

**TURFLOOP GRADUATE SCHOOL OF LEADERSHIP (TGSL)**

**IMPLEMENTATION OF INTERGOVERNMENTAL RELATIONS FRAMEWORK  
ACT IN THE DELIVERY OF SERVICES: THE CASE OF THE GREATER GIYANI  
MUNICIPALITY, LIMPOPO PROVINCE**

**Submitted by**

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## **DECLARATION**

I declare that “Implementation of Intergovernmental Relations Framework Act in the Delivery of Services: the Case of the Greater Giyani Municipality, Limpopo Province” (mini dissertation) hereby submitted to the University of Limpopo, for the degree of Master of Public Administration has not previously submitted by me for a degree at this or any other university; that it is my own work and design and that all material contained herein has been duly acknowledged.

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**Pule Thomas Maluleke**

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**date**

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## **ABSTRACT**

The local sphere of government is the crucible of services delivery in South Africa, however since the first local government election, various local government authorities have been plagued by service delivery. In order to improve such delivery at local level, various legal and policy instruments has been designed, including the enactment of Intergovernmental Relations Framework Act 13 of 2005 (IGRFA). Despite the promulgation the IGRFA to formalise cooperation and collaboration between State departments and the local government authorities, municipalities are still grappling with inefficient and ineffective implementation of service delivery programmes. These failures have resulted in incidents of violent protest by members of local communities against local municipalities across all provinces. The study examines the implementation of intergovernmental relations (IGR) and Intergovernmental Relation Frame Work Act, and the effect thereof on the efficiency and effectiveness of service delivery through the prism of Greater Giyani Municipality. The study has adopted the qualitative research methods to determine the extent of IGR and IGRFA implementation amongst and between state institutions. The study also made application of quantitative study to determine the efficiency and effectiveness of service delivery undertaken by state institutions within Greater Giyani Municipality. The study found that there are various challenges which impede the implementation of IGR and IGRFA amongst the state institutions, and that such impediments result in ineffective and inefficient rendering of services within the Greater Giyani Municipality. The study further highlights the actions which need to be taken in order circumvent factors which impacts on the implementation of IGRA and IGRFA amongst State institutions. The study makes recommendations which may be adopted by officials of both national and provincial departments and municipalities in order to improve the implementation of IGR and IGRFA to enhance the efficiency of the execution of service delivery programmes. The study has also developed a framework which can be used to enforce the implementation of IGR and IGRFA for the augmentation of service delivery within local municipalities.

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## **LIST OF ABBREVIATION AND ACRONYMS**

GGM-IDP	Greater Giyani Municipal Integrated Development Plan
IDP	Integrated Development Plan
IGR	Intergovernmental Relations
IGRFA	Intergovernmental Relations Framework Act
KPA	Key Performance Indicators
LED	Local Economic Development
MSA	Municipal Systems Act
SALGA	South Africa Local Government Association
UNDP	United Nations Development Programme
UNPFA	United Nations Population Fund

# **CHAPTER ONE**

## **OVERVIEW AND BACKGROUND**

### **1.1 INTRODUCTION**

De Villiers (2012:673-674) explains that an intergovernmental relation (hereinafter referred to as IGR) is a public administration function, which is practiced internationally in both federal and unitary structures of governments. The IGR in federal government such as Canada, United States of America and Australia is characterised by extensive policies, protocols and practices, such as IGR forums and uniting structures of government that have either formally or informally been put in place, to ensure a constant interaction between the different levels of government. The main objective of IGR in both federal governments and western unitary states is to guarantee that service delivery goals and fiscal discipline are achieved.

Section A, subsections 1 of the White Paper on Local Government, 1988 states that South Africa as a new democratic country is faced with service delivery challenges aggravated by the legacy of apartheid and racial discrimination. The South African Government had to develop legal instruments that would provide a framework for addressing such challenges and primary instruments being the Intergovernmental Relations Framework Act 13 of 2005 (hereinafter referred to as the IGRFA).

Chapter Three of the Constitution of the Republic of South Africa of 1996 (hereinafter referred as the Constitution) states that the Government is constituted by three spheres, namely the national, provincial, and local spheres which are distinctive, interdependent and interrelated. These spheres of government must adhere to the principles of cooperative governance and IGR. De Villiers (2012: 683-684) explains that Chapter Three of the Constitution marked the evolution of IGR in South Africa, and that this evolution is comprised of three phases. The first phase began with the democratisation of the country in 1994, and the adoption of the Constitution in 1996, and continued until 2005. The implementation of IGR during the first phase of the evolution was characteristically informal and ad hoc and only took place at the discretion of the ministers of national departments. The second phase of the evolution of IGR comprises none statutory IGR fora, which included the Presidential Coordinating Council (PCC), Inter-Ministerial Committee, and The Forum for South Africa Director Generals (FOSAD). The third is characterised by statutorisation of IGR by the enactment of IGRFA during 2005.

The Practitioners Guide to IGR System in South Africa (2007:53) considers the local sphere of government as the most appropriate for the delivery of services, since it is the closest to the community. The local government had to adopt a number of instruments to facilitate the delivery of services, and these instruments include the Integrated Development Plan (IDP), Spatial Development Framework (SDF), and Local Economic Development (LED) Plan. The implementation of these instruments requires the cooperation of all state institutions operating in all three spheres of government.

This research study was an attempt to investigate the implementation of the IGRFA in the delivery of services within the Greater Giyani Municipality. In this research, the researcher presents the introduction and background of the study and discusses the significance and the rational of its undertaking. The researcher also delineates the current problems followed by discussions of the aims and objectives of the research. Furthermore, questions that had to be answered in order to understand the key variables of the study are highlighted. The concepts applicable to the study are defined, and the literature related to the research has been thoroughly discussed. Selected research methods are clearly defined and discussed and reasons for selecting a particular research method are highlighted. The approaches in which data will be collected and analysed are explained; and ethical consideration is also deliberated. Finally, the outline of the suggested chapters of the research report is highlighted and the references are listed.

## **1.2 RATIONALE FOR THE STUDY**

The research was undertaken against the background that currently there is a non-existence of or inadequate information available on the implementation of IGRFA, and insufficient academic exploration of the effects of the implementation of IGRFA on service delivery. The research study was an attempt to evaluate the implementation of the IGRFA in Greater Giyani Municipality, and delineates the effect thereof on service delivery.

My academic interest in undertaking this research study is to develop a model which will be used to implement IGRFA within the local and district municipalities, in order to improve the delivery of municipal services. This study is also undertaken against the backdrop of disruptive service delivery protests across the country; therefore the model will assist the spheres of government to unlock the bottlenecks that limit or scale down the delivery of services within the local municipalities.

### **1.3 SIGNIFICANT OF THE STUDY**

According to Narin, Hamilon and Olivastro (1997:317), the scientific research undertaken at academic institutions is a driving force behind value-added technology and economic growth. Arthur and Piatt (2012:3) explain that there is a wide range of socio-economic benefits of research, which include the development of policies, assisting in understanding of the society and explaining the structures that support social cohesion. It also enlightens the development of policies and practices on areas that touches the lives of society through shaping social environment. However, it remains an apprehensive task to precisely evaluate and quantify the positive influences of research. Despite the fact that the benefits of the research study cannot be precisely quantified, this research study will benefit the three spheres of government, by providing a mechanism of implementing the IGRAF that will enhance service delivery and which directly benefit the communities of Greater Giyani Municipality and beyond.

#### **1.3.1 Benefits to the Three Spheres of Government**

Section 41(2) of the Constitution requires all spheres of the government to secure the wellbeing of the people by providing an effective, transparent, accountable and coherent government by: co-operating with one another through the promotion of friendly relations; assisting and supporting one another on matters of common interest; adhering to agreed procedures; and co-ordinating their actions and legislation. In order for the spheres of government to achieve these dictums, they must austere implement the IGR as inculcated by the Constitution and the IGRFA. Therefore, this study is beneficial to the spheres of government, as it will enable each sphere of government to identify gaps and weakness in the implementation of IGRFA. De Villiers (2012:672) have argued that proper implementation of IGR will enable the three spheres of government to maximise the available resources and optimise service delivery by facilitating, co-ordinating, and integrating their activities.

#### **1.3.2 Benefit to Greater Giyani and other Municipalities**

Municipalities are at the forefront of service delivery; however, in order to achieve a sustainable service delivery, the Greater Giyani Municipality and other local municipalities must be supported by other State institutions, as outlined by Baatjie and Steytler (2006:3), who explain that municipalities and other organs of state operation within the local municipality must work together and coordinate their policies and programmes, so as to achieve their common purpose of basic service delivery. This study will benefit those municipalities who might learn from the

recommendations of this study, on the appropriate method of implementing the IGRFA in order to heighten the delivery of services. The importance of IGR is conspicuously argued by Ile (2010:51), who discovered that poor management of IGR contributes to the slow pace of service delivery, and that therefore, Greater Giyani and other municipalities will be able to use this study as a scientific guide in the management of IGR to accelerate service delivery programmes.

### **1.3.3 Benefit to Researchers and Academics**

The research study will also add to the current knowledge in the study of Public Administration, by benefiting both the students and scholars of Public Administration and other academic fields who might use it as a scientific reference in developing further research in the same or similar study areas. Salter and Martin (2001:521) explain that academic research has beneficial economic returns to both academic institutions and scholars, such economic benefits include: the training of skilled graduates; increasing the stock of useful knowledge; creating new scientific instrumentation and methodologies; enabling the formation of new networks to stimulate the sharing of scientific knowledge; and increasing the capacity necessary for scientific and technological problem-solving within the spheres of municipal service delivery. Therefore, the study will provide present and future scholars with scientific and technological approved model to enable them to solve the problems related to the implementation of IGRFA, so as to enhance the local government's performance with regard to service delivery.

## **1.4 PROBLEM STATEMENT**

Chapter 7 of the Intergovernmental Relations Audit Report, 1999 (herein after referred to as the IGR 1999 Audit Report) identifies four intergovernmental relations challenges, which hamper the implementation of policies and programmes within the local sphere of government. These challenges include: (a) poor flow of information from national, provincial to local government such that issues discussed and addressed at national or provincial level do not filter down to local government for implementation; (b) the meeting between members of executive council, ministers and mayors to discuss matters that affect local government takes place on an ad hoc basis, often without the representative of local government which limit the potential authority of such meeting; (c) there is a poor relationship between provincial and local tiers of government, which has resulted in lack of structured relationship, poor coordination of programmes and policies; and (d) the above challenges result in duplication of services and wastage of resources, which is exemplified by a duplication of services such as traffic, roads and healthcare services. There are currently few linkages between the provincial and local government on matters of

growth and development and there is little or no interaction between the provincial government and local government in the formulation of IDP, LED and SDF plans.

The IGR 1999 Audit Report (1999:15) acknowledges that there are many challenges impeding the development of a culture that support IGR; and that any practice that inhibits the development of effective intergovernmental relations must be investigated and corrected. Therefore, the study is undertaken to evaluate the implementation of IGRFA and the functioning of municipal intergovernmental forums and other structures in Greater Giyani Municipality. If the IGRFA is indeed implemented at this local sphere of government, the study will further determine **whether the implementation of IGRFA contributes to efficient and effective delivery of municipal services.**

The determination of the link between the implementation of IGRFA and the efficiency and effectiveness of service delivery within the Greater Municipality will help to address the following service challenges:

- Poor spatial development systems
- Inadequate institutional development and transformation
- Lack of infrastructural development
- Inadequate local economic development
- Lack of financial viability
- Poor governance and public participation

#### **1.4.1 Poor Spatial Development Planning Systems**

Van Wyk (2012:298) explains that planning involves land, and is intricately linked to service delivery and development, where there is no service delivery or development that can take place without land. According to the Greater Giyani Municipality 2013/14 IDP (herein after referred to as GGM-IDP 2013/14) paragraph 1.2 sub-paragraph 1.2.1.1, the Central Business District of Giyani Town is locked in by tribal authority land and as a result, the town is growing inwards, resulting in less investment incentives, poor development, and economic growth.

GGM-IDP (2013/14: 51) characterises the spatial development problem as linked to apartheid land tenure programme, and explains that the vesting of land under the custody of tribal authorities was an apartheid system of land management that has not been changed since the dawn of a formally democratic dispensation. The dire consequence of continuing with this

arrangement has impeded development, which is characterised by unstructured development in and around Giyani Town and continued confinement of the majority of people in rural areas, with limited economic activities, and poor service delivery infrastructure.

According to Van Wyk (2012:295), the local municipality has the responsibility to ensure a proper spatial planning system by means of which to create an environment for efficient delivery of services. However, the planning function at the municipality is a function which the national and provincial sphere of government has legislative authority; therefore, in order to ensure that spatial planning system unlock service delivery impediments, the local municipality must develop a set objectives that are desirable for achievement of the desired spatial patterns and reconstructing services, so as to enable development and service delivery and the strategies through which these objectives must be met. The local municipality will be able to achieve these objectives through an integrated development planning system, which involves both the national and provincial spheres of government, in accordance with the Municipal Systems Act 32 of 2000 (hereinafter referred to MSA).

According to GGM-IDP (2013/14:52), the most important spatial problem for Greater Giyani Municipality stems from the fact that the rural communities are far apart from each other, with an average distance of 35 kilometres. This spatial pattern creates a serious service delivery challenge, which requires the participation all three tiers of government to resolve. The following are identified challenges which the three spheres of government must speedily address to improve the well-being of the community of the Greater Giyani district:

- Unstructured support for service delivery systems
- Lack coordinated service delivery monitoring mechanism
- Lack of cooperation between state institutions
- Minimum participation by stakeholders in the Municipal IDP and other planning forums
- Lack of compliance by stakeholders to statutory IGR principles
- Lack of mechanism and systems to monitor community satisfaction with service delivery.

### **1.4.2 Unstructured Support for Service Delivery Systems**

The GGM-IDP (2013/14:60) defines Greater Giyani Municipality as a Grade B local municipality comprising of 60 councillors and 10 Traditional Leaders; and has been assigned functions in terms of section 84(2) Local Government: Municipal Structures Act, 117 of 1998 (herein after referred to as LG-MSA). GGM-IDP (2013/14:60) has identified the following challenges as impediment to the exercising of powers and function that have been assigned to Greater Giyani Municipality in order to ensure the delivery of services:

- Inadequate office space and IT resources to create an enabling environment
- Inadequate record management systems
- Poor review of policies
- Lack of retention strategy
- Lack of individual performance management policy and systems
- Incomplete job evaluation by SALGA

Pretorius and Schurink (2007:22) explain that municipal services are governed by Integrated Development Plan, Performance Management Systems, intergovernmental relations, budget, finance, policies and procedures; chief amongst which is IGR. Therefore, to address the above challenges, a systematic approach to IGR must be developed which the entire spheres of government must be obligated towards. This requires formal and regulated structures, whose compliance thereto is mandatory.

### **1.4.3 Lack of Coordinated Service Delivery Monitoring Mechanism**

The challenges for key infrastructures development in Greater Giyani Municipality according GGM-IDP (2013/14:65) include the following:

- Water and sanitation
- Electricity
- Refuse removal and solid waste
- Housing
- Roads and transport
- Safety and security
- Education
- Rural development

According to the GGM-IDP (2013/14: 64) lack of coordinated service delivery mechanism results in inadequate infrastructures for service delivery. This is a services delivery challenge facing the municipality which requires concomitant assistance and intervention of both the national and provincial governments departments, along with the district municipality.

#### **1.4.4 Lack of Cooperation between State Institutions**

The economic activity of Greater Giyani Municipality is characteristically formal and informal, where the formal economy is anchored on commercial retail supermarkets and hardware stores and small scale transport services, while the informal economy is secured by small scale agriculture, personal services such as hair salons, cafes, medical services, taxis and hawkers.

GGM-IDP (2013/14: 89) explains that there are various challenges which impact negatively on economic growth within the local municipality. These include long distant to market places, poor job and entrepreneurial skills, poor infrastructure, abandoned farming and processing schemes, and a lack of government support to improve local markets. The municipality's Local Economic Development Strategy identifies a number of economic growth opportunities; however the realisation of the identified economic opportunity is impeded by poor infrastructure, lack of business investment, attraction and retention strategies, poor enforcement of by-laws, budget constraints, lack of municipal property for economic development, distance of trade market and lack of land for development, water shortage, and 'brain drain' to metropolitan areas. The economic well-being of Greater Giyani Municipality can be achieved by creating a forum of state institutions that will coordinate the economic development and service delivery systems will serve as a governance monitor.

#### **1.4.5 Minimum Participation by Stakeholders in IDP and other Planning Forums**

GGM-IDP (20013/14:102) explain that the financial viability of Greater Giyani Municipality depends on budget performance and meeting the annual planned income and expenditure, and skills competency within the municipal treasury department. The municipality did not managed to achieve its financial budget for the period 2009 to 2012 financial years, due to numerous challenges, such as low revenue base, lack of cost recovery, inadequate personnel to implement strategies, inadequate financial systems, and increased debt accounts. There is currently no compulsory mechanism in place to compel the state institutions to attend the municipal budget planning and participate in the municipal budgetary process, the IDP and other planning programmes such as the Service Delivery Improvement Plan (SDIP), SDF and LED.

#### **1.4.6 Lack of Compliance by Stakeholders to Statutory IGR Principles**

Section 152(1) of the Constitution requires the local government to provide democratic and accountable government for local community to ensure the provision of service to local communities in sustainable manner, and to involve the local communities and organisation in the matters of local government. GGM-IDP (2013/14:103) reveals a lack of public participation by highlighting the fact that Greater Giyani Municipality received a disclaimer from the Auditor General for the financial year 2010/11. The disclaimer was the result of poor governance structures and systems, which include the non-existence of an Audit Committee in the municipality, as well as poor financial and supply chain management systems. Another cause of poor performance leading to a disclaimer is the none-existence or less than the required minimum participation in local municipal matters by the sector departments, and a lack of compliance to IGRFA, which serves to drive the participatory processes in local government. The Greater Giyani Municipality has no mechanism in place to monitor the perceptions of communities with regard to service delivery rendered by the local municipality, district municipality, national and provincial departments.

#### **1.5 AIM AND OBJECTIVES OF THE STUDY**

The aim of the study is to assess the implementation of IGRFA and its influences on the delivery of municipal services in Greater Giyani Municipality, and to develop a model which will improve the implementation of IGRFA and enhance the delivery of service within Greater Giyani Municipality. The model for the implementation of IGRFA will help the public officials in the three spheres of government identify the factors that hamper the implementation of IGRFA and take corrective measure to eliminate such bottlenecks.

In order to realise the aim of the research the following objectives:

- to investigate the requirement for IGR and IGRFA implementation in order improve the delivery of services in Greater Giyani Municipality;
- to determine the effects of IGR and IGRFA implementation in the delivery of services in Greater Giyani municipality;
- to explore the impediments affecting the implementation of IGR and IGRFA in Greater Giyani Municipality;
- to develop a model which can augment the implementation of IGR and IGRFA in order to heighten the delivery of services;

- to evaluate the status and level of service delivery in Greater Giyani.

## 1.6 RESEARCH QUESTIONS

In order to achieve the objectives as outlined above, the following questions require exploration:

- What do IGR and IGRFA implementation requires in order improve the delivery of services in Greater Giyani Municipality?
- What are the effects of IGR and IGRFA in the delivery of services in Greater Giyani municipality?
- What are the impediments affecting the implementation of IGR and IGRFA in Greater Giyani Municipality?
- What can be done to foster the implementation of IGR and IGRFA in order to enhance service delivery?

## 1.7 DEFINITION OF KEY CONCEPTS

**Intergovernmental relations** are defined by Van der Walt and du Toit (1997:162), cited in Ile (2010:53) as mutual relations and interaction between government institutions at horizontal and vertical level, consisting of all actions and transactions of politician and officials in national, sub-national units of governments and organs of state.

**Effectiveness** is explored in Mello (2007:13) by tracing its origin from Old French word “*effectif*” and Latin word “*effectivus*”. Cloete (1998:110), cited in Mello (2007:13), refers to effectiveness as the degree to which a public institution succeeds in accomplishing its predetermined objectives. Mello therefore concluded that effectiveness pertains to the realisation of envisioned outcomes.

**Efficiency** is defined in Mello (2007:13) as the achievement of maximum output or results with the minimum resources available.

**Services** in a municipal context according to section 1 of MSA the services necessary to ensure an acceptable and reasonable quality of life and if not provided, would endanger public health and safety of the environment.

**Intergovernmental structure** is outlined in section 1 of IGRFA 2005 as intergovernmental forum or intergovernmental technical support structure.

**Integrated development plan** is defined by section 25 of MSA as a strategic plan for the development of a municipality, which links, integrates, and co-ordinates plans and aligns resources and capacity of the municipality within the implementation of the plan.

**Local community or community** in relation to municipality is defined by section 1 of MSA 2000 as the body of persons comprising residents of local municipality, rate payers of local municipality, civic organisations, non-governmental organisations and private sector or labour organisations, which make use of services or facilities provided by the municipality.

**Municipality** is defined by section 2 of MSA 2000 as the organ of state within the local sphere of government exercising legislative authority within an area and consists of political and administrative structure and the community of the municipality.

**Intergovernmental forums** according to section 1 of IGRFA 2005 refer to the President's Coordinating Council, The Premier's intergovernmental forums, interprovincial intergovernmental forums, the district intergovernmental forum and inter-municipality intergovernmental forums.

## **1.8 RESEARCH METHODOLOGY**

Leedy and Ormrod (2010:12) define research methodology as the general approach the researcher must undertake in carrying out the research study. Research methodology dictates the particular tools the researcher selects. This research study is descriptive in its nature and according to Hancock (2002:6), a research study which is descriptive in nature may adopt the qualitative research method, or both qualitative and quantitative research methods; therefore qualitative and quantitative research methods will be applied for this study. The qualitative method assists the researcher in describing the nature of the study, gaining insight about the particular situation, developing new concepts or theories about the situation, and discovering the problems that exist. Leedy and Ormrod (2010:136-137) further explain that the qualitative research method enables the researcher to test the rationality of particular suppositions or statements, theories and overviews. The main objective of quantitative research is to decipher the perception and opinions of the beneficiaries of service delivery in Greater Giyani Local Municipality, in order to detect and analyse the various impediments to the implementation of IGRFA, and to explore the possible correlation between the factors impeding the implementation of IGRFA and service delivery within Greater Giyani Municipality.

### **1.8.1 Research Design and Rationale**

Welman, Kruger and Mitchel (2011:138) explain research design as a plan according to which a researcher obtains participants or subjects and collect information from them, and also describe what the researcher will do with the collected information, with a view to reaching conclusions about the research question. Qualitative research methods focus on gaining insight into the experiences, perceptions, sensitivities and feelings of participants. Qualitative research was therefore selected as it will aid the researcher in comprehending the attitude of public officials with regard to implementation of IGRFA. Quantitative research was espoused for this research to set aside the researcher's biases, experience and perception with regard to the responses of both the public officials and service beneficiaries (Van Rensburg et al. 2009:131-136).

### **1.8.2 Population**

Population is the study of objects consisting of organisations or institutions, individuals and services (Welman *et al.* 2011:52). The population of this study comprised 13 state institutions rendering services within the greater Giyani Local Municipality and 13 public officials, who are managers, and are responsible for the performance of these state institutions. The population also included 244,217 beneficiaries residing in 30 different wards within the Greater Giyani Municipality, and 30 municipal wards constituting the Greater Giyani Municipality, as well as the six Key Performance Areas (KPA) of Greater Giyani Municipality, representing the service delivery programmes and project that form part of the population of this study.

### **1.8.3 Sample**

According to Van Rensburg, Alpaslan, Du Plooy, Gelderblom, Van Eendem and Wigstone (2009:151) a sample is a constituent part of a whole or subset of measurements, drawn from the population. The population of this study comprised different sub-populations, which differ from one another with regard to specific variables, where stratified sampling was taken to be the most suitable method of sampling in this study. The researcher will also make use of purposive sampling with regard to the population of senior managers of state institutions, because this population had specific pertinent information, and was knowledgeable with regard to subject of study. The study comprises a sample consisting of 13 public officials, 50 service delivery beneficiaries, five Key Performance Areas for Service Delivery whose data will be collected from the public officials.

#### **1.8.4 Data Collection**

Data was collected from both primary and secondary sources. Leedy and Ormrod (2010: 89) argue that primary data are the most valid, the most informative and the most truth-manifesting. The primary sources of data were collected by means of interviewing the primary stakeholders consisting of 13 public officials of state institutions. The self-administered questionnaires samples comprised 50 service delivery beneficiaries and the questionnaires covered key services such as basic infrastructure development, access to water and sanitation, access to primary health care, electricity, roads and street facilities. Secondary data was collected by surveying and analysing similar studies which have been completed, statutes, policies and guidelines and the reviewing of available relevant literature in the form of journals, books and other periodical in the field or similar field of study.

#### **1.8.5 Data Analysis**

Tuty *et al.* (1996:90) and Creswel (1994:154), cited in Van Rensburg *et al.* (2009: 239) explain that data analysis concerns about taking apart or decontextualising, sifting, and sorting the masses of information acquired during the process of data collection, and organising, or re-contextualising it in such a way that the theme or categories and interpretation that emerge from the process address the research problem(s) and the ensuing question(s) posed at the outset of the research. In this research study, data obtained from questionnaires was classified according to the level of measurement into an ordinal scale of 1 to 5, and represented by the frequency of each ordered rank making up the scale. Data from participants to be interviewed was collected by means of an audio recorder; the researcher transcribed the audio recording into text and classified it into codes that were further categorised into themes or concepts which were developed into theory. Data analysis, interpretation and presentation was done by the researcher with the aid of the Microsoft Excel, with analysis approved by the Supervisor.

### **1.9 ETHICAL CONSIDERATIONS**

According to Leedy and Ormrod (2010:101), ethical issues in research encompass the protection from harm, informed consent, and the right to privacy and honesty with professional colleagues. The researcher will first obtain informed consent from each respondent or subject. Informed consent is the dominion of research in social and management sciences, and the researcher will communicate the aim of the research to the participants in a comprehensive manner, where signed consent must be obtained from any participant. The research will endeavour to respect the

participants' right to privacy, and will ensure that a research report, either written or oral is not presented in a manner that reveals the identity of participant. To gain access to government departments, the researcher will first seek permission from concern departmental officials

## **1.10 OUTLINE OF RESEARCH REPORT**

The chapters of the research report are divided as follow:

**Chapter 1** will provide the introduction to the study and the background on intergovernmental relations and Intergovernmental Relations Framework Act 2005, problem statements, research objectives, and research questions. Definition of concepts and ethical requirements will be discussed in this chapter.

**Chapter 2** will discuss the scholastic materials relevant to the study which has been consulted or reviewed. The purpose of this chapter is to explore what other researchers and scholars' opinions are with regard to the subject of this research or similar study.

**Chapter 3** will be used to discuss the research design and methodology used to collect data, and the approach through which data was analysed. The process of data collection and analysis will be thoroughly explained and presented in Chapter Five.

**Chapter 4** presents data that has been analysed in Chapter Four above. Based on analysed data, this chapter will thoroughly explore the way in which the implementation of intergovernmental relations framework influences the effectiveness and efficiency of service delivery in Greater Giyani Municipality.

**Chapter 5** presents a summary of the main findings of the study based on the analysed data and discussions of findings of previous researchers and scholastic theories. The chapter provides a conclusion and recommendations that conclude the suggested model, assisting in the improvement of the IGRFA 2005, which will help improve the implementation of Intergovernmental Relations Framework 2005 for effective and efficient service delivery the delivery services.

## **1.11 CONCLUSION**

This chapter has highlighted the background of this study, the research problem motivating the study, the aims and objective, the selected research method, and the summary of chapters of the

dissertation. The next chapter provides a contextual view of the study with reference to the perspectives set out in relevant literature.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 INTRODUCTION**

The success of academic research depends on a planned and systematic review of relevant literature. The purpose of literature review is to obtain the viewpoints of the most topical research related to the study. It also serves as an indicator and an instrument, which can be used to improve the analysis of the results of the study. A literature review is also a tool that helps the researcher to determine the reasonableness of his or her chosen area of study and the research topic. Literature review plays a significant role in assisting the researcher in delineating the research study by distinguishing what has been done from what needs to be done. Reviewing the relevant literature assists the researcher in discovering the significant variables, which establishes the context of the research problem and the topic (Randolph 2009:2; Sokhela 2006:51).

This chapter discusses the relevant literature that has been reviewed for the purpose of this study. In this chapter, the dynamics of the various phases of the evolution of Intergovernmental Relations (hereinafter referred to as the IGR) in South Africa from 1994 to 2005 are deliberated, as the year in which the Intergovernmental Relations Framework Act, 32 of 2005 (hereinafter referred to as the IGRFA) was enacted. The principles and nuances of co-operative governance between the three spheres of government are explained by expounding the characteristics of each spheres of government with reference to the Constitution of the Republic of South Africa, 108 of 1996 (hereinafter referred to as the Constitution). This is followed by discussing the constitutional and legal, democratic, financial and normative approaches as the four anchors that must be applied cumulatively for a successful implementation of the IGR.

The chapter also deliberates on the relationship between the implementation of IGR and sustainable delivery basic services by unfolding the institutionalisation of services delivery, the effects of IGR on service delivery and the significant of the IGR on the accessibility of municipal services. The significant of partnership among stakeholders and the participation of state actors as the factors that enhances the implementation of IGR are then briefly discussed. The Constitution, Local Government: Municipal Systems Act 32 of 2000, Local Government

Municipal Finance 52 of 2003 and Intergovernmental Relations Framework Act 13 of 2005, as the statutory drivers of the implementation of IGR, are briefly summarised.

## **2.2 THE EVOLUTION OF INTERGOVERNMENTAL RELATIONS**

The system of IGR in South Africa is not static but embryonic and developing at a rapid rate because it is constitutional, statutory and policy driven. When South Africa emerged from the tyranny of separate development, the primary goal of the new government was to eradicate the legacy of the apartheid by improving the lives of all the citizens. Policies and guidelines were developed to help the various state machineries to achieve the country's developmental goals (Malan 2005:226).

The developmental goals could only be achieved through the development and harmonisation of policies, co-ordination of policy programmes, and joint implementation of developmental programmes. Cooperation and coordination between state institutions is therefore the hallmark of the systems of IGR. State institutions are geared within the national, provincial and local spheres of government, and the systems cooperation, coordination and collaboration guarantee the achievement of an effective and efficient governance, administration and fiscal outcomes which translate to improved service delivery (The IGR Inaugural Report 2005:11).

The adoption of intergovernmental relations in South Africa came as a result of an evolutionary process aided by the legislative, regulatory, planning and budgetary instruments, informal and formal structures. The evolution of intergovernmental relations is divided into three phases, where the first phase is characterised by macro organisation of state machineries. The second phase is characterised by the operationalising of IGR, and the third phase is referred to as the consolidation of the IGR systems (De Villiers 2012:672; IGR Inaugural Report 2005:11).

