

**AN EVALUATION OF THE EFFECTIVENESS OF  
INTERGOVERNMENTAL RELATIONS IN LOCAL GOVERNMENT  
SERVICE DELIVERY: THE CASE STUDY ON THABAZIMBI LOCAL  
MUNICIPALITY**

by

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## **DEDICATION**

*This dissertation is a new beginning to next generation to realise knowledge as way of life.*

*Special dedication to my daughter Dimakatso and my grand twin daughters; Bohlale and Khumo. “Knowledge is equal to wisdom when is used to benefit others”*

## **DECLARATIONS**

I declare that the mini-dissertation hereby submitted to the University of Limpopo, for the degree of Master of Public Administration and Management and has not previously been submitted by me for a degree to this or any other University; that is my work in design and in execution and that all material contained herein has been duly acknowledged.

**SITHOLE T F (Miss)**

**DATE: 2021 October 14**

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Special thanks to the Thabazimbi Local Municipality for affording me the opportunity to have access to the institution. I want to extend my special gratitude to all the participants of this study, who made it possible for this study." May the Almighty richly bless you forever".

## **ABSTRACT**

The study investigated the effectiveness of intergovernmental relations in improving service delivery in the Thabazimbi Local Municipality. Literature argue that despite the relationship between the three spheres of government, Intergovernmental Relations (IGR) does not always promote the constitutional objectives of cooperative governance which impacts on how socio-economic rights such as the provision of adequate housing are implemented.

The study was conducted under the premise of quantitative methodology. A purposive sample of 42 respondents was used representing different department/sections/sub-sections of the Municipality, namely; Office of the Mayor, Office of the Municipal Manager, Chief Financial Officer, Town Planning and Economic Planning, and Cooperate Office.

The outcome pointed out that the majority of participants agreed that the IGR framework and other legislation governing the IGR process to enhance service delivery were not fully known and understood to them. The results of the study revealed that there are no structures or forums in place to promote and facilitate intergovernmental relations and provide for appropriate mechanisms to ensure an improved service delivery. Some of the recommendations of the study include appointment of the IGR practitioner, that the TLM should embark on community programmes to inform people on the importance of IGR in developing the Municipality.

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# CHAPTER ONE

## INTRODUCTION AND BACKGROUND TO THE STUDY

### 1.1 INTRODUCTION

The democratic system in South Africa through the Constitution of the Republic of South Africa, 1996 with reference to section 40 and 41 respectively which provided influential to Intergovernmental Relations (IGR) with influential clauses and guiding principles to improve coordination and alignment of governmental activities within the three spheres of government, namely; national, provincial and local government. The South African democratic system aimed at addressing challenges such as poverty and inequality to all citizens. Section 41 (2) (a) (b) of the RSA Constitution, 1996 state that an Act of Parliament must establish and provide structures and institutions to promote Intergovernmental relations and provide for mechanisms and procedures to facilitate the settlement of intergovernmental relations disputes. Malan (2012:2), state that the system of IGR in South Africa has shifted from being mostly non-formal, to a statutory system that includes the establishment of various mechanisms and forums to deal with issues of policy alignment, integration and coherence. Despite the establishment of various structures to promote IGR, Malan, (2012:9) emphasis that the IGR is also crucial during the planning and implementation of government policies and programmes within three spheres of government. According to the author, the planning and implementation process should take into consideration that each spheres of government has its unique role in promoting the principles of cooperative government.

According to Hattingh (1998:15) in Kahn, et al. (2011:27) local government as a sphere of government is independent from one another and have to rely on the same basic resources of the state to promote service delivering to the people. Hattingh, further highlighted that several resources could be common for different spheres of government which include among others, financial resources, through the process of equitable share, national government still makes provision for local

especial grants. Other support mechanisms through the Disaster Management Act are usually initiated.

However, Mohapi, (2016:1) during the South African Local Government Association (SALGA) meeting highlighted about the financial crisis at TLM since financial year 2011/12 until 2015/16 which became a concern for service delivery. In addition, the Parliamentary Monitoring Group Committee meeting held on the 10<sup>th</sup> of May 2016 was also concerned about the dysfunctional and distressed municipalities within the South African government. Therefore, TLM like any other municipalities plays an important role to give priority to the basic needs of the community through effective structures and mechanism for planning, and implementation processes.

## **1.2 PROBLEM STATEMENT**

Section 41 (1) of the Constitution of the Republic of South Africa (SA), 1996 state that cooperative government represents the basic values of the government and implementation of these values through the establishment of structures and institutions to meet the needs of people. The Local Government: Municipality System Act, 2000 (Act, No, 32 of 2000), Section 152, requires municipal planning to be developmentally oriented to ensure that the local government achieve its objectives. Municipalities must participate in provincial and national development programmes as required in Section 153 (b) of the Constitution of SA, 1996. Meaning that rendering services should take place within the spirit of cooperative government as stated in Chapter 3 of the Constitution of SA, 1996.

In addition, the White Paper on Local Government 1998, the focus on local government shifted from transition to transformation; therefore, local government need to exercise its power and functions in ways which promote economic growth of the society and maximise social development and furthermore, local government is required to fulfil its obligations operate within a framework of acceptable standards and principles (Hungwane 2017:15). Regardless of standards and principles in place, the author highlighted some of the challenges faced by local government with regard policy implementation which impact negatively in changing the general wealth of the people. The study can claim that



this trend of poor performance in municipalities has been demonstrated and proven in the country, lead to lack of services such as water and sanitation, electricity, housing and health services to the communities especially in rural areas. Another evidence includes the one stressed by the then South Africa's Minister of Cooperative Governance and Traditional Affairs, Dr Zweli Mkhize that the fact that 87 municipalities remain dysfunctional or distressed due to "political instability or interference, corruption and incompetence".

Given this indication, the study state that service delivery is been compromised at the municipality level and these communities are deprived their constitutional rights to be provided with the basic services. It is within the above context that the effectiveness of cooperative government and intergovernmental relations in local government need to be questioned as far as the development of local government concerned.

### **1.3 AIM OF THE STUDY**

The study aims to evaluate the effectiveness of intergovernmental relations in promoting cooperative government between the three spheres of government to improve service delivery to the community of TLM.

### **1.4 RESEARCH OBJECTIVES**

The objectives of the study serve as a guide to the research, and are summarised as follows:

- To establish whether TLM has established the structures such as Budget Council and Budget Forums to promote cooperation between the spheres of government relative to fiscal, budgetary and related financial matters;
- To determine the effectiveness of the IGR structures or forums to support the coordination of government policies in the TLM;
- To analyse the role played by structures such the district municipality, IGR Forums in terms of the IGR framework to enhance service delivery;
- To establish if there are any challenges that hinders the effectiveness of IGR structures or forums and related legislation to support and facilitate IGR matters to improve the lives of people in TLM;

- To provide recommendations and solutions that can help to minimise the challenges that obstructs the effectiveness of cooperative government and IGR to enhance service delivery in TLM.

## **1.5 RESEARCH QUESTIONS**

In order for the study to realise its objectives, the following questions were formulated:

- Does TLM have IGR structures or forums such as Budget Council and Forums to promote cooperation among the three spheres of government relative to fiscal, budgetary and related financial matter?
- Is IGR structures and forums effective to provide the support and coordinate government policies in the TLM?
- How important is the IGR structures and forums in terms of the IGR framework and related legislation to improve performance?
- What can be the challenges or problems associated with the effectiveness of IGR to support and coordinate local government service delivery in TLM?
- What are the mitigation to minimise the challenges that hinders the effectiveness of cooperative government and IGR to enhance service delivery in TLM?

## **1.6 SIGNIFICANCE OF THE STUDY**

The findings of the study will assist policy makers in coming up with ways of effectively implementing the notion of developmental local government in the TLM. The policy makers include local authorities, district Municipalities, provincial and national government at large. The study findings will assist the local authorities and the local municipality in developing their strategies to meet local needs as well as to improve the day to day lives of people. The outcomes of the study will provide clarity to the stakeholders within the TLM in realising the role played by various IGR structures and the kind of support expected from each structure to improve the lives of people. The findings can also influence three spheres of government cooperate and perform their functions in harmony to

minimise the challenges that impact negatively on the effectiveness of IGR in local government, specifically TLM. The study can contribute to the construction of knowledge to the researchers of IGR in promoting service delivery in local government and other related discipline.

## **1.7 DEFINITION OF CONCEPTS**

For the purpose of this study, it is necessary that the following concepts be defined in order to clarify context within which they are in the study.

**1.7.1 Intergovernmental relations:** refer to the symbiotic, interdependent, interrelated and cooperative liaisons and functions that exist amongst the three spheres of government, namely national, provincial and local government (RSA Constitution, 1996). Chapter 3 of the RSA Constitution, 1996, give effect to the TLM, other district and local municipalities to receive orders from the provincial local government that is, the department of Cooperative Governance and Human Settlement to mutually discuss matters of concern to improve the lives of citizens

**1.7.2 Local government:** refers to the spheres of government that is close to the people to that district facilitating (David and Maphunye, 2011:60). In case of this study the TLM is the local institution closed to its community and having given the RSA Constitution, 1996, mandate to exercise their powers to provide the service to the people and improve their lives.

**1.7.3 Developmental local government:** local government committed to working within the communities to find suitable ways to meet their social, economic and material needs to improve the quality of their lives (White Paper on local government, 1998:37).

**1.7.4 Service delivery:** it is the mechanism through which public service are delivered to the public by local, municipal or federal governments (IGI Global).

**1.7.5 Intra-governmental relations:** refer to extended relations of government authorities. Section 41(2) of the RSA Constitution, 1996, gives broad guidelines for the establishment of internal structures for government bodies in all spheres of government. The TLM can establish a formal institution to deal with specific

plan or structure to give effect to the values and needs of the people within its municipality to better the lives of people.

**1.7.6 Extra-governmental relations:** exist on the basis that the main goal of government is to promote the general welfare of society (Kahn et al. 2011:15). The community of TLM has the constitutional rights that government institutions should recognise their values and norms of the community through government projects and programmes that are managed harmonious relationship within the principles of co-operative government.

## **1.8 RESEARCH METHOD AND DESIGN**

Akhtar (2016:68) state that the research design is a plan, structure, investigation strategy used to obtain and control variance ensured at responding to the question. Zikmund in Akhtar, (2016:69) define research design as a master plan specifying the methods and procedure for collecting and analysing the needed information. The researcher employed a descriptive design to observe and describe the population under the study, how they understand their knowledge, assume or feel about matters relating to intergovernmental relations in the development of local government.

The study used unstructured questionnaires to gather information that will clarify the study questions, objectives and the desired goal. Punch, (2003) in Zefeiti and Mohamad, (2015:4) stated that it is imperative to use the appropriate method to achieve the study objectives and goals. The researcher was able to observe and describe the participants of the study in relation to their educational level, demographic, work experience, their understanding and knowledge to IGR issues in developing local government service delivery in TLM.

### **1.8.1 Case study design**

According to Creswell, (2014:10) a case study can be regarded as an exploration of in-depth analysis of a 'bounded system' (bounded by time and or place), or a single or multiple case, over a period of time. Saunders *et al* in Zefeiti and Mohamad, (2015:4) regard a case study as one of the strategies associated with the deductive or inductive approaches to answer questions such as who, what,

where and how questions of the subject under study as shown on figure 3.1 in chapter 3 of this study. According to Saunders et al. (2012) the case method gives enough information about a person or a group or a unit the case study technique. The researcher used a case study design to can collect a broader information from the participants of this study such as; the decision makers involved in IGR matters, what are the challenges and experiences and how best can challenges be addressed to can achieve the desired goals.

### **1.8.2 Quantitative research approach**

The study took an opportunity of Saunders's *et al*, (2012:3) "onion layer "to select quantitative research approach which will be discussed in details in chapter three of this study. Saunders's *et al* content that quantitative approach is mostly preferred by researchers due to its consistency with the deductive approach. In addition, this research approach will allow the researcher to have an advantage of collecting data and convert the information to numbers and measurements. The design can be a tool for saving time and resources and achieve the expected outcomes. Bryman, (2001:20) in Eyisi, (2016:94) argue that quantitative research approach is the research that places emphasis on numbers and figures in the collection and analysis of data. Imperatively, quantitative research approach can be seen as being scientific in nature.

The study used quantitative research approach to investigate and acquire more relevant knowledge from the participants of this study about the relationships between intergovernmental relations structures and its related legislation and to the extent in which IGR increases the municipality performance. Quantitative research approach assisted the researcher to employ questionnaires to gather more information about the relationships between participants and IGR structures, related legislation, framework that support the planning and implementation of government programmes to improve service delivery. Analysis to this study involved coding and categorising of responses from the participants of the study to predict solutions to the study.

## 1.9 STUDY AREA

TLM is a Category B municipality as per the RSA Constitution, 1996, section 155 located within the Waterberg District in the South-western part of the Limpopo Province. It is one of five municipalities in Waterberg District namely; Bela-Bela, Lephalale, Modimolle-Mookgopong, and Mogalakwena Local Municipality.

