges in these urban councils are discussed below.

3.12.1. The City of Chinhoyi

The City of Chinhoyi is the capital of the Mashonaland West Province. It is located about 115km north-west of Zimbabwe's capital, Harare, on the main road to Zambia and the resort town of Kariba. The city's well-tarred developed road network and infrastructure has suffered poor maintenance and expansion issues that have contributed to the deterioration in infrastructure (Mangirazi, 2016, p. 12).

The City of Chinhoyi is a democratically established and decentralized local government charged with a service delivery mandate. It is a legal entity with defined powers in its area of jurisdiction, as provided for by the Urban Councils Act. Its governance mandate involves the creation of participatory and democratically elected structures that can identify with the needs

of ordinary people and ensure the translation of the identified needs into actual and sustainable provision and maintenance of service and infrastructure (Zimbabwe, 2006).

The city's development management systems are provided for by the legal framework and the operational institutional arrangements in the Urban Councils Act. These institutional arrangements involve the roles played by critical players in the governance of the city. These players include the minister responsible for local governance, the provincial governor, elected and employed officials as well as the civic society. The Urban Councils Act, as a legislative framework underpinning urban development management, has its roots in Zimbabwe's urban governance history. It was derived from the Town Management Ordinance of 1894, which gave legal effect to sanitary boards which were established in the main towns of Harare and Bulawayo. The Management Ordinance of 1897 granted municipal status to Salisbury and Bulawayo and paved the way for widely elected councils. By then the urban local management processes excluded Africans. According to Chatiza (2010, p. 4) Africans were only integrated into the management processes in a cosmetic way through the establishment of advisory boards. These were meant only to advise white officers on the concerns of African townships. Thus, the development management framework at the time was centralized and exclusionary. It did not allow for popular participation in development management. The Urban Councils Act, Chapter 241 (1973), was meant to promote lopsided urban development in favour of the white population. There were significant reforms in urban management during the post-independence era that included the integration of townships into urban councils and affording adult universal suffrage in local government elections.

3.12.1.1 *Barriers to strategy implementation in the City of Chinhoyi*

As pointed out by Jordan (1984, p. 9), the present-day Urban Councils Act is a product of the local government reform process that was aimed at democratizing local governance processes and correct past political imbalances in the newly independent Zimbabwe after 1980. According to Munyoro et al. (2016, p. 6), the newly socio-economic order, which was inclusive, meant that resources of the Chinhoyi City Council were severely strained and the newly set council could not cope with the new demands of housing, water, sewerage and garbage collection services. The Chinhoyi population grew phenomenally from 24,000 in 1982 to 42,946 in 1992, from where it rose to 49,603 in 2002 and almost doubled to 77,929 in 2012, which resulted in pressure for resources and the failure to provide adequate, quality service delivery to the growing population (Munyoro et al., 2016, p. 6). According to the Municipality of Chinhoyi (2018, p. 4), the rate at which the city is growing has presented challenges in terms of services provision. For example, water has become scarce due to rapid population growth.

Rapid population growth has generally resulted in poor standards of living for the residents of Chinhoyi (Municipality of Chinhoyi, 2018, p. 4).

The City of Chinhoyi has also suffered from massive unemployment (Chinhoyi Municipality, 2018, p. 4). Unemployment has been exacerbated by closure or underutilization of previously thriving organizations such as Cold Storage Company, Blue Ribbon Foods and Golden Kopje (Municipality of Chinhoyi, 2018, p. 4). In this respect, strategy implementation can be affected by budgetary constraints since impoverished residents may fail to pay service bills. According to Sithole et al. (2013, p. 107) and Chigwata (2016, p. 228), macroeconomic instability has a negative impact on the residents' ability to pay for municipal services, which in turn affects budgeted revenue for local authorities. The economic situation has also resulted in the deterioration of roads, thus making business interaction a challenge in Chinhoyi (Municipality of Chinhoyi, 2018, p. 4).

Strategy implementation in Chinhoyi has also been negatively affected by issues of transparency and accountability. Presently the City of Chinhoyi is led by a Council comprising forty-six elected councillors and a total of seven committees. The council members conduct their business through a committee system established in terms of sections 96 and 97 of the Urban Councils Act, 1996. Committees allow councillors to participate in decision-making of their council, since each councillor is a member of one or more committees. In addition, section 96.1 of the Urban Councils Act of 1996 allows for the establishment of as many committees as a council deems necessary. In the City of Chinhoyi, residents and rate payers' associations play a critical role in the development management processes, especially through pressurizing elected officials to improve service delivery and to identify service delivery gaps as well as resource wastage. In line with the Urban Councils Act of 1996, the City of Chinhoyi has a two-tier operational structure in which councillors are responsible for policy formulation, and the employed officials lead the implementation wing in the governance process. These employed officials are employed by the Council through the Local Government Board established in terms of section 116 of the Urban Councils Act. The board's functions are outlined in section 123 of the Urban Councils Act of 1996 and include conducting inquiries into the affairs and procedures of the Council and making model regulations stipulating the qualifications and appointment procedures for senior officials of council.

The board is empowered by the Urban Councils Act of 1996 to ensure efficient, effective and economic development management. However, the board's role has largely been limited to the approval of the appointment and dismissal of senior staff of councils. Civil society organizations help collectively determine the way political and administrative decisions are made and implemented within a locality (Chakaipa, 2010, p. 57). However, there has been

public criticism of corporate governance systems in the City of Chinhoyi, particularly in the areas of independence in decision-making processes by elected and employed officials, participation of stakeholders, transparency and accountability, and complaints about the failure of Chinhoyi City Council officials to foster stakeholder participation in decision-making (Newsday, 2011) The Urban Councils Act is critical in urban management, particularly in its specifications on the operational structures of local authorities.

3.12.2. Chegutu

Chegutu is an urban centre for one of the best farming communities in Zimbabwe, although it is characterized by slow growth. There are four high-density suburbs, Chinengundu, Pfupajena, Chegutu and Kaguvi, and one medium-density suburb called Umvovo. The low-density suburbs are Chest Gate and Rifle Range. According to Zimstat (2012), the town of Chegutu is experiencing high population growth, with the population increasing from 22,726 in 2002 to 49,832 in 2012. As the population grew, there has been no corresponding significant expansion of infrastructure, such as water and sewage reticulation systems in sectors such as health and education, to cater for the growing population (Sifile et al., 2015, p. 55). The Environmental Management Committee of Zimbabwe reported that this scenario has resulted in an overloading of the sewage reticulation system, which has caused numerous sewer bursts; untreated effluent flowing into water courses, causing pollution; heaps of garbage in open spaces and road verges, resulting in an increase in the fly population; and unavailability and erratic supply of municipal water (Sifile et al., 2015, p. 55).

A pictorial depiction of dilapidated service delivery system in Chegutu is shown below.

Burst sewer pipes



Uncollected garbage



Figure 2.5: Service delivery issues in Chegutu (source: Sifile et al., 2015, p. 61)

3.12.2.1 Barriers to strategic implementation in the City of Chegutu

Strategy implementation in Chegutu is hampered by the rapid population growth against the backdrop of de-industrialization taking place in the town. According to Sakala (2011, p. 1), most of Chegutu's residents cannot find employment, mainly due to the closure of agro-based organizations caused by chaotic and often violent land invasions. Thousands of workers were left with no jobs after factories such as Southern Africa's weaving giant David Whitehead and Elvington Gold Mine, owned by the Zimbabwe Mining Development Corporation, closed down and forced thousands of workers onto the streets, where they engage in small-scale retailing and petty trading (Magure, 2014, p. 6). Unemployment and poverty affect residents' ability to pay rates and taxes, thus influencing strategy implementation and service provision. The deindustrialization of the town has been attributed to political interference and mismanagement (Sakala, 2011, p. 1). According to Sakala (2011, p. 1), Chegutu Investment and Promotion Council chairman Peter Chikukwa commented that investors were still hesitant to invest in Chegutu despite the council's concerted effort to market the town. However, the town of Chegutu has many opportunities in textiles, mining and construction.

Research by Sifile et al. (2015) concludes that service delivery is below the optimum level, with residents being billed for services that are not available. For instance, residents were billed for water services, yet they had to fetch water from shallow wells rather than receiving piped and treated water from the council. It was also discovered that sanitation levels in Chegutu are sub-optimum, as evidenced by continued sewer pipe bursts (especially in high-density suburbs) and the poor state of public ablution facilities (Sifile et al., 2015, pp. 58–61). Sewer bursts are a consequence of overcrowding, a mismatch between the population and

the infrastructure, as well as old equipment. The municipality has failed to efficiently collect solid waste, so residents have resorted to open dumping of waste, resulting in air pollution and the breeding of flies and rodents, which are catalysts for disease outbreaks (Sifile et al., 2015, p. 61).

While the residents' association blames the situation on a lack of citizen participation in involvement in council decision-making, council management is of the opinion that poor service delivery has been the result of failure by residents to pay rates on time or even to pay at all (Sifile et al., 2015, p. 61). However, failure to pay rates by residents can be attributed to joblessness and poverty. The economic meltdown experienced in the country left most Chegutu residents without formal jobs and having to rely on informal small-scale trading for survival (Magure, 2013, pp. 1–17). According to the World Bank (1992, p. 18), local authorities have been affected by reduced transfers from the national government due to fiscal constraints, leaving local authorities with less funding despite greater mandates for service delivery.

3.12.3. Karoi

Karoi is located in Karoi District, Mashonaland West Province, in central northern Zimbabwe. Karoi town is located approximately 200km north-west of Harare along the main road from Harare to Kariba and Chirundu (Gondo & Chingombe, 2017, p. 1). It is located approximately 85 km, by road, north-west of Chinhoyi, the nearest large town, and the location of the provincial headquarters. Karoi lies along the main road, Highway A-1, between Harare and Chirundu, at the international border with the Republic of Zambia (PlacesMap.net, 2018, p. 1). It is a democratically established and decentralized local government charged with a service delivery mandate. It is a legal entity with defined powers in its area of jurisdiction, as provided for by the Urban Council Act (1996).

3.12.3.1 *Barriers to strategic plan implementation in the City of Karoi*

One of the major challenges to strategy implementation and service delivery in Karoi town is the rapid population growth experienced in the urban area. In 1992 the population of Karoi town was 14,763, but Karoi Town Council estimates the population to have grown to 27,000 by 2009 in three urban locations known as "Town", Chikangwe and Chiedza (Benham, 2009, p. 12). As a result of this population growth, it has been difficult to provide efficient services such as the provision of reliable, treated clean water to the residents (Benham, 2009, pp. 12–13). While the Zimbabwe National Water Authority (ZINWA) is responsible for the operations related with water provision, Karoi Town Council, in particular the town engineer, has operational oversight of distribution but has no control over any money or staff (Benham, 2009,

pp. 12–13). ZINWA has been failing to refurbish the old water pipes installed during the colonial era. The former town secretary explained that the water pipes have been experiencing constant bursts with water leakages, resulting in the loss of water (Mangirazi, 2019, p. 2 of 8). The local authority has been battling to take over management of its own water and sewerage, as required by the new Urban Councils Act, 1996, which empowers local authorities to run their own water and sewer system.

3.12.3.2 *Financial mismanagement*

According to Mangirazi (2016, p. 3 of 8), debt by residents amounted to US \$2 414 418.70 in Chikangwe, Chiedza and Town, and a further US \$971 358.25 by ratepayers as at 29 February 2016, as the council battled to offset US \$500 000 salary arrears. This was due to non-payment of rates by residents. According to The Zimbabwean (2015, p. 1 of 3), it has been a vicious cycle as the council has been failing to pay ZINWA for the water supplies and settle its salary arrears, while residents are fail to settle their debts to council. However, the residents argue that the council has been failing in its service delivery, hence the non-payment by residents. This implies that poor financial management resulting in a lack of finances is a significant impediment to service delivery in the town of Karoi. According to Coutinho (2010, p. 71), most of the challenges faced by local authorities in Zimbabwe revolve around the failure to ensure effective financial management systems, resulting in the levying of sub-economic tariffs, failure to ensure cost recovery on essential services such as water and sewer provision, failure to recover debts owed in a hyperinflationary environment, a lack of skilled and qualified staff due to skills flight to the private sector and to the diaspora, and generally poor financial accounting systems.

Financial aspects are therefore a major barrier to strategy implementation in the town of Karoi. Government interference has been blamed for worsening the financial woes of Karoi Town Council. For instance, starting in 2010, the council resorted to “monthly promotions” where it reduced rates by 50% in a move aimed at enticing residents to pay outstanding rates. However, the little revenue it received was slashed by a government decree to drastically reduce rates in July 2013 (Chisango, 2013, p. 1 of 2).

Incidents of non-participation by Karoi residents in deliberations on the formulation of council budgets have also been revealed. The residents snub the budget deliberation meeting as a way to protest against the council excesses and failures, which include the failure to entice potential investors. According to ZWRCN (2010, p. 8), participatory budgeting can promote accountability and transparency in local public finance and budgeting.

3.12.3.3 Corruption

Deeply rooted corruption has been cited as one of the major challenges facing Karoi Town Council. According to Mangirazi (2017, p. 2), Karoi Town Council may have lost thousands of dollars to unscrupulous housing officials accused of issuing dubious lease agreements to unsuspecting businesspeople and residents while using the money for their personal gain. Karoi Town councillors and officials have also been accused of acting as middlemen selling stands at higher prices. The councillors are also accused of allegedly duping land seekers by issuing them fake receipts for housing and commercial stands and pocketing the proceeds (Mangirazi, 2017, p. 2).

3.12.4. Kariba

Kariba is a town located at the shores of Lake Kariba, with its dam wall forming the border with Zambia. According to the Zimbabwe 2012 Population Census, the town has a population of 27 000 residents (Zimbabwe, 2012). Initially the town was established to house the workers who were constructing the Kariba dam in the mid to late 1950s.

3.12.4.1 Barriers to strategic implementation in the Town of Kariba

Kariba, just like any other town in Mashonaland, fails to implement its various strategic plans. The town battles with refuse collection. The resources of the town of Kariba are severely strained and the council cannot cope with the demands of housing, land, water and sewerage services (Makumbe, 1996, p. 1; Kawadza, 2015, p. 4). The consequence is a failure to implement agreed-upon strategic plans resulting in poor service delivery.

Residents in Kariba find it difficult to pay rates and tariffs, and this has negatively affected the growth of the town. According to the Kariba town clerk, the council fails to provide efficient service delivery because of a \$2.8 million debt owed by residents for unpaid rates (Newsday, 2011, p. 1). This amount would enable the council to overcome most of its challenges. Most of the sewer pipes in the town are reported to be aged and continually bursting, with the situation resulting in the pollution of drinking water (Newsday, 2011, p. 1). However, it has also been observed that there are high unemployment levels in Kariba, a situation that can explain the failure of residents to pay their rates. The general lack of funding has negatively affected service delivery in the town (Kawadza, 2015, p. 5 of 10). According to the town treasurer, Chitenhe (2017, p. 3), the town council has also faced challenge of enormous salary arrears, such that the council has resorted to a staff rationalization and performance management system to try and improve the administrative system.

3.13. SUMMARY

Discussions in this chapter have shown that the organizational nature, structure and composition of local authorities shape how the authorities operate. National legislation on local government also determines how the authorities are organized. The modes of local-level governance range from centralized to decentralized, elected to appointed, and general-purpose to special-purpose, and this usually determines the effectiveness of various mechanisms of accountability of local authorities. Local authorities that are characterized by devolution have autonomous power and are thus accountable to the electorate, who play an active role in the affairs of the authority. Conversely, a de-concentrated local authority is more accountable to the central government than to the local residents. Therefore, local authorities operating under the state of devolution are more democratized than authorities with appointed officials under de-concentration.

Most local authorities, particularly in developing countries, depend on central governments for resources, technologies and infrastructure, which entails that those central governments can exercise extensive power over the authorities. These local authorities are therefore prone to politics, bureaucracy and central government directives, a situation likely to have a negative impact on their ability to be responsive to the needs of the people through effective service delivery.

The majority of nation states have unitary systems with decentralized power given to local governments. The local governments often exercise authority granted to them by the central government. Unitary systems exist in both developed and developing countries. Zimbabwe has a unitary system of government, with central government through the Minister of Local Government, Urban Planning and Rural Development retaining overall supervisory, coordination and control authority on the behaviour of local authorities. In unitary systems, local governments exist as mere agents of the central authority. For instance, according to the Zimbabwe Institute (2005, p. 9), rural district councils in Zimbabwe have remained an appendage of central government.

According to Chatiza (2010, pp. 1–25), there has always been controversy with regard to central and local government relations in terms of power sharing, power, functions and resources, with local government demanding more autonomy to perform its duties and central government favouring to maintain its control. There is often a vacillation between devolution (administration of local affairs by locally elected officials) and delegation (performing tasks transferred from or assigned by central government) (Kurebwa, 2015, p. 106). While there has been a considerable move towards decentralization by most governments, decentralization

should also be seen in terms of the motives and intentions by central governments. It is therefore questionable whether decentralization has really led to local government autonomy or, rather, whether there is an increased propensity towards recentralization, as argued by Chakunda (2015, p. 1 of 4). Boone posits that

decentralization reforms can have diametrically opposed purposes according to whether they aim to reinforce vested interests in existing patterns of patronage and central–local linkage, or involve challenges to local elites from groups using decentralized institutions to ‘draw down’ central resources to bolster local power struggles. (1998)

This means that decentralization can be used as a way to sustain power for the governing party at local level, as well as of creating loyal “bosses” and agencies for the distribution of central patronage.

Despite controversies about decentralization, the study has identified decentralization as an important component for democratization and good governance, which improve accountability. This chapter has defined local government and discussed the nature and dimensions of local government, the historical development of local governments, the significance of local government, democratic values for local government, and the structure of local government, including the structure of the Zimbabwean local government system. The challenges of the local government environment to strategy implementation were also discussed in the chapter. Finally, the chapter addressed the strategy implementation challenges in Mashonaland West local authorities with specific reference to Chinhoyi, Karoi, Chegutu and Kariba local authorities. The next chapter presents the methodology used in the collection and analysis of data for the purpose of answering the research questions and achieving the objectives of the study.

CHAPTER 4: RESEARCH METHODOLOGY

4.1. INTRODUCTION

This chapter discusses the research methodology of the research, explains the methods the researcher used and justifies the techniques used in the research. The validity and reliability of the research instrument and the ethical considerations used when carrying out the research are also discussed. Furthermore, the research design for the study involves discussions about the philosophy that underpins the study, the research approach and strategies and methods used.

A mixed method of study, which involves a mixture of both quantitative and qualitative approaches, was used during the study as this method enhanced the understanding of the phenomenon of strategy implementation barriers in the context of local authorities in Zimbabwe, specifically in Mashonaland West Province. The study further explored models currently used by local authorities to assess the effectiveness of the local authorities' strategy implementation methods, with the aim of suggesting the most effective models. It is assumed that this methodology can help improve strategy implementation by local authorities in Zimbabwe.

This chapter presents the research procedure used to achieve the objectives and answer the research questions of the study. The chapter thus outlines the research design and methodology employed. The steps and actions taken to ensure good validity and reliability are also explained, and the procedures used to collect, capture, process and analyse data are discussed.

4.2. AIM AND OBJECTIVES OF THE STUDY

The main aim of the study is to determine the major barriers impeding strategy implementation in local authorities in Mashonaland West Province in Zimbabwe. The research objectives focus on providing an in-depth perspective of the concept of strategy implementation in the context of local authorities through analysis of Zimbabwean Mashonaland West local authorities' current strategies and implementation plans. The study also determines empirically the strategy implementation barriers experienced by Mashonaland West local authorities in Zimbabwe and recommends the most suitable implementation model and approach for successful strategy implementation by Zimbabwean local authorities. Finally, the study proposed recommendations on improving strategy implementation within local authorities.

4.3. RESEARCH QUESTIONS FOR THE STUDY

The research questions were concerned with identifying the challenges and barriers to strategy implementation experienced by local authorities in Zimbabwe. The study is guided by a set of research questions in order to determine the underlying concepts of strategy implementation in the context of local authorities. In addition, the research questions endeavour to understand the current status of Zimbabwe's local authorities with regard to strategy implementation and to develop the most suitable strategy implementation model and approach for Zimbabwean local authorities.

The research questions for the study guided the research process and determined the research philosophy. According to Saunders et al. (2007, p. 101), the research philosophy adopted contains important assumptions about the way in which the researcher views the world, and these assumptions will underpin the research strategy and methods chosen as part of that strategy. The next section explains the different research philosophies to help motivate the research approaches used to conduct this research.

4.4. RESEARCH PHILOSOPHY

A research philosophy is a belief about the way in which data about a phenomenon should be gathered, analysed and used (Amaratunga & Baldry, 2001). It emphasizes the development and the nature of that knowledge (Saunders et al., 2007, p. 101). A research philosophy puts forward an opinion of the nature of knowledge and reality, as it clarifies how a researcher comprehends knowledge and reality as well as the procedure of realizing knowledge (Merriam, 2014). Amaratunga and Baldry (2001) contend that a discussion of research philosophy should precede a research project, because ignoring it has a far-reaching effect on the quality of one's research.

Research philosophy is further described in terms of the nature and development of knowledge in a particular field, and this process of knowledge development encompasses how data are collected, analysed and systematically applied in addressing a specific problem in a particular organization (Gicheru, 2013, p. 131; Opoku, Ahmed, & Aziz, 2016, p. 133). Research philosophy refers to important assumptions about the way in which one views the world (Saunders et al., 2007, pp. 101–102). These assumptions will underpin the research strategy and the methods chosen as part of that strategy (Saunders et al., 2007, p. 101). Collins (2010, p. 36) identifies three major approaches towards research philosophy, namely epistemology, ontology and axiology.

Epistemology is the discipline that explores the nature of knowledge (Opoku et al., 2016, p. 270). It encompasses what constitutes acceptable knowledge in a field of study (Saunders et al., 2007, p. 106). According to Collins (2010, p. 36), epistemology is the study of the theory of knowledge as well as its scope and limitations. A researcher who familiar with the position of the natural sciences is comfortable with the collection and analysis of “facts” where reality is represented by objects that are considered to be “real” and have a separate existence to that of the researcher, so the researcher may consider collected data to be far less open to bias and therefore more “objective” (Saunders, Lewis & Thornhill, 2009, p. 112).

Ontology is the philosophical study of the nature of being (Collins, 2010, p. 36). The assumptions about the nature of reality can either be subjective or objective (Easterby-Smith, Thorpe & Lowe, 2004, p. 31). Objective ontology refers to the position that social entities exist external to social actors concerned with their existence (Saunders et al., 2007, p. 108). Objective ontology is a physical science approach that deals with facts, causality, fundamental laws, reductionism, measurement and objective reality, and contends that the truth holds regardless of who the researcher is since the aim is to discover what is there (Goyal & Pahwa, 2014, pp. 279–280). Subjective ontology is described as constructed, where the nature of what is there is not permanent or fixed, but changing. The truth depends on who establishes it and facts are all human creations, with the aim to understand people’s interpretations and perceptions (Goyal & Pahwa, 2014, p. 280).

Axiology is the study of quality or value, and is often concerned with ethics and values (Collins, 2010, p. 36). Saunders et al. (2007, p. 110) define axiology as a branch of philosophy that studies judgements about value. A researcher who prefers data collection through interviews demonstrates that he/she values personal interaction more than anonymous views expressed through questionnaires (Saunders et al., 2007, p. 110). The roles that the researcher’s values play in the research process is important for research credibility.

Pragmatism is the philosophical view taken in considering the way in which the present research was undertaken. Pragmatism is a worldview that arises out of actions, situations and consequences rather than antecedent conditions. Pragmatists do not see the world as an absolute unity. There is a concern with applications of what works and with solutions to problems (Patton, 1990). Instead of focusing on methods, pragmatists emphasize the research problem and use all approaches available to understand the problem (Rossman & Wilson, 1985).

Morgan (2007), Tashakkori and Teddlie (2010) and Patton (1990) stress the importance of using pragmatism for focusing attention on the research problem in social science research and then using pluralistic approaches to derive knowledge about the problem. Pragmatism is

not committed to any one system of philosophy and reality. Accordingly, the methods, techniques and procedures of research that best meet the needs and purposes of the research were applied in carrying out the research. A mixed methods research approach, which draws liberally from both quantitative and qualitative assumptions in research, was used to carry out this research.

4.5. RESEARCH PARADIGMS

The research paradigm is a distinct set of concepts or thought patterns, including theories, research methods, postulates and standards for what constitutes legitimate contributions to a field. The manner in which the world is viewed is referred to as a “paradigm”. Collins (2010, p. 38) explains a paradigm as a lens through which we view the world. According to Long (2007, p. 196), a paradigm is a pre-requisite of perception itself – what you see depends on what you look at, your previous visual/conceptual experience (the way you have been taught to think) and how you look at something. The list of recognized paradigms in social research includes positivism, realism, interpretivism, objectivism, subjectivism, pragmatism, functionalism, radical humanism and radical structuralism (Collins, 2010, p. 38). Saunders et al. (2009, p. 119) identifies four main research philosophies that can be used to examine social phenomena in social science research: positivism, realism, interpretivism and pragmatism. These philosophies are presented below.

Table 0.1: Comparison of four research philosophies in management research

	Positivism	Realism	Interpretivism/ Constructivism	Pragmatism
Ontology: the researcher's view of the nature of reality or being	External, objective and independent of social actors.	Objective. Exists independently of human thoughts and beliefs or knowledge of their existence (realist), but is interpreted through social conditioning (critical realist).	Socially constructed, subjective, may change, multiple.	External, multiple, view chosen to best enable answering of research question.

	Positivism	Realism	Interpretivism/ Constructivism	Pragmatism
Epistemology: the researcher's view regarding what constitutes acceptable knowledge	Only observable phenomena can provide credible data, facts. Focus on causality and law-like generalizations, reducing phenomena to simplest elements.	Observable phenomena provide credible data, facts. Insufficient data means inaccuracies in sensations (direct realism). Alternatively, phenomena create sensations that are open to misinterpretation (critical realism). Focus on explaining within a context or contexts.	Subjective meanings and social phenomena. Focus upon the details of a situation, a reality behind these details, subjective meanings motivating actions.	Either or both observable phenomena and subjective meanings can provide acceptable knowledge dependent upon the research question. Focus on practical applied research, integrating different perspectives to help interpret the data.
Axiology: the researcher's view of the role of values in research	Research is undertaken in a value-free way. The researcher is independent of the data and maintains an objective stance.	Research is value laden. The researcher is biased by world views, cultural experiences and upbringing. These will have an impact on the research.	Research is value bound, the researcher is part of what is being researched, cannot be separated and so will be subjective.	Values play a large role in interpreting results, the researcher adopting both objective and subjective points of view.
Data collection techniques most often used	Highly structured, large samples, measurement, quantitative, but can be qualitative.	Methods chosen must fit the subject matter, quantitative or qualitative.	Small samples, in-depth investigations, qualitative.	Mixed or multiple method designs, quantitative and qualitative.

Adapted from Saunders et al. (2009, p. 119).

The underlying principle of positivism is that the social world exists externally and that its properties should be measured through objective measures. Hence, the same methods used in natural science inquiry can be employed in social science research. Knowledge of the world is thought to exist independently of people's perceptions thereof, and science can use objective techniques to discover what exists in the world (Sullivan, 2001, p. 47). The positivist paradigm suggests that the researcher must be independent from what is being observed, thus the researcher neither affects nor is affected by the subject of the research, or only phenomena that can be observed will lead to the production of credible data (Saunders et al., 2007, p. 103). The methodological implications of positivism include: adopting a quantitative

and often structured approach to data collection; studying only observable phenomena and neglecting the subjects' perceptions; using theory to generate hypotheses to be verified through empirical observations; engaging in cross-sectional studies covering representative samples; and collecting large amounts of data, which is portrayed as rigorous and reliable (Alolo, 2007, pp. 10–11).

According to Saunders et al. (2007, p. 106), interpretivism is an epistemology that advocates the necessity for the researcher to understand differences between humans in their role as social actors. The interpretivists believe that the social world is far too complex to lend itself to theorising by definite “laws” in the same way as the physical sciences, while the positivists believe that reality is represented by objects that are considered to be “real” and have a separate existence to that of the researcher.

Another term synonymous with interpretivism is constructivism. Constructivism puts forward the view that reality is not objective and exterior, but is socially constructed and given meaning by people who are conscious, purposive actors with ideas about their world and attach meaning to what is going on around them (Easterby-Smith, Thorpe & Lowe, 2002, p. 3). Constructivism follows the interpretivist position, which stresses that for the researcher to understand the actions of social actors, it is necessary to explore the subjective meanings that motivate the social actions of the actors. This argument stems from the view that individuals will perceive different situations in varying ways as a consequence of their own view of the world, and these different interpretations are likely to affect their actions and the nature of their social interaction with others (Saunders et al., 2007, p. 108).

Another epistemological position that relates to scientific enquiry is realism. Realism suggests that what the senses show us as reality is the truth, and that objects have an existence independent of the human mind (Saunders et al., 2007, pp. 104–105). Realism also assumes a scientific approach to the development of knowledge. Realism is divided into direct realism and critical realism. Direct realism suggests that what you see is what you acquire, or what is experienced through the senses portrays the world accurately. In contrast, critical realists argue that, quite often, our senses deceive us and, rather, what we experience are sensations, the images of the objects in the real world, not the objects directly (Saunders et al., 2007, pp. 104–105). Critical realism provides a useful compromise by combining the strengths and avoiding limitations of the positivist and interpretive paradigms, such as making use of multiple sources of data and perspectives while avoiding large samples that might be costly (Easterby-Smith et al., 2004, p. 42).

The epistemological perspective of positivism implies that the values of those performing the research in are not considered to influence the outcome, while in the constructivist perspective the values and the research are inseparable. The positivist paradigm emphasizes a cause-and-effect relationship that can be used to predict and control natural phenomena (Brown, 2014, p. 3). Conversely, constructivism is concerned with of the interpretation of meaning and asserts that no linear notions of causality explain the events of living systems (Li et al., 2008, p. 109). In this respect, the deductive method, which starts with a broad theory from which a specific hypothesis is formulated to be tested, fits better with the positivist philosophy, while the inductive method, which starts with a specific observation and attempts to reach a broader conclusion, is associated with constructivism (Saunders et al., 2007, pp. 117–122).

The research approach for positivism is based on quantitative data, while qualitative data are more typically used in the constructivist perspective (Saunders et al., 2007, p. 103; Singer & Singer, 2012, p. 372). Johnson and Onwuegbuzi (2004, p. 14) and Mackenzie and Kipe (2006, pp. 193–205) support a combination of both quantitative and qualitative research (mixed methods) as important and useful in both positivism and constructivist studies. According to Niglas (2006, p. 4), the overall research design and strategy is influenced by the concrete research problem of the study rather than the philosophical position. Consequently, research design can be either qualitative or quantitative or a combination of both, depending on the nature and complexity of the problem.

Tashakkori and Teddlie (1998, p. 26) and Niglas (2006, p. 4) postulates that positivism and constructivism are extremes of a spectrum of research paradigms and, therefore, the researcher must view paradigm as a continuum rather than as opposites. A research paradigm that emphasizes aspects from both positivism and constructivism is pragmatism, which focuses on studying the issues of interest and value while avoiding arguments about the concepts of truth and reality and allowing for a more flexible approach (Wei & Lin, 2017, p. 98).

The research paradigm underpinning this study's epistemological position is that of pragmatism. Saunders et al. (2007, p. 110) argue that in pragmatism the research question is the most important determinant of the research philosophy adopted for the study. This implies that the researcher chooses approaches as well as variables and units of analysis that are most appropriate for finding answers to the research question (Robson & McCartan, 2016, p. 28). Pragmatism is a worldview that arises out of actions, situations and consequences rather than antecedent conditions. Robson and McCartan (2016, p. 28) argue that instead of focusing on methods, pragmatists emphasize the research problem and use all approaches available to understand the problem. As illustrated in the table above, unlike positivist and interpretivist research paradigms, pragmatism can integrate more than one research approach

and research strategy within the same study. Pragmatism can integrate the use of multiple research methods such as qualitative, quantitative and action research methods.

4.6. RESEARCH DESIGN

Research design is a framework for conducting a research project as well as for the collection and analysis of data (Amaratunga & Baldry, 2002, pp. 17–31; Bryman & Bell, 2015, p. 28). It specifies the details of the procedures necessary for obtaining the information needed to structure and to solve research problems (Amaratunga & Baldry, 2002). It is the basic plan for a piece of research.

The research design for this study was an explanatory cross-sectional multiple case study, as outlined by Bryman and Bell (2015, pp. 40, 48). A multiple case study design was used since the evidence and conclusions drawn from multiple cases were considered be more compelling and robust than those drawn from a single study (Yin, 2003, p. 46). In addition, a multiple case study design allowed for an analysis of the variability in response due to the differences in the local government authorities in the urban setups of Mashonaland West Province in Zimbabwe. The variability of observations as a result of these differences were accounted for by keeping constant the second-tier government (province) in which the urban councils operate.

The research helped empirically identify the best model and approach for strategy implementation. The main concern of the research was exploring urban councils' strategy implementation methods, the barriers faced and measures to overcome them. The research included cross-sectional and longitudinal studies using questionnaires and structured interviews for data collection, with the intent of generalizing from a sample to a population (Babbie, 1990).

The research explored four case studies of Chinhoyi City Council and Chegutu, Kariba and Karoi Town Councils in Mashonaland West Province in Zimbabwe. The four boards were identified as exemplars that operate on a relatively similar basis. These organizations were seen to provide the best opportunity for a “literal replication”.

4.6.1. Mixed-methods approach

For an easier understanding of mixed-methods research, it is useful to consider one of the earliest definitions of mixed-methods research as propounded by Greene, Caracelli and Graham in 1989. According to Greene et al. (1989, p. 256), mixed-methods designs include at least one quantitative method (designed to collect numbers) and one qualitative method (designed to collect words), where neither type of method is inherently linked to any particular inquiry paradigm. According to Creswell, Plano Clark and Guttman (2003, p. 2012), Creswell,

Fetters and Ivankova (2004, pp. 7–12) and Tashakkori and Teddlie (2003, p. 29), a mixed-methods design favours a procedure for collecting, analysing and mixing both quantitative and qualitative data during the research process within a single study as a means to understand a research problem more completely. According to Creswell et al. (2004, pp. 7–12), the rationale for mixing methods is that neither quantitative nor qualitative methods are enough by themselves to capture the trends and details of the situation.

A mixed-methods approach also initiates the development of research questions in organizational theory and leads to the discovery of contradictions, paradoxes and new perspectives (Greene et al., 1989, p. 256; Onwuegbuzie & Leech, 2006, p. 480). Mixed methods approaches may include methods employed simultaneously or sequentially, as appropriate, where the researcher tends to base knowledge claims on pragmatic grounds (Creswell et al., 2003, p. 212).

Johnson, Onwuegbuzie and Turner (2007, p. 123) define mixed methods as the type of research in which a researcher or researchers combine elements of qualitative and quantitative research approaches, for example, the use of qualitative and quantitative viewpoints, data collection, analysis and inference techniques for the broad purposes of breadth and depth of understanding and corroboration. The definition by Johnson et al. (2007, p. 123) is adopted for the purposes of this study since it is in line with the overall aim and objectives of the study, which are to determine the major barriers impeding strategy implementation and to provide an in-depth perspective of the concept of strategy implementation in local authorities in Zimbabwe.

Similarly, Gray (2009) defines the approach as those designs that include at least one quantitative and one qualitative method, where neither type of method is inherently linked to any particular inquiry paradigm. Generally, the methodology uses both qualitative and quantitative methods, methodologies and/or paradigms in a research study or set of related studies to collect data. The method involves collecting, analysing and integrating (or mixing) quantitative and qualitative research (data) in a single study or a longitudinal programme of inquiry. A mixed-methods approach was adopted for this research primarily to gain breadth and depth of understanding of the research problem. The problem is that Zimbabwean local authorities fail to successfully implement set strategic plans. Therefore, the research sought to explore the barriers impeding successful implementation as well as to develop solutions to overcome these barriers in terms of service provision as expected by the citizens and other stakeholders. The rationale for using this approach was that quantitative data addressed research questions about causality, generalizability or the magnitude of effects, and could be used to generate the qualitative sample, while qualitative data helped explore the potential

barriers to strategy implementation in local authorities in Zimbabwe, develop a theory and describe the nature of an individual's experience (Fetters, Curry & Creswell, 2013, pp. 2134–2156). For example, results from the qualitative phase cannot be generalized, and when many individuals are examined quantitatively, the understanding of any one individual is diminished (Creswell & Plano Clark, 2011, p. 8). Table 4.2 shows the basic differences between qualitative and quantitative approaches to research.

Table 0.2: Major differences between qualitative and quantitative approaches to research

Parameter	Qualitative	Quantitative
Basic differences		
Purpose	To describe a situation	To measure magnitude
Format	No pre-determined response categories	Pre-determined response categories
Data	In-depth explanatory data from small sample	Wide breadth of data from large representative sample
Analysis	Draws out patterns from concepts and insights	Tests hypothesis, uses data to support conclusions
Result	Illustrative, explanatory and individual responses	Numerical aggregation in summaries, responses are clustered
Sampling	Theoretical	Statistical
Analytical approaches		
Research question	Fixed/focused	Broader, contextual, flexible
Expected outcome	Identified in advance	Usually not predefined, emergent research question
Hierarchy of phases	Linear	Circular
Confounding factors	Controlled during design and analysis	Searched for in field
Time dimension	Slower	Rapid
Data collection methods		
Sampling	Open-ended and less structured (flexible)	Random sampling
Tools	Depend on interactive interview	Structured data collection instruments
Results	Produce results that give meaning, experience and views	Produces results that generalize, compare and summarize

A mixed-methods approach was especially adopted in this study because it enabled the researcher to extend the repertoire of social science and management research. It extended the breadth and depth of enquiries by using different methods for different components of the research. A mixed-methods approach also initiated the development of research questions in organizational theory as contradictions/paradoxes and new perspectives were discovered (Bryman, 2008b, p. 640; Greene et al., 1989, p. 256; Giddings, 2009).

A mixed-methods approach was used in this research primarily to gain in breadth and depth of understanding of the problem as well as to offset the weaknesses of using either a qualitative or quantitative approach by itself. The approach was used to obtain more credible and reliable results from the study because the methods could validate or corroborate the results obtained from each of the methods. Combining qualitative and quantitative methods provided more evidence, more certainty and, therefore, more confidence in the outcomes and claims, and fulfils the dominant need for rationality (Bryman, 2008b, p. 649).

The research also provided an opportunity for triangulation. Cohen and Manion (2000, p. 254) define triangulation as a way of explaining more fully the richness and complexity of human behaviour by studying from different points of view. Triangulation helps by cross-checking for irregularities in the research data and thus provides accurate results for certainty in data collection (O'Donoghue & Punch, 2003, p. 78; Audrey, 2013). Triangulation gives a more detailed and balanced picture of the situation and seeks corroboration between quantitative and qualitative data (Altrichter, Feldman, Posch, & Somekh, 2008, p. 147). It is a way to ensure confidence in the conclusions, and clarifies results from one method with the results of another (Bryman, 2008b, p. 644).

4.6.1.1 Explanatory sequential mixed-methods research

An explanatory sequential mixed-methods research design was used to carry out this research. The researcher first conducted quantitative research, analysed the results and then built on the results to explain them in more detail with qualitative research. The research is explanatory because the initial quantitative data results were explained further with the qualitative data, and it is sequential because the initial quantitative phase was followed by the qualitative phase (Creswell & Plano Clark, 2011, pp. 86–87). The second phase of the study was carried out to further explain and confirm the findings from the first phase (Schoonenboom & Johnson, 2017, pp. 107–131). The qualitative data were used also to explain significant (or non-significant) results, outlier results or surprising results (Creswell & Plano Clark, 2007, p. 72).

According to Creswell et al. (2003, p. 72), when the design begins quantitatively, investigators typically place greater emphasis on the quantitative methods than the qualitative methods (QUAN → qual). The rationale for this approach is that quantitative data collection and subsequent analysis provide a general understanding of the research problem, while qualitative data collection and analysis provide a more complete understanding of the phenomenon by expanding on the initial quantitative findings (Creswell & Plano Clark, 2011, p. 87). The qualitative phase helps explore the findings of the quantitative study in more depth.

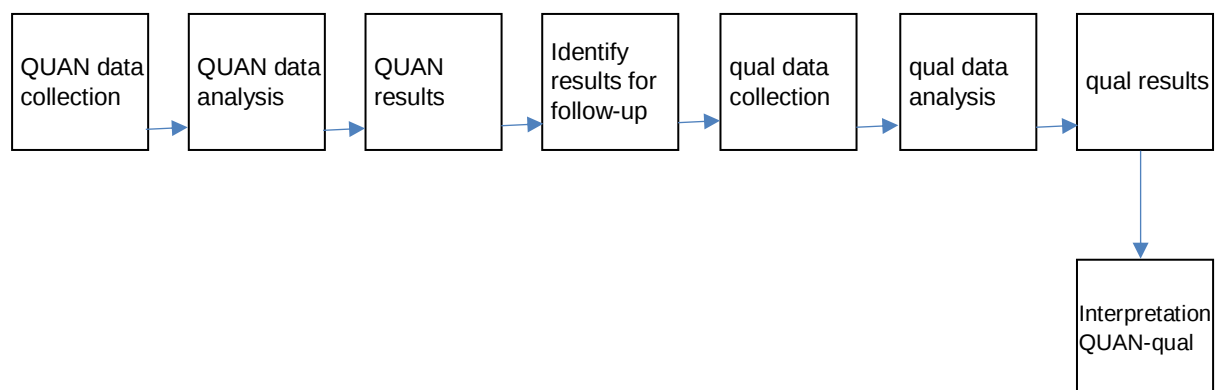


Figure 0.1: Follow-up explanations model (QUAN emphasized) (Adapted from Creswell & Plano Clark, 2007, pp. 72–73)

that best suits its requirements as depicted in the diagram below.

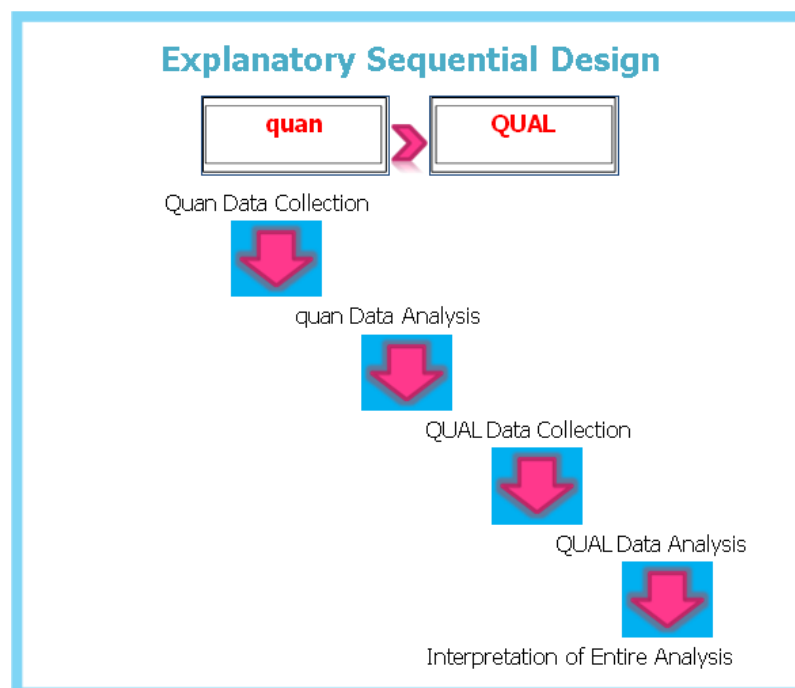


Figure 0.2: Explanatory sequential design

The approaches to the study are discussed below.

4.6.1.2 Quantitative approach

A quantitative, scientific approach is one of the two approaches that were used in this study to gather quantitative data. Quantitative research emphasizes quantification in the collection and analysis of data (Bryman & Bell, 2007, pp. 35–36). It seeks to count occurrences, establish statistical links amongst variables and generalize findings to the population from which the sample was drawn (Onwuegbuzie & Collins, 2007, p. 283). The approach primarily uses post-positivist claims for developing knowledge (i.e. cause-and-effect thinking, reduction to specific variables, hypotheses and questions, use of measurement and observation and the testing of theories), employs strategies of inquiry such as experiments and surveys, and collects data on predetermined instruments that yield statistical data (Creswell, 2013, p. 19).