### **2.2.1 Phase I (1993-2000): The Foundation of Intergovernmental Relations**

The cornerstones of apartheid were homelands, which were considered the junctions and conduits of separate development of apartheid South Africa. The homeland systems of government separated black people in terms of their ethnic groupings and languages. There were four "independent" homelands namely Venda, Ciskei, Transkei and Bophuthatswana and 6 "self-governing" homelands, namely Lebowa, Gazankulu, KwaZulu, KaNgwane, Qwaqwa and Kwandebele; all these homelands were collectively called *Bantustans*. Prior to 1994, South Africa's government structure comprised of a white minority national government, four white-

only provincial administrations, *Bantustans*, and black and white affairs municipalities (Africa 2012:1; Egerö 1991:8).

The adoption of the Interim Constitutions of the Republic of South Africa, 200 of 1993 (hereinafter referred to as the Interim Constitution) abolished the apartheid government structures including the *Bantustans* by establishing the three spheres comprising of local, provincial and national spheres of government. However, the Interim Constitution did not provide any special guideline or reference to the principle of co-operative government and intergovernmental relations. The silence of the Interim Constitution with respect to the principles of cooperative government resulted in the perpetuation and entrenchment of structural separation of implementation of development programmes and service delivery. De Villiers has argued in this context that the dismantling of entrenched apartheid policies' objectives required a sufficiently astute policy development and implementation, regulations and statutes (2012:675-676).

The IGR Inaugural Report (2005:11-12) explains that the first phase of the evolution of intergovernmental relations in South Africa followed a series of political processes aimed at dismantling the structures apartheid. These processes include the adoption of the Interim Constitution, and the enactment of Local Government Transition Act, 209 of 1993; which outlined the transitional stages that must be followed in the formation of the new local government. The first phase is characterised by the macro-organisation of the Democratic State's administrative machinery, which occurred through the process of unification of the *Bantustans* administration, and the apartheid government's provincial and national administration, into a single, public service administration.

De Villiers (2012:673) clarifies that the first stage of the evolution of IGR followed the adoption of the Interim Constitution and the formation of the Government of National Unity in 1994. This phase was unstructured, inept, and did not follow or adhere to any prescribed rules or regulations, and its main objective was to lay a foundation for the dismantling of apartheid machineries of separate development. The implementation of IGR during the first phase was spontaneous, ad hoc, and without clear objectives and regulations. Therefore, the first phase was characteristically more evolutionary, as it was nebulous, inept, and incoherent, typified by inconsistent IGR meetings and branded by the non-existence of clear IGR guidelines and regulations. There was also a systematic deficiency of co-operation and co-ordination between the spheres of government during the first phase of the IGR evolution.

### **2.2.2 PHASE II (2001-2004): Operationalisation of Intergovernmental Relations System**

The Constitution provides the philosophical foundation of the spirit and purport of intergovernmental relations in South Africa. Chapter 3 of the Constitution sets out the blueprint for the operationalisation of cooperative government, where the effectiveness of the cooperation between the three spheres of government depends on the success of the implementation of IGR. The operationalisation of IGR systems provides a thorough outline of the principles of cooperative government. However, during the second phase, there were minimal regulations pertaining to the operationalisation of IGR (De Villiers 2012: 678; Report on State of IGR in South Africa 2008:8).

The IGR Inaugural Report (2005:12) reveals that during the second phase, the government established non-statutory IGR forums, which comprise the Presidential Coordinating Council (PCC) the Forum for South Africa Directors General (FOSAD), and the Provincial Intergovernmental Forum. The Report on State of IGR in South Africa (2008: 8) also expounds that the second phase was the beginning of the involvement of local government structures in the IGR mainstay. The involvement of local government structures occurred through statutory instruments such as, among others, the Municipal Systems Act 32 of 2000 and Municipal Finance Management Act (MFMA), 56 of 1996. These statutory instruments are aimed at cooperative and consultative government during budgeting and financial management and planning processes. Nevertheless, their effectiveness on enforcing the spirit of cooperative government between the spheres of government was hampered by a lack intergovernmental regulatory framework.

### **2.2.3 PHASE III (2005-To Date): Consolidation of Intergovernmental Relations Systems**

The third and final phase of the evolution of IGR systems in South Africa involved the consolidation of IGR systems and principles. This phase is characterised by “statutorisation” of IGR in accordance with section 41(2) of the Constitution. The major achievement for IGR advancement during this phase is the enactment of the Intergovernmental Relations Framework Act of 2005 (hereinafter referred to as IGRFA), which sets out the legal framework for the implementation of IGR within and across the three spheres of government. The enactment of the IGRFA signified the adoption of the constitutional and legal approach to the implementation of intergovernmental relations (IGR Inaugural Report 2005:13, Sokhela 2006:53). The enactment of IGRFA into the statute books is a codification of IGR processes, which has been evolving without any statutory anchorage since the adoption of the Interim Constitution. The codification

of IGR created a striking a balance between informal structures and formal structures, which symbiotically serve as the structural gears for the implementation of IGR in South Africa (De Villiers (2012:683).

## **2.3 THE PRINCIPLES OF CO-OPERATIVE GOVERNANCE**

### **2.3.1 The Concept of IGR**

The concept of IGR in South Africa is founded within the principles of cooperative governance. Chapter 3 of the Constitution is the foundation of the principles of cooperative government and the backbone of IGR in South Africa. Section 40(1) of the Constitution explains that the government is composed of the national, provincial and local spheres of government; these spheres of government are infused, but unique, interrelated and interdependent, and the existence of each sphere of government depends upon a mutual partnership with other spheres of government. When the new democratic government took office in 1994, it was confronted by a variety of impediments with regard to the delivery of basic services. The new government adopted a system of IGR and cooperative government as a vehicle to actively expedite the delivery of basic services; nevertheless, the majority of people still do not have access to basic service (Malan 2005:30).

The IGR is a constitutional and a statutory process that encompasses policy planning strategic planning and operational planning, where government institutions need to involve each other, to cooperate, and to assist each other through capacity building and other technical processes. The partnership between the spheres of government is value-laden; where these values include the attainment of national unity and peace, cooperation and coordination, effective and efficient communication, non-conflict and non-litigation. This value-laden partnership is achieved and strengthened by the principles of IGR through which the values of the partnership between the spheres of government are given institutional and statutory expression (the Gauteng Intergovernmental Relations Framework Report 2010:9).

Burns & Beukes (2007:430) explain that the constitutional importance of the principles of cooperative government is demonstrated by the distribution of government authority between the spheres of government. The Constitution distributes governing authority from national, to provincial, and on to local spheres of government, where the local and provincial spheres of government are subject to the supervision and control of the national sphere of government. The three spheres of government are connected to each other by the relationship of cooperative

governance, which create a symbiotic link of support of a given sphere of government by the other spheres of government. The principle of cooperative government is strengthened by the participation of one sphere of government in the affairs of another, and each sphere of government is constitutionally expected to assist the other spheres of government in the fulfilment of their constitutional objectives.

De Visser (2009:12) argues that the three spheres of government are labelled as distinctive, interdependent and interrelated, where these Constitutional terms constitute the defining values of the characteristics of IGR systems that must be adopted within and across the three spheres of the government. For example, the provincial sphere of government, albeit having an independent status, is fully involved in the matters of national sphere of government, and the national sphere of government is obliged to assist the provincial sphere of government to effectively participate in the matters of national government. This also applies to local sphere of government in its relationship with both the provincial and the national spheres of government.

Burns & Beukes (2007:43) reveal that the local sphere of government is subject to the supervision of the provincial and national sphere of government, through a cooperative system of government. The cooperative principle is based on the willingness on the part of one sphere of government to collaborate with other spheres of government when honouring its constitutional functions and when the other spheres are discharging their constitutional functions. The concepts that define a framework of cooperative government are the unique characteristics of each sphere of government, participative relationship between the spheres of government, support and assistance of one sphere by another sphere of government, and the sharing of expertise and resources among all respective spheres of government.

Burns & Beukes (2007:45) further argue that co-operative government does not only apply to national, provincial and local spheres of government but also apply to legislative, executive and judiciary arms of government, other organs of state and state owned enterprises. Hence, the principles of co-operative government take place in a vertical direction between spheres and horizontal direction within each sphere of government. Vertical co-operative government occur between the local, provincial and the national sphere of government; this also takes place between a sphere or spheres of government, organs of state, and state-owned enterprises, which do not in strictest sense constitute a sphere of government. Horizontal co-operative government meanwhile take place between the arms of government.

Malan (2005:229-300) observes that a sphere of government will be able to achieve its objectives if it cooperate with other spheres of government; this is due to the interrelatedness and the interdependency of governmental functions, and constitutional and developmental objectives that each sphere of government is expected to achieve. Cooperative government is faced with challenges such as spill-over in service delivery, scarce resources, lack of or limited technical skills, and social and political pressure, which are the main impediments hampering the fulfilment of the objectives of co-operative government. These challenges can be overcome through a strict adherence to the principles of IGR. The characteristic values of the conundrum of cooperative governance in South Africa can be found rotating within the characteristic value of each sphere of government, as distinguished by their interrelatedness, interdependency, uniqueness and distinctiveness of the structures and constitutional functions. These focal values are the foundation of the constitutional framework of cooperative government, and define the relationship within and across the three spheres of government.

### **2.3.2 Statutory Framework for Intergovernmental Relations**

Haurovi (2012:83) argues that there is plethora of legislation guiding and informing intergovernmental relations in South Africa. This legislation forms the foundation of statutory framework, which supports the implementation of intergovernmental relations across the spheres of government. Feni (2010:86) also argues the legislative framework for implementation of intergovernmental relations rests upon the Constitution, which also enshrines the principal objectives of the spheres of local government. The statutory framework comprises several pieces of legislations that guide the implementation of intergovernmental relations in South Africa. This legislation, besides the Constitution, include the Municipal Structures Act, 1998 (Act 117 of 1998); Municipal Systems Act, 2000 (Act 32 of 2000); Municipal Finance Management Act, 2003 (Act 56 of 2003); and Intergovernmental Relation Framework Act, 2005 (Act 13 of 2005).

#### **2.3.2.1 The Constitution of the Republic of South Africa, 108 of 1996**

Chapter Three of the Constitution states that the three spheres of government are “distinctive, interdependent and interrelated”, where section 25 of the Constitution explains that the government is constituted as national, provincial and local spheres of government. The Constitution further dictates that an Act of Parliament must be enacted to regulate the relationship between the three spheres of government; in compliance thereto, IGRFA was enacted to provide a framework for the implementation of intergovernmental relations between the local, provincial and national sphere of government. The implementation of

intergovernmental relations must take cognisance of the distinctiveness, interdependency and interrelatedness of the spheres of government.

The autonomy of local government: Section 154(1) of the Constitution requires the national and provincial tiers of government to support and strengthen the capacity of the local municipalities to manage their own affairs, to exercise their powers and perform their, where it is able to capacitate and strengthen municipalities through legislative and other measures.

Original powers of local government: According to section 156(1) of the Constitution, municipalities have the executive authority and the right to administer local government matters listed in Part B schedule 4, which include, among others, municipal health systems, municipal planning, fire fighting services, municipal public transport, municipal public works, water and sanitation, which is limited to portable water supply systems and domestic waste water and sewage disposal systems and B of schedule 5, which include, among others, municipal roads, local amenities, refuse removal, refuse dumps, solid waste disposal and street lighting.

Assigned powers of local government: Assigned power of the municipalities are derived from section 156(1)(b) of the Constitution, which states that municipalities have executive authority, and have the right to administer any other matter assigned to it by the national or provincial legislation. The provincial government has a constitutional role in the functioning of municipalities, which include the role to monitor the performances of municipalities as enshrined in section 155(6)(a) of the Constitution, and to review the capacities of the municipalities and make changes to the allocation of functions and powers.

The functions and powers to local government: Aside from the Constitution, there are various statutory instruments that provide a framework for assigning of roles to municipalities. The most notably, the statutory instrument is the Municipal Systems Act of 2000 (herein after referred to as the MSA).

#### **2.3.2.2 Local Government: Municipal Systems Act 32 of 2000**

The objective of the MSA is to provide for core principles, mechanism and process that are necessary to enable municipalities to move progressively towards social and economic wellbeing of the communities, and to ensure universal access to essential services that are affordable to all. Section 3(1) of MSA requires all municipalities to exercise their executive and legislative authority within the constitutional systems of co-operative governance, in accordance with

section 41 of the Constitution. Section 3(2) of the MSA obliges the national and provincial sphere of government to adhere to the constitutional system of cooperative governance, and to exercise their authority over the municipality in a manner that does not impede or compromise the municipality's ability or right to exercise its executive and legislative authority. Section 3(3) of MSA promotes the implementation of inter-governmental relations, by outlining the actions that the local government must take to foster and strengthen local government; these actions that the government must take include:

- developing common approach for local government as a distinctive sphere of government;
- enhancing cooperation, mutual assistance and sharing of resources among municipalities;
- finding solutions for problems relating to local government; and
- facilitating compliance with the principles of cooperative government and intergovernmental relations.

### **2.3.2.3 Local Government: Municipal Finance Management Act, 56 of 2003**

The main object of the Municipal Finance Management Act (MFMA) 2003 is, among others, to secure sound and sustainable management of the financial affairs of the municipalities and other institutions in the local sphere of government. Section 5 of MFMA obliges the National Treasury to fulfil its obligations towards the municipalities in accordance with Chapter 13 of the Constitution, as well as the requirements of the prescriptions of MFMA itself, within the framework of co-operative government. Section 5(3) requires the Provincial Treasury to monitor compliance with MFMA by all municipalities and municipal entities in the province, assist the municipalities in the province in preparation of their budgets, and take appropriate steps against any municipality that commits a breach.

Section 34(3) of the MFMA explains that the national and provincial government tiers assist the municipalities in building their capacities in order to the municipalities to be efficient, effective and transparent in the management of their finances. The provincial government, when performing its monitoring function with the municipalities, must share the result of its monitoring with the municipalities in order to assist the municipalities in improving their financial management. When the provincial government detects any emerging or impending

financial problems in municipalities, it must duly alert the municipality to those problems and assist the municipality in averting them.

Section 35 of MFMA elucidates that the national and provincial tiers, when conducting their fiscal and financial relations with the local tiers of government, must promote a spirit of co-operative government, provide judicious information, and assist the municipalities to plan properly which includes the development and revising of their IDP, assists the municipality to prepare their budget in accordance with the prescription of the MFMA.

Section 37 of the MFMA explains that the municipalities, when conducting their financial and fiscal relations with the provincial and national government and other municipalities, promotes cooperation, where he municipality must provide its budgetary and other financial information to the provincial and national government, as well as meeting its financial commitment to other municipalities, provincial and national governments.

#### **2.3.2.4 Intergovernmental Relations Framework Act, 13 of 2005**

Section 4 of IGRFA explains that the object of the Act is to provide within the principle of co-operative government as set out in Chapter 3 of the Constitution a framework for the national government, provincial governments, and local government, and all organs of states within those governments, to facilitate co-ordination in the implementation of policy and legislation including coherent government; monitoring; effective provision of service; monitoring implementation of policy and legislation; and realisation of national priorities.

Section 2 of IGRFA explains that the Act is only applicable to national, provincial and local governments. Haurovi (2012: 79-80) explains that the IGRFA is the product of constitutional directive; this Act provides a framework, focus and clarity and certainty with respect to implementation of intergovernmental relation amongst and within the spheres of government. The IGRFA provides for the establishment and the configurations of various intergovernmental relation structures at national, provincial and local level, to serve as mechanisms for the implementation process. The structures include the President's Coordination Council, National Intergovernmental Forum, Provincial Intergovernmental Forum, and Municipal Intergovernmental Forum.

## **2.4 APPROACHES TO INTERGOVERNMENTAL RELATIONS**

Cooperative government can be achieved through the implementation of IGR, and the Constitution requires the three spheres of government to work together through the systems of cooperative government. Cooperative government is imperative to achieving various objectives, which include the provision of basic services. The IGR integrates complicated and interdependent relationships amongst and within the spheres of government, which include the coordination of policies, planning of budgetary processes, and informal communication amongst public officials. The intricacy of IGR is characterised by the number of state institutions involved in a particular project, programme or policy implementation, the diversity of public officials involved, the intensity of contacts among public officials, the attitude of public officials, and financial constraints during the implementation process (Malan 2005:227).

Baatjies & Steytler (2006:3) as well as Malan (2005:226) contend that there is a set of relationships through which intergovernmental relations can be implemented. The set of relationships provides a framework of a set of interactions that serve as an anchor by means of which the IGR can be implemented to achieve the objectives of programmes and project aimed at services delivery. The requirement for a definite framework for the implementation of IGR is dependent upon the interaction between respective spheres of government. However, the interaction differs from one sphere to another, as it is based on the extent of cooperation needed in relation to the dynamics of the structures, the role of each sphere of government, and the participation of relevant stakeholders.

Sokhela (2006:51-52) notes that the framework for the implementation of IGR will minimise the competition among the stakeholders and maximise cooperativeness, which will result in a positive contribution to the successful implementation of IGR, and assist in the achievement of sustainable delivery of basic services. There are various approaches that must be followed in order to ensure a successful implementation of IGR; these approaches form the basis for evaluating the manner in which IGR is being implemented, to add to the delivery of basic services. The approaches identified are the constitutional/legal approach, democratic, financial, and normative-operational approaches.

#### **2.4.1 Constitutional and Legal Approach to IGR Implementation**

The constitutional and legal approach to IGR uses the constitutional and legislative provisions as a point of departure when evaluating the implementation of IGR. In South Africa, the implementation of IGR is based upon section 41 of Constitution, which states:

*All spheres of government and all organs of states must preserve the peace, national unity and indivisibility of the Republic; secure the well-being of the people of the Republic; provide effective, transparent, accountable and coherence government 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 powers and perform function except those conferred on them in terms of the Constitutions; exercise their powers and performs their functions in a manner that does not encroach on the geographical, functional or institutional integrity of government in another spheres and co-operate with one another in mutual trust and good faith.*

The Constitution requires the state institutions within each sphere of government to foster a cooperative relationship through the development and the implementation of policies. These policies and guidelines must be solidified into statutes and statutory regulations, which will serve as mechanisms for the nurturing of a supportive relationship between the state institutions. The constitutional and legal approach to IGR implementation is driven by laws enacted by the provincial and national legislature, as well as the by-laws enacted by the municipal councils.

#### **2.4.2 Democratic Approach to IGR Implementation**

Johns, O'Reilly & Inwood (2007:22) explain that a functioning IGR system is dependent upon the formal and informal structures, functions, powers and resources which are embedded in a democratic structures and systems. The formal structures are an anchor to the democratic system that is the main driver of the implementation of IGR. The formal structures consist of both the national and provincial departments, directorates, branches and service divisions within the departments, the ministers or the Members of Executive Council (hereinafter referred to as the MEC), the Heads of the Departments, committees, meetings and conferences. The functions and powers of these structures within the IGR are divided into three overlapping groupings comprising monitoring, coordinating and advising.

Kuye & Ile (2007:70) contend that the formal arrangement of the IGR is a propagated network of relationships, which link officials to one another across the state institutions within each sphere of government, and across all other spheres of government. The informal structure gives rise to informal networks and relations consisting of intermittent personal meetings, communications, and other engagements. The influence of informal relations and networks upon the functioning of IGR depends on internal organisational values, leadership and trust and is essential for successful implementation of IGR. However, the effort of these structures depends on the commitment and leadership by political office bearers and senior administrative officials in assuming an active role in the coordinating of service delivery policies and programmes.

#### **2.4.3 Financial Approach to IGR Implementation**

Lawson (2011: 200) explains that the financial approach to the implementation of IGR revolves around the sharing of generated revenues amongst the three spheres of government, through the process of equitable sharing. The MEC or the political head of the provincial department responsible for state finances within the provincial sphere of government must ensure that municipalities are sufficiently funded to carry out their assigned responsibilities. The MEC for finances must also assist municipalities to conduct capacity building to municipal personnel, and this requires strong coordination amongst sector departments, so as to ensure that financial uses are shared, and used according to statutory guidelines.

#### **2.4.4 Normative Approach to IGR Implementation**

According to Chapter 4, paragraphs 4.1 of the DPLG IGR Guideline, the municipalities exercise their powers within the confines of the Constitution, and therefore, municipalities exercise their autonomy dependent upon supervision by the national and provincial tiers of government. Therefore, a normative approach to intergovernmental relations derives from the dictates of the Constitution, and occurs through the regulatory supervision of the municipalities by the provincial spheres of government in terms of section 155(7) of the Constitution. The regulatory activities must adhere to section 151(4) of the Constitution, that it must not impede the municipalities from performing their constitutional functions.

A normative approach to IGR also takes place through the monitoring the performance of the municipalities in terms of section 156(6) of the Constitution. The provincial government is therefore required to develop a monitoring framework and rules that governs the manner in which the municipalities perform their constitutional, legislative and executive mandates.

A normative approach to IGR also take place through statutes, for example the monitoring of financial functions of the municipalities is governed by Chapter 5, sections 1 and 2, of Municipal Finance Management Act (herein after referred to as MFMA), which outlines the supervision of local government finance management by the National and provincial Treasuries. According to the State of Local Government (SoLG) Report (2009:12) provincial supervision, monitoring and support of local government is a Constitutional obligation in terms of sections 154(1), 155(6) and 155(7) of the Constitution, and section 139 of empowers the provincial government to intervene in the affairs of the municipalities within its jurisdiction.

## **2.5 INTERGOVERNMENTAL RELATIONS AND DELIVERY OF SERVICES**

The Constitution is crowned as the principal instrument for achieving the goals and objectives of the government. The government's goals and objectives can be achieved through the IGR, which is a mechanism for coordinating all the government activities within and across the three sphere of government. Nevertheless there are various challenges that the government experiences in its endeavour to achieve the developmental objectives aimed at improving the lives of its citizens.

Baatjies & Steytler (2006:12-14) conclude that the various District Intergovernmental Forums fail to discuss the Integrated Development Plans and budgets for service delivery programmes and projects in their meetings, while others do not have a vertical integration with the Premier's Intergovernmental Relations Forums. According to the Practitioner's Guide for IGR in South Africa (2007:39), the poor implementation of the recommendations of IGR Forums results in lack of co-ordination of the service delivery programme. In order to overcome these challenges, the Government must adopt a framework of IGR implementation, which will enable all spheres of government to coordinate and manage their actions to yield maximum service delivery results. Ile (2010:51) informs us that the benchmark for a successful IGR Forums is the effectiveness and efficiency at which service delivery takes place, as well as the accessibility of such the services by the communities.

### **2.5.1 Institutionalisation of Service Delivery**

Service delivery in South Africa has been institutionalised within the local spheres of government, and framed within the Integrated Development Plans (hereinafter referred to as the IDP). The IDP is an integral service delivery instrument, within which the state institutions that are operating within the local municipality are engaged in service delivery planning, implementation and evaluation. Therefore, the IDP is a mechanism used by local municipalities

to promote stakeholder participation, in order to ensure effective service delivery. The IDP serves as a vehicle for institutional support, coordination and cooperation among the spheres of the government and the community (Manyaka & Madzivhandila 2013:177).

Maloka & Mashamaite (2013:195) clarify that municipalities have been mandated by various forms of legislation, including the Constitution, to structure their administration and planning, in order to render effective and efficient services to the communities through the participation of various stakeholders. The responsibility of service delivery at local government level does not only lie with the local municipality, but includes all other state departments at provincial and national level of government, as well as the district municipality. These state institutions must collaborate and cooperate with one another to assist the local municipality in its effort to delivery services to the community. The collaboration for service delivery by all sector departments at national and provincial level, together with other stakeholders at local government level, takes place through various processes, which include the IDP.

Naidoo & Kuye (2005:630) conclude that the pace at which service delivery is taking place ought to be accelerated by developing various strategies or approaches, which will provide a multifaceted and multidimensional framework. The framework will provide transformational leadership, team leadership and governance, where the implementation of the framework requires cooperation and coordination between the three spheres of government. The cooperation includes information sharing, coordinating the planning process for service delivery, skills transfer, and resource sharing. The responsibilities of meeting the service delivery needs of the people lies with the local municipalities, which must be supported by the both the provincial and national government departments, and requires a strong cooperation and coordination between all spheres of government so as to ensure the achievement sustainable basic services.

### **2.5.2 The Effects of IGR on Services Delivery**

Tshiyoyo & Koma (2011:127) explain that service delivery in all spheres of government requires adherence to statutes that set out a framework through which service delivery can be enhanced. The IGRFA is one of the statutory instruments, which provide a framework through which all spheres of government can work together to promote effective and efficient service delivery. The IGRFA is considered a tool or instrument, which is used to promote an integrated planning and coordination of service delivery programmes and policies across and within the spheres of government. The IGRFA provides coordination and cooperation links essential for intra and

inter-governmental linkages. Therefore, the national and provincial sphere of government must provide the impetus that enables the local government to effectively and efficiently respond to the needs of local communities. Due to the nature of interdependency between the spheres of government, the failure of the local sphere of government to accomplish its constitutional mandate with regard to provision of service delivery, equate to the failure of both the provincial and national sphere of government in providing an adequate service to the communities.

According to McCrea-Logie & Lazar (2004:179) the spheres of government are interdependent upon one another, so as to ensure that service delivery policy or programmes are successfully developed and implemented. The existence of interdependence also explains that there is a hierarchical nature of policies and programmes for service delivery. The hierarchical nature relates to the ability of one sphere of government to effectively coerce another sphere into taking a particular action, which will ensure the implementation of the policy or programme. Therefore, hierarchical service delivery policies and programmes based on interdependency require the spheres of governmental co-operation throughout the planning, implementation and evaluation of service delivery policies and programmes. The relationship between the spheres of government is a collaborative one, involving constant interaction for planning, development and implementing of the policy and programme for service delivery. The national and provincial government are expected to assist local municipalities to deliver services to the communities by providing the local municipalities with strategic leadership in order to create an enabling environment for service delivery.

Pretorius & Schurink (2007:23) conclude that the delivery of municipal services will significantly improve if there is a fostering of coordination and cooperation between the municipalities and other state institutions during the planning, implementation and evaluation of service delivery programmes. The cooperative relationship between the municipalities and other state institutions will assist in dismantling the obstacles that hamper the delivery of municipal services.

Kuye & Ile (2007:71) contends that the cooperation between local municipalities and other state actors will enhance the commitment to IGR, and that this will have positive results in the delivery and accessibility of municipal services. Improved cooperation will also strengthen the relationship between the respective spheres of government, and will also increase the level of communication between the district and local municipalities, as well as provincial and national department operating within the local municipalities. Improved cooperation will enhance the

sharing of skills and technical support, and capacity building across the state institutions within the local municipality.

### **2.5.3 The Significance of IGR on Accessibility of Municipal Services**

The central mandate of the new developmental local government is to address the service delivery backlog related to water, sanitation, roads, and housing, public health and refuse removal. When planning for service delivery, municipalities ought to ensure that the services that are provided to communities are accessible and affordable. Despite various tools that have been developed to enhance services delivery, the goal of ensuring that all communities have access to basic services, remains elusive, due improper planning and lack of service delivery co-ordination (Mpehle 2012: 216).

Tsheola & Sebola (2012: 228) argue that the new democratic government is troubled by inadequate infrastructures required to effectively improve the delivery of basic services such as water and sanitation, electricity, housing and health services other social amenities, within the poor communities of South Africa. The successful delivery of municipality services requires a combined effort by all state institutions operating within the local municipalities to assist the local municipality to attain the right mix of infrastructure necessary for optimal service delivery.

Paradza, Mokwena & Richards (2010:6) argue that the provision of service delivery is dependent on the proper implementation of IGRFA; however, there are various factors that can improve the implementation of IGRFA in South Africa. The most prominent amongst these factors are adequate political and administrative leadership, which can be found to cascade into motivation, ethical conduct and other systematic benefits, thereby maximising the capacity to implement the IGRFA. Success in properly implementing the IGRFA soothes the moral relationship with the citizenry displayed by the political leadership and administrative class.

Ile (2010:55) maintains that in order to improve and sustain the delivery of services at the local municipality, the cooperation between and amongst the administrative and political leadership must be based on mutual respect and ethical conduct. Acceptance of accountability, responsibility and ethical conduct by political office bearers and senior management officials are part of the subsidiary foundation for the implementation of IGRFA. The political heads of state institutions and their administrative personnel across all spheres of government must aggressively stimulate IGR implementation programmes, which will escalate the improvement of service delivery. The eminence of IGRFA implementation is a determinant factor of the

success of service delivery within the local municipality. The institutionalisation of planning activities for service delivery through the IDP and Provincial Growth and Development Plans (PGDP) will achieve a balanced and coordinated service delivery for both the municipalities and the provinces, if all state institutions take an active role and participate in these service delivery programmes. Therefore, coordination and cooperation of government institutions during the planning and implementation of service delivery programmes will strengthen the internal processes and systems of local municipalities. A local municipality with an enhanced capacity will be able to unlock the blockages of service delivery to the benefit of the entire community, and this will be achieved when other sectors are engaged in the planning of the service delivery programmes and projects within the local municipality.

According to Maloka & Mashamaita (2013:199), the support of local municipalities by the provincial and national government departments will assist in the acceleration of service delivery, by providing the local municipality with the relevant planning information, resources and technical expertise necessary for service delivery improvement. The relevant planning information included the provincial or national service delivery plans, programmes, budgets, objectives, strategies and projects, which may assist in acceleration of service delivery. National and provincial state institutions must provide municipalities with sectorial and technical expertise to reinforce the local municipality's service delivery strategies. The national and provincial spheres of government must assist the district and local municipalities to align their service delivery process, so as to avoid duplication and wastage of resources. These will facilitate the management and coordination of service delivery processes within the province, district and local municipalities.

Maloka & Mashamaita (2013:199) further aver that government departments play a crucial role in the delivery of service within the local municipalities. The provincial and national departments must assist in improving the service delivery of local municipalities by submitting their service delivery plans to the local municipalities for inclusion in the local municipal IDP. The continuous and consistent attendance of service delivery programme meetings, including the Municipal IDP by senior officials of provincial and national tiers, will leverage the achievement of IDP objectives.

According to Thornhill (2006:318), the participation by national and provincial spheres of government in the service delivery programmes of local municipalities will ensure that the municipalities deliver services to the community in a manner that is sustainable. This will

promote social and local economic development; and encourage the involvement of communities and other stakeholder in matters of local governance.

Tshiyoyo & Koma (2011:123) consider that the local sphere of government is obliged to heed the statutory requirement regarding service delivery to the communities, and this includes the formulation of Integrated Development Plans (IDPs). The formulation of IDP requires that the local municipality consult with all the related stakeholders, which include the sector departments in the national and provincial spheres. The Constitution also mandates the provincial and national government to provide the necessary supervision and capacity building to local government. Supervision by both the national and provincial government will assist in addressing capacity limitation and ineptitude, thereby improving the internal systems of the local municipality to fulfil its constitutional mandate.

## **2.6 IMPLEMENTATION OF INTERGOVERNMENTAL RELATIONS**

The abatement of tension between the states institutions operating within the local municipality will dramatic enhance the implementation of IGR. The creation of adequate structured relationship between state institutions, and the establishment of organised rapport throughout the sector departments, will result in an improved coordination of service delivery programmes. Therefore the excess structured relationship, sufficient coordination and improved well-thought-out information systems are considered to be critical platforms IGR systems that are required to heighten service delivery. The fundamental benefits of a workable, structured relationship between state institutions are an alignment of services delivery policies, which will accelerate the delivery of basic services (Malan 2005: 227).