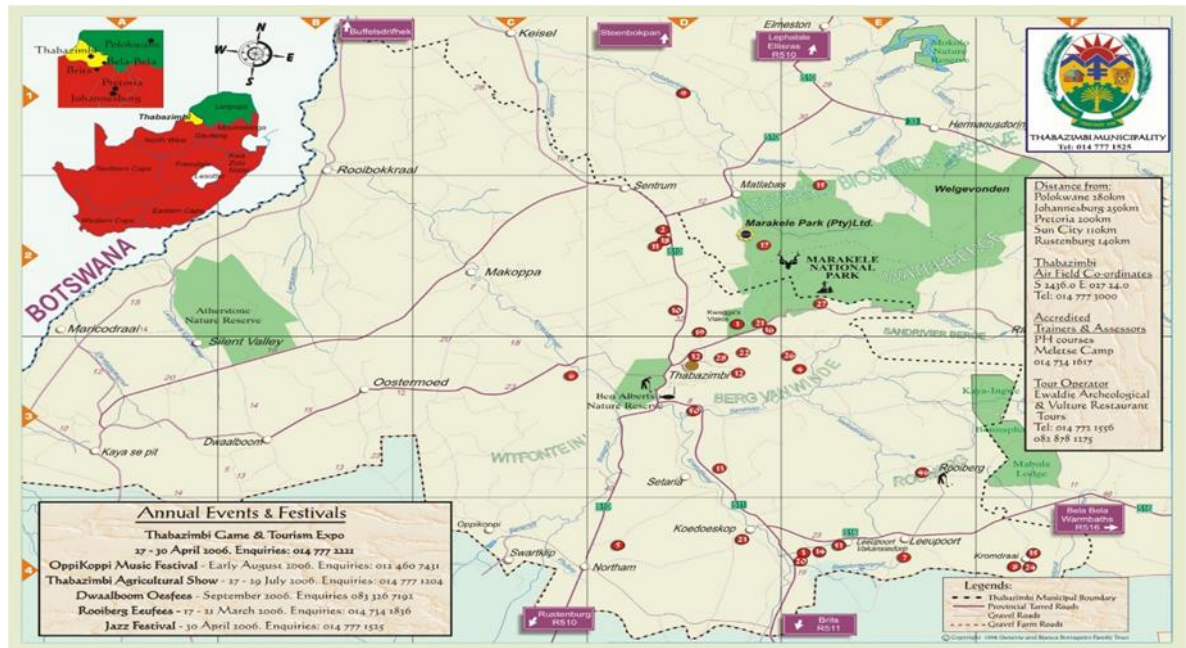


Figure 1.1 Geo-political map (<http://www.britannica.com.>place>)

TLM is 320 km from Polokwane and 260 km from Johannesburg. TLM shares borders with North West and Botswana. Thabazimbi Municipality is surrounded by Platinum producing areas such as: Northam Platinum mine, Anglo, that is; Amandelbult and Swartklip mines. The Municipality has demonstrated mining to be one of the sectors portraying incredible growth in its local economy (Integrated Development Plan 2015/16 - Review). For the purpose of this study, TLM has a mandate to provide basic services such as roads infrastructure, electricity, water and sanitation to TLM areas namely; Thabazimbi, Northam, Rooiberg, Leeupoort Dwaalboom and Regorogile.

### 1.9.1 Target population

Zefeiti and Mohamad (2015:4) defines population as the complete number of components, organisations, individuals, or items that are chosen to be measured as the sample of the study. Saunders *et al.* suggests that in order to achieve the

research objectives, researchers need to make a conclusion about the sample of the target population. For the purpose of this study, targeted population involved participants of different department or sections as stated below:

**Table: 1.1 Summary of the targeted population of the study**

<b>Department/section/subsection</b>
The office of the mayor <ul style="list-style-type: none"> <li>• Community services</li> <li>• Communication services</li> </ul>
Office of the Municipal manager
Office of the chief financial officer
Corporate Services
Planning and Economic Development

### **1.9.2 Sampling method & sample size**

Sampling is defined as a technique employed to select participants for research as much as decision about variables have to do with the “what” of research, also the decision about “who” with what sorts of participants the researcher is going to explore these variables. Sampling can be categorised into two parts namely **probability** sampling and **non-probability** (Etikan, Musa & Alkassim, 2016:1). Sharma, (2017:750) argues that **probability** sampling involves identifying and questioning people because they are members of some population and the researcher ensures that the assertions are valid.

**Non-probability** refers to a sampling method that involves a collection of feedback on the basis of a researcher or statistician’s sample selection capabilities and not on a fixed selection process. In most situations, output of a survey conducted with a non-probable sample leads to skewed results, which may not totally represent the desired target population. The design has four types

which are; purposive sampling, expert sampling, snowball sampling and modal instant sampling (Etikan and Bala, 2017:1).

**Purposive** sampling is one of the techniques of non-probability sampling and is widely used in qualitative research for the identification and selection of information-rich cases related to the phenomenon of interest. However, the study preferred the purposive sampling allowed the researcher to decide on what need to be known and sets out to find people who willingly provided the relevant information by virtue of knowledge and experiences. The researcher was able to focus more on the participants who had the relevant information about intergovernmental relations matters to answer the study questions (Etikan & Bala, 2016:2).

#### **1.10 DATA COLLECTION**

Data collection refers to the use of measurement tools which include a questionnaire or scale to obtain information about the topic of interest from the research subjects (Census Bureau US, 2010). Karim, (2012:3) define a questionnaire as a research instrument consisting of a series of questions and other prompts for the purpose of gathering information from respondents. In survey research where large number of respondents have to be contacted and a large amount of data has to be gathered, questionnaire as a tool of data collection appears to be the most suitable and appropriate. In this study, questions were designed to form a structured questionnaire and Likert Scale type was preferred. Likert Scale type contains of instructions such as agree or disagree to allow the participants to rate according by ticking "X" to the most suitable answer. For the purpose of this study, the Likert Scale type of questionnaires were convenient and gave the willing participants of this study to answer questions according to their understanding without any interference from the researcher.

#### **1.11 DATA ANALYSIS**

Sharma (2018:4) defines data analysis as a process of systematically applying statistical and/or logical techniques to describe and illustrate, condense and recap, and evaluate data. The author further urged that by understanding of the data analysis procedures will enable researcher to appreciate the meaning of the



scientific method which includes testing of hypotheses and statistical significance in relation to research questions. There are a number of issues that researchers should be aware of with respect to data analysis. The study employed structured questionnaires to gather information from the participants therefore, a Likert scale was a suitable data analysis design to conclude the results of the study. For the purpose of this study, unstructured questionnaire was designed to can guide participants of this how to respond to the study the questions by ticking or writing and X, which is another way of saving time during the researcher process.

### 1.12 ETHICAL CONSIDERATION

Ethics can be defined as a method, procedure or perspective for deciding how to act and for analysing complex problems and issues. The ethical norms in a research promote the aims of the study such as knowledge, truth and avoidance of error. Therefore, it is important that the research should be conducted in a way that will protect the dignity, rights and safety of the research participants. In addition, the researcher design that takes into consideration values such as accountability, trust, mutual respect and fairness among all the parties involved in a study are likely to render the anticipated results (David & Resnik, 2015:3).

Chitty, (2016:1) state that following ethics enables scholars to deal with the collaborative approach towards their study with the assistance of their peers, mentors and other contributors to the study. The researcher considered the following ethical issues during the course of the study: -

- **Permission to conduct the study** – the researcher obtained for an Ethical Clearance Certificate from the Turfloop Research Ethical Committee TREC. The study was conducted in a reasonable and ethically accountable manner, and minimisation of risks that may be of harm to humans and ultimately ensure that the research leads to beneficial outcomes. The study received an official letter of permission to conduct this research as a guarantee in Appendix B.
- **Informed consent and voluntary participation** – the principles of voluntary participation were explained to the respondents and they were further

informed that they had the right to withdraw from participating in the study at any time. A completed and signed informed consent form was attached to the questionnaires which aims to explain the nature and purpose of the study to the participants. The researcher has introduced the study topic and further explained the purpose of the study to all participants to allow them the opportunity to participate voluntarily.

- ***Privacy, confidentiality and no harm*** – the researcher ensures that all the completed questionnaires and information gathered from the participants are kept as confidential, safely and protected. The participants were treated with dignity by completing information at their own time without any risk of penalty from supervisors or unfair treatment from the researcher either physically or emotionally. Some strategies were used to avoid any offence that may arise due to explicit language by designing questions relevant to the topic not directly personal.
- ***Benefits for participants*** – The researcher further informed the participants that they will not benefit directly from the study findings but the study findings may assist the public institutions in addressing some of their challenges.

### **1.13 LIMITATIONS**

Simon, (2011:42) states that limitations are the weakness of your study and out of the researcher's control. Therefore, it is the responsibility of the researcher to explain how he/she intends to deal with such limitations so that the outcome of the study would not be affected negatively. The study was limited by the number of participants who were not willing to participate, especially the top management for the reasons known by themselves. In order to overcome these obstacles, the researcher ensured that all participants were given a clear explanation about the purpose of the study and proper confidentiality assurance by providing a legal consent letter from the University of Limpopo. The researcher further gave focus to the participants who were willing to participate to the research topic voluntarily.

## 1.14 OUTLINE OF THE CHAPTERS

In order to reach the study objectives, the following framework of the research is formulated:

(a) **Chapter one** entitled Introduction and Background to the Study provides an introduction and the problem statement, significance of the research and clarification of key terms.

(b) **Chapter two** entitled Literature Review comprises of the conceptual and theoretical framework of the study, in depth study of the subject of intergovernmental relations in developing local government service delivery.

(c) **Chapter three** entitled Research Methodology presents research design, philosophy, population, research tools, data collection and analysis techniques that will be used to gather data for this particular study.

(d) **Chapter four** entitled Analysis and Interpretation of the Research Findings deals with presenting and interpreting the empirical findings and data analysis based on results of this study.

(e) **Chapter five** entitled Conclusion and Recommendations comprises of the summary, concluding remarks and recommendations.

### SUMMARY

This chapter has introduced the problem statement, research objectives and the rational research questions of the study. The chapter advanced the research objectives and definitions of terminology in the context within which are used in the study. The chapter presented the research methodology and design. Ethical issues were discussed and together with the chapters of the entire research profiled. The next chapter which is chapter two relates the study in a broader

body of literature that is relevant to the present critical overview of related literature on IGR and related legislation.

## **CHAPTER TWO**

### **REVIEW OF RELATED LITERATURE**

#### **2.1 INTRODUCTION**

Chapter one outlined the general overview IRG. The chapter further outlined the objectives of the study, definitions of concepts and the problem statement. A literature review can be seen as an overall view of some of the relevant and important literature that is presented within the scope of the topic. Thus, this chapter reviews related literature to gain more knowledge and understanding on intergovernmental relations in promoting coordination and support to TLM with the aim of enhancing service delivery for the wealth of the people. The current chapter presents the literature review with explore into a particular review of literature under the theme of intergovernmental relations and cooperative government.

#### **2.2 LITERATURE REVIEW**

Thus literature review is a way to gain an understanding of the existing research and debates relevant to a particular topic or area of study, and to present that knowledge in the of a written report. Literature review helps the researcher to compare and construct each source to other relevant literature on the topic, critically evaluate each source and indicate how each source contributes to the body of knowledge about the topic (Western Sidney University Library, 2017:1). The study used relevant documents on intergovernmental relations, local government policies, annual reports, and previously research reports have been consulted to determine whether this research topic has been researched previously. Government policy and legislations were reviewed to gather more information on the study topic. Section41(2) of the RSA Constitution,1996, has established co-operative government and intergovernmental relations which state that an Act of Parliament must establish processes, structures and institutions to promote and facilitate intergovernmental relations to facilitate settlement of intergovernmental disputes. The Local Government Municipal Structures Act, 1998, was amended to make districts responsible for key municipal services and the Intergovernmental Relations Framework Act 13 of

2005, allowed for the establishment of district intergovernmental forums to promote co-operation between the districts and its local municipalities.

The White Paper on Reconstruction and Development, 1994 thus, emphasise the importance of a participatory local government system to promote cooperative government and intergovernmental relations. Whereas, Organised Local Government Act, 52 of 1997 aims to provide for the recognition of national and provincial organisations representing the different categories of municipalities procedures which municipalities may formalise monitoring, supervision and intervention to ensure alignment to plans to improve service delivery within their institutions. However, a report on IGR had observed that there was little alignment between plans in the three spheres of government, resulting in national government's development agenda not filtering down to provincial and local governments, according to the then Department of Provincial and Local Government (DPLG) (2008:16).

Van Niekerck, (2014:10) argued that vertical coordination, pertaining to the alignment of policies, programmes and projects of local government with national and provincial priorities, remains a challenge due to inadequate collaboration and coordination between the three spheres of government. The author suggested that the South African government should improve the management of IGR, which include among others, provincial government to ensure overseeing of IGR in local government. However, Mbecke & Mokoena (2016:99) emphasise that the three spheres of government are compelled to adhere to the principles of cooperative government as determine by IGR Act, 2005 to ensure the achievements of national priorities.

The study of Phakathi, (2016:6) on the investigation on the management of IGR in implementing national programmes emphasised lack of coordination which impact negatively on service delivery especially at poor municipalities. The author urge that different stakeholders need to work collaboratively to improve service delivery to the community. Therefore, the researcher realised that there is little information on the effectiveness of intergovernmental relations in developing of local government to enhance the delivery of services to the people.

## **2.3 THE NATURE OF INTERGOVERNMENTAL RELATIONS**

The nature of intergovernmental relations involves the basic interactions within and between spheres of government with regard to exclusive and concurrent functional areas of the RSA Constitution, 1996. The process of intergovernmental relations refers to a matrix of interactions between organs of state and institutions of government, with particular reference to the executive and legislative components of government. Intergovernmental processes are derived from the RSA Constitution, 1996. The IRG system in South Africa is understood to be the way in which the three spheres (national, provincial and local government) of governing hierarchy relate to each other and its observation in terms of the division of powers at both administrative and legislative levels (White Paper on Local Government, 1998:38).

According to Senoamadi, (2014:28) the nature of intergovernmental relations are seen as a critical means to the end of achieving governmental set of goals and constitutional obligations of ushering in improved governance, effective service delivery, accountability of the public service and the „realisation of national priorities“ for example provision of sustainable integrated human settlements. Mbecke & Mokoena (2016) also content that all spheres must cooperate with one another as determined in Chapter 3 of the RSA Constitution to promote cooperate government as well as to alleviate poverty and promote local development. The study provides a brief discussion of the classification of intergovernmental relations in order to understand the complex nature of intergovernmental relations.

## **2.4 CLASSIFICATION OF INTERGOVERNMENTAL RELATIONS**

Intergovernmental relations that are within the geographical borders of a state can be classified into three main categories namely; intergovernmental relations which is relations between government institutions, intragovernmental relations which is relations within governmental relations and extra-governmental relations which is relations between government and the community. The fourth category of relations which does not exist within the borders of a state is interstate relations

or international relations, (Thornhill & Hanekom, 1995; Hattingh, 1998 in Kahn, Madue & Kalema, 2011:11).

#### **2.4.1 Intergovernmental relations**

Intergovernmental relations refer to the mutual relations between all spheres of government and all organs of the state in South Africa. Section 40 (1) of the RSA Constitution, 1996, has established the legislative framework to effect mutual relations and the hierarchical authority of government institutions. The Constitution promotes intergovernmental relations by setting out the principles of cooperative government and intergovernmental relations that must be followed by all spheres of government and government bodies in SA. Furthermore, intergovernmental relations can be subdivided into intergovernmental relations that take place between various governmental bodies at a horizontal and vertical level (Thornhill & Hanekom, 1995; Hattingh, 1998 in Kahn, Madue & Kalema, 2011:11).