The quantitative method was accorded more weight in the present study as it was deemed best suited to address the study's goals and purpose (Morgan, 1998). In addition, the method fitted within the researcher's limited resources. The rationale for this approach was that quantitative data collection and subsequent analysis provided a general understanding of the research problem, while qualitative data collection and analysis refined and explained the statistical results from the quantitative approach by exploring participants' views in more depth (Creswell, 2003)

4.6.1.3 Qualitative approach

A qualitative approach is one in which the inquirer often makes knowledge claims based primarily on constructivist perspectives (i.e. the multiple meanings of individual experiences, meanings socially and historically constructed with an intent to develop a theory or pattern) or advocacy/participatory perspectives (i.e. political, issue-oriented, collaborative or change-oriented) or both. It also uses strategies of inquiry such as narratives, phenomenologies, ethnographies, grounded theory studies or case studies. The researcher collects open-ended, emerging data with the primary intent of developing themes from the data (Creswell, 2003, p. 18).

Bradley, Curry and Devers (2007, pp. 1758–1772) and Patton (2002, p. 104) highlight that qualitative research is well suited for understanding phenomena within their context, uncovering links amongst concepts and behaviours, and generating and refining theory. This study employed the qualitative approach to understand the “lived experiences” of the participants with regard to strategy formulation and implementation. The methodology

involved studying a small number of subjects through extensive and prolonged engagement to develop patterns and relationships of meaning, as recommended by Moustakas (1994).

4.7. SAMPLING PROCEDURE

Samples for questionnaire administration and interviews were derived from the research population for the respective study areas.

4.7.1. Research population

According to Bryman (2012, p. 187), a research population is the universe of units from which the sample is to be selected, while Saunders et al. (2007, p. 205) define a research population as the full set of cases or elements from which a sample is taken. Cooper and Schindler (2003, p. 69) define a population as the total collection of elements under study, whereas Sekaran (2006, p. 265) refers to the term “population” as the entire group of people, events or things of interest that the researcher wishes to investigate. The research population refers to a group of potential respondents to whom the results of a study can be generalized (Trochim, 2004; Salkind, 2005).

Research population is also referred to as the theoretical population or target population. The target population was drawn from local authorities’ staff and included the top management, middle management and lower-level staff (both managerial and non-managerial employees). District administrators, elected councillors, stakeholders, non-governmental organizations, government departments and some general residents of the local authorities in Zimbabwe were also included in the target population for the study. The full list of these persons constituted the sampling frame, which is a list of all the items in the population and comprises every element or everything the researcher wants to study (Sekaran & Bougie, 2010). This sampling frame was generated from databases of the local government authorities in Mashonaland West and the governing board of the MLG, PW & NH.

4.7.2. Sampling and sample size determination

A sample is a representative proportion or subset of the larger population (Fink, 2003). Being representative, research findings from the sample can be taken, with varying degrees of confidence, to represent the specific target population.

Using the sampling frame obtained from the local government authorities, council boards and the governing board of the MLG, PW & NH, a sequential stratified random sampling procedure was used to create the study samples. Initially, four strata were formed on the basis of the four different urban councils included in this study. Within these strata, employees and councillors

in each urban council were further stratified according to their employment positions and area of responsibility. Simple random sampling was then carried out within each of the sub-strata. The major assumptions were that the persons in each of the sub-strata constituted a homogeneous sub-sample representative of the views of their workmates in the said sub-strata.

The larger the sample size, the more accurate the research (Zikmund, 2003; Sekaran, 2006), and the smaller the sample size, the higher the margin of error. In this study, the sample size was estimated using the following formula propounded by Daniel Cross (2013, p. 189):

$$n = \frac{N\sigma^2 z^2}{d^2(N - 1) + z^2\sigma^2}$$

Where: n is the sample size

d is the desired interval class around the estimator (present)

N is the total population size from the sampling frame

σ^2 is an estimate of the population variance

z is the value from the normal distribution tables

The formula assumed sampling without replication and therefore produced a relatively large sample that could produce better precision. Using the sample formula, the sampling size was 288 respondents drawn from the four local authorities in Zimbabwe, and the questionnaire was then administered to the sample. The sample for the qualitative study was identified using convenience sampling with a total of 28 interviewees (7 from each local authority), who were selected based on their willingness and availability to participate in the interview process.

4.7.3. Data collection instruments

Data collection instruments are used for collecting data and can include questionnaires and observation forms, topic guides (also known as interview schedules), or discussion guides (Bradley, 2013, p. 191). The terms “interview guide” and “discussion guide” are used synonymously. The questionnaire was the instrument used in the quantitative research and is commonly employed in sample surveys, while interview guides were used in interviews (Bradley, 2013, p. 191). The interview guide was used for the qualitative research as it provided for a better and more in-depth understanding of the issues that influence the phenomenon explored.

The choice of data collection instruments for this research was based on the research topic, aim, research objectives and research questions. The research instruments were designed to capture data that enabled the researcher to identify the major barriers to strategy

implementation in urban local authorities in Mashonaland West Province in Zimbabwe, as well as an in-depth perspective on strategy implementation in the context of local authorities. Through the use of the research instruments, the current status of the local authorities with regard to strategy implementation was established, and the data obtained enabled the researcher to develop suitable recommendations that include suggesting an appropriate model and approach to strategy implementation for the local authorities. Data collection in this study followed the explanatory sequential mixed-methods approach, implying that more than one instrument was used for data collection.

4.7.1.1 Questionnaire design

According to Saunders et al. (2007, pp. 354–355), a questionnaire refers to all techniques of data collection in which each person is asked to respond to the same set of questions in a predetermined order. Bryman (2011, p. 231) refers to questionnaires as self-completion questionnaires since the respondent writes or answers on a form without the presence of an interviewer.

A structured questionnaire was used to gather quantitative data from the employees of the local authorities (Appendix 1). The structured questions were intended to make it easier and faster for respondents to answer questions. The use of self-administered questionnaires was opted for because it is cost-effective and easy to administer. The method also ensured a greater possibility of anonymity and greater convenience for respondents since they could complete the questionnaire at their own pace and in their own time (Bryman & Bell 2007a, p. 242). In order to identify the items to be included in the questionnaire, the study adapted the scales that were used in previous, similar studies. This was done by selecting the relevant items from the scales of previous studies (see Anderson 2010, pp. 187–189; Tse, Sin, Yau, Lee & Chow, 2003, p. 234; French, Kelly & Harrison, 2004, p. 771; Falshaw, Glaister & Tatoglu, 2006, p. 15). The questionnaires were distributed by hand and returned to the researcher or deposited for collection (Bryman & Bell, 2011, p. 231).

The questionnaire had five sections, which sought to gather quantitative data on demographic information, organizational employment position, strategy formulation processes, implementation as well as implementation models from the employees of local authorities. Each of these sections had a set of questions that elicited respondents' perceptions of a variety of issues. The questions were scored on a 5-point Likert scale with the following scores: 1 = "strongly disagree", 2 = "disagree", 3 = "neither disagree nor agree, or neutral", 4 = "agree" and 5 = "strongly agree". Each respondent was requested to answer each question according to his/her preferences and expectations.

4.7.1.2 Interview schedule design

The instrument that was used to guide the interview process is an interview or discussion guide. The interview guide is a list of questions and topics the interviewer would like to cover during the interview process (Gray, 2004, p. 215). The questions and topics are usually in a specific order. A list of questions on specific topics to be covered is often referred to as an interview guide (Bryman & Bell, 2015, p. 481).

An interview schedule was designed for to be administered to key opinion leaders in the local government structures (Appendix 2). Just like the structured questionnaire, it sought to collect qualitative data on key sections of organizational employment position, strategy formulation processes, implementation as well as implementation models from the employees of local authorities. Qualitative data was collected from provincial and district administrators and other key opinion leaders amongst the residents. The qualitative data from the schedule was triangulated with the quantitative data to put together representative results for the study.

4.7.4. Pilot study

A preliminary survey was conducted involving 25 participants from two selected non-sample local authorities to test and evaluate the practicality and adequacy of the designed data collection instruments. The process also sought to test the readability of and check that there were no ambiguities in the questionnaire. The pilot study assisted in detecting weaknesses or errors in the instrument (Cooper & Schindler, 2003). Any errors were identified and corrected for the final questionnaire to be used for the study.

The pilot study also assisted in validation of the instruments in terms of content, criterion, construct and reliability (Sekaran & Bougie, 2010; Neuman, 2005). This validation ensures the ability of a scale to measure the intended concept in terms of both internal and external validity (Saunders et al., 2009). Internal validity refers to the validity of the measurement and test itself, whereas external validity refers to the ability to generalize the findings to the target population (Gravetter & Forzano, 2009).

Content validity refers to the degree to which the scale items represent the domain of the concept under study. This was ensured by obtaining subjective judgements by the experts of the concerned field (Bryman & Bell, 2003). Criterion validity looks at the degree of correlation of a measure with other standard measures of the same construct (Zikmund, 2000), and construct validity refers to the degree to which the intended independent variable (construct) relates to the proxy independent variable (indicator) (Hunter & Schmidt, 1990). There are two types of construct validity: convergent validity and discriminant validity. Convergent validity

results when two variables measuring the same construct highly correlate (Straub, Boudreau & Gefen, 2004). A device has discriminant validity if using similar measures for researching different constructs results in relatively low inter-correlations (Cooper & Schindler, 2003).

4.7.5. Quantitative data collection

Research questionnaires were delivered to the respective study sites, left with respondents and collected at a date that was agreed upon by the researcher and the respondents. This allowed respondents to fill in the questionnaire whenever they had sufficient free time to do so, as most of them claimed to be under extreme pressure at work and could not attend to the questionnaire as and when the researcher wanted the outputs. Initially all respondents, upon delivery of the questionnaires, were notified about the intention of the research and the confidentiality clauses.

4.7.6. Qualitative data collection

An interview guide (Appendix 2) was used to collect data from the key opinion leaders in local governance. These included the principal director in the MLG, PW & NH, the provincial coordinator and the district administrator in the respective local government authority areas. At urban council level, the council secretary was interviewed. The interview guide consisted of a list of questions and topics that were presented in the same order as in the questionnaire for the survey.

A basic checklist was prepared to make sure there were no important issues that were unnecessarily left out. The checklist included open-ended questions so that interviewees could have the opportunity to freely express themselves in their own words.

4.7.7. Reliability and validity of instrument

Reliability and validity are the two criteria used to determine the quality of a research study (Zarkesh, 2008, p. 53). According to Cooper and Schindler (2011, p. 296), a measure is reliable if it provides consistent results. In other words, reliability refers to the extent to which a measuring instrument can produce similar findings if repeated, irrespective of when the instrument is used and who administered it (Welman, Kruger & Mitchell, 2005, p. 145; Berglund, 2007, p. 68; Saunders et al., 2007, p. 149; Easterby-Smith et al., 2002, p. 53; Colton & Covert, 2007, p. 64,74; Saunders et al., 2007, p. 367). Jayamaha, Grigg and Mann (2008, p. 485) define validity as how well an instrument measures what it purports to measure. Content, criterion and construct validity are three main forms of validity (De Toni & Tonchia 2001, p. 49; Jayamaha et al. 2008, p. 485). Cooper and Schindler (2011, p. 289) outline the three main forms of validity, as shown in Table 5.2.

Table 0.3: The types of validity

Type of validity	What is measured	Methods
Content	Degree to which the content of the items adequately represents the universe of all relevant items under study	Judgemental or panel evaluation
Criterion-related	Degree to which the predictor is adequate in capturing the relevant aspects of the criterion	Correlation
Construct	Identifies the underlying construct being measured and determines how well the test represents them	Judgemental: correlation of proposed test with established one; factor analysis; multitrait-multimethod analysis and convergent-discriminant techniques

Source: Cooper and Schindler (2011, p. 289)

According to De Toni and Tonchia (2001, p. 49), content validity can be determined statistically by subject experts and by reference to literature. Whereas criterion validity refers to the predictive nature of the research instrument in order to obtain an objective outcome, construct validity measures whether a variable is an appropriate definition of the construct (De Toni & Tonchia 2001, p. 49).

Reliability is the stability or consistency of the information, the extent to which the same information is supplied when a measurement is performed more than once (Abrahamson, 1981). Reliability refers to the ability of a questionnaire to consistently measure an attribute and how well the items fit together conceptually (Haladyna 1999; DeVon et al., 2007). The reliability of a measure indicates the extent to which it is without bias and ensures consistent measurement across time and various items. It is a measure of stability and consistency with which an instrument measures a concept (Sekaran & Bougie, 2010).

In this research study, Cronbach Alpha was used to test the reliability of the measures used in the instrument. The Cronbach Alpha proposes alpha coefficient ranges with values between 0 and 1. The higher the score, the more reliable the generated scale is (Sekaran & Bougie, 2010; Van Eeden, Viviers & Venter, 2003, p. 16; Bryman & Bell, 2007, p. 164). Nunnally (1978) has indicated 0.7 to be an acceptable reliability coefficient, but lower thresholds are sometimes

used in the literature. Pre-testing was also used to examine the extent to which the instrument and techniques are stable, consistent, accurate and dependable.

4.8. ETHICAL CONSIDERATIONS

The following ethical considerations were taken when soliciting information while conducting the study:

- Authorization was sought from the organizations selected for the study before data were gathered from the individuals.
- It was stated clearly on the questionnaire that participation is voluntary and that the confidentiality of participants was guaranteed.
- The researcher explicitly outlined the purpose of the research to the participants before collecting data to ensure informed consent to participate.
- The researcher made sure that the individuals selected for the study and responded to the questionnaire did so willingly and with full understanding of the purpose of the research.
- The names of participants were not to be disclosed and the information gathered would only be used for academic purposes and not for any commercial benefits.

4.8.1. Ethical issues

The researcher shall took into consideration issues such as confidentiality, informed consent, risk assessment, promises, reciprocity and interviewees' mental health. The ethical issues respected in this research study are briefly discussed below:

4.8.1.1 Confidentiality

Respondents' confidentiality was respected, protected and emphasized in an honest way through use of coding to identify respondents' names and organizations. The respondents were further informed of any stakeholders or other people who will have access to the analysed data, including the final report. They were told that while the research is intended for academic purposes, it will be disclosed to participants of the research and the outcome of the study will be shared with them to enhance their practice, and that the university or the researcher may decide to publish the final report. According to Creswell (2012, p. 24), research results should not sit unpublished and should be disseminated even though they may be contrary to accepted standards.

4.8.1.2 Informed consent

Authorization was sought from the organizations (the MLG, PW & NH, Karoi Town Council, Kariba Municipality, Chegutu Municipality and Chinhoyi Town Council) selected for the study before data were gathered from the respondents. The participants were informed fully about what the research is about so that they could make an informed decision to participate voluntarily. All the participants were requested to fill in a consent form.

4.8.1.3 Risk assessment

The researcher is aware that he has the responsibility to guard against anything potentially harmful to participants. During the informed consent process, the participants were informed fully about any potential risks and how they would be guarded against. As advised by Saunders et al. (2007, p. 178), due care was seriously taken and adhered to during the collection of data and compilation of the report to avoid embarrassment, stress, discomfort, pain and harm to participants.

4.9. DATA ANALYSIS

The quantitative results are analysed first, followed by the qualitative results, and the final analysis is an integration of the data. According to Fetters et al. (2013, pp. 2134–2156), in explanatory mixed-methods research, quantitative data are collected first and the findings inform qualitative data collection and analysis. The three phases of the analysis are depicted in the diagram below.

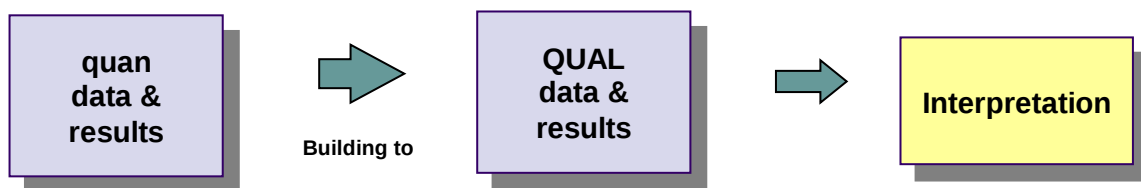


Figure 0.3: Explanatory design (adapted from Creswell, 2008, p. 27)

While various statistical data analysis procedures were used to analyse the quantitative data, all qualitative data were summarized through narratives to validate results from the quantitative data analysis.

4.9.1. Quantitative data analysis

All quantitative data were analysed using IBM SPSS 23 Statistics software. In this study, qualitative analysis was carried out after the quantitative phase of the research. The rationale behind this is that the findings from the qualitative study were used to build on the quantitative

study (Fetters et al., 2013, pp. 2134–2156). The results from one method were also used to elaborate, illustrate and clarify the results from the other method. In addition, the results would extend the breadth and depth of inquiry by using different methods for different inquiry components (Greene et al., 1989, p. 259).

The data that were collected through the questionnaires was transferred into an SPSS software application that was used to carry out a quantitative analysis. Initially the data were prepared for analysis through data cleaning with the objective of identifying omissions, ambiguities and errors in the responses. The data were edited and coded to formulate the final matrix for data analysis. The presentation of data is done descriptively, with the use of frequency tables. Statistical analyses were conducted in relation to the distribution of the data. Descriptive statistics that include arithmetic means, standard deviations and variances were used to answer the research questions.

Both univariate (single variable) statistics for frequency counts and bivariate (two variables) cross-tabulations were used in the analysis of data. Univariate statistics is used to describe individual variables using raw data, frequency distributions, cumulative distributions, use of graphs and pie charts as well as rates and ratios. The three major characteristics of a single variable that are considered in univariate analysis include the distribution, the central tendency and the dispersion (Ray, 2003, p. 20; Baran & Jones, 2016, p. 8). A summary of the frequency of individual values or ranges of values for a variable are made. The central tendency refers to the “centre” of a distribution of values. The three major types of estimates of central tendency used in the analysis are mean, median and mode. Dispersion refers to the spread of the values around the central tendency. It shows whether the data tend to clump together near a point of central tendency or spread uniformly in either direction from the central point (Muhlbauer, 2004, p. 190). The two common measures of dispersion used are the range and the standard deviation. The range is the difference between the largest and smallest values of the data set (Muhlbauer, 2004, p. 190). The standard deviation is a measure of dispersion commonly reported for discrete data (Buttaro, Trybulski, Polgar-Bailey, & Sandberg-Cook, 2012, p. 9)

Bivariate analysis was also used to analyse variables in the study. Bivariate analysis is concerned with the analysis of two variables at a time in order to uncover whether or not the two variables are related. Bivariate data can have both independent and dependent variables where one variable influences another. In this research, the Chi Square statistic was used for testing relationships between categorical variables with a null hypothesis that no relationship exists between these variables. Ordinal logistic regression was used to predict an ordinal dependent variable given one independent variable.

Multiple ordinal regression (multivariate ordinal regression) was used to predict an ordinal dependent variable given a number of independent variables. Whereas bivariate analysis focuses on the relationship between two specific variables (most often the dependent and independent variables), multivariate analysis includes more than two variables (Boyle & Schmierbach, 2015, p. 393). Ordinal regression was also used to determine which of the independent variables (if any) have a statistically significant effect on the dependent variable. Ordinal regression analysis was also used to interpret how a single unit increase or decrease in an independent variable is associated with the odds of the dependent variable having a higher or lower value. The study sought to determine the best fitting model that describes how well the ordinal regression model predicts the dependent variable.

The following ordinal regression formula was used to predict a logit transformation of the probability of the presence of the characteristic of interest:

$$\text{Logit}(p) = b_0 + b_1X_1 + b_2X_2 + b_3X_3 + \dots + b_iX_i$$

$$\text{Ln}P/(P1-P) = b_0 + b_1 \times X_1 + b_2 \times X_2 + \dots + b_k \times X_k$$

where p is the probability of the presence of the characteristic of interest and b_i is the regression coefficient for X_i .

$$P = \exp(b_0 + b_1X_1 + b_2X_2) / \exp(b_0 + b_1X_1 + b_2X_2) + 1$$

$$\text{if } Y^* = \text{Ln}(P/P1-P)$$

$$P = \exp(y^*) / (\exp Y^*)$$

$$Y^* = b_0 + b_1X_1 + b_2X_2 + \dots + b_kX_{ki}$$

Where

X_i is the independent variable

b_0 is the constant

b_k is the Beta coefficient

The variables were checked for multicollinearity using the SPSS program, which is one of the programs used to report the variance inflation factor (VIF). Multicollinearity appears when two or more of the predictor or independent variables are highly correlated to one another, thus basically measuring the same phenomenon or construct (Whitley, 2012, p. 328). When two variables are highly correlated, it does not make much sense to treat them as separate entities (Bryman & Cramer, 2005, p. 302). One of the basic methods used to detect the presence of multicollinearity is the use of the VIF (Whitley, 2012, p. 328). According to Whitley (2012, p. 328), generally, a VIF of 10 or greater is considered indicative of multicollinearity.

4.9.2. Qualitative data analysis

With the qualitative research component, data analysis started very early during the process of designing the research. Data were reviewed continuously and mentally processed to reveal themes or patterns exhibited in the process of data gathering. Through taking notes and summarising, interpretations were made to establish any emerging themes or hypotheses. Qualitative techniques, as proposed by Miles and Huberman (1994), included data reduction, data display and conclusion drawing and verification. Data from the qualitative research was triangulated with the results from the quantitative data analysis for the final reporting.

4.10. CHAPTER SUMMARY

This chapter discussed the different research philosophies and paradigms considered in the present research. The chapter highlighted that the pragmatist paradigm was adopted in order to enable the researcher to make use of all approaches available to understand the problem. In this study, therefore, a mixed-methods approach in the form of sequential explanatory research was adopted. The researcher undertook both quantitative and qualitative research sequentially. Quantitative research, in the form of a survey, was carried out using self-administered questionnaires, whereas qualitative research took the form of in-depth interviews.

The aspects of validity and reliability of the research instrument for the quantitative phase was discussed. The ethical considerations that were abided with and respected in carrying out the research were also addressed. The ethical considerations included confidentiality, informed consent, risk assessment, promises, reciprocity and interviewees' mental health. Data were analysed by making use of the SPSS software package for the quantitative analysis, and themes were identified in the qualitative analysis. Thereafter the two sets of results were triangulated. The next chapter contains a presentation of the results, analysis and interpretation of the data.

CHAPTER 5: DATA PRESENTATION, ANALYSIS AND DISCUSSION

5.1. INTRODUCTION

This chapter presents the data captured from local authorities in Mashonaland West, Zimbabwe. A weaving approach to analysis was used where both quantitative and qualitative results are presented and analysed simultaneously. The questions that formed part of the survey correlated with some of the questions asked during the interviews and some of the narratives provided by interviewees, thus making simultaneous interpretation of the results possible. However, not every question of the survey was covered in the interview guide, as the interviews focused on the main areas of strategy implementation in the four local authorities. The quantitative discussion concentrates on the frequencies of responses to Likert scale questions, while the qualitative discussion focuses on the emergent themes that described the strategy implementation barriers faced by urban local authorities in Mashonaland West, Zimbabwe.

This analysis focuses on areas that directly answer the four research questions, which are:

- What are the concepts underlying strategy implementation in the context of local authorities in Zimbabwe?
- What is the current status of Zimbabwean local authorities with regard to strategy implementation?
- What are the challenges and barriers to strategy implementation faced by local authorities in Zimbabwe, and which is the most suitable strategy implementation model and approach for Zimbabwean local authorities?
- What practical recommendations from the empirical study can be made about strategy implementation by local authorities in Zimbabwe?

Qualitative data were grouped into broad categories and discussed together with quantitative data in relation to the four main research questions of the study under the following headings:

- the current status of Zimbabwe local authorities with regard to strategy implementation
- the challenges and barriers to strategy implementation faced by local authorities in Zimbabwe
- an assessment of strategy implementation models for Zimbabwean local authorities
- an assessment of strategy implementation approaches for Zimbabwean local authorities.

Accordingly, the analysis is divided into four parts:

- establishing the current status of operations within the local authorities

- establishing and analysing the barriers to strategy implementation
- establishing and analysing strategy implementation models
- establishing and analysing strategy implementation approaches.

The quantitative part of the analysis is aimed at identifying and analysing strategy implementation barriers and establishing any relationships amongst the variables. A total of 288 respondents were asked to respond to a questionnaire. The Cronbach Alpha was used to determine the reliability of the questionnaire (instrument) used to collect data, and it was established that it was both internally consistent and reliable. The quantitative analysis was mainly done in the form of descriptive statistics, correlation analysis, and ordinal and multiple ordinal regression analysis. Additional information intended to add strength to the analysis, such as demographics and significance tests, have been added in the appendices. Explanations on the distribution of data are presented through measures of central tendency and dispersion. The chapter also presents correlation analysis, which was used to measure the strength and significance of relationships between strategy implementation variables and variables associated with the performance of local authorities. Ordinal regression analysis was used to measure the effect of strategy implementation variables on organizational performance.

The research questions attempt to establish the barriers likely to be faced by local authorities when implementing strategies. The research attempts to reveal how the local authorities deal with such barriers and further examines some models and approaches used by the local authorities. Finally, models and approaches are identified that appear to be more relevant for strategy implementation within the local authorities. The data from the correlation analysis showed that there is a low to moderate and statistically significant association between strategy implementation variables and performance. A regression model was established comprising both negative and positive but statistically significant predictors of overall performance.

The results of the qualitative data were used to weave the results into the quantitative findings. Thematic analysis was done from qualitative data that were obtained from the study. The process involved the coding of participants' responses in order to identify emerging themes. The themes emerged from the participants' description of their experiences and expression of their opinion. A multiple case study was carried out on four urban local authorities in Mashonaland West, Zimbabwe. A total of twenty-eight participants were identified for the purposive sample of the qualitative study. Seven participants were drawn from each of the four local authorities. The first seven participants were from Chegutu, the second group of seven from Chinhoyi, the third from Karoi and the last from Kariba. Quantitative data were

collected by means of self-administered questionnaires, and qualitative data were collected through the use of in-depth face-to-face interviews using an interview guide. Both methods had a favourable response rate.

5.2. RESPONSE RATE

There was a 76% response rate for the distributed questionnaires, with 100% responses to the questions, which encouraged the researcher to proceed with the research and the analysis of data. According to Richardson (2005), a response rate of at least 60% is desirable for students doing surveys. Table 5.1 below shows the responses according to case composition of respondents. Responses were measured in terms of responses received from the organizations under investigation. The response rate was sufficient to enable proceeding with analysis.

Table 0.1: Response rate

Case	Respondents	Sample size	Returned questionnaires	Response rate
Chegututu	1–50	69	50	72%
Chinhoyi	51–133	108	83	77%
Karoi	134–174	54	41	76%
Kariba	175–220	57	46	81%
Total		288	220	76%

In addition, all 28 participants participated in the qualitative study.

The next section presents and analyses data from the quantitative and qualitative research. Results are presented under the four main headings listed in the introduction of this chapter.

5.3. THE CURRENT STATUS OF ZIMBABWEAN LOCAL AUTHORITIES WITH REGARD TO STRATEGY IMPLEMENTATION

In this and subsequent sections, both quantitative and qualitative data are used to answer the research questions. Quantitative data in this section are in the form of descriptive statistics, which is used to describe the basic features of data by providing summary statistics for the

scale variables and measures of the data. The quantitative data are presented in frequency tables and in summary statistics tables. Qualitative data are derived from the thematic conclusions that emerged from interviewed participants' narratives. The first question focuses on the organizational position of the local authorities and measures their current status of operations.

The current status of Zimbabwean local authorities with regard to strategy implementation.

The purpose of this question is to assess the position of the local authorities under study in terms of their performance, focusing mainly on financial systems, revenue collection, internal business processes, service delivery, learning and growth of employees, skills and qualifications of staff, as well as the level of improvement of overall performance of the local authorities. The analysis starts with the individual questions about each of the performance measurement variables and then provides the combined analysis represented by a statistics table. The questions are based on Likert scale questions ranging from 1 to 5, where 1 represents "strongly agree" and 5 represents "strongly disagree". Respondents were requested to respond to the question statements by marking the rank that best represents their preferences.

5.3.1. Organizational performance

The questions used local authorities in this section to assess the performance of the are based on the perspectives of the balanced scorecard. According to Kaplan and Norton (1996), the scorecard measures organizational performance on four balanced perspectives, which are: finance, customers, internal business processes, and learning and growth. The section was more of an introspection and aimed at measuring the status of the local authorities' operation with regard to general management of all systems, including financial management, efficiency of revenue collection, service delivery, business management, staff development and overall performance. The following questions addressed these perspectives from the point of view of respondents and interview participants.

Question 5.3.1.1: Local authority employs good financial systems

This question sought to understand the extent to which respondents believed that their local authorities employ good financial systems. Table 5.2 below indicates the responses to the question.

Table 0.2: My local authority employs good financial systems

	Frequency	Percent	Valid percent	Cumulative percent
Valid Strongly agree	5	2.3	2.3	2.3
Agree	102	46.4	46.4	48.6
Neutral	66	30.0	30.0	78.6
Disagree	41	18.6	18.6	97.3
Strongly disagree	6	2.7	2.7	100.0
Total	220	100.0	100.0	

The data in Table 5.2 show that 46.4% of respondents were of the opinion that local authorities make use of good financial systems. According to interviewees, efficient financial systems were important measures of the performance of local authorities. Interviewees were of the opinion that their local authorities generally made use of good and efficient financial systems, which is in line with the findings of the questionnaire.

Question 5.3.1.2: Local authority collecting revenue due efficiently and effectively

The purpose of this question was to measure respondents' perceptions of the efficiency and effectiveness in revenue collection of the local authorities under study. Table 5.3 below presents the responses to the question.

Table 0.3: My local authority collects revenue due efficiently and effectively

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	12	5.5	5.5	5.5
Agree	70	31.8	31.8	37.3
Neutral	84	38.2	38.2	75.5
Disagree	45	20.5	20.5	95.9
Strongly Disagree	9	4.1	4.1	100.0
Total	220	100.0	100.0	

Organizational performance in terms of revenue collection is rather weak. It appears that the local authorities under study are not efficient enough in collecting revenue, as 38.2% of the respondents neither agreed nor disagreed and 20.5% disagreed. This indicates that there is room for improvement in revenue collection by the local authorities

Interviewees were of the opinion that one of the most important tools they use to assess their performance levels is revenue collection efficiency. However, participants were of the opinion that revenue collection has not been effectively and efficiently done for various reasons, including the poor economic environment that has resulted in increased defaulters, and the inability of local authorities to enforce council by-laws.

Question 5.3.1.3: Local authority has well-developed, efficient internal business process

This question aimed at establishing whether the local authorities have well developed, efficient internal business processes, which are critical for the smooth flow of operations. The answers reveal the local authorities' efficiency in terms of timelines, quality and service delivery in general. Answers to the questionnaire are provided in Table 5.4 below.

Table 0.4: My local authority has well-developed, efficient internal business process

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	11	5.0	5.0	5.0
Agree	77	35.0	35.0	40.0
Neutral	100	45.5	45.5	85.5
Disagree	29	13.2	13.2	98.6
Strongly Disagree	3	1.4	1.4	100.0
Total	220	100.0	100.0	

Table 5.4 reveals that the local authorities do not necessarily have well developed, efficient internal business processes, as 45% of the respondents' answers were neutral. However, those who agreed with the statement outnumbered those who disagreed on aggregate.

According to the interviewees, internal business processes are used to measure how all systems aid performance. However, interviewees did not describe the business processes as well developed and efficient.

Question 5.3.1.4: My local authority delivers services that satisfy customers

In the quantitative part of the study, this question sought to measure customer satisfaction with service delivery. In the qualitative part, the question sought to establish the extent to which service delivery is used as a measure of successful strategy implementation by local authorities. Most respondents pointed out that some services were being delivered to the

clients, although the questionnaire was unable to quantify the efficiency with which they were delivered. The majority believed service delivery was not very satisfactory to the intended beneficiaries, the clients. The responses to the questions are presented and discussed below.

Table 0.5: My local authority delivers services that satisfy customers

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	15	6.8	6.8	6.8
Agree	80	36.4	36.4	43.2
Neutral	69	31.4	31.4	74.5
Disagree	46	20.9	20.9	95.5
Strongly Disagree	10	4.5	4.5	100.0
Total	220	100.0	100.0	

Table 5.5 shows that respondents were generally of the opinion that their local authorities deliver services that satisfy customers. Respondents who strongly agreed (6.8%) were more than those who strongly disagreed (4.5%), while those who agreed represent 36.4%. However, there is also a high representation (31.4%) of those who were neutral, meaning that there is still doubt about whether the services delivered are satisfactory to rate payers.

The results of the qualitative part of the study revealed that service delivery levels are used by the local authorities as an indicator of strategy implementation success. According to the interviewees, service delivery is still lacking as there are a number of challenges in areas such as water provision and garbage collection due to a lack of funding. Results from the study confirm assertions made by Sithole et al. (2013) that local authorities in Zimbabwe have been falling to meet the expectations of residents in terms of service delivery.

Question 5.3.1.5: My local authority promotes learning and growth of employees

This question sought to establish the extent to which respondents felt that learning and growth were promoted within their local authorities.

Table 0.6: My local authority promotes learning and growth of employees

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	42	19.1	19.1	19.1
Agree	113	51.4	51.4	70.5
Neutral	40	18.2	18.2	88.6
Disagree	23	10.5	10.5	99.1
Strongly Disagree	2	.9	.9	100.0
Total	220	100.0	100.0	

The local authorities appeared to be doing well in terms of promoting the learning and growth of employees. The data in Table 5.6 indicate that 51.4% of respondents agreed and 19.1% strongly agreed that their local authority promotes the learning and growth of employees. These results show that learning and growth are also used as performance measures of strategy implementation success within the local authorities.

The results from the interviews did not show learning and growth as one of the measures or indicators of strategy implementation success. None of the interviewees mentioned learning and growth as being promoted within their local authorities. This is of concern as learning and growth are important indicators for strategy implementation.

Question 5.3.1.6: My local authority has skilled and qualified staff

This question intended to establish whether employees in the local authorities under study have the necessary skills and qualifications to manage council business. According to the Green Paper on Zimbabwe Local Government (CHRA, 2014), one of the reasons for failure by local authorities in Zimbabwe to mobilize financing is a lack of skilled and qualified staff as a result of skills flight to the private sector and the diaspora, and generally poor financial accounting systems. Table 5.7 depicts the responses to the question.

Table 0.7: My local authority has skilled and qualified staff

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	24	10.9	10.9	10.9
	Agree	131	59.5	59.5	70.5
	Neutral	37	16.8	16.8	87.3
	Disagree	23	10.5	10.5	97.7
	Strongly Disagree	5	2.3	2.3	100.0
	Total	220	100.0	100.0	

In contrast to assertions in literature, respondents indicated that local authorities in Zimbabwe are actually resourced with skilled and qualified staff. Table 5.7 indicates that 59.5% of respondents agreed that their local authorities have skilled and qualified staff.

According to the interviewees, the education level of elected councillors as well as council employees is of importance in determining success in the implementation effort. The interviewees did not mention whether the Las' employees have or lack the requisite skills and experience to manage council business. However, some of the interviewees highlighted that lower-level skilled and qualified staff felt that their local authorities were not optimally capitalising on their knowledge and skills during the strategy implementation process.

Question 5.3.1.7: The overall performance of my local authority has improved over the past three years

The aim of this question was to help the researcher understand whether the overall performance of the local authorities under study had improved over the past three years. This question provides insight into whether local authorities are achieving their desired results. Table 5.8 indicates the responses to the question.

Table 0.8: The overall performance of my local authority has improved over the past three years

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	12	5.5	5.5	5.5
	Agree	111	50.5	50.7	56.2
	Neutral	62	28.2	28.3	84.5
	Disagree	21	9.5	9.6	94.1
	Strongly Disagree	13	5.9	5.9	100.0
	Total	219	99.5	100.0	
Missing	System	1	.5		
Total		220	100.0		

The findings illustrate that the performance of local authorities under study was perceived to have improved. This is demonstrated by 50.55% of respondents who agreed that overall performance has improved over the past three years. However, the data show that the improvement is only marginal, represented by a total of 56% of respondents who agreed, of which 5.5% strongly agreed.

The results of the interviews indicate mixed views on the overall performance of the local authorities. The participants interviewed were of the opinion that the local authorities were not successful, were moderately successful or were successful in strategy implementation. This is in line with the results from the questionnaire, which showed that though Las were somewhat successful, there is still a need for improvement. Data on this question support the assertion that strategy implementation is successful in some areas, but there are a number of challenges in other areas such as those demonstrated by question 5.3.1.4 on service delivery levels.

5.3.1.1 Measuring organizational position (status of operations)

The measuring of organizational performance analyses the mean, median, mode, variance, and standard deviation of the data. The statistical data are provided to support the frequencies described above. The mean refers to the usual average of the data set, the median is the middle value and the mode is the number that is repeated more often than any other. Variance is the average of the differences from the mean, and the standard deviation refers to a quantity express by how much the members of a group differ from the mean value for the group. It measures the spread of response data around the average. Thus, the more variation there is

from the average, or the less clustered observations are around the mean, the higher the standard deviation. This means that two variables can have the same mean, but different standard deviations.

Table 0.9: Combined statistical table on organizational performance

Statistics								
		My local authority employs good financial systems	My local authority collects revenue due efficiently and effectively	My local authority has well-developed, efficient internal business process	My local authority delivers services that satisfy customers	My local authority promotes learning and growth of employees	My local authority has skilled and qualified staff	The overall performance of my local authority has improved over the past three years
N	Valid	220	220	220	220	220	220	219
	Missing	0	0	0	0	0	0	1
Mean		2.73	2.86	2.71	2.80	2.23	2.34	2.60
Median		3.00	3.00	3.00	3.00	2.00	2.00	2.00
Mode		2	3	3	2	2	2	2
Variance		.782	.889	.655	.992	.825	.790	.902
Std. Deviation		.884	.943	.809	.996	.908	.889	.950
Minimum		1	1	1	1	1	1	1
Maximum		5	5	5	5	5	5	5

The findings reveal that the strategy implementation variables employed by the local authorities are effective in improving the performance of the local authorities. Most of the respondents agreed on each of the variables measuring the status of operations. The mean range is from mean = 2.23 for “My Local Authority promotes learning and growth of employees” to mean = 2.86 for “My local Authority collects revenue due efficiently and effectively”. The variable “My Local Authority has skilled and qualified staff” has the lowest variation (mean = 2.34; mode = 2; std. deviation = .889). This implies that most of the respondents agreed that their local authorities have skilled and qualified staff. The variable “My Local Authority delivers services that satisfies customers” has the biggest variation (mean = 2.80; median = 3; mode = 2; std. deviation = .996). However, most of the respondents felt that their local authority delivers services that satisfy customers.

5.4. CHALLENGES AND BARRIERS TO STRATEGY IMPLEMENTATION FACED BY LOCAL AUTHORITIES IN ZIMBABWE

This section focuses on the barriers to strategy implementation faced by local authorities in Zimbabwe. A quantitative analysis is presented of variables, identified in literature, that form the major challenges and barriers to strategy implementation by local authorities. These variables relate to the strategy formulation process and the strategy implementation.

According to the interviewees, the main barriers to strategy implementation are: leadership, resistance to change, organizational culture, organizational structure, the strategy formulation process, poor communication, and a lack of funding. The challenges and barriers derived from the interviews are similar to those asked in the survey. The individual challenges and barriers are discussed below.

What are the challenges and barriers to strategy implementation faced by local authorities in Zimbabwe?

This question was aimed at establishing the various challenges and barriers faced by local authorities in Zimbabwe. This section examines the respondents' answers relating to these challenges and barriers. The objective of the questions discussed below was to obtain and determine respondents' rating of the influences on effectiveness of strategy implementation variables as they relate to strategy implementation in their local authorities. This was done by assessing the extent of the influence of the strategy implementation variables on implementation success. The following analyses also include the qualitative data from the in-depth interviews. The data are presented and analysed below.

5.4.1. Strategy formulation process

The process of strategy formulation within the local authorities was evaluated on the basis of five criteria: annual hosting of strategy formulation processes, participation in strategy formulation by lower-level employees, impact of the local authorities' internal environment, impact of the external environment, as well as the strength of the local authority in formulating rather than implementing strategies. The findings are presented in the tables below according to the questions asked.

Question 5.4.1.1: My local authority carries out strategy formulation workshops annually

Strategy formulation is an important aspect of strategic management as it can influence strategy implementation success. Hrebiniak (2013, p. 24) asserts that a vague strategy can

result in poor or lost focus and in implementation failure. This question was aimed at establishing whether the local authorities under study carry out strategy formulation workshops annually.

Table 0.10: Strategy formulation workshops

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	40	18.2	18.2	18.2
Agree	106	48.2	48.2	66.4
Neutral	33	15.0	15.0	81.4
Disagree	36	16.4	16.4	97.7
Strongly Disagree	5	2.3	2.3	100.0
Total	220	100.0	100.0	

Table 5.10 indicates that 48.2% of respondents agreed and 18.2% strongly agreed that strategy formulation workshops are carried out annually within their local authorities. It can therefore be concluded that local authorities carry out strategy formulation workshops annually. While strategy formulation workshops are being carried out annually, performance measurement analysis has shown that strategy implementation has not been very successful.

According to the interviewees, local authorities carry out strategic workshops annually to formulate strategy. However, if strategy formulation workshops are carried out annually, then they should lead to success if the strategies are properly formulated and implemented.

Question 5.4.1.2: Lower-level employees participate in strategic planning in my local authority

The lack of employee involvement in strategy formulation and implementation has been cited as one of the main causes of strategy implementation failure. According to Heracleous (2003, p. 79), one of the causes of unsuccessful implementation of strategies is that managers do not make any effort to engage lower-level employees in strategy execution. This question thus sought to establish whether lower-level employees are involved in strategy formulation and planning in their local authorities. The responses are presented in the table below.

Table 0.11: Lower-level employees' participation in strategic planning

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	15	6.8	6.8	6.8
Agree	53	24.1	24.1	30.9
Neutral	51	23.2	23.2	54.1
Disagree	75	34.1	34.1	88.2
Strongly Disagree	26	11.8	11.8	100.0
Total	220	100.0	100.0	

From Table 5.11 above it is clear that employees at the lower level of the local authorities are not participating enough in the strategic planning process. The results obtained reveal that 34.1% of respondents disagreed with the statement that lower-level employees participate in strategic planning in their local authorities, while 6.8% of respondents strongly agreed and 24.1% agreed.

Interviewees mentioned that strategy is formulated mainly by senior management. The participants were of the opinion that the limitation of involvement of lower-level employees in the formulation process has a detrimental effect on the strategy implementation for local authorities.

Question 5.4.1.3: The local authority's internal environment (strengths and weaknesses) has an impact on strategy formulation

The purpose of this question was to determine from the responses what the impact of the internal environment is on strategy implementation in the local authorities. The responses are presented in Table 5.12 below.

Table 0.12: The impact of local authorities' internal environment (strengths and weaknesses) on strategy formulation

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	32	14.5	14.5	14.5
Agree	108	49.1	49.1	63.6
Neutral	55	25.0	25.0	88.6
Disagree	20	9.1	9.1	97.7
Strongly Disagree	5	2.3	2.3	100.0
Total	220	100.0	100.0	

The results show that 49.1% of the respondents agreed and 14.5% strongly agreed that the local authority's internal environment (strengths and weaknesses) has an impact on strategy formulation. This result demonstrates the importance of the internal environment of a local authority in strategy implementation.

The impact of the internal environment on strategy formulation described by interviewees concurred with responses from the quantitative research. Interviewees felt that formulated strategy should fit within the organization's resources and capabilities. The lack of adequate resources to implement activities was singled out as a main factor that prevents strategy implementation.

Question 5.4.1.4: The external environment (political, social, technical, legal, environmental and economic) has an impact on strategy formulation in my local authority

The purpose of this question was to ascertain the impact of the external environment on strategy implementation in the local authorities. Table 5.13 below presents the responses to the question.