### **2.6.1 The Significance of Partnership amongst Stakeholders**

According to Warsono (2011: 959), the partnership between the spheres of government is anchored by collaboration and cooperation within and between spheres of government. The partnership between the spheres of government is one of the major drivers in the implementation of IGRFA. There are three important factors responsible for progressive partnership between the spheres of government. The most important factor is paying attention to the importance of interdependency and interrelatedness between the spheres of government by the senior government employees and political office bearers. These result in an intra and extra-cooperation within and between the spheres of government, which further results in an improved mutual relationship. The acceptance of equality and interrelatedness by national, provincial and

local spheres of government is another factor that can cement the partnership between them. The last factor is the acceptance of uniqueness of each spheres of government, where such uniqueness might assist in reducing conflict between state institutions, and may provide much needed contribution to service delivery. These will help the state institutions in preventing service delivery overlaps, resulting in the wastages of resources, which occur due to unnecessary competition and conflict resulting in the duplication of programmes.

Warsono (2011:960) further elaborates that in order to improve cooperation between spheres of government, an intergovernmental management approach must be introduced as a driver for cooperation, coordination and collaboration between the spheres of government. An intergovernmental management approach takes place through the compatible concepts of intra-coordination and inter-coordination. Intergovernmental cooperation takes place through a horizontal relationship with other spheres of government. This means that all departments, both national and provincial, must cooperate with each other as much as they cooperate with the local municipalities within the local government, through a process of horizontal relationship. Horizontal relationship is a relationship between two or more governmental institutions to accomplish common goals providing services or solving a mutual problem through cooperation, coordination and collaboration. In order to enhance the implementation of IGRFA, the public officials and elected office bearers must fully understand the concepts of cooperation, coordination and collaboration within the framework of IGR. These concepts delineate the intensity of interaction, integration, commitment and complexities of IGR. Cooperation directs the process of collaboration, to drive the collective action of the government institutions to a higher level. Collaboration takes place through negotiation, which can either be formal or informal, under mutually predetermined agreements and beliefs. Collaboration is a manifestation of an integrated process among government institutions, which leads the state official to explore differences in a constructive manner.

### **2.6.2 The Importance of Information Sharing**

Malan (2005:237) argues that the three sphere of government must inform each other on matters of common interest, where information sharing takes place through active dialogues between and among the three spheres of government. The sharing of information takes place through informal and formal channels, where informal channels include e-mail and telephone communication, while formal information requires elaborate meetings through intergovernmental relations forums.

Warsono (2011:964-966) explains that the implementation of IGR at the local government level is supported by intergovernmental management. Intergovernmental management comprises of four networks, namely: information networks, which are utilised by government institutions within the local municipality to develop forums which functions as policy and programme exchange platform; development networks, which create a stronger intergovernmental cooperation between state institutions leading to information exchange to improve service delivery; outreach networks, which are strategies and programmes developed by each state institutions, adopted and performed by other institutions to assist in achieving common service delivery objectives; and action networks, which are considered to be the most important and sophisticated of the intergovernmental management networks, as each government institution develops action programmes according to its capacity and resource proportionality. The last of these relationships network is cooperation and collaboration whereby the assistance of other state institution are mostly sought in the form of resources, capacity and technology. These networks of intergovernmental management form the backbone of the implementation of IGR and are only realised when there is effective communication between state institutions within the spheres of government.

### **2.6.3 The Participation of State Actors**

The core objective of intergovernmental partnership is to achieve co-operation among State actors. This objective is achieved through a participative process, where one sphere of government is actively involved in the planning, implementation, monitoring and evaluation of policies, programmes and projects of other spheres of government. The success of intergovernmental relations is not guaranteed, where there is a lack of participation between the spheres of government. This is due to a structure of interdependency and interrelatedness of the functions carried out by state institutions within each sphere of government. The need for participation also springs from the external factors, such as economic conditions, grassroots pressure, and internal factors, such as lack of skill and resources (Malan 2005:229). Stakeholders' participation in the delivery of services takes place through a consultative process, which is influenced by the following questions:

- **Who:** the sphere of government or the state actor within the sphere of government must determine who need to be consulted to participate in the policy, programme or projects.

- **What:** The sphere of government must determine the subject of consultation which may vary from “issues identification”, “range of options”, “preferred options and assumption”, and the “desired outcome”.
- **When:** This question pertains to the timing of the consultation, answers to these question influences the outcome of policy, programme or the project as well as the depth of consultation. The sphere of government must decide whether consultation must take place during the “preliminary information gathering” or when “determining the nature of the problem” or at each phase of the service delivery process.
- **Why:** This question determines the need of consultation, “the exchange required”, and “the purpose of consultation”. Determining the reasons for consultation also assist in developing the timing of the consultation process.
- **Where:** This question determines the place or the level at which consultation must take place, for example at local, provincial or national level, as well as the venue of consultation.
- **Who:** This question determines the required structures of consultation, which may either be formal or informal structures, and the means through which consultation must take place; for example through meetings, conferences workshops, formal or informal discussions.

Participation assists in identifying dysfunctional links the policy, programme or project implementation, and provide solutions that will enhance the outcome of the policy, programme or projects within and across the sphere of government (Van Rooyen 2007:46).

## 2.7 CONCLUSION

This chapter has highlighted the significance of literature reviews in a research. The various which compounded the evolution of IGR, since the new political dispensation and the role played by policies and statutes have also been systematically illuminated. The chapter has also reflected on the views of various authors and academics regarding the evolvement of IGR from the first phase up to the third phase, which is primarily characterised by the statutorisation of IGR. The relationship between the evolution of IGR and the spirit and purport of cooperative government has been thoroughly discussed by illuminating the constitutional principles of cooperative government; the factors pertinent to cooperation between the spheres of government have been deliberated through the lenses of various scholars. The implementation of the IGR and its implication on sustainable delivery of services within and across the spheres of government

has been briefly deliberated, followed by the statutory machineries geared towards ensuring the realisation of the objectives of services delivery programmes through compliance to statutory prescribed principles of cooperation, coordination and collaboration across all spheres of government. The reviewed literature shows comprehensively that successful service delivery is fuelled by the Implementation of Intergovernmental Relation Framework Act. The reviewed literature also shows compliance to the dictates of statutes and policies as a pre-requisite for the implementation of IGRFA. Consequently, public officials and elected office bearers must endeavour to implement the IGR policies and statutes meant to positively influence the delivery of services, in order to enable the local sphere of government to fulfil its constitutional mandate of delivering basic services to the communities.

## **CHAPTER THREE**

### **RESEARCH DESIGN AND METHODOLOGY**

#### **3.1 INTRODUCTION**

Sokhela (2006:310) explains that a research problem and a research question can only be answered if a correct research methodology is followed. A research methodology is a viewpoint through which research is assessed to enable the researcher to determine the factors that are pertinent to the research topic and questions. Welman et al. (2011:193) argue that without applying a suitable research method, the researcher will not be able to provide answers to research questions involving communities, organisation and description of groups.

According to Leedy and Ormrod (2010:135), the researcher requires a suitable methodology to collect different types of data and scan the data from several viewpoints in order to gain a complete understanding of a given phenomenon. Therefore, the research methodology is a systematic process through which the researcher collects processes and analyses data in order to answer the research question. This chapter provides a detailed description of the methodology that will be used to collect, process and analysed the collected data.

#### **3.2 RESEARCH METHODS**

Rammala (2009:29) identifies the qualitative and quantitative research methods as two paradigms regulating the path of research study. De Vos (2001), cited in Rammala (2009:29), argues that a qualitative research method is suitable for social sciences research, because it takes into consideration the social context of the research settings. The research study undertaken through this research is social sciences research, aimed at finding a solution to a social problem and other issues affecting the implementation of IGRFA in the delivery of service. Therefore, qualitative research has been adopted as an appropriate research method for this research study. Moriarty (2011:1) argues that social problems and issues comprising various causes which require a variety of methodological approaches to resolve, where the approach best-suited for investigation of social science problem is the qualitative research method.

##### **3.2.1 Quantitative Research Method**

Acap (2012:5) explains that quantitative research method is characteristically distinguished from qualitative research method by, among other things, the manner in which data is collected,

analysed and presented. Quantitative methods uses experimental, quasi-experimental and laboratory approaches to collect and analyse the data and present the results by statistical means such as graphs, tables and graphs. The quantitative research method is a powerful tool for testing a pre-determined scientific research hypothesis and generalising the findings to the entire population of study.

Acap (2012:5) further argues that quantitative research has a strong shortcoming when used in social science research, because it fails to provide a comprehensive description of the social phenomenon and the dynamics that influence its context, however it can be triangulated with qualitative methods, which are used to enhance the credibility of the research study. Therefore, quantitative research method ought to be triangulated with the qualitative method in this study, in order to help eliminate the biases, experience and perceptions of the researcher with regard to responses from the public officials, and service delivery beneficiaries.

### **3.2.2 Qualitative Research Method**

Moriarty (2011:2) explains that the qualitative method can be applied in a wide variety of disciplines whose theoretical origin is in the social sciences. Qualitative research provides an in-depth understanding of the social context that influences the research participants. It assists the researcher to learn about the socio-cultural, political and economic factors that affects the manner in which these factors interact with the natural environment of the phenomenon. Therefore, qualitative research helps the researcher to unpack the layers of experiences, attitude, and perspectives of the participants in relation to the research setting, which forms part of their social context.

Mack, Woodson, MacQueen, Guest, and Namey (2005:1) argue that the strength of qualitative research is the ability to deliver a complex textual description of the experiences of people about a particular research phenomenon. Qualitative research methods provide information about human experiences with respect to the research settings by focusing on human factors such as beliefs, attitude, opinions, emotions, and relationship between individual and how these factors influences the research settings. Therefore, qualitative research has the ability to provide information on intangible factors such as socio-cultural, political, economic factors influential in research settings. Mack et al. (2005:4) further argue that qualitative method is particularly beneficial to social science researcher, because it more flexible when compared to quantitative methods. Qualitative methods allows for greater spontaneity and adaptation between the researcher and the study participants, and are characterised by open-ended questions, which give

research participants the freedom to respond to question in an elaborate and detailed manner, according to their own perspectives. Consequently, such flexibility affords the researcher an opportunity to respond to participants' answers to probe for more clarity in an elaborate manner.

According to Hammersley (2000), Shaw (2003), and Green and Thorogood (2004), cited in Moriarty (2011:3), there are two main advantages for application of qualitative research. The first advantage is that qualitative methods have the ability to reach areas of research enquiry that quantitative methods cannot reach, especially where the research question or topic seeks to establish a process and outcome of a research phenomenon. The second advantage of the qualitative method is that it is suitable for uncovering a 'plurality of truths', by outlining the practices that have contributed to the participants' experiences. This is achieved by engaging the participants in the process of gaining a thorough understanding of what had occurred, how has it occurred, where and when has it occurred; and this is not possible with quantitative method. Therefore, qualitative research has been selected for this research study as it is considered the most appropriate research method to help the researcher find answers to the research question.

Leedy and Ormrod (2010:135) explain that qualitative research comprises several approaches, which are seemingly diverse from one another, despite the common differences that characterise each approach, where all qualitative research approaches focus on a phenomenon that occur in a natural setting. Qualitative approaches investigate all complexities of a given phenomenon, therefore the following is a summary qualitative research approaches.

**Phenomenology:** Leedy and Ormrod (2010:141) describe a phenomenological approach to qualitative research as an approach that will enable the researcher to gain insight into an individual's perception, viewpoints, experiences and understanding about a given event. Welman et al. (2011:192) explain that the phenomenological approach bases the research findings on what an individual has personally experienced with respect to the event. The implementation of IGRFA is not a single, once-off event, but is a continuous process, which comprises multiple inter-connected procedures, carried out by various institutions. Therefore, a phenomenological approach will not be a suitable qualitative approach to achieve the aims and objectives of this research study.

**Ethnography:** Welman et al. (2011:193) define an ethnographic approach as a descriptive design particularly applicable in the study of a community, groups or organisation with the aim of understanding the behavioural regularities, such as relationship within the community and between the individual expressed as attitude, patterns and language. Therefore the role of the

researcher is to expose and expound upon how people interact with each other, and their social environment. Leedy and Ormrod (2010:139) argue that ethnography assists the researcher to fully understand the complexities of a particular socio-cultural group. The implementation of IGRFA is a dynamic process, which is influenced by heterogeneous factors other than language, beliefs, cultural norms and social structures of individual, group or community; therefore, an ethnologic approach cannot be a suitable qualitative research method for this research study.

**Case study:** Leedy and Ormrod (2010:137) argue that a case study approach to qualitative research focuses on a particular discrete phenomenon, programme or event and studies it in depth for a defined period. The case study approach involves the collection of extensive data on an individual phenomenon, programme or event, and the data comprises of observation, interviews, and current documents reviews and audio assessment, and the reviewing of past records and audio material.

Welman, Kruger, and Mitchell (2011:193) argue that the objective of a case study is to explore the changing aspects of a given phenomenon, which can either be a social environment such as a group, family, a community, project programme, or participants in a programme or project. Based on the above description of what a case study is, and what it attempts to investigate, it cannot be a suitable qualitative approach for this research study.

**Grounded theory:** Leedy and Ormrod (2010:142) explain that grounded theory is a qualitative form of research that focuses on the process related to a specific topic with the ultimate goal of developing a model or theory. Linard, Albert, and Levinson (2008:459) argue that the main aim of grounded theory as an approach of qualitative method is to generate theory, which evolves into a deep understanding of social phenomenon based on efficient analysis of data. According to Bitsch (2005:77), the process of applying grounded theory entails developing a research problem, framing a suitable research questions, deciding on data collection, data collection and theory or model development.

According to Sbaraini, Carter, Evans and Blinkhorn (2011:2), grounded theory focuses on social process and action, which seek out answers to what has happened, and how people interacted with each other in the process. Grounded theory therefore seeks to develop a model by collecting and analysing data based on the research topic, the aims and objective as well as the research questions. Grounded theory is a suitable approach, which has been selected for this research because it the methods can assist the research to explore the past behaviours of research subjects.

### **3.3 AREA OF STUDY**

The study area of this research is Greater Giyani Local Municipality, which comprises 99 villages and a township divided into 30 wards, as one of the five local municipalities forming the Mopani District Municipality. The delivery of services within Greater Giyani Municipal Area is rendered by the local municipality, the district municipality, provincial and national department as well as the State Owned Enterprises.

### **3.4 RESEARCH DESIGN**

Martin (2006) cited in Kaseke (2011) explains research design to be an approach which serves as a link between the research question for the study and the execution of the research itself. The research design is a tactic or a combination of tactics that the researcher uses as a guide or series of tools to collect data, which is necessary to answer the research questions and accomplish the research aims and objectives. In this study, the researcher will gather and analyse data through the application of the qualitative research methods, by means of structured interviews questionnaires, observation and survey questionnaires of beneficiaries of service delivery.

### **3.5 POPULATION**

Welman et al. (2011:52) clarify that the population of research study comprises of all unit of analysis from which the research desires to establish a definite conclusion. The unit of analysis may comprise each or a combination of individuals, group, organisation, events and the prevailing condition upon which each or all the unit of analysis are subjected. The population of this study consists of senior public officials of the state institutions; elected public officials; Chiefs of Tribal authorities; the members of the communities; and the six Key Performance Areas (KPA) of the Greater Giyani Municipalities. The area selected for this study is Greater Giyani Municipality, which is one of the five municipalities under Mopani District Municipality situated in Limpopo province. Greater Giyani Municipality covers an area of approximately 1967.27 km<sup>2</sup> in size, and consists of 30 municipal wards and 10 traditional authorities. Service delivery in Greater Giyani is rendered by both the national and provincial departments, local and district municipalities and state owned enterprises; these state institutions renders services delivery to 91 villages with an approximate 247 659 total population (Greater Giyani IDP, 2013/14:17-18).

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Welman et al. (2011:53) classify a population of study as a set of cases upon which the research select the sample for the research study. Therefore, this study population is described as follows:

**State institutions:** The state institutions rendering services in Greater Giyani comprises of national and provincial departments, state-owned enterprises, the district, and the local municipality. The services rendered by these state institutions range from water and sanitation, education, transport, primary healthcare, housing facilities, public infrastructures, social security, safety and justices services, electricity, environment and economic development, agriculture, sports and recreation.

**Public officials:** The public officials include all public officials of national and provincial departments from the rank of Salary Level 9 to 16 or equivalent, who are responsible for service delivery programmes and projects within Greater Giyani Local Municipality. The senior manager with respect to the local and district municipalities include all managers from the rank of Assistant Managers to rank of Municipal Managers, who are responsible for service delivery programmes and projects, intergovernmental relation and stakeholder relations. There are therefore 13 managers responsible for intergovernmental relations within the state institution operating in Greater Giyani.

**Members of the communities:** These are the beneficiaries of the local municipality, including all individual residents of Greater Giyani Municipality within the 30 wards, which compose the Greater Giyani Local Municipality.

**Municipal Key Performance Areas (KPA):** The municipal key performance areas are the components of service delivery projects and programmes as outlined in the IDP of Greater Giyani Municipality.

### 3.6 SAMPLING

Oppong (2013:202-203) argues that sampling is a process of selecting subjects who must participate in the research and provide information that the researcher considers relevant for the study. Qualitative research is prone to sampling problems, which may adversely affect the credibility of the research finding; therefore, appropriate sampling methods must be identified in congruence with the research topic and the aims of the study.

Curtis, Gesler, Smith, and Washburn (2000:1002) state that the qualitative research sampling is not grounded on statistical probability and that therefore, in order to ensure credibility of the research finding, qualitative research must be grounded on purposive, selective and theoretical sampling criteria. Qualitative research sample is characteristically small, and requires an intensive study, in order to generate huge amount data. Sampling methods in qualitative research are driven by the concept of study and theoretical framework derived from the reviewed literature.

Curtis et al. (2000:2003) argue that sampling should meet the following criteria, which govern the sampling techniques for qualitative research:

*Sampling strategy should be relevant to the conceptual frame work and the research questions addressed by the research, the sample should be likely to generate rich information on the type of phenomenon which need to be studied, the sample should enhance the generalisability of the findings; the sample should produce believable description or explanations, the sampling strategy should be ethical, the sampling plan must feasible.*

Coyne (1997:623) explains that the quality of qualitative research is heavily reliant on the sample selection technique used to select the sample of study. Therefore, the researcher must sufficiently, and in detail, describe the sample selection techniques that were employed so as to ensure an easy interpretation of the research findings, and the replication of study. Koerber and McMichael (2008:462) identify three types of sampling technique applicable to qualitative research. These techniques are convenient, purposeful, and theoretical sampling. These qualitative sampling techniques are summarily discussed below:

#### 3.6.1 Convenient Sampling Technique

MacNealy (1999) and Burnard (2004), cited in Koerber and McMichael (2008:463) refer to convenient sampling techniques as incidental sampling comprising of research participants who

are readily available and easy to contact. Convenience sampling techniques cannot be used in qualitative research, where the researcher is not familiar with the research population.

### **3.6.2 Theoretical Sampling Techniques**

Koerber and McMichael (2008:465) explain that theoretical sampling technique can be mistaken for purposive sampling, as both involve a clearly defined sample, in contrast to a convenient sampling technique. The difference between purposive and theoretical sampling lie in the period over which sampling criteria is developed. Purposive sampling technique requires sampling criteria to be developed well in advance, and never changes throughout the study, while theoretical sampling techniques arises as the study continues. Furthermore, a theoretical sampling technique is anchored within the grounded theory, where data provides the theory for research study.

### **3.6.3 Purposeful Sampling Techniques**

Koerber and McMichael (2008:464) argue that purposeful sampling technique is applied where the researcher is familiar with the target population and requires the research participants to possess some particular traits and qualities in accordance with the aim and research question of the study. In this study, the population of the study comprises of managers, elected office bearers and members of the community. Therefore, in this study, the research will make use purposive and theoretical sampling method, as these are the most suitable sampling methods for the relevant objectives.

## **3.7 RESEARCH SAMPLE**

Hardon, Hodgkin, and Fresle (2004:64) argue that in qualitative research, a better outcome of research study is not necessarily determined by a bigger sample, but by intensification of the accuracy of data collection. Therefore, the validity, meaningfulness and insight of data generated from the sample are dependent upon the richness of the information derived from the data and the analytical qualities of the data.

Hardon et al. (2004:64) further argue that the sample size in qualitative research depends on what the researcher wants to know, the purpose of the study, practical factors such as time and cost, and the expected variation of data. The research study whose data is more varied, a large sample is mostly recommended to attain the required level of accuracy. In this study, the data is expected to be less varied; therefore, a considerably small sample would yield the same level of accuracy as a large sample. Consequently, in this study, the research sample constituted 13

public officials of state institutions, 24 service delivery beneficiaries randomly selected from six municipal wards of Greater Giyani Local Municipality, and five Key performance Areas officials for Service Delivery.

### **3.9 DATA COLLECTION METHODS AND PROCESS**

Leedy and Ormrod (201:145) argue that a single qualitative research study utilises multiple forms of data, and that this data is collected by varied data collection instruments or tools. According to Gill, Stewart, Treasure and Chadwick (2008:291), various data collection methods, this can be applied in qualitative research study, included interviews, surveys, and observation. In this study, data collection was achieved by means of interviews, observation, surveys and document reviews.

According to Gill et al. (2008:292), before data collection is embarked upon, the researcher must have properly planned the manner in which the process of data collection will be carried out, the issues of data quality assurance, where ethical principles that include anonymity and confidentiality must be secured prior to the outset of research. In this study, the researcher sought consent of participants, followed by their signing of a consent form. The participants were informed about the purpose of the study so as to enable them to make an informed decision with regard to participation in the study.

Mokoditsoa (2011:34) defines the data collection as process of collecting information from different sources. The primary aim of data collection is to produce reliable data that will help the researcher to find solution to the research problem. The methods used for data collection in this study include interviews, surveys, content analysis and observation. Each process applied for a particular data collection method is briefly summarised below.

#### **3.9.1. Interviews Data Collection from Public Officials**

The researcher utilised a face-to-face interview with the public officials as a data collection method. Moriarty (2011:8) explains that interview is the most common method of data collection in qualitative studies, and is the only data collection method capable of collecting a considerable amount of data over a short period of only one to two hours. Therefore, in this study, structured and semi-structured questions will be used to abstract interview data from the participants. Cassel and Symon (2004:11) describe qualitative research as an interview whose main objective is to collect descriptive data from the interviewee with respect to the natural context of the phenomenon. The qualitative interview therefore enables the researcher to see the research topic

from the perspective of the interviewee. The primary purpose of utilising structured interview questions in this study is to assess the attitudinal aspect of the interviewees toward the IGR and IGRFA implementation, as well as the historical perspectives that affect the implementation of the IGRFA.

According to McClure (2002:4) researchers must be administratively responsible for planning before, during, after the interview process. Therefore, in this study, the researcher planned the interviews for at least 60 minutes. The following aspects with respect to interview were observed and adhered to for all participants:

- The researcher analysed the research question, familiarising himself with the interview question well in advance.
- Appointment was made with the interviewee at least three days before the date of interview and confirmed a day before the interview.
- The interview was conducted at the time and place convenient to the interviewee.
- The purpose of study was explained to each interviewee, and it was made clear to the participant that he/she reserved the right to terminate the interview at any time without any obligation to the researcher or any other persons.
- Written consent was obtained from the interviewee before the commencement of the interview.

The interview data was collected by means structured questionnaires, and an audio recorder. In this study, the development of interview question preceded the actual interview of participants. The interview questions were developed by the researcher and approved by the supervisor; the university statistician was requested to review the interview question and advised the researcher to make some necessary adjustment. The interview questions were pre-tested by conducting trial interview and further adjustments the questions where necessary were made to the questions. Before conducted the interviews with public officials of the departments and state institutions selected for this study, the researcher secured an appointment with the Senior Managers of the respective departments and state institution. The purpose of the appointment was to meet the Senior Managers for introduction, explaining the purpose of the research and to request permission to conduct the interviews with the officials of the department or state institutions concern. When the Senior Managers have granted the permission to conduct the interviews, an

appointment was made with the selected public officials and the interviews were conducted at a date, place and time preferred by the public official concerned. The interviews with the public officials were conducted on face to face basis with each the public official.

### **3.9.2 Surveys Data Collection from beneficiaries**

Leedy and Ormrod (2010:187) describe survey research as a system of acquiring information from a group of people with regard to their attitude, opinion and experiences regarding a particular phenomenon. In this study, research surveys were carried out amongst the beneficiaries of services within the Greater Giyani Local Municipality. The survey process involved answering pre-recorded questions in survey questionnaires used as a survey data collection instrument. The ultimate aim of using survey data collection method in this study was to gauge the perceptions of the community of Greater Giyani Local Municipality with regard to delivery of services within the Municipality.

The survey questionnaire was developed by the researcher and approved by the research supervisor, and input was sought from the university statistician. The questionnaire was pretested by means of trial survey to eliminate ambiguities and to enhance the validity of collected data. The researcher purposively and theoretically selected a survey sample, which was considered to be representative of the survey population. The researcher ensured that the respondents from different household were anonymous of each other in such a manner that one member of the household completing a research survey questionnaire is not aware of the other members of other households also completing the survey questionnaire. This was done in order to avoid cross influence of responses. In order to collect data from the service delivery beneficiaries, the researcher visited their respective homes during Saturdays and Sundays afternoon between 13:00 and 16:00 and introduced himself, explains the purpose of the research to the members of the households and requested the household to participate in the survey. When the head of the household has given permission to participate in the research survey, survey questionnaires was given to any of the adult members of the household to complete. The date on which the researcher may collect the completed survey questionnaire was agreed upon between and the respective research participants.

Leedy and Ormrod (2010:189) explain that the techniques of the checklist and the rating scale must be adopted to facilitate the evaluation and qualification of survey questions in relation to the populations' attitude and opinions. The checklist comprises services, projects and programmes that improve the lives of people and whose success is influenced by IGR and

IGRFA implementation. The rating scale was utilised across a continuum consisting of “inadequate”, “adequate”, “excellent”, and “never”, “sometimes”, “always” to obtain the opinion and experiences of the population regarding services provision in their communities.

#### **3.9.4 Documentary Review Data Collection**

According to Elo and Kyngäs (2007:107), document review is the analysis of recorded (audio or visual) and written messages, books, notes, minutes and memos. This method of data collection will be used to supplement the interview, survey and observations by analysing the applicable and relevant documents produced in the course of or as a result of stakeholder and intergovernmental relations and stakeholders meetings. The advantage of this method, compared to other methods of data collection, is that it is inconspicuous method, which is rich in describing the values and belief of the participants within the research settings. This method of data collection will include the review of documents such as minutes, agenda, political speeches and formal policy statement pertaining to intergovernmental cooperation so as to enhance service delivery within Greater Giyani Municipality.

#### **3.4.2 Development and Testing of Data Collection Instrument**

According to Zaza, Truman, Sosin, and Teutsch (2000:44), the data collection instrument must be developed in a manner that provides consistency, reduces bias, and improves validity and reliability of data. The data collection instruments were developed by the researcher after a careful analysis of the literature on the development of data collection instrument for qualitative data. When developing the data collection instruments for this research study, the researcher considered the research question, the problem statement as well as the aim and the objectives of the research study and the research participants.

The data collection instrument for this research study was reviewed by the university statistician and the research supervisor. The purpose of the review by the statistician was to eliminate ambiguities from abstraction questions that may pose a problem during the analysis. The data collection instruments were pre-tested through a trial run or mock data collection. The purpose of pre-testing the instrument was to ensure reliability, stability, internal consistency and internal reliability.

## **3.10 ETHICAL CONSIDERATION RELATED TO DATA COLLECTION**

### **3.10.1 Privacy and Anonymity of Participants**

Ethical behaviour by researchers is the hallmark of academic research; therefore the research will ensure that all participants in the study had their privacy and identity protected. Therefore no identifying information linked to an individual participant was directly or indirectly communicated to any other person in writing or by any other means.

### **3.10.2 Confidentiality**

According to Kaiser (2009:4), the most important approach a researcher must adopt in order to protect the confidentiality of the participants is to ensure a complete confidentiality of the participant during collection, analysis and reporting process. The researcher addressed issues of confidentiality during the data collection process by emphasising the filling of consent form and presentation of confidentiality statement at the beginning of data collection process.

### **3.10.3 Informed Consent**

According to Richards and Schwartz (2002:137), informed consent is a prerequisite for all research involving identifiable subjects; therefore a maximum requirement for an interview study is that the researcher must obtain written consent from each participant after they have been duly informed of the purpose and the nature of the research. In this study, each individual participant was informed of the nature of the study, and that he or she may withdraw from participation at any given time. Participants were also informed that they may choose whether or not to participate, where anyone one choosing to participant in the study was requested to signed an informed consent form.

### **3.10.4 Data Interpretation**

Richards and Swartz (2002:136) argue that data analysis is highly dependent on the theoretical framework, epistemological commitments, personal characteristics and presumptions of the researcher. Therefore, the dynamism of the research results is judged in relation to the considerations according to which data was analysed. In this research study, the data was analysed in a manner that made it possible to circumvent misstatement, misinterpretation and fraudulent analysis. Misrepresentation and misinterpretation of data was minimised by means of respondent validation, which involve providing the participants with feedback of the analysed data before the final analysis was published.

### **3.11.1 Data Analysis Methods**

Burnad, Gill, Steward, Treasury, and Chadwick (2008:429) argue deductive and inductive method of data analysis to be the two central approaches to qualitative data analysis. Deductive approach requires the researcher to apply structured and predetermined approach which requires the researcher to theorise and structure the collected data and use it to analyse the data. The application of deductive approach to data analysis pre-supposes that the researcher was aware of the participants' responses to the interview questions. By way of contrast, an inductive approach to data analysis uses the collected data to develop the structure and a framework of analysis of the data. Therefore the pre-conceived knowledge of the researcher about the participants' responses plays a little or no role in the final analysis of data. The approach of data analysis adopted by the researcher in this study is an inductive approach. The inductive approach is the most suitable approach because it allows the research to group the responses of the participants to interviews, interview transcripts, observation, analysis of document reviews, and survey questions into themes and categories and the themes and categories.

Lacey and Ruff (2007:6) explain that qualitative data analysis goes through various stages, where the researcher in this study analyses the collected data in a stepped format. The steps that the researcher follows include the familiarisation with data by reading and listening to the audio tape, reviewing the video tape and fields notes; followed by transcribing the recorded material, coding, and organising the coded data into themes and categories. The process of grouping the data into themes and categories ensures that all data irrelevant to the research questions, aims and objectives are filtered out and discarded. This process ensures that only the data that is relevant to the research is retained and further analysed using analysed using statistical software.

### **3.12 INTERNAL AND EXTERNAL VALIDITY OF THE STUDY**

Elliot and Lazenbath (2005:49) explain that the approach used to assess the quality of research study involves assessment of the method used for data collection and analysis. According to Lincoln and Guba (1985), cited in Elliot and Lazenbath (2005:49), the qualitative criteria for assessing the internal validity of the study include credibility, transferability, dependability and conformity. Payton (1976, cited in Krefting 1991:215) explains that internal validity for the research study is concerned with the ability of the research sample to be generalise to the population and to generalise the hypothesis or the research question for further investigation. In this study, the researcher applied the following approaches to ensure the attainment of rigour and quality.