**Vertically level:** According to the authors regard vertical level as relations between governmental institutions in different spheres of government and in South Africa. It refers to the current relations between national, provincial and local authorities. Its dependence is determined by the powers or authority as well as the availability of resources, hence the national sphere hold more power to prioritise government goals to benefit the society. Phakhathi, (2016:23) state that vertical intergovernmental relations in the context of South Africa means the relations between the national, provincial, and local governments and government institutions. In vertical intergovernmental relations, power plays a central role, and the national sphere has more power than the provincial and local governments. The dependence of lower levels of government on the central government is evident with regard to the resources these authorities need to achieve their objectives and goals. This dependence of local authorities on higher ones also limits the discretion that can be exercised by lower authorities in deciding which goals to pursue

**Horizontally:** Horizontal intergovernmental relations are those relations between governmental authorities in the same sphere of government. In the South African



context, such relations would refer to the relations between the nine provincial authorities and between the municipalities. For example, Ministerial which consists of national ministers, provincial members of executive council (MECs) usually called MINMEC, which established to promote cooperation, coordination and communication between the national departments and their provincial counterparts and oversee areas of joint concurrent competency between spheres of government as contained in schedule 4 of the RSA Constitution, 1996. Phakathi (2016:24) is of the opinion that horizontal intergovernmental relations can be regarded as the relations between government departments or agencies which operate at the same level. Levy and Tapscott (2001:17) in Phakathi (2016:24) further add that “vertical intergovernmental relations are dominated by resources such as policy and finance while horizontal intergovernmental relations focus on information and physical assistance”. For example, national minister for finance can have meeting together with the provincial MECs and Chief Executive Officer for government bodies to discuss the budget issues such as the division and deployment of financial resources.

#### **2.4.2 Intragovernmental relations**

Extra-governmental relations refer to an internal relations of governmental authorities. It is argued that the RSA Constitution, 1996, only provide very broad guidelines for the establishment of internal structures for government bodies in all spheres of government. These structures operate within the parameters of these guidelines, governmental structure given a significant degree of discretion to extra internal institutions as they judge necessary. Intragovernmental relations allow the institutions for example TLM to establish an institution based on the value and needs of the community within their area of jurisdiction to facilitate matter on Women, Children and People with disability. Such structures need to be established in accordance with the projects and programmes of government and carry out specific activities to meet the identified needs.

#### **2.4.3 Extra-governmental relations**

Extra-governmental relations exist on the basis that the main goal of government is to promote the general welfare of society. The extra-governmental relations

require that for government to be able to recognise the societal needs, it is vital that the government should have a relationship with the community and create a mechanism to hear their views (Kahn et al, 2011:15). It was further indicated that citizens are empowered people who can extract, taking advantage of their constitutional rights in terms of the needs they serve from state. Therefore, the people of TLM also deserve the right to receive basic services through the projects and programme of government that managed within the principles of cooperative government and IGR. The authors emphasise the need for relationship between government institutions, individuals and non-governmental institutions (Freysen, 1999; Thornhill & Hanekom, 1995; in Kahn, Madue & Kalema, 2011).

Extra-governmental relations in the TLM is divided into IDP/Budget/PMS Representative Forum which is linked between the municipal government and representatives of the public aimed to facilitates, co-ordinates and encourage public participation in the area of Thabazimbi. The forum is based on criteria which ensure geographical and social representation of the public. For the purpose of this study, TLM need consider the inclusive of intergovernmental relations structures into the IDP representative to promote coordination. forum ensure an effective response to service delivery.

## **2.5 LEGISLATIVE FRAMEWORK**

The South African democratic government through the Constitution of the Republic of South Africa (1996), gave effect to a number of legislation, namely; White Paper on Local Government (1998), the Municipal Structures Act (1998) and Municipal Systems act (2000), Intergovernmental Relations Framework Act 2005 and intergovernmental Fiscal Relations to guide the intergovernmental relations in local government. The below legislation are explained in this study to enhance its contextual insight.

### **2.5.1 *Constitution of the Republic of South Africa, 1996***

Section 40 (1) of the Constitution outlines the structure of government into three distinctive, interdependent and interrelated bodies or spheres, each with its own areas of operation. They consist of national, provincial and local governments.

Apart from the National and provincial government, the local government is made up of municipalities that are closest to the communities. Therefore, the local government sphere has to recognise legislation passed by the other two spheres to perform its functions and exercise its powers. The structures (distinctive, interdependent and interrelated) which describe the South African cooperative model of intergovernmental relations are reflected on briefly (Lle 2010:53).

**Distinctive:** The 1996 Constitution of Republic of South African, Section 41(1) (e), dictates that there should be respect for the constitutional status of institutions and the powers and functions of government in other spheres of governance. This suggests that each sphere of government has its own status with a clear mandate. Hence Section 41(f) adds that spheres must “not assume any power or function except that those conferred on them in terms of the Constitution”. Section 41(e) notes that spheres “must exercise their powers and functions in a manner that does not encroach on the geographical, functional or institutional integrity of government in another sphere”; and lastly Section 41(g) spells out the manner in which it is to be achieved, which is “co-operate with one another in mutual trust and good faith by fostering friendly relations, assisting and supporting one another and informing one another of, and consulting one another on, matters of common interest”. Distinctiveness therefore suggests specificity or particularities that ensure that roles are best executed at a selected sphere of government (Lle 2010:54). According to Levy (1999:7) state that each sphere has distinctive legislative and executive competencies. While, Mzwandile (2012:27) contend that these legislative powers are guaranteed by the constitution therefore cannot be withdrawn unless on renewal of the constitution.

**Interrelated:** The 1996 Constitution of Republic of South African, Section 49(a) submits that spheres must “preserve the peace, national unity and the indivisibility of the Republic” through the provision of “effective, transparent, accountable and coherent government for the Republic as a whole”. This implies that spheres are crucial parts that collectively form the government of the country and if they are parts of a whole then, for the whole to function effectively as required, the parts must relate amicably. This term interrelated means that spheres are parts of a holistic system of government and that through these interrelated spheres, a solid

and unified government can evolve (Lle 2010:55). However, Mzwandile is of the opinion that the notion of interrelatedness is not about making legally binding decisions that affect another sphere. Eventually, it is about co-operation through joint planning, fostering friendly relations and avoiding conflict. As well as to assist in ensuring effective development and service delivery, and avoid abuse of power. Chapter 3 of the RSA Constitution, 1996, (Section 40) outlines the structure of government into three distinctive, interdependent and interrelated bodies or spheres, each with its own areas of operation. These government bodies or sphere consist of national, provincial and local governments.

***Interdependent:*** The 1996 Constitution of Republic of South African, Section 41(h) stipulates that spheres must cooperate with each other if the goals of the nations are to be achieved. These could be done through communication, consultation, coordination, assisting and supporting each other in varieties of ways. Levy & Tapscott (2001:258) notes that the “interdependence of the spheres is the degree to which one sphere depends on another for the proper fulfilment of its constitutional functions”. The term “interdependent” means that no sphere can operate in isolation. All spheres are inter-reliant, mutually dependent and supportive with each other, especially in terms of capacity support for provincial and local government. They should be closely supervised and monitored to ensure that national objectives are met through effective oversight by appropriate institutions. The Practitioners Guide to the Intergovernmental Relations System in South Africa (2007:64-65) describes co-operation as “the act of aligning and integrating governance across spheres so as to ensure coherence.

Interrelation relationship reflects that national and provincial sphere has the responsibility of empowerment and play an oversight role on the activities on local government. Interdependent also requires all spheres including TLM to make provision of mechanism for discussion, negotiation and decision making between communities and other relevant stakeholders. It is the degree to which one sphere depend to the support of the other sphere to create the right balance in order to achieve the set goals.

### **2.5.2 Intergovernmental Relations Act (2005)**

The Act was enacted as a result of the constitution (1996), for an Act of parliament which should regulate the relationship between the three spheres of government and hence the birth of the Intergovernmental Relations Act (2005). Malan (2012) state that the IGR Act, constitute relationships that arise among different governments or organs of state from different government in the conduct of their affairs". Intergovernmental relations recognize relationships among various units and sectors within the three spheres of government and focuses on public officials acting in an inter-jurisdictional context, while they are also concerned with informal working relationships in institutional contexts. Haurovi, (2012:80) urge that the Act does not only provide for the establishment of IGR structures, but also regulate the composition and operation of these forums such as; the President's Coordinating Council (PCC), Ministers and Members of Executive Council (MinMECs), South African Local Government Association (SALGA) and the act further the chairmanship of the forum's meetings. Basically, this Act gives municipalities the opportunity to promote and facilitate co-operative decision-making and activities across all spheres as an enhancement strategy to service delivery.

### **2.5.3 White Paper on Local Government (1998)**

This White Paper defines Developmental Local Government as a type of "local government committed to working with citizens and groups within the community to find long-term or sustainable ways to meet the social, economic and material needs and improve the quality of the lives of the community". It also instructs municipalities to ensure the achievements of local democracy by developing strategies and mechanisms to ensure continuous engagement with citizens, businesses and community groups (Department of Provincial and Local Government, 2005:13).

It was further indicated that the White Paper on Local Government requires active participation by citizens at four levels namely; voters, participants in the policy process, and consumers and service users (Mofolo 2016:4). South Africa's constitution not only creates local government, but also sets out its objectives in

various pieces of legislation. The legislation such as IGR Act to regulates the principles of cooperative government in different areas of local government of municipalities, administration and financial management in municipalities and service delivery. Such legislation through its structures empowers communities to get involved in the affairs of local government and creates a responsibility on municipalities to foster this engagement. Hence, communities are legally allowed to play an important role in the running of their municipalities but too often they are not aware of their rights and responsibilities in this regard. The IGR if considered as an approach to effective planning that involves the entire municipalities and its citizens can help in finding solutions to achieve good long term development.

#### **2.5.4 Municipal Structures Act (1998)**

This Act underlines that a municipal council must put in place mechanisms to consult the community and community organisations in performing its functions and exercising its powers. The Act requires a municipal council to annually review the needs of the community and prioritise strategies to meet those needs, as well as processes to involve the community. Part 4 of the Municipal Structures Act (1998) provides for the establishment of ward committees. According to the South African Local Government Association (2006:116), the objective of the establishment of ward committees in local government is to ensure local participatory democracy. The Act assigns the ward councillor to be the chairperson of the ward committee. It instructs the municipal council to develop the rules that will be followed when the selection of the ward committee is conducted (Mofolo, 2016:5).

#### **2.5.5 Municipal Systems Act, 32 of 2000**

Section 5 of the Municipal Systems Act define the nature of municipalities as part of a system of cooperative government. The Act clarifies the rights and duties of the municipal council, local communities and the municipal administration. Clarifying rights and obligations of different parties is an important step towards strengthening the democratic contract at the local level. Municipal powers are exercised in a system of cooperative government which allows the three spheres

of government to work together effectively. Therefore, to effect cooperative government the municipality should be represented to participate in organised local government structures to present and discuss the needs and challenges of the community within their areas for decision-making processes. Allows the municipality to draw each other's experience and develop common approaches and find solutions to the problems. The Act further obliges municipal council to consult the community and the Act also give the right to the community to participate in the decision making and be informed about progress as far as municipal services are concerned. Thus, it is the responsibility of the municipal administration to have clear channels of communication with local community.

The study of Mofolo, (2016:6) on analysis of IGR system for participation in local government, argued that some municipalities are not represented in the local-provincial intergovernmental relations which denies the community their right to democratic action. The author suggest that municipalities need to establish Public Participation Committees (PPCs) as a strategy to enhance public participation and support ward committees. In case of the TLM, public participation is coordinated through the IDP Representative Forum where communities are engaged on various service water, sanitation, progress or obstacles on projects relating to services to the communities. The IDP is regarded as a business plan and central to a municipal ability to deliver on its mandate in terms of chapter 4 of this Act. The study argues that it is important for IGR representative in the IGR structure or forums to improve coordination on the matters of cooperative government and intergovernmental relations and its significance to the municipal performance and service delivery.

## **2.6 STRUCTURES WITHIN INTERGOVERNMENTAL RELATIONS CONTEXT**

Section 41 (2) of the RSA Constitution, 1996 stipulates that an Act of Parliament must establish or provide for processes, structures and institutions to promote and facilitate intergovernmental relations and provide for appropriate mechanisms and procedures to facilitate settlement of intergovernmental disputes.

### **2.6.1 President's Coordinating Council (PCC)**

According to Kahn, Madue and Kalema, (2011:75) the PCC emerged in 1999 and comprising of the President; the Premiers of the nine provinces, the chairperson of SALGA and national ministers responsible for cross cutting functions such as provincial and local government affairs, public service and administration and finance. The PCC is also regarded as the national-provincial forum at the highest executive level and plays a crucial role in terms coordinating and integrating implementation of national policies and programmes at provincial spheres. The forum enables an opportunity for provincial to impact of the national policies for development with more emphasis on assisting the premiers to fulfil their responsibilities as set out in section 155 (7) of the RSA Constitution, 1996, which is to develop provincial policy; preparing and initiating legislation for the provinces; implementing national legislation within the listed areas of schedules 4 and 5 of the constitution.

Therefore, assistance should be exercised through effective coordination and information sharing in response to policy implementation that is linked to national priorities to enhance service delivery at all spheres. The deliberations of the PCC are guided by national policy and the constitutional principle of co-operative governance to encourage working together in inspiring service delivery within the local government.

### **2.6.2 Ministers and Members of Executive Council (MinMECs)**

MinMEC's are forums which bring together Ministers at national level and with the equivalent members of Executive Council at provincial levels. Senoamadi (2014:58) urge that MinMECs exist in all areas where provincial and national government responsibilities overlap, forming a central part of intergovernmental relations system. Intergovernmental Relations Framework Act (IFRA) of 2005, affirms that MinMECs are based on mutual trust and co-operation and have the responsibilities amongst others to; harmonise legislation within a given sector; division and deployment of financial resources; harmonise national programmes on a national basis; consultation and negotiation on national norms and standards and sharing of sectoral information



According to *IGR Practitioners Guide* MinMECs is regarded as a consultative forum where issues of national interest can be raised views and requests from provincial and local governments (Presidential Review Commission, 1998:467). With regard to TLM the MEC for Limpopo Department of Cooperative Government, Human Settlement and Traditional Affairs (CoGSTA) has the responsibility to interact with other MECs in order to support and facilitate the affairs of local municipalities that are experiencing problems with regard to the institutional activities to ensure quality services to the communities. In addition, the forum together with relevant stakeholders such as sector departments, private sector, Non-governmental Organisations (NGOs) and traditional leaders need to be guided and sharing of information to be able to deliberate on the constrains and opportunities affecting their communities.