Table 0.13: The impact of the external environment (political, social, technical, legal, environmental and economic) on strategy formulation

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	73	33.2	33.2	33.2
Agree	97	44.1	44.1	77.3
Neutral	42	19.1	19.1	96.4
Disagree	8	3.6	3.6	100.0
Total	220	100.0	100.0	

The external environment has an impact on strategy formulation. Table 5.13 shows that 44.1% agreed and 33.2% strongly agreed that the external environment (political, social, technical, legal, environmental, economic, etc.) has an impact on strategy formulation in their local authorities.

Interviewees stated that the external environment has a big impact on strategy formulation. According to the interviewees, the economic environment determines the nature of the strategy as the local authority has to consider residents' capacity to pay rates. The legal and political environment also affects strategy formulation as the local authority should formulate strategies that are in line with political decisions and statutes of government. Lastly, strategy formulation should be synchronized with technological change in order to be effective.

Question 5.4.1.5: My local authority is better at formulating than implementing strategy

Various authors, such as Li et al. (2008), Hrebiniak (2006), Okumus (2001) and Miller (2002), have argued that more attention has been paid to strategy formulation than implementation, resulting in organizations failing to implement more than 70% of their new strategic initiatives. Therefore, the focus of this question was to establish whether the local authorities are better at formulating than implementing strategy, a situation that may result in their implementation failure. The responses to this question are presented in Table 5.14 below.

Table 0.14: My local authority is better at formulating than implementing strategy

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	39	17.7	17.7	17.7
	Agree	118	53.6	53.6	71.4
	Neutral	39	17.7	17.7	89.1
	Disagree	20	9.1	9.1	98.2
	Strongly Disagree	4	1.8	1.8	100.0
	Total	220	100.0	100.0	

Table 5.14 shows that 53.6% and 17.7% of respondents agreed and strongly agreed respectively that their local authorities were better at formulating than implementing strategy. In contrast, 9.1% disagreed and only 17.7% of respondents were neutral about the assertion that local authorities were better at formulating than implementing strategy.

Interviewees stated that local authorities in Zimbabwe usually implement their formulated strategies. However, the implementation of the formulated strategies is not always successful, which implies that there are problems with the implementation effort and that local authorities are therefore better at the implementation of strategies than the formulation thereof.

Table 5.15 presents a combined table of the survey (questions 5.4.1.1–5.4.2.5 above) on the strategy formulation process. Analysis of quantitative and qualitative data showed that respondents had a very good understanding of the strategy formulation and implementation processes. The former were generally defined as processes of setting up the vision, mission and goals of the organization; making decisions; and putting plans, strategies and tactics in place with due regard to both the internal and external environments of the organization in terms of strengths, weaknesses, opportunities, threats and challenges. Strategy implementation was presented as including mainly the operationalization of the formulated strategic plans with built-in monitoring and evaluation frameworks.

Table 0.15: Combined statistical table on strategy formulation process

Statistics						
		My local authority carries out strategy formulation workshops annually	Lower-level employees participate in strategic planning in my local authority	The local authority's internal environment (strengths and weaknesses) has an impact on strategy formulation	The external environment (political, social, technical, legal, environmental and economic) has an impact on strategy formulation in my local authority	My local authority is better at formulating than implementing strategy
N	Valid	220	220	220	220	220
	Missing	0	0	0	0	0
Mean		2.36	3.20	2.35	1.93	2.24
Median		2.00	3.00	2.00	2.00	2.00
Mode		2	4	2	2	2
Variance		1.064	1.293	.842	.667	.830
Std. Deviation		1.031	1.137	.917	.816	.911
Minimum		1	1	1	1	1
Maximum		5	5	5	4	5

From the analysis, it is clear that three of the variables tested in the questionnaire have an impact on strategy formulation. These are the following: the internal environment (mean = 2.35; std. deviation = .917; mode = 2), the external environment (mean = 1.93; std. deviation = .816; mode = 2) and whether the local authority is better at formulating than implementing strategy (mean = 2.24; std. deviation = .911; mode = 2). For these variables, the variances are lower than 1. Higher variations can be noted in the other two variables: “My Local Authority carries out strategy formulation workshops annually” (mean = 2.36; std. deviation = 1.031; mode = 2); and “Lower level employees participate in strategic planning in my Local Authority” (mean = 3.20; std. deviation = 1.031; mode = 4). The standard deviations show that the individual responses, on average, are slightly above 1 point away from the mean.

Question 5.4.2: What are the challenges and barriers to strategy implementation faced by local authorities in Zimbabwe?

This section examines the responses of respondents regarding the challenges and barriers to strategy implementation faced by local authorities in Zimbabwe. The objective of the questions was to determine, from the responses, the influence of the strategy implementation variables as they relate to strategy implementation in the various local authorities. The analysis also includes the qualitative data from the in-depth interviews. The data are presented and analysed below.

5.4.2. Strategy implementation

This section reveals the extent to which strategy implementation variables affect and have an impact on the implementation effort. The variables are also examined to establish if they exist within all four local authorities. The section analyses the following variables: change management, organizational culture, organizational structure, leadership, communication, resource allocation and environmental influences. Qualitative analyses of the variables are also provided.

5.4.2.1 *Change management*

Frequencies of responses were used to measure the responses given to individual variables or questions under the change management component variable.

Question 3.1: My local authority is flexible enough to react to changes in the environment

According to Armstrong (2012, p. 25), today's managers carry out their work in contexts of variety, turbulence and unpredictability where they are expected to cope with conflicting and unclear requirements. However, since changes in the environment affect strategy implementation, managers should be able to deal with situations as they occur, but still remain concerned about the future. This question thus sought to determine if local authorities are flexible enough to react to changes in the environment. Responses to this question are presented in Table 5.16 below.

Table 0.16: My local authority is flexible enough to react to changes in the environment

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	17	7.7	7.7	7.7
Agree	73	33.2	33.2	40.9
Neutral	70	31.8	31.8	72.7
Disagree	51	23.2	23.2	95.9
Strongly Disagree	9	4.1	4.1	100.0
Total	220	100.0	100.0	

The results reveal that 33.2% of respondents agreed and 7.7% strongly agreed that their local authorities are flexible enough to react to changes in the environment. However, 31.8% of respondents were neutral, while 23.2% disagreed. The results obtained confirm that local authorities are not flexible in reacting to changes in the environment. Therefore, strategy implementation is affected.

The interviews confirmed that changes in the environment affect the strategy implementation effort. The interviewees stated that the strategic leaders should put in place the necessary organizational structure that supports change initiatives. According to interviewees, local authorities are flexible enough to react to environmental changes, but more still needs to be done to ensure that necessary supportive systems, such as effective communication both top-down and bottom-up, are present.

Question 3.2: Employees have often shown readiness to accept any changes within my local authority

It is important to analyse organizations and assess their readiness to accept and cope with change so that necessary adjustments can be made (Lynch, 2005, p. 255). This question sought to assess the readiness of employees at the local authorities to react to change, as the possibility of resistance to change could adversely affect the implementation of strategy. Table 5.17 presents the data on the readiness of employees to accept any changes within their local authorities.

Table 0.17: Employees have often shown readiness to accept any changes within my local authority

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	11	5.0	5.0	5.0
Agree	81	36.8	36.8	41.8
Neutral	73	33.2	33.2	75.0
Disagree	49	22.3	22.3	97.3
Strongly Disagree	6	2.7	2.7	100.0
Total	220	100.0	100.0	

The results reveal that 36.8% of respondents agreed and 5.0% strongly agreed that employees within their local authorities have often shown readiness to accept any changes, while 33.2% remained neutral. The responses were, however, varied, with 22.3% disagreeing.

Interviewees stated that there is effective communication of strategy or of any changes in strategy. This may explain why employees within the local authorities are usually ready to accept change. Communication is regarded as important for managing change as it helps employees understand the strategy (Speculand, 2009, p. 170). According to Sterling (2003, pp. 141–146), communication promotes employee buy-in or understanding amongst those who will be responsible for implementing it.

Question 3.3: Changes are clearly communicated in the local authority

This question was aimed at establishing if changes are clearly communicated within the local authorities. This helped the researcher understand the level of acceptance of change by the employees. Speculand (2009, p. 168) states that most people actually welcome change if it is communicated well. The responses are presented in Table 5.18 below.

Table 0.18: Changes are clearly communicated in the local authority

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	15	6.8	6.8	6.8
	Agree	63	28.6	28.6	35.5
	Neutral	63	28.6	28.6	64.1
	Disagree	60	27.3	27.3	91.4
	Strongly Disagree	19	8.6	8.6	100.0
	Total	220	100.0	100.0	

The results in Table 5.18 indicate that more needs to be done to clearly communicate changes in the local authorities. The table illustrates that 28.6% of respondents agreed that changes are clearly communicated, while an equal number were neutral. On aggregate, respondents who disagreed and strongly disagreed represent 35.9%, while those who agreed and strongly agreed represent 35.4%.

Contrary to the questionnaire responses, interviewees felt that changes are clearly communicated to employees. The different responses justify the questionnaire responses, which are almost equal per achieved level response. This indicates that communication takes place, but is not effective and sufficient for change to be effectively actioned within local authorities.

Question 3.4 There is always enough financial support for changes within the local authority

This question sought to establish whether there is enough financial support for changes within the local authorities. Enough financial support would ensure that there is implementation success for any changes. Responses to this question are provided in Table 5.19 below.

Table 0.19: There is always enough financial support for changes within the local authority

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	9	4.1	4.1	4.1
Agree	30	13.6	13.6	17.7
Neutral	53	24.1	24.1	41.8
Disagree	92	41.8	41.8	83.6
Strongly Disagree	36	16.4	16.4	100.0
Total	220	100.0	100.0	

Table 5.19 reveals that there is not enough financial support for changes. This could be the source of a major barrier to strategy implementation. In aggregate, 41.8% of respondents disagreed and 16.4% strongly disagreed with the statement and were of the opinion that there is not enough financial support for major changes within local authorities.

Interviewees responded that strategy implementation in their local authorities is characterized by a lack of adequate funding. A shortage of resources, especially a lack of funding, has resulted in failure to undertake meaningful capital projects.

This section looked at four indicators of change management: flexibility of local authority to environmental changes (flexibility), readiness of employees to accept changes (readiness), clear communication of changes (communication) and financial support for the changes within the local authority (financial support). Table 5.20 shows the proportion of responses from all the employees in the local authorities. Most respondents were neutral in their view on the flexibility of local authorities, readiness of employees, effectiveness of communication and availability of financial support to adopt strategy changes in local authorities. An equally sizeable proportion pointed to flexibility of local authorities, readiness of employees to embrace change and funding within local authorities as key barriers to strategy implementation. The fact that a significant proportion of respondents were neutral and disagreed with three of the four change management variables was in line with the findings from the qualitative analysis. The biggest barrier to strategy implementation was identified as the ability to cope with change.

Table 0.20: Combined statistical table on the change management context

Statistics					
		My local authority is flexible enough to react to changes in the environment	Employees have often shown readiness to accept any changes within my local authority	Changes are clearly communicated in the local authority	There is always enough financial support for changes within the local authority
N	Valid	220	220	220	220
	Missing	0	0	0	0
Mean		2.83	2.81	3.02	3.53
Median		3.00	3.00	3.00	4.00
Mode		2	2	2 ^a	4
Variance		1.011	.867	1.182	1.100
Std. Deviation		1.006	.931	1.087	1.049
Minimum		1	1	1	1
Maximum		5	5	5	5

a. Multiple modes exist. The smallest value is shown

The majority of the respondents agreed that their local authorities are flexible enough to react to changes in the environment (mean = 2.83; std. deviation = 1.006; mode = 2) and that employees have shown readiness to accept any changes within their local authorities (mean = 2.81; std. deviation = .931; mode = 2). However, communication regarding changes is not done effectively (mean = 3.02; std. deviation = 1.087; mode = 2^a). Respondents felt that there is not always enough financial support for changes within their local authorities (mean = 3.53; std. deviation = 1.049; mode = 4). The variable “Employees have often shown readiness to accept any changes within my local authority” had the lowest variation in responses (mean = 2.81; std. deviation = .931).

5.4.2.2 Organizational culture

Frequencies of responses were used to measure the responses to individual variables or questions under the organizational culture component variable.

Question 4.1: There is a high level of trust amongst employees and other stakeholders within my local authority

This question intended to establish whether there was a high level of trust amongst employees and other stakeholders within the local authorities, as that would be one of the catalysts for strategy implementation success. According to Hrebniak (2006), trust amongst employees is important for strategy implementation success as it encourages information sharing. The responses to this question are presented below.

Table 0.21: There is a high level of trust amongst employees and other stakeholders within my local authority

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	5	2.3	2.3	2.3
Agree	67	30.5	30.5	32.7
Neutral	88	40.0	40.0	72.7
Disagree	48	21.8	21.8	94.5
Strongly Disagree	12	5.5	5.5	100.0
Total	220	100.0	100.0	

Table 5.21 highlights that 30.5% of respondents agreed that there is a high level of trust amongst employees and other stakeholders of the local authorities. However, this is compromised by 40% of respondents who were neutral, while 21.8% disagreed. There is, therefore, a need to create an environment that builds more trust amongst the stakeholders.

During the in-depth interviews, participants did not discuss the level of trust amongst employees and other stakeholders within their local authorities.

Question 4.2: My local authority promotes an open and innovative working environment

This question sought to assess the culture of local authorities in terms of their openness and promotion of innovativeness. The answers to this question are provided in Table 5.22 below.

Table 0.22: My local authority promotes an open and innovative working environment

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	7	3.2	3.2	3.2
	Agree	91	41.4	41.4	44.5
	Neutral	77	35.0	35.0	79.5
	Disagree	40	18.2	18.2	97.7
	Strongly Disagree	5	2.3	2.3	100.0
	Total	220	100.0	100.0	

Results in Table 5.22 indicate that 41.4% of respondents were of the opinion that the local authorities actually promote an open and innovative working environment. However, 35% neither agreed nor disagreed. If innovation is not promoted, this may hinder strategy implementation. Therefore, there is no lack of innovation, which could have been be one of the major barriers to strategy implantation by local authorities.

The interview participants did not directly mention the presence of innovativeness but mentioned that there is open communication. Interviewees also stated that communication encourages knowledge transfer and learning. Therefore, it can be concluded that an open and innovative culture exists within the local authorities and the open culture has helped to promote strategy implementation.

Question 4.3: My local authority makes use of technology in process implementation to facilitate goal attainment

This question was aimed at establishing whether the local authorities make use of technology in their processes as they pursue their vision and goals. The respondents' views are provided in Table 5.23 below.

Table 0.23: My local authority makes use of technology in process implementation to facilitate goal attainment

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	27	12.3	12.3	12.3
Agree	97	44.1	44.1	56.4
Neutral	74	33.6	33.6	90.0
Disagree	18	8.2	8.2	98.2
Strongly Disagree	4	1.8	1.8	100.0
Total	220	100.0	100.0	

Technology is being used in the process of strategy implementation, as indicated by 44.1% of respondents who agreed and 12.3% who strongly agreed with the statement. However, 33.6% remained neutral.

While interviewees stated that their local authorities were making use of technology, they also, however, felt that one of their biggest challenges was to cope with the rapid changes in technology. Participants felt that keeping pace with technological change is very difficult. Therefore, technology is being utilized, but local authorities face difficulties in keeping up with new developments.

Question 4.4: Teamwork is promoted and valued in my local authority

This question was aimed at establishing how participants viewed teamwork within the local authorities.

Table 0.24: Teamwork is promoted and valued in my local authority

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	22	10.0	10.0	10.0
Agree	106	48.2	48.2	58.2
Neutral	59	26.8	26.8	85.0
Disagree	28	12.7	12.7	97.7
Strongly Disagree	5	2.3	2.3	100.0
Total	220	100.0	100.0	

Table 5.24 shows that 48.2% of respondents agreed that teamwork is promoted and valued in their local authorities. Those who either disagreed or strongly disagreed constitute only 12.7% and 2.3% respectively. If members cannot work as a team, it can negatively affect strategy implementation success.

Interviewees were of the opinion that the existence of teamwork has tended to increase productivity.

Question 4.5: In my local authority, employees are committed to their work

This question intended to assess whether commitment to work is part and parcel of the culture of local authorities under study. This question is important because poor implementation can be a result of a lack of commitment to strategic management practices by top management and other members of the organization (Kangoro, 1998). Responses to this question are presented in Table 5.25.

Table 0.25: In my local authority, employees are committed to their work

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	28	12.7	12.7	12.7
Agree	114	51.8	51.8	64.5
Neutral	52	23.6	23.6	88.2
Disagree	22	10.0	10.0	98.2
Strongly Disagree	4	1.8	1.8	100.0
Total	220	100.0	100.0	

Employees within the local authorities are committed to their work, as indicated by 51.8% of respondents and shown in Table 5.25. The results show that 23.6% of respondents were not sure whether employees within local authorities are committed to their work.

According to the interviewees, there is commitment to work by employees within the local authorities. The interviewees were of the opinion that the organizational cultures of their local authorities support strategy implementation by ensuring clear lines of responsibility and accountability within the structures and that this helps in the coordination of activities of different departments and units. According to the interviewees, communication has helped to ensure that employees understand strategy and the exact actions they need to take. According to Sterling (2003, pp. 141–146), those who are responsible for implementing strategy should buy into or understand the strategy.

Organizational culture, within the context of this research, was indicated by the level of trust between employees and other stakeholders (trust), promotion of an open and innovative working environment (environment), use of technology (technology), teamwork and commitment to duty by the employees. Most respondents were neutral in their assessment of organizational culture as a barrier to strategy implementation, and an even bigger proportion indicated that organizational culture was one of the barriers to strategy implementation as all the components had a standard deviation and variance of less than 1. In the qualitative analysis, three major themes emerged when interviewees identified the organizational and political obstacles that stood in the way of strategy implementation. These themes were councillors, politicians and the government. Organizational politics and power struggles, both of which are part of organizational culture, were identified to be amongst the main barriers to strategy implementation, especially within local authorities.

Table 0.26: Combined statistical table on organizational culture

Statistics						
		There is a high level of trust amongst employees and other stakeholders within my local authority	My local authority promotes an open and innovative working environment	My local authority makes use of technology in process implementation to facilitate goal attainment	Teamwork is promoted and valued in my local authority	In my local authority, employees are committed to their work
N	Valid	220	220	220	220	220
	Missing	0	0	0	0	0
Mean		2.98	2.75	2.43	2.49	2.36
Median		3.00	3.00	2.00	2.00	2.00
Mode		3	2	2	2	2
Std. Deviation		.914	.869	.876	.919	.894
Variance		.835	.755	.767	.845	.799
Minimum		1	1	1	1	1
Maximum		5	5	5	5	5

The variable “There is a high level of trust amongst employees and other stakeholders within my local authority” shows that respondents were mostly neutral (mean = 2.98; std. deviation = .914; mode = 3). The local authorities also succeed in promoting an open and innovative working environment (mean = 2.75; std. deviation = .869; mode = 2). On average, the local

authorities make use of technology in strategy implementation (mean = 2.43; std. deviation = .876; mode = 2). Teamwork is also promoted (mean = 2.49; std. deviation = .919; mode = 2). Generally, employees are committed to their work within the local authorities (mean = 2.36; std. deviation = .894; mode = 2). All responses fall within 1 standard deviation of the mean and, therefore, the variables have an impact on strategy implementation within local authorities.

5.4.2.3 Organizational structure

Frequencies of responses were used to measure the responses made to individual variables or questions under the organizational structure component variable.

Question 5.4.2.3.1: There are relatively few hierarchical levels and a wide span of control in my local authority

This question was asked to establish the nature of the hierarchical levels within the local authorities. The purpose was to assess whether it would be easy to implement strategy given the challenges associated with hierarchies and span of control. For instance, the organizational “power” structure determines how responsibilities are assigned within an organization, and it can be difficult to implement strategy where hierarchical levels and span of control stand in the way of effective implementation. Table 5.27 shows the responses to the question.

Table 0.27: There are relatively few hierarchical levels and a wide span of control in my local authority

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	29	13.2	13.2	13.2
Agree	103	46.8	46.8	60.0
Neutral	63	28.6	28.6	88.6
Disagree	21	9.5	9.5	98.2
Strongly Disagree	4	1.8	1.8	100.0
Total	220	100.0	100.0	

Table 5.27 illustrates that 46.8% of respondents agreed that there are relatively few hierarchical levels and a wide span of control in their local authorities. Only 9.5% disagreed, while 28.6% remained neutral. These results reveal that the structures of the local authorities

are suitable for strategy implementation. This argument is derived from the assertion that an organization with relatively few hierarchical levels and wide span of control can make it easier to implement strategy (Rajasekar, 2014, p. 173).

Interview accounts also support the questionnaire responses and indicate that the structures support strategy implementation. For instance, interviewees were of the opinion that the structure of their local authorities supports strategy by defining roles, responsibilities and accountabilities that make it easier to implement strategy.

Question 5.4.2.3.2: The structure of my local authority supports strategy implementation

This question aimed to discover whether the structures of the local authorities make it easier for the authorities to implement strategy. According to Rajasekar (2014, p. 173), a correlation exists between an organization's performance, its structure and the behaviour of employees. Table 5.28 shows the responses to the answer.

Table 0.28: The structure of my local authority supports strategy implementation

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	11	5.0	5.0	5.0
Agree	107	48.6	48.6	53.6
Neutral	80	36.4	36.4	90.0
Disagree	17	7.7	7.7	97.7
Strongly Disagree	5	2.3	2.3	100.0
Total	220	100.0	100.0	

The frequency data reveal that the structure of the local authorities under study actually supports strategy implementation. Table 5.28 illustrates that 48.6% of respondents agreed that the structures of their local authorities support strategy implementation.

While respondents to the questionnaire felt that the structures within the local authorities support strategy implementation, the interviewees, in contrast, were of the opinion that strategy implementation in their local authorities is mostly influenced by organizational power structures. For example, interviewees cited the differences between elected councillors, administrators and politicians as having a negative impact on strategy implementation in their local authorities. They also cited the existence of political interference where politicians try to exercise their authority and influence over the operations of councils.

Question 5.4.2.3.3: There is clear responsibility or accountability in the implementation of decisions or actions

This question intended to establish whether strategy implementation within local authorities is structured and formal. Structure is necessary in order for employees to readily act on strategy and to be responsible and accountable for their actions in implementation. Table 5.29 presents the responses of respondents.

Table 0.29: There is clear responsibility or accountability in the implementation of decisions or actions

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	20	9.1	9.1	9.1
Agree	90	40.9	40.9	50.0
Neutral	71	32.3	32.3	82.3
Disagree	31	14.1	14.1	96.4
Strongly Disagree	8	3.6	3.6	100.0
Total	220	100.0	100.0	

Local authorities exercise clear responsibility and accountability in the implementation of decisions or actions, as pointed out by 40.9% of respondents who agreed that with this statement.

Interviewees stated that their local authorities had structures that support strategy by defining roles, responsibilities and accountabilities.

Question 5.4.2.3.4: Activities of organizational units are well coordinated

This question intended to establish whether the structures of the local authorities are coordinated enough to promote strategy implementation. The responses to the question are provided in Table 5.30 below.

Table 0.30: Activities of organizational units are well coordinated

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	13	5.9	5.9	5.9
Agree	87	39.5	39.5	45.5
Neutral	83	37.7	37.7	83.2
Disagree	26	11.8	11.8	95.0
Strongly Disagree	11	5.0	5.0	100.0
Total	220	100.0	100.0	

There is a reasonably good coordination of the activities of organizational units, as indicated by 39.5% of respondents who agreed that the coordination is present. However, a large percentage of 37.7% were neutral.

The results of the interviews indicate that while the activities of different organizational units may be coordinated, the implementation is to a considerable extent affected by politics, as politicians try to influence local authorities' decisions. This situation is also aggravated by the differences that exist between elected councillors, administrators and politicians.

Organizational structure was indicated by hierarchical levels and span of control (hierarchy), structural support of strategy implementation (support), responsibility and accountability (accountability) and coordination of organizational units (coordination). The qualitative results on organizational structure indicate that strategy implementation in local authorities is hindered by interference from politics, as they influence the running of operations of local authorities through elected councillors, administrators and senior management. The quantitative results reveal that organizational structure has an impact on strategy implementation, as the variables had standard deviation and variances less than 1, with scores all clustered around the mean. The main limitations were identified as a lack of support, a lack of hierarchy support and a lack of coordination, in that order. The secondary limitations, especially amongst the moderate variables, included a lack of accountability and responsibility.

Table 0.31: Combined statistical table on organizational structure

Statistics					
		There are relatively few hierarchical levels and a wide span of control in my local authority	The structure of my local authority supports strategy implementation	There is clear responsibility or accountability in the implementation of decisions or actions	Activities of organizational units are well coordinated
N	Valid	220	220	220	220
	Missing	0	0	0	0
Mean		2.40	2.54	2.62	2.70
Median		2.00	2.00	2.50	3.00
Mode		2	2	2	2
Variance		.807	.643	.921	.867
Std. Deviation		.899	.802	.960	.931
Minimum		1	1	1	1
Maximum		5	5	5	5

The results above show that the scores are clustered around the mean, indicating low variations for all the variables. The data reveal that there are relatively few hierarchical levels and wide spans of control in the local authorities (mean = 2.40; std. deviation = .899; mode = 2). The structure of the local authorities also supports strategy implementation (mean = 2.54; std. deviation = .802; mode = 2). Clear responsibility and accountability in the implementation effort are also noted (mean = 2.62; std. deviation = .960; mode = 2). Lastly, activities of organizational units are well coordinated (mean = 2.70; std. deviation = .931; mode = 2). All the components of organizational structure had standard deviation and variance less than 1. Hence, organizational structure has an impact on strategy implementation within local authorities.

5.4.2.4 Strategic leadership

Frequencies of responses were used to measure the responses to individual variables or questions under the strategic leadership component variable.

Question 5.4.3.4.1: My local authority carries out strategy implementation workshops annually

This question sought to verify whether the local authorities under study carry out strategy implementation workshops annually, besides the annual strategy formulation workshops. This information assists in establishing whether strategy implementation is accorded as much attention as strategy formulation by local authorities. The responses are presented in Table 5.32 below.

Table 0.32: My local authority carries out strategy implementation workshops annually

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	39	17.7	17.7	17.7
Agree	106	48.2	48.2	65.9
Neutral	34	15.5	15.5	81.4
Disagree	28	12.7	12.7	94.1
Strongly Disagree	13	5.9	5.9	100.0
Total	220	100.0	100.0	

Table 5.32 reveals that the local authorities carry out strategy implementation workshops annually. The results in Table 5.32 reveal that 48.2% of respondents agreed with the statement.

During the in-depth interviews, in their accounts, participants did not mention that their local authorities carry out strategy implementation workshops annually. However, they stated that while the local authorities generally implement their formulated strategies, the implementation of the formulated strategies is not usually successful. This interview data tend to provide a rather contrasting view to the questionnaire responses in terms of the attention given to strategy implementation by the local authorities.

Question 5.4.3.4.2: There are usually clear guidelines or models to guide strategy implementation efforts

This question sought to establish whether Las use any clear guidelines or models to guide them in their implementation efforts. This question is important because if organizational processes are not clearly defined, strategy implementation becomes very difficult (Speculand, 2014, pp. 29–30). However, to ensure effective implementation, organizations can make use

of clear guidelines or existing models and frameworks to guide their strategy implementation effort. Responses to this question are presented below in Table 5.33.

Table 0.33: There are usually clear guidelines or models to guide strategy implementation efforts

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	14	6.4	6.4	6.4
Agree	100	45.5	45.5	51.8
Neutral	81	36.8	36.8	88.6
Disagree	18	8.2	8.2	96.8
Strongly Disagree	7	3.2	3.2	100.0
Total	220	100.0	100.0	

Table 5.33 reveals that 45.5% of respondents indicated that their local authorities have clear guidelines or models to guide their strategy implementation efforts. The question, however, remains as to what extent these guidelines or models assist the implementation of strategy and, if they do, which ones are the most useful.

According to the interviewees, the local authorities do not have clear guidelines or models that guide strategy implementation. In fact, unlike the responses to the questionnaire, the interviewees pointed out that the local authorities are involved in haphazard implementation due to a lack of guidelines or models and frameworks for implementation.

Question 5.4.3.4.3: Top management is heavily involved in monitoring and reviewing the progress of each strategic programme created by the local authority

This question sought to reveal the involvement of leadership in the implementation of strategic plans by the local authorities. The responses to the question are presented in Table 5.34 below.

Table 0.34: Top management is heavily involved in monitoring and reviewing the progress of each strategic programme created by the local authority

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	31	14.1	14.1	14.1
Agree	96	43.6	43.6	57.7
Neutral	59	26.8	26.8	84.5
Disagree	24	10.9	10.9	95.5
Strongly Disagree	10	4.5	4.5	100.0
Total	220	100.0	100.0	

The frequency results indicate that top management is deeply involved in monitoring and reviewing the progress of each strategic programme created by the local authority. Table 5.34 reveals that 57.7% of respondents agreed and strongly agreed, whereas 10.9 % disagreed with the statement.

The interviewees' accounts were in line with the responses from the questionnaire. The interviewees stated that senior leadership is indeed involved in monitoring and reviewing the progress of strategic programmes. According to the interviewees, senior leadership is involved throughout the process of strategy formulation, planning and implementation.

Question 5.4.3.4.4: Leadership in the local authority motivates employees to be committed to strategy implementation

This question intended to assess the level of management effort to motivate employees in the local authorities. The responses are shown in Table 5.35 below.

Table 0.35: Leadership in the local authority motivates employees to be committed to strategy implementation

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	17	7.7	7.7	7.7
Agree	80	36.4	36.4	44.1
Neutral	53	24.1	24.1	68.2
Disagree	53	24.1	24.1	92.3
Strongly Disagree	17	7.7	7.7	100.0
Total	220	100.0	100.0	

There is effort by leadership within the local authorities to motivate employees to be committed to strategy, as demonstrated in the table above. Eighty respondents (36.4%) agreed that leadership motivates employees to be committed to strategy implementation. However, a considerable number (24.1%) remained neutral, while another 24.1% disagreed with the statement. Therefore, these responses indicate low levels of employee motivation by leadership within the local authorities.

The interviewees' accounts were in line with the responses to the questionnaire. The interviewees stated that the leadership in the local authorities motivates employees to be committed to strategy implementation. The interview participants stated that senior leadership creates confidence and motivation by communicating the vision and mission of councils. However, they also pointed out that the failure by senior leadership to mobilize resources has seriously affected service delivery. Therefore, in light of both the quantitative and qualitative results, the effort to motivate employees by leadership within the local authorities is neutralized by their failure to adequately mobilize and allocate resources for strategy implementation.

Table 5.36 reveals the lack of clear guidelines/models to guide strategy implementation efforts (standard deviation and variance less than 1) and the failure of top management to involve itself in monitoring strategy (with standard deviation and variance just slightly above 1) as the variables that have an impact on strategy implementation and are, therefore, potential barriers to strategy implementation (from the responses on quantitative analysis). The qualitative analysis revealed that strategy implementation could be hindered by leadership as consistency is haphazard and lacking during strategy implementation processes. However, the top leadership was involved in monitoring and reviewing progress at each stage. Three main themes emerged when the interviewees described the senior management's involvement in strategy implementation in their local authorities and how it influenced implementation success. These themes were involvement, resources and employees.

Table 0.36: Combined statistical table on strategic leadership

Statistics					
		My local authority carries out strategy implementation workshops annually	There are usually clear guidelines or models to guide strategy implementation efforts	Top management is heavily involved in monitoring and reviewing the progress of each strategic programme created by the local authority	Leadership in the local authority motivates employees to be committed to strategy implementation
N	Valid	220	220	220	220
	Missing	0	0	0	0
Mean		2.41	2.56	2.48	2.88
Median		2.00	2.00	2.00	3.00
Mode		2	2	2	2
Variance		1.211	.731	1.027	1.213
Std. Deviation		1.100	.855	1.013	1.101
Minimum		1	1	1	1
Maximum		5	5	5	5

Strategy implementation workshops are carried out annually by the local authorities (mean = 2.41; std. deviation = 1.100; mode = 2). The local authorities make use of clear guidelines or models to guide strategy implementation efforts (mean = 2.56; std. deviation = .855; mode = 2). On average, leadership motivates employees (mean = 2.88), but this variable has the most varied responses in the component table (std. deviation = 1.101).

5.4.2.5 Communication

Frequencies of responses were used to measure the responses to individual variables or questions under the communication component variable.

Question 5.4.2.5.1: Strategy is well communicated to employees all the time

According to Noble (1999a), effective strategy communication is important because it helps employees understand and appreciate the strategy and it fosters buy-in for the strategy. This

question sought to establish if strategy is well communicated within the local authorities. The responses to the question are presented in the Table 5.37 below.

Table 0.37: Strategy is well communicated to employees all the time

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	6	2.7	2.8	2.8
	Agree	79	35.9	36.2	39.0
	Neutral	62	28.2	28.4	67.4
	Disagree	61	27.7	28.0	95.4
	Strongly Disagree	10	4.5	4.6	100.0
	Total	218	99.1	100.0	
Missing	System	2	.9		
Total		220	100.0		

The frequency results in the table above indicate that there is communication about strategy to all employees by local authorities. While 35.9% respondents agreed that strategy is well communicated, 27.7% disagreed and 28.2% were neutral.

According to the interviewees, strategy is well communicated to employees, and council employees thus understand the vision, mission and objectives of the council.

Question 5.4.3.4.2: I understand the current strategy of my local authority

If strategy is well communicated, then it should be understood by the employees, or the implementers. This question sought to establish whether the employees understand the current strategies of their local authorities. This question is important because it is easier to implement strategy if it is understood by those who implement the strategy (Sterling, 2003, pp. 141–146). Table 5.38 shows the responses to the question.

Table 0.38: I understand the current strategy of my local authority

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	9	4.1	4.1	4.1
Agree	84	38.2	38.2	42.3
Neutral	70	31.8	31.8	74.1
Disagree	48	21.8	21.8	95.9
Strongly Disagree	9	4.1	4.1	100.0
Total	220	100.0	100.0	

Employees within the local authorities understand the current strategy of their organizations. Of the respondents, 38.2% agreed that they understand their local authorities' current strategy. This corroborates the finding that the strategies are well communicated to employees within the local authorities.

The interview results indicate that council employees confirmed that they understand the current strategy of their local authorities. Therefore, the interview results are similar to the questionnaire responses for this particular aspect.

Question 5.4.3.4.3: I understand how my work contributes to the overall council strategy

This question sought to assess whether the employees know the actions they have to take to participate in the new strategy so that they can pursue the vision and mission of their local authorities. Table 5.39 shows the responses to the question.

Table 0.39: I understand how my work contributes to the overall council strategy

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	58	26.4	26.4	26.4
Agree	98	44.5	44.5	70.9
Neutral	44	20.0	20.0	90.9
Disagree	18	8.2	8.2	99.1
Strongly Disagree	2	.9	.9	100.0
Total	220	100.0	100.0	

Employees in local authorities under study understand how their work contributes to the overall strategy of their organizations. Table 5.39 illustrates that 70.9% of respondents agreed and strongly agreed with the given statement.

The interviews also revealed that the employees understand the council strategy. Interviewees expressed that communication has helped them understand the vision, mission and objectives of councils.

Question 5.4.3.4.4: In my local authority, communication is a major contributor to the achievement of strategic objectives

This question sought to reveal the importance of communication in the achievement of strategic objectives of the local authorities. The responses are presented in Table 5.40 below.

Table 0.40: In my local authority, communication is a major contributor to the achievement of strategic objectives

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	42	19.1	19.1	19.1
Agree	109	49.5	49.5	68.6
Neutral	46	20.9	20.9	89.5
Disagree	22	10.0	10.0	99.5
Strongly Disagree	1	.5	.5	100.0
Total	220	100.0	100.0	

The importance of communication is highlighted in the responses. Table 5.40 shows that 68.6% of respondents agreed and strongly agreed that communication is a major contributor to the achievement of strategic objectives in their local authorities.

The interviewees were in agreement with the questionnaire respondents. The interviewees stated that communication has enabled council employees to understand any changes as well as the vision, mission and objectives of their councils.

Question 5.4.3.4.5: Communication flows from top to bottom in my local authority

This question intended to establish the extent to which local authorities engage in a top-down communication approach. The responses are presented in Table 5.41 below.

Table 0.41: Communication flows from top to bottom in my local authority

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	46	20.9	20.9	20.9
Agree	109	49.5	49.5	70.5
Neutral	35	15.9	15.9	86.4
Disagree	27	12.3	12.3	98.6
Strongly Disagree	3	1.4	1.4	100.0
Total	220	100.0	100.0	

Communication largely flows from top to bottom. Table 5.41 illustrates that 49.5% of respondents agreed that, within their local authorities, communication flows from top to bottom.

The interviewee accounts also indicate that communication is largely top-down. However, their sentiments were that the local authorities should make use of all communication channels and include top-down, bottom-up and lateral channels.

Question 5.4.3.4.6: There is communication from bottom to top in my local authority

This question sought to establish if communication also takes place from bottom to top within the local authorities. The responses to the question are presented in Table 5.42 below.

Table 0.42: There is communication from bottom to top in my local authority

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	22	10.0	10.0	10.0
Agree	58	26.4	26.4	36.4
Neutral	84	38.2	38.2	74.5
Disagree	43	19.5	19.5	94.1
Strongly Disagree	13	5.9	5.9	100.0
Total	220	100.0	100.0	

On the whole, communication is not expressed from bottom to top. Table 5.42 illustrates that 38.2% of responses were neutral, while only 26.4% agreed that communication moves from bottom to top in their local authorities.

According to the interviewees, there is little communication from the bottom to the top. The interviewees pointed to communication as being related to the implementation of orders emanating from policy decisions by statute. However, interviewees were of the opinion that bottom-up communication would encourage lower-level staff to contribute to the strategy during formulation and implementation.

The communication of strategy within the local authorities was evaluated on the basis of the extent to which strategy was communicated to employees (strategy communication), understanding of the current strategy (current strategy), contribution of employees' mandate to overall council strategy (work), communication flow from top to bottom (downward communication) and communication flow from bottom to top (upward communication). More than 50% of all the respondents were either neutral in their assessments or disagreed with the proffered variables, except on the issue of understanding how their work contributed to the overall council strategy. Indications were, therefore, that communication strategies are probably not at their best in the four sampled local authorities in Mashonaland West Province. Communication was an important determinant of the success of the strategy implementation amongst the respondents within the local authorities.

The results of the qualitative analysis confirmed that communication has an impact on strategy implementation, and similar results were obtained to those of the quantitative analysis. Interviewees were of the opinion that the flow of information from lower-level employees to top management would need improvement if strategy implementation is to be fully achieved, since their input is important.

Table 0.43: Combined statistical table on communication

Statistics						
	Strategy is well communicated to employees all the time	I understand the current strategy of my local authority	I understand how my work contributes to the overall council strategy	In my local authority, communication is a major contributor to the achievement of strategic objectives	Communication flows from top to bottom in my local authority	There is communication from bottom to top in my local authority
N Valid	218	220	220	220	220	220
Missing	2	0	0	0	0	0
Mean	2.95	2.84	2.13	2.23	2.24	2.85
Median	3.00	3.00	2.00	2.00	2.00	3.00
Mode	2	2	2	2	2	3
Variance	.938	.905	.860	.791	.930	1.078
Std. Deviation	.968	.951	.928	.889	.964	1.038
Minimum	1	1	1	1	1	1
Maximum	5	5	5	5	5	5

On average, respondents agreed that strategy is well communicated to employees within their local authorities (mean = 2.95; std. deviation = .968; mode = 2). Respondents also understood the current strategy of their local authorities (mean = 2.84; std. deviation = .951; mode = 2). Employees furthermore understood how their work contributes to the overall council strategy (mean = 2.23; std. deviation = .928; mode = 2). The importance of communication as a major contributor to the achievement of strategic objectives was also revealed (mean = 2.23; std. deviation = .889; mode = 2). Communication was shown to largely flow from top to bottom within the local authorities (mean = 2.24; std. deviation = .964; mode = 2), rather than from bottom to top (mean = 2.85; std. deviation = 1.038; mode = 3). The results revealed that communication has an impact on strategy implementation as standard deviation and variances were below 1, except for the variable of bottom-to-top communication, which had a standard deviation of 1.038 and variance of 1.078.

5.4.2.6 Resource allocation

Frequencies of responses were used to measure the responses to individual variables or questions under the resource allocation component variable. The importance of this variable component lies in the fact that resource allocation has an impact on strategy implementation. According to Sterling (2003, p. 30), strategy implementation fails sometimes due to a lack of adequate resource allocations, particularly for capital-intensive strategies.

Question 5.4.3.6.1: The local authority maximizes all revenue-generating opportunities

This question sought to establish whether local authorities make use of revenue-generating opportunities to avoid budgetary constraints in a difficult economy. Table 5.44 below presents the responses to the question.

Table 0.44: The local authority maximizes all revenue-generating opportunities

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	11	5.0	5.0	5.0
Agree	69	31.4	31.4	36.4
Neutral	66	30.0	30.0	66.4
Disagree	57	25.9	25.9	92.3
Strongly Disagree	17	7.7	7.7	100.0
Total	220	100.0	100.0	

Table 5.44 illustrates that local authorities maximize revenue-generating opportunities, but only to a moderate extent. The results in Table 5.44 reveal that 31.4% of respondents agreed that their local authorities maximize all revenue-generating opportunities, but this is compromised by 30% who were neutral.

According to the interviewees, the local authorities experience budgetary constraints because they collect inadequate revenue. This implies that the local authorities may not be taking advantage of all revenue-generating opportunities due to a lack of innovativeness. According to the interviewees, there are not enough resources to cater for all essential activities, thus strategy is not implemented properly. This shortage of resources has resulted in the failure to undertake meaningful capital projects.

Question 5.4.3.6.2: The local authority budgets are linked to strategy

The aim of this question was to establish if the local authorities' strategies are backed by supportive budgets. This question is important because strategy implementation can be made possible by the requirement that local authorities are supposed to work according to plans and supported budgets. The responses to this question are presented in Table 5.45.

Table 0.45: The local authority budgets are linked to strategy

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	15	6.8	6.8	6.8
	Agree	95	43.2	43.2	50.0
	Neutral	74	33.6	33.6	83.6
	Disagree	29	13.2	13.2	96.8
	Strongly Disagree	7	3.2	3.2	100.0
Total		220	100.0	100.0	

The local authorities' budgets are linked to strategy, as demonstrated by 43.2% of respondents who agreed with the statement. However, 33.6% of respondents neither agreed nor disagreed.

Participants in interviews stated that the local authorities produce plans and budgets to support strategy. In strategy implementation local authorities are guided by budget limits and targets. However, interviewees also observed that, due to macroeconomic challenges, the local authorities end up squeezing the available resources, and some plans are carried forward. The local authorities then prioritize activities for implementation because the resources are inadequate, having been affected by the prevailing economic situation in the country.

Question 5.4.3.6.3: There are adequate financial resources at the local authority's disposal to implement strategy

The researcher sought to understand the financial position of the local authorities in terms of their ability to fund the implementation of strategies effectively. Adequate financial resources are critical for local authorities to be effective in terms of administration and implementation of strategies. Table 5.46 below presents the responses to the question.

Table 0.46: There are adequate financial resources at the local authority's disposal to implement strategy

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	3	1.4	1.4	1.4
Agree	26	11.8	11.8	13.2
Neutral	71	32.3	32.3	45.5
Disagree	94	42.7	42.7	88.2
Strongly Disagree	26	11.8	11.8	100.0
Total	220	100.0	100.0	

Table 5.46 illustrates that 42.7% of respondents disagreed with the statement that there are adequate financial resources at the local authorities' disposal with which to implement strategy. This implies that local authorities do not have adequate resources at their disposal to implement strategy.

The interviews also revealed that local authorities do not have adequate financial resources to sufficiently fund the implementation of strategies. For instance, interviewees pointed out that service delivery has been hindered by a lack of adequate financial resources. For example, the participants mentioned that, due to limited financial resources, most of the budget allocations are allotted to salaries and wages and that this has had an impact on service delivery. The local authorities have also found it difficult to undertake capital projects due to financial constraints. According to the interviewees, the focus has been on critical activities, and this has affected the overall performance of the local authorities.