### **3.12.1 Triangulation**

Shenton (2004:72) explains that triangulation is used in qualitative research to promote confirmability; this is done to reduce the effects of researcher's bias. In this study, the researcher will utilise observation, interviews, surveys and content or document analysis as methods of data collection. Mays and Pope (2006:51) argue that the researcher must compare the results of data generated by the different methods, and identify the pattern of convergence to ensure and guarantee the validity of such data.

### **3.12.2 Respondent Validation**

Mays and Pope (2006:51) explain respondent validity as a technique according to which the researcher's final analysis of the data is sent back to the participant for the participant to comment on the analysed data. The researcher then incorporates the participant's comment on the analysed data in the final analysis of the research study. In this study, the researcher utilises the respondent validation techniques as an error reduction method, through which the researcher and the participant further generate additional data, which is incorporated in the final data analysis.

### **3.12.3 Transferability**

Shenton (2004:69) argues that external validity is concerned with the extent to which the finding of one study can be applied to other situations. In order to ensure transferability of study, the researcher in this study explains the boundaries and limitations of the study context in details in the final report to enable other researchers to carry out similar research

### **3.12.4 Dependability**

Shenton (2004:71) explains that to ensure dependability the researcher must report in detail the process through which the study was carried out, so as to enable future researchers to replicate the study and gain the same results. Therefore, in order to ensure dependability for this study, the researcher in this study explains the research design and the manner of its implementation in detail, along with methods that were used for the gathering of the research data.

## **3.13 CONCLUSION**

This chapter described the research design for the study and the qualitative method that has been utilised to for data collection. It also describes the research setting, the population and the sampling method that has been applied to choose the sample size. The chapter also explain the

process of developing of data collection instrument and methods of ensuring objectivity and ethical consideration during the collection of data.

## **CHAPTER FOUR**

### **DATA PRESENTATION, ANALYSIS AND INTERPRETATION**

#### **4.1 INTRODUCTION**

In Chapter Three, different methods of data collection were discussed, and the population and sampling methods as well as the study area were outlined. This chapter focuses on the analysis and interpretation of the data collected from the participants by examining the participant's responses to interviews and survey questionnaires. The analysis of data was carried out in order to summarise and adapt the responses into a detailed research report; therefore, this chapter reflects the quantitative and qualitative findings of the study.

The aim of the study is to assess the implementation of IGRFA and its influence on the delivery of services in the Municipality. In order to realise the aim of this research, the study needs to answer the following questions:

- What do IGR and IGRFA implementation requires in order improve the delivery of services in Greater Giyani Municipality?
- What are the effects of IGR and IGRFA in the delivery of services in Greater Giyani municipality?
- What are the impediments affecting the implementation of IGR and IGRFA in Greater Giyani Municipality?
- What can be done to foster the implementation of IGR and IGRFA in order to enhance service delivery?
- What is the status and level of service delivery in Greater Giyani?

The questions were answered through the analysis of data collected by means of structured interviews from a sample of public officials representing the state institutions rendering services in Greater Giyani, along with survey responses of service beneficiaries.

#### **4.2. DEMOGRAPHIC DATA**

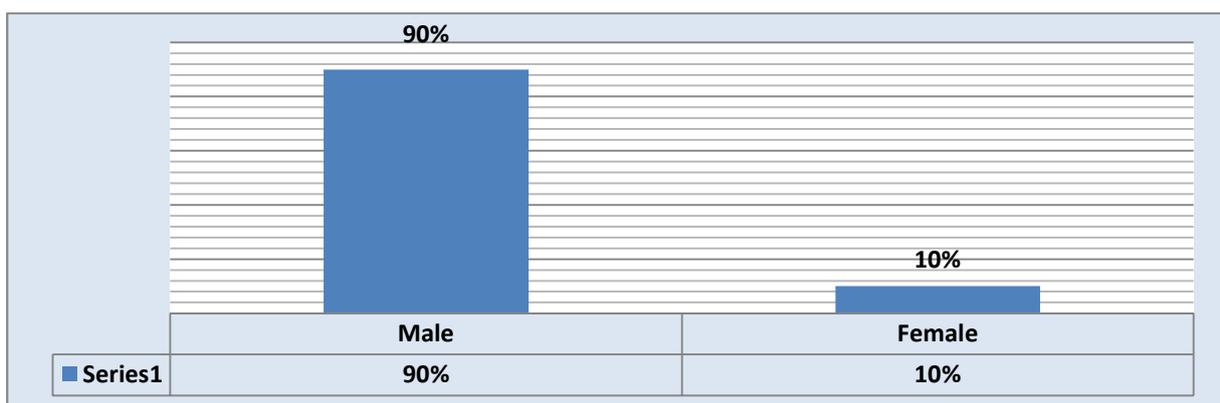
According to Huff & Tingley (2015:2), demographic data represents the characteristics of the research population, which are defined by race, gender, age, educational level and general work

experience. Demographic data provide the researcher with the distinct characteristics and attributes specific to the participants of the research study, and helps the researcher to understand the attributes of the participants as well as to ascertain the characteristics of the broader population from which the participants are drawn. Therefore, on the final analysis, demographic data assists the researcher in determining whether the demographic traits or characteristics have a bearing on the general or specific findings of the research, where if this is affirmed, it assists the researcher in developing strategies that can be employed to intervene in and improve the circumstances of the population.

#### 4.2.1. The Gender of the Public Officials

According to UNFPA (2014:27), gender analysis illuminates the different experiences of male and female participants with regard to their perceptions when confronted with different socio-political/economic deviations. Therefore, in this study, gender is significant, as it informs the researcher about the practices, desires, attention, backing, primacies and capabilities of male and female public officials with regard to the experience concerning the IGR and IGRFA, as the subject matter of this research. In this research, gender attributes are not meant to infer lower or higher status between male and females, with respect to their respective or relatives understanding of IGR and or IGRFA, but to assist the researcher in decrypting the relative traits with regard to the implementation of IGR and IGRFA within the Greater Giyani, and the distribution of gender across the spectrum of IGR and IGRFA.

**Figure 1: Gender of the Respondents**



According to Figure 1.0 above, 90% of the respondent public officials were male and 10% female. This is due to the fact that more males held managerial and senior positions within the public service and state institutions.

#### 4.2.2. The Educational Qualification of Respondents

Fakir (2007:8) reveals that when attempting to improve the delivery of service to the community, public servants are constrained by a myriad challenges, which include institutional weakness, pitiable human resources characterised by a lack of ethics, values and attitudes, due poor training and inadequate professional education. Therefore it is important for this study to determine the level of education of the public officials in question.

**Figure 2: Educational Qualification of Respondent**

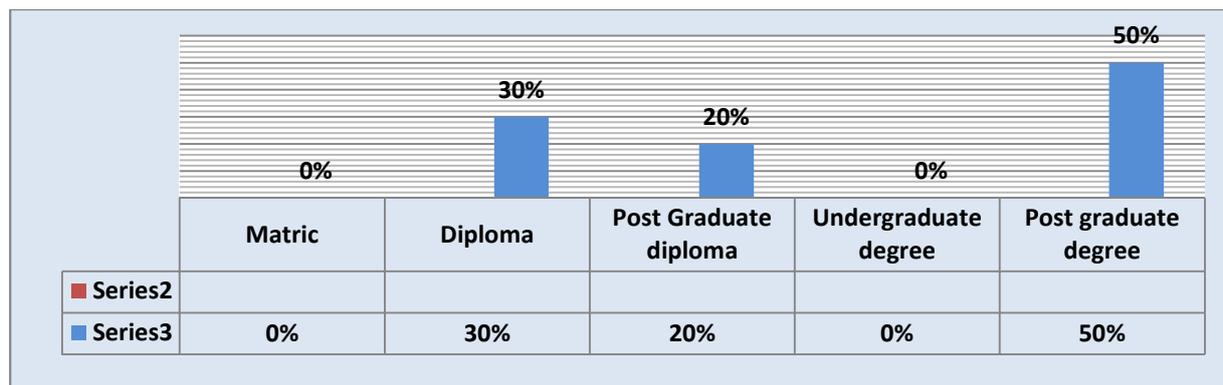


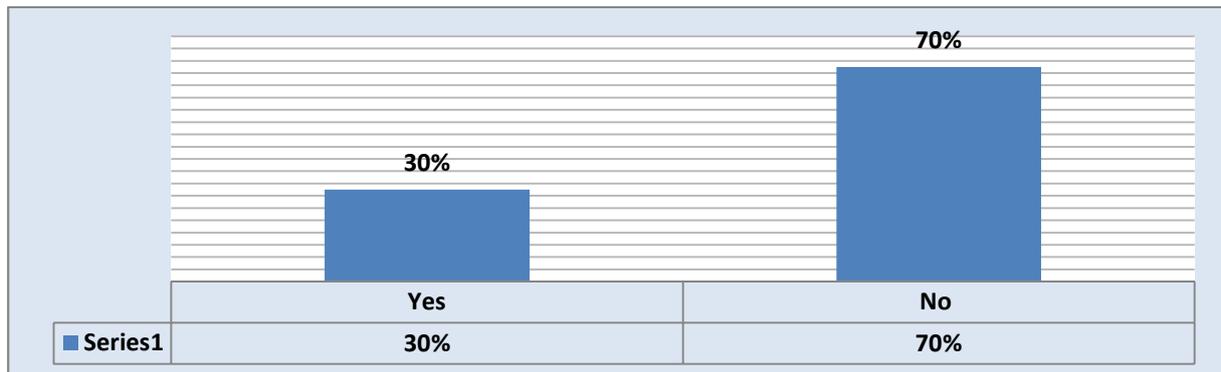
Figure 2 reflects the educational qualification of the public officials, where 30% of the public officials indicated that they are educated diploma level, while 20% indicated having postgraduate diplomas, and 50% postgraduate degrees.

### 4.3 EXPERIENCE AND IGR TRAINING OF PUBLIC OFFICIALS

#### 4.3.1 The Formal Training of Respondents in Intergovernmental Relations

Wessels (2000:311) argues that public servants have been subjected to a large number of unpredictable changes in the executions of their duties; one such change is the statutorisation of IGR to improve service delivery across all spheres of government. The changes in the implementation of IGR requires the public officials to acquire new skills and administrative technologies in order to be more assertive when dealing with the shifting values of service delivery and community expectations. Therefore, it is imperative for this study to decode the extent of formal training of public officials in IGR and to determine the effects thereof on the implementation the principles of IGRFA. The formal training of respondent with respect to IGR is illuminated in Figure 3. It can be inferred from Figure 3 that only 30% of the public officials interviewed had a formal training in IGR, compared to 70%, who responded that they had no formal training in IGR.

**Figure 3: Formal training in intergovernmental relations**

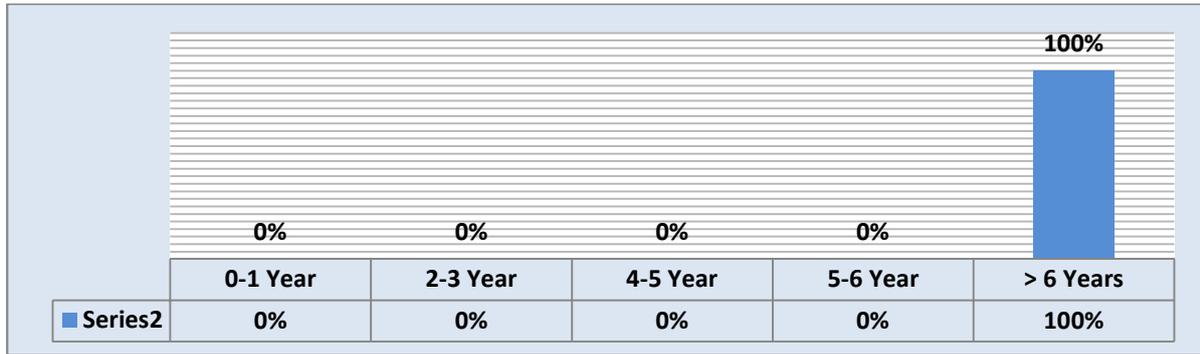


The results depicted in Figure 3 indicate that no emphasis was placed on educating the public officials in the implementation of IGR. This contradicts with the National Planning Commission (2011:364-365), which recommends that to solve the service delivery challenges requires the building of skilled and professional public service through formal and informal training. Therefore, a lack of formal training in IGR by the majority of public officials in state departments has a disastrous effect in the implementation of the principles of IGRFA within the local municipality.

#### **4.3.2 General Work Experience of Respondents**

Mapyunye (2009:41) tells us that the quality of public service is defined by the general work experience, technical and educational skills, as well as ethical standards of public officials. The general work experience in public administration comprises experience across finance, technical and administrative aspects of public service. The relative general work experience of public officials is illustrated by Figure 4, which shows that all the public officials interviewed have more than six years of experience working in their respective positions. Although they have different technical and administrative backgrounds, it is acknowledged that they possess the necessary public administration skills to drive the wheel of service delivery within their respective public institutions.

**Figure 4: General work experience of respondents**

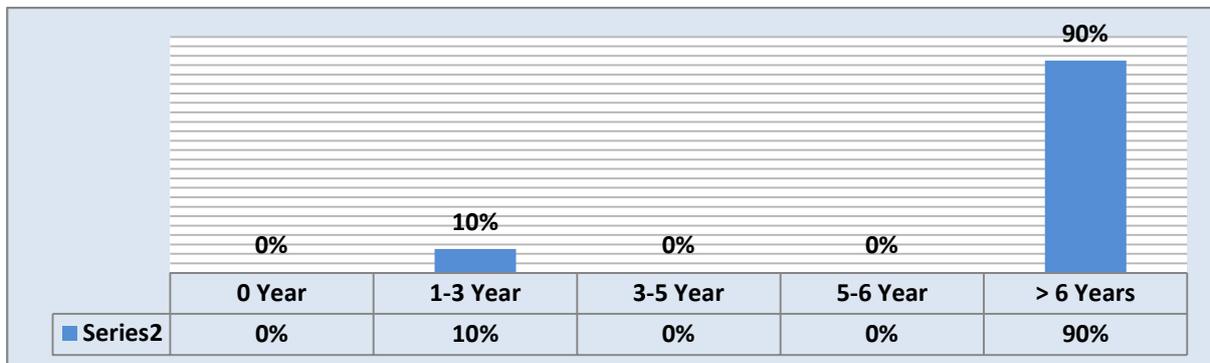


According to Figure 4, all of the public officials interviewed indicated that they have more than six years of general work experience.

### 4.3.3 Experience of Respondents in IGR

IGR is an administrative function gearing with other functions to drive the wheels of service delivery; and requires highly experienced and competent official to execute it. The experience of public officials with respect to IGR is gauged by Figure 5, which shows that 90% of public officials have more than six years of IGR experience, while 10% indicated that they have only 1-3 years of IGR experience.

**Figure 5: Experience of Respondents in Intergovernmental Relations**



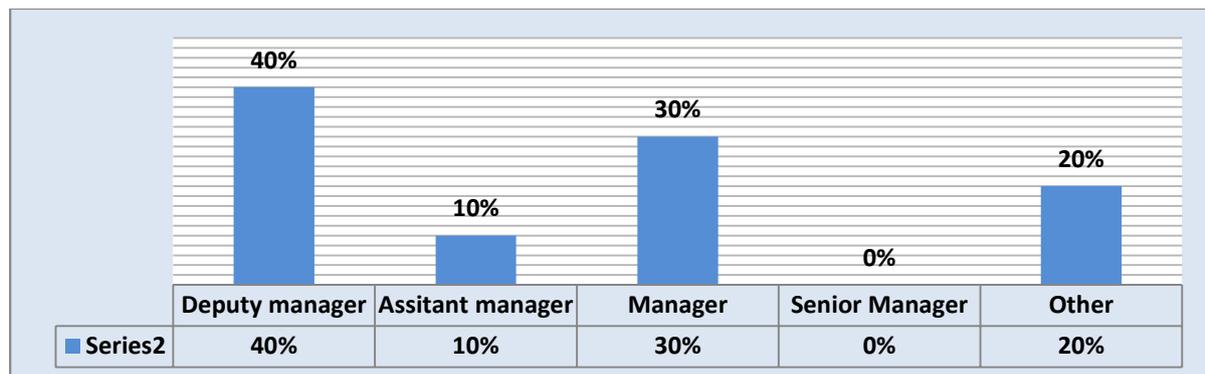
## 4.4 POSITIONS, INSTITUTIONS AND KEY SERVICE DELIVERY AREAS

### 4.4.1 The Position of Respondents in the Department or State Institution

Mafunisa (2003: 96) defines the role of senior public servants as comprising of policy making and implementation, in order to enhance the service delivery objectives. In this study, the relative positions of the respondents in the establishments of their respective department and or state institutions are summarised by Figure 6, which establishes that 40% of the respondents are deputy managers. Those ranked as Assistant Managers are only 10%, where the Assistant

Manager’s position is adopted by the municipalities and national departments and is equivalent to the rank of Deputy Manager within the provincial departments. The study also reveals that 30% of the respondents were managers. The rest of respondents occupy the positions ranging from senior administration officers to educators, and artisan superintendents.

**Figure 6: Position of Respondent in the Department or State Institution**



#### 4.4.2 The Sectoral Department/Institution Represented by the Respondents

The sectoral departments and institutions rendering services in Greater Giyani comprise of local and district municipality, national and provincial departments. The state-owned enterprises rendering services in Greater Giyani are either controlled by national or provincial departments, or the district municipality, and are either grouped among the national or provincial department or the municipality, depending on their locus of control.

**Figure 7: The Department and Institutions that Respondents Represent**

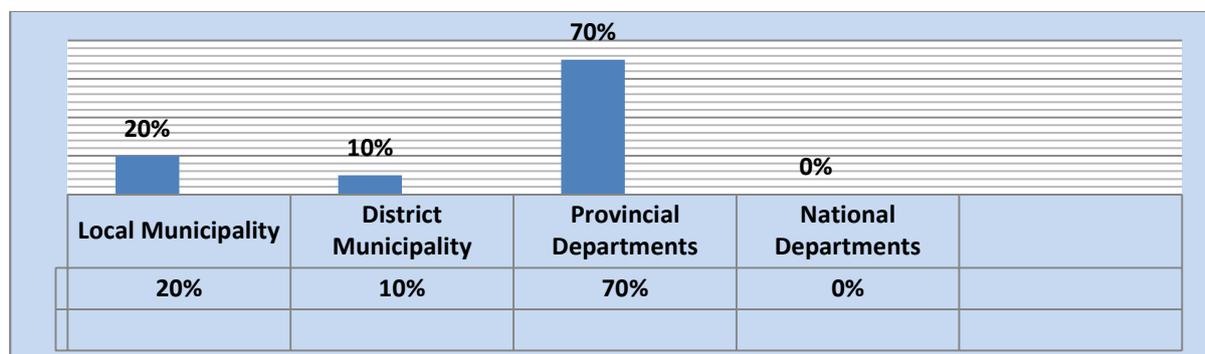


Figure 7 indicates that 70% of the public official represents the provincial departments, where 20% and 10% represent the local and district municipality, respectively.

#### 4.4.3 The Key Service Delivery Areas Represented by the Respondents

Key service delivery is divided into water and sanitation, primary healthcare, public transport, waste removal, and disposal service delivery infrastructure and agriculture and development.

**Figure 8: The Institutional/Departmental Service Delivery that the Respondent Represent**

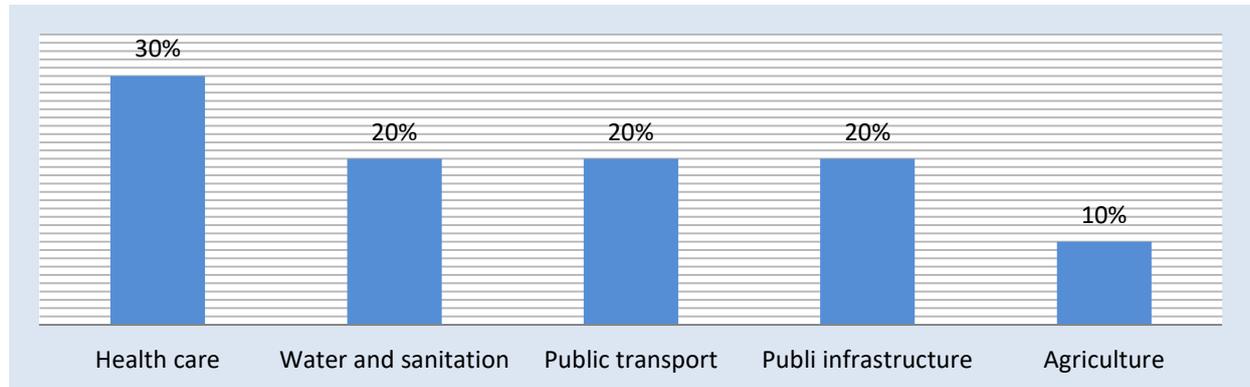


Figure 9 indicates that 30% of the public official represent the healthcare service delivery sector, 20% represent water and sanitation, public transport and public infrastructures, while 10% of the public officials represented the agricultural and rural development sector.

#### 4.5 IGR, IGRFA AND SERVICE DELIVERY LINKAGES

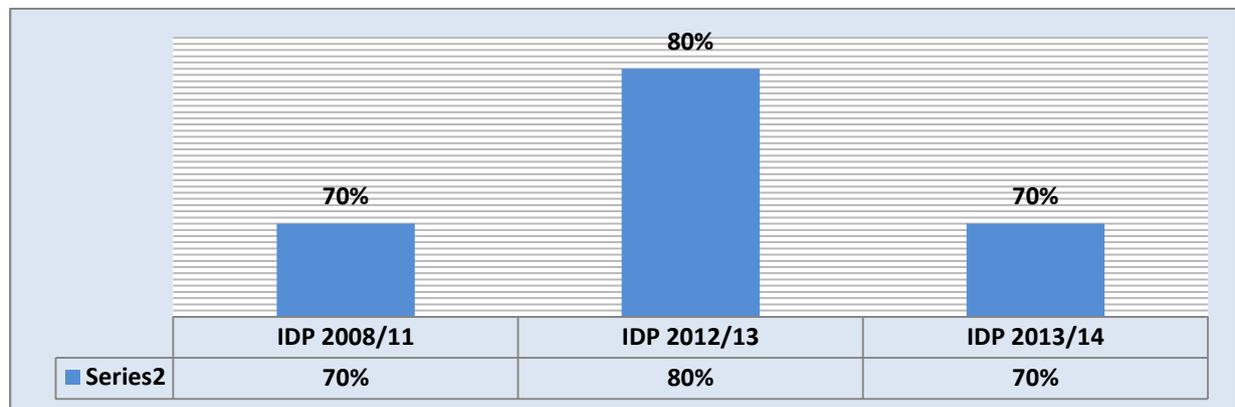
In order to determine a link between IGR and IGRFA implementation with the efficiency at which service is delivered, the data collected from the public officials is grouped into four themes: the first of which decodes the implementation of IGR; the second of which infers the relationship between IGR and services delivery; the third of which decodes whether the implementation of IGR and IGRFA can improve delivery of services; and the third of which evaluates the effects of IGR on service delivery in Greater Giyani. Zunane (2011:28) explains that service delivery through IGR is anchored by public-public partners or shared services delivery, which occurs as a result of partnership between the municipalities, the provincial and national departments, which occur through a constitutional mechanism of the principles of cooperative governance. Implementing the IGRFA requires all state institutions to cooperate with one another in the implementation of service delivery programmes.

##### 4.5.1. The Rate of Attendance to IDP Meetings by Departments or Institutions

According to Van Donk, Swilling, Parnell, & Pieterse (2008:339), the local municipality, through the IDP, is the bearer of the delivery of public services. It is burdened with the

responsibility of service delivery together with the national and provincial departments, and other state institutions operating within the boundaries of the local municipality. This argument supports Maloka & Mashamaita (2013:195), who postulate that the anchor of service delivery within the local municipality is the IDP; and the main object of the IDP is to integrate the action of different sector departments so as to enhance service delivery to the community. Therefore, attendance to IDP meetings by sector departments and state institution is significantly imperious. The rate at which the departments attend the Greater Giyani's IDP meetings is illustrated by Figure 9, which reveals that 80% of the respondents have participated in the municipal IDP for the financial year 2012/13, against 70% who respectively attended the 2008/11 and 2013/14 financial year IDP.

**Figure 9: The rate of IDP to meeting by department or state station**

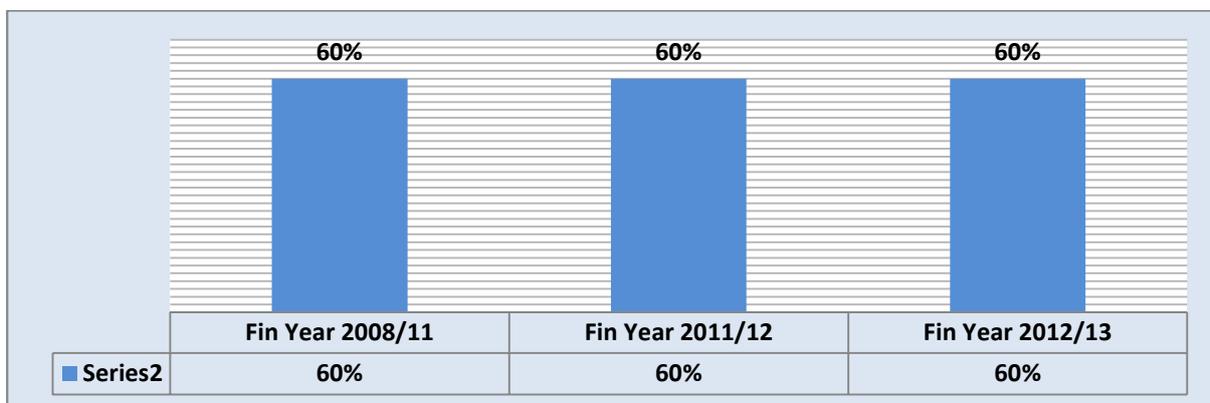


According to Figure 9, the attendance to IDP meetings is relatively high when compared to attendance to other programmatic meetings such as the budget and service delivery meetings. Despite the relatively high attendance to IDP meetings, Greater Giyani communities continue to experience the service delivery backlog in key service delivery areas, such as water and sanitation. This is due to poor institutional support and inadequate cooperation between the local municipality and other state institutions. This argument is reinforced by Manyaka & Madzivhandila (2013:177), who argue that although the IDP is a mechanism used by local municipalities to promote stakeholder participation, in order to ensure an effective service delivery, its objective requires proactive collaboration of sectoral departments and institutions. Therefore, high attendance at municipal IDP meetings, which does not translate into cooperation and collaboration, will not bring about the improved service delivery.

#### 4.5.2. Attendance to Municipality Budget Meeting by State Institutions

Kuye and Ile (2007:69) note that IGR is driven by a system of relations that requires state institutions to participate in each other’s programmes and projects. Municipal budgeting is one of the programmes that constitute the hallmark of service delivery, as they provide a linkage between and across key service performance area. Figure 10 reflects a pitiful attendance to Greater Giyani Municipality’s budget by state departments, as well as other state institutions, for selected years of data collection.

**Figure 10: Rate of Attendance to Budgets Allocation Meeting Department/Institutions**

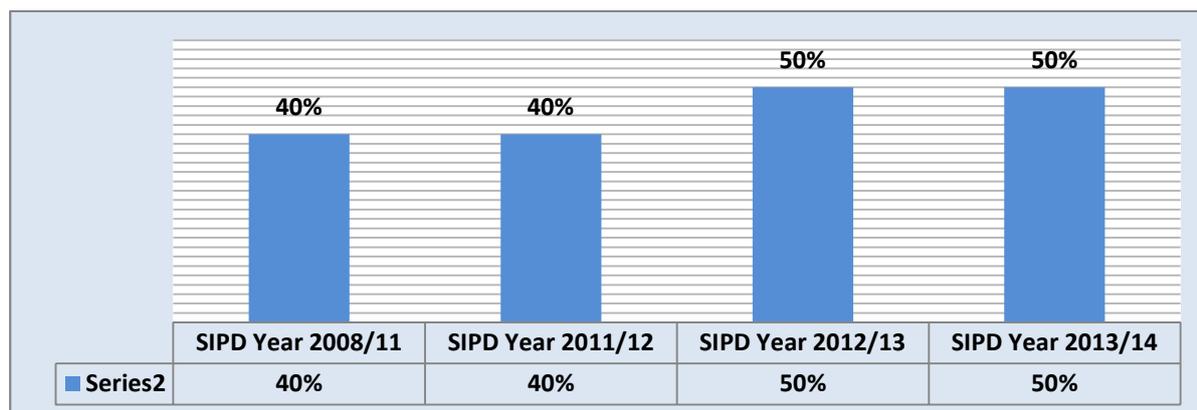


According to Figure 10, only 60% of the respondent’s department or state institutions have attended the municipal budget for financial year 2008/11, 2011/12 and 2012/13, against 40% of the respondents who did not attend the municipal budget for the reflected financial years.

#### 4.5.3. Attendance to Service Delivery Improvement Plans

Service Delivery Improvement Plan (SDIP) meetings are highly significant for enhancing service delivery. Figure 11 shows that 40% and 50% of the public officials indicated that their respective departments and or state institutions have attended the SIPD for 2008/11, 2011/12 and 2012/13, 2013/14, respectively. According to Thornhill (2006:318), the relatively poor attendance to service delivery improvement plans is one of the foundational factors impeding service delivery.

**Figure 11: Rate of attendance to service delivery improvement plan**



#### 4.5.4. The Holding of Stakeholders Meetings by Department/Institutions

DPLG Report (2008:10) explains that the impact of IGR on service delivery is measured by the transformation of policies and programmes into service delivery outcomes, which requires multi-sectoral engagement. The UNDP (2006:4) explains that the aim of multi-stakeholder engagement is to enhance the development and strengthen of the service delivery network amongst the state institutions. The pattern of holding stakeholder meetings in Greater Giyani follows the same trends as the attendance to the stakeholders meeting, where this pattern is illuminated in Figure 12.