### **2.6.3 Premiers' Intergovernmental Forums (PIF)**

Section 17 (i) of the Intergovernmental Relations Framework Act 13 of 2005 makes a provision for the establishment of the Premier's Intergovernmental. This forum aims to promote and facilitate intergovernmental relations between the province and local governments in each province. The forum plays a role in drafting, development, coordination and alignment national priorities to the national policies and legislation to ensure the achievement of provincial and local objectives including any other matters of strategic importance that affect the interests of local government in the province and consideration of reports from another spheres.

Forum. province; The forum consists of; the premier of the province; the member of the executive council of the province who is responsible for local government in the province who is responsible for local government in the province; any other members of the executive council designated by the Premier; the mayors of district and metropolitan municipalities is subject to an intervention in terms of section 139 of the RSA Constitution, 1996, and a municipal councillor designated by organised local government in the province. The premier is the chairperson of the forum and may so invite any person not mentioned above to attend the meeting of the forum. In terms of section 17 of the same Act, the category B

municipalities are excluded. Although, Section 17(3) allows the Premier to invite any person not mentioned specifically in the Act to the forum.

Mathenjwa (2014) in Mofolo (2016:10) argues that the composition of the Premier Intergovernmental Relations Forum shows weaknesses, particularly by excluding representatives from the category B municipalities. Although the authors stress that the Act made provision of the district intergovernmental relation forum whereby municipalities are able to interact with provincial governments for service delivery issues. The fact that category B municipalities like TLM are excluded by the Act matters for the sake of improving coordination and support between the spheres of government for service delivery matters, thus, such arrangement need some attention by the decision makers to avoid shortcomings such as shifting of responsibilities from one sphere to another due lack of services.

#### **2.6.4 South African Local Government Association (SALGA)**

The South African Local Government Association (SALGA) and its nine provincial associations has been established in line with section 163 of the RSA Constitution, 1996. In this regard, the Organised Local Government Act, (1997) provides for: the recognition of national and provincial organisations representing the different categories of municipalities; the determination of procedures by which local government may designate representatives to participate in the National Council of Provinces; the determination of procedures by which local government may consult with provincial and national government; the determination of procedures by which local government may nominate persons to the Financial and Fiscal Commission. For historical reasons the voice of local government has been weak in the development of national and provincial policies, even where these affect local government directly. Thus the introduction of this Act ensures that local government has the representation in the development of national policies that affect local government.

SALGA's key role is effective representation of local government in the legislative processes of all the spheres of government, and in the intergovernmental executive processes. SALGA represents local government interests in forums such as the National Council of Provinces (as discussed above), the Financial

and Fiscal Commission, the Budget Forum dealing with intergovernmental transfers, Ministerial Forums (MinMECs), and in the drafting of legislation that affects the status, institutions, powers and functions of municipalities (White Paper on Local Government, 1998:54) Organised local government in South Africa as represented by SALGA also plays a role as an employer's organization, and constitutes the employer component in the South African Local Government Bargaining Council where substantive issues are negotiated between the employer and labour representatives. In addition to this role, SALGA also plays a role in creating capacity in the area of labour relations among its membership, and maintaining open and constructive relationships with organized labour. This relationship is important in ensuring the successful transformation of local government by ensuring that relations between employer bodies and municipal trade unions are supportive of the developmental role of local government (White Paper on Local Government, 1998).

The White Paper on Local Government (1998:55) further states that SALGA has a role in the development of municipalities through, for example, the provision of specialized services to supplement and strengthen the capacity of municipalities, research and the dissemination of information, facilitating shared learning between municipalities, human resource development and councillor training. It is evident from above that SALGA is the voice of local government and therefore plays a significant role in intergovernmental relations to ensure that the interests of local government are represented.

### **2.6.5 District Intergovernmental Forums (DIF)**

According to section 17(1) of the Intergovernmental Relations Act, (2005) prescribes for the composition of District Intergovernmental Forum (DIF). These forums consists of a member of the mayor of the district municipality, all mayors of the local municipalities, or if a local municipality does not have a mayor, a councillor designated by the municipality, the administrator of any of those municipality if the municipality is subject to an intervention in terms of section 139 of the constitution. The mayor of the district municipality, if that municipality is subject to an intervention the administrator of the municipality is a chairperson of

the DIF. In terms of section 88 of the Local Government: Municipal Act 117 of 1998 gives the DIF to serve as a consultative forum for the district municipality and the local municipalities in the district to discuss and consult each other on the matters of mutual interests, together with government policies and legislation relating to the development of local government. The DIF is responsible for the coordination and alignment of strategic performance plans, national priorities within the district municipalities to ensure the achievement objectives of the municipality to advance service delivery to the communities. For the purpose of this study, the mayor of the TLM is the chairperson of the forum and may invite any person to a meeting of the forum to discuss any matter deemed necessary for municipality functions that brings change to communities.

#### **2.6.6 Budget Council and Local Government Budget Forum**

The Intergovernmental Fiscal Relation Act, 97 of 1997 provide for the formation of Local Government Budget Forum consists of the Minister of finance; the MEC for finance of each province; five representatives nominated by the national organisation recognised in terms of the Organised Local Government Act, 1997; and one representative nominated by each provincial organisation recognised in terms of the same Act. The Budget Council and Budget Forum is a body in which the national government, the provincial governments and organised local government consult on any fiscal, budgetary or financial matter affecting the local sphere of government, any matter concerning the financial management, or monitoring of the finances of local government or any other matter which the Minister has referred to the Forum.

In terms of section 214(2) of the RSA Constitution, 1996, the Budget forum is a key structure in intergovernmental relations hence it plays an advisory role by facilitating cooperation and consultation in fiscal and budgetary process in the spheres of government. In addition, *The Intergovernmental Fiscal Relations Act, 97 of 1997* requires that the Financial Fiscal Commission (FFC) submit recommendations for a particular financial year to the Houses of Parliament and Provincial Legislatures ten months before the start of the financial year.

### **2.6.7 Technical Forums**

In terms of section 30 of the Act makes provision for municipalities to establish technical support intergovernmental relations forums, that are comprised of officials representing the bodies participating in the forum in order to provide technical advice and support IGR structures to promote service delivery in local municipalities. The study assume that technical intergovernmental committees are crucial to promote cooperation and consultation within the local municipalities and to both spheres of government in ensuring that the priorities of government are implemented to promote the socio economic growth for all people.

### **2.6.8 Forum of South African Directors-General (FOSAD)**

The FOSAD brings the valuable hands-on experience of all the Directors-General collectively to bear on IGR issues. The position of the Director-General (DG) is similar to that of the Chief Executive Officer (CEO) for example, municipalities have the positions of CEOs. Since the municipalities has an opportunity to be supported by provincial sphere therefore, the forum can help to foster and interface between the political level structures. The FOSAD forum can help the administration at TLM both horizontally local municipality in Waterberg district namely; Lephalale, Mogalakwena and Modimolle-Mookgophong and vertically enhance relationships among the municipalities, provincial and national governments and parastatals such as Eskom and Spoornet.

This forum provides a regular opportunity for DGs to share their experiences on policy formulation and implementation through interaction and assisting the TLM and local departments within the area of Thabazimbi to ensure quality service to the people of TLM.

## **2.7 APPROACHES TO INTERGOVERNMENTAL RELATIONS**

This section provides a brief discussion on the approaches to intergovernmental relations as identified by Hattingh (1998) in Kahn et al, (2011:6) namely; the constitutional/legal; democratic; financial and normative-operational approaches.

### 2.7.1 The Democratic Approach

The democratic approach to intergovernmental relations emphasis the right of the provincial and local government to autonomy. It also indicates that local government and provincial governments have the right to self-determination. Chapter 3 section 41 (1) of the RSA Constitution 1996, preserved principles of co-operative government and intergovernmental relations that; (1) all spheres of government and all organs of state within each sphere must:

- preserve the peace, national unity and the indivisibility of the Republic,
- secure the well-being of the people,
- provide services that are effective, transparent, accountable and coherent for the Republic as a whole;
- be loyal to the constitution, the Republic and its people;
- respect the constitutional status, institutions, powers and functions of government in the other spheres;
- not assume any power or function except these conferred on them in terms of the constitution;
- exercise their powers and perform their functions in a manner that does not encroach on the geographical, and functional or institutional integrity of government in another spheres and
- cooperate with one another in mutual trust and good faith by (i) fostering friendly relations, (ii) assisting and supporting one another, (iii) informing one another of, and consulting one another on, matters of common interest, (iv) co-ordinating their actions and legislation with one another, (v) adhering to agreed procedures and (iv) avoiding legal proceedings against one another.

Mathebula, (2011:419) contend that the democratic approach is not for commanding and instructing purposes as in the tier system but encourages mutual interaction and support within the national and sub-national context. The democratic approach to this study could be that of putting the interest of the people through coordination and cooperation between the communities and different stakeholders. democratic approach in a way encourage municipalities to promote public participation as way to advance the welfare of the population. In

addition, the democratic approach stresses that the local government need to ensure that service delivery to the people is done within organised structures, systems, procedures and policies and be accountable for state resources.

### **2.7.2 The Constitutional Approach / Legal Approach**

This approach concerns linking different systems of constitutional law regarding substantive and formal contemporary constitutional challenges within the network of constitutional law. The approach entails a structural and hierarchic analysis of the constitutional and legislation pertaining to central, provincial and local governments which have a bearing on relations between government bodies. The results of such analysis would be a long list of governmental bodies and structures with a comprehensive description of the duties and powers of every political office-bearer within each institution (Kahn, Madue & Kalema, 2011:6). According to Phakathi (2016:21) the constitutional and legislation approach is particularly relevant in the case of the Republic of South Africa is the supreme law of the land and all actions must abide by this law. The fact that the constitution is the supreme law of the means that intergovernmental relations are dictated by and must operate within the constitutional framework. In addition, Section 41(2) of the Constitution, in particular requires that an Act of Parliament be enacted to provide for structures and institutions. This institutional clause has led to the enactment of the Intergovernmental Relations Framework Act, (2005). Therefore, the heavy reliance on the Constitution for the IGR and the enactment of legislation to facilitate IGR is a proof that South African mainly uses the constitutional/legal approach to IGR.

Kahn, Madue & Kalema further states that the approach uses the constitution and other legislative provisions as a departure in the study of intergovernmental relations. The authors argued that the challenge with this approach is that it accepts the information contained in legislation as accurate and unchanging, and it operate on the assumption that relations between governmental institutions only exists within the framework of the legislation permitting such relations. According to the authors this approach can be useful for the purpose of the study in terms of obtaining a comprehensive lists of governmental bodies as well as the powers and duties attached to the political office bearers in these bodies. The

constitutional/legal approach to IGR in local government can be valuable to understand and assist in the development of different IGR structures or forums, related legislation as well as its significance in enhancing coordination and mutual trust among the spheres of government to achieve national goals for socio economic growth of all citizens.

### **2.7.3 The Financial Approach**

Section 214(1) of the RSA Constitution, 1996 entails that an Act of Parliament to provide for the equitable division of revenue raised nationally among three spheres of government. This section of the Constitution led to the formation of the Intergovernmental Fiscal Relations Act, 97 of 1997. The Act aims to promote cooperative between national, provincial and local spheres of government on through the establishment of the Budget Council and the Budget Forum on fiscal, budgetary, and financial matters; prescribe procedures or processes for the determination of an equitable sharing of revenue raised nationally. The Act also requires that the Financial Fiscal Commission (FFC) submit recommendations for a particular financial year to the Houses of Parliament and Provincial Legislatures ten months before the start of the financial year Hattingh (1998) in Kahn, Madue and Kalema (2011:7).

The financial approach in TLM should be viewed as a process of effectively and economically managing the institutional financial resources of the institution through IGR structures and forums mentioned above to assist in achieving the institutional objectives and improve the lives of people. The enactment of IGR Act 13 of 2005, gave such structures like MinMECs the responsibility to the division and deployment of financial resources in all spheres of government. The structure also plays a role on consultation and negotiation on the national norms and standards to ensure that services are delivered the people in all spheres.

Therefore, it is important that TLM ensures that all coordination and support be in line with the intergovernmental fiscal relations Act and the principles instilled in SA Constitution, 1996 to achieve national priorities.



#### **2.7.4 Normative-Operational Approach**

The normative-operational approach of intergovernmental relations examines the importance of considering all the norms to analyse the total operational existence of intergovernmental relations without over-emphasising one aspect of intergovernmental relations over another. This approach can necessitate the TLM to consider the application of all generic function to administer the institutional activities (Hattingh, 1998, in (Kahn, et al. 2011: 7). For the purpose, of this study the generic functions comprise of; policy making, organising, staffing, financing, determining work procedures and control.

The normative-operational approach is important to ensure efficient and effective performance IGR matters in all spheres because these generic function can act as a connecting link between the municipality, community, local departments and both provincial and national spheres. The normative-operational approach through the generic can provide motivation to IGR structures or forums and make them to realise institutional objectives. The application of these generic functions ensures a complete operational existence of intergovernmental relations without emphasis one aspects of intergovernmental relations over another. Normative-operational approach can be a preferred strategy to determine and investigate the effectiveness of intergovernmental relations in promoting service delivery in the area of TLM specific relationships.

#### **2.8 SUMMARY**

In this chapter the focus is on the literature review relevant to cooperative government and intergovernmental relations in developing local government. The chapter further provided a context by providing the purpose and the relevance of literature review from various authors as well as the constitutional framework on intergovernmental relations and co-operative governance. The chapter outlined the nature of IGR and provided a brief discussion of the classification of intergovernmental relations to understand the nature of IGR in developing local government, specifically TLM. This chapter provided the legislative framework that gives effect to IGR in local government in terms of RSA Constitution, 1996. Besides, the RSA Constitution, 1996, other policy documents and legislation on intergovernmental relations and co-operative governance were also reviewed

and discussed as mechanisms to improve service delivery in local government municipalities. The IGR structures and forum were also discussed and its significance in improving institutional performance and the relationship between the municipality and the entire community.