Question 5.4.3.6.4: The local authority has competent human capital to effectively support strategy implementation

The aim of this question was to evaluate whether the local authorities have employees with the requisite knowledge, experience and skills that would make them competent enough to drive strategy implementation. The answers are presented in Table 5.47 below.

Table 0.47: The local authority has competent human capital to effectively support strategy implementation

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	15	6.8	6.8	6.8
Agree	101	45.9	45.9	52.7
Neutral	66	30.0	30.0	82.7
Disagree	26	11.8	11.8	94.5
Strongly Disagree	12	5.5	5.5	100.0
Total	220	100.0	100.0	

Table 5.47 illustrates that 45.9% of respondents were of the opinion that their local authorities have competent human capital to effectively support strategy implementation.

The interviewees did not explicitly mention the competence of the local authorities' personnel. However, they mentioned that the administrators have relevant educational levels and skills to implement council projects. They also pointed out the differences in educational levels between elected councillors and administrators, which has tended to affect the smooth implementation of strategies. According to the interviewees, formulating and implementing it requires capable people and, therefore, local authorities should consider human capital first.

The results in Table 5.48 suggest that the effect of resource allocation on the success of strategy implementation is noteworthy in local authorities in Mashonaland West in Zimbabwe, as the variables proffered had variance and standard deviation of less than 1, except for one variable ("the local authority maximizes all revenue-generating opportunities") about which respondents were neutral. By implication, poor budgeting, a lack of disposable financial resources and inadequate competent human capital were all potential barriers to strategy implementation for the local authorities under study.

Interview results revealed that three main themes emerged when the employees were asked how the allocation of resources affected strategy implementation in their local authorities. The themes were adequate funding, council and service. Therefore, the interviews concurred with survey results that resource allocation is a barrier to strategy implementation within local authorities.

Table 0.48: Combined statistical table on resource allocation

		Statistics			
		The local authority maximizes all revenue-generating opportunities	The local authority budgets are linked to strategy	There are adequate financial resources at the local authority's disposal to implement strategy	The local authority has competent human capital to effectively support strategy implementation
N	Valid	220	220	220	220
	Missing	0	0	0	0
Mean		3.00	2.63	3.52	2.63
Median		3.00	2.50	4.00	2.00
Mode		2	2	4	2
Variance		1.087	.828	.808	.937
Std. Deviation		1.042	.910	.899	.968
Minimum		1	1	1	1
Maximum		5	5	5	5

Local authorities only make use of revenue-generating opportunities in a moderate way (mean = 3.00; std. deviation = 1.042; mode = 2). The results also show that the budgets for the local authorities are linked to strategy (mean = 2.63; std. deviation = .910; mode = 2). There are no adequate financial resources at the local authorities' disposal with which to implement strategy (mean = 3.52; std. deviation = .899; mode = 4). However, The local authorities have competent human capital to effectively support strategy implementation (mean = 2.63; std. deviation = .968; mode = 2). The results reveal that resource allocation variables do have an impact on strategy implementation and pose a barrier to the implementation of strategies within local authorities.

5.4.2.7 Environmental influences

Frequencies of responses were used to measure the responses to individual variables or questions under the environmental influences component variable.

Question 5.4.2.7.1: Good relationships exist between my local authority and residents

This question sought to discover the relationships between residents and the local authorities, which should assist in both strategy formulation and implementation. The responses to this question are presented in Table 5.49 below.

Table 0.49: Good relationships exist between my local authority and residents

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	16	7.3	7.3	7.3
Agree	101	45.9	45.9	53.2
Neutral	71	32.3	32.3	85.5
Disagree	24	10.9	10.9	96.4
Strongly Disagree	8	3.6	3.6	100.0
Total	220	100.0	100.0	

The data demonstrate that good relations exist between the local authorities and residents. A total of 101 respondents (45.9%) agreed that good relations exist between their local authorities and the residents.

In their accounts, the interviewees did not discuss the relationships between the local authorities and the residents. However, they agreed that the external environment has had an impact on strategy implementation in their local authorities, and this includes the local authorities' relations with the residents.

Question 5.4.2.7.2: Good relationships exist between my local authority and the government

This question sought to discover the relationships between local authorities and the government, which should assist in both strategy formulation and implementation. The responses to this question are presented in Table 5.50.

Table 0.50: Good relations exist between my local authority and the government

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Agree	11	5.0	5.0	5.0
	Agree	138	62.7	62.7	67.7
	Neutral	60	27.3	27.3	95.0
	Disagree	10	4.5	4.5	99.5
	Strongly Disagree	1	.5	.5	100.0
	Total	220	100.0	100.0	

The data in Table 5.50 demonstrate that good relations exist between the local authorities and the government. Table 5.50 illustrates that 62.7% of respondents agreed that good relations exist between their local authorities and the government.

In contrast, interviewees expressed the view that relations were affected by what can be termed disguised interference by government in the affairs of local authorities. It is difficult, however, to draw a line between oversight and political interference. They argued that the local authorities lack the autonomy to carry out their duties. In addition, it was reported that elected councillors feel compelled to report to the Minister, which compromises their duties.

Question 5.4.2.7.3: The local authority's internal environment (strengths and weaknesses) has an impact on strategy implementation

This question sought to reveal the interviewees' perceptions of the role and importance of the internal environment in determining the strategic direction of the local authorities. The internal environment is based on the resource-based view theory, which states that an organization's unique resources and capabilities form the basis for strategy formulation. Table 5.51. indicates the responses to the question.

Table 0.51: The local authority's internal environment (strengths and weaknesses) has an impact on strategy implementation

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	30	13.6	13.6	13.6
Agree	124	56.4	56.4	70.0
Neutral	54	24.5	24.5	94.5
Disagree	10	4.5	4.5	99.1
Strongly Disagree	2	.9	.9	100.0
Total	220	100.0	100.0	

The importance of the internal environment is highlighted in the data. Table 5.51 illustrates that 56.4% of respondents agreed that the local authority's internal environment (strengths and weaknesses) has an impact on strategy implementation. According to the resource-based view by Barney (1991), the organization's internal environment is more critical to the determination of strategic action than its external environment.

The comments by interviewees also revealed the importance of the internal environment for local authorities. For instance, local authorities need equipment and facilities to drive strategy. The lack of adequate resources has affected resource allocation to implementation activities. A lack of corporate governance has also resulted in some corrupt tendencies by some councils' staff, and this has had a negative impact on strategy implementation.

Question 5.4.2.7.4: The external environment (political, social, legal, technological, environmental and economic) has an impact on strategy implementation in my local authority

This question sought to reveal the respondents' perceptions of the role and importance of the external environment in determining the strategic direction of the local authorities. The answers are presented in Table 5.52.

Table 0.52: The external environment (political, social, legal, technological, environmental and economic) has an impact on strategy implementation in my Local Authority

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Agree	58	26.4	26.4	26.4
Agree	115	52.3	52.3	78.6
Neutral	38	17.3	17.3	95.9
Disagree	6	2.7	2.7	98.6
Strongly Disagree	3	1.4	1.4	100.0
Total	220	100.0	100.0	

The external environment is considered important for strategy implementation in local authorities. Table 5.52 illustrates that 52.3% agreed that the external environment (political, social, legal, technological, environmental and economic) has an impact on strategy implementation in their local authorities.

Interviewees believed the external environment has an impact on strategy implementation in local authorities. For instance, they cited the legal and political aspects as critical in determining how strategy can be implemented. The participants suggested that in the Zimbabwean context, political and legal aspects tend to influence the management of the council. Local authorities were said to lack the autonomy to carry out their duties due to political interference. The interests of government policy thus make innovation and experimentation rather unusual within the local authorities. Legally the councils do not have absolute power to deal with certain council cases. Socially, rapid urban population growth has constrained service delivery by local authorities. The interviewees also commented that residents fail to pay rates and for other services due to the unfavourable economic environment. Technological aspects were also highlighted. While rapid technological development is good for local authorities, keeping pace with technological change has been difficult for local authorities.

The proportion of responses on the effect of indicators of environmental influences on strategy implementation is shown in Table 5.53. The results show that environmental influences have a strong impact on strategy implementation within local authorities of Mashonaland West in Zimbabwe, as indicated by low standard deviation and variances averaging 0.500. From the interviewees' responses on how the external environment (political, legal, economic, social, etc) and the organization's internal environment (systems and processes, technology, human capital, knowledge management) affect strategy implementation in their local authority, three

major themes emerged, namely government, the effect of environmental factors and interference. These resonated with the survey results.

Table 0.53: Combined statistical table on environmental influences

		Statistics			
		Good relationships exist between my local authority and residents	Good relationships exist between my local authority and the government	The local authority's internal environment (strengths and weaknesses) has an impact on strategy implementation	The external environment (political, social, legal, technological, environmental and economic) has an impact on strategy implementation in my local authority
N	Valid	220	220	220	220
	Missing	0	0	0	0
Mean		2.58	2.33	2.23	2.00
Median		2.00	2.00	2.00	2.00
Mode		2	2	2	2
Variance		.830	.440	.597	.671
Std. Deviation		.911	.664	.772	.819
Minimum		1	1	1	1
Maximum		5	5	5	5

The data above reveal that residents and local authorities enjoy good relations (mean = 2.58; std. deviation = .911; mode = 2). Good relationships also exist between the local authorities and the government (mean = 2.23; std. deviation = .772; mode = 2). It is also demonstrated that the external environment (political, social, legal, technological, environmental and economic) has an impact on strategy implementation in the local authorities (mean = 2.00; std. deviation = .819; mode = 2). The survey results reveal that environmental influences do have an impact on strategy implementation.

The above descriptive statistics have revealed the characteristics of respondents, the performance of local authorities (by establishing the organizational position of the authorities), the variables affecting the strategy formulation and the strategy implementation process by local authorities. The presentation of the results has demonstrated that despite their unique differences, the variables are many and some are closely correlated. The next part of the analysis, presented in the next section, is the factor analysis.

5.5. FACTOR ANALYSIS

Factor analysis was applied for data reduction and structure detection. In this analysis, groups of observed variables that tend to hang together empirically are identified. The Kaiser-Meyer-Olkin (KMO) measure of sampling adequacy and Bartlett's test of sphericity were used to assess the factorability of the data, as shown below.

Table 0.54: KMO and Bartlett's Test

KMO and Bartlett's Test		
Kaiser-Meyer-Olkin Measure of Sampling Adequacy.		.806
Bartlett's Test of	Approx. Chi-Square	4.742E3
Sphericity	Df	903
	Sig.	.000

In Table 5.5.4 above, KMO is .806, which is acceptable. According to the KMO measure, values between .5 and .7 are acceptable. The closer to 1.0 the value is, the better. The KMO value of .806, which is close to 1.0, indicates that factor analysis is adequate for the data. The sample can be regarded as large enough for principal component analysis to produce a reliable result. Principal component analysis refers to a variable-reduction technique that aims at reducing a larger set of variables into a smaller set of "artificial" variables (i.e. principal components), which account for most of the variance in the original variables. Accordingly, the intention is to reduce the observed variables in this study to their principal components while maximizing the variance accounted for in the variables by the components. Bartlett's test of sphericity tests the hypothesis that the correlation matrix is an identity matrix, which would indicate that the variables are unrelated and therefore unsuitable for structure detection. Small values (less than 0.05) of the significance level indicate that a factor analysis may be useful. In the table above, Bartlett's test of sphericity is statistically significant at .000 ($p < 0.05$). Therefore, the data can be regarded as suitable for data reduction, where variables can be reduced to a smaller number of components. In respect of these results, factor analysis can go ahead, using primarily the principal component analysis technique.

5.5.1. Factor extraction

The principal components extraction technique was used to determine the smallest number of factors that can be used to best represent the interrelations amongst the set of variables.

5.5.1.1 Communalities

Communalities refer to the proportion of each variable's variance that can be explained by the principal components, while the initial value of the communality in a principal components analysis is equal to 1. In other words, a communality represents the amount of variance in a variable accounted for by all the components. The communalities were all high. Appendix 5.1 indicates that the extracted components represented the variables well. For example, for the first variable, all the components account for 58.8% of the variance in the first variable (Appendix 5.1).

5.5.1.2 Correlation matrix

An analysis of the correlation matrix shows that there were some clusters of high correlations between groups of variables. There were a number of correlations above .3, hence there is a need to carry on with factor analysis. Similarly, the variables did not correlate too highly (extreme multicollinearity and singularity), which would cause difficulties in determining the unique contribution of the variables to a factor (Field, 2000, p. 444).

5.5.1.3 Factor extraction: Total variance explained

Eleven factors with Eigenvalues of 1.0 or more were retained, as shown in Table 5.55, and they account for 66.084% of variability in the original variables. Eigenvalues are numbers that inform how spread out the data are on the line. Table 5.55 shows the Eigenvalues obtained from factor extraction. (Appendix 5.2).

Table 0.55: Factor extraction: Total variance explained

Total Variance Explained									
Component	Initial Eigenvalues			Extraction Sums of Squared Loadings			Rotation Sums of Squared Loadings		
	Total	% of Variance	Cumulative %	Total	% of Variance	Cumulative %	Total	% of Variance	Cumulative %
1	10.918	25.390	25.390	10.918	25.390	25.390	4.003	9.310	9.310
2	3.376	7.851	33.242	3.376	7.851	33.242	3.580	8.325	17.635
3	2.260	5.256	38.498	2.260	5.256	38.498	3.242	7.540	25.175
4	2.029	4.718	43.216	2.029	4.718	43.216	3.159	7.346	32.521
5	1.776	4.129	47.345	1.776	4.129	47.345	3.044	7.079	39.600
6	1.625	3.780	51.125	1.625	3.780	51.125	2.770	6.442	46.042
7	1.586	3.689	54.814	1.586	3.689	54.814	2.531	5.886	51.928
8	1.373	3.192	58.006	1.373	3.192	58.006	1.691	3.932	55.860
9	1.259	2.928	60.933	1.259	2.928	60.933	1.530	3.557	59.418
10	1.150	2.675	63.608	1.150	2.675	63.608	1.449	3.369	62.787
11	1.064	2.475	66.084	1.064	2.475	66.084	1.418	3.297	66.084
12	.968	2.251	68.334						
13	.962	2.237	70.571						

A scree plot was also used to determine the smallest number of factors that can be used to best represent the interrelations amongst the set of variables. The scree plot showing the identified components is depicted in Figure 5.1 below.

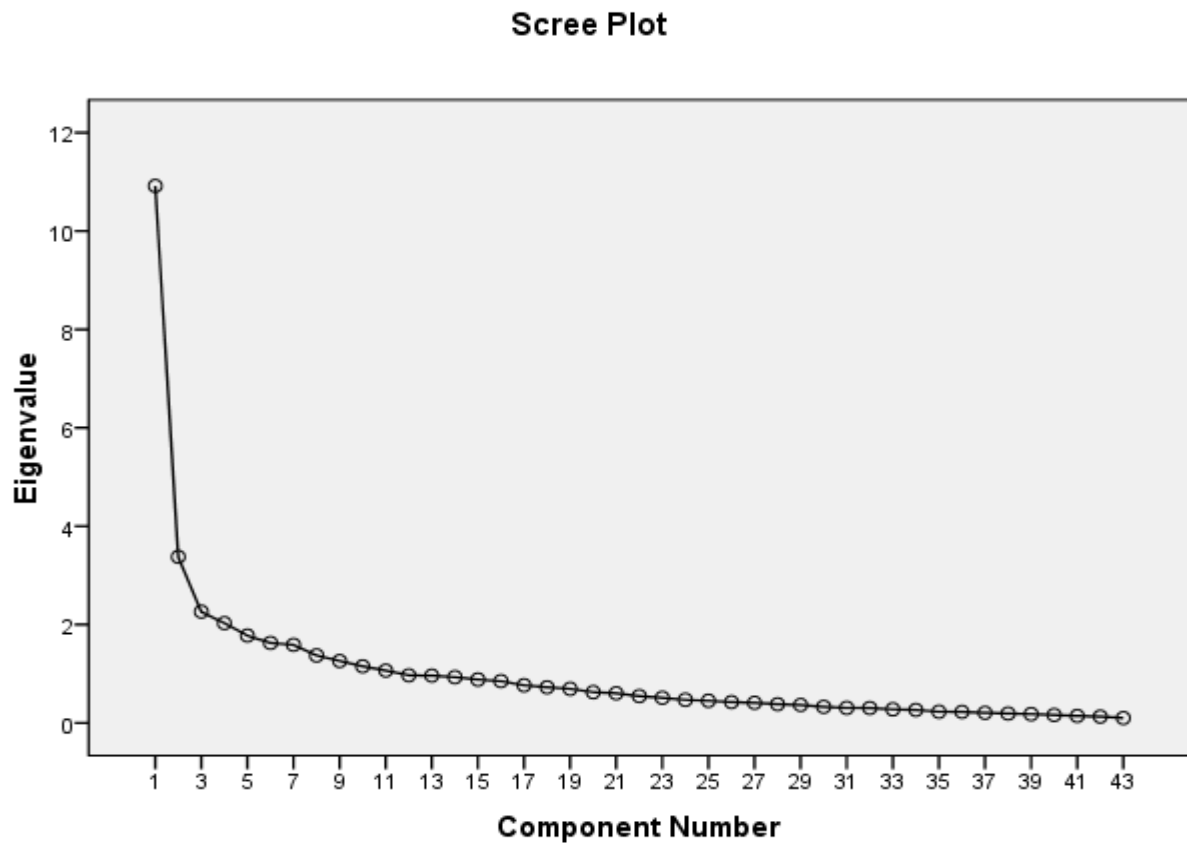


Figure 0.1: Scree plot

The scree plot and the Eigenvalues greater than 1 shown above lead to retaining the same number of factors, thus helping triangulate Kaiser's criterion. Components from 12 onwards showed an Eigenvalue of less than 1, thus accounting for less variance than did the original variable (which had a variance of 1), and so are of little use. However, by extracting components on the steep slope, the following seven components were retained: strategic communication management, strategy implementation, organizational structure, environmental influences, organizational performance, organizational culture and strategic leadership.

5.5.1.4 Factor/component loadings

The factor analysis method has resulted in the extraction of eleven components. The factor loadings are depicted by the correlation shown between a specific observed variable and a specific factor, with higher values depicting a closer relationship (see the component matrix table in Appendix 5.3).

5.5.1.5 *Rotated component matrix*

Rotation was carried out to maximize the loadings of each variable on one of the extracted factors while minimizing the loading on all other factors, which would improve the interpretability of the factors. The rotated component matrix displays the loadings for each item on each rotated component, thus clearly showing which items make up each component (Appendix 5.4). The variables load heavily on the first factor/component and second factor/component.

5.5.1.6 *Identification of variables per component from the rotated component matrix*

The last four components did not have more than two variables per component and were thus excluded from the analysis. Referring to the total variance explained in Table 5.55, seven components accounted for 51.928% of the total variance.

This analysis reveals that the initial questionnaire was composed of seven sub-scales: strategic communication management, strategy implementation, organizational structure, environmental influences, organizational performance, organizational culture and strategic leadership. These subscales are presented in Table 5.56 below and consequently discussed further down.

5.5.1.7 *Interpretation of rotated component matrix*

Table 5.56 shows the rotated component matrix (Appendix 5.5).

Table 0.56: Interpretation of rotated component matrix

COMPONENT NO.	FACTOR NAME	RELATED TO:
Component 1	Strategic communication management	I understand the current strategy of my local authority
Component 2	Strategy implementation	There are adequate financial resources at the local authority's disposal to implement strategy
Component 3	Organizational structure	Activities of organizational units are well coordinated
Component 4	Environmental influences	The external environment (political, social, legal, technological, environmental and economic) has an impact on strategy implementation in my local authority
Component 5	Organizational performance	The overall performance of my local authority has improved over the past three years
Component 6	Organizational culture	In my local authority, employees are committed to their work
Component 7	Strategic leadership	My local authority carries out strategy implementation workshops annually

The variables identified in Table 5.56 above will receive further attention throughout the research. The results of the above factor analysis formed the basis for conducting reliability tests of the instrument, focusing on the identified variable components for study. Further to the principal component analysis, a reliability analysis was carried out to provide a measure of how well groups of observed variables fit together. The reliability test was performed for the identified components before they were used in subsequent analysis. The next section presents the reliability tests for the scale items used in the study.

5.6. RELIABILITY TESTS

The internal consistency of the scale in this study focuses on the variables explaining the barriers to strategy implementation and the strategy implementation models. Cronbach's Alpha was used to measure the internal consistency of the scale. The recommended threshold for Cronbach's Alpha is 0.7 (Hair, Anderson, Tatham & Black, 2006). However, lower levels can also be acceptable. Values of $0.6 \leq \alpha < 0.7$ have generally been regarded as acceptable.

Table 0.57: Reliability tests

Variable/Component	Subcomponent	Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	No. of Items
Strategic Communication Management		.779	.780	8
Strategy Implementation		.783	.783	7
Organizational Structure		.809	.810	7
Environmental Influences		.711	.717	5
Organizational Performance		.685	.687	4
Organizational Culture		.699	.698	4
Strategic Leadership		.664	.667	4

The Cronbach's alpha for the components above can be regarded as satisfactory for this study. The scale manages to maximize internal consistency without necessarily narrowing the content and compromising validity. The lowest recorded alpha for the component items is .664. According to Moss et al. (1998) and Hair, Anderson, Tatham and Black (1998), an alpha above 0.6 is generally acceptable. Three of the 9 items have an alpha coefficient greater than the recommended threshold of 0.7, which is also acceptable. The Cronbach's Alpha coefficient of .809 is excellent for the "organizational structure" scale items, with the coefficient showing that 81% of the variance in the composite scores associated with the 7 items were reliable. Strategic leadership had the lowest alpha value of .664. However, the group of items is still well focused on single ideas or constructs despite a lower alpha (Cronbach, 1951). The normality of the research data is discussed in the next section (see also Appendix 6).

5.7. NORMALITY

The central limit theorem states that the sampling distribution tends to be normal for samples larger than 30 or 40, regardless of the shape of the data (Ghasemi & Zahediasl, 2012, pp. 486–489). In addition, this research contains Likert scale type data, and parametric tests tend to give “the right answer” even when statistical assumptions, such as a normal distribution of data, are violated, even to an extreme degree (Norman, 2010, pp. 625–632). According to Ghasemi and Zahediasl (2012, pp. 486–489), the means of random samples from any distribution will themselves have normal distribution, and if there are samples consisting of hundreds of observations, one can ignore the distribution of the data. In addition, many data sets that are significantly non-normal would be perfectly appropriate for an analysis of variance (ANOVA) or other parametric test, and an ANOVA is not very sensitive to moderate deviations from normality. According to Glass, Peckham and Sanders (1972), Harwell, Rubinstein, Hayes and Olds (1992) and Lix, Keselman and Keselman (1996), simulation studies, using a variety of non-normal distributions, have shown that the false positive rate is not affected by this violation of the assumption. In light of this contention, it was proposed that parametric analysis of data should be carried out that is sufficiently robust to yield largely unbiased answers acceptably close to “the truth” and that allow for more conclusions to be drawn from the study (Norman, 2010, pp. 625–632).

5.8. ASSESSMENT OF STRATEGY IMPLEMENTATION VARIABLES, MODELS AND APPROCHES FOR ZIMBABWEAN LOCAL AUTHORITIES

The assessment of strategy implementation models for Zimbabwean local authorities was undertaken in the form of both quantitative and qualitative approaches. The quantitative approach focused on the relationship between model factors and factors used to measure performance of the local authorities. A correlation approach was used to measure this relationship. The qualitative approach focused on participants’ views regarding the appropriateness of the model as well as the model variables’ relationship with desired outcomes.

5.8.1. Strategy implementation variables correlation analysis

Correlation analysis for strategy implementation variables was done by the researcher. The strategy implementation variables include organizational performance, communication management and operations management.

5.8.1.1 *Strategy implementation variables and organizational performance*

In this section a correlation method is used to understand the nature of relationships between two individual variables. The Pearson correlation coefficient analysis was used to explain the relationship between the variables. The analysis also sought to determine the relationship between independent variables and dependent variables. The strength of association was used to identify factors for an assessment of their impact on organizational performance in further analysis.

The hypotheses of this correlation in the study are:

H₀: The strategy implementation methods (variables) used by local authorities in Mashonaland West, Zimbabwe, have an association with strategy implementation.

H_a: The strategy implementation methods (variables) used by local authorities in Mashonaland West, Zimbabwe, do not have an association with strategy implementation.

In this study, strategy implementation effectiveness and efficiency, which is the main focus of the study, was measured through the analysis of organizational performance dependent variables against other independent variables. Subscales were identified through the analysis of the questions. These subscales are: strategic communication management, operations, organizational structure, environmental influences, organizational performance, organizational culture and strategic leadership. The relationships were measured using the Pearson correlation coefficients, as discussed below. In the analysis, reference is made to correlation tables in Appendix 8.

5.8.1.2 *Relationship between strategic communication management and organizational performance*

In order to determine the relationship between strategic communication management and organizational performance, the following question was asked about the data obtained:

Research question: Is there a statistically significant relationship between strategic communication management and organizational performance?

The Pearson correlation coefficients shown in Appendix 5 indicate that there was a positive and statistically significant correlation between strategic communication management and organizational performance variables. For instance, four of the strategic communication management variables had a positive and significant correlation with each of the

organizational performance variables (Appendix 7.1). Other variables had high significant values ($p < .001$). For example, five strategic communication management variables had a moderate, positive and significant association with the organizational performance variable “my local authority employs good financial systems”. Strong, positive correlations were observed between strategic communication management variables and the organizational performance variable “my local authority delivers services that satisfy customers”. Examples include “changes are clearly communicated in the local authority” ($r = .443^{**}$, $n = 220$, $p < .001$), “my local authority promotes an open and innovative working environment” ($r = .528^{**}$, $n = 220$, $p < .001$), and “there is clear responsibility or accountability in the implementation of decisions or actions” ($r = .408^{**}$, $n = 220$, $p < .001$). The majority of the strategic communication management variables ranged from low to moderate, with a positive and statistically significant relationship with all the organizational performance variables. On the basis of the correlation results, it can be concluded that strategic communication management variables implemented by local authorities in Zimbabwe have a moderate to strong, positive and statistically significant association with organizational performance.

5.8.1.3 *Relationship between operations and organizational performance*

In order to determine the relationship between organizational operations and organizational performance, the following question was asked about the data obtained:

Research question: Is there a statistically significant relationship between organizational operations and organizational performance?

Four of the seven operations variables had a low to moderate and statistically significant correlation with all of the organizational performance variables, as illustrated in Appendix 7.2. The highest positive and statistically significant correlation was between the operations variable “my local authority collects revenue due efficiently and effectively” and the organizational performance variable “my local authority has well developed, efficient internal business process” ($r = .365^{**}$, $n = 220$, $p < .001$). The lowest statistically significant correlation was between the operations variable “there are adequate financial resources at the local authority’s disposal to implement strategy” and the organizational performance variable “my local authority has well developed, efficient internal business processes” ($r = .145^{*}$, $n = 220$, $p = .010 < .05$). The variable “the local authority has competent human capital to effectively support strategy implementation” was positively, moderately and significantly related to the organizational variable “my local authority has well developed, efficient internal business processes” ($r = .352^{**}$, $n = 220$, $p < .001$). The weakest relationship was observed between the variable “there are adequate financial resources at the local authority’s disposal to

implement strategy” and all organizational performance variables. The results of the Pearson correlation showed that operations variables were low to moderate, positively and statistically significantly related to organizational performance. Based on the Pearson coefficient results, operations variables have a low to moderate, positive and statistically significant relationship with organizational performance.

5.8.1.4 *Relationship between organizational structure and organizational performance*

In order to determine the relationship between organizational structure and organizational performance, the following question was asked about the data obtained:

Research question: Is there a statistically significant relationship between organizational structure and organizational performance?

The Pearson correlation coefficients results shown in Appendix 7.3 indicate that there was a low to moderate positive and statistically significant association between organizational structure variables and organizational performance. Four of the seven organizational structure variables were low to moderate and significantly related to all the organizational performance variables. The organizational structure variable “activities of organizational units are well coordinated” had a positive, moderate and significant association with organizational performance ($r = .314^{**}$, $n = 220$, $p < .001$; $r = .271^{**}$, $n = 220$, $p < .001$; $r = .261^{**}$, $n = 220$, $p < .001$; $r = .173^{*}$, $n = 220$, $p < .001$). The organizational structure variable “leadership in the local authority motivates employees to be committed to strategy implementation” had a positive, moderate and significant association with organizational performance ($r = .280^{**}$, $n = 220$, $p < .001$; $r = .261^{**}$, $n = 220$, $p < .001$; $r = .365^{**}$, $n = 220$, $p < .001$; $r = .239^{**}$, $n = 220$, $p < .001$). The organizational structure variable “good relationships exist between my local authority and residents” also had a positive, moderate and significant association with organizational performance ($r = .284^{**}$, $n = 220$, $p < .001$; $r = .344^{**}$, $n = 220$, $p < .001$; $r = .328^{**}$, $n = 220$, $p < .001$; $r = .403^{**}$, $n = 220$, $p < .001$). Finally, the organizational structure variable “good relationships exist between my local authority and the government” had a positive, moderate and significant association with organizational performance. The results ranged from $r = .174^{**}$, $n = 220$ and $p < .05$ to $r = .290^{**}$, $n = 220$ and $p < .001$. On the basis of these correlations, it can be concluded that there is a low to moderate, positive and significant relationship between organizational structure variables and organizational performance within local authorities.

5.8.1.5 *Relationship between environmental influences and organizational performance*

In order to determine the relationship between environmental influences and organizational performance, the following question was asked about the data obtained:

Research question: Is there a statistically significant relationship between environmental influences and organizational performance?

The Pearson correlation coefficient results shown in Appendix 7.4 indicate that there was a low to moderate, positive and statistically significant relationship between environmental influences variables and organizational performance. For instance, three of the five environmental influences variables were low to moderate, positive and significantly related to all the organizational performance variables. The weakest and mostly non-significant relations were found in the environmental influences variable “the local authority’s internal environment (strengths and weaknesses) has an impact on strategy implementation”. The highest correlations were observed in the variable “the external environment (political, social, legal, technological, environmental and economic) has an impact on strategy implementation in my local authority” ($r = .317^{**}$, $n = 220$, $p < .001$; $r = .141^{*}$, $n = 220$, $p < .05$; $r = .202^{**}$, $n = 220$, $p < .05$; $r = .232^{**}$, $n = 220$, $p < .05$). The other most significant variable was the environmental influences variable “the external environment (political, social, technical, legal, environmental, economic, etc.) has an impact on strategy formulation in my local authority” ($r = .278^{**}$, $n = 220$, $p < .001$; $r = .152^{*}$, $n = 220$, $p < .05$; $r = .156^{*}$, $n = 220$, $p < .05$; $r = .224^{**}$, $n = 220$, $p < .05$). Based on the results of the study, organizational performance is related to environmental influences in strategy implementation.

5.8.1.6 *Relationship between organizational culture and organizational performance*

In order to determine the relationship between organizational culture and organizational performance, the following question was asked about the data obtained:

Research question: Is there a statistically significant relationship between organizational culture and organizational performance?

The Pearson correlation coefficient results shown in Appendix 7.5 indicate a largely moderate, positive and statistically significant relationship between organizational culture and organizational performance. The strongest correlations in the organizational component variables were observed in the variable “my local authority has skilled and qualified staff” ($r = .313^{**}$, $n = 220$, $p < .001$; $r = .262^{**}$, $n = 220$, $p < .001$; $r = .283^{**}$, $n = 220$, $p < .001$;

$r = .329^{**}$, $n = 220$, $p < .001$). The most consistently moderate correlations were observed in the organizational culture variable “teamwork is promoted and valued in my local authority” ($r = .275^{**}$, $n = 220$, $p < .001$; $r = .362^{**}$, $n = 220$, $p < .001$; $r = .322^{**}$, $n = 220$, $p < .001$; $r = .238^{**}$, $n = 220$, $p < .001$). The organizational structure variable “my local authority makes use of technology in process implementation to facilitate goal attainment” also showed a consistently moderate, positive and statistically significant relationship with organizational performance ($r = .251^{**}$, $n = 220$, $p < .001$; $r = .277^{**}$, $n = 220$, $p < .001$; $r = .301^{**}$, $n = 220$, $p < .001$; $r = .243^{**}$, $n = 220$, $p < .001$). Based on the results of the Pearson correlations, organizational performance is related to organizational culture in strategy implementation within local authorities.

5.8.1.7 Relationship between strategic leadership and organizational performance

In order to determine the relationship between strategic leadership and organizational performance, the following question was asked about the data obtained:

Research question: Is there a statistically significant relationship between strategic leadership and organizational performance?

The Pearson correlation coefficients shown in Appendix 7.6 indicate a weak to low, positive and on average statistically significant relationship between strategic leadership variables and organizational performance. The highest and most significant correlations were observed in the strategic leadership variable “there are usually clear guidelines or models to guide strategy implementation efforts” ($r = .255^{**}$, $n = 220$, $p < .001$; $r = .246^{**}$, $n = 220$, $p < .001$; $r = .185^{**}$, $n = 220$, $p < .001$). However, the variable had a weak and statistically insignificant correlation with the organizational performance variable “the overall performance of my local authority has improved over the past three years” ($r = .055$, $n = 220$, $p > .05$). Another notable strategic leadership variable was “employees have often shown readiness to accept any changes within my local authority”, which had significant correlations with two of the organizational performance variables ($r = .148^{*}$, $n = 220$, $p < .05$; $r = .254^{**}$, $n = 220$, $p < .001$). On the basis of the Pearson correlation coefficients results, organizational performance is weakly but positively and significantly related to organizational performance within local authorities, as shown in detail in Appendix 8.

This section concludes with the findings that the results of the Pearson correlation coefficient analysis provides proof that a relationship exists between organizational performance and the subscales tested. This suggests that strategy formulation is influenced by variables such as

strategic communication management, operations, organizational structure, environmental influences, organizational performance, organizational culture and strategic leadership.

The next section presents the findings of the correlation analysis for strategy implementation models in local authorities.

5.8.2. Strategy implementation models for local authorities: Correlation analysis

The strategy implementation models and approaches were measured against organizational performance variables to determine if they contribute to performance. A correlation analysis approach was used to establish the association between the models and approaches and the organizational performance variables. The discussion below refers to correlation tables in Appendix 8.

Research question: Which is the most suitable strategy implementation model and approach for Zimbabwean local authorities?

5.8.2.1 *Higgins' 8 S model and organizational performance*

The Pearson correlations results shown in Appendix 8.1 for The Higgins' 8 S model show that three of the four variables had a positive and significant relationship with all of the organizational performance variables. The relationship was mostly moderate, positive and statistically significant. The variable "my local authority leadership concentrates on establishing and communicating a clear mission and purpose for the organization" had the highest observed correlation between the variable and the organizational performance variable "my local authority has well developed, efficient internal business processes" ($r = .414^{**}$, $n = 220$, $p < .001$). The second highest correlation was between the variable "employees are given the opportunity to design their own work activities in line with the mission and purpose of the organization" and the organizational performance variable "my local authority delivers services that satisfy customers" ($r = .403^{**}$, $n = 220$, $p < .001$). Based on these results, it can be concluded that The Higgins' 8 S model has a moderate, positive and statistically significant association with organizational performance.

5.8.2.2 *Noble's strategy implementation model (minimalist model)*

The variables defining the Noble's strategy implementation model in this study are divided into five components: goals, organizational structure, leadership, communications and incentives. Appendix 8.2 contains the results discussed below.

5.8.2.2.1 Goals

The Pearson correlation coefficient results for Noble's strategy implementation model (minimalist model) show a low to moderate, positive and statistically significant relationship between the model variables and organizational performance variables. The coefficients were less than .3 ($r < .3$), which can be considered to be below moderate. However, three of the model's four goal variables had a positive and statically significant association with all organizational performance variables (Appendix 8.2).

5.8.2.2.2 Organizational structure

The Pearson correlation coefficient results for organizational structure variables of Noble's strategy implementation model (minimalist model) indicate a low, but mostly positive and statistically significant association with the organizational performance variables. The strongest correlations are observed in the variable "key strategy implementation team members are allowed time to focus on the implementation effort" ($r = .318^{**}$, $n = 220$, $p < .001$; $r = .294^{**}$, $n = 220$, $p < .001$).

5.8.2.2.3 Leadership

The Pearson correlation coefficient results for the leadership component of Noble's strategy implementation model (minimalist model) show a moderate to above-moderate, positive and statistically significant association between the model's variables and organizational performance variables. The variable "autonomy for functional-level implementation effort is maintained" had consistently above-moderate correlations ($r = .335^{**}$, $n = 219$, $p < .001$; $r = .385^{**}$, $n = 219$, $p < .001$; $r = .351^{**}$, $n = 219$, $p < .001$; $r = .369^{**}$, $n = 218$, $p < .001$). However, the strongest correlations were observed in the variable "leaders show equal attention to all functional-level concerns" ($r = .348^{**}$, $n = 219$, $p < .001$; $r = .437^{**}$, $n = 219$, $p < .001$).

5.8.2.2.4 Communications

The Pearson correlation coefficient results for the communications component of Noble's strategy implementation model (minimalist model) indicate mostly a low to just-below-moderate, but positive and statistically significant association between the model's variables and organizational performance variables. The strongest correlation was observed in the variable "regular cross-functional communications are maintained to foster understanding and appreciation of strategy" ($r = .310^{**}$, $n = 219$, $p < .001$) and the variable "the strategy

implementation team is kept updated on progress and any changes in objectives" ($r = .310^{**}$, $n = 219$, $p < .001$).

5.8.2.2.5 Incentives

The results of the Pearson correlation coefficients for the incentives component of Noble's strategy implementation model (minimalist model) show a low to moderate association between the component variables and the organizational performance variables. The strongest correlation was observed in the variable "development of cross-functional skills is rewarded in my local authority" ($r = .360^{**}$, $n = 219$, $p < .001$).

5.8.2.3 Resource-based view

The Pearson correlation coefficient results, shown in Appendix 8.3, for the resource-based view show a low to moderate, positive and statically significant association between the model variables and organizational performance variables. All three the variables were positively and significantly related to all of the organizational performance variables. The strongest correlations were observed in the variable "unique resources and capabilities form the basis for strategy formulation and implementation in my local authority" ($r = .279^{**}$, $n = 220$, $p < .001$; $r = .350^{**}$, $n = 220$, $p < .001$).

5.8.2.4 Balanced scorecard diagnostic: Maintaining maximum performance

The Pearson correlation coefficient results, shown in Appendix 8.4, for the balanced scorecard diagnostic: maintaining maximum performance (Niven, 2003) show a low, moderate to above moderate, positive and statistically significant association between the model variables and organizational performance. The strongest variables were: "budgets and cost-serving measures are put in place in my local authority" ($r = .337^{**}$, $n = 220$, $p < .001$; $r = .302^{**}$, $n = 220$, $p < .001$; $r = .369^{**}$, $n = 220$, $p < .001$), "strategic objectives are linked to long-term targets and annual budgets in my local authority" ($r = .428^{**}$, $n = 220$, $p < .001$; $r = .425^{**}$, $n = 220$, $p < .001$; $r = .386^{**}$, $n = 220$, $p < .001$). However, the organizational performance variables have been extrapolated from the balanced scorecard, and the variables under consideration were identified through factor analysis. Therefore, the balanced scorecard variables under consideration here were checked for the strength of their relationship with organizational performance variables from the same model. In this respect, the balanced scorecard was reserved as a measurement model.

5.8.2.5 Quinn's incremental model

The Pearson correlation coefficient results, shown in Appendix 8.5, for Quinn's incremental model show a weak association between the model variables and organizational performance variables. There were more non-significant variables than significant variables. The significant variables were generally low, with the strongest coefficient being $r = .312^{**}$, $n = 220$, and $p < .001$. The variable "decision makers are able to cope with uncertainty" was the only variable with a significant association with three of the four organizational performance variables.

The results of the correlation analysis for the strategy implementation models show that there is, in general, a low to moderate (medium), positive and statistically significant correlation between the strategy implementation variables of the models used by local authorities in Zimbabwe and the performance of the authorities. However, Higgins' 8 S model showed a stronger association with organizational performance than the other models. The balanced scorecard also showed a moderate association, although it is rather considered a measurement tool. The conclusion that can be drawn from this correlation analysis is that Higgins' 8 S model can be regarded as the most appropriate model to use for strategy formulation by local authorities in Zimbabwe.

In the next section, the findings related to different approaches to strategy implementation identified in the literature are discussed.

5.8.3. Strategy implementation approaches for local authorities

5.8.3.1 Commander approach

The Pearson correlation coefficients results shown in Appendix 9.1 indicate that the commander approach is lowly related to organizational performance. Only seven out of sixteen correlations were significant. The variable with the strongest association was "accurate and timely information is available for strategy implementation" ($r = .305^{**}$, $n = 220$, $p < .001$; $r = .408^{**}$, $n = 220$, $p < .001$; $r = .318^{**}$, $n = 220$, $p < .001$; $r = .195^{**}$, $n = 220$, $p < .05$). The negative correlations indicate that as less of the commander approach is used, organizational performance improves, but the relationship is mostly non-significant.

5.8.3.2 The organizational change approach

The Pearson correlation coefficient results shown in Appendix 9.2 show that only two correlations were not statistically significant. The other twenty-four correlations had a low to moderate, positive and statistically significant association with organizational performance

variables. This implies that as more changes are initiated, organizational performance will also improve. The variable observed to be the most strongly related to organizational performance was “my local authority has experienced major changes of strategy in the past three years” ($r = .322^{**}$, $n = 218$; $p < .001$; $r = .288^{**}$, $n = 218$, $p < .001$; $r = .426^{**}$, $n = 218$, $p < .001$; $r = .379^{**}$, $n = 217$, $p < .001$). Therefore, the organizational change approach is related to organizational performance.

5.8.3.3 *The collaborative approach*

The Pearson correlation coefficient results shown, in Appendix 9.3, for the collaborative approach depict a mostly low to moderate, positive and statistically significant association between the approach variables and organizational performance variables. The variable with the strongest association was “strategic changes are implemented efficiently in my local authority” ($r = .275^{**}$, $n = 220$, $p < .001$; $r = .364^{**}$, $n = 220$, $p < .001$; $r = .216^{**}$, $n = 219$, $p < .05$). The variable with the worst association was “top and senior management team meets to develop strategy” despite having two statistically significant correlations. The collaborative approach can be regarded as related to organizational performance on a low to moderate level.

5.8.3.4 *The cultural approach*

The cultural approach shown in Appendix 9.4 shows a low to moderate association with organizational performance. However, all five variables had a statically significant relationship with all of the organizational performance variables. The strongest association was observed in the variable “strategy is usually implemented successfully in my local authority” ($r = .271^{**}$, $n = 220$, $p < .001$; $r = .310^{**}$, $n = 220$, $p < .001$; $r = .301^{**}$, $n = 220$, $p < .001$; $r = .221^{**}$, $n = 219$, $p < .05$). It can be concluded that the cultural approach is related to organizational performance in local authorities.

5.8.3.5 *The crecscive approach*

The Pearson correlations coefficient results shown in Appendix 9.5 for the crecscive approach show a low, medium to just-above-moderate association between the approach variables and organizational performance variables. Four of the five crecscive approach variables were significantly related to all the organizational performance variables. The strongest correlation was between the variable “top management shapes the employees’ notions of what would constitute supportable strategic projects” and the organizational performance variable “my local authority has well developed, efficient internal business processes” ($r = .408^{**}$, $n = 220$, $p < .001$). The next strongest correlation was between the crecscive approach variable “Top

management encourages subordinates to develop, champion and implement sound strategies on their own” and the organizational performance variable “my local authority has well developed, efficient internal business processes” ($r = .353^{**}$, $n = 220$, $p < .001$). It can be concluded that the crecive approach is related to organizational performance.

5.8.4. Summary of strategy implementation approaches correlation analysis

The results of the correlation analysis for the strategy implementation approaches show that there is generally a low to moderate (medium), positive and statistically significant correlation between the strategy implementation variables of the approaches used by local authorities in Zimbabwe and the performance of the local authorities. The Pearson correlation coefficients results indicate that the commander approach was the least statistically and significantly related approach to organizational performance. The most significant association was observed in the cultural approach and the organizational change approach. The crecive approach also demonstrated a significant correlation with organizational performance. The cultural approach, however, appeared to have the strongest and most significant relationship with organizational performance. Therefore, the conclusion that can be drawn from this correlation analysis is that the cultural approach can be regarded as the most important approach to use in strategy implementation by the local authorities.