**Figure 12: Holding of Stakeholder Meetings by Department/institutions**

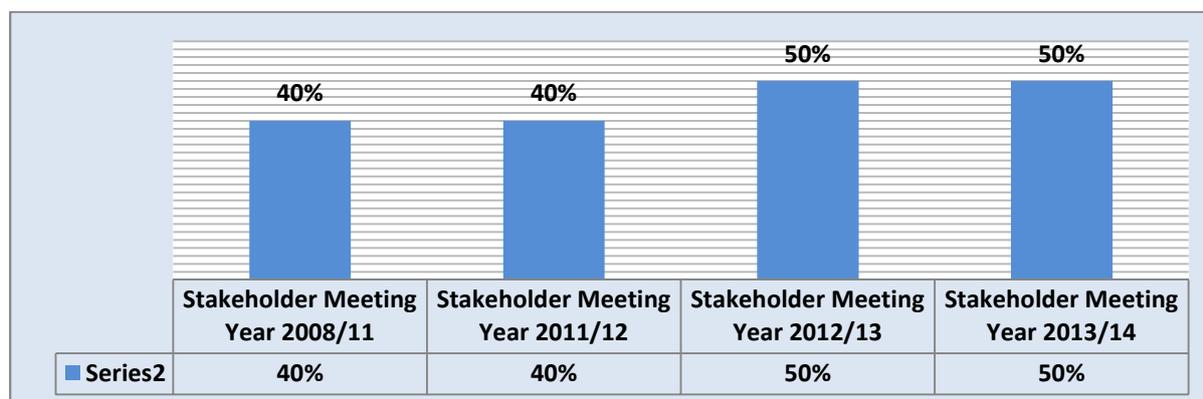
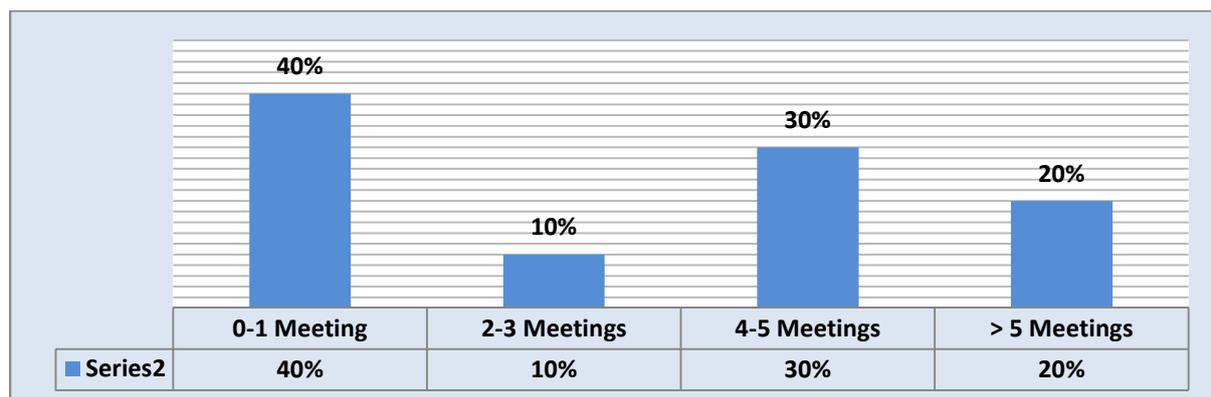


Figure 13 reflects that 40% and 50% of departments and state institutions held stakeholders meetings for respective financial years.

#### 4.5.5. Number of Stakeholders Meetings Held For Financial Year 2013/14

UNPD (2006:6) informs us that the stakeholders meeting assists in building dialogue and consensus, and influences the decision-making and planning process, monitoring and evaluating service delivery programmes. The holding and attendance of stakeholders meetings serves as a barometer of cooperative governance within the local sphere of government for improved service delivery. The stakeholders meetings are a gateway to improving service delivery, however Figure 13 shows that 40% of public officials indicated that their departments or state institutions did not hold any meeting, or have held only one stakeholder meeting, during the 2013/14 financial year. This is followed by 10% of the public officials who claimed that their departments held two to three stakeholders meeting, against 30% who had three to five stakeholders meetings. Only 20 percent of departments or institutions held more than five stakeholders meeting during the same financial year.

**Figure 13: Number of Stakeholders Meetings Held During 2013/14**



#### 4.5.6. Rate of Attendance to Service Delivery Meetings

Although Malan (2005:30) argues that the government has developed a system of cooperative governance driven by conducting stakeholders meetings, the holding of stakeholders meeting and attendance to service delivery meetings within Greater Giyani is undesirably low, as indicated by Figure 15, which reveals the extent of attendance at service delivery meetings in Greater Giyani. Burns & Beukes (2007:430) regard the attendance to stakeholders and service delivery meetings as a crucial aspect of IGR implementation; because it creates the channels through which sector departments and institutions distribute skills, resources and information to dismantle the challenges impeding service delivery at the local municipality level.

**Figure 14: Rate of Attendance at Service Delivery Meetings by Department/institutions**

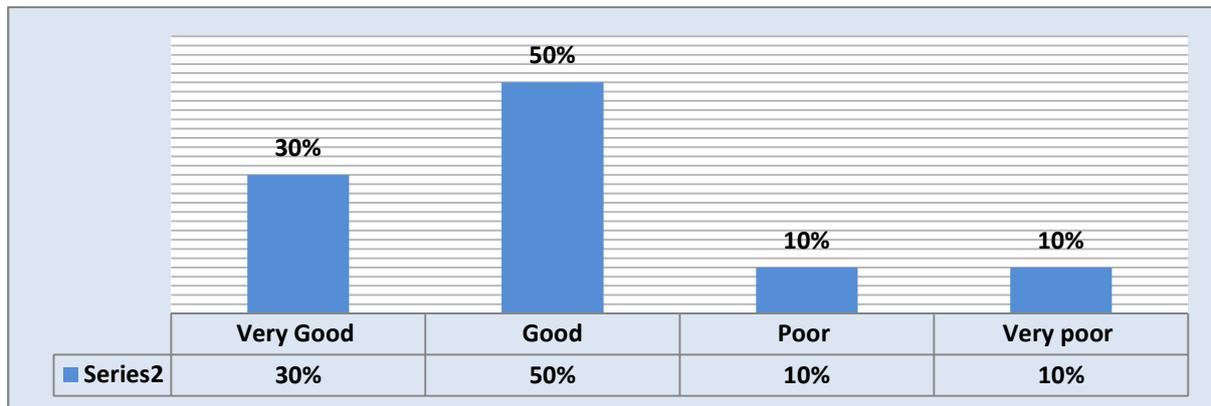


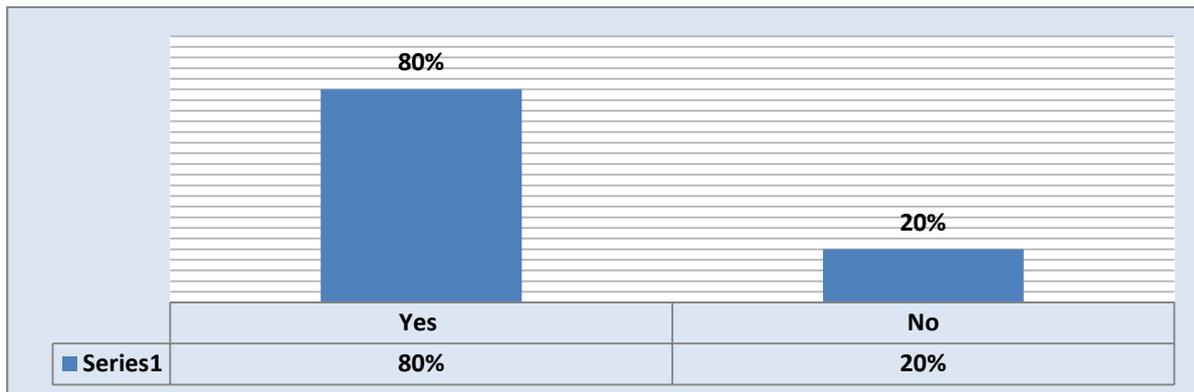
Figure 14 portrays that 30% of the respondents considered attendance at stakeholders meetings as very good, while 50% considered the attendance at stakeholders meetings to be good, against 10% of the respondents who considered the attendance at stakeholders meeting by department and or state institutions to be poor, and very poor.

#### **4.6 THE EFFECTS OF IGR AND IGRFA IN THE DELIVERY OF SERVICES**

##### **4.6.1 The Influence of Departments or Institutions on Service Delivery**

Pretorius and Schurink (2007:19) elucidate that the district municipalities, provincial and national departments and other state institutions have a huge influence on the performance of the local municipalities. The district municipality and other state departments and institutions operating within the Greater Giyani are the gears that assist the Greater Giyani Local Municipality in delivering services to the local communities. The influence of one department's or state institutions service delivery programmes on the activities of another is illustrated by Figure 15, which depicts that 80% of the public officials indicated that the service delivery programmes undertaken by their department are influenced by the activities of other department or state institutions.

**Figure 15: Influence or State Institution on Service Delivery of Others**



**4.6.2. Intergovernmental Relations and Service Delivery**

According to UNDP (2010:4), access to basic water supply, sanitation, basic health services, waste removal, disposal and management, primary education and roads and other public infrastructures is essential to the reduction of poverty, where in South Africa, inadequate access to basic services such as water, health, education, infrastructures such as housing is considered an infringement of the Bill of Rights of the members of the community. Therefore, the following analysis provides a reflection of the manner in which the activities of one department influence the success of services delivery programme of other departments or state institutions. There is a strong relationship IGR and the successful implementation of service delivery programmes of health services, water and sanitation services, public infrastructure, public transport, agricultural and rural development.

A public official representing the Department of Transport indicated that the provision of road infrastructures such as taxi and bus ranks depend on the quality of cooperation and collaboration between the Greater Giyani Municipality, Limpopo Department Works and Public Infrastructures department of Economic, Limpopo Department of Environment and Tourism and the Limpopo Department of Health. The significant of cooperation between government institutions was echoed by another public official of the Department of Water and Sanitation, who noted that *“my department assists the district municipality by providing a regulatory framework by establishing the norms and standards for water and sanitation provision; and the district municipality also assist [sic] the local municipality in its endeavour to provide basic water services to the communities.”*

A public official representing the Limpopo Department of Works and Public Infrastructures highlighted the importance of partnership between government department and state institutions in the delivery of infrastructures, by indicating that “*the quality of infrastructures for hospitals, clinics and schools and access to such facilities depend on the cooperation between his department and departments responsible for programmes delivered by such facilities.*” All public officials indicated that attendance at stakeholders meeting as a platform for partnership and cooperation between and amongst government departments and institutions, however stakeholders meetings were very poor.

A respondent from the department of Agriculture and Rural Development indicated that “*service delivery challenges persists because department[s] are working in silos.*” Another public official from Department of Works and Public Infrastructures revealed that a lack of communication between and amongst government departments and institutions is an impediment, hampering the fast tracking of service delivery within the Greater Giyani.

#### **4.6.3. The Influence of Stakeholder Meetings on Service Delivery**

Partridge, Jackson, Wheeler, & Zohar (2006:8) explain that service delivery at a local level is a complex issue, which cannot be accomplished by a single state actor. Sokhela (2006:51-52) supports this assertion by stating that complexities of service delivery within the local municipality can be minimised by developing a framework for the implementation of IGR, which will also curtail the competition among the sector departments and institutions and maximise the spirit of partnership, as supported by the information reflected in Figure 16. Maloka & Mashamaita (2013:199) also contend that stakeholders’ meetings increase the level of communication, technical support, and capacity building and heighten the sharing of skills and resources between the district and local municipalities, provincial and national department operating within the local municipalities.

**Figure 16: Influence of Stakeholder Meetings on the Success of Service Delivery**

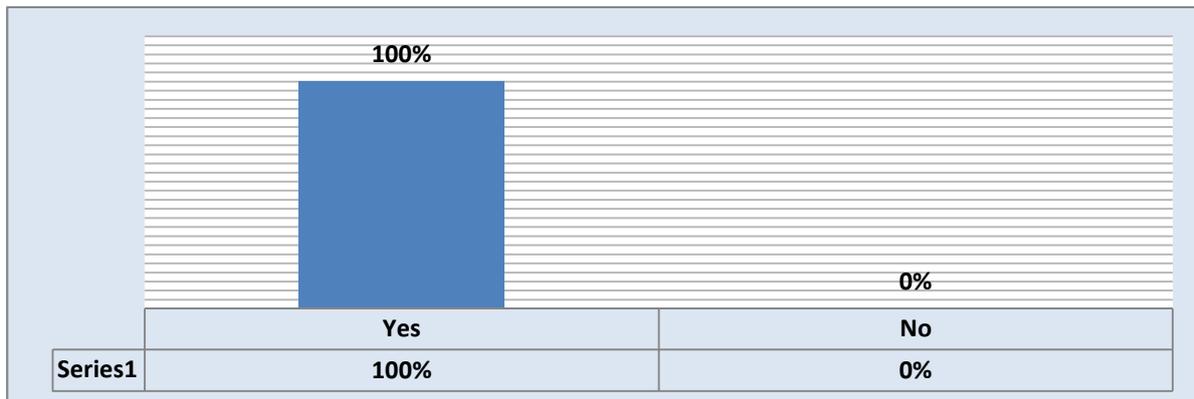


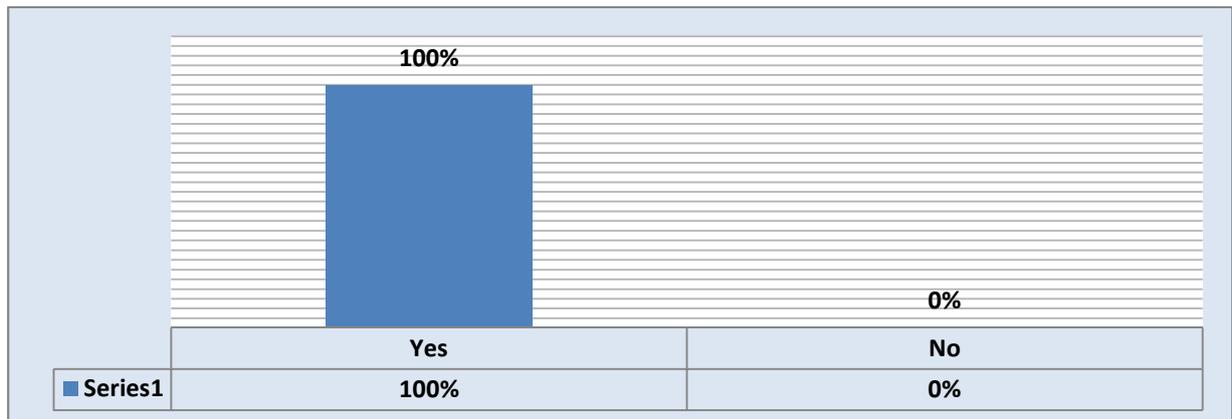
Figure 16 indicates that all public officials agree that stakeholder meetings have an influence on the success of service delivery programmes undertaken by their department or state institutions.

**4.6.4. The Significance of Collaboration and Cooperation on Service Delivery**

According to OECD (2008:9), delivery of sustainable services at local level requires the involvement of national and provincial government departments in the service programmes undertaken by local municipalities. The service delivery programmes of both national and provincial departments must be balanced and linked with the service delivery programmes undertaken by local municipalities in order avoid the duplication of service delivery.

Figure 17 indicates that 100% of public officials regard cooperation and collaboration between and amongst government departments and institutions as indispensable for successful service delivery at the local municipality level. These findings support the conclusion by Kuye & Ile (2007:70), who state that the network of relationships between and amongst state officials propagates partnership between state institutions, and assists in enhancing service delivery.

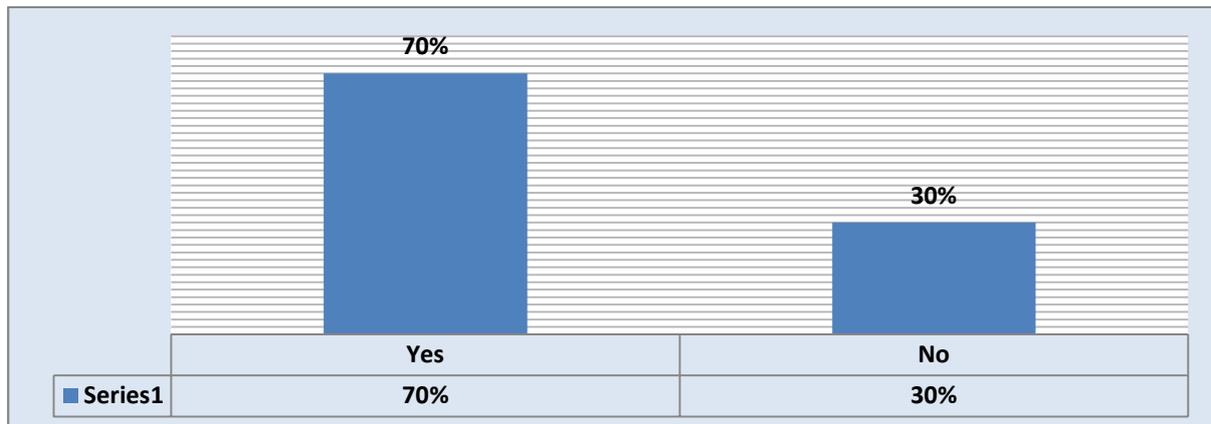
**Figure 17: Collaboration and Cooperation Significant for Service Delivery**



**4.6.5. The Impact of a Lack Cooperation and Collaboration in Service Delivery**

The OECD (2008:33) reveals that a lack of cooperation and collaboration incapacitates the delivery of service at local level. Figure 18 highlights that 70% of respondents indicate service delivery backlogs in Greater Giyani to be caused by poor communication and lack of cooperation between the local municipality and other state institutions. This is evidenced by the public official representing the Department of Health, who cited an example of lack of cooperation between his Department and the Department of Works and Public Infrastructures during the construction of new Nkhensani Hospital. He further indicated that the Department of Works and Public Infrastructure was responsible for the planning and implementation of the construction the Hospital. Although the Department of Health was to be the custodian of the Hospital, it was not involved in the planning and the implementation of the construction of the Hospital facilities. This lack of cooperation between the two departments resulted in the hospital being built without a nurses’ home. This also affected the provision of nursing and medical services at the hospital, as nurses often resigned to work at clinics or hospitals with nurses’ accommodations, resulting in acute shortage of nursing staff at Nkhensani Hospital. What is reflected by Figure 18 supports the argument by Ile (2010:51), who advises us that the benchmark for a successful partnership between state institutions is the effectiveness and efficiency at which service delivery takes place, as well as the accessibility of such the services by the communities.

**Figure 18: Lack of Cooperation and Collaboration Affects Service Delivery**



The absence of partnership amongst and between government institutions results in poor attendance at service delivery stakeholders meetings. The lack of partnership escalates to IGR and IGRFA impediments, such as uncoordinated planning, non-existence of resource sharing and skills transfer, poor communication, and lack of technical support. These factors are cited factors by public officials as causing service delivery backlogs. A public official from Legal Aid South Africa indicated that *“the department of health and the department of Economic, Environmental and Tourism fail to regulate the collection of waste and the time frame necessary for technical response attend to a spillage of human waste caused by bursting sewer pipes, although they have [sic] the technical skills and professional personnel. The failure by the two departments to partner with Greater Giyani Municipality created reluctance in enforcing waste disposal by-laws, and has created a backlog of waste removal in the CBD and communities.”* Poor partnership between sectoral departments and institutions was also exemplified by a public official representing Limpopo Department of Agriculture and Rural Development, cited as follows: *“Muyexe Presidential Project, [...] has failed due to poor cooperation and collaboration between departments and state institutions in the planning and implementation of service delivery projects.”*

All public officials indicated that service delivery programmes undertaken by their respective departments or state institutions have suffered as a result of non-involvement by other departments or state institutions in the planning and implementation of the service delivery programmes. A public official representing the Department of Agriculture and Rural Development cited an example of Siloani and Mabunda citrus projects, said that these *“have failed due to inadequate commitment by Department of Public Works and Public Infrastructure*

*to provide adequate roads infrastructures for transportation of the citrus products. The poor roads infrastructure affected the quality the products during as a results of in-transit damage, and this has negatively affected the marketing of the citrus products.”*

#### **4.7 PRINCIPLES FOR IGR AND IGRFA TO IMPROVE SERVICE DELIVERY**

Pretorius and Schurink (2007:26) formulated six principles to be adopted for implementation of IGR for efficient service delivery. The first principle requires that the standards for service delivery be defined into specific, measurable, affordable and realistic service delivery standards. The second principles requires promoting service delivery integration and coordination, this principle requires the coordination of resource and skills amongst the local municipality, state owned enterprises, national and provincial departments. The third, fourth and fifth of formulated principles are, respectively: increased funding for human resources development, improved communication between and amongst state institutions, and development of a common model for sustainable service delivery across all state institutions operating within the boundaries of the local municipality.

The following paragraphs illustrate the responses by public officials regarding the extent of involvement of other government departments and institutions in the planning and implementation of service delivery programmes undertaken by their respective departments. The public officials representing the Department of Health revealed that the South African Police Services, the Fire Brigade, the Emergency Medical Services provide assistance to Nkhensani Hospital in developing a disaster plan to ensure that the Hospital personnel are ready for any emergency situation. The prevailing blockage of partnership was revealed by a public official representing the department of Works and Public Infrastructures, who indicated *“that the development of public infrastructures such as hospitals, clinics and schools is the sole responsibility of his department and other departments do not participate in the planning and implementation of the infrastructure development programmes as these departments are considered merely as end users.”*

There are departments who, on an informal basis, seek input from other departments for programmes undertaken by their department/institutions. This is evidenced by the a public official representing the Department of Transport, who indicated that, when *“his department plan[s] the development of Intermodal Transport Facilities such as Taxis and Bus Ranks, it first seek[s] input from various departments and other state institutions such as the Department of*

*Health, Department of Works and Public Infrastructures and Department of Economic, Environment and Tourism in order to address health issues and environmental concerns, and to assists in the development of access infrastructures such roads, taxi and bus rank shelters.”* The Department of Transport also assists the Greater Giyani Municipality with traffic police officers to protect the users of public transport; as well as assisting in ensuring that services such as health, education, social services, safety and security are readily accessible to all community members, through the allocation of public transport services, to routes leading to facilities which provides such services. Another bottleneck impeding the implementation of IGR and IGRFA is indicated by the public official from the Department of Water and Sanitation, who indicated *that his “[...] department’s main mandate is to support the district municipality by providing regulatory framework for water services; therefore no other state institutions are involve in the planning and implementation of [his] department’s service delivery programmes as [his] department does not need any assistance from other department and other state institutions.”*

According to an official from the Department of Water and Sanitation, his department has appointed the Lepelle Northern Water, a state-owned institution, to revamp the old water infrastructures, in order to improve the provision of water services to and assist the Greater Giyani Municipality with water quality management services, and technical advice on the operation and maintenance of water schemes. The Department of Water and Sanitation also assists the district municipality with licensing and regulating the provision of water services and in cost recovery programmes to fund the water services programmes with Greater Giyani. The public official representing the Department of Agriculture and Rural Development indicated that other departments are not participating in the planning and implementation of agricultural and rural development projects, and that this has led to poor food security and unemployment in Greater Giyani. However, the department of agriculture provides support to the Greater Giyani Municipality by conducting the carrying capacity of grazing land for livestock, assessment of arable land for fertility, and prioritisation of agricultural activities and assessment of the sustainability of crops, as well as the provision of market information for agricultural products. The one public official of the Department of Agriculture and Rural Development also assisted the Department of Social Development with technical advice on agricultural production and establishment of agricultural cooperatives to strengthen the food and create employment in and around the Greater Giyani communities. Therefore, the Greater Giyani Municipality is the focal point of service delivery for the state institutions and department operating within the local municipality, and the municipality must at all times take the lead in ensuring that that all other

government departments and institutions rendering services within the municipal boundaries take part in the planning and implementation of its service delivery as inscribed in the IDP.

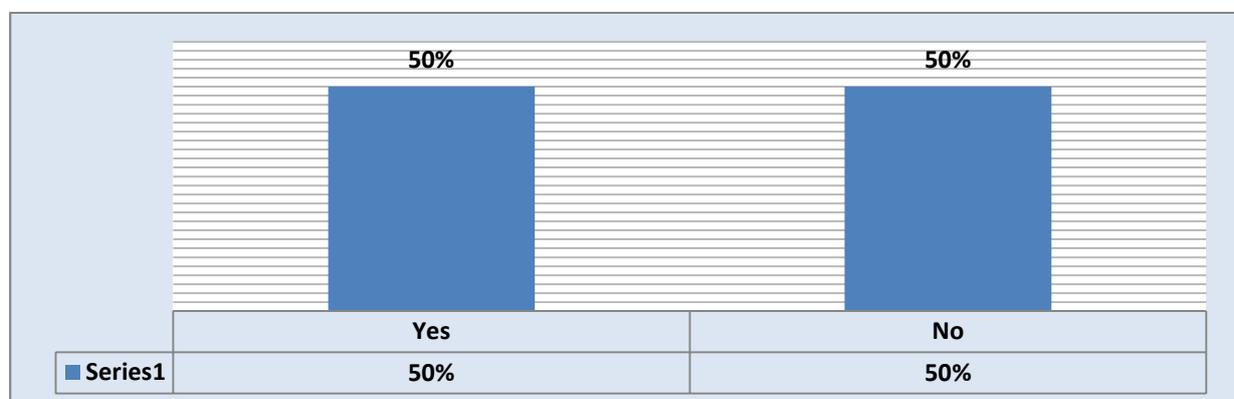
Responses by the public officials illustrate that the district municipality, Greater Giyani Municipality, provincial and national departments and other state institutions rendering services within the boundaries of Greater Giyani, are not in an official service delivery partnership. The responses of the public officials are contrary to the finding of Naidoo (2005: 624), who reveals that the emphasis of service delivery across South Africa is one of concerted partnership, collaboration and cooperation.

#### 4.7.1 Technical Assistance to Improve Service Delivery

According to Smith & Da Lomba (2008:2), the major constraints experienced by rural local municipalities is the lack of appropriate skills to develop major infrastructure necessary for service delivery, such water and sanitation, roads, electricity, agricultural and rural development and waste management. Rural municipalities do not have the necessary technical skills to develop the infrastructures necessary for service delivery, and must therefore be assisted by both provincial and national departments and other state institutions operating within the boundaries of the local municipality.

Figure 19 reflects that 50% of the public officials indicate that their departments or institutions have been approached by Greater Giyani Municipality requesting technical support against the other 50%, who indicated that their departments or state institutions have not received a request for technical support from the municipality.

**Figure 19: Request by Greater Giyani Municipality for assistance from department/state institutions for service delivery**



Public officials also indicated that their departments/institutions have experienced challenges when providing technical support to the municipality and other departments; this is evidenced by an official of the Department of Agriculture and Rural Development, who indicated that “[his] department has encountered challenges relating to financial resources and lack of support from other government institutions and departments.” The public official representing the Department of Water and Sanitation indicated that “[his] department has experienced challenges such as low attendance to stakeholders meetings by the district and Greater Giyani Municipality officials.” The official from the Department of Works and Public Infrastructure revealed that “[his] department is experiencing challenges relating to huge variation orders when assisting the municipality in infrastructure development. These variations are attributed to poor design and planning by the local municipality, which manifest as results none involvement [sic] of other department[s] with technical skills in the planning and design of the infrastructural projects.”

Most public officials indicated that there are various action that must be taken to assist the Greater Giyani Municipality in achieving its service delivery objectives. The public official representing the Department of Agriculture and Rural Development cited various intervention strategies that be implemented to assist the local municipality. These strategies include joint planning for service delivery by sectoral departments and institutions, and that all departments and institutions rendering service within the boundaries of Greater Giyani Municipality must create a service delivery forum, which must serve as a link and a conduit of participatory programme to improve service delivery and to fashion out strategies for its sustainability.

Another intervention strategy to enhance partnership was mentioned by a public official from Department of Water and Sanitation, who inferred that there is a need for high level collaboration, skills development and transfer and increased funding of service delivery projects, which will assist the Greater Giyani Municipality in the acceleration of the delivery of water and services infrastructures. According to the public official of the Department of Agriculture and Rural Development, the demarcation of service delivery boundaries between departments exacerbates a false impression that there is no need for departments or state institutions to work together while executing their programmes. This “demarcation” of services has created a strong resistance and reluctance by other state institutions to share skills and resources with other departments, leading to competition between and amongst state institutions. The public official representing the Department of Works and Public Infrastructures is of the opinion that enforced partnership will espouse the hypothesis that service delivery is joint responsibility of all

departments, and will encourage skills and resource sharing between and amongst government departments and institutions.

#### **4.7.2. Assessment of Intergovernmental Relations on Service Delivery**

Smith & Da Lomba (2008:3) elucidate that local municipalities without service delivery infrastructures are characterised by high level poverty; therefore cooperative and collaborative service delivery between and amongst state institutions within the local municipality will speed up the provisions of infrastructures for water and sanitation, electrification of villages, public transport, storm water and waste removal. Therefore, the following paragraphs explain the impact that IGR has on the delivery of services, viewed from the prism of the public official.

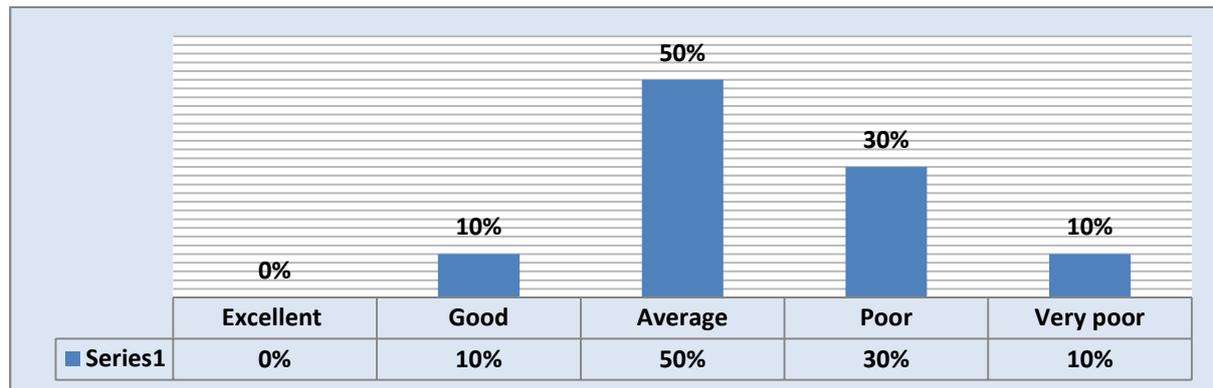
### **4.8 EVALUATION OF THE EFFECT OF IGR ON SERVICE DELIVERY**

#### **4.8.1 Rating of the Provision of Domestic Water Services**

Mpehle (2012:216) articulates that poor service delivery is compounded by poor planning, uncoordinated implementation of service delivery programmes, and a lack of mechanisms for monitoring and evaluation between and amongst the state institutions. Figure 20 is a reflection of the opinions of public officials regarding the provision of domestic water services in Greater Giyani Municipality, where Figure 20 depicts 50% of the public officials to have considered the provision of domestic water service in Greater Giyani as average; against 10% who considered the provision of water service to be good; and 30% and 10% who respectively considered the provision of water services in Greater Giyani to be poor and very poor.

This finding supports the assertion by Tsheola and Sebola (2012:228), who argue that post-1994, communities continue to experience challenges in accessing basic water services, due to inadequate water services infrastructures. Therefore, in order to improve basic water infrastructure within Greater Giyani, there must be a robust cooperation between the district municipality, local municipality, Department of Water and Sanitation and Department of Cooperative Governance and Traditional Affairs in the planning, design, implementation, monitoring and evaluation of the performance of the basic water infrastructures.