Furthermore, the chapter provides and explains the importance of the approaches to IGR namely; the democratic, constitutional, financial and normative approach to give direction within the IGR structures or forums with its generic function of public administration. The next chapter which is chapter three demonstrates the research methodology used in the study.

## **CHAPTER THREE**

### **RESEARCH DESIGN AND METHODOLOGY**

#### **3.1 INTRODUCTION**

Chapter two covered a full review of related literature in the study, through the various aspects of intergovernmental relations and cooperative government in developing public service delivery in local government. The current chapter covered the research design and methodology used in this study. The chapter acknowledges the fact that a scientific study is conducted by following a systematic procedure in obtaining reliable and validity to make conclusion to the study. Thus, the chapter discussed the research approach used in the study. The chapter presented the research design and process, selection of sampling, data collection method, data analysis as well as the ethical consideration to the study as well as limitation to the study.

#### **3.2 RESEARCH METHODOLOGY**

Research is a systematic process based on the scientific method that facilitates the identification of relationships and determination of differences in order to answer a question. The scientific method is a process that uses an organised structure to formulate questions and determine answers in a research project. The key steps of scientific method are; generating hypothesis or ask a research question, selecting data collection method, testing hypothesis through data analysis, draw conclusion and compare the results for previous established theory (Jones and Balett, 2012:2). Leedy & Ormrod, (2014:141-190) states that research may be seen as an honest enterprise where reasoning, interest, critical thinking, experiences and expertise are combined with the purpose of discovering the truth so as to find solutions to problems confronting education through investigation and analyses.

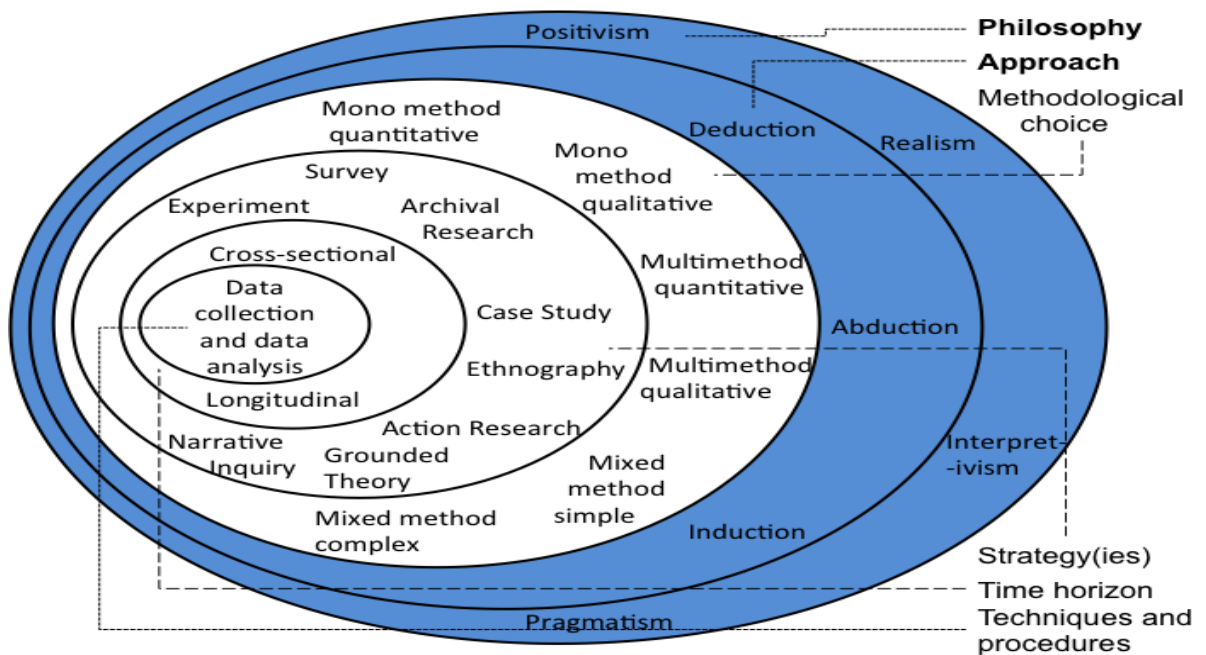
Research methodology is a way to systematically solve the research problem. It may be understood as a science of studying how research is done scientifically. It has been argued that methodology is a body of knowledge that allows scholars to describe and analyse methods, while, Saunders *et al*, 2012 in (Zefeiti &

Mohamad, 2015:2) defines research as a process by which individuals attempt to learn things in a systemic way in order to increase their knowledge.

### 3.3 RESEARCH PROCESS

Research process can be thought of as a systematic way through which researchers focus on investigating a particular event for the purpose of adding to the body of knowledge about a particular subject area. The research process can be represented as an onion. Several layers and approaches are available and must be consistently employed when conducting research. In accordance with *the research onion*, considerations on several issues must be taken into account before the central point and core of the onion, the data collection and data analysis, is addressed. Figure 1 illustrates the contents of the onion layers. The following subsections explain the contents of the onion, philosophies, approaches, strategies, choice, time horizons, and techniques and procedures. This onion on figure 3.1. illustrates the range of strategies, choice, paradigms, steps to be followed by researchers during the research process (Saunders et al. (2012 in Zefeiti and Mohamad:2015:3).

**Figure 3.1: The research process onion (Saunders et al, 2012)**



**Source: Saunders, N, Lewis & Thornhill, A (2012) Research Methods for Business Students, 6th Ed, Pearson.**

The study took into consideration and viewed different layers of different onions to serve as a basis in undertaking the study such as the research strategies on layer four, methodological approaches layer three and data collection methods on layer six as per the figure 3.1, to be employed on this study. A research philosophy is a belief or an idea about the collection, interpretation, and analysis of data collected. Each view of research philosophy also has different philosophies attached to it and the most significant are positivism, realism, interpretivism, and pragmatism that influence the way in which the researcher thinks about the research process (Zefeiti and Mohamad, 2017:2).

The researcher used the first layer of the *Saunders research onion* which is pragmatism philosophy to can influence the researcher's strategy in relation to the research plan to be adopted in this research. The study followed the first layer of the *Saunders research onion*, namely; pragmatism philosophy which assisted the researcher to reflect important assumptions about the way in which people perceive intergovernmental relations in developing local governments in terms of improving service delivery to the people.

### **3. 4 PRAGMATISM PARADIGM**

Creswell, (2014:39) refers to pragmatism as a world view or paradigm that should underpin most mixed methods research. It is a problem oriented philosophy that takes the view that the best research methods are those that helps to most effectively answers the research question. The author further stated that pragmatism is concern with the research problem itself, and then employing whatever is needed to understand the problem. The researcher viewed pragmatism philosophy to be suitable for the current study in order to explore the relationship between different structures, forums and together with the legislation governing IGR and service delivery innovations in TLM. Simpson, (2009) in Zefeiti and Mohamad, (2017:3) also views pragmatism as an educational philosophy which believes that education should about life and growth and is part of the history of social science. The authors urge that pragmatism focus more on practical learning of the real world through experiential learning not through simple ideas. The researcher used this pragmatism philosophy and had the opportunity learn and experience more knowledge about IGR related issues, local

government activities such as Integrated developmental plan (IDP) and municipal structures and their relationships to intergovernmental relations in developing local government. In addition, the researcher was able to find value and facts about the topic under the study through the use of various methods available on *Saunders onion layer*.

### **3.5 CASE STUDY**

The researcher used a case study approach as a strategy with the use of survey questionnaire. Saunders *et al* in Zefeiti and Mohamad, (2015:4) states that the use of case study is believed to be associated with the deductive approach to answer who, what, where and how questions of the subject under study. Heale and Twycross, (2017:7) defines a case study as a research methodology, typically seen in social and life sciences or and as an intensive, systematic investigation of a single individual, group, community or some other unit in which the researcher examines in-depth data relating to several variables. Heale and Twycross, further highlighted that case study allows researchers to take a complex and broad topic, or phenomenon, and narrow it down into a manageable research question(s).

For the purpose of this study, a case study assisted the researcher to obtained a detailed exploration about the topic based on the knowledge and experiences that was obtained the participants of TLM. through the case study approach the researcher was able to describe and analyse how the participants of the study understand, perceive, view the intergovernmental relations issues in order to find conclusion to the study.

### **3.6 QUANTITATIVE RESEARCH APPROACH**

The study took an opportunity of Saunders's onion layer to determine which research method can be suitable for the study depending on different aspects, such as research questions, objectives, and topic. Bryman, (2001:20) in Eyisi, (2016:94) argue that quantitative research approach is concerns on numbers and figures in the collection and analysis of data and is ultimately seen as being scientific in nature. The authors emphasis that the quantitative method is mostly preferred recently to investigate the relationships between variables is predictive

and correlational quantitative research. Quantitative was the preferred approach to this study due to its consistence with the deductive approach to achieve desired objectives. Since the deductive approach uses questionnaire to create understanding of observation therefore. Deductive approach allowed the researcher to compare different understanding of the participants through practical data.

Quantitative method allowed the researcher to question the participants of the study and described certain aspects or characteristics for example, individual attitude, perceptions, understanding and views towards the TLM can provide quality services to the society through the support of IGR structures and its related legislation. The use of quantitative method assisted the researcher to test hypotheses about the nature of relationships within a population (Saunders et al. (2012 in Zefeiti and Mohamad: 2015:3).

### **3.7 QUANTITATIVE RESEARCH DESIGN**

The study has realised the important of quantitative research into the topic under study therefore found more appropriate to focus on the type of quantitative research design with descriptive design. However, there are other designs such as non-experimental design, survey design, experimental design, correlational research. The descriptive can be explained below for the benefit of this study.

#### **3.7.1 Descriptive Research design**

Descriptive research design aims accurately and systematically describe a population, situation or phenomenon. A descriptive research design can use a wide variety of research methods to investigate one or more variables. This design or method help the researcher to describe the participants of the study in terms of gender, educational level, occupation and their understanding and experiences to the study topic. The design or method was the preferred one to can categories the collected data, provided the summarised report in a tabulate form and narrative descriptions of the data collected. Ultimately, this design method helped the researcher to collect information relating intergovernmental relations in terms of improving service delivery to the society of TLM to conclude result to the study.

### **3.7.2 Purposive Sampling**

Purposive sampling, also known as judgmental, selective or subjective sampling, reflects a group of sampling techniques that rely on the judgement of the researcher when it comes to selecting the units (e.g. people, case/organisations, events, pieces of data) that are to be studied. It is highlighted that these purposive sampling techniques include maximum variation sampling, homogeneous sampling and typical case sampling; extreme (deviant) case sampling, total population sampling and expert sampling. The sample can provide researchers with the justifications to make generalisations from the sample that is being studied, whether such generalisations are theoretical, analytic and logical in nature (Sharma 2017:51). The study employed purposive sampling with relevant information pertaining the study topic in terms of knowledge and experiences to intergovernmental relations in local government performance.

In this regard the reason followed the judgemental approach of choosing group in the particular group cause the selected participants had better knowledge and understanding regarding IGR matters. Therefore, through purposive sampling the researcher concentrated on the willing participants to share their experiences and opinions about IGR structures and the implementation of legislations attached to IGR which helped the researcher to answer the study questions.

## **3.8 DATA COLLECTION METHODS**

Anastasia, (2017:2) urges that data collection is described as the process of gathering and measuring information on variables of interest, in an established systematic fashion that enables one to answer queries, stated research questions, test hypothesis, and evaluate outcomes. The study utilised the following types of data which will be outlined below:

### **3.8.1 Questionnaire**

The researcher opted to utilise unstructured questionnaires since were found to be more relevant to the participants to answer the research questions. Therefore, a Likert -scale-type was a suitable data analysis design to conclude the results of the study. Bertram, (2016:2) states that Likert scales are a non-comparative



scaling technique and are unidimensional (only measure a single trait) in nature. Subedu (2016:37) motivate that Likert scale has the capacity to measure the attitude of the respondents easily. The author added that the instrument enables the researcher to can easily make statements to capture the essence of a specific construct. It is also easy to understand and respondents feel easy to provide their perception through Likert type format. However, Bertram, (2016:7) claims that the Likert scale can be social desirable bias and validity may be difficult to demonstrate. For the purpose of this study, unstructured questionnaires were designed to enable participants to freely answer the questions without any interference from the researcher during the researcher process. Such questionnaires gave the participants of the study the opportunity to highlight their dissatisfaction about lack of openness and transparency on IGR issues. The research questionnaire used in this study comprises of three sections outlined below:

### **Section A**

Section A as shown on Table 3:1 below involves the departmental/sectional/sub-sectional data such as the department or section and subsection into which the participants are attached to within TLM. The questionnaire provides for the instructions to be followed by respondents when responding to the research questions. In this study the responded were requested to respond by making an “X” under the frequency column next to the relevant to you.

**Table:3.1 Departmental/Sectional/Sub-sectional data where participants were selected**

<b>Department / Section/sub-sectional</b>
Office of the Mayor
Office of the Municipal Manager

Chief Financial Office
Town Planning and Economic Development
Cooperate Office

**Table: 3.1 Departmental/sectional/sub-section of participants**

**Section B**

Section “B” as shown on Table 3.2 below consists of Likert scale type of questions that used to collect data about inside knowledge of intergovernmental relations and related IGR framework legislations in relation to service delivery to the people. Likert scale gave instructions to the respondents the option rate to the extent to which you agree/understand the topic under study per question by making an “X” over the appropriate number on the 1 to 5-point scale.

**Table: 3.2 Acculturation scale**

1=Strongly disagree	2=Disagree	3=Neutral	4=Agree	5=Strongly agree

**Section C**

Section “C” focus on the IGR approach to service delivery in local government with specific reference to TLM. This section composes of nine (9) questions. The section gave instruct to respondent to the question by rating with an “X” over the appropriate number on the 1 to 5-point scale and constitutes of questions.

### **3.9 RESEARCH RELIABILITY AND VALIDITY**

Zefeiti and Mohamad, emphasises that for the researcher to can evaluate the validity and reliability of the questionnaire, a pilot test need to be conducted on a sample of employees with the required knowledge related to the proposed research. Heale (2015:66) defines validity as the extent to which a concept is accurately measured in a quantitative study. The author is of the opinion that validity would cover all the content in the course with greater emphasis on the topic that have received greater coverage or more depth. A subset of content validity is face validity, where experts are asked their opinion about whether an instrument measure the concept intended (Heale 2015:67).