5.9. QUALITATIVE ANALYSIS: STRATEGY IMPLEMENTATION MODELS AND APPROACHES

This section presents the narratives provided by participants on strategy implementation models and approaches. The analysis examines the suitability of the models in relation to participants’ comments. The analysis culminates in the identification of what could be regarded as the most suitable model and approach for the local authorities based on the participants’ views. These views are then contrasted with the results from the quantitative analysis. The qualitative analysis of the strategy implementation models is presented below.

5.9.1. Strategy implementation models

This analysis focuses on strategy implementation models in this study and their suitability for use by local authorities.

Which is the most suitable strategy implementation model for Zimbabwean local authorities?

This analysis examines comments about Higgins’ 8 S model, Noble’s strategy implementation model (minimalist model), the resource-based model and the balanced scorecard.

Interviewees were asked to comment on the statements in the interview guide that focused on strategy implementation by local authorities.

5.9.1.1 *Higgins' 8 S model*

Statement: The strategic leader should concentrate on establishing and communicating a clear mission and purpose for the organization and then allow employees to design their own work activities with this mission.

The interviewees pointed out that the Higgins' 8 S model is a good model because the strategic leader concentrates on establishing and communicating a clear mission and purpose for the organization, which ensures an understanding of the vision, mission, goals and strategic objectives of the organization by the employees. This can result in positive strategic performance. This model also emphasizes giving employees opportunities to design their own work activities in line with the mission and purpose of the organization and, according to the interviewees, the employees will be empowered and motivated to perform, leading to strategy implementation success. The interviewees also stated that the strategy associated with the model is good because strategic leaders are actively involved in monitoring, supervision and evaluation for strategy implementation to be successful. However, some of the interviewees were of the opinion that strategic leaders should also be actively involved in strategy implementation and should not leave it to employees. Interviewees were unanimous in their view that Higgins' 8 S model is a good model that, if applied correctly, can result in strategy implementation success.

5.9.1.2 *Noble's strategy implementation model (minimalist model)*

Statement: Strategy implementation should be organized around four major stages of the implementation effort, which are: pre-implementation, organizing the implementation effort, managing the implementation process and maximising cross-functional performance. Strategy implementation is thus supported by goals, organizational structure, leadership, communications and incentives.

The interviewees were of the opinion that Noble's strategy implementation model is one of the most appropriate models for councils as it covers consultations internally and with outside stakeholders. According to the interviewees, the setting of goals is a very good principle because it ensures that all managers are aware of the strategic goals of the council. The interviewees also expressed the opinion that by using Noble's strategy implementation model, the implementation units can be managed effectively since they can be incentivized, monitored and evaluated. This implies that the use of this model can be associated with a positive

outcome for local authorities. The participants' comments were in line with the results of the quantitative part of the study, which depicted a low to moderate, positive and statistically significant relationship between the model variables and performance variables.

5.9.1.3 *Resource-based view model*

Statement: The organization's unique resources (e.g. financial, human capital) and capabilities (e.g. technologies, processes) form the basis for strategy formulation.

The interviewees were in agreement with the notion that unique resources and capabilities form the basis for strategy formulation and implementation in local authorities. They stated that both tangible and intangible resources are important. According to the interviewees, intangible resources are important in strategy implementation since the implementers should have the skills and knowledge to implement strategy. Tangible resources provide the necessary infrastructure and finances with which to implement strategy. Examples of tangible resources are financial and physical resources, while intangible assets include employees' knowledge, experience and skills as well as the organization's reputation (Galbreath, 2004; Grant, 2002). However, some of the interviewees viewed this model as mostly inappropriate. These interviewees were of the opinion that local authorities do not have much control over resources because some of the resources are external, such as grants that come from Central government. Other interviewees opined that the external environment is, in fact, more important, since local authorities should consider policy first before anything else, while still others stated that local authorities should not be controlled by resources, but should rather avoid complacency and plan outside the box. The results of the interviews confirmed the quantitative results, which showed a moderate, positive and statically significant association between the model variables and organizational performance variables.

5.9.1.4 *Balanced scorecard diagnostic: maintaining maximum performance*

Statement: An organization's vision and mission should be transformed into a comprehensive set of indicators that provide the basis for creating a strategy management encompassing four balanced perspectives, which are: financial performance, customer value, internal business process performance, and employee performance (e.g. morale).

According to the interviewees, The balanced scorecard is a good measurement tool for measuring objectives of strategy implementation in local authorities. The interviewees were of the opinion that The balanced scorecard "provides a lot of information that shows overall performance". The balanced scorecard was hailed as useful for local authorities if adopted

properly, as it can be used to measure revenue objectives, customer satisfaction, quality, employee suggestions, innovation as well as morale. However, despite the model having been regarded as useful, there were sentiments that the model should also consider some external factors such as rapid population growth, rapid urbanization, politics and legal aspects, and that it should also measure performance in terms of relationships with the government and non-governmental organizations. These differing views corroborated the quantitative results, which showed a low, moderate to above-moderate, positive and statistically significant association between the model variables and the performance of local authorities.

5.9.2. Strategy implementation approaches

This analysis focuses on strategy implementation approaches in this study and their suitability for use by local authorities in Zimbabwe.

Which is the most suitable strategy implementation approach for Zimbabwean local authorities?

This analysis examines comments of the commander approach, the collaborative approach, the cultural approach, the crecive approach and Quinn's incremental approach. Interviewees were asked to answer the questions in the interview guide (question 6) that referred to strategy implementation by local authorities.

5.9.1.5 *The commander approach*

Question: What is your response to the fact that senior-level management such as the town clerk and directors should formulate strategy and pass it on to subordinates for implementation?

According to the interviewees, the commander approach is appropriate for local authorities when implementing policy decisions – by statute or court decision. The interviewees also stated that the commander approach is appropriate for councils, since senior management knows the direction they want to take, and they contended that it makes sense in local authorities, especially where external politics guides strategy. However, the interviewees also pointed out that the commander approach does not work if the strategy is not clearly communicated and understood by subordinates. The interviewees were also of the opinion that the strategy will be difficult to implement if employees do not approve of the strategy.

5.9.1.6 *The organizational change approach*

Question: What is the role of the strategic leader in the implementation of a radical strategy?

The strategic leader plays an important role if the strategy is to be implemented effectively (Barnet, 2016, p. 2). This question sought to elicit interviewees' views on the role of the strategic leader in strategy implementation of changes within Las.

Interviewees were of the opinion that the strategic leader should put in place the necessary organizational structure and change-supportive systems, and should concentrate on communicating the change to employees so that they can accept the change. In addition, interviewees felt that strategic leaders should provide the necessary incentives and controls to drive strategic change. According to responses in the survey , performance improved with some major strategic changes, implying that some of these factors were applied. In view of this observation, the strategic change approach can be viewed as appropriate for local authorities.

5.9.1.7 *The collaborative approach*

Question: Do you believe that the involvement of senior management, through group discussions (without other employees), in the strategy formulation process can ensure commitment and strategy implementation efficiency in local authorities?

This question sought to establish the views of the interviewees on whether or not the collaborative approach works for local authorities. The essence of the approach is that senior management is involved in group decision-making and is involved in the strategy formulation process to ensure commitment.

According to the interviewees, discussions can be time consuming, thus wasting valuable implementation time. The interviewees were also of the opinion that the collaborative approach lacks lower-level input, which is important for their understanding and motivation. Therefore, the collaborative strategy would be difficult to implement as different stakeholders may not approve of the strategy formulated by senior management alone. However, some felt that the collaborative strategy can make it possible to drive change within the local authorities. In general, interviewees considered the collaborative approach unworkable because the formulation process would be difficult due to internal politics, and implementation would also be difficult.

5.9.1.8 *The cultural approach*

Question: What do you think will be the consequences of instilling a strong set of collective values in employees in a local authority?

This question focuses on the basis of the cultural approach, which is that lower-level employees can be infused with a strong set of collective values (i.e. culture) to allow them to participate in the strategic thinking and implementation effort of the organization.

The interviewees stated that instilling a strong set of collective values in employees in a local authority promotes trust and the feeling of oneness amongst the employees. They were also of the opinion that instilling a strong set of collective values in employees improves communication within a local authority. Furthermore, interviewees expressed the view instilling these collective values can create a highly motivated environment and would create a common identity and unity of purpose, which promotes motivation. In view of the interviewees' opinions, the cultural approach can be regarded as a remarkably effective approach. However, some commented that there is a danger of rigidity, as little innovation is promoted.

5.9.1.9 *The crecive approach*

Question: What would be the impact on strategy implementation of a local authority if subordinates were allowed to develop, champion and implement sound strategies on their own while the leader evaluates the proposals that reach his/her desk, rather than acting as a master strategist.

The crecive approach stresses that subordinates are allowed to develop, champion and implement sound strategies on their own while the leader evaluates the proposals. The purpose of this question was thus for the researcher to understand the interviewees' perceptions of the effectiveness of the crecive approach in a local authority.

According to the interviewees, if the implementers are allowed discretion in the implementation process, it can lead to motivation. Therefore, implementation is likely to be successful with the crecive approach, since the implementers can craft activities that they have to perform. Thus, the crecive approach can make strategy implementation easier and more efficient, effective and successful.

5.9.1.10 *Quinn's incremental approach*

Question: What is your comment on strategy setting for local authorities through incremental processes whereby strategies emerge step by step from an iterative process in which the

organization probes the future, experiments and learns from a series of partial (incremental) commitments? Do you think it will result in effective strategy implementation for local authorities?

According to Quinn (1980), the most effective strategies of major enterprises tend to emerge step by step from an iterative process in which the organization probes the future, experiments and learns from a series of partial (incremental) commitments rather than through global formulations of total strategies. This question thus sought to establish interviewees' views and opinions on whether this approach works in implementing strategies in local authorities.

The results of the interviews show that participants were of the view that Quinn's incremental approach needs a lot of time and resources, which may delay service delivery. The interviewees also commented that Quinn's incremental approach will not be effective for local authorities because councils work on resolutions and policies. The interviewees argued that there is too much experimentation, so the approach cannot work for local authorities since experimenting and learning cannot be the basis for strategy in a local authority, although it can improve the basic strategy.

5.10. ORDINAL LOGISTICS REGRESSION

This section presents the simple logistics regression analysis first, followed by a multiple logistics regression analysis. Simple logistic regression analysis refers to the regression application with one dichotomous or ordinal outcome and one independent variable. This analysis focuses on the model fitting information, parameter estimates, and the test of parallel lines. The other statistics concerning the goodness of fit, pseudo R-square and other statistics that require a more cautious interpretation are discussed later under multiple ordinal regression. The following analysis describes the data and explains the relationship between one ordinal dependent variable and one other ordinal independent variable.

5.10.1. Understanding current strategy and organizational performance

This regression analysis assesses the association between the current strategy of the local authorities and the overall performance of the local authorities. The statistics are presented below.

The case processing summary provides information about the proportion of cases falling at each level of the dependent variable. In Table 5.58 below, valid cases are reported and one is missing.

Table 0.58: Case processing summary: I understand the current strategy of my local authority/the overall performance of my local authority has improved over the past three years

Case Processing Summary		N	Marginal Percentage
The overall performance of my local authority has improved over the past three years	Strongly Agree	12	5.5%
	Agree	111	50.7%
	Neutral	62	28.3%
	Disagree	21	9.6%
	Strongly Disagree	13	5.9%
Valid		219	100.0%
Missing		1	
Total		220	

5.10.1.1 Model fitting information

The model fitting information contains the -2 log likelihood for an intercept only (or null) model and the final model. There is also a likelihood ratio chi-square test to test whether there is a significant improvement in fit of the final model relative to the intercept only model. Table 5.59 provides the model fitting for “I understand the current strategy of my local authority”/“The overall performance of my Local Authority has improved over the past three years”.

Table 0.59: Model fitting information

Model Fitting Information				
Model	-2 Log Likelihood	Chi-Square	df	Sig.
Intercept Only	82.585			
Final	75.977	6.608	1	.010

Link function: Logit.

This analysis depicts a significant improvement in the fit of the final model over the null model [$X^2(1) = 75.977, P < .05$].

5.10.1.2 Parameter estimates

The parameter estimates provide the regression coefficients and the significance tests for the independent variable in the model. Table 5.60 shows the parameter estimates.

Table 0.60: Parameter estimates

Parameter Estimates							
	Estimate	Std. Error	Wald	df	Sig.	95% Confidence Interval	
						Lower Bound	Upper Bound
Threshold [Overallperformance = 1]	-1.888	.466	16.394	1	.000	-2.802	-.974
[Overallperformance = 2]	1.258	.414	9.212	1	.002	.446	2.070
[Overallperformance = 3]	2.736	.449	37.111	1	.000	1.856	3.617
[Overallperformance = 4]	3.822	.504	57.576	1	.000	2.835	4.809
Location Currentstrat	.356	.136	6.880	1	.009	.090	.622

In the table above, understanding of current strategy is a significant positive predictor of overall performance. For every one unit increase on current strategy, there is a predicted increase of .356 in the log odds of being in a higher (as opposed to a lower) category of overall performance. The odds ratio is $\exp(.356) = 1.428$. The regression model is defined by the formula: $\text{Ln}P/(P1-P) = b_0 + b_1X_1$. Therefore, the regression model can be described as: $\text{Ln}P/(P1-P) = b_0 + .356X_1$. (X_1 = Current strategy).

5.10.1.3 Test of parallel lines

The test of parallel lines assumes the null hypothesis that the slope coefficients in the model are the same across response categories (and lines of the same slope are parallel). Failure to reject the null hypothesis concludes that the assumption holds. Table 5.61 presents the test of parallel lines.

Table 0.61: Test of parallel lines

Test of Parallel Lines ^a				
Model	-2 Log Likelihood	Chi-Square	df	Sig.
Null Hypothesis	75.977			
General	74.817	1.160	3	.763

The null hypothesis states that the location parameters (slope coefficients) are the same across response categories.

a. Link function: Logit.

Based on the results from the analysis, the interpretation is that the assumption is satisfied, as indicated in the chi-square statistic ($p = .763 > .05$). This regression analysis assessed the association between understanding the current strategy of the local authorities and organizational performance within the local authorities. An assessment of the regression results proves that a clear understanding of local authorities by respondents does have an impact on organizational performance within the local authorities under study. It can therefore be concluded that knowledge and understanding of local authorities are a significant positive predictor on organizational performance and thus has a strong positive association with the variable “my local authority delivers services that satisfies customers”.

5.10.2. Business processes and service delivery satisfaction

This regression analysis assesses the association between business processes and service delivery that satisfies customers. The statistics are discussed below.

“My local authority has well-developed, efficient internal business process”/“My local authority delivers services that satisfy customers”: The case processing summary shows that all 220 responses were included in the data.

Table 0.62: Case processing summary: My local authority has well-developed, efficient internal business process/My local authority delivers services that satisfy customers

Case Processing Summary		N	Marginal Percentage
My Local Authority delivers services that satisfy customers	Strongly Agree	15	6.8%
	Agree	80	36.4%
	Neutral	69	31.4%
	Disagree	46	20.9%
	Strongly Disagree	10	4.5%
Valid		220	100.0%
Missing		0	
Total		220	

5.10.2.1 Model fitting information

Table 0.63: Model fitting information

Model Fitting Information				
Model	-2 Log Likelihood	Chi-Square	df	Sig.
Intercept Only	101.206			
Final	64.987	36.220	1	.000

Link function: Logit.

This analysis depicts a significant improvement in the fit of the final model over the null model [$X^2(1) = 64.987$, $P < .001$].

5.10.2.2 Parameter estimates

Table 0.64: Parameter estimates

Parameter Estimates							
	Estimate	Std. Error	Wald	df	Sig.	95% Confidence Interval	
						Lower Bound	Upper Bound
Threshold [Servicesatis = 1]	-.231	.474	.237	1	.626	-1.161	.699
[Servicesatis = 2]	2.295	.465	24.401	1	.000	1.384	3.205
[Servicesatis = 3]	3.832	.509	56.622	1	.000	2.834	4.830
[Servicesatis = 4]	5.980	.618	93.622	1	.000	4.769	7.192
Location Busiprocesses	.975	.166	34.319	1	.000	.649	1.301

Link function: Logit.

In the table above, business processes are a significant positive predictor of service satisfaction. For every one unit increase in business processes, there is a predicted increase of .975 of the log odds being in a higher (as opposed to a lower) category of service satisfaction. The odds ratio is $\exp(.975) = 2.650$. The regression model is defined by the formula: $\ln P/(P1-P) = b_0 + b_1X_1$. Therefore, the regression model can be described as: $\ln P/(P1-P) = b_0 + .975X_1$ (X_1 = Business processes).

5.10.2.3 Test of parallel lines

Table 0.65: Test of parallel lines

Test of Parallel Lines ^a				
Model	-2 Log Likelihood	Chi-Square	df	Sig.
Null Hypothesis	64.987			
General	62.352	2.634	3	.451

The null hypothesis states that the location parameters (slope coefficients) are the same across response categories.

a. Link function: Logit.

Given the results from this analysis, the interpretation is that the assumption is satisfied based on the chi-square statistic ($p = .451 > .05$). This regression analysis assessed the association between business processes and service delivery within local authorities. An assessment of the regression results proves that business processes do have an impact on service delivery within the local authorities under study. It can therefore be concluded that internal business processes are a significant positive predictor of service delivery, and the variable “my local authority has well developed, efficient internal business processes” thus has a strong positive association with the variable “my local authority delivers services that satisfy customers”.

5.10.3. Coordinated units and service delivery satisfaction

This regression analysis assesses the association between coordination and service delivery that satisfies customers. The statistics are discussed below.

“Activities of organizational units are well coordinated”/“My Local Authority delivers services that satisfy customers”: The case processing summary shows that all 220 responses were included in the data.

Table 0.66: Case processing summary: Activities of organizational units are well coordinated/My local authority delivers services that satisfy customers

Case Processing Summary		
	N	Marginal Percentage
My Local Authority delivers services that satisfy customers	Strongly Agree	15 6.8%
	Agree	80 36.4%
	Neutral	69 31.4%
	Disagree	46 20.9%
	Strongly Disagree	10 4.5%
Valid	220	100.0%
Missing	0	
Total	220	

5.10.3.1 Model fitting information

Table 0.67: Model fitting information

Model Fitting Information				
Model	-2 Log Likelihood	Chi-Square	df	Sig.
Intercept Only	98.363			
Final	83.139	15.224	1	.000

Link function: Logit.

This analysis depicts a significant improvement in the fit of the final model over the null model [$X^2(1) = 83.139$, $P < .001$].

5.10.3.2 Parameter estimates

Table 0.68: Parameter estimates

Parameter Estimates							
	Estimate	Std. Error	Wald	df	Sig.	95% Confidence Interval	
						Lower Bound	Upper Bound
Threshold [Servicesatis = 1]	-1.278	.429	8.857	1	.003	-2.119	-.436
[Servicesatis = 2]	1.124	.389	8.362	1	.004	.362	1.886
[Servicesatis = 3]	2.541	.420	36.623	1	.000	1.718	3.365
[Servicesatis = 4]	4.585	.526	76.042	1	.000	3.555	5.616
Location Coordination	.529	.137	15.021	1	.000	.262	.797

Link function: Logit.

In the table above, coordination is shown to be a significant positive predictor of service satisfaction. For every one unit increase in coordination, there is a predicted increase of .529 of the log odds being in a higher (as opposed to a lower) category of service satisfaction. The odds ratio is $\exp(.975) = 1.698$. The regression model is defined by the formula: $\text{Ln}P/(P1-P) = b_0 + b_1X_1$. Therefore, the regression model can be described as: $\text{Ln}P/(P1-P) = b_0 + .529X_1$ ($X_1 = \text{Coordination}$).

5.10.3.3 Test of parallel lines

Table 0.69: Test of parallel lines

Test of Parallel Lines ^a				
Model	-2 Log Likelihood	Chi-Square	Df	Sig.
Null Hypothesis	83.139			
General	80.816	2.323	3	.508

The null hypothesis states that the location parameters (slope coefficients) are the same across response categories.

^a Link function: Logit.

Given the results from this analysis, the interpretation is that the assumption is satisfied on the basis of the chi-square statistic ($p = .508 > .05$). This regression analysis assessed the association between the variables “activities of organizational units are well coordinated” and “my local authority delivers services that satisfy customers”. An assessment of the regression results proves that a well-coordinated organization leads to improved service delivery by the local authorities and, therefore, coordination of organizational activities does have an impact on service delivery within local authorities under study. It can therefore be concluded that excellent coordination of work activities is a significant positive predictor of organizational performance regarding delivery of services and has a strong positive association with performance of local authorities.

5.10.4. Coordinated units and overall performance

This regression analysis assesses the association between coordination and overall performance. The statistics are discussed below.

“Activities of organizational units are well coordinated”/“The overall performance of my local authority has improved over the past three years”: The case processing summary indicates that there were 219 valid cases and one missing case in the data.

Table 0.70: Case processing summary: Activities of organizational units are well coordinated/The overall performance of my local authority has improved over the past three years

Case Processing Summary		N	Marginal Percentage
The overall performance of my Local Authority has improved over the past three years	Strongly Agree	12	5.5%
	Agree	111	50.7%
	Neutral	62	28.3%
	Disagree	21	9.6%
	Strongly Disagree	13	5.9%
Valid		219	100.0%
Missing		1	
Total		220	

5.10.4.1 Model fitting information

Table 0.71: Model fitting information

Model Fitting Information				
Model	-2 Log Likelihood	Chi-Square	df	Sig.
Intercept Only	92.357			
Final	86.010	6.347	1	.012

Link function: Logit.

This analysis depicts a significant improvement in the fit of the final model over the null model [$X^2(1) = 86.010, P < .05$].

5.10.4.2 Parameter estimates

Table 0.72: Parameter estimates

Parameter Estimates							
	Estimate	Std. Error	Wald	Df	Sig.	95% Confidence Interval	
						Lower Bound	Upper Bound
Threshold [Overallperformance = 1]	-1.945	.459	17.972	1	.000	-2.844	-1.046
[Overallperformance = 2]	1.194	.403	8.802	1	.003	.405	1.983
[Overallperformance = 3]	2.679	.438	37.428	1	.000	1.821	3.537
[Overallperformance = 4]	3.765	.494	58.119	1	.000	2.797	4.733
Location Coordination	.353	.138	6.548	1	.011	.083	.624

Link function: Logit.

In the table above, coordination is shown to be a significant positive predictor of overall performance. For every one unit increase in coordination, there is a predicted increase of .353 of the log odds being in a higher (as opposed to a lower) category of overall performance. The odds ratio is $\exp(.353) = 1.424$. The regression model is defined by the formula: $\ln P/(P1-P) = b_0 + b_1X_1$. Therefore, the regression model can be described as: $\ln P/(P1-P) = b_0 + .353X_1$ ($X_1 = \text{Coordination}$).

5.10.4.3 Test of parallel lines

Table 0.73: Test of parallel lines

Test of Parallel Lines ^a				
Model	-2 Log Likelihood	Chi-Square	df	Sig.
Null Hypothesis	86.010			
General	75.681	10.329	3	.016

The null hypothesis states that the location parameters (slope coefficients) are the same across response categories.

^a Link function: Logit.

On the basis of the chi-square statistic ($p < .05$), which is significant, it can be concluded that ordered logit coefficients are not equal across the levels of the dependent variable. This

regression analysis assessed the association between the variables “activities of organizational units are well coordinated” and “the overall performance of my local authority has improved over the past three years”. An assessment of the regression results proves that a well-coordinated organization leads to increased performance of the local authorities, and coordination of organizational activities does have an impact on organizational performance within the local authorities under study. It can therefore be concluded that excellent coordination of work activities is a significant positive predictor of organizational performance and thus has a strong positive association with the performance of local authorities.

5.10.5. Work commitment and service delivery satisfaction

This regression analysis assesses the association between work commitment and service satisfaction or service delivery that satisfies customers. The statistics are discussed below.

“In my local authority, employees are committed to their work”/“My local authority delivers services that satisfy customers”: The case processing summary shows that all 220 cases of responses were included in the data.

Table 0.74: Case processing summary: In my local authority, employees are committed to their work/My local authority delivers services that satisfy customers

Case Processing Summary			
		N	Marginal Percentage
My local authority delivers services that satisfies customers	Strongly Agree	15	6.8%
	Agree	80	36.4%
	Neutral	69	31.4%
	Disagree	46	20.9%
	Strongly Disagree	10	4.5%
Valid		220	100.0%
Missing		0	
Total		220	

5.10.5.1 Model fitting information

Table 0.75: Model fitting information

Model Fitting Information				
Model	-2 Log Likelihood	Chi-Square	df	Sig.
Intercept Only	84.651			
Final	73.164	11.487	1	.001

Link function: Logit.

This analysis depicts a significant improvement in the fit of the final model over the intercept only (null model) [$X^2(1) = 73.164$, $P = .001 < .05$].

5.10.5.2 Parameter estimates

Table 0.76: Parameter estimates

Parameter Estimates							
	Estimate	Std. Error	Wald	df	Sig.	95% Confidence Interval	
						Lower Bound	Upper Bound
Threshold [Servicesatis = 1]	-1.518	.405	14.054	1	.000	-2.312	-.724
[Servicesatis = 2]	.865	.356	5.917	1	.015	.168	1.563
[Servicesatis = 3]	2.273	.385	34.838	1	.000	1.518	3.027
[Servicesatis = 4]	4.317	.496	75.717	1	.000	3.344	5.289
Location Workcommitment	.496	.141	12.316	1	.000	.219	.772

Link function: Logit.

In the table above, work commitment is shown to be a significant positive predictor of service satisfaction. For every one unit increase in work commitment, there is a predicted increase of .496 of the log odds being in a higher (as opposed to a lower) category of service satisfaction. The odds ratio is $\exp(.496) = 1.641$. The regression model is defined by the formula: $\ln P/(1-P) = b_0 + b_1 X_1$. Therefore, the regression model can be described as: $\ln P/(1-P) = b_0 + .496 X_1$. (X_1 = Work commitment).

5.10.5.3 Test of parallel lines

Table 0.77: Test of parallel lines

Test of Parallel Lines ^a				
Model	-2 Log Likelihood	Chi-Square	df	Sig.
Null Hypothesis	73.164			
General	70.442	2.722	3	.436

The null hypothesis states that the location parameters (slope coefficients) are the same across response categories.

^a Link function: Logit.

Given the results from this analysis, the interpretation is that the assumption is satisfied on the basis of the chi-square statistic ($p = .436 > .05$). This regression analysis assessed the association between the variables “in my local authority employees are committed to their work” and service satisfaction within local authorities. An assessment of the regression results proves that employee commitment has a positive impact on the level of service offered within local authorities under study. It can therefore be concluded that council employees’ commitment to their work is a significant positive predictor of service delivery and thus has a strong positive association with the variable “my local authority delivers services that satisfies customers”.

5.11. MULTIPLE ORDINAL REGRESSION

A multivariate logistics regression method was used to identify the strength of the effect that the independent variables (strategy implementation variables, also referred to as the barriers) have on the dependent variable that define the performance of local authorities. Multivariate logistics regression was also used to forecast effects or impacts of changes, that is, to understand how much the dependent variable will change when the independent variables change (such as understanding when the response is most likely to cross over into the next category).

5.11.1. Collinearity statistics

The data for analysis were tested for the presence of multicollinearity. Multicollinearity appears when two or more of the predictor or independent variables are highly correlated with one another, thus basically measuring the same phenomenon or construct (Whitley, 2012, p. 328). Multicollinearity in this study is measured by VIF, one of the most commonly used methods to detect the presence of multicollinearity. A multiple regression (standard least squares) method

was used to determine multicollinearity since VIF uses the independent variables only, not the dependent variable. VIF ranged from 1.703 to 3.452, which indicates that there is no presence of multicollinearity. According to Whitley (2012, p. 328), generally, a VIF of 10 or greater is considered to be indicative of multicollinearity. This means that the predictor or independent variables are not highly correlated to one another and thus measure the same phenomenon or construct. Therefore, the importance of the independent variables in explaining the variation caused by the dependent variable has been correctly measured. This scenario can be validated by the principal component analysis, which combined the highly correlated variables and omitted remaining others for analysis .

5.11.2. Coefficients and the regression model

In multiple regression analysis, the prediction of the dependent variable Y is accomplished by the following model:

$$Y_i = b_0 + b_1X_{1i} + b_2X_{2i} + \dots + b_kX_{ki}$$

Where

Y_i is the dependent variable

X_i is the independent variable

b_0 is the constant

b_k is the Beta coefficient

The coefficients table in Appendix 10 shows the multiple linear regression estimates, including the intercept and the significance levels. The dependent variable is affected by both positive and negative variables, and some variables with negative Beta can affect the model quite significantly.

The table below presents the variables that contributed most to the outcome of the dependent variable.

Table 0.78: Significant variables

Significant Variables Model	Unstandardized Coefficients		Standardized Coefficients	t	Sig.
	B	Std. Error	Beta		
1 (Constant)	.768	.369		2.081	.039
My local authority collects revenue due efficiently and effectively	-.172	.072	-.171	-2.393	.018
The structure of my local authority supports strategy implementation	-.296	.090	-.250	-3.278	.001
Good relationships exist between my local authority and residents	.309	.089	.294	3.461	.001
The external environment (political, social, technical, legal, environmental, economic, etc.) has an impact on strategy formulation in my local authority	.168	.082	.145	2.060	.041
My local authority employs good financial systems	.167	.071	.156	2.345	.020
My local authority has well-developed, efficient internal business processes	.338	.088	.287	3.840	.000
My local authority has skilled and qualified staff	.190	.073	.178	2.588	.010

The following model explains the contribution of some of the above variables.

$$Y = .768 + .338X_1 + .309X_2 - .296X_3 + .190X_4 - .172X_5 \dots b_kX_{ki}$$

This means that X_1 will contribute to the increase of the value of Y by $+.338X_1$ times $+.768$. Increases or decreases in these variables will cause increases or decreases in the dependent variable of organizational performance. The highly significant variables, with a significance level close to .000, make a more statistically significant contribution to the outcome of the dependent variable. These variables are shown in the table below.

Table 0.79: Highly significant variables

Variable	Sig
My local authority has well-developed, efficient internal business processes	.000
Good relationships exist between my local authority and residents	.001
The structure of my local authority supports strategy implementation	.001

5.11.3. Residual statistics

Table 0.80: Residual statistics

Residuals Statistics^a

	Minimum	Maximum	Mean	Std. Deviation	N
Predicted Value	.97	4.89	2.60	.700	217
Std. Predicted Value	-2.341	3.268	.000	1.000	217
Standard Error of Predicted Value	.206	.464	.296	.056	217
Adjusted Predicted Value	.96	4.82	2.59	.710	217
Residual	-1.335	2.267	.000	.646	217
Std. Residual	-1.876	3.187	.000	.908	217
Stud. Residual	-2.116	3.589	.006	1.016	217
Deleted Residual	-1.698	2.875	.009	.813	217
Stud. Deleted Residual	-2.137	3.716	.007	1.024	217
Mahal. Distance	17.111	90.969	37.825	15.245	217
Cook's Distance	.000	.132	.007	.015	217
Centred Leverage Value	.079	.421	.175	.071	217

^a Dependent variable: The overall performance of my local authority has improved over the past three years

An analysis of standard residuals was carried out on the data to identify any outliers. The results of the residual statistics show the standardized residual (minimum = -1.876, maximum = 3.187), which is less than 3.3 or -3.3, indicating that there are no possible highly influential cases. However, the studentized residual values (minimum = -2.116, maximum = 3.589) show that the data contain some outliers. The maximum value of Cook's distance is .132, which is less than 1. This shows that there were no overly influential cases. The centred leverage value is less than .5, which indicates that there are no problems of cases exerting undue influence.

5.11.4. Multiple regression summary

Multiple regression has demonstrated the existence of a relationship between strategy implementation variables used by local authorities and the performance of these organizations. The model summary indicates a strong relationship between the observed and model-predicted values of the dependent variable ($R = .735^a$). The ANOVA indicates that there is a 99% confidence level that a linear relationship exists between the independent and dependent variables. The strategy implementation variables are also significant predictors of the dependent variable. The variables have either a positive or a negative impact on the dependent variable, depending on the variable. The model comprises highly significant variables ($p < .001$). An analysis of the coefficients of the model variables shows that the following variables account statistically significantly for the outcome of the dependent variable: "my local authority has well developed, efficient internal business processes" ($p < .001$); "good relationships exist between my local authority and residents" ($p = .001 < .05$); and "the structure of my local authority supports strategy implementation" ($p = .001 < .05$). This implies that a proper application of some of these variables can result in better performance by local authorities. The existence of variables with a negative impact may also imply that care must be taken to minimize their possible impact in compromising performance. On the basis of the results of the multiple regression analysis, it can confidently be concluded that strategy implementation variables used by the local authorities in Mashonaland West, Zimbabwe, have an impact on strategy implementation, and it is therefore possible to accept the hypothesis:

H_0 : The strategy implementation methods (variables) used by local authorities in Mashonaland West, Zimbabwe, have an impact on strategy implementation

and reject the alternative hypothesis:

H_a : The strategy implementation methods (variables) used by local authorities in Mashonaland West, Zimbabwe, do not have an impact on strategy implementation.

5.12. DISCUSSION OF FINDINGS

The study has established strategy implementation barriers that affect strategy implementation by local authorities in Zimbabwe. These barriers have also been treated as strategy implementation variables in the study. These variables can effectively contribute to the performance of local authorities if professionally managed. A profile of respondents comprising senior executives, middle managers and junior employees of local authorities and other stakeholders was used for the assessment. An evaluation of the demographic characteristics showed that strategy implementation was not influenced by all the socio-demographic factors, except for the number of years the employees had served the local authorities.

An analysis of strategy implementation variables was carried out based on two components: the strategy formulation process and strategy implementation variables. These strategy implementation variables were the change management context, organizational culture, organizational structure, leadership, communication, resource allocation and environmental influences. These component variables were then reorganised for analysis through factor analysis. An analysis of the status of local authorities in terms of performance was first undertaken before the evaluation of the strategy implementation variables. An analysis of the overall performance of local authorities revealed that local authorities in Zimbabwe are generally not phenomenally successful in strategy implementation. The analysis established that strategy implementation variables mostly have a statistically significant, moderate, positive correlation with overall performance of local authorities.

It was further established that respondents agreed that their local authorities are flexible enough to react to changes in the environment, and that employees have shown readiness to accept any changes. However, both qualitative and quantitative responses revealed the opinion that there is no effective communication regarding changes within the local authorities. Another problem is that there is not always enough financial support for changes within their local authorities. This tends to have a negative impact on strategy implementation.

The study established that, in terms of culture, there is a high level of trust amongst the employees and that the local authorities promote an open and innovative working environment while promoting the use of technology in strategy implementation. Teamwork is also promoted within the local authorities. Overall, the study established that employees within the councils are committed to their work. To a large extent, the culture has helped promote strategy implementation within the local authorities.

The structure of an organization should support strategy implementation. In this study on local authorities, it was established that the structure of the local authorities support strategy implementation as there is clear responsibility and accountability in the implementation effort. The study also revealed that there are relatively few hierarchical levels and wide spans of control in the local authorities. It was further established that activities of organizational units are well-coordinated in the local authorities. Despite supportive structures, the study highlighted the presence of politics, which tends to influence decisions by local authorities.

Strategic leadership is practised in local authorities. For instance, the local authorities carry out strategy formulation and implementation workshops annually. Leadership is also involved in motivating employees. However, it was pointed out that the local authorities are involved in haphazard implementation due to a lack of guidelines/models and frameworks for implementation.

According to the results of the empirical study, local authorities have been able to communicate strategy well to employees. This communication has made it easier for employees to understand any changes to their local authority strategy, to understand their current strategy and to understand how well their work contributes to the overall council strategy. However, the study has shown that communication within the local authorities is mainly top-down and less frequently bottom-up.

The study has revealed that local authorities find it difficult to implement strategy successfully due to a lack of adequate financial resources. Although local authorities have skilled and qualified employees, they lack the financial muscle to complement this human capital. The study has established that the local authorities are not innovative enough to explore different revenue-generating opportunities but rather depend on government support, a situation that has tended to affect their autonomous status.

In addition, the study revealed that both internal and external environmental influences have a major impact on strategy implementation within local authorities. For instance, internally, a lack of adequate financial resources and corruption has heavily influenced the implementation effort. Externally the political, social, legal, technological, environmental and economic situation has not been favourable to the local authorities in Zimbabwe. Different views were expressed in terms of relationships between the local authorities and residents as well as with the government, with interviewees expressing the opinion that the relationships were only moderately good.

An analysis to determine the association between the strategy implementation variables and organizational performance variables, which was undertaken through a Pearson correlation

coefficient analysis, revealed that there is a low to moderate, positive and statistically significant correlation between the strategy implementation variables used by local authorities in Zimbabwe, and the performance of those authorities. For instance, the results demonstrated that strategic communication management variables implemented by local authorities in Zimbabwe have a moderate to strong, positive and statistically significant relation with organizational performance. It was also demonstrated that operations, organizational structure, environmental influences, organizational culture and strategic leadership variables generally have a low to moderate, positive and statistically significant relationship with organizational performance. These results show the importance of strategy implementation variables to successful implementation of strategy by local authorities. Therefore, based on this correlation analysis, it can be accepted that the strategy implementation methods (variables) used by local authorities in Mashonaland West, Zimbabwe, have an association with strategy implementation.

The study also sought to determine the strategy implementation models and approaches most suitable for local authorities. Both questionnaire and interview responses concurred that local authorities do need some models and approaches to use, or at least need guidelines and frameworks. It was established that the local authorities currently do not have any models or approaches or even other frameworks that can provide them with implementation guidelines, thus strategy implementation is normally done ad hoc. The implementation models that appeared to be popular were the Higgins' 8 S model and Noble's strategy implementation model (minimalist model), while the balanced scorecard was viewed as a good tool for measuring objectives of strategy implementation for local authorities. The commander approach, the organizational change approach, the cultural approach and the crevice approach were highly recommended by respondents and interviewees.

An ordinal regression analysis that was conducted to establish variables that can significantly predict the performance of local authorities revealed some key variables: revenue maximization, the structure of the organization, residents' relations or relationships with residents, financial systems, business processes, skilled staff and readiness for change are significant predictors of performance for local authorities. This implies that local authorities should consider these variables seriously, because a unit increase in one variable has a significant effect on the overall performance variable.

5.13. CHAPTER SUMMARY

The analysis and discussion of research data in this chapter has resulted in the conclusion that strategy implementation variables for local authorities have a strong and significant

relationship with the performance of the organizations. These variables (factors) have considerable influence on the outcome of the objectives of organizations. The variables can furthermore have the reverse effect of becoming serious barriers to strategy implementation. This research has shown that the use of appropriate models, guidelines, approaches and frameworks in strategy implementation can result in successful implementation of strategy by local authorities. This chapter has presented and analysed data and has discussed the findings of the research. The next chapter provides conclusions and recommendations and outlines the contribution of the research study.

CHAPTER 6: DISCUSSION, CONCLUSIONS AND RECOMMENDATIONS

6.1. INTRODUCTION

This chapter presents the conclusions and recommendations to the study based on the reviewed literature and the results of the empirical study. The chapter provides a reflection on the aims and objectives of the study to help assess the extent to which these aims and objectives were achieved. The chapter also provides answers to the research questions of the study and demonstrates how the research contributes to theory, methodology and empirical research. The recommendations made in the chapter are expected to assist in both policy formulation and the implementation of strategy by local authorities in Zimbabwe.

6.2. SUMMARY OF RESEARCH FINDINGS AND GENERAL CONCLUSIONS

This study has analysed the performance of Zimbabwean local authorities and linked it to the barriers they face when implementing strategy. In addition, the study has examined strategy implementation approaches and strategy implementation models that may be applied by local authorities to assess their suitability, relevance and effectiveness in aiding the implementation of strategy. The barriers to strategy implementation and the models and approaches used in strategy implementation were first identified from literature and then subjected to respondents' judgement through a quantitative and qualitative approach. The factors studied were grouped into components for factor analysis.

An examination of the status of operations showed that local authorities do not deliver services that satisfy customers. However, the local authorities seemed to perform better in promoting employees' learning and growth, and they have skilled and qualified staff. The study revealed that local authorities generally make use of good and efficient financial systems, which indicates good performance. However, the local authorities are not effective and efficient in terms of revenue collection. The main reasons for ineffective and inefficient revenue collection are the poor economic environment, which has resulted in increased defaulters, and the inability of local authorities to enforce council by-laws.

The study has shown that there are several variables that affect strategy implementation in local authorities. However, the main challenges and barriers to strategy implementation by local authorities identified in the study are the following: (1) the process of strategy formulation, and (2) strategy implementation variables such as the change management context, organizational culture, organizational structure, leadership, communication, resource allocation and environmental influences.

An analysis of the strategy formulation process indicated that strategy formulation workshops are carried out annually within the local authorities, but strategy is formulated mainly by senior management. Both the internal and external environment have an impact on strategy formulation. Internally, resources are generally inadequate, and the external environment is not conducive for strategy formulation. An analysis of strategy implementation variables showed that there is an association between the variables and the performance of local authorities. Various levels of relationships were established between different strategy implementation models and the performance of local authorities. Relationships between strategy implementation approaches identified in the study and the performance of local authorities was also measured, resulting in the establishment of varying levels of association. The strategy implementation barriers were also measured to establish their association with and impact on the performance of local authorities, and the results indicated that there are variables with a considerable impact. The next section provides the aim and objectives of the study to provide the basis for making conclusions.

6.2.1. Aim and objectives

The aim of the study was to determine the major barriers impeding strategy implementation in local authorities in the Mashonaland West Province in Zimbabwe. The study aimed to identify the barriers because it has been observed that local authorities in Zimbabwe normally carry out strategy implementation workshops annually, yet service delivery has remained low, which implies that there are some barriers to effective implementation. Literature and the problem statement made it clear that local governments in Zimbabwe struggle to provide efficient and effective service delivery as expected by the residents, even though they have formulated strategies in place. The aim of the study thus provided the platform for dealing with the problem statement through appropriate conclusions and recommendations based on literature and confirmed by the empirical study.

The necessary objectives that would assist in meeting the requirements of the aim of the study were set. The objectives of the study were:

- to provide a grounding perspective of the concept “strategy implementation” in the context of local authorities
- to analyse current strategies and implementation plans of local authorities in Mashonaland West
- to determine empirically the barriers to strategy implementation experienced by local authorities in Mashonaland West
- to recommend a model and approach that will improve strategy implementation by local authorities in Mashonaland West.

The study provided a theoretical background of strategy implementation with particular reference to local authorities. An extensive literature review of the concept of strategy implementation was conducted first. The literature review provided insight into the kind of barriers that might be encountered in strategy implementation. Research was then undertaken in the form of a mixed method, where a survey and interviews were conducted to collect data for subsequent analysis. The questions sought to reveal the current strategies and implementation plans of the local authorities.

The first objective sought to clarify the concept of strategy implementation as it relates to local authorities. The strategy implementation concept is an element of the strategic management concept. Strategic management encompasses both strategic planning and implementation across an organization in a continuous manner. It involves critical analysis of the internal and external environment. An organization should be aware of its internal resources and capabilities so that it can determine how to take advantage of its internal strengths and exploit external opportunities. The research has highlighted how local authorities in Zimbabwe are affected by inadequate internal resources, such as finance to meet budget needs, as well as external forces such as political, economic and social factors. These factors must be considered in the strategic management process. The key phases identified in the strategic management process are strategy formulation, strategy implementation and strategy evaluation.

The working definition of “strategy” used in this study (with respect to local authorities) is a *plan of action to achieve service delivery objectives and satisfy the needs and expectations of stakeholders within a given environment and with given resources*. Thus, strategy for local authorities is mainly focused on the quality of service delivery. Strategy formulation has been viewed as critical since the strength of a strategy would primarily depend on how it was formulated. The study also revealed that the notion that strategy is the prerogative of top management fails to recognize the dynamism and turbulence of the environment where innovation, learning and flexibility should be regarded as prerequisites for success.