**Figure 20: Rating of the provision of domestic water services**

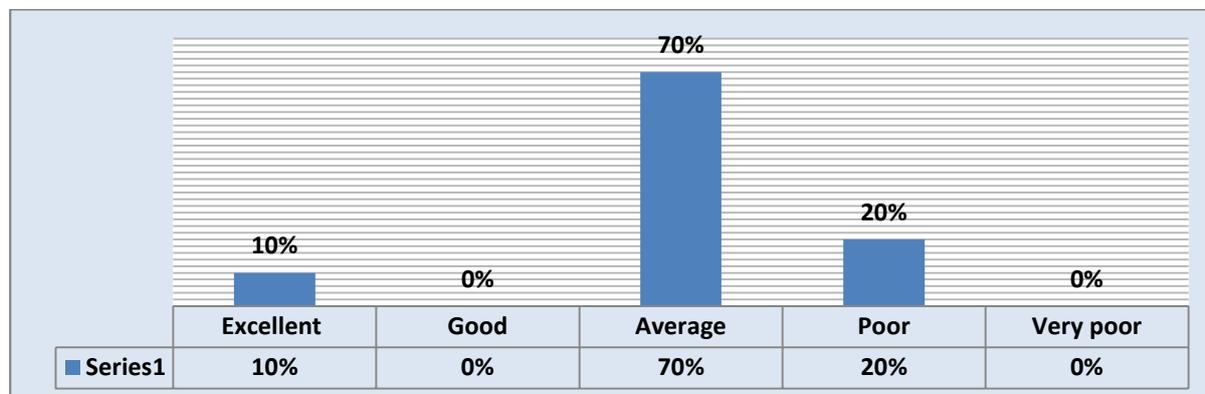


All the public officials interviewed are of the collective view that water services within Greater Giyani can be improved by the extending the water purifications plants, where the Department of Water and Sanitation must provide technical support to district municipality and Greater Giyani Municipality with cost recovery process to fund for the expansion of water delivery infrastructures. A public official of the Department of Works and Public Infrastructures inferred that both the national and provincial departments must assist Greater Giyani Municipality to drill new boreholes and install community water tanks in villages experiencing a chronic shortage of basic water. The public official representing the Department of Water and Sanitation indicated that his department has appointed a private sector institutions and a state-owned enterprise to improve the water service infrastructures in Greater Giyani. He further concluded that the stakeholder departments must create a dedicated water services forum, which will holds regular meetings to discuss and find solutions to water crisis in Greater Giyani.

#### **4.8.2 Rating of the Provision of Sanitation Services**

Maloka and Mashamaite (2013:195) explain that the responsibility of service delivery at a local municipality level does not solely reside with the municipality, where the provision of sanitation services and any other basic service is rather a collaborative effort of all states institutions operating within the boundaries of the local municipality. The rating of the provision of sanitation services is depicted by Figure 21; which illustrates that 70% of public officials consider the provision of sanitation in Greater Giyani to be average, against 10% and 20% of public officials who regard the provision of sanitation service as excellent, and poor, respectively. This finding confirms the argument by Gogetic and Fedderk (2006:15) that South Africa’s performance with regard to sanitation lags behind other countries of comparable income.

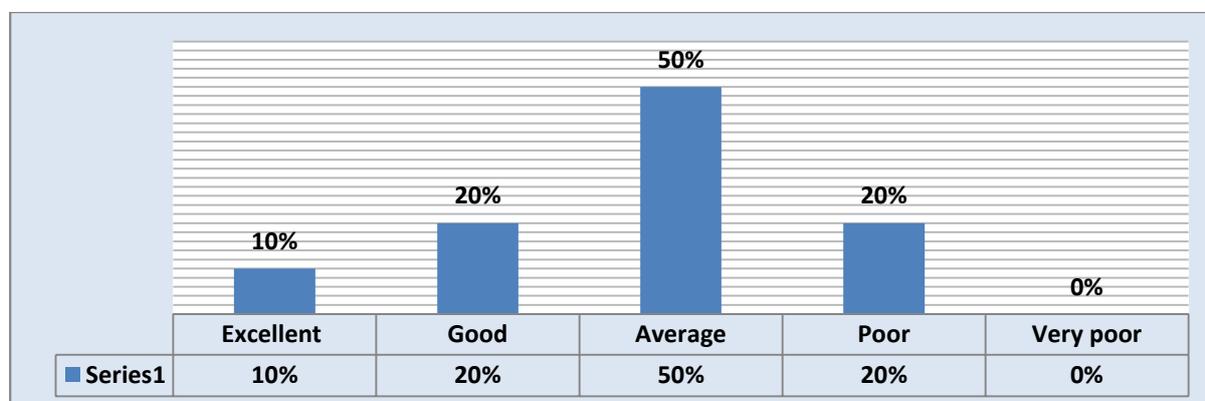
**Figure 21: Rating of the Provision of Sanitation Services**



**4.8.3 Rating of the Provision of Waste Removal Services**

There is a strong connection between the provision of waste removal, water and sanitation services. Whenever waste removal is low, sanitation is negatively affected. Figure 22 reflects that 50% of the respondents indicated that the provision of waste removal services in Greater Giyani is average, while 10% of respondents considered the provision of waste removal as excellent, against 20% who considered the provision of waste removal as good and poor, respectively. This finding is buttressed by Naidoo and Kuye (2005:620), who argue that rural areas are still experiencing inadequate sanitation, and that this is due to inefficient and ineffective basic water supply and waste disposal process in rural areas of the Greater Giyani Municipality.

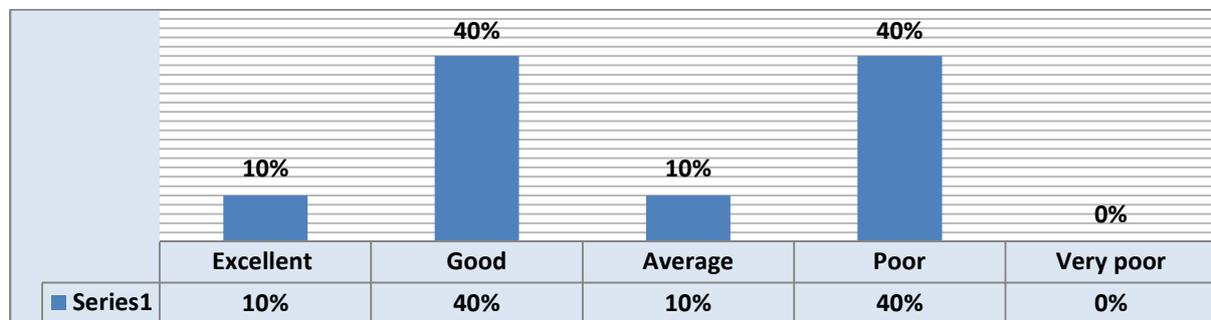
**Figure 22: Rating for the Provision of Waste Removal Services**



#### 4.8.4 Rating of the Provision of Roads Infrastructural Service

Smith & Da Lambo (2008:2) tell us that rural municipalities are subject to economic and political legacies of apartheid, and that therefore, there is no significant change with respect to the provision of road infrastructure in rural areas of former homelands. Figure 23 informs us that 10% and 40% of the public officials consider the provision of road infrastructures in Greater Giyani as excellent, poor, and good, respectively, against 10% and 40% of public officials who are of the opinion that the road infrastructure provision in Greater Giyani is average and poor, respectively.

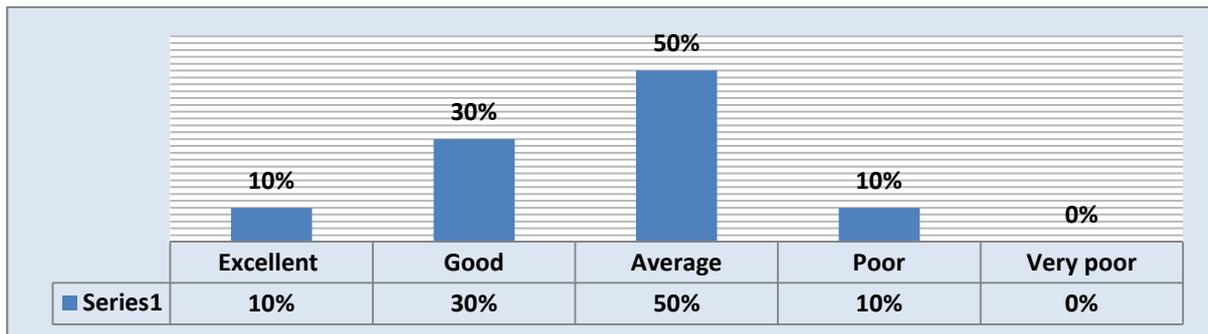
**Figure 23: Rating of the Provision of Infrastructural Services**



#### 4.9.5 Rating of the Provision of Housing Services

The provision of houses is the domain of the Department of Human Settlement (DoHS) through the Provincial Department of Cooperative Government and Traditional Affairs (CoGTA). According to the South African Institute of Race Relations (2015:3), the delivery of housing in South Africa has been in decline and the constructed RDP houses are of poor quality; consequently, the provision of housing service in Greater Giyani is considered to be average by 50% of the respondents, against 10% and 30% who considered the housing service delivery as excellent and good respectively, and 10% who indicated that housing provision in the local municipality is poor.

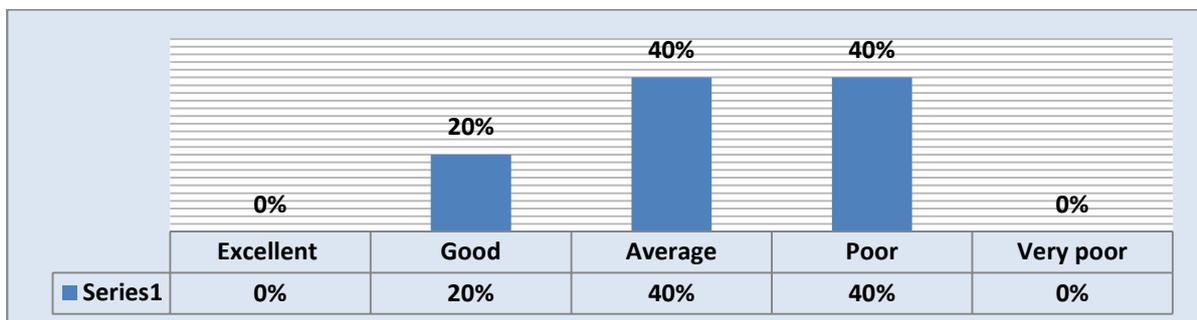
**Figure 24: Rating of the Provision of Housing Services**



#### 4.8.6 Rating of the Provision of Primary Health Care

Green et al. (2012:58) have noted that the primary health care must be open and accessible. The provision of primary health care, while it is considered to be free, is rated poorly by 40% of the respondents, against 20% and 40%, who indicated that the provision of the primary health care is good and average, respectively.

**Figure 25: Rating of the Provision of Primary Health Care Services**



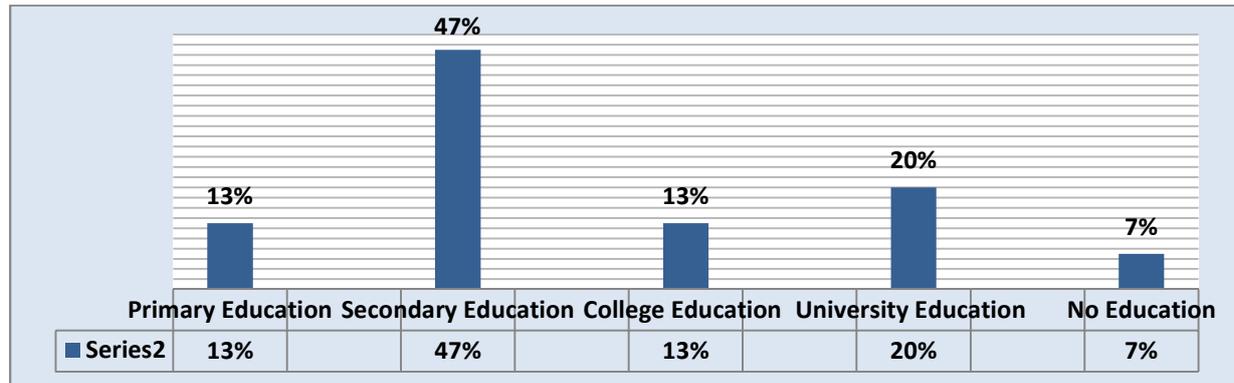
#### 4.9 PRESENTATION OF DATA FROM OF SERVICE BENEFICIARIES

Pretorius and Schurink (2007:19) argue that the most important yardstick that can be used to measure the efficiency and effectiveness of service delivery within the local municipality is the evaluation of experience and perceptions of members of community with regard to the services they are receiving from the state institutions within the local municipality.

#### 4.9.1 The Level of Education of Service Delivery Beneficiaries

The educational levels of service beneficiaries are varied, as exemplified in Figure 26, which indicates that their education ranges from non-education to university-level education.

**Figure 26: The level of education of service delivery beneficiaries**



The beneficiaries in Greater Giyani have different levels of education, where 13% have indicated that they have only primary education, 47% have secondary level of education, and 13% and 20%, who respond that they have college education and university education, respectively; against 7% who indicated that they have no education at all.

#### 4.9.2 The Gender of the Service Delivery Beneficiaries

**Figure 27: Gender of Service Delivery Beneficiaries**

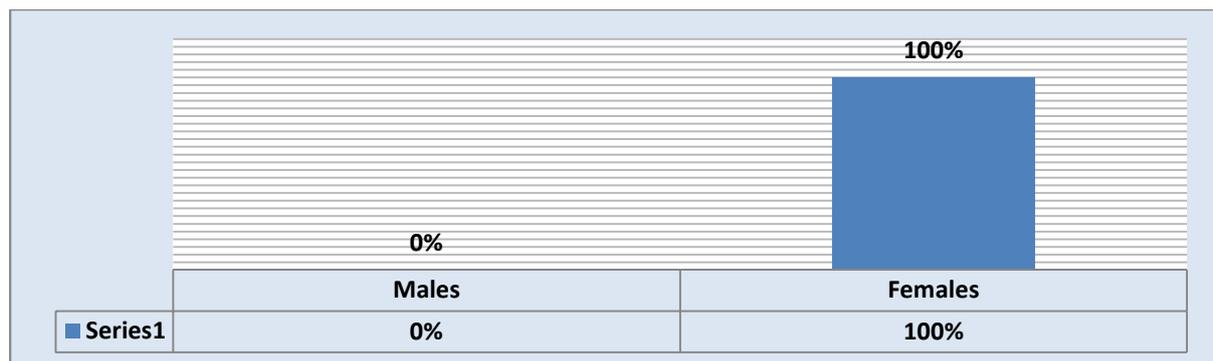
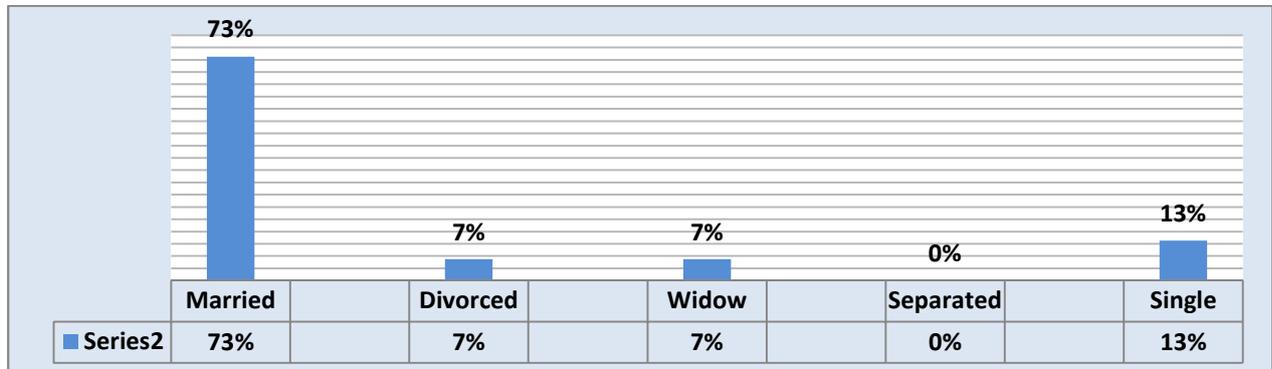


Figure 27 above indicate that all the respondents who responded to the survey were females. This should be considered against the backdrop that the females are always at home during the day, while their males' counterparts are at their places of work, or looking for work away from home.

### 4.9.3. Marital Status of Service Delivery Beneficiaries

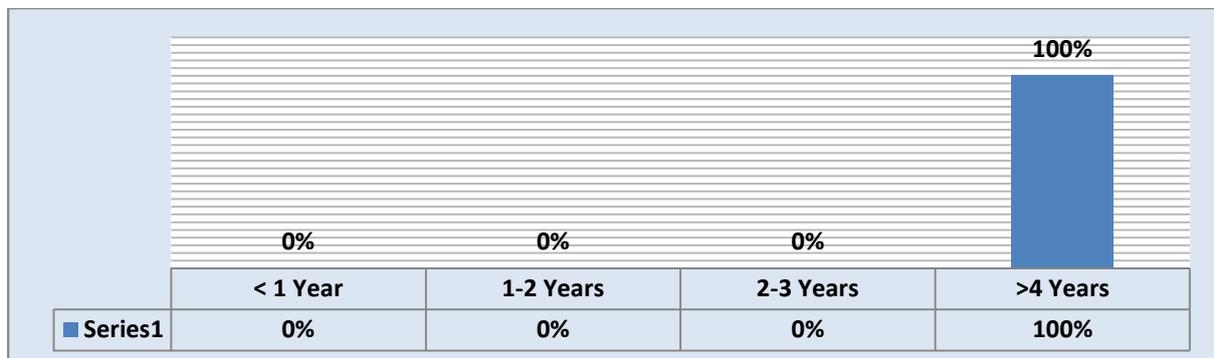
**Figure 28: Marital Status of Beneficiaries**



The above figure highlights that 73% of the respondents are married, against 7% who are either divorced or widowed. Only 13% of the respondent indicated that they are single.

### 4.9.4. Duration of Service Beneficiary Stay in Greater Giyani

**Figure 29: Duration of Service Beneficiary’s Stay in Greater Giyani**



According to Figure 4.3 above, all the beneficiaries surveyed have been living in the Municipality for more than four years, and therefore, their experience with service delivery within the Municipality has been felt over a long duration.

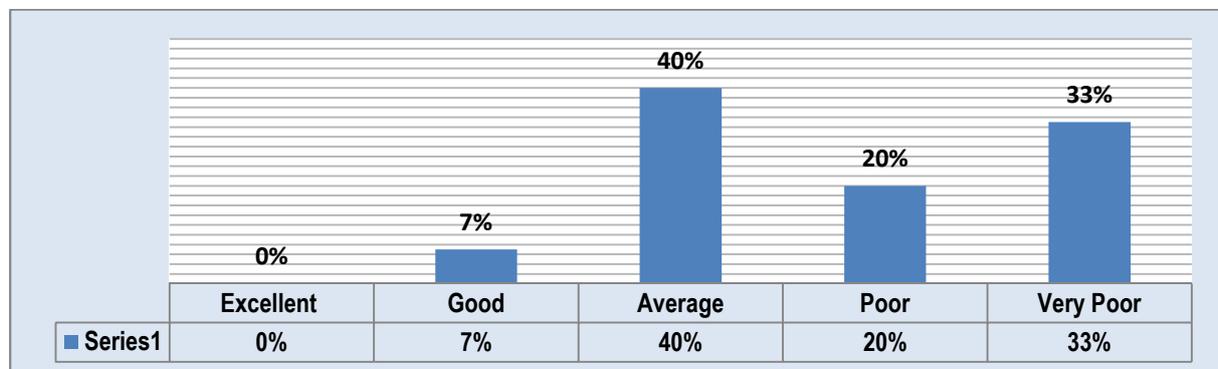
## 4.10. RATING OF KEY DELIVERY OF KEY SERVICES

The following paragraphs illustrate the satisfaction level of service delivery programmes in the Municipality.

#### 4.10.1 Status of Basic Infrastructures

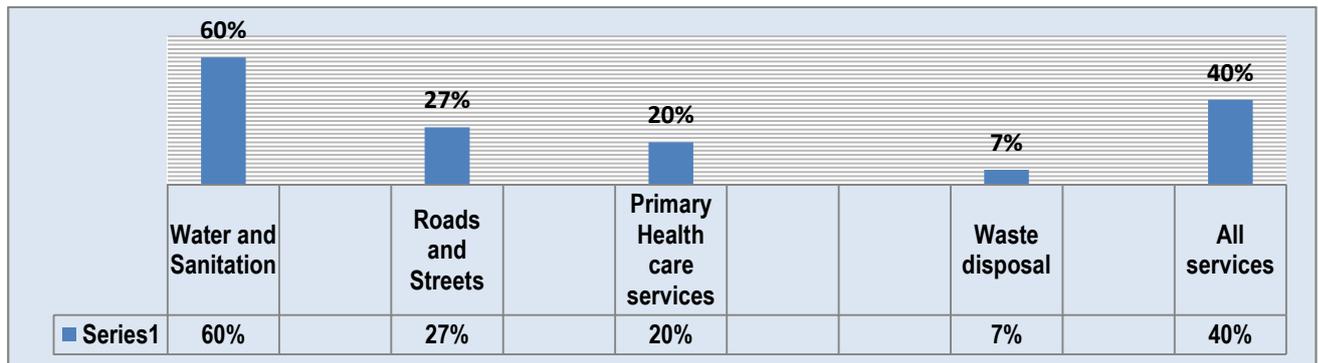
According to the Greater Giyani Municipality IDP (2013/14), basic infrastructure are those fundamentals structures which enable the municipality to deliver basic water, primary and secondary education, roads and streets, public transport, sanitation, waste removal and electricity. The rating of the delivery of basic infrastructures by members of the communities is illustrated by Figure 30, which indicates that 7% of the respondents consider the delivery of infrastructure as good, while 40%, 20% and 33% respectively regard the delivery of basic infrastructure in the Municipality as average, poor, or very poor, respectively.

**Figure 30: Rating of delivery of basic infrastructure for services**



The reasons advanced by respondent for being dissatisfied with basic service infrastructures; include poor maintenance of street and roads, poor access to basic water, and slow delivery of electricity. Some respondents indicated that they go without access to basic water for two weeks out of every month. While others claimed that they had not have access to water since 2010, and only accessed water by purchasing from people with boreholes in their yard. Other respondents complain about lack of access to formal toilet facilities, using the bush informally instead. Figure 31 illustrates that 60%, 27%, 20% and 7% of service beneficiaries surveyed are dissatisfied with water and sanitation, roads and streets, primary health care and waste disposal services, against 40% of beneficiaries who indicated that they are satisfied with all the service delivery programmes.

**Figure 31: Dissatisfaction with services**



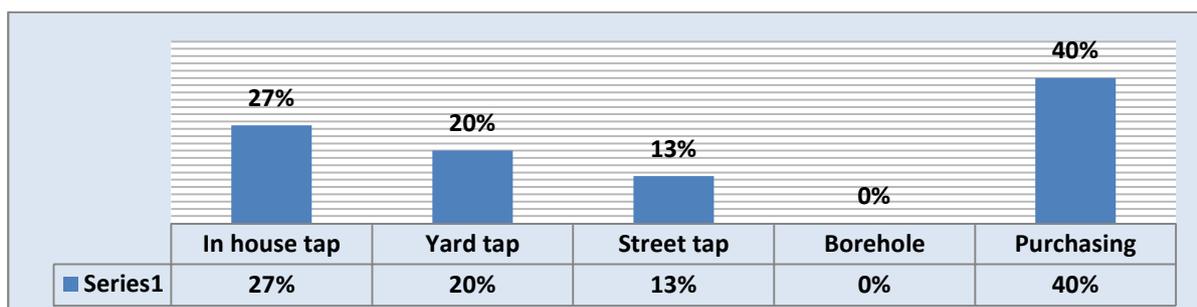
The respondents are dissatisfied with access to water services, they also complain about the fact that primary health care clinics are located far away from their communities; this contradicts the provisions asserted by Green et al. (2012: 57), who aver that the primary health care and health centres ought to be within a five km radius by the community, and must be open 24 hours a day. The respondents also complained that the roads and street are in poor state of repair, not having been repaired for more than five years. Waste disposal was the least complained about in villages, because the municipality is not expected to render waste removal services there. Those who complained about poor waste removal services are mostly the beneficiaries who live in the township of Giyani.

#### 4.10.2 The Status of Water and Sanitation

Bogetic & Fedderk (2006:7) explain that access to water in South Africa is below the benchmark of upper-middle income countries, due to a significantly low access to water experienced by households in rural areas. This assertion is supported by the findings reflected in Figure 32, which show 40% of the respondents accessing water by purchasing it from vendors.

#### 4.17.3 The Means of Accessing Basic Water Services

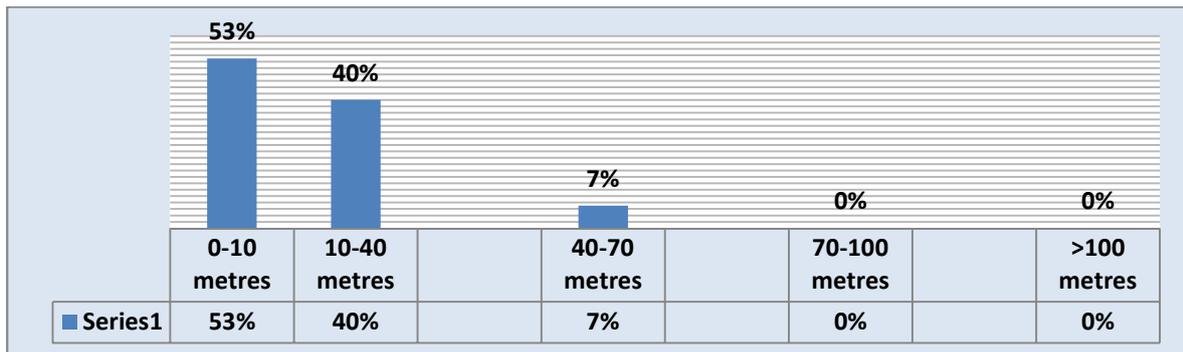
**Figure 32: The Manner of accessing basic water by beneficiaries**



#### 4.10.4 The Distance Covered to Access Basic Water

When water is available in the taps and the pipe lines, it takes zero to 10 metres for 53% of the respondent to access the water, and 10 to 40 metres of the 40% of the respondents to access water, against 7% of respondents who are obliged to walk for 40 to 70 metres to access water, as illustrated by Figure 33.

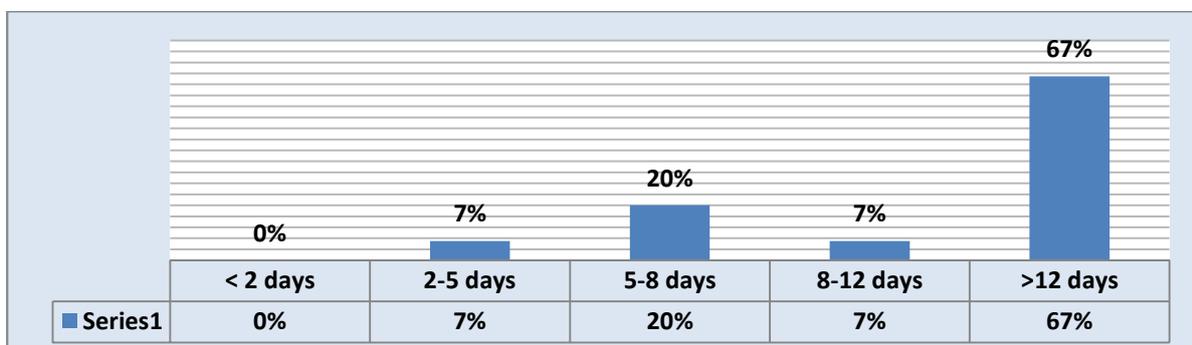
**Figure 33: Distance Service Beneficiaries Travel to Access Basic Water**



#### 4.10.5 The Extent of Water Basic Water Shortages

According to Figure 34, there is a chronic shortage of water in the Municipality, because 67% of service beneficiaries have had no access to basic water supply for more 12 days in any given month. Only 7% of the respondents claim that they had no access to water for two to five days in any given month, against 20% and 7% who claimed that they have no water for five to eight days and eight to 12 days in any given month, respectively.

**Figure 34: The Number of Days that Beneficiaries Stay Without Access to Water**



#### 4.10.6 The Nature of Sanitation Infrastructure

In Greater Giyani Municipality, there is no bucket system, however only 27% of the respondents have access to a flush toilet, against 46% and 27% who have to ventilated pit latrine and open pit toilet, respectively.

**Figure 35: Facilities that Describe Beneficiaries' Access to Sanitation**

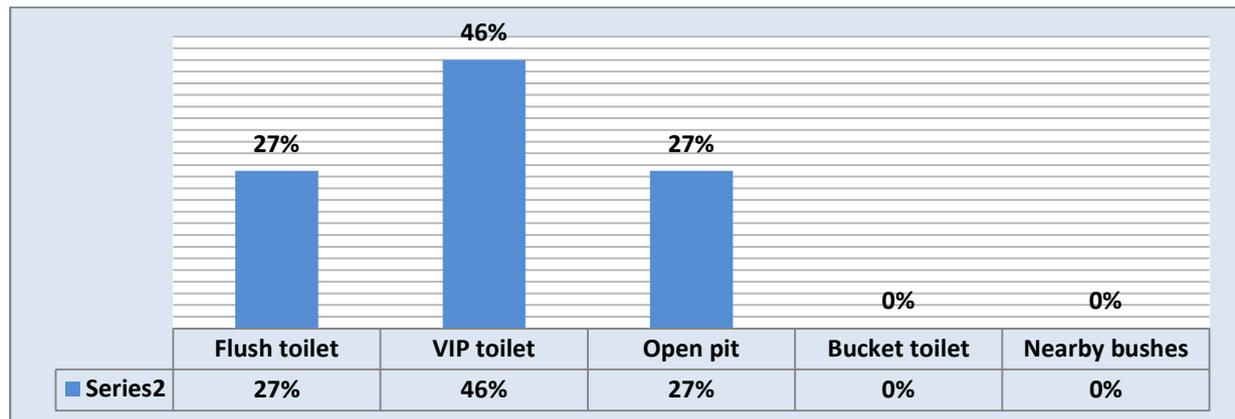
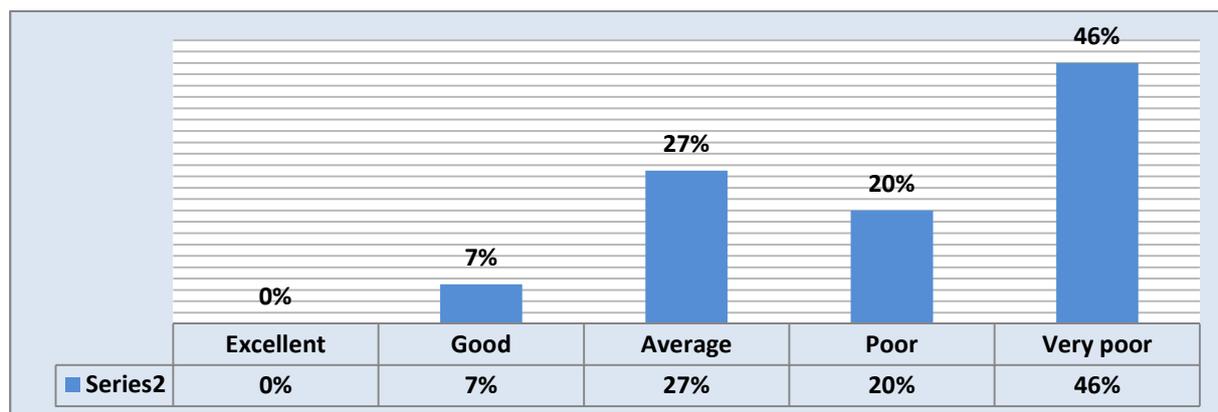


Figure 35 portrays the beneficiaries' response with respect to the access to sanitation infrastructures in the Municipality. Figure 35 indicates that 46% of the beneficiaries have access to ventilated improved pit, while 27% of the beneficiaries either utilise an open pit or flushing toilets.