The questionnaire used was carefully formulated and simplified in a way that granted the participants to share information, experience and opinions relevant to the study topic. The formulation of the questionnaires directly focused on the objectives of the study in order to find direct responses on intergovernmental relations matters. In this study, the use of Cronbach's Alpha technique through questionnaire test allowed the researcher to have more than two responses to be able to draw conclusion that is valid and reliable. The instrumentation of the study expected participants to provide their opinion on the content of the questions evaluating the effectiveness of intergovernmental relations in the development of local government for service delivery

### **3.10 SUMMARY**

This chapter covered the research design and methodology used in this study.the researcher introduced the Saunders research process onion as a way of unwrapping the process of gathering data starting from the outer layer which is the philosophy of pragmatism, deductive in quantitative research approach to achieve the study objectives. The chapter described how these processes or methods used to collect data assisted the researcher in analysing and escribing the relationships between local government development and intergovernmental relations in promoting service delivery in TLM. This chapter explained the non-probability sampling and its subtype purpose sampling or judgemental sampling method to select respondents of the study. The study further presented the

questionnaires designed to collect information direct data from the respondents for effective responding to study question. The next chapter provides the findings of the study based on the data collected from the participants of this study.

## CHAPTER FOUR

### ANALYSIS AND INTEPRETATION OF THE FINDINGS

#### 4.1 INRODUCTION

Chapter three discussed the research methodology, design and research instruments used in the study. Thus, the purpose of this chapter is to present, analyse and interpret the data collected through the questionnaires on the evaluating the effectiveness of intergovernmental relations in improving service delivery in local government with specific reference to the TLM. The responses to the questionnaires are presented graphically in a tabular form and followed by a brief synthesis of the findings of the item.

#### 4.2 DATA ANALYSIS OF THE QUESTIONNAIRE

This section presents responses gathered from the participants and the information is presented in a graphic tabular form, frequencies and percentages. Table 4.2.1 illustrate the departments or section as well as sub-section from which the participants of the study were selected randomly.

Table: 4.2.1. Department/section/ subsection in which participants were selected.

<b>Department / Section</b>
Office of the Mayor
Office of the Municipal Manager
Chief Financial Office
Town Planning and Economic Development
Cooperate Office

#### 4.2.1 SECTION A

The questions on Section A seeks to enable the researcher to gather the biographical information of the participants of the study. The section had five questions on the information namely; name of department or section and sub-section, level of occupation, race group, educational level and work experience.

##### **Question 1: Which department or section and subsection are you attached to?**

The outcome of the study indicated that the majority of participants constituting 88% respectively are from the office of the Municipal Manager, Chief Financial Officer and Town Planning and Economic Development. It is only Corporate Office which responded less with 12% and it is the only section or department the researcher expected to participate more since the success of the IGR requires the support of human resource management with regard to training as a competency in term of performance. Table 4.1 below has reference.

**Table: 4.1 Department/Section/Sub-section and subsection attached to the participants.**

<b>Department / Section</b>	<b>Sub-section</b>	<b>Number of participants</b>	<b>Percentage</b>
Office of the Municipal Manager	- Integrated Development Plan - Intergovernmental Relations - Internal Audit - Communication - Community & Social Services	13	31%
Chief Financial Office	- Revenue - Supply Chain Management	13	31%

	- Finance and Treasury		
Town Planning and Economic Development	LED	11	26%
Cooperate Office	Human Resource Management	5	12%
<b>Total no of participants</b>		<b>42</b>	<b>100%</b>

**Question 2: What is the level of your position or occupation?**

Table 4.2 below shows that the majority (76%) of the participants were at the middle management, while senior management constitutes only 10%. 14% of participants includes categories for example, learnership or internship.

**Table: 4.2 Level, position or occupation of the participants**

<b>Race group</b>	<b>Frequency</b>	<b>Percentage</b>
Lower management	10	24%
Middle management	22	52%
Senior management	4	10%
Other levels	6	14%
<b>Total</b>	<b>42</b>	<b>100%</b>

### Question 3 – What is your educational qualifications?

Table 4.3 below illustrates the qualifications of the participants in the TLM that enable the officials to render effective and efficient service. The overwhelming majority of participants constitutes 57% of those having Diplomas, Degrees, and Honours degrees respectively, while 38% have only matric. Only 5% of the participants do not have matric which indicates that education is encouraged in the municipality. From the findings of the study it can be assumed that the illustrated educational background on the above table can have a positive impact on IGR practices. Steinmayr *et al.* (2017) urge that educational achievement such as certificates, diplomas and various degrees represents intellectual endeavours of a person. The author further stated that an academic achievement has a strong association to positive socioeconomic development of the society. The study also agrees with the author that academic achievement can contribute good results to policy decision for wealth of the nation. The study assumes that the TLM can take advantage of the employee's educational qualifications to ensure the effectiveness of IGR issues through awareness to all TLM workforce, irrespective of the relevancy of an individual qualification.

**Table: 4.3 Educational qualification of participants**

<b>Qualification</b>	<b>Frequency</b>	<b>Percentage</b>
<b>Under grade 12</b>	2	5%
<b>Grade 12</b>	16	38%
<b>Diploma</b>	9	21%
<b>Degree</b>	8	19%
<b>Honours degree</b>	7	17%



<b>Master's degree</b>	None	
<b>Doctorate degree</b>	None	
<b>Total</b>	<b>42</b>	<b>100%</b>

#### **Question 4 – What is your race group?**

The study indicates that the overwhelming majority of employees are black people. Table 4.4 below reflects 98% of the participants are black while 2% are whites people.

**Table: 4.4 Race group into which participants belong.**

<b>Race group</b>	<b>Frequency</b>	<b>Percentage</b>
<b>Black / African</b>	41	98%
<b>White</b>	1	2%
<b>Coloured</b>	None	0
<b>Indian</b>	None	0
<b>Asian</b>	None	0
<b>Total</b>	<b>42</b>	<b>100%</b>

### Question 5 – How many years of work experience?

Table 4.5 below indicates that half of the staff members who participated in the study have between 1 and 5 years which indicates an improvement in job creation in the past five years as opposed to those between 11 and 15 years which shows that only 7% of the participants were appointed in that period.

**Table 4.5 Years of work experience of participants**

<b>Working experience in years</b>	<b>Frequency</b>	<b>Percentage</b>
1 – 5 years	21	50%
6 – 10 years	10	24%
11 – 15 years	3	7%
16 – 20 years	5	12%
20 and more	3	7%
<b>Total</b>	<b>42</b>	<b>100%</b>

#### 4.2.2 Section B: Assessing the understanding of IGR participation

The researcher used the Linkert Scale of 1-5 levels as per Table 4.6 below. Questions were formulated in a way which participants were able to answer according to the options proposed by this scale. The scale enabled the study to test the level at which participants of the study understand IGR legislation, IGR participation and how the department contribute to IGR matters, as well as the

importance of IGR structures in contributing to the community of TLM. This section comprised of six questions.

**Table 4.6 Linkert Scale design**

<b>1=strongly disagree</b>	<b>2=disagree</b>	<b>3=neutral</b>	<b>4=agree</b>	<b>5=Strongly agree</b>
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**Question 1: Does your department/section/committee understand what is meant by IGR?**

The findings of the study indicate that 57% of the participants do not agree with the statement that they know and understand the IGR which is a serious matter of concern that the Municipality should pay more attention since it cannot operate in isolation from other Government entities. 7% of participants as indicated on Table 4.7 below are in between, whether they agree to the statement or not; while only 18% agree and strongly agree respectively. The researcher expected to find more of the participants being in the know of the IGR than it was found during the study. The study could assume that from the data collected, IGR seems to be detached from other departments or sections since the participants was unable to explain IGR understanding.

**Table: 4.7 Do you understand the meaning of the IGR?**

<b>Response</b>	<b>Category</b>	<b>Frequency</b>	<b>Percentage</b>
Strongly disagree	1	13	31%
Disagree	2	11	26%
Neutral	3	10	7%
Agree			

Strongly agree	4	4	9%
	5	4	9%
	<b>Total</b>	<b>42</b>	<b>100%</b>

**Question 2: Does your department/section/committee aware of the existence of any IGR structures or forum within TLM?**

The findings of the study as per Table 4.7 below indicates that 72% of the majority of participants do not agree to the statement that the department or section is aware of the existence of any IGR structures of forums, while only 14% agree and strongly agree respectively. 14% of the participants are neutral as far as the awareness of the IGR structures which indicate that together with those who disagree to the statement raises some questions in as far as the existence of the IGR structures or forums in the TLM.

**Table:4.8 Awareness of the existence of IGR structures or forums within TLM**

<b>Response</b>	<b>Category</b>	<b>Frequency</b>	<b>Percentage</b>
Strongly disagree	1	15	36%
Disagree	2	15	36%
Neutral	3	6	14%
Agree	4	4	9%

	5	2	5%
	<b>Total</b>	<b>42</b>	<b>100%</b>

**Question 3 – Does your department/section/committee benefit or contribute to IGR matters to improve service delivery?**

Table 4.9 below indicates that the majority of the participants (59%) respectively do not agree with the statement that their respective departments benefit or contribute to the IGR matters to ensure quality service. 19% is a large number of participants who are uncertain as to whether there the departments or sections are benefiting or contributing to IGR matters or not.

**Table: 4.9 Benefit or contribute to IGR matters to improve service delivery.**

<b>Response</b>	<b>Category</b>	<b>Frequency</b>	<b>Percentage</b>
Strongly disagree	1	11	26%
Agree	2	14	33%
Neutral	3	8	19%
Agree	4	5	12%
Strongly agree	5	4	10%
	<b>Total</b>	<b>42</b>	<b>100%</b>

**Question 4 – Does the existence of IGR structures or forums benefit the community of TLM in terms changing the lives of people?**

Table 4.10 below reflects that 62% of the participants indicated to disagree and strong disagree that the existence of IGR structures in the TLM does benefit the community in relation to delivering of services. Participation of their respective departments in the IGR is not important. Only 24% indicates that the IGR is benefiting the community whereas 14% are not sure as to whether the IGR in TLM was benefiting the people of Thabazimbi or not.

**Table: 4.10 The existence of IGR structures or forums benefits the community of TLM in terms of changing the lives of people**

<b>Response</b>	<b>Category</b>	<b>Frequency</b>	<b>Percentage</b>
Strongly disagree	1	15	36%
Disagree	2	11	26%
Neutral	3	6	14%
Agree	4	5	12%
Strongly agree	5	5	12%
	<b>Total</b>	<b>42</b>	<b>100%</b>

**Question 5 – Does your departmental/section/committee meetings involves IGR matters to improve performance?**

60% of the participants as reflected on Table 4.11 below indicates that the departmental or sectional meetings within TLM does not involve meetings matters relating to IGR. Despite, 19 % strongly agree and agree that the IGR

matters are included in meetings. 21% of the participants remained neutral on this question.

**Table: 4.11 Involvement of IGR matters in the departmental/sectional meetings to improve performance**

<b>Response</b>	<b>Category</b>	<b>Frequency</b>	<b>Percentage</b>
Strongly disagree	1	10	24%
Disagree	2	15	36%
Neutral	3	9	21%
Agree	4	5	12%
Strongly agree	5	3	7%
	<b>Total</b>	<b>42</b>	<b>100%</b>

**Question 6 – Does your department/section/committee understands the importance of the IGR structures or forums?**

The study found out that the results illustrated on Table 4.12 below showed that 71% of participants strongly disagree and disagree to have an understanding with regard to the importance of IGR structures to improve service delivery to the community of TLM. 18% of participants remained neutral and 10% of participants agree and strongly agree to have an understanding of the importance of IGR structures or forums in TLM.

**Table: 4.12 Understanding the importance of the IGR structures**

<b>Response</b>	<b>Category</b>	<b>Frequency</b>	<b>Percentage</b>
Strongly disagree	1	12	28%
Disagree	2	18	43%
Neutral	3	8	18%
Agree	4	2	5%
Strongly agree	5	2	5%
	<b>Total</b>	<b>42</b>	<b>100%</b>

### **4.2.3 SECTION C**

The previous section which was B focused on analysing the knowledge and understanding of the IGR matters to can finalised the results. Section C dealt with the IGR approach to service delivery in local government. This section composed of nine (9) questions.

**Question 1 – Does your department/section/committee aware of the legislation governing IGR and what is required to form a developmental municipality?**

Table 4.13 below indicates the overwhelming majority of the participants that constitute 93% are not aware of the legislation that govern IGR and what is required to form a developmental municipality. The results show that only 7% of the participants have the knowledge of the legislation governing the implementation of the IGR in the TLM.



**Table: 4.13 Awareness of the legislation governing IGR and what is required to form a developmental municipality**

Response	Category	Frequency	Percentage
Strongly disagree	1	10	24%
Disagree	2	15	36%
Neutral	3	9	21%
Agree	4	5	12%
Strongly agree	5	3	7%
	<b>Total</b>	<b>42</b>	<b>100%</b>

**Question 2 – Does your department/section/committee have all IGR information to be distributed among employees and the community for quality service?**

Table 4.14 below indicate that 57% of the total participants strongly disagree and disagree with the statement which means that their departments have information on the IGR that can be distributed to either employees or to the community to enhance the quality of service. Only 7% participants strongly agree with the statement and 26% are neutral.

**Table: 4.14 Availability of IGR information to be distributed for quality service**

Variable	Category	Frequency	Percentage
	1	9	21%

Strongly disagree			
Disagree	2	15	36%
Neutral	3	11	26%
Agree	4	5	12%
Strongly agree	5	3	7%
	<b>Total</b>	<b>42</b>	<b>100%</b>

**Question 3: Does IGR structures benefit the community of TLM in terms of service delivery?**

The findings from this study indicates that the majority of the participants (72%) disagree and strongly disagree with the statement meaning that the community of TLM are benefiting from the IGR structures. 14% of the participants strongly agree and agree while the other 14% of the participants remained neutral to the statement. The total responses of 72% and 14% of the participants who were not confident to this statement, raises concern as to whether TLM is able to achieve its mandated priorities of government or not, such as basis services like clean water, electricity, health and safety to its people. The study can highlight that should be benefiting from the IGR structures in terms of providing support, improve coordination, ensuring accountability and to minimise conflicts among the three spheres of government in support of service delivery.