The strength of a strategy is reflected by its successful implementation. Thus, strategy implementation forms the critical link between strategy formulation and superior organizational performance. Strategy implementation is an important function of strategic management since it is the implementation that will lead to the achievement of the objectives of the organization once a strategy is formulated. Therefore, it is proper strategy implementation that will result in organizational success. The study proposed that strategy formulation is entrepreneurial in nature, while strategy implementation relates to administration and management. Successful strategy implementation requires continuous evaluation and control by the management of the

organization. Evaluation is necessary to determine if implementation progresses well, while control is needed to ensure that the organization achieves set objectives in the present and future environments. Through a theoretical analysis, the study established that local authority leadership should have both strategy-crafting abilities and implementation skills.

The second objective was achieved through an analysis of responses to interviews and questionnaires on how local authorities in Mashonaland West, Zimbabwe, implement their strategic plans. Relevant literature from the local authorities was also consulted to review current problems and strategies as well as response measures taken. The strategies crafted by the local authorities were mainly concerned with attempts to deliver services that satisfy residents. Other strategies included ways to promote efficient and effective revenue collection, promoting the learning and growth of employees, developing good financial systems as well as efficient internal business systems. Despite these strategies' intent, the local authorities have found it difficult to achieve their objectives because of rapid changes and environmental turbulence.

The local authorities were shown to be lacking in terms of responding flexibly to the environment. local authorities experience a lack of funds with which to support changes and undertake capital projects. The implementation of crafted strategies has also suffered due to differences amongst elected councillors, administrators and other politicians. It was established that the local authorities are characterized by clear responsibility and accountability arrangements. However, they do not have clear guidelines or models, nor do they have implementation frameworks to guide strategy implementation, but are, rather, involved in haphazard strategy implementation efforts.

The third objective was achieved by empirically determining the barriers to strategy implementation within the local authorities and establishing and subsequently analysing relevant models and approaches to determine the most suitable models and approaches that can be applied by the local authorities. An extensive literature review was first carried out to determine the most encountered barriers to strategy implementation. These barriers were then tested through qualitative and quantitative research to establish the barriers encountered by local authorities in Mashonaland West, Zimbabwe.

There are several barriers that local authorities may face during strategy implementation. The literature study revealed the following main barriers to strategy implementation: change management, organizational culture, organizational power structure and leadership. After clustering them into various components determined by a factor analysis, the ultimate barriers

were grouped as follows: strategic communication, organizational operations, organizational structure, environmental influences, organizational culture and strategic leadership barriers.

A correlation analysis method was used to assess the relationship between the barrier variables and the performance of local authorities. The variables relating to strategic communication were strategic planning, change management and communication, learning and growth of employees, responsibility and accountability, and strategy communication. Strategic communication management variables had a moderate to strong, positive and statistically significant association with organizational performance. The study also established that organizational operations variables had a low to moderate, positive and statistically significant relationship with organizational performance. Organizational operations management variables discussed in this study referred to efficient and effective revenue collection, financial resources, flexibility to environmental changes, financial support for changes, trust amongst employees and human capital. The correlation analysis further revealed that organizational structure variables have a low to moderate, positive and significant relationship with organizational performance within local authorities. Organizational structure variables in this study referred to the structure of the local authorities, activities of organizational units, monitoring and evaluation, motivation, movement of communication, relationships with residents and relationships with government. Environmental influences had a low to moderate, positive and statistically significant relationship with organizational performance. The environmental influences were: the internal environment (strengths and weaknesses), the external environment (political, social, legal, technological environmental and economic factors), internal communication and budgets. The study established that organizational culture had a moderate, positive and statistically significant relationship with the performance of local authorities. The organizational culture variables were: skills and qualifications of staff, use of technology, teamwork and work commitment. The results of the correlation analysis also indicated that strategic leadership is weak but positively and significantly related to organizational performance within local authorities. Strategic leadership variables discussed in the study referred to strategy formulation, readiness to accept change, implementation workshops, and implementation guidelines and models. Based on the correlation analysis, it can be concluded that there is a low to moderate, positive and statistically significant correlation between the strategy implementation variables used by local authorities in Zimbabwe and the performance of those local authorities. The study established that if local authorities manage to deal with these barriers, they will be able to achieve better performance. Apart from the need for astute strategy implementation by local authorities, the study established the need for government to create an enabling environment.

Correlation analysis was also used to measure the relationships between strategy implementation models and the performance of local authorities. The purpose was to establish which model has the strongest positive and statistically significant relationship with performance. The models discussed were: Higgins' 8 S model, Noble's strategy implementation model (minimalist model), the resource-based view, the balanced scorecard, and Quinn's incremental model. The results revealed that the Higgins' 8 S model had a moderate, positive and statistically significant association with organizational performance. Noble's strategy implementation model was divided into five components for the purpose of this study: goals, organizational structure, leadership, communications and incentives. The model variables had a low to just-above-average, positive and statistically significant relationship with the performance of local authorities. The resource-based view also showed a low to moderate, positive and statically significant relationship with the performance of local authorities. The balanced scorecard showed a spread from low, moderate to above-moderate, positive and statistically significant relationship with the organizational performance of local authorities. For Quinn's incremental model, there was a weak association between the model variables and organizational performance variables. Based on the results of the correlation analysis, it can be concluded that, in general, the models have a low to moderate and above-average, positive and statistically significant relationship with the performance variables of local authorities. In view of the result of this association, it can be concluded that the models can play a positive role in strategy implementation within local authorities. However, the correlation analysis showed that Higgins' 8 S model has a stronger relation with organizational performance of local authorities than the other models.

The qualitative part of the study dealing with the strategy implementation models showed that Higgins' 8 S model is an effective model that can result in strategy implementation success, while Noble's strategy implementation model is one of the most appropriate models for councils as it fosters consultations internally and with outside stakeholders. The balanced scorecard was regarded as a good instrument for measuring the strategy implementation objectives of local authorities. Based on the results of the qualitative part of the study, it can be concluded that the aforementioned models can be useful if applied in strategy implementation by local authorities.

The study further examined strategy implementation approaches that can be used by local authorities. The approaches examined were: the commander approach, the organizational change approach, the collaborative approach, the cultural approach, the crecive approach and Quinn's incremental approach. Quantitative and qualitative methods were used to determine the suitability of the approaches for use by local authorities. A correlation analysis

that was undertaken demonstrated that the commander approach is lowly related to organizational performance. The organizational change approach is related to organizational performance, and the collaborative as well as the cultural approach showed a low to moderate relation with organizational performance. The crecive approach had a low, medium to just-above-moderate association with organizational performance variables. The organizational change approach, as shown by the qualitative findings and correlational analysis, is not recommended for local authorities as it had a moderate association with organizational performance.

An analysis of the qualitative findings showed that the commander approach is appropriate for local authorities when implementing policy decisions (by statute or court decision), but the approach failed if the strategy was not clearly communicated and understood by subordinates. Interviewees felt that the collaborative approach was not suitable due to delays that may be caused by internal politics. The cultural approach was regarded as a very effective approach, except that there is a danger of rigidity because little innovation is promoted. The qualitative analysis also established that the crecive approach can make strategy implementation easier, more efficient, more effective, and more successful since the implementers are allowed to craft the activities they have to carry out. Quinn's incremental approach was treated as both a model and an approach in this study due to its incremental structure. According to the qualitative analysis results, Quinn's incremental approach is not quite effective for local authorities because councils work on resolutions and policies whereas the approach has too much experimentation, even if it can improve the basic strategy. On the basis of both the quantitative and qualitative analysis, it can be concluded that the commander approach and Quinn's incremental approach are not suitable for strategy implementation. However, the crecive, cultural and commander approaches are all suitable, of which the crecive approach is the most suitable.

Ordinal regression analysis was used to test predictor variables of barrier components to determine their relationship with performance variables of the local authorities. The predictor variables were drawn from the results of the factor analysis. Ordinal regression established that: (1) understanding of current strategy is a significant positive predictor of overall performance; (2) having efficient business processes is a significant positive predictor of service satisfaction; (3) having co-ordinated units is a significant positive predictor of service satisfaction; and (4) having co-ordinated units is also a significant positive predictor of overall performance. Multiple ordinal regression established that some key variables such as resident relations, financial systems, business processes, skilled staff and readiness for change are significant positive predictors of overall performance. It was also established that revenue

maximization and the structure of the organization are significant negative predictors of overall performance. These variables formed the best-fitting model to predict how well the ordinal regression model predicts overall performance. On the basis of the ordinal regression analysis, it was concluded that the strategy implementation variables have an effect on the performance of local authorities in Zimbabwe.

The fourth and last objective related to making recommendations that will improve strategy implementation by local authorities in Mashonaland West. The above conclusions form the basis for making appropriate recommendations for effective strategy implementation within the local authorities in Zimbabwe. The study demonstrated that the problems emanate mainly from policy and managerial decisions. Therefore, the recommendations are divided into policy recommendations and managerial recommendations. The recommendations are provided in the section below.

6.3. RECOMMENDATIONS

The local authorities in Zimbabwe function as administrative entities whose activities are coordinated by the MLG, PW & NH. Based on the results of this study, therefore, some policy and administrative measures are suggested below that could assist the local authorities in terms of policy and administration. These recommendations would provide an answer to the limitations imposed by the barriers the local authorities face when implementing strategy. The recommendations are provided in the sections below.

6.3.1. Policy recommendations

Local authorities in Zimbabwe operate according to and within the legislative framework enacted and promulgated by central government (legislature) as the primary legislative authority, although they enjoy subsidiary or secondary legislative authority. Therefore, the following policy measures are deemed necessary.

6.3.1.1 *Financing*

According to the research findings, strategy implementation and service delivery by Zimbabwean local authorities is to a large extent hindered by a lack of adequate funding. Revenue collection by the local authorities is weak, and financial inflow from the central government is low. This study proposes that the by-laws on revenue, for example, rates and taxes, should be strengthened. However, effective monitoring would be required to ensure effectiveness and little or no abuse of rate payers. The study also established that the local authorities find it difficult to fund all their capital projects. It is thus proposed that the central government should initiate policy measures where critical capital-intensive projects receive

government funding and support. It is also proposed that certain capital-intensive projects be carried out under public-private partnership arrangements.

6.3.1.2 *Transparency and accountability*

Local authorities in Zimbabwe enjoy a certain degree of autonomy in their operations. However, they are supposed to satisfy the needs of their various stakeholders. Therefore, local authorities should be accountable to residents and the government in order to ensure accountability. Residents' associations should be empowered by law to demand accountability from the local authorities. In addition, the Parliamentary Portfolio Committee on Public Accounts should play a more active role in ensuring that local authorities are accountable to the residents and government, and to ensure that the local authorities adhere to proper public finance administration as may be stipulated in by-laws, which should be consistent with Parliament and provincial legislatures.

6.3.1.3 *Government intervention*

In Zimbabwe, through the MLG, PW & NH, government provides an oversight role for local authorities. However, this oversight role has been viewed as government interference instead. For example, it is argued that the Minister has been given discretionary and unmitigated powers over the councils. In order to avoid unnecessary government intervention, it is advised that policy and legislation should draw distinct lines between oversight and interference. According to the research findings, local authorities often find themselves in financial distress and tend to depend on grants and loans from government. It is therefore advised that local authorities should attempt as much as possible to improve their revenue-generating capacity and not depend on government funding. In this way, they will be able to ward off unnecessary government intervention.

6.3.1.4 *Separation of politics from administration*

The political nature of local governments in Zimbabwe is determined by their democratic system. Political parties therefore have an influence on local elections and political organization of the local authorities. Council members are elected to office through political affiliations and, as such, national political parties tend to influence debate on major issues affecting councils. Naturally, national political parties tend to push for their policies and agendas. In some instances, a ruling party may push for implementation of its policies by an opposition-controlled council, and this may result in serious problems. Major problems may also emanate from the differences between elected councillors (who, in some cases do not have expert knowledge) and technocrats within Zimbabwean councils. Therefore, in terms of

policy, a distinction of roles and responsibilities must be made between council administrative professionals (officials) and politicians. Political office bearers should leave the management of the operations of the local authority to professional career civil servants.

6.3.1.5 *Participatory budgeting*

Participatory budgeting where civil society, such as the residents, ratepayer associations and resident associations, are consulted in the budgeting process ensures that the needs of residents are catered for within the budgets. Participatory budgeting has been practised in Zimbabwe since 2000. However, the process should be further strengthened to achieve transparency, accountability, rule of law, responsibility and participatory decision-making in local matters.

6.3.1.6 *Growing the national economy and alleviating poverty*

One of the major challenges faced by local authorities in Zimbabwe is that of citizens' failure to pay rates and taxes due to economic hardships. Service delivery has been severely affected since the little revenue that is collected is directed towards wages, repairs and maintenance of equipment and general expenses rather than improving service delivery or undertaking capital projects. Local authorities thus have little or no financial resources to direct towards improving service delivery and upgrading infrastructure. Local authorities will operate more efficiently in a stable or growing economy with non-impooverished citizens. The central government should, therefore, make innovative policies to attract and promote investment in order to alleviate poverty in the country. The country can take advantage of its rich mineral endowments and a generally educated population to drive the economy forward, create jobs and alleviate poverty. Legislative changes, such as promoting local business, promoting new investment and developing commercial relationships with different countries and markets, can create long-term solutions.

6.3.1.7 *Curb rural-urban migration*

The urban councils in Zimbabwe are experiencing rapid population growth, while facilities and social services, such as sewer infrastructure, remain inadequate. For instance, the local authorities do not have enough financial resources to expand, operate and maintain facilities and to treat water. This situation has been exacerbated by ever-increasing rural-urban migration of young people seeking opportunities and a better life (which is nonetheless non-existent). In terms of policy, the government can intervene to promote industrialization of rural areas so that the urban councils can be decongested. Local authorities can take advantage of the new devolution concept that has been promoted by the new government since 2018 in

the new dispensation. In the new devolution concept, provinces have the autonomy to develop their areas without strict control from the central government. Provinces can take advantage of the grants allocated to them by government and liaise closely with local authorities to industrialize, develop, create employment and alleviate poverty.

Apart from embarking on certain policy interventions, local authorities can improve their performance through the application of effective managerial measures. Managerial measures will enable local authorities to respond readily and appropriately to both internal and external environmental pressures. The next section provides recommended managerial solutions to the challenges faced by the local authorities.

6.3.2. Managerial recommendations

Managerial recommendations provided in this study focus on the barriers to strategy implementation and on strategy implementation models and approaches.

6.3.2.1 *Strategy formulation*

The study findings indicated that strategy formulation workshops are carried out annually by local authorities in Zimbabwe, but strategy implementation has not been successful in relation to the performance measurements undertaken in the study. According to Hrebiniak (2013, p. 24), a vague strategy can result in poor or a loss of focus and in implementation failure. It was also determined that lower-level employees are not actively involved in strategy formulation. The researcher therefore recommends that local authorities should involve lower-level employees in strategy formulation as they are the implementers of the strategy. According to the results of this study, a strategy is likely to be implemented well if it is understood and supported by the people responsible for implementing it. In addition to involving lower-level council employees, consulting with residents and civic society and including other stakeholders in strategic priorities that can meet the needs of the citizens should take place regularly.

6.3.2.2 *Change management*

The results of the study indicated that while local authority employees are ready to accept change, more still needs to be done to communicate change initiatives within the councils. According to Speculand (2009, p. 168), most people welcome change if it is communicated well. In this respect, local authorities are advised to improve how they communicate changes to avoid possible resistance by employees. Communication generally takes the form of top-down communication in the local authorities. However, local authorities are advised to make use of all communication channels, such as bottom-up and lateral communication modes.

Change management is an important factor because a strong correlation was found between it and organizational performance.

6.3.2.3 *Organizational culture*

Two major issues were raised concerning organizational culture within local authorities. Respondents to the survey as well as interviewees were concerned about the level of trust amongst stakeholders and the slowness of local authorities to take advantage of technological development. The local authorities should create environments that can build more trust between employees and other stakeholders. This can be achieved by involving employees, rate payers and residents' associations in strategy formulation and planning as well as by consulting them on budget matters. Local authorities should further take advantage of technological advancements, which they can use to communicate with residents as well as for billing and collecting rates and taxes. The study has established that organizational culture is highly associated with the performance of local authorities.

6.3.2.4 *Strategic leadership*

The research established that strategic workshops are carried out annually but that the implementation of those strategies is not successful. The study also established that there are no specific guidelines, models or frameworks used in the implementation effort. According to Speculand (2014, pp. 29–30), strategy implementation is very difficult if organizational processes are not well defined. In order to avoid haphazard implementation, local authorities must adopt relevant models, frameworks and approaches to implement strategies.

6.3.2.5 *Communication*

According to the research findings, there is effective communication within the local authorities. However, there is very little communication from the bottom- or lower-level employees to the top leadership. Communication within the local authorities is mainly related to the implementation of orders emanating from policy decisions by statute. However, communication is not all about ensuring that people know about or understand strategy, but also requires that they should understand exactly what they are supposed to do (Speculand, 2009, p. 170). In this respect, local authorities must make use of all communication channels such as top-down, bottom-up and lateral channels. By doing so, they can make sure that all who are responsible for implementing the strategy understand it and buy into the strategy. According to Sterling (2003, pp. 141–146), it is easier for implementers to implement strategy if they understand it well.

6.3.2.6 *Resource allocation*

The major challenge with resource allocation is that local authorities do not have adequate financial resources to sufficiently fund the implementation of strategies, thereby affecting service delivery. According to the research findings, most of the budget allocations are allotted to salaries and wages, significantly influencing service delivery. In order to sufficiently allocate resources, local authorities are urged to be more creative and innovative so as to find ways of effectively collecting revenue as well as exploit other sources of revenue. Local authorities can take advantage of new developments in technology, such as cloud computing, to create and maintain an updated databank of ratepayers. In this way they can control leakages in the system and avoid incidences of ratepayers who avoid payment because they cannot be traced through the consumer databanks.

6.3.2.7 *Environmental influences*

This study revealed that the local authorities' internal environment (strengths and weaknesses) and the external environment (political, social, legal, technological, environmental and economic factors) have a major impact on strategy implementation in the local authorities. Local authorities must deal with their internal environments by taking advantage of their strengths, such as human capital, to improve service delivery. Professionals within the local authorities must be allowed the space to carry out their functions responsibly without interference by politicians. Corrupt practices should be curtailed by compensating officials at levels that are commensurate with their duties. In terms of the external environment, local authorities must consult and engage with their various stakeholders, including the central government, so that their operations are not affected by excessive external influence. Local authorities are also encouraged to work with non-governmental organizations and other support groups that could support them financially and materially in some of their projects.

In this section, recommendations have been made on how to deal with major challenges associated with the identified barriers to strategy implementation by local authorities. One of the major issues raised was that local authorities should make use of appropriate models and approaches in implementing strategy. In accordance with that recommendation, the next section provides recommendations on the models and approaches that can be used by the local authorities.

6.3.2.8 *Strategy implementation models*

This study examined the following models: Higgins' 8 S model, Noble's strategy implementation model (minimalist model), the resource-based view, the balanced scorecard

and Quinn's incremental model. Deriving from the conclusions made above, a positive, moderate and statistically significant relationship was found between the models and the organizational performance of local authorities, except for Quinn's incremental model. This implies that local authorities can benefit from the application of a model. From the findings made, Higgins' 8 S model is recommended due to the focus of the strategic leader on establishing and communicating a clear mission and purpose for the organization. This ensures an understanding of the vision, mission, goals and strategic objectives of the organization by the employees, while employees are given the latitude to design their own work activities in line with the mission and purpose of the organization. According to the interviewees, this will empower and motivate employees to perform better, which may lead to strategy implementation success. At the same time, strategic leaders should be involved in motivation, supervision and evaluation. This model is recommended for use by local authorities. Noble's strategy implementation model was regarded as one of the most appropriate models for councils as it improves consultations both internally and with outside stakeholders. This model is also recommended for adoption by local authorities.

The resource-based model was regarded as a good model since it emphasizes both tangible and intangible resources. The findings revealed that intangible resources are important in strategy implementation since the implementers should have the skills and knowledge to implement strategy, and tangible resources provide the necessary infrastructure and finances to implement strategy. However, it was also established that local authorities do not have much control over resources as some of the resources are external. The balanced scorecard is recommended for providing sufficient information that reveals overall performance. However, the balanced scorecard is regarded as a measurement instrument. In view of the above and the results of the analysis, Higgins' 8 S model can be viewed as the best model for use by local authorities in their strategy implementation efforts.

6.3.2.9 *Strategy implementation approaches*

This recommendation is based on the conclusions provided regarding the strategy implementation approaches. This study examined the following strategy implementation approaches: the commander approach, the organizational change approach, the collaborative approach, the cultural approach, the crecive approach and Quinn's incremental approach. Based on the conclusions made, the crecive approach can be regarded as the most relevant approach for local authorities because it can make strategy implementation easier, more efficient, more effective, and more successful, since the implementers are allowed to craft the activities they have to perform. However, this does not negate the importance of other approaches.

6.4. PERFORMANCE MEASUREMENT

An organization's vision and mission should be transformed into a comprehensive set of indicators that provide the basis for creating a strategy. It is therefore of paramount importance for local authorities to find a model or guided framework for measuring their performance. This study identified the balanced scorecard as one of the best instruments for use as a multi-dimensional performance indicator.

6.4.1. Multi-dimensional performance indicator

According to Walumbwa, Christensen and Muchiri (2013), performance is the measure of standard indicators of efficiency, effectiveness and environmental responsibility in terms of productivity, regulatory compliance, cycle time and waste reduction. According to Van Looy and Shafaga (2016), a more balanced and integrated approach to performance management is needed due to the challenges of the rapidly changing society and technology. Local authorities' performance is based not on profit but on other deliverables, including customer satisfaction with service delivery. The balanced scorecard is recommended as one of the best performance measurement tools for local authorities. The balanced scorecard is a multi-dimensional performance measurement model that can be used to measure not only costs, but also the efficiency and effectiveness of strategies. Thus, it is ideal for use by local authorities. The balanced scorecard is an important performance measurement tool, which can be used to measure financial performance, customer value, internal business process performance and employee performance (including morale).

The study resulted in theoretical, methodological and empirical contributions. The next section presents these contributions as they emerged from the study.

6.5. CONTRIBUTION OF THE STUDY

This study makes the following theoretical, methodological and empirical contributions:

6.5.1. Theoretical contribution

This research has established that local authorities in Zimbabwe are faced with a number of strategic implantation barriers that affect their strategy implementation effort. However, it was shown that these barriers can be overcome through proper management practices. It was recommended that local authority leadership should manage change effectively, make use of good communication strategies, employ a supportive culture, manage internal and external environmental forces effectively, allocate resources properly and deploy good leadership if they are to implement strategies effectively. This study identified variables that have the

greatest impact on organizational performance. The identified variables include well-developed, efficient internal business processes; good relationships between local authorities and residents; and structures that support strategy implementation. The study also recommended the use of strategy implementation models and approaches. The most strongly recommended model and approach are Higgins' 8 S model and the crecive approach. The study further recommended the balanced scorecard as a good performance measurement tool that can be used by local authorities.

6.5.2. Methodological contribution

An explanatory study was carried out to establish issues as they are on the ground. A sequential explanatory mixed-methods study was undertaken, which made it possible to obtain as much information as possible under the circumstances. In order to achieve this, the researcher made use of rich questionnaires that included explanations to questions in order to facilitate understanding. The interview guide was short but contained open-ended questions to encourage narratives. Most of the questions in the interview guide matched questions from the questionnaire. This made comparisons and data analysis easier. The analysis of data was done step by step according to the research questions, and constant reference was made to the literature. The conclusions were drawn with specific reference to the objectives of the study. This form of research organization helped determine effective solutions and recommendations and helped achieve the aim and objectives of the study. It is advised that research can be easier and more effective if it is approached in a systematic manner.

6.5.3. Empirical contribution

Empirical research was carried out with the use of both quantitative and qualitative approaches. The study also referred to other empirical studies that have been carried out on strategy implementation, particularly in the public sector in general and local authorities specifically. The study sought to find solutions to problems faced by local authorities in Zimbabwe, where the situation is not only dynamic but difficult to operate in because of economic and financial constraints. The study established that local authorities should have functional working relations with citizens and the central government if they are to implement strategies effectively. It was also established that local authorities should have effective leadership and should create an enabling internal environment if they are to succeed in implementing strategy.

In addition to the contributions made, it is the researcher's opinion that this study provides the foundation for conducting further research in various areas of strategy discussed in this research. The possible areas for future research are discussed in the next section.

6.6. AREAS FOR FURTHER RESEARCH

The aim of this research was to establish the barriers to strategy implementation by local authorities. The study identified the major barriers and examined them through qualitative and quantitative methods. The study also established the impact of the barrier component variables to organizational performance. A linear relationship was established between the variables and organizational performance of local authorities. However, too many barriers were studied and all of them were important. The researcher proposes that further research should be undertaken on each of the identified barriers which include (the process of strategy formulation and strategy implementation variables such as the change management context, organizational culture, organizational structure, leadership, communication, resource allocation and environmental influences) to gain deeper insight into its effect in strategy implementation in local authorities. For instance, areas such as leadership, internal and external environmental forces, strategic change management, organizational culture, and so on, are areas that may require an in-depth analysis of their own.

6.7. CONCLUSION

The current state of local authorities in Zimbabwe needs urgent attention so that they can deliver satisfactory services to citizens. This research has identified the major barriers hindering the local authorities' effort to provide acceptable services. The study provided answers to all research questions, and the objectives of the study were achieved. The research concluded that strategy implementation variables are positively and significantly related to the performance variables of local authorities, and that they have an impact on the performance of the local authorities. The study also provided policy and managerial recommendations that the researcher deemed useful for the local authorities. The study ended by explaining how the research contributes to theory, methodology and empirical research. Recommendations were also made of areas for further research.

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APPENDICES

Please note that due to some changes to the study title during the course of the research, some small variations in the title are present in some of the documents presented below.

APPENDIX 1: SURVEY QUESTIONNAIRE

RESEARCH QUESTIONNAIRE ON STRATEGY IMPLEMENTATION BY LOCAL AUTHORITIES

This questionnaire is administered to explore Local Authorities' strategy implementation barriers and measures to overcome strategy implementation barriers. Apart from being an academic research project, the results of this survey are intended to improving the way Local Authorities implement formulated strategies. Participation is entirely voluntary and confidentiality of respondents will be upheld. May you please take a few minutes to complete the following questionnaire? Your responses and comments are highly valued. Thank you.

Please answer the following by placing an "X" or by ticking in the box that most accurately reflects your views, or by filling in the appropriate space provided.

A: Respondent Details

1: Profile of Respondent

1.1 Local Authority

Name of Local Authority	
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1.2 Gender

Please indicate your gender

Male		Female	
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1.3 Employment position

Please indicate your employment position in the organization

Town Clerk)			Internal Auditors	
Chief Executive Officer (CEO			Middle level Manager	
Director / Deputy Director			Treasurer	
Administration Officer			Council Chairman	
Senior Engineer			Councillor	
Engineer			Human Resources	
Other	Specify			

1.4 Length of service

How long have you been with your current Local Authority?

Less than 5 years		5 – 10 Years		10 -15 Years		More than 15 Years	
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1.5 Level of education

Please indicate your highest level of education?

Ordinary "O" Level	
Advanced "A" Level	
Certificate	
Diploma	
Degree	
Master's Degree	
PhD	
Other	

B: Organizational Position

2 Measuring status of operations

2.1 To what extent do you agree with the following?

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
My Local Authority (LA) employs good financial systems					
My Local Authority collects revenue due efficiently and effectively					
My Local Authority delivers services that satisfy customers					
My Local Authority has well developed, efficient internal business processes					
My Local Authority promotes learning and growth of employees					
My Local Authority has skilled and qualified staff					
The overall performance of my Local Authority has improved over the past 3 years					

C: Strategy formulation process

3 Strategy formulation

3.1 To what extent do you agree with the following?

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
My Local Authority carries out strategy formulation workshops annually					
Lower level employees participate in strategic planning in my Local Authority					
The LA's internal environment (Strengths & Weaknesses) has an impact on strategy formulation					
The external environment (Political, Social, Technical, Legal, Environmental and Economical etc.), has an impact on strategy formulation in my Local Authority.					
My Local Authority is better at formulating than implementing strategy					

D: Strategy implementation

4 Barriers to strategy implementation

4.1 The change management context

To what extent do you agree with the following?

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
My Local Authority is flexible enough to react to changes in the environment					
Employees have often shown readiness to accept any changes made within the council					
Changes are clearly communicated within the LA					
There is always enough financial support for major changes within the LA					

4.2 Organizational culture

To what extent do you agree with the following?

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
There is a high level of trust amongst employees and other stakeholders within my Local Authority					
My Local Authority promotes an open and innovative working environment					
My Local Authority makes use of technology in process implementation to facilitate goal attainment					
Teamwork is promoted and valued in my Local Authority					
In my Local Authority, employees are committed to their work					

4.3 Organizational structure

To what extent do you agree with the following?

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
There are numerous hierarchical levels and narrow spans of control in my local authority					
The structure of my Local Authority supports strategy implementation					
There is clear responsibility or accountability in the implementation of decisions or actions					
Activities of organizational units are well coordinated					

4.3 Strategic Leadership

To what extent do you agree with the following?

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
My Local Authority carries out strategy implementation workshops annually					
There are usually clear guidelines or models to guide strategy implementation efforts					
Top management is heavily involved in monitoring and reviewing the progress of each strategic program created by the LA					
Leadership in the LA motivates employees to be committed to strategy implementation					

4.4 Communication

To what extent do you agree with the following?

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Strategy is well communicated to employees all the time					
I understand the current strategy of my LA					
I understand how my work contributes to the overall council strategy					
In my Local Authority communication is a major contributor to the achievement of strategic objectives					
Communication flows from top to bottom in my LA					
There is communication from bottom to the top in my LA					

4.5 Resource Allocation

To what extent do you agree with the following?

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
The LA maximises all revenue-generating opportunities					
The LA budgets are linked to strategy					
There are adequate financial resources at the LA's disposal to implement strategy					
The LA has competent human capital to effectively support strategy implementation					

4.6 Environmental Influences

To what extent do you agree with the following?

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Good relationships exist between my LA and residents					
Good relationships exist between my LA and the Government					
The LA's internal environment (strengths & weaknesses) has an impact on strategy implementation					
The external environment (Political, Social, Legal, Technological Environmental and Economical etc.) has an impact on strategy implementation in my Local Authority					

E: Strategy Implementation Models for Local Authorities

5.1 The Higgins's Eight (8) S Model

To what extent do you agree with the following?

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Some key organizational variables which are (strategic purpose, structure, systems and processes, leadership style, staff, resources, and shared values) are aligned with strategy in my Local Authority					
My LA leadership concentrates on establishing and communicating a clear mission and purpose for the organization					
Employees are given the opportunity to design their own work activities in line with the mission and purpose of the organization					
Strategy implementation is often successful in my LA.					

5.2 Noble's Strategy Implementation Model (minimalist model)

5.2.1 Goals

To what extent do you agree with the following?

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
All managers are aware of the strategic goals of the LA					
The goals fit within the broader strategic vision of the LA					
The LA maintains the flexibility to adapt goals to environmental changes					
Focus is made on common goals to encourage cross-functional Cohesiveness					

5.2.2 Organizational structure

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Functional areas have the slack resources needed to be able to contribute to an implementation effort					
Formal strategy implementation units are established and visible					
Key strategy implementation team members are allowed time to focus on the implementation effort					

5.2.3 Leadership

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Employees' knowledge and appreciation of multiple functional areas is developed during the pre-implementation stage					
Leaders show equal attention to all functional -level concerns					
Autonomy for functional - level implementation efforts is maintained					

5.2.4 Communications

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Regular cross-functional communications are maintained to foster understanding and appreciation of strategy					
An official with cross-functional authority and general respect in the LA organizes the implementation effort					
Discussions are often made to resolve implementation details early in the process					
The strategy implementation team is kept updated on progress and any changes in objectives					
Implementation progress is communicated across the entire organization to foster buy –in					

5.2.5 Incentives

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Development of cross-functional skills is rewarded in my LA					
Time and performance-based incentives are awarded to the implementation team during implementation					
Incentives are adjusted as strategy and environmental conditions change during implementation					
Visible and consistent cross-functional rewards are established for successful implementation efforts					

5.3 Resource Based Model

To what extent do you agree with the following?

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
My LA possess some unique resources (capital, equipment, skills of individual employees, patents, finance, and talented managers) that can result in superior performance					
My LA engages in resource management and development to sustain future service demands					
Unique resources and capabilities form the basis for strategy formulation and implementation in my LA					

5.4 Balanced Scorecard Diagnostic: Maintaining Maximum Performance (Niven, 2003)

To what extent do you agree with the following?

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
My LA develops the skills, talent, and knowledge of employees					
My LA manages information through (databases, information systems, networks, and technology infrastructure)					
Customer growth and service targets are established in my LA					
My LA always meets its financial obligations					
Budgets and cost-saving measures are put in place in my LA					
Strategic objectives are linked to long-term targets and annual budgets in my LA					

F: STRATEGY IMPLEMENTATION APPROACHES (FOR LOCAL AUTHORITIES)

6.1 Commander Approach

To what extent do you agree with the following in your LA?

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Top level management formulates strategy and pass it on to subordinates for implementation					
Subordinates are given instructions on how to implement the strategy and top management oversees the implementation without taking an active role					
Employees do not resist implementation of strategy					
Accurate and timely information is available for strategy implementation					

6.2 The Organizational Change Approach

To what extent do you agree with the following in your LA?

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
My LA has experienced major changes of strategy in the past 3 years					
My LA has experienced changes in structure, personnel, and information and reward systems in the past 3 years					
Budgets are allocated to address change issues in my LA					
There has been employee acceptance of overall change plans in my LA					
Senior management has been serious about instituting a change-friendly culture					
Strategic objectives are linked to long-term targets and annual budgets in my LA					

Service delivery and job satisfaction has improved through effective management in my LA					
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6.3 The Collaborative Approach

To what extent do you agree with the following?

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Top and senior management team meets to develop strategy					
Senior management is committed to formulated strategy					
Employees are committed to strategy developed by a team of senior managers					
Strategic changes are implemented efficiently in my LA					

6.4 The Cultural Approach

To what extent do you agree with the following for your LA?

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
A clear mission and purpose for the organization is communicated to employees					
Employees are allowed to design their own work activities in line with the mission and purpose of the organization					
The LA is characterized by a strong set of values, norms, symbols and beliefs					
There is a wide unity of purpose in the LA					
Strategy is usually implemented successfully in my LA					

6.5 The Crescive Approach

To what extent do you agree with the following for your LA?

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Top management encourages subordinates to develop, champion, and implement sound strategies on their own					
Top management shapes the employees notions of what would constitute supportable strategic projects					
Strategy moves upwards from low level employees and middle level managers					
Strategy is the sum of all individual proposals that surface throughout the year					
A general strategy is articulated to guide the LA's growth					

6.6 The Quinn's Incremental Model

To what extent do you agree with the following for your LA?

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Strategy is shaped gradually depending on circumstances					
Decision making is hierarchical					
Experimenting and innovative behaviour is allowed					
Decision makers are able to cope with uncertainty					
The strategic leader is personally or ultimately responsible for the proposed changes in strategy					
The strategic leader is personally or ultimately responsible for establishing the structure and processes within the LA					

7 Any other comments concerning strategy implementation in your Local Authority

Thank you for your cooperation.

APPENDIX 2: INTERVIEW SCHEDULE / GUIDE

IN-DEPTH INTERVIEW FOR A QUALITATIVE RESEARCH STUDY

I thank you for taking the time to meet with me today. My name is Tawanda Mutandwa. I am a PhD student at the University of the Free State in South Africa. I would like to hear your views, opinions and experiences concerning strategy implementation within your Local Authority. The title of my research is **STRATEGY IMPLEMENTATION BARRIERS IN URBAN LOCAL AUTHORITIES IN MASHONALAND WEST, ZIMBABWE**.

The research specifically seeks to establish the barriers of strategy implementation in local authorities as well as identify the most suitable implementation model and approach. The areas I wish to seek explanations in particular are listed below.

- Strategy formulation
- Change management
- Organisational Culture
- Organisational Structure
- Strategic Leadership
- Communication
- Resource allocation
- Environmental Influences
- Strategy implementation methods (models and approaches)

The interview should take less than 1 hour per participant. There are no right or wrong answers in this discussion. Please feel free to share your views as your opinion is very important to us.

Please note that participant's rights listed below are highly upheld.

- participation is voluntary
- participant has the right to decline to answer a question or questions at any time
- participant has the right to withdraw at any time
- participant has control over the right to record any of his/her responses where a voice recorder is used
- participation in this research is completely confidential and anonymous and nothing you say would be attributed to you directly as the respondent

Do you have any questions about what I have just explained?

Please show your willingness to participate in this interview by signing below.

Interviewee

Date

Should you have any other questions about the research please contact the undersigned:

Tawanda Mutandwa

Cell phone : +263773441275

Email : mutandwat2014@gmail.com

SEMI- STRUCTURED/OPEN-ENDED INTERVIEW QUESTIONS

General Information

- What is your understanding of strategy formulation and implementation?
- Do you think that strategy implementation is key to success for local authorities?
- Does your local authority implement formulated strategies all the time?
- What do you think are the pre-requisites for successful strategy implementation?
- What causes strategy implementation to fail in a local authority?
- In your opinion, what makes strategy implementation successful in a local authority?

Organizational performance

- Which measures do you use to assess strategy implementation success?
- How would you describe your local authority in terms of strategy implementation success?
- Barriers to strategy implementation
- What would you indicate as the biggest barriers to effective strategy implementation?
- Strategy formulation
- How is strategy formulated in your local authority?
- How does strategy formulation affect implementation efforts in your local authority?

3.2 Organisational Culture

What role does organisational culture play in strategy implementation within your local authority?

3.3 Organisational Structure

What are the organisational and political obstacles that stand in the way of effective implementation?

How does organizational structure support strategy?

3.4 Strategic Leadership

Please describe leadership involvement in strategy implementation within your local authority and how it impacts on implementation success.

3.5 Communication

What role does communication within the council play in strategy implementation?

4.5 Resource allocation

How does the allocation of resources affect strategy implementation in your local authority?

4.6 Environmental Influences

How does the external environment (political, legal, economic, social, etc.) affect strategy implementation in your local authority?

How does the organization internal environment (systems and processes, technology, human capital, knowledge management, etc.) affect strategy implementation in your local authority?

5 Strategy implementation models

What is your comment on the following assertions in reference to strategy implementation by local authorities?

5.1 The Higgins's model

The strategic leader should concentrate on establishing and communicating a clear mission and purpose for the organization and then allow employees to design their own work activities with this mission.

5.2 Noble's Strategy Implementation Model (minimalist model)

- Strategy Implementation should be organised around four major stages of the implementation effort which are; Pre-implementation, Organizing the implementation effort, Managing the implementation process, and Maximizing cross-functional performance.
- Strategy implementation effort is accordingly supported by; Goals, Organizational structure, Leadership, Communications, and Incentives.

5.3 Resource Based Model

The organization's unique resources (e.g. financial, human capital) and capabilities (e.g. technologies, processes) form the basis for strategy formulation.

5.4 Balanced Scorecard Diagnostic: Maintaining Maximum Performance (Niven, 2003)

An organization's vision and mission should be transformed into a comprehensive set of indicators that provide the basis for creating a strategy management system encompassing four balanced perspectives which are; Financial performance, Customer value, Internal business process performance, and Employee performance, e.g. morale.

6 Strategy Implementation Approaches

6.1 Commander Approach

What is your response to the fact that top level management should formulate strategy and pass it on to subordinates for implementation?

6.2 The Organisational Change Approach

What is the role of the strategic leader in the implementation of a radical new strategy?

6.3 The Collaborative Approach

Do you believe that the involvement of senior management through group discussions (without other employees) in the strategy formulation process can ensure commitment and strategy implementation efficiency in local authorities?

6.4 The Cultural Approach

What do you think will be the consequences of infusing employees with a strong set of collective values in a local authority?

6.5 The Crescive Approach

What would be the impact on strategy implementation for a local authority if subordinates are allowed to develop, champion, and implement sound strategies on their own while the leader evaluates the proposals that reach his desk, than as a master strategist.

6.6 The Quinn's Incremental Model

What is your comment on strategy setting for local authorities through incremental processes whereby strategies emerge step by step from an interactive process in which the organization probes the future, experiments, and learns from a series of partial (incremental) commitments?

Do you think it will result in effective strategy implementation for local authorities?

THANK YOU.

APPENDIX 3: LETTERS OF APPROVAL TO CARRY OUT RESEARCH



Faculty of Economic and Management Sciences

16-Nov-2016

Dear **Mr Tawanda Mutandwa**

Ethics Clearance: **Strategy implementation barriers in urban local authorities in Mashonaland West ,Zimbabwe**

Principal Investigator: **Mr Tawanda Mutandwa**

Department: **Business Management (Bloemfontein Campus)**

APPLICATION APPROVED

With reference to your application for ethical clearance with the Faculty of Economic & Management Sciences, I am pleased to inform you on behalf of the Ethics Committee of the faculty that you have been granted ethical clearance for your research.

Your ethical clearance number, to be used in all correspondence is: **UFS-HSD2016/1118**

This ethical clearance number is valid from **16-Nov-2016** to **16-Nov-2019**. Should you require more time to complete this research, please apply for an extension.

We request that any changes that may take place during the course of your research project be submitted to the ethics office to ensure we are kept up to date with your progress and any ethical implications that may arise.

Thank you for submitting this proposal for ethical clearance and we wish you every success with your research.

Yours Sincerely

Dr. Petrus Nel

Chairperson: Ethics Committee Faculty of Economic & Management Sciences

Economics Ethics Committee

Office of the Dean: Economic and Management Sciences

T: +27 (0)51 401 2310 | T: +27(0)51 401 9111 | F: +27(0)51 444 5465

205 Nelson Mandela Drive/Ryalaan, Park West/Parkweg, Bloemfontein 9301, South Africa/Suid Afrika

P.O. Box/Posbus 339, Bloemfontein 9300, South Africa/Soud Afrika

www.ufs.ac.za



Ministry of Local Government, Public Works and National Housing

Telephone 263 4 707615

Fax 263 4 797706

Ref: ADM/23/8

26 July 2016



ZIMBABWE

The Office of The Secretary
p; Bag .7755
Causeway,
HARARE

Mr Tawanda Mutandwa
Rydings College
Chirundu Road
P. Bag 2116
Karoi

MR TAWANDA MUTANDWA: UNIVERSITY OF THE FREE STATE (SOUTH AFRICA): PhD
STUDENT): APPROVAL OF AUTHORITY TO UNDERTAKE AN ACADEMIC RESEARCH

The above subject matter refers.

It is my pleasure to advise you that the Head of Ministry in his memorandum dated 05 July 2016 has approved your application to undertake a field research in Mashonaland West Province Local Authorities (Karoi, Kariba, Chinhoyi and Chegutu).

Please be advised that the research findings should not be subjected to external consumption and must be solely used for academic purposes only. You are mandated to complete the Official Secrecy Act before commencement of the research project. Moreover, the final copy of the research findings should be submitted to the Office of the Secretary upon completion.

It is our hope that the research findings will help the Ministry in coming up with relevant strategies and actions in the study area undertaken.

@

tz_

I. Chazuka

FOR: SECRETARY FOR MINISTRY OF LOCAL GOVERNMENT, PUBLIC WORKS AND NATIONAL HOUSING

Cc: Director Urban Local Authorities

MUNICIPALITY

All Communications Phone:

To be addressed to P.O. Box 34

Town Clerk Chegutu

Phone: 2897 Zimbabwe

Fax: 053 -2668

Email: chegutumunicipality@gmail.com



OF CHEGUTU

2237/2259/2895-6

PER /4/1

20 February 2017

Mr. Tawanda Mutandwa

Rydings College

Chirundu Road Karoi

SUBJECT: AUTHORITY TO CARRY OUT A PHD RESEARCH WITHIN CHEGUTU
MUNICIPALITY

Your letter dated 14 February 2017 refers.