#### 4.10.7 The Provision of Water and Sanitation Infrastructure

The delivery of water and sanitation infrastructures was given the lowest rating in villages surrounding Giyani Town. One respondent indicated that the community of Mageva RDP Township in the Dzumeri Area had no access to water since 1998, and rely on the Mlototsi River for their water needs. The river is a distance away from their homes, and families have to hire light delivery vehicle at a cost of R1/litre to fetch water from the river. The Bambeni Village has only one borehole, which operates only in the morning, and the community has not had adequate access to water for the past three years. Figure 36 illuminates the beneficiaries' response with respect to the delivery of water and sanitation infrastructures in the Municipality. Figure 36 indicate that 46% of the beneficiaries claim that the provision of water and sanitation infrastructures in the Municipality is very poor, while 20% of the beneficiaries consider the provision of water and sanitation services as poor, against 7% and 27% who consider the delivery of water and sanitation infrastructure as good and average, respectively.

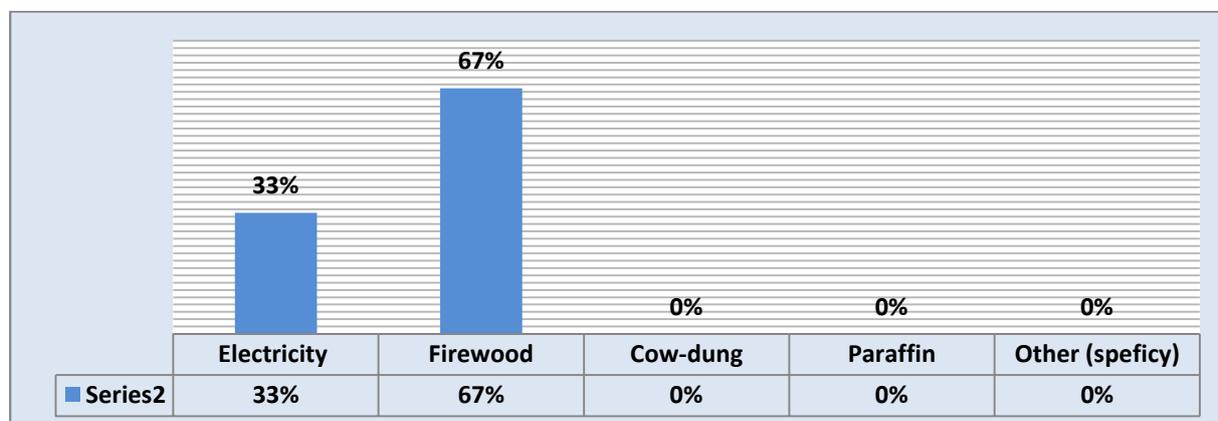
**Figure 36: Beneficiaries' rating of Delivery of Water and Sanitation Infrastructure**



#### 4.11 THE STATUS OF BASIC ELECTRICITY SUPPLY

Although many homes are electrified, due to poverty 67% of households use firewood for heating and cooking. There are, however, other areas in rural villages of the Municipality, which have no electricity, where the rural areas with no electricity are newly-zoned extensions of the main villages.

**Figure 37: The method that beneficiaries use for heating and cooking**



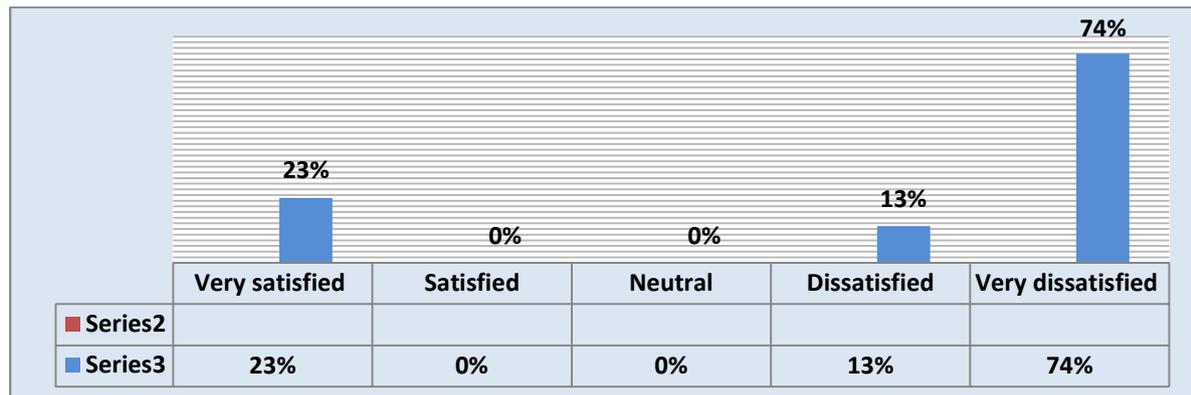
#### 4.12. STATUS OF STREET AND ROADS INFRASTRUCTURES

Roads and street infrastructures play a significant role in the community, the arteries of streets and roads link the communities to employment, commercial, and service delivery centres such hospitals, clinics, police stations, etc. Streets and roads and used daily by members of the communities during the night and during the day.

#### 4.12.1 The Provision of Street Lights

Figure 38 shows quantitative data indicating that 73% of the service beneficiaries are very dissatisfied with the provision of streets lights, while 23% are very satisfied with provision of street lights.

**Figure 38: Service Delivery Beneficiary’s Satisfaction with Street Lights**

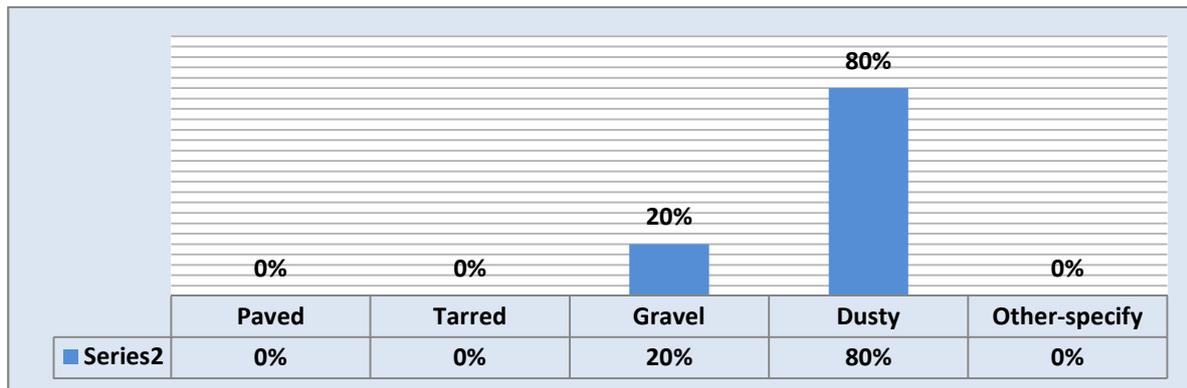


It is inferred from the qualitative data that the highest number of the people who are dissatisfied with the street lights are those who live in the villages. The respondents indicated that the lack streets light have a negative social impact, leading to a high rate of crime, poor safety and security of families, where inhabitants have to be indoors at sunset to remain safe from harm. The beneficiaries who claimed that the provision of streets lights is very satisfactory are mostly those who live in the township of Giyani.

#### 4.12.2. The Nature of Streets and Roads

Figure 39 highlights that 80% of the beneficiaries in rural communities have access to dusty streets, and only 20% of the beneficiaries have access to gravel roads and streets. However the new stands in the village of Bambeni have no formal access roads or streets, where access to homes is through makeshift pathways, which the community had to construct.

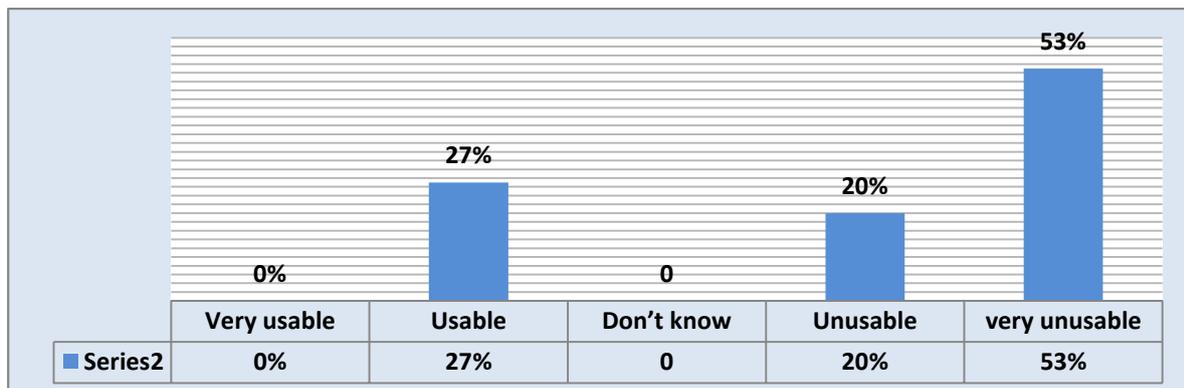
**Figure 39: The Type of Roads and Streets Beneficiaries' Use in Their Communities**



#### 4.12.3 The Condition of Roads and Streets

Figure 40 above shows that 73% of beneficiaries claimed that their streets and roads were unusable during and after the rain, and 53% consider their roads and streets very unusable, due to pools of water which flood the streets as a result of potholes, slipperiness of the roads and streets, and inadequate gravelling, as was deciphered from qualitative data. This correlated with Figure 5.5 below, which gauged the satisfaction of beneficiaries with regards to the quality of roads and street in their respective areas

**Figure 40: The Usability of Roads and Streets During and After the Rain**

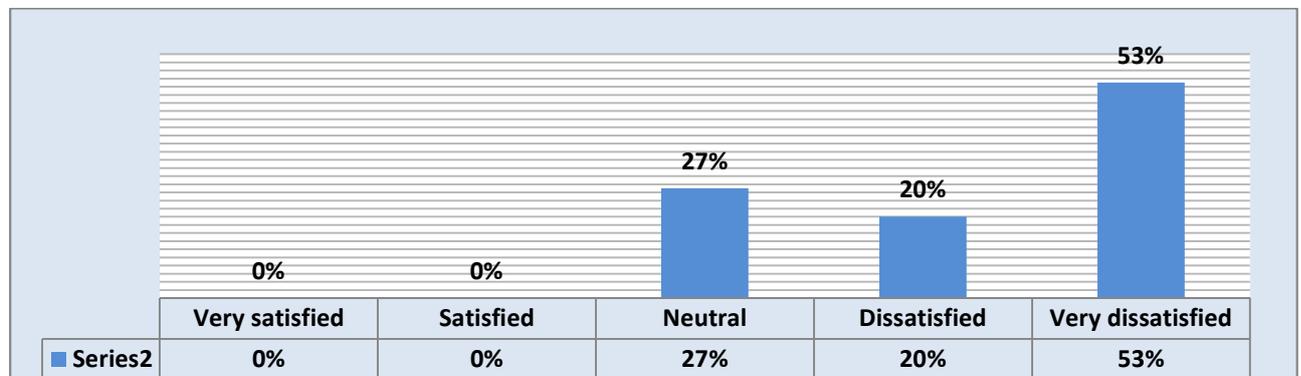


#### 4.12.4. The Rating of Streets and Roads Infrastructures

Figure 41 and 42 show a similar pattern, where one respondent claimed that members of the community at new stands area of Loloka Village have constructed their own access roads and streets, and some families have no access to streets or roads altogether. A respondent at Mageve RDP Township indicated that the streets have not been graded for almost 10 years. All beneficiaries indicated that the Municipality or other departments have not done the gravelling

of access roads and streets in their area. The beneficiaries living in the township claimed that their tarred streets and roads have potholes and are in bad condition.

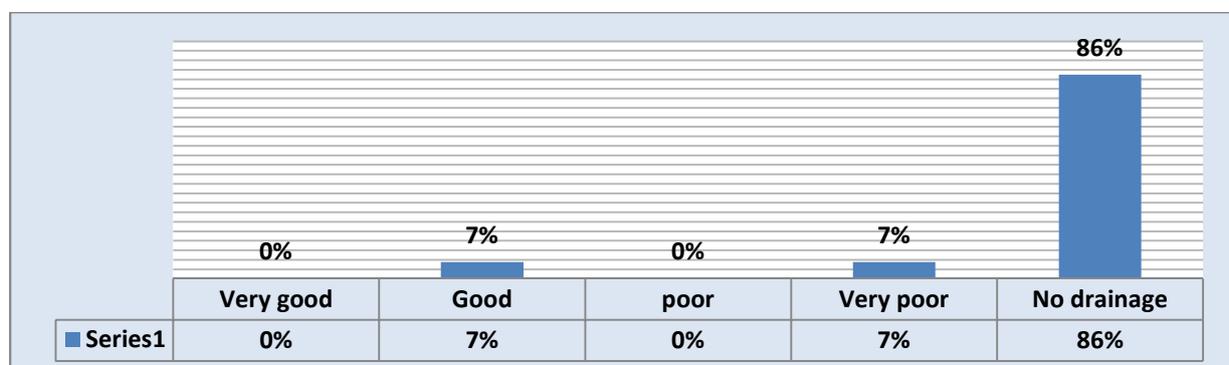
**Figure 41: The Level of Beneficiaries’ Satisfaction with Street and Road Infrastructure**



#### 4.12.5 The Rating of Storm Water Drainage Systems

Figure 42 depicts that 7% of beneficiaries claimed that storm water drainage is good, while another 7% claim that that storm water drainage is very poor, against 86% of respondents who claim that they have no storm water drainage systems in their communities at all. Those respondents who claim that they have no storm water drainage systems are resident of Giyani town Section F, and its villages. These respondents further claim that during the rainy season their yards get flooded, and streets become impassable. A respondent of Homu 14C indicated that there is no drainage to collect run-off water, and that flow down from Man’ombe Mountain and floods the yards and streets of Homu 14C settlements.

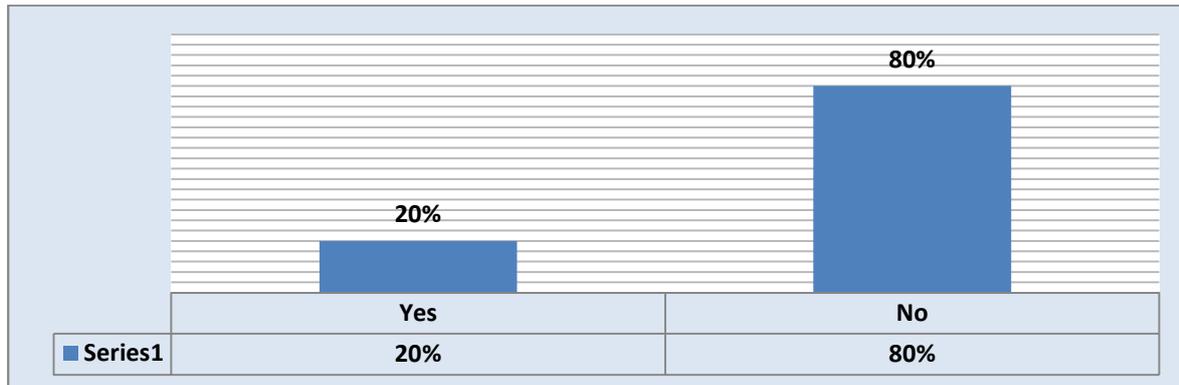
**Figure 42: The Condition of Storm Water Drainage Systems**



#### 4.13. THE STATUS OF REFUSE REMOVAL

Figure 43 shows that 20% of the respondents have their waste removed by the Municipality once a week, against 80% who have no access to municipal waste removal.

**Figure 44: The Municipality Provides Refuse Removal Once a Week**

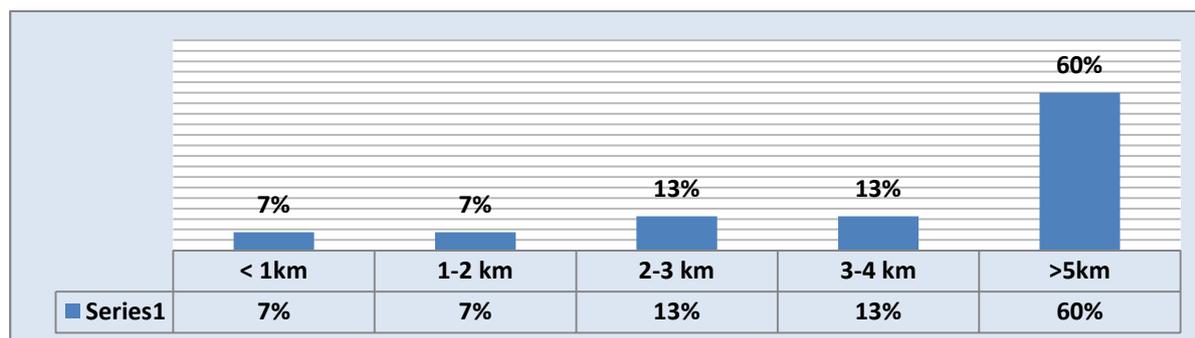


Most beneficiaries in villages indicate that they collect and remove refuse themselves, and deposit it in the nearby streams and gorges, where others dig holes and bury the waste. One respondent indicated that her yard is overrun with pits that have been dug up to bury waste.

#### 4.14 THE PROVISION OF HEALTH CARE FACILITIES

Harkin (2001:4) argues that the determinants of the health of communities lie outside the purview of the influence of clinical care offered by the clinics and hospitals, but are determined by the numerous factors such as state of roads and availability of transport leading to health care facilities, the hours of operation of the health care facilities, and the distance to be covered as well the time it takes to access the health facility. Figure 45 indicates that 60% of beneficiaries travel for more than five kilometres to access the nearest health care facilities, the lowest 7% of the respondent claim that they travel for less than a kilometre to access the primary health care, and that 7% travel between one and two kilometres to access primary health care, against 13% of respondents who travel for three to four kilometres to access primary health care facilities.

**Figure 44: The Distance Beneficiaries Travel to Access the Nearest Health Care Facility**



#### **4.15 DISCUSSION OF KEY FINDINGS FROM INTERVIEW DATA OF PUBLIC OFFICIALS**

##### **4.15.1 The Requirements for IGR and IGRFA Implementation to Improve the Delivery of Service**

There are various principles and factors which govern the implementation of IGR and IGRFA for improving the efficiency of service delivery. Chief among these factors are the attendance to municipal IDP meetings, attendance to municipal budget meetings, attendance to stakeholders meetings, the following paragraphs provides a synopsis of selected principles and factors which are the hallmarks of anchoring the support for the implementation of the IGR and IGRFA.

##### **4.15.2 The Attendance of Municipal IDP Meetings**

The study has established that there is an above-average attendance to IDP meetings by departments and state institutions; where 70% and 80% of the public officials indicated that their department or state institutions had attended the 2008/11 and 2012/13 IDP meetings and another 70% of public officials also indicated that their department or state institutions have attended the 2013/14 municipal IDP meeting.

##### **4.15.3 Attendance to Municipal Budget Meetings**

This study has established that there is a perpetual, truncated attendance to municipal budget by departments and state institutions, where 60% of public officials indicated that their departments has participated in the municipal budget for 2008/11, 2012/13 and 2013/14 financial years. A public official from the Department of Water and Sanitation indicated that his department has no relationship with the Municipality, and that therefore there was no need to attend the local Municipal meeting.

#### **4.15.4 Attendance to Service Delivery Programmes Planning**

Service delivery planning, implementation and evaluation takes place through the Service Delivery Improvement Plan/ The participation by departments and state institutions in the planning, implementation and evaluation of municipal service delivery programmes is pitiable, where for the 2008/11 and 2011/12 financial years, only 40% the department and state institutions participated in the municipal service delivery planning, implementation and evaluation meetings, compared to 50% of departments and state institutions who attended the municipal service delivery planning, implementation and evaluation for financial year 2013/14.

#### **4.15.5 Attendance to Holding of Stakeholders Meeting**

It has been discovered during this study that there is striking similarity between the holding of stakeholders meetings by departments and state institutions, and attendance to municipal service delivery improvement planning, implementation and evaluation meetings, the holding of stakeholder meetings by department and state institutions for 2008/11, 2011/12 and 2013/14 stand at 40% and 50%, respectively.

#### **4.15.6 The Number of Stakeholder Meetings**

The holding of stakeholders' meetings by departments and state institutions is contemptible, where the study has exposed that during 2013/14 financial year, 40% of the departments and state institutions had either held one stakeholders meeting, or did not hold any meeting at all. It has also be shown that 10% of the departments or state institutions had held between two and three stakeholders meeting, while 30% had held between four and five stakeholders meetings, against 20% of the departments and state institutions, who have held more than five stakeholders meeting during the same financial year. An official from the Department of Water and Sanitation commented that his department does not need to hold stakeholders' meetings, as its role is only to support the Mopani District Municipality.

#### **4.15.7 Rating of Attendance to Stakeholders' Meetings**

According to 30% of the public officials, attendance to stakeholders' meetings is very good, while 50% of the public officials interviewed are of the view that that attendance at such meetings is good. This rating can be compared to 20% of the public officials, who indicated that the attendance to stakeholders' meeting is poor or very poor. The public officials who are of the view that the attendance to stakeholders' meeting is poor indicated that the factors which result in poor attendance to such meetings include lack of consultation, poor communication,

competition between and amongst departments and or state institutions, and failure by the local municipality and department to invite other department or state institutions to their respective meetings

#### **4.15.8 The Impact of IGR AND IGRFA in the Delivery of Services**

The study has discovered that there are various factors pertinent to IGR and IGRFA which have strong impacts on the success and failure of service delivery within the Greater Giyani Municipality. The following paragraphs identifies the key finding of the study which relates to the factors which need to be address in order to improve the efficiency of service delivery programmes which are implemented within the local municipality.

#### **4.15.9 The Influence of Departmental/Institutional Activities on Service Delivery**

The study has revealed that 80% of the public officials are of the view that the activities of other department have a significant influence on the success of service delivery programmes undertaken by their respective department. This exposé is evidenced in the response of an official of the Department of Health, who indicated that the institutions falling under his department often fail to delivery services due to “*department of Water Affairs, which sometimes fail[s] to deliver enough water for institutions.*” A similar sentiment was echoed by an official of the Department of Agriculture and Rural Development, who stated that “*other departments initiate agricultural projects without consulting his department, and when they latter involve the department, it is found that the project is not technically feasible, and the blame is now thrown [sic] into the department...*” There is an interdependency and or inter influences between and amongst the state department or institution in their endeavour to improve the efficiency of self-delivery as is highlighted in the following paragraphs

#### **4.15.10 The Impact a Single Department/Institution has on the Activities of Others**

All public officials unanimously agreed that each department’s activities have an impact on the success of the service delivery programmes undertaken by other departments or institutions. One public official of the Department of Water and Sanitation indicated how his department impacted on the success of services rendered by the Department of Agriculture and Rural Development, Department of Education, South Africa Police Services, and Department of Health, by providing irrigation water and drinking water respectively. He further indicated “*that his department also assist[ed] the local and district municipality in water cost recovery programmes, which are implemented by local government.*”

#### **4.15.11 Influence of Stakeholders' Meeting on the Success of Service Delivery**

The study exposed that stakeholders' meetings had a significant influence on the success of service delivery programmes undertaken by their departments or state institutions. All public officials (100%) were unanimous with regard to the effect of the stakeholders' meeting on service delivery, and an official of the Department of Water and Sanitation indicated that *"stakeholders' meetings influences the success of service delivery programmes because they are tools to identify gaps and problems encountered in service delivery in order to deal with them."* Similar opinion was amplified by an official of the Department of Works and Public Infrastructure, who indicated that *"...meeting[s] assist in correcting the challenges the programmes our department are currently undertaking."*

#### **4.15.12 Status of Joint Participation in Service Delivery Programmes**

The implementation of IGR and IGRFA for improving service delivery is signalled by the partnership between and amongst departments and state institutions. According to this study, 70% of the public officials indicated that other departments and or state institutions were involved in the service delivery programmes undertaken by their respective departments. For example, an official of the Department of Public Works and Infrastructures said that *"the Department of Premier, and Department of Cooperative Governance and Traditional Affairs were the stakeholder departments during the construction of tribal offices. The Department of Premier was funding the projects and the two departments were also attending the project meeting and the project was successful."*

The public official from the Nkhensani Hospital indicated that during 2013/14 *"SAPS, Giyani Fire Brigade and Greater Giyani Municipality participated during the disaster committee meetings and disaster drills held at Nkhensani hospital"*. These sentiments were echoed by an official from Department of Health, who noted that *"Expanded Public Works Programmes (EPWP) assisted in de-bushing the facilities."*

#### **4.15.13 Importance of Collaboration and Cooperation in Service Delivery**

There is a positive relationship between collaboration and cooperation between and amongst departments and or state institutions and the success of service delivery programmes. This is supported by the fact that 100% of the interviewed officials regard collaboration and cooperation between and amongst departments and state institutions as vital for efficient service delivery. An official from Legal Aid South Africa highlighted the cooperation and collaboration between

State departments and or institutions, by citing the relationship between the South African Police Services, Social Development, and Correctional Services in their quest to eliminate crime and improve safety of communities in Greater Giyani, as follows “*the South Africa Police Services will arrest a suspect and bring him or her to court for trial, where the trial is facilitated by the Department of Justice; [the] Department of Social Development assess the victim and the suspect, and if the suspect is convicted he or she is handed over to the Department of Correctional Services.*” An official of the Department of Agriculture and Rural Development remarked that collaboration and cooperation is important: “*to avoid duplication of activities within the Greater Giyani Municipality, departments must service delivery targets, prioritising of activities, where duplication has occurred projects can be combined.*”

#### **4.15.14 Extent of Cooperation and Collaboration for Service Delivery**

All public officials indicated that their departments or institutions cooperate very well with other departments, where, for example, an official of the Department of Education stated that “*other departments and institutions, such as hospital[s], South African Police Services, do visit schools for service delivery, e.g. nurse[s] come to schools to offer their services to learners, others offer service; such as awareness campaigns like abuse against women and children.*” One official of the Department of Health raised a concern with regard to Greater Departments, and stated that “*there is a serious challenge when it comes to our Giyani Municipality. No-one can declare what is a real problem when it comes to cooperation and collaboration with [a] department. There is no two way process of communication, it is only the Municipality going to the Departments to seek information, not Departments [doing the same in kind].*”

#### **4.15.15 How Collaboration and Cooperation Assist in Service Delivery**

All public officials agreed that there is a need to strengthen cooperation between the departments and Greater Giyani Local Municipality. A public official of the Department of Health commented that “*strong partnership is needed, each department is having professional that are experts when it comes to serving people. Therefore, municipal office will have to meet the department on quarterly basis to discuss challenges... and how to identify the challenges.*” An official of Nkhensani hospital indicated that collaboration and cooperation can be improved “*by improving communication system, e.g. annual programmes should be developed; committee members must be reminded telephonically and via emails two days before the meeting is held.*” Another opinion of an official of the Department of Agriculture with regard to improving collaboration and cooperation between department and Greater Giyani Municipality is the

creation of a departmental forum: *“there must be a departmental forum with the Municipality, the forum will assist in joint planning, sharing of responsibilities and channelling resources to assist, the forum will assist in sharing of information and approaches.”*

#### **4.15.16 The Cause of Service Delivery Backlog in Greater Giyani**

According to this study, 80% of the public official agreed that service delivery backlog in Greater Giyani is attributable to a lack of cooperation and collaboration between State institutions. However, an official at the Department of Works and Public Infrastructures is of the opinion that service delivery is not the result of lack of cooperation and collaboration, but is instead due to a combination of poor communication, lack of skills and equipment. An official of Nkhensani Hospital also shared the same views, observing that service delivery backlog is caused by *“insufficient budget and lack of resources.”* The officials who attributed service delivery to lack of cooperation and collaboration had varied opinions. For example, an official of the department of Water and Sanitation stated that *“lack of cooperation and collaboration is induced by political interference, such that projects are implemented without technical reports which result in the project not being finished.”* An official of the Department of Agriculture and Rural Development cited an example of Muyexe Presidential Projects, which has failed due to lack of cooperation and collaboration during the planning and implementation of the project.

#### **4.15.17 How Service Delivery Suffers Due to Lack of Cooperation**

A public official at the Department of Public Works and Infrastructure highlights his concern with regard to failure of service delivery, due to a lack of cooperation between his department and the Department of Health. He remarked as follows: *“the Department of Public Works has let the hospital down by failure to build nurses’ home at the Hospital. Nurses have to travel distances to work because Nurses Home is situated ±8 kilometres at [the] old Hospital.”* An official at the Department Works and Public Infrastructures raised the concern that *“traditional offices were built, but has [sic] not be used as other departments, who were supposed to occupy the offices, they did not. For example, the Department of Home Affairs, Health, Social Security Services did not occupy the offices due to lack of communication.”*

#### **4.15.18 Factors Enhancing the Implementation of IGR and IGRFA**

The study has revealed that there are several factors that ought to be considered in order to enhance the implementation of IGR and IGRFA. Chief among these factors are joint planning, intra-departmental or institutional technical support and resource sharing, participation in the

implementation and monitoring of service delivery of other department or state institutions, and formal partnership between department and/or state institution during the implementation of service delivery programmes.

#### **4.15.19 Joint Planning for Service Delivery**

The study has discovered that public officials have varied and uncertain opinions about joint planning for service delivery programmes. This misinformation regarding joining planning as a principles of IGR for improving service delivery is evidenced by the exposition of an official of Nkhensani Hospital, who noted: *“EMS and Fire Department give us their contingency plan during Easter and festive seasons so that during emergency we know who we can contact.”* Such misinformation regarding joint planning was amplified by the official of the department of Water and Sanitation, who indicated: *“the Department only support[sic] the Municipality as a water services authority.”* To correct this misinformation about joint planning, which is particularly essential for IGR and IGRFA implementation, requires thorough training in the principles of IGR and IGRFA.

