



eThekwini Area Based Management: Institutional Arrangements

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Background

- Presentation based on a study commissioned by the municipality in November 2005
- Research undertaken at early stage of operation of ABM in eThekweni
- Objective: examine and assess institutional models in operation
- Focuses on:
 - Positioning of ABM in municipality
 - Institutional structures of ABM
 - Relationships between ABM and line



Evolution of ABM in eThekweni

- Past experiences and initiatives influence discourses
- No single vision of purpose of ABM
- Prior to 2000, local models, Warwick Junction and Cato Manor
- Early 2000's: SIB and INK
- 2001: wall-to-wall ABMD as new form of governance closer to communities
- EU feasibility study 2002 and 5 learning areas



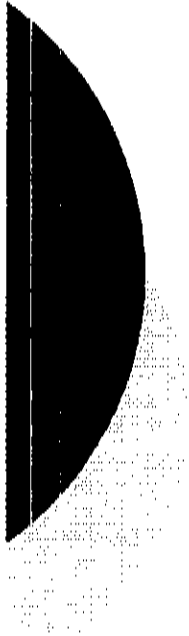
Evolution of ABM in eThekweni

- 2002, municipal manager seeing ABM as strategic areas of intervention, and experiments
- ABMD programme took time to set up
- Programme Office set up to carry functions of
 - Co-ordination, facilitation and support
 - Training, learning, research (also with other city departments)
 - Idea of external unit rejected
- Five ABM units have budget, but line funding is much larger



Evolution of ABM in eThekweni

- Testing different institutional models is a result area
- But all are forms of 'in local government' models
- Creation of overarching ABMD Programme is contradictory:
 - Beginning to institutionalise
 - 'boxing' flexibility
 - different models are causing some confusion
 - Not so easy for line to respond to so many areas/different ways of operating given capacity problems



Institutional Location and Structures

- ABMD programme sits under Municipal Manager, but is delegated administratively to Sustainable Development cluster
- Programme Office supports ABM units and enables learning
- Internal Reference Group: key heads of department and deputy city managers
- Included in Stratman grouping
- External Reference Group: external advisors and commentators
- Political committee supporting ABM



Institutional Location and Structures

- Debate over institutional location - arguments:
 - Location 'in' line marginalises programme
 - Location under Municipal Manager would lead to resentment, and current location is fine
 - Should be in Procurement and Infrastructure due to weight of expenditure



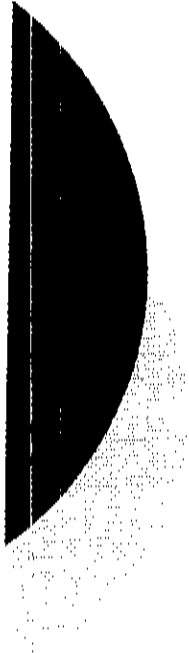
Institutional Location and Structures: Programme Office

- Role mainly around facilitation, co-ordination and support
- Functions of Training, Learning, Research and Operational Management linked to other departments
- Has taken time to establish
- Different perceptions
- Playing consistent role in reporting, positioning, space for debate, generating mutual understanding and shift in practices



Institutional Location and Structures: Committees and Support Structures

- Municipal manager plays NB roles in supporting ABM, intervening where necessary, and some ABM units link directly to him
- Well supported in committees and structures
- But not necessarily well used – tend to be seen as technical/housekeeping
- ABM units link more directly with departments
- But political sub-committee is important for most
- Project executives – only worked in INK



Institutional Location and Structures: Position in City Systems

- Debate over autonomy and exceptionalism
- ABM poorly integrated into city systems in the beginning: heightened importance of 'personal power' and interpersonal relationships
- Slow process of incorporating ABM in city systems:
 - IDP, 8 Point Plan, and the vertical dimension
 - CAPMON overcoming previous problems, but limits flexibility
 - Performance management



Line and Cluster Perspectives

- History of strong line, and moves towards integrative approaches through IDP and ABM – challenging
- Context of change, placement issues, fluidity
- No city wide approach to relationships although broad understanding of need to engage
- Linking on a one on one basis, often at a project level – many types of relationships
- Few instances of ABM units being brought into line planning for IDP, sector plans or policy development, but some departments setting up more systematic relationships



Line and Cluster Perspectives

- Varying relationships – mainly good, but relationships with individual units a problem at times. Issues
 - Better with established ABM units
 - Capacity
 - Personality
 - Disagreement on policy issues or priorities
 - Better in 'new' areas where processes are less established



Line and Cluster Perspectives

- Problem areas with some
 - Duplication/overlap
 - Not sufficiently proactive
 - Dumping projects on line
 - Bringing line in too late
- Changing practices? Responses:
 - No change needed
 - Respond to requests
 - Adapted in some circumstances, when brought in early enough
 - Work with ABM on needs/give them projects
 - Feeds into development of model of operation for city