**Table: 4.15 does IGR benefit the community of TLM in terms of service delivery**

Response	Category	Frequency	Percentage
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Strongly disagree	1	15	36%
Disagree	2	15	36%
Neutral	3	6	14%
Agree	4	3	7%
Strongly agree	5	3	7%
	<b>Total</b>	<b>42</b>	<b>100%</b>

#### **Question 4 – Does the TLM engage its community on IGR issues**

55% of the total participants as per Table 4.16 below indicate that the community within TLM are not engaged on IGR issues. It is only 16% of participants from the study who agree/strongly that the community is engaged but through Integrated Developmental Plan (IDP). Despite the engagement through IDP, the study content that the IDP could not replace the IGR since the two are separate documents with different objectives and outcomes. The study can highlight that this perception of not fully engaging the community on the issues of IGR may cause conflict among stakeholders and protects. Whereas, this kind of information can minimise such problems and ultimately improve services to the people. This study was amassed by participants who remained neutral (28%), this could be a clear indication that IGR in TLM is dysfunctional and need special attention.

**Table: 4.16 TLM engaging its community on IGR issues**

<b>Response</b>	<b>Category</b>	<b>Frequency</b>	<b>Percentage</b>
Strongly disagree	1	8	19%
Disagree	2	15	36%

Neutral  Agree  Strongly agree			
	3	12	28%
	4	3	7%
	5	4	9%
	<b>Total</b>	<b>42</b>	<b>100%</b>

**Question 5 – Does your department/section/committee provide feedback on IGR matters?**

Table 4.17 below reflects a total of 57% of the total participants indicated that the Municipality does not provide feedback on matters relating to IGR, while only a small percentage of 17 indicate that their departments do provide feedback on IGR related matters. 26% of the participants were neutral.

**Table: 4.17 Provision of feedback on IGR meeting**

<b>Response</b>	<b>Category</b>	<b>Frequency</b>	<b>Percentage</b>
Strongly disagree	1	11	26%
Disagree	2	13	31%
Neutral	3	11	26%
Agree	4	3	7%
Strongly agree			

	5	4	10%
	<b>Total</b>	<b>42</b>	<b>100%</b>

**Question 6 – Does the department/section include IGR matters in their operational plans?**

Table 4.18 below indicated that 64% of the participants strongly disagree and disagree that their departments have an operational plan to fulfil the functions and responsibilities of the IGR. Its only 15% of participants who indicated that there are operational plans in place to realise the functions and responsibilities of IGR at TLM. However, 15% of the participants were neutral to this question. According the results of this study is surprising on how can the municipality exclude IGR in their planning processes however the chapter three of the constitution (1996) state clearly that all spheres of government must observe and adhere to the principles of this chapter. The study regard this as poor planning which can create problems of overlapping to the functions of other departments or section and ultimately affect the quality of services.

**Table: 4.18 Inclusion of IGR matters in the departmental/sectional operational plan**

Response	Category	Frequency	Percentage
Strongly disagree	1	13	31%
Disagree	2	14	33%
Neutral	3	9	21%
Agree	4	2	5%

Strongly agree			
	5	4	10%
	<b>Total</b>	<b>42</b>	<b>100%</b>

**Question 6 – Does your department/section have a knowledge of the TLM stakeholders as well as understanding their roles in improving service delivery?**

Table 4.19 below showed that 56% of the respondents have indicated that they do not know stakeholders of TLM including the role they are playing in the municipality. 15% of the participants strongly agree and agree to the statement whereas 21% indicated neutral to this question.

**Table 4.19 An understanding of TLM stakeholders and their roles in improving service delivery**

Response	Category	Frequency	Percentage
Strongly disagree	1	12	28%
Disagree	2	12	28%
Neutral	3	9	21%
Agree	4	2	5%
Strongly agree	5	4	10%

	<b>Total</b>	<b>39</b>	<b>100%</b>
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**Question 7 – Does your department/section understands the characteristics for good/bad governance?**

Table:4.20 showed below that 59% of the respondents strongly disagree and disagree with the statement that the department or section have an understanding of the characteristics of either good or bad governance within the municipality. 19% of the participants strongly agree and agree to have an understanding of implies good or bad governance in local government. Whereas, 21% of the participants were neutral to this question.

**Table: 4.20 An understands the characteristics for good/bad governance.**

<b>Response</b>	<b>Category</b>	<b>Frequency</b>	<b>Percentage</b>
Strongly disagree	<b>1</b>	<b>12</b>	<b>28%</b>
Disagree	<b>2</b>	<b>13</b>	<b>31%</b>
Neutral	<b>3</b>	<b>9</b>	<b>21</b>
Agree	<b>4</b>	<b>5</b>	<b>12%</b>
Strongly agree	<b>5</b>	<b>3</b>	<b>7%</b>
.	<b>Total</b>	<b>42</b>	<b>100%</b>

**Question 8 – Does your department/section have a common understanding between IDP, Budget and IGR**

The study found out that 57% of the participants strongly disagree and disagree with the statement that there is a common understanding between IDP, Budget and IGR. 20% of the participants strongly agree and agree that their department

or section have a common understanding of the three components. Besides, the findings show that 33% of the participants are neutral to the question.

**Table 4.21 A common understanding between IDP, Budget and IGR**

<b>Response</b>	<b>Category</b>	<b>Frequency</b>	<b>Percentage</b>
Strongly disagree	1	8	19%
Disagree	2	12	28%
Neutral	3	14	33%
Agree	4	4	10%
Strongly agree	5	4	10%
	<b>Total</b>	<b>42</b>	<b>100%</b>

**Question 9 – Is IGR structures regarded as a tool to facilitate the development of service delivery in the TLM?**

Table: 4.22 below showed that the majority of the participants 69% respectively disagree and strongly disagree with the statement that the TLM regard IGR structures as a tool to facilitate the development of service delivery to the community of Thabazimbi areas. 12% of participants agree and strongly agree to the statement that the municipality is consider IGR structures in the facilitation of the development of service delivery. While, the remaining 9% remained neutral to the statement.



**Table: 4.22 IGR structures as a tool to facilitate the development of service delivery in the TLM**

<b>Response</b>	<b>Category</b>	<b>Frequency</b>	<b>Percentage</b>
Strongly disagree	1	15	36%
Disagree	2	14	33%
Neutral	3	8	19%
Agree	4	3	7%
Strongly agree	5	2	5%
	<b>Total</b>	<b>42</b>	<b>100%</b>

### **4.3 SUMMARY**

This chapter presented the interpretation of the collected data in tabular format and attempting to assess the observations from the percentages against some arguments and postulations of scholar. From the presented tables, among other observations is that while democratic factors such as openness and transparency are not the only main challenge, they remain having a notable impact on the establishment IGR structures and forums and the improvement of service delivery in TLM. This chapter noticed that there is a need for an awareness among the officials and political office bearers on the matters of IGR to enhance matters of IGR to improve service delivery within the area of TLM.

The chapter also highlighted that there is a need to appoint relevant officials to coordinate and facilitate IGR in TLM. This can close gaps that were explained by the participants; which includes; lack of knowledge on the IGR structures and the related legislation so that they can keep abreast of IGR matters. The perceptions of intergovernmental relations in developing local government to improve service delivery were evaluated to determine the findings that lead to the suggested

recommendations and conclusions to the study. The next chapter contains a summary of the key findings and their link to both research objectives and questions.

## CHAPTER FIVE

### CONCLUSION, SUMMARY AND RECOMMENDATIONS

#### 5.1 INTRODUCTION

The previous chapter presented the analysis and interpretation of the data collected on this to can predict the answers to the research question. This chapter presents an overview of the study which focused on the research question, the objectives of the study and the research methods applied to solve the research problem. The chapter present the major findings of the study, recommendations that are brought forward as strategies that the TLM can apply to overcome the challenges faced by the TLM in terms of adhering to IGR framework and related legislation to ensure the effectiveness of intergovernmental relations in the development of local government. Further recommendations are provided to give effect to future research study on a similar research context.

#### 5.2. OVERVIEW OF THE STUDY

The study focused on evaluating the effectiveness of intergovernmental relations in developing local government in improving service delivery with specific reference to the TLM. The South African government established municipalities to give effect to the basic need of the society. Chapter 3 of the Constitution of the Republic of South Africa, 1996 gave effect to the three spheres of government which are distinctive, interrelated and interdependent and together must observe and adhere to the principles of cooperative government and intergovernmental relations. These principles according to the Constitution are aimed at promoting cooperation in mutual trust, coordinating activities, assisting and supporting one another and sharing of information among the three spheres of government.

The study took an opportunity of using *Saunders's onion layer* as a way of determining the suitable method to gather relevant data to can bring assumption, explanation and generalise the outcomes of the study. Quantitative method was used to achieve the objectives of the study through analysing various data that was collected from the participants which were selected randomly for this study. The purposive sample was the preferred method and the study also take note of

knowledgeable and experienced participants on IGR matters and the functions related to service delivery within TLM. The data collected through questionnaire was analysed with the aid of tables to present the perceptions of the participants in terms of percentage and some extracts from literature to support the findings of this study. The objectives of this study were:

- To establish whether TLM has established the structures such as Budget Council and Budget Forums to promote cooperation between the spheres of government relative to fiscal, budgetary and related financial matters;
- To determine the effectiveness of the IGR in the TLM;
- To analyse the importance of IGR structures and forums in TLM terms of the IGR framework and related legislations to improve performance;
- To establish if there are challenges in implementing the IGR in the Municipality;
- To provide for recommendations and solutions through which the identified problems can be minimised to bring change to the community.

#### **The study attempted to answer the following questions**

- Is the TLM have IGR structures in place to promote cooperation between the three spheres of government to improve service delivery?
- Is IGR structures and forums effective to provide the support and coordinate government policies in the TLM?
- How important is the IGR structures and forums in TLM terms of the IGR framework and related legislation to improve performance?
- What are the challenges or problems associated with the effectiveness of IGR in developing local government service delivery in TLM?

### **5.3 REALISATION OF THE OBJECTIVES OF THE STUDY**

**5.3.1 To establish whether TLM has established the structures such as Budget Council and Budget Forums to promote cooperation between the spheres of government relative to fiscal, budgetary and related financial matters.**

The findings of the study revealed that the majority of the participants are not aware of the existence of any IGR structures or forums in TLM to promote cooperative between the spheres of government relative to fiscal, budgetary and related financial matters. According to the findings of the study a minority (14%) of the participants agreed and strongly agreed to have knowledge on the existence of IGR structures and forum in TLM but surprisingly that the majority of the participants strongly disagreed with the concept that the existence of the IGR structure does benefit the community of TLM. The study assumes that the establishment of forums such as the Budget Council and Budget Forum, for instance, could have provided interaction on issues of municipal finances to avoid poor performance and audit queries. The literature review revealed further that an improved service delivery in this municipality can be well supported and facilitated through the existence of IGR structures and forums from both provincial and national spheres in terms of ensuring planning, implementation and control of government projects and programmes.

### **5.3.2 To determine the effectiveness of the IGR in the TLM;**

The responses from the 79% of the participants of this study indicated that TLM do not consider IGR structures or forum as a tool to facilitate the development of service delivery to advance the wealth of the society. The study also revealed that 9% of the participants were neutral to this question which raises a concern of the effectiveness of the IGR structures in this municipality. It was only 12% of the participants who agreed that the TLM considers the IGR structures or forums in the facilitation of service delivery development.

This study revealed that TLM does involve the communities on the IGR issues and the related legislation and eventually the society and stakeholders are being disadvantaged in terms of engaging and taking decision concerning the values and needs of the community. Despite, the RSA Constitution, 1996 is underpinning the principles of cooperative government and intergovernmental relations and also highlighting the importance of coordination an element to successful results for all spheres of government. The study emphasises that cooperation and coordination between the municipality and communities is vital for the buy-in and development of partnerships with stakeholders. Thus, the information gathered

from the participant was an answer to the question of this study that IGR was found to be ineffective or dysfunctional in TLM. Hence, TLM was regarded as one of the dysfunctional municipalities in the Limpopo Province by the Auditor General as indicated in chapter one under the “statement problem”. The Parliamentary Monitoring Group (PMG) committee meeting (as on the 16 May 2016) highlighted about the dysfunctional of TLM due to irregular expenditure which amounted to R209 million from 2011/12 to 2015/16 financial years.

In addition, DR. Zweli Mkhize in his budget speech also stressed that the fact that 87 municipalities are dysfunctional or distress might be caused by mismanagement due to political instability or interference, corruption and incompetence. The study can affirm that more effort is needed that TLM should adhere to the IGR legislation in promoting the establishment of IGR structures and forums to can give effect to the principles of cooperative government. The ideal of IGR structures should aim at considering the values and needs of the people through mutual trust and support that would encouraged among national, provincial and local government to improve performance.

### **5.3.3 To analyse the importance of IGR structures and forums in TLM terms of the IGR framework and related legislations to improve performance;**

The finding of this study found out that TLM did not regard IGR structures or forums and its related framework as an important tool to improve performance as far as service delivery is concerned. The assumption of the study findings was based on the following; the findings of this study found out that the majority of participants had less knowledge and understanding about the legislation governing IGR which has a negative impact on individual performance and the general performance of the municipality. While the minority of the participants with relevant knowledge to IGR were participants attached to the political office of the Mayor, wherein it was stated that the Mayor was the one responsible to interact with the provincial sphere on the matters of IGR. The study assumes the office of the Mayor is working in silos hence there was tension between administrative function and political office bearers as highlighted in SALGA executive summary report of 2016. Based on this information, the study can

assume that the TLM Mayor is not cascading the information to line function or administrative hence the study could predict that IGR is not regarded to be an important tool to deliver the services to the people.

The findings of this study reveals that different department or section within the TLM do not include IGR matters, either in meetings or operational plan in order to can align their performance as well as budgetary forms to national priorities to improve service delivery.

The study also revealed that IDP as a key strategy for participation in local municipalities neglect IGR structures or forums such as budget council forum an important tool to coordinate and facilitate management of municipal finances to improve service delivery for its community. This omission compromises the democratic rights of the society in terms of accessing full knowledge and information that would allow them to give inputs on the policy implementation for local development.

## **5.4 FINDINGS OF THE STUDY**

The findings of this study was determined by the study objective namely; “to establish if there are challenges in implementing the IGR in the Municipality”. The following were revealed to have impacted negatively on the effectiveness of IGR in developing local government service delivery with specific reference to TLM.