- . You are hereby advised that permission to carry out the research within Chegutu Municipality in fulfilment of your PhD was granted by Council. It is also our hope that findings of the research (the research document) would be shared with the organization to enhance effective and efficient public service provision.

Wishing you a pleasant moment during this process.

Yours faithfully,

A handwritten signature in blue ink, appearing to be 'G. Kasamu', with horizontal lines underneath.

G. KASAMU

FOR: TOWN CLERK

Cc: Town Clerk

File



MUNICIPALITY OF CHINHOYI

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et)ifl!f!ES'f)() '1t!)8'Jt8& 70
& 70)1t1t **et&**

The Park

Telephone: 22156, 22456, 22479
Fax: 22554

Ol It 1d 1:-\JH) ** /< /uh OJ/I7.....
\ Ol It IH.1:-

Office of the Town Clerk
P.O. Box 93
Chinhoyi
Zimbabwe

16 March 2017

Rydings College
Chirundu Road
P Bag 2116
KAROI

Attention: Tawanda Mutandwa

Dear Sir,

RE: APPROVAL OF AUTHORITY TO UNDERTAKE AN ACADEMIC RESEARCH:
MR TAWANDA MUTANDWA: UNIVERSITY OF THE FREE STATE {SOUTH
AFRICA): Phd STUDENT

Reference is made to your letter dated 26 July 2016 and we acknowledge the contents thereof.

Council at its Ordinary Council meeting number 01/02/2017 held on 7 March 2017 approved your request to undertake a field research in Municipality of Chinhoyi Local Authority .

Wish you the best.

Yours faithfully

f.r \:cV\cy-¥

M.D.S Kaitano
TOWN CLERK

CC: Running File

MUNICIPALITY OF CHINHOYI

P.O BOX 93
CHINHOYI

Karoi Town Council

TELEPHONE 02642156408 / 9 / 2157922 /
2156323
KAROİ

P. O. BOX 225
KAROİ
ZIMBABWE

Email: karoitowncouncil@gmail.com

Fax: 0264 2157901

OUR REF:

ALL COMMUNICATIONS TO BE ADDRESSED
TO THE SECRETARY

1March 2017

Mr T Mutandwa
Rydings School
P. Bag 2116
KAROİ

Dear Sir

APPLICATION FOR PERMISSION TO CARRY OUT AN EDUCATIONAL
RESEARCH: STRATEGY IMPLEMENTATION BARRIERS IN URBAN
LOCAL AUTHORITIES IN MASHONALAND WEST PROVINCE: PHO U
NIVERSITY OF FREE STATE IN SOUTH AFRICA

I refer to the above matter.

I write to acknowledge receipt of your letter dated 1March 2017, application for permission to carry out an educational research at Karoi Town Council was successful. Please note that you are expected to furnish Council with the findings of your research for our information.

I wright of the above please proceed to liaise with the Administration Officer for assistance.

Wishing you the best in your educational endeavours.

Yours faithfully

NI
ACTING TOWN SECRETARY

WM/aa



Municipality of Kariba

All communication should be addressed to the Town Clerk and the following reference quoted:

Our Ref: Per 4/1

Your Ref:



MUNICIPAL HEAD OFFICE
KARIBA HEIGHTS
P O BOX 130
KARIBA
ZIMBABWE
Telephone: (0261) 214 6189; 214 6246; 214 6194
0772 185 753/5
Toll Free lines: HQ: 08080076
Engineering: 08080077
Housing: 08080078
Fax: (0261) 214 6416
Email: mok@karibamun.org.zw
Website: www.karibamun.org.zw

1 February 2017

Tawanda Mutandwa

Dear Sir

**PERMISSION TO UNDERTAKE PHD RESEARCH STUDY – STRATEGY
IMPLEMENTATION BARRIERS IN URBAN LOCAL AUTHORITIES IN
MASHONALAND WEST PROVINCE**

Please be advised that your application to undertake research at Kariba Municipality has been acceded to.

Yours faithfully

R. Kamhoti
Director of Central Administration Services
For TOWN CLERK



The vision: The Ultimate Tourist Destination embedded in a thriving community by 2025. **The Mission:** To deliver quality municipal services to residents and tourists in an efficient, effective and sustainable manner. **The Values:** - In its endeavour to achieve its Vision and to fulfill its Mission, the Municipality is guided by the following values: Professionalism; Stakeholders Participation; Customer Care; Accountability and Gender Sensitivity.

APPENDIX 4: INFORMED CONSENT FORMS

INFORMED CONSENT FORM

FOR PARTICIPATION IN A QUANTITATIVE ACADEMIC RESEARCH STUDY

Researcher : Tawanda Mutandwa
Student No : 2015209485
Cell : +263773 441 275

TITLE OF THE STUDY

STRATEGY IMPLEMENTATION BARRIERS IN URBAN LOCAL AUTHORITIES IN MASHONALAND WEST, ZIMBABWE

Dear Participant

You are invited to participate in an academic research study on strategy implementation barriers in urban local authorities in Mashonaland West, Zimbabwe.

Purpose of the Study

The purpose of the study is to determine the barriers impeding strategy implementation in Local Authorities in Mashonaland West, Zimbabwe.

Objectives of the research

The following are the objectives of the study:

- To provide a grounding perspective of the concept strategy implementation in the context of local authorities.
- To analyse Zimbabwean Mashonaland West local authorities' current strategies and implementation plans.
- To determine empirically the barriers to strategy implementation being experienced by Mashonaland West Local Authorities in Zimbabwe and recommend a model and approach for successful strategy implementation by Zimbabwean Local Authorities.
- To make recommendations that will improve strategy implementation by Mashonaland West Local Authorities.

Procedures

The survey will be administered through the use of a research questionnaire that you are requested to complete.

Confidentiality

The study observes, maintains and respects the rights of the research participants to anonymity, privacy and confidentiality, as such, your name will not appear on the questionnaire.

Voluntary Participation

Participation is entirely voluntary. You may choose not to participate and you may also stop participating at any time without any negative consequences. May you please answer the questions in the attached questionnaire as completely and honestly as possible?

Please take note of the following issues:

- The information gathered in this study will be used purely for academic purposes and for the objective of the research project.
- The findings and/or results of the thesis may be published and presented in local and international conferences and other academic fora.
- Research findings will also be made available at The University of the Free State, Business School, Faculty of Economic and Management Sciences, Republic of South Africa.
- Your anonymity will be ensured throughout the research study and you shall not be required to provide us with any information that might identify you.

If you have any additional questions or comments regarding the study, please feel free to contact my promoter / supervisor **DR CHRISTOFFEL HENDRIKS**, email HendriksCJ@ufs.ac.za

Promoter

Name and Surname	DR CHRISTOFFEL HENDRIKS
Email Address	HendriksCJ@ufs.ac.za

Researcher

Name and Surname	Tawanda Mutandwa
Email Address	mutandwat2014@gmail.com

Please sign the form to indicate that:

1. You have read and understood the information provided in this consent form.

2. You give your consent to participate in the study on a voluntary basis.

Participant's Signature

Date

INFORMED CONSENT FOR PARTICIPATION IN A QUALITATIVE ACADEMIC RESEARCH STUDY

Researcher : Tawanda Mutandwa

Student No : 2015209485

Cell : +263773 441 275

TITLE OF THE STUDY

STRATEGY IMPLEMENTATION BARRIERS IN URBAN LOCAL AUTHORITIES IN MASHONALAND WEST, ZIMBABWE

Dear participant

You are invited to participate in an academic research study on strategy implementation barriers in urban local authorities in Mashonaland West, Zimbabwe. This form details the purpose of this study, a description of the involvement required and your rights as a participant.

Please consider this information carefully before deciding whether to participate in this research.

Purpose of the Study

The purpose of the study is to determine the barriers impeding strategy implementation in Local Authorities in Mashonaland West, Zimbabwe.

Objectives of the research

The following are the objectives of the study:

- To provide a grounding perspective of the concept strategy implementation in the context of local authorities.
- To analyse Zimbabwean Mashonaland West local authorities' current strategies and implementation plans.
- To determine empirically the barriers to strategy implementation being experienced by Mashonaland West Local Authorities in Zimbabwe and recommend a model and approach for successful strategy implementation by Zimbabwean Local Authorities.
- To make recommendations that will improve strategy implementation by Mashonaland West Local Authorities.

The benefits of the research will be:

- Findings of the research will add to the knowledge and understanding of the subject of strategy implementation challenges and its application by the Local Authorities specifically under the context of Zimbabwean economy.
- The study is expected to come up with recommendations that may improve the efficiency of Zimbabwe Local Authorities.
- This is an opportunity for you to tell your story about your experiences.

The methods that will be used to meet this purpose include:

- One-on-one in –depth interviews

What you will do in this research

You shall be asked to participate in one interview. You will be asked several questions. Some of them will be about general information on strategy implementation. Others will be about your personal view on strategy implementation barriers in your local authority.

The discussion will be audio taped to help accurately capture your insights in your own words. You will not be asked to state your name on the recording. The tapes will only be heard by me (the researcher) for the purpose of this study. If you feel uncomfortable with the recorder, you may ask that it be turned off at any time.

Time required

The interview should take less than 1 hour per participant.

Risks

No major risks are anticipated. However, some of the questions may cause discomfort or embarrassment.

Confidentiality

Your responses to interview questions will be kept confidential. At no time will your actual identity be revealed. You will be assigned a random numerical code. If anyone helps to transcribe responses s/he will only know you by this code. The recording will be erased as soon as the thesis has been accepted. The transcript, without your name, will be kept until the research is complete. The key code linking your name with your number will be kept in a locked file cabinet in a locked office, and no one else will have access to it.

Voluntary Participation

Participation is entirely voluntary. You may choose not to participate and you may also stop participating at any time without any negative consequences. In the event you choose to withdraw from the study all information you provide (including tapes) will be destroyed and omitted from the final paper.

If you have any additional questions or comments regarding the study, please feel free to contact my promoter / supervisor **DR CHRISTOFFEL HENDRIKS**, email HendriksCJ@ufs.ac.za

Promoter

Name and Surname	DR CHRISTOFFEL HENDRIKS
Email Address	HendriksCJ@ufs.ac.za
Signature	

Researcher

Name and Surname	Tawanda Mutandwa
Email Address	mutandwat2014@gmail.com
Signature	

However I also understand that:

1. I have read and understood the information provided in this consent form.
2. I am free to withdraw from this project without any disadvantages.
3. Tapes used for the interviews will be destroyed at the conclusion of the study but any raw data on which results of the project depend will be retained in secure storage for six years after which it will be destroyed.
4. I give your consent to participate in the study on a voluntary basis.
5. I consent that the results of this study may be published but your anonymity will be preserved.
6. I give the researcher permission to make use of the data gathered from my participation.
7. I have been given the opportunity to ask whatever questions I have and all such questions have been answered to my satisfaction.

Participant's Signature

Date

APPENDIX 5: FACTOR ANALYSIS

Appendix 5.1: Communalities

Communalities		
	Initial	Extraction
My local Authority employs good financial systems	1.000	.588
My local Authority collects revenue due efficiently and effectively	1.000	.602
My Local Authority delivers services that satisfies customers	1.000	.638
My Local Authority has well developed, efficient internal business process	1.000	.599
My Local Authority promotes learning and growth of employees	1.000	.763
My Local Authority has skilled and qualified staff	1.000	.554
The overall performance of my Local Authority has improved over the past 3 years	1.000	.682
My Local Authority carries out strategy formulation workshops annually	1.000	.628
Lower level employees participate in strategic planning in my Local Authority	1.000	.518
The LA's internal environment (Strengths & Weaknesses) has an impact on strategy formulation	1.000	.654

The external environment (Political, Social, Technical, Legal, Environmental, and Economic etc.) has an impact on strategy formulation in my LA	1.000	.683
My Local Authority is better at formulating than implementing strategy	1.000	.786
My local Authority is flexible enough to react to changes in the environment	1.000	.565
Employees have often shown readiness to accept any changes within my LA	1.000	.473
Changes are clearly communicated in the LA	1.000	.686
There is always enough financial support for changes within the LA	1.000	.670
There is a high level of trust amongst employees and other stakeholders within my LA	1.000	.659
My Local Authority promotes an open and innovative working environment	1.000	.732
My Local Authority makes use of technology in process implementation to facilitate goal attainment	1.000	.678
Teamwork is promoted and valued in my Local Authority	1.000	.744
In my Local Authority, employees are committed to their work	1.000	.724
There are relatively few hierarchical levels and wide spans of control in my Local Authority	1.000	.629

The structure of my Local Authority supports strategy implementation	1.000	.700
There is clear responsibility or accountability in the implementation of decisions or actions	1.000	.607
Activities of organizational units are well-coordinated	1.000	.692
My Local Authority carries out strategy implementation workshops annually	1.000	.743
There are usually clear guidelines or models to guide strategy implementation efforts	1.000	.692
Top management is heavily involved in monitoring and reviewing the progress of each strategic program created by the LA	1.000	.669
Leadership in the LA motivates employees to be committed to strategy implementation	1.000	.632
Strategy is well communicated to employees all the time	1.000	.610
I understand the current strategy of my LA	1.000	.749
I understand how my work contributes to the overall council strategy	1.000	.753
In my Local Authority, communication is a major contributor to the achievement of strategic objectives	1.000	.775
Communication flows from top to bottom in my LA	1.000	.654

There is communication from bottom to top in my LA	1.000	.705
The LA maximises all revenue-generating opportunities	1.000	.654
The LA budgets are linked to strategy	1.000	.633
There are adequate financial resources at the LA's disposal to implement strategy	1.000	.689
The LA has competent human capital to effectively support strategy implementation	1.000	.543
Good relationships exist between my LA and residents	1.000	.643
Good relationships exist between my LA and the Government	1.000	.544
The LA's internal environment (strengths & weaknesses) has an impact on strategy implementation	1.000	.720
The external environment (Political, Social, Legal, Technological, Environmental, and Economical etc.) has an impact on strategy implementation in my Local Authority	1.000	.757

Extraction Method: Principal Component Analysis.

Appendix 5.2: Factor extraction-total variance explained

Component	Initial Eigenvalues			Extraction Sums of Squared			Rotation Sums of Squared		
	Loadings			Loadings			Loadings		
	Total	% of Variance	Cumulative %	Total	% of Variance	Cumulative %	Total	% of Variance	Cumulative %
1	10.918	25.390	25.390	10.918	25.390	25.390	4.003	9.310	9.310
2	3.376	7.851	33.242	3.376	7.851	33.242	3.580	8.325	17.635
3	2.260	5.256	38.498	2.260	5.256	38.498	3.242	7.540	25.175
4	2.029	4.718	43.216	2.029	4.718	43.216	3.159	7.346	32.521
5	1.776	4.129	47.345	1.776	4.129	47.345	3.044	7.079	39.600
6	1.625	3.780	51.125	1.625	3.780	51.125	2.770	6.442	46.042
7	1.586	3.689	54.814	1.586	3.689	54.814	2.531	5.886	51.928
8	1.373	3.192	58.006	1.373	3.192	58.006	1.691	3.932	55.860
9	1.259	2.928	60.933	1.259	2.928	60.933	1.530	3.557	59.418
10	1.150	2.675	63.608	1.150	2.675	63.608	1.449	3.369	62.787
11	1.064	2.475	66.084	1.064	2.475	66.084	1.418	3.297	66.084
12	.968	2.251	68.334						
13	.962	2.237	70.571						
14	.931	2.164	72.736						
15	.882	2.052	74.788						
16	.849	1.974	76.762						
17	.766	1.781	78.542						
18	.724	1.685	80.227						
19	.692	1.610	81.837						
20	.625	1.453	83.289						
21	.602	1.400	84.690						
22	.545	1.267	85.957						
23	.509	1.185	87.142						
24	.469	1.091	88.233						
25	.451	1.049	89.281						
26	.423	.984	90.266						
27	.408	.950	91.216						
28	.381	.886	92.102						
29	.365	.848	92.949						

30	.327	.761	93.711						
31	.305	.710	94.421						
32	.303	.704	95.125						
33	.276	.642	95.767						
34	.264	.614	96.381						
35	.227	.528	96.908						
36	.224	.520	97.428						
37	.207	.480	97.909						
38	.190	.441	98.349						
39	.178	.414	98.764						
40	.162	.376	99.140						
41	.142	.329	99.469						
42	.128	.298	99.767						
43	.100	.233	100.000						

Extraction Method: Principal Component
Analysis.

Appendix 5.3: Component matrix

Component Matrix^a

	Component										
	1	2	3	4	5	6	7	8	9	10	11
My local Authority employs good financial systems	.480	.158	.266	-.045	-.217	.018	.078	-.061	.139	-.428	-.015
My local Authority collects revenue due efficiently and effectively	.468	-.232	.064	-.104	-.095	-.012	.167	-.177	.432	-.099	.221
My Local Authority delivers services that satisfies customers	.554	.045	.065	-.335	.006	.253	.145	-.307	-.104	-.117	-.088
My Local Authority has well developed, efficient internal business process	.498	-.091	.427	-.015	-.205	.284	-.041	-.098	.007	.143	-.076
My Local Authority promotes learning and growth of employees	.192	.157	-.034	.018	-.438	.373	.048	.308	-.246	.447	.107
My Local Authority has skilled and qualified staff	.466	-.056	.190	.011	-.162	.275	-.338	.268	.036	-.026	-.087
The overall performance of my Local Authority has improved over the past 3 years	.397	.123	.571	-.262	-.097	.284	.095	-.009	-.112	-.042	-.047
My Local Authority carries out strategy formulation workshops annually	.320	.112	-.368	.290	-.375	.261	.002	-.184	-.102	.066	.192

Lower level employees participate in strategic planning in my Local Authority	.400	.141	-.111	-.464	-.056	-.113	.060	.003	-.104	.272	-.082
The LA's internal environment (Strengths & Weaknesses) has an impact on strategy formulation	.269	.457	.248	-.181	-.138	-.021	-.070	.295	.396	.095	-.021
The external environment (Political, Social, Technical, Legal, Environmental, and Economic etc.) has an impact on strategy formulation in my LA	.251	.664	.148	.021	-.168	-.013	.167	.013	.306	.071	-.032
My Local Authority is better at formulating than implementing strategy	-.192	.417	.169	.126	.364	.187	.452	.356	.056	.000	.171
My local Authority is flexible enough to react to changes in the environment	.584	-.167	-.090	-.278	.016	.128	-.096	.123	.175	.045	.192
Employees have often shown readiness to accept any changes within my LA	.476	-.249	-.227	.073	.263	.072	.199	-.042	.098	.025	-.031
Changes are clearly communicated in the LA	.704	-.143	-.124	-.188	-.171	-.118	.079	-.168	-.021	-.007	-.202

There is always enough financial support for changes within the LA	.509	-.431	.138	-.072	-.081	-.247	.121	-.183	-.076	.231	.162
There is a high level of trust amongst employees and other stakeholders within my LA	.526	-.115	.208	.097	.072	-.092	.320	-.117	-.237	.081	.352
My Local Authority promotes an open and innovative working environment	.686	-.014	-.076	-.255	.200	.198	.178	.131	-.180	-.165	.052
My Local Authority makes use of technology in process implementation to facilitate goal attainment	.512	.222	.111	.092	.298	.155	-.194	-.105	-.130	-.102	.396
Teamwork is promoted and valued in my Local Authority	.609	.113	-.132	-.039	.069	.375	-.397	-.111	.106	-.086	.084
In my Local Authority, employees are committed to their work	.469	-.262	-.017	.178	.440	.222	-.291	-.036	.264	-.067	.006
There are relatively few hierarchical levels and wide spans of control in my Local Authority	.064	.114	.243	.171	.539	.136	.192	-.069	-.233	.240	-.246
The structure of my Local Authority supports strategy implementation	.534	-.083	-.344	.157	.069	.110	.091	.451	.008	.031	-.191

There is clear responsibility or accountability in the implementation of decisions or actions	.660	.029	.002	-.273	.047	-.116	-.020	.088	.092	.018	-.253
Activities of organizational units are well-coordinated	.658	-.066	.095	-.016	.095	-.381	-.161	.082	-.031	-.086	-.223
My Local Authority carries out strategy implementation workshops annually	.326	-.265	-.221	.518	-.288	.253	.240	.059	.108	-.035	-.167
There are usually clear guidelines or models to guide strategy implementation efforts	.509	-.138	-.290	.277	-.193	.085	.389	-.108	.053	-.139	-.151
Top management is heavily involved in monitoring and reviewing the progress of each strategic program created by the LA	.628	-.150	-.024	.315	.146	.034	-.121	.126	-.155	-.198	-.191
Leadership in the LA motivates employees to be committed to strategy implementation	.685	-.227	.003	.065	-.075	-.188	.096	.202	-.097	.003	-.079
Strategy is well communicated to employees all the time	.664	-.127	-.058	-.210	.026	-.161	.208	.082	.043	-.136	.094
I understand the current strategy of my LA	.521	.429	-.322	-.283	.094	-.074	.274	-.039	-.116	-.027	-.063

I understand how my work contributes to the overall council strategy	.446	.453	-.457	-.123	.258	.072	.021	.074	.187	.037	.102
In my Local Authority, communication is a major contributor to the achievement of strategic objectives	.457	.541	-.402	.085	.014	-.080	-.043	-.284	-.089	.028	.087
Communication flows from top to bottom in my LA	.523	.367	-.050	.148	.142	-.018	-.338	-.118	-.137	.212	-.092
There is communication from bottom to top in my LA	.486	-.040	-.312	-.208	-.166	-.263	-.312	.261	-.200	-.027	.156
The LA maximises all revenue-generating opportunities	.564	-.380	-.032	.104	.083	-.024	-.090	-.080	.223	.327	.016
The LA budgets are linked to strategy	.585	.071	.059	.177	-.024	-.100	-.075	-.338	.173	.286	-.092
There are adequate financial resources at the LA's disposal to implement strategy	.396	-.432	.141	.162	.095	-.244	.103	.248	.191	.195	.290
The LA has competent human capital to effectively support strategy implementation	.596	-.086	.314	.113	.208	.025	.001	-.029	-.075	.094	-.096
Good relationships exist between my LA and residents	.675	-.062	.265	.005	-.098	-.121	-.071	.105	-.243	-.109	.041

Good relationships exist between my LA and the Government	.517	.049	.150	.287	-.172	-.018	-.076	.026	-.191	-.270	.155
The LA's internal environment (strengths & weaknesses) has an impact on strategy implementation	.333	.485	.054	.428	-.022	-.397	-.070	.112	-.035	-.046	.096
The external environment (Political, Social, Legal, Technological, Environmental, and Economical etc.) has an impact on strategy implementation in my Local Authority	.349	.581	.295	.333	-.110	-.243	.052	-.076	.111	.025	-.080

Extraction Method: Principal Component

Analysis.

a. 11 components extracted.

Appendix 5.4: Rotated component matrix

Rotated Component Matrix^a

	Component										
	1	2	3	4	5	6	7	8	9	10	11
My local Authority employs good financial systems	.120	.035	.210	.300	.538	.066	.171	-.036	-.246	-.214	.084
My local Authority collects revenue due efficiently and effectively	.146	.523	-.101	.069	.287	.185	.211	.026	-.295	-.207	-.009
My Local Authority delivers services that satisfies customers	.483	.070	.003	-.053	.553	.153	.129	.146	.078	-.065	.141
My Local Authority has well developed, efficient internal business process	-.041	.250	.087	.108	.614	.180	.105	.180	.105	.228	-.022
My Local Authority promotes learning and growth of employees	.089	.002	.024	.064	.149	-.033	.133	-.052	-.026	.840	.021
My Local Authority has skilled and qualified staff	-.053	.046	.379	.060	.366	.396	.062	.054	-.102	.273	-.141
The overall performance of my Local Authority has improved over the past 3 years	.102	.073	.095	.098	.773	.033	-.117	-.075	.118	.127	.022
My Local Authority carries out strategy formulation workshops annually	.130	-.026	-.072	.142	-.025	.169	.475	.190	-.182	.359	.363

Lower level employees participate in strategic planning in my Local Authority	.596	.163	.087	.050	.134	-.058	-.150	.175	.016	.202	-.105
The LA's internal environment (Strengths & Weaknesses) has an impact on strategy formulation	.164	.044	.043	.535	.254	.138	-.189	-.189	-.192	.154	-.349
The external environment (Political, Social, Technical, Legal, Environmental, and Economic etc.) has an impact on strategy formulation in my LA	.238	-.066	-.146	.711	.218	9.139E-5	.039	-.152	-.057	.088	-.107
My Local Authority is better at formulating than implementing strategy	.017	-.091	-.171	.211	-.022	-.068	-.047	-.788	.271	.041	.014
My local Authority is flexible enough to react to changes in the environment	.350	.385	.160	-.086	.204	.391	.025	-.005	-.222	.118	-.052
Employees have often shown readiness to accept any changes within my LA	.290	.358	.103	-.116	-.018	.257	.359	-.032	.160	-.122	.009
Changes are clearly communicated in the LA	.473	.300	.278	.041	.277	.043	.279	.362	-.057	-.041	-.024

There is always enough financial support for changes within the LA	.125	.687	.160	-.085	.180	-.073	.054	.291	.029	.025	.150
There is a high level of trust amongst employees and other stakeholders within my LA	.159	.538	.144	.076	.244	-.059	.100	-.084	.162	.046	.458
My Local Authority promotes an open and innovative working environment	.555	.185	.329	-.126	.340	.247	.149	-.197	.065	.017	.155
My Local Authority makes use of technology in process implementation to facilitate goal attainment	.167	.139	.152	.202	.188	.502	-.112	-.117	.093	.003	.495
Teamwork is promoted and valued in my Local Authority	.266	-.003	.126	.094	.247	.718	.109	.155	-.100	.097	.130
In my Local Authority, employees are committed to their work	-.018	.275	.171	-.069	.050	.723	.147	.018	.155	-.205	-.036
There are relatively few hierarchical levels and wide spans of control in my Local Authority	.034	.009	-.004	.041	.072	.055	-.031	-.144	.770	-.039	.027
The structure of my Local Authority supports strategy implementation	.305	.139	.455	-.004	-.108	.244	.442	-.177	.057	.207	-.190

There is clear responsibility or accountability in the implementation of decisions or actions	.480	.232	.355	.146	.262	.169	.045	.136	.024	-.049	-.233
Activities of organizational units are well-coordinated	.246	.292	.605	.221	.131	.126	.006	.227	.069	-.191	-.074
My Local Authority carries out strategy implementation workshops annually	-.130	.142	.119	.017	.027	.080	.812	.025	-.019	.152	-.029
There are usually clear guidelines or models to guide strategy implementation efforts	.241	.188	.121	.068	.099	-.008	.745	.058	-.022	-.049	.086
Top management is heavily involved in monitoring and reviewing the progress of each strategic program created by the LA	.064	.123	.590	.053	.121	.328	.352	.058	.184	-.068	.106
Leadership in the LA motivates employees to be committed to strategy implementation	.229	.426	.539	.062	.153	.026	.264	.072	.010	.062	.000
Strategy is well communicated to employees all the time	.457	.428	.320	.022	.217	.064	.150	-.057	-.142	-.119	.056
I understand the current strategy of my LA	.803	-.025	.107	.235	.066	.000	.115	-.060	.050	-.003	.112

I understand how my work contributes to the overall council strategy	.652	-.015	-.010	.290	-.176	.409	.089	-.182	-.040	.036	.025
In my Local Authority, communication is a major contributor to the achievement of strategic objectives	.543	-.111	.003	.460	-.138	.214	.154	.186	.009	.044	.361
Communication flows from top to bottom in my LA	.266	-.018	.241	.415	.005	.391	-.041	.274	.266	.166	.155
There is communication from bottom to top in my LA	.377	.150	.535	-.012	-.128	.137	-.096	.182	-.347	.210	.112
The LA maximises all revenue-generating opportunities	.082	.611	.115	.001	.024	.352	.199	.264	.099	.071	-.106
The LA budgets are linked to strategy	.168	.363	.013	.411	.137	.246	.182	.398	.178	.014	.029
There are adequate financial resources at the LA's disposal to implement strategy	-.106	.760	.253	.004	-.058	.091	.064	-.130	-.037	.029	-.028
The LA has competent human capital to effectively support strategy implementation	.079	.349	.309	.144	.337	.231	.072	.060	.346	-.016	.057
Good relationships exist between my LA and residents	.138	.288	.555	.145	.387	.075	.028	.091	.000	.071	.205

Good relationships exist between my LA and the Government	-.043	.104	.425	.243	.265	.131	.213	.019	-.104	.032	.382
The LA's internal environment (strengths & weaknesses) has an impact on strategy implementation	.022	.034	.352	.711	-.158	.007	.031	-.055	.023	-.007	.243
The external environment (Political, Social, Legal, Technological, Environmental, and Economical etc.) has an impact on strategy implementation in my Local Authority	.022	.011	.122	.827	.167	-.039	.061	.016	.125	-.028	.089

Extraction Method: Principal Component

Analysis.

Rotation Method: Varimax with Kaiser

Normalization.

a. Rotation converged in 15 iterations.

Appendix 5.5: Naming of components

NAMING OF COMPONENTS TO FACTORS					
VARIABLES TO STRATEGY IMPLEMENTATION					
ITEM No	ITEM	LOADING	No		FACTOR NAME
		.			STRATEGIC COMMUNICATION MANAGEMENT
1	Lower level employees participate in strategic planning in my Local Authority	.596	1	Strategy formulation	
2	Changes are clearly communicated in the LA	.473		Change management	
3	My Local Authority promotes an open and innovative working environment	.555		Organizational culture	
4	There is clear responsibility or accountability in the implementation of decisions or actions	.480		Organizational structure	
5	Strategy is well communicated to employees all the time	.457		Communication	
6	I understand the current strategy of my LA	.803		Communication	
7	I understand how my work contributes to the overall council strategy	.652		Communication	
8	In my Local Authority, communication is a major contributor to the achievement of strategic objectives	.543		Communication	STATUS OF OPERATIONS
9	My local Authority collects revenue due efficiently and effectively	.523	2	Measuring status of operations	
10	My local Authority is flexible enough to react to changes in the environment	.385		Change management	
11	There is always enough financial support for changes within the LA	.687		Change management	
12	There is a high level of trust amongst employees and other stakeholders within my LA	.538		Organizational culture	
13	The LA maximises all revenue-generating opportunities	.611		Resource Allocation	

14	There are adequate financial resources at the LA's disposal to implement strategy	.760		Resource Allocation	
15	The LA has competent human capital to effectively support strategy implementation	.349		Resource Allocation	
16	The structure of my Local Authority supports strategy implementation	.455	3	<i>Organizational structure</i>	ORGANIZATIONAL STRUCTURE
				<i>Organizational structure</i>	
17	Activities of organizational units are well-coordinated	.605		<i>Strategic leadership</i>	
18	Top management is heavily involved in monitoring and reviewing the progress of each strategic program created by the LA	.590		<i>Strategic leadership</i>	
19	Leadership in my LA motivates employees to be committed to strategy implementation	.539		<i>Communication</i>	
				<i>Environmental influences</i>	
20	There is communication from bottom to top in my LA	.539			
21	Good relationships exist between my LA and residents	.555			
22	Good relationships exist between my LA and the Government	.425		<i>Environmental influences</i>	ENVIRONMENTAL INFLUENCES
23	The LA's internal environment (Strengths & Weaknesses) has an impact on strategy formulation	.535	4	<i>Environmental influences</i>	
				Strategy formulation	
24	The external environment (Political, Social, Technical, Legal, Environmental, and Economic etc.) has an impact on strategy formulation in my LA	.711		Environmental influences	
25	The external environment (Political, Social, Legal, Technological, Environmental, and Economical etc.) has an impact on strategy implementation in my Local Authority	.827		Communication	
				Resource allocation	
26	Communication flows from top to bottom in my LA	.415			
27	The LA budgets are linked to strategy	.411			

28	My local Authority employs good financial systems	.538	5	Measuring operations	status of	ORGANIZATIONAL PERFORMANCE
29	My Local Authority delivers services that satisfies customers	.553		Measuring operations	status of	
30	My Local Authority has well developed, efficient internal business process	.614		Measuring operations	status of	
31	The overall performance of my Local Authority has improved over the past 3 years	.773		Measuring operations	status of	
32	My Local Authority has skilled and qualified staff	.396	6	Measuring operations	status of	ORGANIZATIONAL CULTURE
33	My Local Authority makes use of technology in process implementation to facilitate goal attainment	.502		Organizational culture		
34	Teamwork is promoted and valued in my Local Authority	.718		Organizational culture		
35	In my Local Authority, employees are committed to their work	.723		Organizational culture		
36	My Local Authority carries out strategy formulation workshops annually	.475	7	Strategy formulation		STRATEGIC LEADERSHIP
37	Employees have often shown readiness to accept any changes within my LA	.359		Change management		
38	My Local Authority carries out strategy implementation workshops annually	.812		Strategic leadership		
39	There are usually clear guidelines or models to guide strategy implementation efforts	.745		Strategic leadership		

APPENDIX 6: RELIABILITY TESTS

COMPONENT 1: STRATEGIC COMMUNICATION MANAGEMENT

Strategic communication management

Reliability tests

Case Processing Summary

		N	%
Cases	Valid	218	99.1
	Excluded ^a	2	.9
	Total	220	100.0

a. Listwise deletion based on all variables in the procedure.

Reliability Statistics

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
.779	.780	8

Item Statistics

	Mean	Std. Deviation	N
Lower level employees participate in strategic planning in my Local Authority	3.19	1.140	218
Changes are clearly communicated in the LA	3.03	1.088	218
My Local Authority promotes learning and growth of employees	2.23	.912	218
There is clear responsibility or accountability in the implementation of decisions or actions	2.63	.962	218
Strategy is well communicated to employees all the time	2.95	.968	218
I understand the current strategy of my LA	2.84	.952	218
I understand how my work contributes to the overall council strategy	2.14	.926	218
In my Local Authority, communication is a major contributor to the achievement of strategic objectives	2.24	.885	218

Inter-Item Correlation Matrix

	Lower level employees participate in strategic planning in my Local Authority	Changes are clearly communicated in the LA	My Local Authority promotes learning and growth of employees	There is clear responsibility or accountability in the implementation of decisions or actions	Strategy is well communicated to employees all the time	I understand the current strategy of my LA	I understand how my work contributes to the overall council strategy	In my Local Authority, communication is a major contributor to the achievement of strategic objectives
Lower level employees participate in strategic planning in my Local Authority	1.000	.326	.117	.292	.329	.393	.329	.214
Changes are clearly communicated in the LA	.326	1.000	.127	.557	.500	.396	.211	.284
My Local Authority promotes learning and growth of employees	.117	.127	1.000	.108	.002	.084	.083	.130
There is clear responsibility or accountability in the implementation of decisions or actions	.292	.557	.108	1.000	.422	.445	.332	.236

Strategy is well communicated to employees all the time	.329	.500	.002	.422	1.000	.427	.269	.255
I understand the current strategy of my LA	.393	.396	.084	.445	.427	1.000	.574	.581
I understand how my work contributes to the overall council strategy	.329	.211	.083	.332	.269	.574	1.000	.561
In my Local Authority, communication is a major contributor to the achievement of strategic objectives	.214	.284	.130	.236	.255	.581	.561	1.000

Item-Total Statistics

	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item- Total Correlation	Squared Multiple Correlation	Cronbach's Alpha if Item Deleted
Lower level employees participate in strategic planning in my Local Authority	18.07	18.590	.447	.229	.763
Changes are clearly communicated in the LA	18.23	18.030	.549	.432	.743
My Local Authority promotes learning and growth of employees	19.03	22.271	.137	.043	.806
There is clear responsibility or accountability in the implementation of decisions or actions	18.63	18.768	.551	.400	.744
Strategy is well communicated to employees all the time	18.31	19.071	.506	.340	.751
I understand the current strategy of my LA	18.42	17.968	.671	.534	.724
I understand how my work contributes to the overall council strategy	19.12	19.169	.526	.440	.749
In my Local Authority, communication is a major contributor to the achievement of strategic objectives	19.02	19.576	.501	.437	.753

Scale Statistics

Mean	Variance	Std. Deviation	N of Items
21.26	24.286	4.928	8

COMPONENT 2: OPERATIONS

Case Processing Summary

		N	%
Cases	Valid	220	100.0
	Excluded ^a	0	.0
	Total	220	100.0

a. Listwise deletion based on all variables in the procedure.

Reliability Statistics

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
.783	.783	7

Item Statistics

	Mean	Std. Deviation	N
My local Authority collects revenue due efficiently and effectively	2.86	.943	220
My local Authority is flexible enough to react to changes in the environment	2.83	1.006	220
There is always enough financial support for changes within the LA	3.53	1.049	220
There is a high level of trust amongst employees and other stakeholders within my LA	2.98	.914	220
The LA maximises all revenue-generating opportunities	3.00	1.042	220
There are adequate financial resources at the LA's disposal to implement strategy	3.52	.899	220
The LA has competent human capital to effectively support strategy implementation	2.63	.968	220

Inter-Item Correlation Matrix

	My local Authority collects revenue due efficiently and effectively	My local Authority is flexible enough to react to changes in the environment	There is always enough financial support for changes within the LA	There is a high level of trust amongst employees and other stakeholders within my LA	The LA maximises all revenue-generating opportunities	There are adequate financial resources at the LA's disposal to implement strategy	The LA has competent human capital to effectively support strategy implementation
My local Authority collects revenue due efficiently and effectively	1.000	.413	.325	.267	.395	.286	.268
My local Authority is flexible enough to react to changes in the environment	.413	1.000	.264	.264	.379	.251	.300
There is always enough financial support for changes within the LA	.325	.264	1.000	.399	.414	.426	.381
There is a high level of trust amongst employees and other stakeholders within my LA	.267	.264	.399	1.000	.297	.365	.398

The LA maximises all revenue-generating opportunities	.395	.379	.414	.297	1.000	.424	.321
There are adequate financial resources at the LA's disposal to implement strategy	.286	.251	.426	.365	.424	1.000	.315
The LA has competent human capital to effectively support strategy implementation	.268	.300	.381	.398	.321	.315	1.000

Item-Total Statistics

	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Squared Multiple Correlation	Cronbach's Alpha if Item Deleted
My local Authority collects revenue due efficiently and effectively	18.48	15.758	.486	.266	.760
My local Authority is flexible enough to react to changes in the environment	18.51	15.612	.460	.251	.765
There is always enough financial support for changes within the LA	17.81	14.737	.552	.328	.747

There is a high level of trust amongst employees and other stakeholders within my LA	18.36	15.867	.491	.270	.759
The LA maximises all revenue-generating opportunities	18.34	14.710	.561	.334	.745
There are adequate financial resources at the LA's disposal to implement strategy	17.82	15.790	.515	.293	.755
The LA has competent human capital to effectively support strategy implementation	18.71	15.595	.490	.259	.759

Scale Statistics

Mean	Variance	Std. Deviation	N of Items
21.34	20.281	4.503	7

COMPONENT 3: ORGANIZATIONAL STRUCTURE

Component 3: Organizational Structure

Reliability Tests

Case Processing Summary

		N	%
Cases	Valid	220	100.0
	Excluded ^a	0	.0
	Total	220	100.0

a. Listwise deletion based on all variables in the procedure.

Reliability Statistics

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
.809	.810	7

Item Statistics

	Mean	Std. Deviation	N
The structure of my Local Authority supports strategy implementation	2.54	.802	220
Activities of organizational units are well-coordinated	2.70	.931	220
Top management is heavily involved in monitoring and reviewing the progress of each strategic program created by the LA	2.48	1.013	220
Leadership in the LA motivates employees to be committed to strategy implementation	2.88	1.101	220
There is communication from bottom to top in my LA	2.85	1.038	220
Good relationships exist between my LA and residents	2.58	.911	220
Good relationships exist between my LA and the Government	2.33	.664	220

Inter-Item Correlation Matrix

	The structure of my Local Authority supports strategy implementation	Activities of organizational units are well-coordinated	Top management is heavily involved in monitoring and reviewing the progress of each strategic program created by the LA	Leadership in the LA motivates employees to be committed to strategy implementation	There is communication from bottom to top in my LA	Good relationship exists between my LA and residents	Good relationships exist between my LA and the Government
The structure of my Local Authority supports strategy implementation	1.000	.354	.428	.432	.295	.243	.252
Activities of organizational units are well-coordinated	.354	1.000	.476	.490	.389	.493	.335
Top management is heavily involved in monitoring and reviewing the progress of each strategic program created by the LA	.428	.476	1.000	.536	.299	.365	.308

Leadership in the LA motivates employees to be committed to strategy implementation	.432	.490	.536	1.000	.399	.435	.286
There is communication from bottom to top in my LA	.295	.389	.299	.399	1.000	.387	.164
Good relationships exist between my LA and residents	.243	.493	.365	.435	.387	1.000	.585
Good relationships exist between my LA and the Government	.252	.335	.308	.286	.164	.585	1.000

Scale Statistics

Mean	Variance	Std. Deviation	N of Items
18.35	19.883	4.459	7

COMPONENT 4: ENVIRONMENTAL INFLUENCES

Case Processing Summary

		N	%
Cases	Valid	220	100.0
	Excluded ^a	0	.0
	Total	220	100.0

a. Listwise deletion based on all variables in the procedure.

Reliability Statistics

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
.711	.717	5

Item Statistics

	Mean	Std. Deviation	N
The LA's internal environment (Strengths & Weaknesses) has an impact on strategy formulation	2.35	.917	220
The external environment (Political, Social, Technical, Legal, Environmental, and Economic etc.) has an impact on strategy formulation in my LA	1.93	.816	220
The external environment (Political, Social, Legal, Technological, Environmental, and Economical etc.) has an impact on strategy implementation in my Local Authority	2.00	.819	220
Communication flows from top to bottom in my LA	2.24	.964	220
The LA budgets are linked to strategy	2.63	.910	220

Inter-Item Correlation Matrix

	The LA's internal environment (Strengths & Weaknesses) has an impact on strategy formulation	The external environment (Political, Social, Technical, Legal, Environmental, and Economic etc.) has an impact on strategy formulation in my LA	The external environment (Political, Social, Legal, Technological, Environmental, and Economical etc.) has an impact on strategy implementation in my Local Authority	Communication flows from top to bottom in my LA	The LA budgets are linked to strategy
The LA's internal environment (Strengths & Weaknesses) has an impact on strategy formulation	1.000	.471	.344	.230	.197
The external environment (Political, Social, Technical, Legal, Environmental, and Economic etc.) has an impact on strategy formulation in my LA	.471	1.000	.533	.247	.230
The external environment (Political, Social, Legal, Technological, Environmental, and Economical etc.) has an impact on strategy implementation in my Local Authority	.344	.533	1.000	.392	.357
Communication flows from top to bottom in my LA	.230	.247	.392	1.000	.366
The LA budgets are linked to strategy	.197	.230	.357	.366	1.000

Scale Statistics

Mean	Variance	Std. Deviation	N of Items
11.15	9.136	3.023	5

COMPONENT 5: ORGANIZATIONAL PERFORMANCE

Case Processing Summary

		N	%
Cases	Valid	219	99.5
	Excluded ^a	1	.5
	Total	220	100.0

a. Listwise deletion based on all variables in the procedure.

Reliability Statistics

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
.685	.687	4

Item Statistics

	Mean	Std. Deviation	N
My Local Authority delivers services that satisfies customers	2.80	.997	219
My Local Authority has well developed, efficient internal business process	2.71	.810	219
The overall performance of my Local Authority has improved over the past 3 years	2.60	.950	219
My local Authority employs good financial systems	2.74	.885	219

Inter-Item Correlation Matrix

	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years	My local Authority employs good financial systems
My Local Authority delivers services that satisfies customers	1.000	.384	.386	.279
My Local Authority has well developed, efficient internal business process	.384	1.000	.434	.265
The overall performance of my Local Authority has improved over the past 3 years	.386	.434	1.000	.375
My local Authority employs good financial systems	.279	.265	.375	1.000

Item-Total Statistics

	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Squared Multiple Correlation	Cronbach's Alpha if Item Deleted
My Local Authority delivers services that satisfies customers	8.05	4.016	.462	.221	.626
My Local Authority has well developed, efficient internal business process	8.14	4.532	.483	.249	.614
The overall performance of my Local Authority has improved over the past 3 years	8.25	3.923	.539	.296	.570
My local Authority employs good financial systems	8.11	4.569	.397	.168	.663

Scale Statistics

Mean	Variance	Std. Deviation	N of Items
10.85	6.853	2.618	4

COMPONENT 6: ORGANIZATIONAL CULTURE

Case Processing Summary

	N	%
Cases Valid	220	100.0
Excluded ^a	0	.0
Total	220	100.0

a. Listwise deletion based on all variables in the procedure.