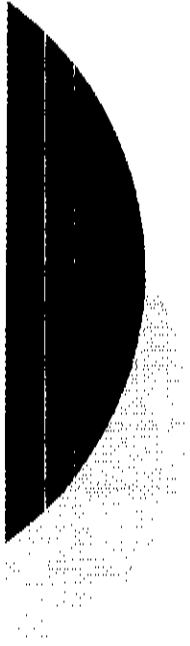
Line and Cluster Perspectives

- Limits to 'bending' given equity, legal issues, and 'pockets of excellence'
- Staffing generally adequate, but questioned skill mix, visionary/committed/strategic/political
- Value added of ABM:
 - Planning for some
 - Co-ordinating work of line and sometimes national and provincial departments, bringing in stakeholders, private sector, NGOs, communities
 - Citizen engagement
 - Programme and project identification for some
 - Special projects, new ways of doing things – but most argue ABM units not really innovating



ABM Units: iTrump (Agile)

- Inner City redevelopment project – intended to turn around/develop a complex area of strategic importance
- Emerged from Warwick Junction project
 - Project leaders: planning and operations
 - Multi-skilled and agile
 - Close to ground
 - Worked with environmental health practitioners, and forums with departments
 - Stakeholder forums
- 2001 iTrump – similar model
- Small, but embedded in departments working with personnel at low level to harness resources, retain institutional memory
- Agile: spontaneous and fluid, links to where signing/needed powers are (including Municipal Manager) – little concern about reporting lines, too little autonomy, or formal systems
- Mainly co-ordination and `tweaking



Southern Durban Basin (Interventive)

- Mandate to regenerate a declining but economically strategic area
- Small team of professional staff
- Focuses mainly on strategic planning and co-ordination, and lobbying for the area
- Set up systems to promote integrated activities and monitor work of line
- Attempts to promote development consistent with plans
- Major focus on hard capital projects
- Works with several sets of forum meetings with line departments and stakeholders



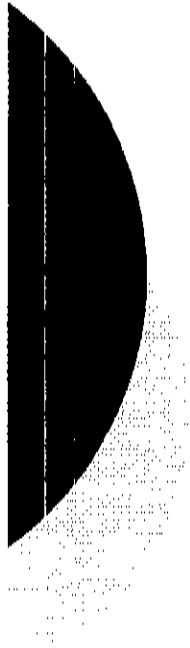
INK (Enabling)

- Urban renewal node: 2001 - develop historically marginal area
- Professional staff of 11
- Project Executive facilitates relationships with line
- Focuses on co-ordination and encouraging synergies through planning, forums, keeping track of projects
- Monthly Joint Technical Forum meetings: national, provincial, local departments, synchronised with monthly stakeholder meetings
- Regular meetings with councillors, participation around projects
- Largely leaves line alone, and focuses on soft projects, particularly innovative and developmental/participatory
- Implements half operational projects from budget itself, and uses rest to augment line. All capital projects implemented by line



Rural (Reorienting to New Terrain)

- Seen as a way of learning to work in rural areas
- New ABM
- Staff of 10 professionals
- 4 area co-ordinators
- Structures still being set up: Intergovernmental Forum and Stakeholder Forum
- Link to Amakhosi and councillors in special meetings
- Participation around projects
- Partnerships beginning to occur with gov, and making connections with NGOs and private
- Link on one-one basis to line, and work closely around projects: having funds helps



Cato Manor (Establishing Identity)

- Cato Manor Development Project: out of government ABM, recommended a social and economic development agency on closure
- Didn't go that route – similar structure to other ABM units set up
- Staff of 6 professionals
- Area Manager and staff all new to municipality – time to establish networks
- Main focus on social and economic development
- Tends to be seen as old CMDA – as outside
- Some initiatives to set up forum with line
- Stakeholder forum twice a year, and wards on invitation



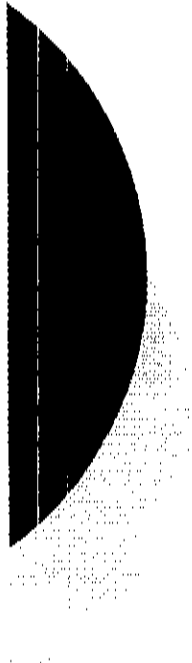
Conclusion

- In-house, so can't escape general rules, but better access to city systems
- Was initially weakly institutionalised, so personality and personal networks became important, but is becoming more embedded.
- Varying views on roles, mandates, outcomes
- Many kinds of relationships with line



Conclusion

- Introduction of overarching ABMD programme has 'boxed' ABM, but concept is gaining greater acceptance, and is becoming institutionalised
- Does systematisation undermine flexibility?
- Model attempts to combine ABM with strong line
- Line appreciation of ABM focus, co-ordination, community responsiveness



Conclusion

- Apart from iTrump, models look similar, but vary in size, mandate and orientation, operation, relation to line
- The various models have different strengths and limitations:
 - iTrump's agile embedded model works through close contact with departments and stakeholders on the ground, but is less appreciated by middle management
 - SDB's interventive model goes furthest in attempting to shape what line departments do in the area, sometimes leading to resistance



Conclusions

- INK's enabling approach has helped to bring together role players and create links and its projects have enabled the municipality to engage in social development, but some argue that it doesn't go far enough to manage development in its area
- Cato Manor has several projects which are innovative and are appreciated by communities, but is still seen as 'outside'
- Rural has been important in enabling the municipality to work in new contexts, but several processes still work in parallel
- Operation of models in part reflect staff capacity, relationships, personality, and institutional histories in eThekweni – but also structural issues linked to the differences between area vs line modes of operation