### **5.4.1 Lack of knowledge and understanding to IGR framework and related legislations**

The majority of participants agreed that IGR framework and other legislations governing the IGR to enhance service delivery were not fully known and understood to them. The study realised that lack of knowledge and understanding of IGR framework and related legislation can affect the capacity of employees in terms of accountability and clarification of roles when performing day-to-day activities. It is important that TLM should realise that the society at large require people skills and the ability to provide guidance and outline the aims and

objectives of IGR structures or forums and as well as its significance in improving service delivery.

The study is of the opinion that failure to understand framework and legislation can affect policy implementation, lead to misalignment of projects of government and will eventually affect municipal performance. Furthermore, the findings of the study can state that lack of knowledge to legislation can result in the municipality being unable to effectively account to the community about poor or lack services as expected. According to the finding of this study the employees at various level have the capacity in terms of higher qualification to can understand and know the aspects of government legislation, especially the Constitution of RSA. Therefore, the study can assume that there might be some tension between the politicians and administrative line functions hence the SALGA executive summary indicated that the Mayor of TLM find it had to get the work done from line function sometimes due to political interference and lack of capacity.

#### **5.4.2 Lack of IGR structure or forums in TLM**

The results of the study exposed that the majority of participants are not aware of any IGR structures or forums in TLM except that the Mayor of this municipality being the only one interacting with the provincial government on the matter of IGR. The study results imply that TLM could not get the support from IGR structures and forums such as Budget Council and Local Government Budget Forum to ensure that Equitable shares and allocations of revenue received from national. Despite the structures or forums, study also realised that TLM failed to establish IGR unit to promote intergovernmental relations in coordination service delivery for the communities within its areas. The IGR unit can also strengthen communication between the TLM, community and other stakeholders and ensure their constitutional rights to negotiate their values and needs. The Municipal Act (1998), instruct the Municipal Council to provide for the establishment of Ward committees to can annually review the needs of the community and priorities strategies to meet the needs as well as processes involve the communities.

The study found out from TLM IDP Budget plan that structures for example, the Municipal Council forum do not involve the IGR structures or forums to share



information on the improvement of service delivery. The study can argue that this omission does not promote cooperation and coordination concerning the progress of projects with one another as a spheres of government as determined by the RSA Constitution, 1996. In addition, IGR structure are important coordinate the government programmes within the principles of cooperative government to achieve the desired results.

#### **5.4.3 Lack of participation with community members of TLM into IGR matters**

The study found out that little was done to promote participation on IGR matters to community members for their benefits. The study also revealed that the TLM does not have IGR structures in place to can promote IGR issues between municipality and the public which range from informing and listening at the values and needs of the society or at least to involve the community in terms of bring solutions to the challenges of service delivery. The outcome of the study discovered that TLM use the IDP as a key strategic plan to promote public participation however, the IDP in this municipality exclude the IGR structures. The study can predict that the people of TLM are deprived of their right to information and participation on the matters of IGR such that all spheres need to inform one another of, and consulting one another on matters of common interest. The study can state that lack of community engagement by TLM could lead negative attitude and ultimately lead the community into protests because of communication breakdown regarding service delivery issues that are not negotiated between the municipality and the society. Furthermore, the study assumes that effective community engagement on all municipal functions and legislation can bring change to the wealth of the people and avoid misalignment of state resources and unauthorised expenditure.

#### **5.4.4 IGR not considered as an important tool to support the improvement of service delivery in TLM.**

The study revealed that TLM do not take into consideration the principles of cooperative government as an important IGR supporting tools; namely; coordination, cooperation, facilitation, mutual trust among the all spheres of

government in support of service delivery to the people. The fact that this include the departmental or sectional operation plan does not include IGR matter for discussion create other problems of overlapping to other municipalities unintentionally. The findings of this study could assume that the IGR was not regarded as an important tool hence the municipality have a practitioner responsible to coordinate IGR matter in this municipality. The can state that the TLM need to consider to include IGR as a tool to improve performance to avoid disparities, mismanagement of funds that can lead misunderstanding between TLM and the community. The study can state that this omission has led TLM into audit queries due to poor performance as highlighted in this study.

#### **5.4.5 Lack of sharing information with internal structures and the community on IGR matters**

The study further observed that there were no strategies in place within the TLM that ensures collaboration and coordination among line functionaries to deal with the distribution of IGR information to improve performance. The findings of the study revealed that the TLM does not promote openness and transparency on matters related to IGR because it was only, the political office bearers in the office of the Mayor and Municipal office of the TLM who showed that the information was shared among these offices living the line functions in the darkness.

### **5.5 RECOMMENDATIONS**

The study provides the proposed recommendations that might minimise the challenges associated with the effectiveness of IGR structures and forums to support and coordinate intergovernmental relations in developing local government service delivery in TLM. The recommendations were based on the findings of the study.

#### **5.5.1 To develop awareness model on IGR Framework to promote Chapter 3 of the RSA Constitution, 1996**

The study recommends that the municipality an awareness model on IGR framework not change the South African constitution but as a new way of making

sense of cooperative government and IGR in TLM. The awareness model on IGR comprise of four elements as follows:

- i) *Working together*: leadership need to encourage team work to achieve the municipal objectives.
- ii) *Accountability*: the institution need a successfully empowering of its employees while at the same time holding them accountable for the power granted;
- iii) *Strategic leadership*: successfully expressing the direction or purpose of cooperative government and setting up the municipal goals;
- iv) *Democracy*: Successfully practicing, protecting, promoting and perpetuating the healthy democracies of South Africa.

The study is of the opinion that it is within this awareness model that TLM could realise the importance of cooperative government and intergovernmental relations to improve the lives of people.

#### **5.5.2 To establish an effective IGR structures or forums in TLM**

The study recommends that the Municipal Council, Mayor and the municipal manager of TLM should ensure the establishment of IGR structures and forums and further ensure that clear terms of reference are developed in line with the principles of cooperative government and intergovernmental relations for the effectiveness of IGR within the municipality. It is vital that such establishment need include structures within the District level that ensures integration of the IGR to improve good relationships among provincial and national government.

The study recommend that TLM should work closely with SALGA to develop effective and efficient ways of deploying expects technical assistance to help the municipality to facilitate services like, water, sanitation and roads and with the implementation of IGR structures or forums.

The study recommends that TLM should work closely with SALGA to ensure the establishment of Technical committees in order to provide support and advice with regard to capacity building so that the municipality can be able to understand

and interpret trends, policies and legislation affecting local government through Sector Education and Training Authority (LGSETA).

#### **5.4.3 To improve community participation on IGR matters**

The study recommends that TLM should establish IGR help desk to encourage all role players of this municipality to have a joint vision on the development of local government by providing guidance to all stakeholders and community.

The study recommends that TLM should create mechanism to provide feedback to the society on the activities of the municipality and matters of IGR to ensure effectiveness and accountability service delivery to the people. The use of community media, public notices, ward committees and meetings can be used to enhance public participation.

The study recommends that the TLM should work with SALGA in terms of reviewing public participation policy to promote IGR issue as a way of building capacity within the municipality to have policies that are IGR inclusive. Most importantly to ensure that local government legislation include the *Category B municipalities* to have a complete representative structures in all spheres of government.

Since the IDP is central to this municipality in relation to public participation, the study recommends that TLM should ensure a full representative structures with the aim of discussing issues jointly and be based the requirement of chapter three of the RSA Constitution, 1996 to promote intergovernmental relations and as well as the needs of the community.

#### **5.4.4 Appointment of IGR Practitioners**

The study recommends that the municipality should appoint IGR Practitioners with relevant qualification to can manage cooperative government and IGR to sustain the functionality of IGR structures in TLM. Such official should be capacitated in terms of the Skills Development Act 97 of 1998, which aims to improve the skills of workers by promoting education and training in the workplace and be provided with the necessary resources for the smooth running of cooperative government and intergovernmental relations in TLM areas.

The study recommend that SALGA need to assist this municipality in building capacity and skills development of its employees so that they can work to improve the image of local government.

## **5.5. RECOMMENDATION FOR FUTURE STUDIES**

The study recommends that future studies be conducted by analysing the challenges faced in local government in implementing IGR framework to improve service delivery with specific reference to TLM. To evaluate the effectiveness of IGR in developing local government for quality service with the *Category B municipality* other than TLM. Further research on the development of local government should always be encouraged to enable the municipality to can deal with the identified challenges to better the lives of people.

## **5.6 CONCLUSION**

The democratic system through the Constitution of the Republic of South Africa, 1996 gave rise to Intergovernmental Relations (IGR) with influential clauses and guiding principles to improve cooperative and coordination of governmental activities within the three spheres of government, namely; national, provincial and local government. The democratic system aimed at addressing challenges such as poverty and inequality to all Citizens. Section 41 (2) (a) (b) of the Constitution state that the Act of Parliament must establish and provide structures and institutions to promote Intergovernmental relations and provide for mechanisms and procedures to facilitate the settlement of intergovernmental disputes. The effectiveness of IGR in local government service delivery specifically TLM could be realised through the creation IGR structures or forums through effective public participation and stakeholder's involvement, but in consideration of the principles of cooperative government and related legislation to achieve the objectives of the municipality.

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## ANNEXURES

## RESEARCH QUESTIONNAIRE

**Dear Participant.**

I am Thapelo Florah Sithole, an MPA student at Turfloop Graduate School of Leadership. I am carrying out a study to evaluate the effectiveness of intergovernmental relations in local government service delivery: The case of Thabazimbi Local Municipality.

The purpose of this questionnaire is to obtain information from officials in the Thabazimbi Local Municipality. The responses from all respondents will be treated as confidential and will not be for employer's consumption. The responses will enable the researcher to make informal analysis, conclusion and recommendations which will help the municipality to improve its relations with its stakeholders.

The Questionnaire is divided into three sections;

**Section A: Biographical Information**

**Section B: Understanding of IGR participation**

**Section C: IGR approach to service delivery**

### **Section A**

Instructions: please respond by making an "X" under the frequency column next to the relevant to you.

1. Which department or section are you attached to within the TLM?

Department/section	Subsection

2. State occupation or the level of the post

Occupation

3. What is your level of qualification?

Under grade 12	Grade 12	Diploma	Degree	Honors Degree	Masters Degree	Doctorate Degree

4. What is your race group?

Black/African	White	Coloured	Indian	Asian	Other

5. How long have you been appointed in this position?

1 – 5 Years	6 – 10 Years	11 – 15 years	16 20 Years	21 and more

**Section B and C**

Instruction: please rate the extent to which you agree/understand the following statement by making an “X” over the appropriate number on the 1 to 5-point scale.

## ACCULTURATION SCALE

1=Strongly disagree	2=Disagree	3=Neutral	4=Agree	5=Strongly agree

### 1. Does your department/section/committee understands what is meant by IGR?

Item no	Statement	Scale				
1.	My department/section/committee fully understands what is meant by IGR.	1	2	3	4	5
2.	The importance of IGR has been explained in my department/section/committee.	1	2	3	4	5
3.	My department/section/committee if fully participating in the IGR.	1	2	3	4	5
4.	The participation of my department/section/committee on the matters of IGR is regarded as important.	1	2	3	4	5

### 2. Does your department/section/committee benefit or contribute to the IGR participation?

Item no	Statement	Scale				
5.	It is encouraged in my department/section/committee to attend the meetings with regard to IGR issues.	1	2	3	4	5
6.	My department/section/committee participates fully in the functioning of the IGR with other department/ section/committee.	1	2	3	4	5
7.	My department/section/committee has an understanding of the IGR structures.	1	2	3	4	5

**3. Is your department/section/committee aware of the legislations that govern IGR and what is required to form a developmental municipality?**

Item no	Statement	Scale				
8.	My department/section/committee knows all the legislations and National Constitution and IGR Framework Bill that can facilitate the IGR in our municipality.	1	2	3	4	5
9.	My department/section/committee fully understands the stakeholders and all their functions for improvement of service delivery.	1	2	3	4	5



10.	My department/section/committee has all the information for IGR that can be distributed to assist in improving the quality of service delivery.	1	2	3	4	5
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**4. How does your IGR benefit the community of Thabazimbi Local Municipality in terms of service delivery?**

Item no	Statement	Scale				
11.	My department/section/committee fully engages the community with issues related to IGR.	1	2	3	4	5
12.	My department/section/committee always gives feedback regarding the matters held in IGR meetings.	1	2	3	4	5
13.	My department/section/committee always has an operational plan for the IGR functions and responsibilities.	1	2	3	4	5

**5. How do you rate the effectiveness of IGR in your department/section/ committee?**

Item no	Statement	Scale				
14.	The management of my department/section/ committee fully supports the IGR section?	1	2	3	4	5

15.	The management of my department/section/committee always gives positive contribution in the functioning of the IGR section.	1	2	3	4	5
16.	The IGR section is always updated with the issues of development and service delivery and results expected thereafter.	1	2	3	4	5

**6. How important is IGR structures to the community of Thabazimbi Local Municipality?**

Item no	Statement	Scale				
		1	2	3	4	5
17.	Thabazimbi Local Municipality has a fully flash understanding of the IGR structures.	1	2	3	4	5
18.	Thabazimbi Local Municipality always convene to share views of the developments and progress of its IGR structures.	1	2	3	4	5
19.	Thabazimbi Local Municipality uses its ward committees to give a clear understanding of IGR to the community.	1	2	3	4	5
20.	Thabazimbi Local Municipality has structured committees to discuss its highlights and lowlights of its municipality.	1	2	3	4	5

## **SECTION C**

### **IGR APPROACH TO SERVICE DELIVERY**

Question 1 – In your opinion who should participate and contribute to the IGR?

Question 2 – Does your department/section/committee have all IGR information to be distributed among employees and the community for quality service?

Question 3: Does IGR structures benefit the community of TLM in terms of service delivery?

Question 4 – Does the TLM engage its community on IGR issues?

Question 5 – Does your department/section/committee provide feedback on IGR matters?

Question 6 – Does the department/section include IGR matters in their operational plans?

Question 6 – Does your department/section have a knowledge of the TLM stakeholders as well as understanding their roles in improving service delivery?

Question 7 – Does your department/section understands the characteristics for good/bad governance?

Question 8 – Does your department/section have a common understanding between IDP, Budget and IGR?

Question 9 – Is IGR structures regarded as a tool to facilitate the development of service delivery in the TLM?