Reliability Statistics

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
.699	.698	4

Item Statistics

	Mean	Std. Deviation	N
My Local Authority has skilled and qualified staff	2.34	.889	220
My Local Authority makes use of technology in process implementation to facilitate goal attainment	2.43	.876	220
Teamwork is promoted and valued in my Local Authority	2.49	.919	220
In my Local Authority, employees are committed to their work	2.36	.894	220

Inter-Item Correlation Matrix

	My Local Authority has skilled and qualified staff	My Local Authority makes use of technology in process implementation to facilitate goal attainment	Teamwork is promoted and valued in my Local Authority	In my Local Authority, employees are committed to their work
My Local Authority has skilled and qualified staff	1.000	.241	.373	.299
My Local Authority makes use of technology in process implementation to facilitate goal attainment	.241	1.000	.462	.335
Teamwork is promoted and valued in my Local Authority	.373	.462	1.000	.488
In my Local Authority, employees are committed to their work	.299	.335	.488	1.000

Item-Total Statistics

	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Squared Multiple Correlation	Cronbach's Alpha if Item Deleted
My Local Authority has skilled and qualified staff	7.29	4.479	.388	.160	.693
My Local Authority makes use of technology in process implementation to facilitate goal attainment	7.19	4.320	.451	.232	.655
Teamwork is promoted and valued in my Local Authority	7.13	3.731	.606	.374	.553
In my Local Authority, employees are committed to their work	7.26	4.129	.496	.267	.627

Scale Statistics

Mean	Variance	Std. Deviation	N of Items
9.62	6.729	2.594	4

COMPONENT 7: STRATEGIC LEADERSHIP

Case Processing Summary

		N	%
Cases	Valid	220	100.0
	Excluded ^a	0	.0
	Total	220	100.0

a. Listwise deletion based on all variables in the procedure.

Reliability Statistics

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
.664	.667	4

Item Statistics

	Mean	Std. Deviation	N
My Local Authority carries out strategy formulation workshops annually	2.36	1.031	220
Employees have often shown readiness to accept any changes within my LA	2.81	.931	220
My Local Authority carries out strategy implementation workshops annually	2.41	1.100	220
There are usually clear guidelines or models to guide strategy implementation efforts	2.56	.855	220

Inter-Item Correlation Matrix

	My Local Authority carries out strategy formulation workshops annually	Employees have often shown readiness to accept any changes within my LA	My Local Authority carries out strategy implementation workshops annually	There are usually clear guidelines or models to guide strategy implementation efforts
My Local Authority carries out strategy formulation workshops annually	1.000	.139	.387	.362
Employees have often shown readiness to accept any changes within my LA	.139	1.000	.286	.285
My Local Authority carries out strategy implementation workshops annually	.387	.286	1.000	.540
There are usually clear guidelines or models to guide strategy implementation efforts	.362	.285	.540	1.000

Item-Total Statistics

	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item- Total Correlation	Squared Multiple Correlation	Cronbach's Alpha if Item Deleted
My Local Authority carries out strategy formulation workshops annually	7.78	4.865	.392	.183	.634
Employees have often shown readiness to accept any changes within my LA	7.34	5.539	.298	.106	.686
My Local Authority carries out strategy implementation workshops annually	7.74	4.022	.562	.351	.507
There are usually clear guidelines or models to guide strategy implementation efforts	7.58	4.875	.558	.336	.533

Scale Statistics

Mean	Variance	Std. Deviation	N of Items
10.15	7.714	2.777	4

APPENDIX 7: CORRELATION ANALYSIS: STRATEGY IMPLEMENTATION VARIABLES AND ORGANIZATIONAL PERFORMANCE

Appendix 7.1: Relationship between strategic communication management and organizational performance

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
Lower level employees participate in strategic planning in my Local Authority	Pearson	.117	.310**	.039	.192**
	Correlation				
	Sig. (2-tailed)	.083	.000	.568	.004
	N	220	220	220	219
Changes are clearly communicated in the LA	Pearson	.372**	.443**	.340**	.204**
	Correlation				
	Sig. (2-tailed)	.000	.000	.000	.002
	N	220	220	220	219
My Local Authority promotes an open and innovative working environment	Pearson	.317**	.528**	.299**	.324**
	Correlation				
	Sig. (2-tailed)	.000	.000	.000	.000
	N	220	220	220	219
There is clear responsibility or accountability in the implementation of decisions or actions	Pearson	.305**	.408**	.287**	.277**
	Correlation				
	Sig. (2-tailed)	.000	.000	.000	.000
	N	220	220	220	219
Strategy is well communicated to employees all the time	Pearson	.325**	.315**	.283**	.268**
	Correlation				
	Sig. (2-tailed)	.000	.000	.000	.000
	N	218	218	218	217
I understand the current strategy of my LA	Pearson	.235**	.399**	.110	.177**
	Correlation				
	Sig. (2-tailed)	.000	.000	.104	.009
	N	220	220	220	219

I understand how my work contributes to the overall council strategy	Pearson				
	Correlation	.131	.245**	-.030	-.009
	Sig. (2-tailed)	.053	.000	.663	.894
	N	220	220	220	219
In my Local Authority, communication is a major contributor to the achievement of strategic objectives	Pearson				
	Correlation	.207**	.305**	.069	.032
	Sig. (2-tailed)	.002	.000	.310	.637
	N	220	220	220	219
	Sig. (2-tailed)	.000	.000	.000	
	N	219	219	219	219

Appendix 7.2: Relationship between operations and organizational performance

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
My local Authority collects revenue due efficiently and effectively	Pearson	.278**	.320**	.365**	.123
	Correlation				
	Sig. (2-tailed)	.000	.000	.000	.070
	N	220	220	220	219
My local Authority is flexible enough to react to changes in the environment	Pearson	.287**	.348**	.263**	.241**
	Correlation				
	Sig. (2-tailed)	.000	.000	.000	.000
	N	220	220	220	219
There is always enough financial support for changes within the LA	Pearson	.188**	.272**	.348**	.176**
	Correlation				
	Sig. (2-tailed)	.005	.000	.000	.009
	N	220	220	220	219
There is a high level of trust amongst employees and other stakeholders within my LA	Pearson	.235**	.341**	.238**	.224**
	Correlation				
	Sig. (2-tailed)	.000	.000	.000	.001
	N	220	220	220	219
The LA maximises all revenue-generating opportunities	Pearson	.124	.180**	.336**	.067
	Correlation				
	Sig. (2-tailed)	.067	.007	.000	.326
	N	220	220	220	219
There are adequate financial resources at the LA's disposal to implement strategy	Pearson	.095	.014	.145*	.096
	Correlation				
	Sig. (2-tailed)	.159	.833	.031	.159
	N	220	220	220	219

The LA has competent human capital to effectively support strategy implementation	Pearson				
	Correlation	.226**	.293**	.352**	.343**
	Sig. (2-tailed)	.001	.000	.000	.000
	N	220	220	220	219
	Sig. (2-tailed)	.000	.000	.000	
	N	219	219	219	219

Appendix 7.3: Relationship between organizational structure and organizational performance

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
The structure of my Local Authority supports strategy implementation	Pearson Correlation	.056	.227**	.206**	-.064
	Sig. (2-tailed)	.411	.001	.002	.348
	N	220	220	220	219
Activities of organizational units are well-coordinated	Pearson Correlation	.314**	.271**	.261**	.173*
	Sig. (2-tailed)	.000	.000	.000	.011
	N	220	220	220	219
Top management is heavily involved in monitoring and reviewing the progress of each strategic program created by the LA	Pearson Correlation	.318**	.241**	.322**	.131
	Sig. (2-tailed)	.000	.000	.000	.052
	N	220	220	220	219
Leadership in the LA motivates employees to be committed to strategy implementation	Pearson Correlation	.280**	.261**	.365**	.239**
	Sig. (2-tailed)	.000	.000	.000	.000
	N	220	220	220	219
There is communication from bottom to top in my LA	Pearson Correlation	.160*	.125	.122	.042
	Sig. (2-tailed)	.018	.063	.071	.532
	N	220	220	220	219
Good relationships exist between my LA and residents	Pearson Correlation	.284**	.344**	.328**	.403**
	Sig. (2-tailed)	.000	.000	.000	.000
	N	220	220	220	219

Good relationships exist between my LA and the Government	Pearson				
	Correlation	.290**	.182**	.238**	.174**
	Sig. (2-tailed)	.000	.007	.000	.010
	N	220	220	220	219
	Sig. (2-tailed)	.000	.000	.000	
	N	219	219	219	219

Appendix 7.4: Relationship between environmental influences and organizational performance

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
The LA's internal environment (Strengths & Weaknesses) has an impact on strategy formulation	Pearson	.275**	.083	.250**	.265**
	Correlation				
	Sig. (2-tailed)	.000	.220	.000	.000
	N	220	220	220	219
The external environment (Political, Social, Technical, Legal, Environmental, and Economic etc.) has an impact on strategy formulation in my LA	Pearson	.278**	.152*	.156*	.224**
	Correlation				
	Sig. (2-tailed)	.000	.024	.020	.001
	N	220	220	220	219
The LA's internal environment (strengths & weaknesses) has an impact on strategy implementation	Pearson	.223**	.059	.048	.019
	Correlation				
	Sig. (2-tailed)	.001	.381	.480	.777
	N	220	220	220	219
The external environment (Political, Social, Legal, Technological, Environmental, and Economical etc.) has an impact on strategy implementation in my Local Authority	Pearson	.317**	.141*	.202**	.232**
	Correlation				
	Sig. (2-tailed)	.000	.037	.003	.001
	N	220	220	220	219

Communication flows from top to bottom in my LA	Pearson				
	Correlation	.171*	.183**	.229**	.167*
	Sig. (2-tailed)	.011	.007	.001	.013
	N	220	220	220	219
	Sig. (2-tailed)	.000	.000	.000	
	N	219	219	219	219

Appendix 7.5: Relationship between organizational culture and organizational performance

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
My Local Authority has skilled and qualified staff	Pearson Correlation	.313**	.262**	.283**	.329**
	Sig. (2-tailed)	.000	.000	.000	.000
	N	220	220	220	219
My Local Authority makes use of technology in process implementation to facilitate goal attainment	Pearson Correlation	.251**	.277**	.301**	.243**
	Sig. (2-tailed)	.000	.000	.000	.000
	N	220	220	220	219
Teamwork is promoted and valued in my Local Authority	Pearson Correlation	.275**	.362**	.322**	.238**
	Sig. (2-tailed)	.000	.000	.000	.000
	N	220	220	220	219
In my Local Authority, employees are committed to their work	Pearson Correlation	.084	.221**	.172*	.080
	Sig. (2-tailed)	.217	.001	.010	.241
	N	220	220	220	219
	Sig. (2-tailed)	.000	.000	.000	
	N	219	219	219	219

Appendix 7.6: Relationship between strategic leadership and organizational performance

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
My Local Authority carries out strategy formulation workshops annually	Pearson Correlation	.148*	.116	.116	.015
	Sig. (2-tailed)	.029	.087	.085	.829
	N	220	220	220	219
Employees have often shown readiness to accept any changes within my LA	Pearson Correlation	.148*	.254**	.053	.086
	Sig. (2-tailed)	.028	.000	.432	.207
	N	220	220	220	219
My Local Authority carries out strategy implementation workshops annually	Pearson Correlation	.118	.075	.165*	.020
	Sig. (2-tailed)	.081	.268	.014	.768
	N	220	220	220	219
There are usually clear guidelines or models to guide strategy implementation efforts	Pearson Correlation	.255**	.246**	.185**	.055
	Sig. (2-tailed)	.000	.000	.006	.414
	N	220	220	220	219
	N	219	219	219	219

**APPENDIX 8: CORRELATION ANALYSIS: STRATEGY IMPLEMENTATION
MODELS FOR LOCAL AUTHORITIES**

Appendix 8.1: Higgins' 8 S model and organizational performance

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
Some key organizational variables which are (strategic purpose, structure, systems and processes, leadership style, staff, resources, and shared values) are aligned with strategy in my LA	Pearson Correlation	.290**	.368**	.238**	.144*
	Sig. (2-tailed)	.000	.000	.000	.033
	N	220	220	220	219
My LA leadership concentrates on establishing and communicating a clear mission and purpose for the organization	Pearson Correlation	.294**	.321**	.414**	.305**
	Sig. (2-tailed)	.000	.000	.000	.000
	N	220	220	220	219
Employees are given the opportunity to design their own work activities in line with the mission and purpose of the organization	Pearson Correlation	.159*	.403**	.280**	.113
	Sig. (2-tailed)	.018	.000	.000	.095
	N	220	220	220	219
Strategy implementation is often successful in my LA	Pearson Correlation	.315**	.371**	.228**	.156*
	Sig. (2-tailed)	.000	.000	.001	.021
	N	220	220	220	219
	Sig. (2-tailed)	.000	.000	.000	
	N	219	219	219	219

Appendix 8.2: Noble's strategy implementation model (minimalist model)

Goals

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
All managers are aware of the strategic goals of the LA	Pearson	.203**	.174*	.264**	.111
	Correlation				
	Sig. (2-tailed)	.003	.010	.000	.104
	N	217	217	217	216
The goals fit within the broader strategic vision of the LA	Pearson	.281**	.246**	.264**	.184**
	Correlation				
	Sig. (2-tailed)	.000	.000	.000	.007
	N	217	217	217	216
The LA maintains the flexibility to adapt goals to environmental changes	Pearson	.289**	.274**	.372**	.230**
	Correlation				
	Sig. (2-tailed)	.000	.000	.000	.001
	N	217	217	217	216
Focus is made on common goals to encourage cross- functional cohesiveness	Pearson	.296**	.216**	.281**	.201**
	Correlation				
	Sig. (2-tailed)	.000	.001	.000	.003
	N	217	217	217	216
	Sig. (2-tailed)	.000	.000	.000	
	N	219	219	219	219

Organizational structure

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
Functional areas have slack resources needed to be able to contribute to an implementation effort	Pearson Correlation	.152*	.212**	.106	.012
	Sig. (2-tailed)	.024	.002	.116	.862
	N	220	220	220	219
Formal strategy implementation units are established and visible	Pearson Correlation	.199**	.264**	.247**	.125
	Sig. (2-tailed)	.003	.000	.000	.064
	N	220	220	220	219
Key strategy implementation team members are allowed time to focus on the implementation effort	Pearson Correlation	.170*	.318**	.294**	.137*
	Sig. (2-tailed)	.012	.000	.000	.044
	N	219	219	219	218
	N	219	219	219	219

Communications

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
Regular cross-functional communications are maintained to foster understanding and appreciation of strategy	Pearson Correlation Sig. (2-tailed) N	.230** .001 219	.200** .003 219	.310** .000 219	.240** .000 218
An official with cross-functional authority and general respect in the LA organizes the implementation effort	Pearson Correlation Sig. (2-tailed) N	.255** .000 215	.207** .002 215	.296** .000 215	.287** .000 214
Discussions are often made to resolve implementation details early in the process	Pearson Correlation Sig. (2-tailed) N	.122 .071 219	.352** .000 219	.323** .000 219	.277** .000 218
The strategy implementation team is kept updated on progress and any changes in objectives	Pearson Correlation Sig. (2-tailed) N	.310** .000 219	.169* .012 219	.245** .000 219	.181** .007 218
Implementation progress is communicated across the entire organization to foster buy-in	Pearson Correlation Sig. (2-tailed) N	.253** .000 219	.263** .000 219	.170* .012 219	.048 .485 218
	Sig. (2-tailed) N	.000 219	.000 219	.000 219	

Leadership

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
Employees'knowledge and appreciation of multiple functional areas is developed during the pre-implementation stage	Pearson Correlation	.319**	.095	.255**	.099
	Sig. (2-tailed)	.000	.159	.000	.146
	N	219	219	219	218
Leaders show equal attention to all functional - level concerns	Pearson Correlation	.348**	.268**	.437**	.197**
	Sig. (2-tailed)	.000	.000	.000	.004
	N	219	219	219	218
Autonomy for functional - level implementation effort is maintained	Pearson Correlation	.335**	.385**	.351**	.369**
	Sig. (2-tailed)	.000	.000	.000	.000
	N	219	219	219	218
	Sig. (2-tailed)	.000	.000	.000	
	N	219	219	219	219

Incentives

Correlations

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
Development of cross- functional skills is rewarded in my LA	Pearson Correlation Sig. (2-tailed) N	.184** .006 219	.360** .000 219	.308** .000 219	.130 .056 218
Time and performance - based incentives are awarded to the implementation team during implementation	Pearson Correlation Sig. (2-tailed) N	.156* .021 219	.141* .037 219	.262** .000 219	.069 .307 218
Incentives are adjusted as strategy and environmental conditions change during implementation	Pearson Correlation Sig. (2-tailed) N	.285** .000 219	.223** .001 219	.197** .003 219	.094 .164 218
Visible and consistent cross-functional rewards are established for successful implementation efforts	Pearson Correlation Sig. (2-tailed) N	.114 .094 219	.332** .000 219	.221** .001 219	.103 .130 218

** . Correlation is
significant at the 0.01
level (2-tailed).

* . Correlation is
significant at the 0.05
level (2-tailed).

Appendix 8.3: Resource-based model

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
My Local Authority possess some unique resources (capital, equipment, skills of individual employees, patents, finance, and talented managers) that can result in superior performance	Pearson Correlation	.364**	.170*	.320**	.163*
	Sig. (2-tailed)	.000	.012	.000	.016
	N	220	220	220	219
My LA engages in resource management and development to sustain future service demands	Pearson Correlation	.264**	.229**	.334**	.292**
	Sig. (2-tailed)	.000	.001	.000	.000
	N	220	220	220	219
Unique resources and capabilities form the basis for strategy formulation and implementation in my LA	Pearson Correlation	.279**	.350**	.318**	.154*
	Sig. (2-tailed)	.000	.000	.000	.022
	N	220	220	220	219
	Sig. (2-tailed)	.000	.000	.000	
	N	219	219	219	219

Appendix 8.4: Balanced scorecard diagnostic: Maintaining maximum performance (Niven, 2003)

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
My LA develops the skills, talent, and knowledge of employees	Pearson Correlation	.232**	.304**	.343**	.109
	Sig. (2-tailed)	.001	.000	.000	.106
	N	220	220	220	219
My LA manages information through (databases, information systems, networks, and technology infrastructure)	Pearson Correlation	.175**	.120	.199**	.186**
	Sig. (2-tailed)	.010	.076	.003	.006
	N	220	220	220	219
Customer growth and service targets are established in my LA	Pearson Correlation	.210**	.290**	.292**	.237**
	Sig. (2-tailed)	.002	.000	.000	.000
	N	220	220	220	219
My LA always meets its financial obligations	Pearson Correlation	.146*	.085	.192**	.067
	Sig. (2-tailed)	.031	.207	.004	.325
	N	220	220	220	219
Budgets and cost-serving measures are put in place in my LA	Pearson Correlation	.337**	.302**	.369**	.135*
	Sig. (2-tailed)	.000	.000	.000	.046
	N	220	220	220	219

Strategic objectives are linked to long- term targets and annual budgets in my LA	Pearson				
	Correlation	.428**	.425**	.386**	.226**
	Sig. (2-tailed)	.000	.000	.000	.001
	N	220	220	220	219
	Sig. (2-tailed)	.000	.000	.000	
	N	219	219	219	219

Appendix 8.5: Quinn's incremental model

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
Strategy is shaped gradually depending on circumstances	Pearson Correlation	.312**	-.001	.154*	.011
	Sig. (2-tailed)	.000	.986	.022	.872
	N	220	220	220	219
Decision making is hierarchical	Pearson Correlation	.119	.005	.170*	.035
	Sig. (2-tailed)	.079	.936	.011	.609
	N	220	220	220	219
Experimenting and innovative behaviour is allowed	Pearson Correlation	.206**	.076	.107	.032
	Sig. (2-tailed)	.002	.262	.112	.636
	N	220	220	220	219
Decision makers are able to cope with uncertainty	Pearson Correlation	.232**	.266**	.189**	.050
	Sig. (2-tailed)	.001	.000	.005	.461
	N	220	220	220	219
The strategic leader is personally or ultimately responsible for the proposed changes in strategy	Pearson Correlation	.180**	-.054	.042	.017
	Sig. (2-tailed)	.008	.426	.538	.798
	N	220	220	220	219
The strategic leader is personally or ultimately responsible for establishing the structure and processes within the LA	Pearson Correlation	.177**	.013	.061	.106
	Sig. (2-tailed)	.009	.843	.367	.118
	N	220	220	220	219
	Sig. (2-tailed)	.000	.000	.000	
	N	219	219	219	219

**APPENDIX 9: CORRELATION ANALYSIS: STRATEGY IMPLEMENTATION
APPROACHES (FOR LOCAL AUTHORITIES)
appendix 9.1: Commander approach**

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
Top management formulates strategy and pass it on to subordinates for implementation	Pearson Correlation	.067	.226**	.215**	.101
	Sig. (2-tailed)	.325	.001	.001	.135
	N	220	220	220	219
Subordinates are given instructions on how to implement the strategy and top management oversees the implementation without taking an active role	Pearson Correlation	-.009	-.031	.118	.045
	Sig. (2-tailed)	.891	.647	.081	.507
	N	219	219	219	219
Employees do not resist implementation of strategy	Pearson Correlation	-.130	-.072	-.199**	-.097
	Sig. (2-tailed)	.055	.289	.003	.154
	N	220	220	220	219
Accurate and timely information is available for strategy implementation	Pearson Correlation	.305**	.408**	.318**	.195**
	Sig. (2-tailed)	.000	.000	.000	.004
	N	220	220	220	219
	Sig. (2-tailed)	.000	.000	.000	
	N	219	219	219	219

Appendix 9.2: Organizational change approach

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
My LA has experienced major changes of strategy in the past 3 years	Pearson Correlation Sig. (2-tailed) N	.322** .000 218	.288** .000 218	.426** .000 218	.379** .000 217
My LA has experienced changes in structure, personnel, and information and reward systems in the past 3 years	Pearson Correlation Sig. (2-tailed) N	.309** .000 218	.073 .283 218	.353** .000 218	.190** .005 217
Budgets are allocated to address change issues in my LA	Pearson Correlation Sig. (2-tailed) N	.302** .000 218	.195** .004 218	.229** .001 218	.067 .329 217
There has been employee acceptance of overall change plans in my LA	Pearson Correlation Sig. (2-tailed) N	.239** .000 218	.233** .001 218	.294** .000 218	.151* .026 217
Senior management has been serious about instituting a change-friendly culture	Pearson Correlation Sig. (2-tailed) N	.329** .000 218	.252** .000 218	.234** .000 218	.146* .032 217
Strategic objectives are linked to long- term targets and annual budgets in my LA	Pearson Correlation Sig. (2-tailed) N	.275** .000 220	.259** .000 220	.174** .010 220	.206** .002 219

Service delivery and job satisfaction has improved through effective management in my LA	Pearson				
	Correlation	.288**	.394**	.337**	.252**
	Sig. (2-tailed)	.000	.000	.000	.000
	N	220	220	220	219
	Sig. (2-tailed)	.000	.000	.000	
	N	219	219	219	219

Appendix 9.3: The collaborative approach

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
Top and senior management team meets to develop strategy	Pearson Correlation	.132*	.084	.198**	.000
	Sig. (2-tailed)	.050	.216	.003	.992
	N	220	220	220	219
Senior management is committed to formulated strategy	Pearson Correlation	.179**	.286**	.303**	.097
	Sig. (2-tailed)	.008	.000	.000	.150
	N	220	220	220	219
Employees are committed to strategy developed by a team of senior managers	Pearson Correlation	.199**	.269**	.341**	.124
	Sig. (2-tailed)	.003	.000	.000	.068
	N	220	220	220	219
Strategic changes are implemented efficiently in my LA	Pearson Correlation	.275**	.364**	.286**	.216**
	Sig. (2-tailed)	.000	.000	.000	.001
	N	220	220	220	219
	N	219	219	219	219

Appendix 9.4: The cultural approach

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
A clear mission and purpose for the organization is communicated to employees	Pearson Correlation	.243**	.207**	.308**	.289**
	Sig. (2-tailed)	.000	.002	.000	.000
	N	219	219	219	218
Employees are allowed to design their own work activities in line with mission and purpose of the organization	Pearson Correlation	.229**	.226**	.311**	.218**
	Sig. (2-tailed)	.001	.001	.000	.001
	N	219	219	219	218
My LA is characterized by a strong set of values, norms, symbols and beliefs	Pearson Correlation	.262**	.155*	.313**	.161*
	Sig. (2-tailed)	.000	.021	.000	.017
	N	220	220	220	219
There is a wide unity of purpose in my LA	Pearson Correlation	.302**	.231**	.288**	.135*
	Sig. (2-tailed)	.000	.001	.000	.046
	N	220	220	220	219
Strategy is usually implemented successfully in my LA	Pearson Correlation	.271**	.310**	.301**	.221**
	Sig. (2-tailed)	.000	.000	.000	.001
	N	220	220	220	219
	Sig. (2-tailed)	.000	.000	.000	
	N	219	219	219	219

Appendix 9.5: The crecscive approach

		My local Authority employs good financial systems	My Local Authority delivers services that satisfies customers	My Local Authority has well developed, efficient internal business process	The overall performance of my Local Authority has improved over the past 3 years
Top management encourages subordinates to develop, champion, and implement sound strategies on their own	Pearson Correlation	.211**	.276**	.353**	.175**
	Sig. (2-tailed)	.002	.000	.000	.009
	N	220	220	220	219
Top management shapes the employees notions of what would constitute supportable strategic projects	Pearson Correlation	.248**	.334**	.408**	.183**
	Sig. (2-tailed)	.000	.000	.000	.007
	N	220	220	220	219
Strategy moves upwards from low level employees and middle level managers	Pearson Correlation	.305**	.230**	.242**	.231**
	Sig. (2-tailed)	.000	.001	.000	.001
	N	220	220	220	219
Strategy is the sum of all individual proposals that surface throughout the year	Pearson Correlation	.203**	.284**	.141*	.084
	Sig. (2-tailed)	.003	.000	.037	.216
	N	220	220	220	219
A general strategy is articulated to guide the LA's growth	Pearson Correlation	.269**	.305**	.295**	.208**
	Sig. (2-tailed)	.000	.000	.000	.002
	N	220	220	220	219
	Sig. (2-tailed)	.000	.000	.000	
	N	219	219	219	219

APPENDIX 10: MULTICOLLINEARITY

Coefficients^a

Model	Unstandardized Coefficients		Standardized Coefficients	t	Sig.	95% Confidence Interval for B		Correlations			Collinearity Statistics	
	B	Std. Error	Beta			Lower Bound	Upper Bound	Zero-order	Partial	Part	Tolerance	VIF
1 (Constant)	.768	.369		2.081	.039	.040	1.495					
Lower level employees participate in strategic planning in my Local Authority	.031	.056	.037	.552	.582	-.080	.141	.196	.041	.028	.576	1.735
Changes are clearly communicated in the LA	-.123	.073	-.140	-1.679	.095	-.267	.021	.200	-.125	-.085	.370	2.705
My Local Authority promotes learning and growth of employees	.005	.070	.005	.076	.939	-.133	.144	.156	.006	.004	.573	1.746
There is clear responsibility or accountability in the implementation of decisions or actions	.056	.079	.057	.704	.482	-.101	.212	.274	.053	.036	.401	2.494
Strategy is well communicated to employees all the time	.121	.080	.123	1.523	.130	-.036	.279	.268	.113	.077	.393	2.543

I understand the current strategy of my LA	.104	.094	.104	1.103	.272	-.082	.290	.173	.082	.056	.290	3.452
I understand how my work contributes to the overall council strategy	-.117	.086	-.114	- 1.356	.177	-.288	.053	-.016	-.101	- .069	.364	2.747
In my Local Authority, communication is a major contributor to the achievement of strategic objectives	-.045	.099	-.041	-.453	.651	-.239	.150	.024	-.034	- .023	.309	3.237
My local Authority collects revenue due efficiently and effectively	-.172	.072	-.171	- 2.393	.018	-.314	-.030	.118	-.177	- .122	.508	1.967
My local Authority is flexible enough to react to changes in the environment	.100	.074	.106	1.342	.181	-.047	.247	.237	.100	.068	.416	2.403
There is always enough financial support for changes within the LA	-.106	.070	-.116	- 1.511	.132	-.245	.032	.169	-.113	- .077	.438	2.284

There is a high level of trust amongst employees and other stakeholders within my LA	.065	.077	.063	.850	.397	-.086	.217	.225	.064	.043	.470	2.129
The LA maximises all revenue-generating opportunities	-.118	.074	-.129	- 1.593	.113	-.264	.028	.073	-.119	- .081	.392	2.553
There are adequate financial resources at the LA's disposal to implement strategy	.066	.077	.063	.861	.390	-.085	.217	.099	.064	.044	.489	2.044
The LA has competent human capital to effectively support strategy implementation	.124	.075	.127	1.645	.102	-.025	.273	.341	.122	.084	.436	2.292
The structure of my Local Authority supports strategy implementation	-.296	.090	-.250	- 3.278	.001	-.474	-.118	-.068	-.239	- .167	.445	2.249
Activities of organizational units are well-coordinated	-.086	.088	-.084	-.978	.329	-.259	.087	.175	-.073	- .050	.347	2.882

Top management is heavily involved in monitoring and reviewing the progress of each strategic program created by the LA	-.061	.077	-.065	-.793	.429	-.213	.091	.129	-.059	-.040	.381	2.624
Leadership in the LA motivates employees to be committed to strategy implementation	.040	.071	.046	.561	.576	-.100	.180	.235	.042	.029	.383	2.614
There is communication from bottom to top in my LA	-.073	.074	-.079	-.979	.329	-.219	.074	.038	-.073	-.050	.394	2.540
Good relationships exist between my LA and residents	.309	.089	.294	3.461	.001	.133	.485	.417	.251	.176	.359	2.786
Good relationships exist between my LA and the Government	-.082	.106	-.056	-.772	.441	-.292	.128	.195	-.058	-.039	.494	2.023
The LA's internal environment (strengths & weaknesses) has an impact on strategy implementation	-.140	.108	-.113	-1.290	.199	-.353	.074	.010	-.096	-.066	.339	2.949

The external environment (Political, Social, Technical, Legal, Environmental, and Economic etc.) has an impact on strategy formulation in my LA	.168	.082	.145	2.060	.041	.007	.330	.219	.153	.105	.525	1.906
The external environment (Political, Social, Legal, Technological, Environmental, and Economical et.) has an impact on strategy implementation in my Local Authority	-.039	.099	-.033	-.390	.697	-.235	.158	.227	-.029	-.020	.353	2.836
Communication flows from top to bottom in my LA	.068	.072	.069	.939	.349	-.074	.210	.166	.070	.048	.483	2.072
The LA budgets are linked to strategy	.036	.078	.035	.464	.643	-.117	.190	.179	.035	.024	.464	2.156
My local Authority employs good financial systems	.167	.071	.156	2.345	.020	.026	.308	.372	.173	.119	.587	1.703

My Local Authority delivers services that satisfies customers	.126	.070	.132	1.790	.075	-.013	.264	.383	.133	.091	.477	2.097
My Local Authority has well developed, efficient internal business process	.338	.088	.287	3.840	.000	.164	.511	.431	.277	.195	.461	2.167
My Local Authority has skilled and qualified staff	.190	.073	.178	2.588	.010	.045	.334	.328	.190	.132	.546	1.830
My Local Authority makes use of technology in process implementation to facilitate goal attainment	-.012	.082	-.011	-.152	.880	-.174	.149	.241	-.011	-.008	.450	2.221
Teamwork is promoted and valued in my Local Authority	.028	.086	.027	.328	.743	-.141	.197	.236	.025	.017	.374	2.676
In my Local Authority, employees are committed to their work	-.066	.086	-.062	-.771	.442	-.235	.103	.084	-.058	-.039	.396	2.527
My Local Authority carries out strategy formulation workshops annually	-.054	.064	-.058	-.841	.402	-.180	.072	.007	-.063	-.043	.542	1.845

Employees have often shown readiness to accept any changes within my LA	.126	.078	.122	1.610	.109	-.028	.279	.094	.120	.082	.446	2.241
My Local Authority carries out strategy implementation workshops annually	.016	.067	.019	.238	.812	-.117	.149	.018	.018	.012	.427	2.344
There are usually clear guidelines or models to guide strategy implementation efforts	-.017	.086	-.015	-.198	.843	-.186	.152	.052	-.015	-.010	.431	2.319

a. Dependent Variable: The overall performance of my Local Authority has improved over the past 3 years

APPENDIX 11: THEMES THAT EMERGED FROM QUALITATIVE DATA

Appendix 11.1: Summary of qualitative research findings

The data which was grouped into broad categories is discussed in relation to the research questions under the following headings:

EMPLOYEES UNDERSTANDING OF THE STRATEGY IMPLEMENTATION CONCEPT

THE CURRENT STATUS OF ZIMBABWE LOCAL AUTHORITIES WITH REGARDS TO STRATEGY IMPLEMENTATION

THE CHALLENGES AND BARRIERS TO STRATEGY IMPLEMENTATION BEING FACED BY LOCAL AUTHORITIES IN ZIMBABWE

AN ASSESSMENT OF STRATEGY IMPLEMENTATION MODELS FOR ZIMBABWEAN LOCAL AUTHORITIES

AN ASSESSMENT OF STRATEGY IMPLEMENTATION APPROACHES FOR ZIMBABWEAN LOCAL AUTHORITIES

EMPLOYEES UNDERSTANDING OF THE STRATEGY IMPLEMENTATION CONCEPT

STRATEGY FORMULATION

- | | |
|---------|---|
| Theme 1 | Strategy formulation is about crafting of long-term plans and setting the direction for an organization |
| Theme 2 | Strategy formulation is about is about setting the Vision, mission, goals, objectives and direction of the organization |

STRATEGY IMPLEMENTATION

- | | |
|---------|---|
| Theme 3 | Strategy implementation involves putting into action the plans related to the formulated strategies |
|---------|---|

Theme 4 Strategy implementation involves the process of taking actions and carrying out activities in pursuance of the vision, mission, goals, and objectives of the organization

THE CURRENT STATUS OF ZIMBABWE LOCAL AUTHORITIES WITH REGARDS TO STRATEGY IMPLEMENTATION

Theme 5 Local Authorities in Zimbabwe usually implement their formulated strategies

Theme 6 The implementation of formulated strategies is not usually successful

Theme 7 Strategy implementation failure is normally caused by lack of adequate funding
lack of funding

Theme 8 Changes in the environment affect strategy implementation effort

Theme 9 The strategy should be well-communicated to be successful

Theme 9 Organizational structure is an important determinant of strategy implementation success

Theme 10 Organizational culture is an important determinant of strategy implementation success

Theme 11 Resources and how they are allocated can affect strategy implementation

Theme 12 Leadership style can make strategy implementation fail or succeed in a Local Authority

Theme 13 Strategy implementation is affected by the strategy formulation process

Theme 14 The education levels of elected councillors and as well as council employees is of importance in determining success in the implementation effort

STRATEGY IMPLEMENTATION MEASURES NORMALLY USED BY LOCAL AUTHORITIES IN ZIMBABWE

Measures of strategy implementation success include:

Theme 15 Customer satisfaction with service delivery

Theme 16 Efficient financial systems and Revenue collection

Theme 17 Morale of our employees

Theme 18 Periodical reviews

- Theme 29 Budgets
- Theme 20 Service delivery levels
- Theme 21 Innovation
- Theme 22 Internal business processes

STRATEGY IMPLEMENTATION STATUS FOR LOCAL AUTHORITIES IN ZIMBABWE

- Theme 23** Strategy implementation is successful in some areas, but there are a lot of challenges in some areas such as water provision and garbage collection due to lack of funding
- Theme 23.1 Successful
- Theme 23.2 Moderately successful
- Theme 23.3 Not successful

THE CHALLENGES AND BARRIERS TO STRATEGY IMPLEMENTATION BEING FACED BY LOCAL AUTHORITIES IN ZIMBABWE

- Theme 24 The biggest barriers to strategy implementation are: Leadership, Resistance to the change, Organizational culture, Organizational structure, Strategy formulation process, Poor communication, Lack of funding.

STRATEGY FORMULATION

Strategy formulation involves:

- Theme 25 Strategy formulation in councils involves Stakeholder consultations
- Theme 26 Strategy formulation in councils involves carrying out strategy formulation workshops
- Theme 27 Strategy formulation in councils involves conducting stakeholder analysis

- Theme28 Strategy formulation in councils involves producing plans and budgets to support strategy.
- Theme 29 Strategy is formulated mainly by senior management.
- Theme 30 The limitation of involvement of lower level employees in the formulation process has a detrimental effect on the strategy implementation.

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ORGANIZATIONAL CULTURE

- Theme 31 Organizational culture supports strategy implementation by ensuring clear lines of responsibility and accountability within the structures
- Theme 32 Organizational culture helps in the coordination of activities of different departments and units
- Theme 33 Adequate communication enables employees to understand strategy

ORGANIZATIONAL STRUCTURE

- Theme 34 Political interference is one of the biggest political obstacles to strategy implementation
- Theme 35 politicians may try to exercise their authority and influence over the operations of councils
- Theme 36 Differences between elected councillors, administrators and politicians can have a negative impact on strategy implementation
- Theme 37 Organizational power structure can influence implementation decisions
- Theme 38 Organizational structure can support strategy through defining roles, responsibilities, and accountabilities that support strategy

STRATEGIC LEADRSHIP

- Theme 39 Senior leadership is involved in monitoring and reviewing the progress of strategic programs
- Theme 40 Leadership motivates employees to be committed to strategy implementation
- Theme 41 Senior leadership mobilises and allocates resources for strategy implementation
- Theme 42 Effective deployment of resources improves implementation

Theme 43 Failure to mobilise resources by senior by senior leaderships seriously affects service delivery

Theme 44 Senior leadership is heavily involved in Strategy formulation, planning and implementation

Theme 45 Senior leadership creates Confidence and motivation through communicating the vision and mission of council

COMMUNICATION

Theme 46 Communication helps council employees understand the strategy

Theme 47 Communication promotes employee buy-in of strategy

Theme 48 Communication encourages knowledge transfer and learning amongst employees

Theme 49 Communication encourages stakeholders to contribute to strategy

Theme 50 Communication helps council employees to understand the vision, mission, and objectives of council

Theme 51 Communication is important for managing change within the council

RESOURCE ALLOCATION

Theme 52 The allocation of resources has an impact on Service delivery

Theme 53 A shortage of resources results in failure to undertake meaningful capital projects

Theme 54 Lack of adequate resources can cause strategy implementation failure

ENVIRONMENTAL INFLUENCES

Theme 55 Local authorities lack the autonomy to carry out their duties due to political interference

Theme 56 Residents are failing to pay rates and for other services due to the unfavourable economic environment

Theme 57 Local Authorities lack of equipment and facilities due to the unfavourable economic environment

Theme 58 Lack of adequate resources affects resource allocation to implementation activities

- Theme 59 Lack of corporate governance has resulted in some corrupt tendencies by some councils' staff
- Theme 60 Rapid urban population growth has constrained service delivery by Local Authorities
- Theme 61 Legally the councils do not have absolute power to deal with certain council cases
- Theme 62 Keeping pace with technological change is difficult for Local Authorities
- Theme 63 Rapid technological development is good for councils as it makes their jobs easier and more efficient

AN ASSESSMENT OF STRATEGY IMPLEMENTATION MODELS FOR ZIMBABWEAN LOCAL AUTHORITIES

THE HIGGINS'S MODEL

- Theme 64** Establishing and communicating a clear mission and purpose for the organization ensures an understanding of vision, mission, goals, strategic objectives of the organization
- Theme 65** If employees are given the opportunity to design their own work activities in line with the mission and purpose of the organization they will be motivated to perform leading to strategy success
- Theme 66** Strategic leaders should also be actively involved in monitoring, supervision and evaluation for strategy implementation to be successful

NOBLE'S STRATEGY IMPLEMENTATION MODEL (MINIMALIST MODEL)

- Theme 67 The establishment of goals is very good because it ensures that all managers are aware of the strategic goals of the councils
- Theme 68 The Noble's strategy implementation model (minimalist model) is a good and appropriate model for councils
- Theme 69 Through use of the Noble's strategy implementation model, the implementation units can managed effectively as they can be incentivised, monitored and evaluated

RESOURCE BASED MODEL

- Theme 70 Unique resources and capabilities form the basis for strategy formulation and implementation in Local Authorities
- Theme 71 Intangible resources are important in strategy implementation since the implementers should have the skills and knowledge to implement strategy
- Theme 72 Tangible resources provide the necessary infrastructure and finances to implement strategy
- Theme 73 Local authorities should consider the external environment as they are guided by the policies of the government of the day
- Theme 74 The Resource based model is not quite appropriate for Local Authorities

BALANCED SCORE CARD DIAGNOSTIC: MAINTAINING MAXIMUM PERFORMANCE (NIVEN, 2003)

- Theme 75 The Balanced Score Card is a good measurement tool for measuring objectives of strategy implementation for Local Authorities
- Theme 76 The Balanced Score Card Balanced does not quite measure other external factors such as political and legal
- Theme 77 The Balanced Score Card provides a lot of information that shows overall performance

AN ASSESSMENT OF STRATEGY IMPLEMENTATION APPROACHES FOR ZIMBABWEAN LOCAL AUTHORITIES

COMMANDER APPROACH

- Theme 78 Subordinates should also participate in strategy formulation.
- Theme 79 The Commander approach is appropriate for Local Authorities when implementing policy decisions – by statute, or court decision.
- Theme 80 The commander approach does not work if the strategy is not clearly communicated and understood by subordinates
- Theme 81 The strategy will be difficult to implement if employees do not approve of the strategy

- Theme 82 The commander approach is appropriate for councils since senior management know the direction they want to take
- Theme 83 Councillors usually have too much power

THE ORGANIZATIONAL CHANGE APPROACH

- Theme 84 Strategic leaders should concentrate on communicating the change to employees so that they can accept the change
- Theme 85 The strategic leaders should put in place the necessary organizational structure and change supportive systems
- Theme 86 Strategic leaders should provide the necessary incentives and controls to drive strategic change

THE COLLABORATIVE APPROACH

- Theme 87 Discussions can be time consuming thereby wasting valuable implementation time
- Theme 88 The collaborative approach lacks lower level input which is important for their understanding and motivation
- Theme 89 The collaborative strategy will be difficult to implement as different stakeholders may not approve of the strategy formulated by senior management alone.
- Theme 90 The collaborative strategy can make it possible to drive change within the local authority

THE CULTURAL APPROACH

- Theme 91 Infusing employees with a strong set of collective values in a local authority promotes trust and the feeling of oneness amongst the employees
- Theme 92 Infusing employees with a strong set of collective values Improves communication within a Local Authority
- Theme 93 Infusing employees with a strong set of collective values can create a highly motivated environment
- Theme 94 Infusing employees with a strong set of collective values creates a common identity and unity of purpose which promotes motivation.

THE CRESCIVE APPROACH

- Theme 95 I f the implementers are allowed discretion in the implementation process so it can lead to motivation.
- Theme 96 Implementation is likely to be successful with the Crescive approach since the implementers are allowed to craft activities which they have to achieve.
- Theme 97 The Crescive approach can make strategy implementation easier, efficient, more effective, and successful

THE QUINN'S INCREMENTAL APPROACH

- Theme 98 The Quinn's incremental approach needs a lot of time and resources which may delay service delivery
- Theme 99 The Quinn's incremental approach will not be effective for local authorities because councils work on resolutions and policies
- Theme 100 The Quinn's incremental approach is good because it makes the local authority always keep ahead in satisfying customers.

The themes from the data were identified through analysis of recurring ideas or language, and patterns of belief. The themes also reflect trends or recurring patterns of what the participants felt most strongly about. The themes are also an expression of the strongest emotional content which moved the participants.