#### **4.15.20 Intra-Department or Institutional Technical Support**

The study exposed that the department and state institution have various technical expertise ranging from legal, engineering, financial, and administrative to health and social and security skills, with which they can assist the Greater Local Municipality. Various public officials have indicated the kind of skills with which they can assist the municipality, as evidenced by the remarks of an official of Legal Aid South Africa, who stated that his institution can provide: *“technical support like interpretation of the rules and regulations and assist to create Municipality Traffic Court. Interpret the laws and by-law or create and make submission on by law.* An official of Department of Works and Public Infrastructures stated that his department can provide Greater Giyani Municipality with *“qualified electricians artisans, carpenter qualified artisans, plumbers qualified artisans, bricklayers qualified artisans, painter, welder, air conditioner technicians”*, while an official of Nkhensani hospital stated that his institutions can provide the Municipality with *“health education and community HIV, TB, dentistry and dietetics.”* An official of the department of Works and Public Infrastructures indicated that his department assist other Departments or State institutions by *“constructing schools, clinics and provide project managers who inspect the project to ensure that it is successful.”*

#### **4.15.21 Participation in Service Delivery Programmes**

The study has shown the great extent to which a given department or institution can become involved in the service delivery programmes of other departments or institutions, for example an official of the Department of Health official indicated that his department can be involved in the service delivery of another department by conducting *“health care services by providing an awareness campaign for HIV and Aids, TB, infants immunisation and distribution of condoms.”*

It has been gleaned from this study that 50% of departments and state institutions have not been approached by Greater Giyani Municipality for technical assistance; this includes Legal Aid South Africa, which can provide legal assistance, the Department of Transport, which can provide technical advice related to transport infrastructure, the Department of Education, which can provide expertise-related to training, Nkhensani Hospital, which can provide health-related expertise, and the Department of Water and Sanitation, which can provide expertise related to the provision of water, sanitation and waste management services.

#### **4.15.22 Joint Partnership for Service Delivery**

The study has shown that there has been some degree of partnership between state institutions and or departments during financial year 2013/14. For example, an official of the Department of Transport indicated that his department *“partnered with the South African Police Service, transport inspectors, fire and rescue team and ambulances in major operations such as the Easter Operation, September Operation and Christmas Operation.”* An official of the Department of Water and Sanitation indicated that his department *“partnered with Lepelle Northern Water a state owned enterprise to improve water service in Greater Giyani”*, while an official of the department of Agriculture and Rural Development said that his *“department partnered with the Department Social Development to support the disabled projects called Tanani Matiko”*, which is situated at Shawela under Greater Giyani Municipality.

#### **4.15.23 Skills and Resources Sharing and Technical Support**

The study shows that there are numerous challenges, which are encountered by the Department when assisting other departments or state institutions. This is evidenced by sentiments advanced by an official of the Department of Agriculture and Rural Development, who indicated that *“...budget constraints, financial resources and registration of non-functional cooperative due to lack of due diligence assessment by the Department of Environment and Economic Development*

*and Tourism.*” An official of the Department of Water and Sanitation cited challenges such as “*low attendance to meetings by relevant officials*”. The official of the Department of Works and Public Infrastructure indicated that the main challenge encountered by his department when assisting other department or institutions is related to lack of finance “*financial challenges is very huge with regard to variation orders [...] It is difficult to get money to improve even if the discovered omission is very crucial*”. It has also been remarked by an official of Department of Transport that “*the integrated transport plan in Greater Giyani is backlogged by lack of communication and funding.*”

#### **4.15.24 Current State of the Provision of Basic Water and Sanitation**

**Basic Water Services:** It has been discovered through this study that the provision of basic water service in Greater Giyani Local Municipality is inadequate. This is supported by various opinions enlisted by public officials. For example, an official of the department of Transport indicated that the provision of service “*is good, but needs to be improved there is no water, including in the department and surrounding villages is a challenge.*” According to an official of the Department of Health, “*the state of basic services in Greater Giyani is not in a good state, shortage of water...*” [all sic]. These sentiments were echoed by an official of Department of Education, who said that “*...sometimes it takes two to three days before water problem is solved.*”

**Sanitation and Waste Removal:** it has also been discovered that sanitation is a service delivery challenge in Greater Giyani, an official of Legal Aid South Africa indicated that “*due to Giyani being a dry area, sanitation is worse and sewer pipes spill[...] and smell[...]. Dustbins in town are filled up with garbage.*” An official from the Department of Agriculture and Rural Development emphasised that “*there is currently an average level of service delivery in Greater Giyani Municipality, because some of the basic services do not reach the community, [example water and sanitation infrastructure,...].*”

#### **4.15.25 Inter-Departmental or Institutional Assistance**

In order to enhance service delivery within the local sphere of government, state institutions must assist each sharing resources, skills, co-planning, monitoring and evaluation. Service delivery is a collective effort of all state institutions; therefore, a lack of mutual assistance will always result in a back log of services.

#### **4.15.26 Assistance to Greater Giyani Municipality to Achieve Service Delivery Objectives**

The study has discovered that public officials are unanimous regarding what ought to be done to assist the Greater Giyani Local Municipality in achieving its service delivery objectives. Participation in stakeholders' meetings and collaboration are cited by public officials as high-level factors, which need to be reinforced to help the municipality to achieve its objectives. An official of Department of Water and Sanitation indicated that "*high collaboration, buy-in from senior management, skills development, transfer of skills, technical support and funding*" are essential for assisting the municipality to attain its objectives. This opinion was supported by an official who revealed that "*assisting with funds and expertise and skills*" will assist the municipality. Officials from Legal Aid South Africa meanwhile indicated that the department or state institutions can assist the municipality by "*improving stakeholders' meetings and attendance to stakeholders' meetings and provide the municipality with technical support, sharing of skills, information and knowledge*", and an official Department of Health is of the view that "*regular meeting with other department[s] and municipalit[ies] and addressing the objectives of service delivery*" might bring about improvements.

#### **4.15.27 Inter-Department and/or State Institution's Assistance to Improve Service Delivery**

The research has discovered that some departments or state institutions have received some assistance from other departments or state institutions. For example, an official from the Department of Education said that "*...the Department of Health came to our institution, they identified learners who needed treatment for certain illnesses, and they then referred those learners to hospital to receive proper treatment*". An official of the Department of Agriculture indicated that Department of Water and Sanitation has assisted his department by "*establishing a registration of water users, which assist with the allocation of water to farmers.*" According to an official from the Department of Works and Public Infrastructure, the Department of Water and Sanitation assists his department with "*TLB equipment when experiencing water burst and also assists with pipes for repair*". The Office of the Premier, Department of Cooperative Governance and Traditional Affairs, and South African Local Government Association, according to an official of Department of Water and Sanitation, assist his department "*when there is no cooperation by providing Interference That Break The Deadlock.*"

#### **4.15.28 Impediments Affecting the Implementation of IGRFA**

The study has discovered that a significant number of public officials of state departments and state institutions within Greater Giyani do not have formal qualifications in IGR. This is one of the underlying impediments to the implementation of the IGR and IGRFA. The study has also established that the action of provincial and national departments, the district municipality and state institutions have a tremendous influence on the performance of the Greater Giyani Municipality.

Although considered the engine of the service delivery, it has been found here that when it comes to the Greater Giyani Municipality IDP, the attendance by State departments and institutions at meetings, although significantly high than the attendance of other stakeholders meetings, is not considered as part of service delivery responsibility. The study also found that the attendance of IDP and other stakeholders meetings has not translated to service delivery improvement, although the IDP and stakeholders meeting are instruments of service delivery collaboration and cooperation, which are the foundational pillars for IGR's influence on service delivery.

Even though the state officials' attendance at IDP meetings is imperious, the attendance at stakeholders meeting such as the service delivery improvement meetings is pitiable. The poor attendance to service delivery and stakeholders meetings is the hold-back action responsible for deficiencies in service delivery in Greater Giyani, evidenced by the meagre 30% of public officials who attended a service delivery stakeholders meeting for the financial year 2013/14. The study discovers that attendance of service delivery improvement meetings in Greater Giyani is very poor, despite the common agreement amongst public officials that stakeholders meetings play a significant role in the improvement of service delivery programmes. The sharing of technical, financial and administrative skills as well as resources is none-existent, and therefore, collaboration and cooperation between state departments and institutions is disconnected.

Service beneficiaries are the barometers of the efficiency and effectiveness of service delivery programmes rendered by various state institutions. The opinion of service beneficiaries with respect to the quality of service is very significant, as it translates into whether they are satisfied or dissatisfied with the result of a particular services delivery programme.

## **4.16 DISCUSSION OF KEY FINDINGS FROM SERVICE BENEFICIARIES**

### **4.16.1 Rating of Delivery of Basic Services Infrastructure**

The study discovered that the rate at which basic service infrastructures is delivered in Greater Giyani can be rated as average, according to 40% of service beneficiaries. The study found that 20% and 33% of the service beneficiaries rated the delivery of basic services infrastructures as poor and very poor, respectively. This is evidenced by the complaints from service beneficiaries who have responded to the survey. For example, a respondent from Ward 13, which comprises of Giyani Section F and Section D, indicated that Giyani section F is *“not receiving good service because streets do not have street lights, sewerage pipe are constantly blocking and not attendant to thereby affecting the lives of people”* [all sic]. The respondent further complained about the status of road and street infrastructures and further indicated that Section F does not have a primary health care facility. The same challenges were echoed by the respondent of Ward 14, which comprises Makosha and Xikukwani villages, who said *“there is a serious challenge with water service delivery, grading of the street; and there is no clinic in the community; and people have to travel to Giyani town to reach medical services; and sometimes we do not have money for taxi”* [all sic]. The resident of Ward 24, which consists of Bambeni, Mageva, Mnghonghoma and Loloka, said that their ward has *“poor street[s] and roads.”*

### **4.16.2 The Status of Water and Sanitation**

It has been revealed by this study that water and sanitation is a Key Service Delivery Area inadequately provided to the communities, where 60% of service beneficiaries surveyed indicated that they are mostly dissatisfied with the provision of access to water and sanitation. It has also been discovered during the study that 40% of the service delivery beneficiaries access their basic water by purchasing from vendors or water traders, while 67% of the service beneficiaries do not have access to basic water for more than 12 days in any given month. The study has also exposed that 46% and 27% of the service beneficiaries use a ventilated pit latrine and open pit toilet, against 27% who have access to flush toilet. This study shows that 46% of the service beneficiaries are of the view that the delivery of water and sanitation infrastructures in Greater Giyani is very poor, against 20% who considered the rate of providing water and sanitation infrastructures as poor. A respondent from Ward 23, which comprises the four villages Nsawulani, Guwela, Mbhedle, Kheyi and Muxiyani, stated that *“some homes do not have toilets and have to ask neighbours for use of toilets”* [sic].

#### **4.16.3 Basic Electricity Supply**

It has been exposed by this study that 67% of the service beneficiaries use firewood as a means for heating and cooking, while 33% use electricity for the same. This finding also reveals poor delivery of services exacerbates the level of poverty amongst members of the communities.

#### **4.16.4 Streets and Roads Infrastructures**

The study found that there is a range of the type and quality of streets and roads, as well as the lighting of street of communal streets. Seventy-four percent of the surveyed respondents do not have street lights in their communities, while 80% and 20% of the beneficiaries have dusty street and gravel streets, respectively. The streets and roads have been cited as unusable during rainy seasons, whereby 20% and 53% of the surveyed beneficiaries indicated that streets are unusable and very unusable respectively. It has also been exposed by this study that 20% and 53% of the beneficiaries are respectively dissatisfied and very dissatisfied with the quality of street and roads infrastructures. The usability of roads and street during rainy days is attributed to lack of drainage systems, because 86% of the beneficiaries indicated that they do not have drainage systems in their communities, and of those who have the draining systems in their areas, only 7% indicated that their drainage systems were good.

#### **4.16.5 The Status of Refuse Removal**

The study also found that the removal of refuse and use by the municipality is inadequate, because 80% of the beneficiaries do not have access to refuse removal services provided by the municipality. Those beneficiaries who do not have access to refuse removal from the municipality indicated that they dispose of waste and refuse either into near-by streams, or dump it in nearby dongas and bushes, or bury the refuse in their yards. A resident of Ward 11, which comprises Giyani Section E and D<sup>1</sup>, highlighted that *“there is a dumping side all over the street corners of the location, all kinds of rubbish is there, e.g. pampers, dead animals... the bridges are packed and blocked by rubbish water cannot flow properly to the river...”*

#### **4.16.5 Access to Health Care Facilities**

The study has also exposed that there are members of communities within Greater Giyani who do not have access to primary health care facilities, or have difficulty in accessing the primary health care facilities. The finding is supported by 60% of the surveyed beneficiaries, who alluded to the fact that they travel more than five kilometres to access the basic primary health care.

#### **14.16.6 Service Delivery Challenges Experienced by Residents**

The study has revealed that the respondent who have responded to the survey have similar experience with respect to service delivery challenges. The most prominent services delivery glitches include poor roads and street infrastructures, inadequate provision of water and sanitation, and lack of waste removal services. Residents of Ward 14 enumerated the services delivery challenges as follow: *“Lack of clinic, which create a delay in medical intervention, serious water supply challenge, we buy water from donkey carts drivers, we use dirty water from the canal for washing clothes, families without toilet have to go to the bush to relieve themselves [sic].”*

The problems relating to lack of primary health care facilities was repeated by a Ward 13 participant, who indicated that *“access to health care needs transport as it is too far... we face challenge of shortage of medicine in our clinic”* [all sic]. Another respondent residing in Ward 24 lamented the lack of a clinic by saying the nearest clinics were more than 13km away at Ndhambi Village, and more than 10km away at Kheyi Village.

The service delivery challenges related to road and street infrastructures were echoed by resident of Ward 11, who said *“some parts of Greater Giyani Municipality roads are not maintained, we have potholes, and it is not easy for us to drive in such roads, there are also dusty roads”* [sic]. Another resident of Ward 12, which consists of Section A, Homu 14C and part of Homu 14B lamented the lack of proper houses at Homu 14C and exposed that *“there are many poor people, who have no access to proper houses.”* The resident further indicated that *“there is a serious need for a drainage system in my area, the rain water flood the entire community making life very miserable.”*

A resident of Homu 14C provided a summary of service delivery challenges experienced in Ward 12 by saying *“the basic service is not available [sic], there is no water, there is no street, there is no electricity in some parts of the community and there are no proper houses for some families.”*

#### **4.17 CONCLUSION**

From the responses on the part of public officials, it is clear that there are no structures that exist to promote implementation of IGR and IGRFA amongst state institutions and department rendering services within Greater Giyani. There is also no forum that can serve as bedrock to

strengthened or enhance the planning, implementation, monitoring and evaluation of service delivery within the local municipality. The lack of formal structure to promote the implementation of IGR and IGRFA escalated to a lack of joint planning, non-participation in service delivery programmes of other departments or state institutions, and poor attendance to IDP and other stakeholders' meetings, including service delivery improvement meetings.

The respondents have noted that the action of one department has a strong bearing on the success or failures of services delivery programmes undertaken by other departments. However, there are no mechanisms deployed to ensure that the impetus by one department or State institution drives or assist the other department to realise its service delivery objectives. The result is poor collaboration and cooperation between state institutions to enhance the implementation of service delivery programmes. The current coordination and collaboration of services between department or state institutions and Greater Giyani Municipality is undertaken on an ad hoc basis and there are no consequences of non-attendance to the municipal IDP.

The integrated approach to service delivery within a local municipality is achieved through the Integrated Development Plan. From the analysed data it is clear that in Greater Giyani attendance to the municipal IDP is not considered a paramount service delivery undertaking and this leads to a failure of improving the integration of service delivery efforts by department and state institutions. The IDP is an instrument of intergovernmental relations, which establishes a platform for all departments and state institutions to plan their respective service delivery programmes together. Currently Greater Giyani does not play any meaningful role in the planning and implementation of service delivery programmes undertaken by the state department within its boundaries; the result is the vital lack of articulation of service delivery priorities.

The enhancement of service delivery requires that the department or state institutions operating in Greater Giyani execute their function in a coordinated manner. When coordination and collaboration is firmly established, department and state institutions will be able to share resources and skills when planning, executing and evaluating service delivery programmes.

The study has established that the poor implementation of IGR and IGRFA is responsible for a serious backlog of service delivery in service areas such as water and sanitation, roads and streets infrastructures, waste removal and primary health care facilities. The service delivery backlog has also been aggrieved by residents responding to the survey of this study.

## **CHAPTER FIVE**

### **CONCLUSIONS AND RECOMMENDATION**

#### **5.1 INTRODUCTION**

This chapter provides an overview of the research chapters and the findings of the study, it further discuss the conclusion, and outlines the study's recommendations. It deliberates on the suitable model for improving the implementation of IGR and IGRFA and the final remarks drawn from the findings of the study. The actual implementation of IGR and IGRFA varies between departments and/or State institutions, due to differences in service delivery programmes, organisational structures, and the sphere of government within which the department or state institution is situated. Therefore, the discussions in this chapter merely provide a guideline and a model framework that can be adopted for the implementation of IGR and IGRFA to enhance service delivery within Greater Giyani.

#### **5.2 OVERVIEW OF THE CHAPTERS CHAPTER**

**Chapter One** of this study presents the introduction of the study and introduces the reader to the aims, objectives and research questions. The chapter also delineates the problem statement, research designs and research methods adopted for the study, as well as its ethical considerations.

**Chapter Two** outlines the relevant literature, which has been reviewed, where the purpose thereof was to learn more about the conception of the research topic as espoused by diverse viewpoint of scholars, writers and commentators. The literature review presented a careful and elaborate analysis of the embryonic of IGR and IGRFA, and the linkage between the IGR and the implementation of IGRFA. It has emerged from the literature review that the implementation of IGR and IGRFA has a strong bearing on the efficiency and effectiveness of service delivery.

**Chapter Three** concentrated on the research designs and methodology adopted for the study and also described possible research methods. It also reiterated the area of the study, the research designs, population and the sampling strategies. This chapter further illustrated the different methods of data collection and provided a summary of how data was collected and analysed, and provides a synopsis of ethical principles, which were perceived and observed during data collection and analysis.

**Chapter Four** provides a detail summary of the importance of biographical data of respondents in research study. It also provides detailed analysis of quantitative and qualitative data collected by means interviewing the public officials, surveying the service beneficiaries and observation. It thereafter provides a synopsis of key findings from interview, survey and observation data.

### **5.3 SUMMARY OF THE FINDINGS**

The following paragraphs highlight the summary of findings emanating from this study with respect to requirement of IGR and IGRFA implementation.

#### **5.3.1 The Requirement for the Implementation IGR and IGRFA**

The study has established that there are various compliance requirements for the proper implementation of IGR and IGRFA. These include attendance to municipal IDP and budget meetings, participation in inter-department or institutions' service delivery, planning, execution and evaluating meetings, communication, stakeholders meetings and partnership through cooperation and collaboration.

#### **5.3.2 The Attendance of Municipal IDP Meetings**

Although there have been above average attendance to municipal IDP meetings by departments and State institutions, the attendance at IDP meetings only takes place as it is deemed to be required. There is no accountability for non-attendance to IDP meeting, nor is there any enforcement mechanism to ameliorate non-attendance. It has also been established that public officials do not know of any link between IDP and integration of service delivery programmes and how the IDP can help to improve cooperation and collaboration between departments and or state institutions.

#### **5.3.3 Attendance to Municipal Budget Meetings**

The attendance at municipal budget meetings by public officials of various state departments is perpetually curtailed by public officials whose department does not attend the municipal budget. Public officials are of the view that there is no need for attending such meetings, because according to them, the Municipality has no relationship with their departments. This means the establishment of official relationships between the departments and/or state institutions is a terrain for the implementation of the IGR and IGRFA.

#### **5.3.4 Attendance at Service Delivery Improvement Meetings**

It has been established by the study that Service Improvement Meetings are essential for joint planning, implementation and evaluation and service delivery programmes. However, the participation by Department and state institutions in the planning, implementation and evaluation of municipal service delivery programmes through the service delivery improvement planning meetings has been found to be deplorable. This is a sign of a lack of cooperation and collaboration between and amongst State departments.

#### **5.3.5 Holding of Stakeholders Meeting**

This study has revealed that the public officials of government departments and state institutions rendering services in Greater Giyani do not regard stakeholders' meetings as a component of service delivery. By disregarding stakeholder meetings, the government departments and State institutions rendering services within the local municipality are missing opportunities to inform each other on matters of common interest. Malan (2005:237) tells us that stakeholders' meetings are an essential component of information sharing. The study has revealed that the government departments and state institutions in Greater Giyani do not share service delivery information with one another; lack of information sharing is due to deficiency of active dialogue between and amongst the government department and state institutions. Stakeholders meetings are characterised by informal and formal channels sharing service delivery information. Stakeholders' meetings enables officials to create informal channels of communicating through faxes, e-mail and telephones, whereas the stakeholders' meeting itself is an formal mechanism for service delivery dialogue. A number of public officials revealed that poor attendance to stakeholders' meetings is due to lack of consultation between and amongst departments and State institutions, poor communication, competition between and amongst departments and or state institutions, and failure by the local municipality and departments to invite other department or state institutions to their respective meetings.

#### **5.3.6 The Influence of IGR and IGRFA on Service Delivery**

The study has revealed that the activities of one department or state institutions have a tremendous influence on the activities of other departments, and vice versa. Therefore if IGR and IGRFA principles are not properly implemented, the service delivery activities of one department may negatively influence the activities of other departments, resulting in service delivery antagonism between department and state institutions. Malan (2005:229-300) observes that government departments and state institutions must cooperate with each other due to the

interrelatedness and the interdependency their service delivery programmes. The interrelatedness of the service delivery activities requires the departments and state institutions to be engaged in constant communication, in order to improve the efficiency of service delivery systems.

### **5.3.7 Importance of Collaboration and Cooperation in Service Delivery**

It has been exposed through this study that cooperation and collaboration between and amongst departments and state institutions barely exists in the Greater Giyani. This is attributed to various factors, chief amongst which is a lack of communications and lack of framework for participatory service delivery implementation. Baatjies & Steytler (2006:3) and Malan (2005:226) contend that there is a set of relationships through which collaboration and cooperation between government institutions can be implemented.

Sokhela (2006:51-52) tells us that that the framework for the implementation of IGR will minimise the competition among the stakeholders and maximise the cooperation during the implementation of service delivery programmes. A cooperative framework must serve as a formal communication route for government institutions in order to establish and service in Greater Giyani. The cooperative framework will assist in solidifying partnership and teamwork between and amongst government departments and state institution and this is vital for efficient service delivery. It has also been uncovered that lack of collaboration and cooperation between and amongst State institutions and departments is responsible for service delivery backlog in Greater Giyani. Therefore, formalised systems of teamwork and partnership will assist in reducing the systematic backlog of service delivery.

### **5.3.8 Factors Required for the Implementation of IGR and IGRFA**

The study has revealed that there are various factors that serve as stimulants for the implementation of IGR and IGRFA. These factors include joint planning, intra-departmental or institutional technical support, resource and skills sharing, communication, service delivery partnership, and attendance to stakeholders' meetings, which include municipal IDP and Budget meetings, and Service Delivery Improvement Planning meetings. Johns, O'Reilly & Inwood (2007:22) refers to these factors as formal and informal structures necessary for a functional IGR system. The formal and informal structures are the drivers that tenable the IGR and IGRFA implementation and prevent the implementation of service delivery programmes.

## **5.4 CURRENT STATE OF THE PROVISION OF BASIC SERVICE**

The study has revealed that there is a service delivery backlog in Greater Giyani, which includes the delivery of basic service infrastructure. This is attributed to poor implementation of IGR and IGRFA principles in Greater Giyani. The study has revealed that 40% of participants who participated in the survey rated the delivery of basic service infrastructures as average and 20% and 33% as poor and very poor, respectively. This finding is consistent with the assertion of the Practitioner's Guide for IGR in South Africa (2007:39), which reveals a lack of IGR and poor implementation of IGRFA principles, which have a negative effects on the success of service delivery. An efficacious implementation of IGR and IGRFA according to Ile (2010:51), is benchmarked by successful implementation of service delivery programmes.

### **5.4.1 Access to Basic Water and Sanitation Services**

The current state of access to basic water and sanitation in Greater Giyani is inadequate. Due to severe shortages of water, many communities purchase water from water traders, while others depends on untreated water from canals and rivers wells. There is also a dire need of sanitation infrastructure, as a number of households who do not have access to formal sanitation infrastructures. This situation is worsened by shortage of basic water for number of days.

### **5.4.2 Access to Road and Street Infrastructures**

The access to roads and streets is measure by the type and quality of street and roads as well as the lighting of communal streets. The study has found that several communities do not have lighted streets or Apollo. The roads and streets in all villages are dusty and potholed throughout, and have not been graded for a very long time. These roads and streets are impassable during the rainy season, and all respondent surveyed indicated that they do not have access to drainage systems in their communities, where amongst those with drainage systems in their areas, only 7% indicated that their drainage systems was in good working condition.

### **5.4.3 Access to Primary Health Care**

There are members of communities within Greater Giyani who do not have access to primary health care facilities or have difficulty in accessing them. These households have to walk for more than 5 kilometres to access their primary health care needs.

#### **5.4.4 Access to Waste Disposal Services**

The study has also discovered that 80% of the households in Greater Giyani do not have access to municipal-assisted waste removal. These communities either bury or dispose of their household waste in the bushes, streams and dongas, or bury such waste in their yards.

### **5.5 CONCLUSIONS**

The main objective of the study was to explore the implementation of IGRFA and its influences on the delivery of services in Greater Giyani, and to develop a practical model, which can be utilised to improve the implementation of IGRFA and to enhance the delivery of service within Greater Giyani Municipality. In order to realise the aims of this study, the following objectives was required:

- to investigate the requirement for IGR and IGRFA implementation in order improve the delivery of services in Greater Giyani Municipality;
- to determine the effects of IGR and IGRFA implementation in the delivery of services in Greater Giyani Municipality;
- to explore the impediments affecting the implementation of IGR and IGRFA in Greater Giyani Municipality;
- to evaluate the status and level of service delivery in Greater Giyani Municipality; and
- to develop a model which can augment the implementation of IGR and IGRFA in order to heighten the delivery of services.

#### **5.5.1 The requirement for IGR and IGRFA implementation**

There are various requirements necessary for the implementation of IGR and IGRFA, which must be practised by all departments towards enhancing the efficiency of service delivery in Greater Giyani. The following paragraphs provide a synopsis of the practical requirements to be adhered to in order to improve the delivery of service.

**Attendance to municipal IDP and Budget meetings:** Van Donk, Swilling, Parnell, & Pieterse (2008:339) inform us that the municipal IDP is the porter of service delivery; therefore, that attendance to municipal IDP meetings by all department and State institutions is highly significant. However, there are between 20 and 30% of departments and state institutions that

have never attended the IDP meetings held by the local municipality. Despite the fact that the Mopani District Municipality within which Greater Giyani Municipality is to be found has an existing Local IGR Forum, where departments and state institutions participate as members. Attendance of Municipal IDP meetings by department and State institutions has never reached 100% over the last three consecutive financial years. This is due to the fact that there is no formal procedure in place to strengthen and foster attendance to municipal IDP meetings. This finding is consistent with the argument presented by Layman (2003:23), who has noted that the existence of IGR Forums cannot be referred to as constituting a co-operative government, because co-operative government consists of mirrored, integrated planning of service delivery programmes, which occurs through the municipal IDP meetings. According to Manyaka & Madzivhandila (2013:177), the IDP serves as a stream for institutional support, collaboration, coordination and cooperation amongst and between the state institutions and or department rendering services within the local municipality.

**Lack of dedicated IGR and IGRFA administrative office:** The IGR and IGRFA implementation is not regarded as an administrative function, where, as a result, it is merely implemented in a fragmentary way and on an ad hoc basis. It was also discovered that all departments or State institutions in Greater Giyani do not have a dedicated IGR relation offices, where the implementation of IGR and IGRFA is virtually none-existent as a result, forming the basis of poor service delivery. According to Naidoo & Kuye (2005:630), the slow pace of service delivery must be accelerated by developing various strategies or approaches that might provide a multifaceted and multidimensional framework. These strategies can only be made possible if department and state institutions establish within their organograms a dedicated and fully resourced IGR and IGRFA.

**Formalisation of stakeholders meetings:** The study has discovered that the attendance to stakeholder meeting in Greater Giyani is infrequent; where state officials do not fully recognise the positive impact such meetings can have on the efficiency and effectiveness of service delivery. Although public officials are aware that the action of one department has a tremendous influence on the service delivery goals of another department or State institution; there has been no attempt made towards the formalisation of stakeholders' meeting to safeguard the deleterious influences of one department or state institution upon the success of service delivery programme of another departments or state institutions. Therefore, the attendance to stakeholders' meetings must be formalised, and to make such meetings, the drive terrains for establishing relationship

between the department and state institutions. Formalisation of stakeholders meetings will ensure that departments and state institutions participate in each other's service delivery programmes in order to deliver services to the communities in a manner that is sustainable (Thornhill 2006:318).

Tshiyoyo & Koma (2011:123) elucidate that the formalisation of stakeholders' meetings will assist the departments and state institutions in enhancing service delivery, by consulting each other with respect to planning, implementation, evaluation, and monitoring of service delivery programmes. Formalised stakeholders meetings will ensure that the attendance to the municipal IDP and other municipal meetings becomes compulsory to strengthening communication between department and state institutions. Maloka & Mashamaita (2013:199) inform us that the government departments have a crucial role to play in the delivery of service within the local municipalities. Both the provincial and national departments and other state institutions and the district municipality must assist each other by constantly holding joint service delivery meetings to discuss the planning, implementation, monitoring and evaluation of service delivery programme.

**Joint planning, implementation and evaluation:** Joint planning is non-existent in Greater Giyani; the study has exposed the departments as operating in isolation of one another, where each department or state institution is only responsible for its own service delivery programmes. Isolated service delivery planning, implementation, monitoring and evaluation result in the failure of service delivery programmes in Greater Giyani Municipality. Malan (2005:229) confirms this view by saying that each department undertaking service delivery programmes must determine within the area of service delivery the government departments and other State institutions or organisations that must be consulted to participate in the planning, implementation, monitoring and evaluation of services delivery programmes. Therefore, in order to increase the efficiency of service delivery in Greater Giyani, the sector departments or State institutions must identify issues of consultation with other sector departments. This includes, but is not limited to timing and various stages of consultation, service delivery information that needs to be shared and the required structure of consultation. According to Van Rooyen (2007:46), joint planning for service delivery assists public officials in recognising dysfunctional links within the programme's service delivery chain, towards making solutions available, which will augment the outcome of the service delivery programme. Therefore it is envisaged that joint

planning is not a once-off, aimless or illogical process, but rather a meticulous process, which follows various stages from the initial to the closure of service delivery programme.

### **5.5.2 The Effects of IGR and IGRFA Implementation in the Delivery of Services**

The effects of IGR and IGR implementation are felt within, through the quality, efficiency and sustainability of service delivery programmes undertaken within the local municipality.

**Development of service delivery support mechanism:** the impact of IGRFA implementation on serviced delivery was also explored during the study. It has been established that service delivery programmes in Greater Giyani cut across departments and state institutions. Therefore efficient service delivery requires a well-coordinated implementation support mechanism entrenched by multi-sectoral skills, joint planning, implementation, monitoring and evaluation of service delivery outcomes, constant participation and collaboration. The government departments and state institutions rendering services within Greater Giyani have a plethora of technical expertise ranging from technical, engineering, legal, financial and administrative skills, covering wide service delivery areas such as water and sanitation, roads and public infrastructures, economic and environment, social justice, safety and security, agriculture, primary health and education. Despite these fertile range of expert knowledge and skills in service various components of service delivery areas, there is currently no sharing of skills and technical assistance across department and State institutions. This contrasts with Warsono (2011:964-966), who alludes to the fact that the implementation of IGR at the local level is reinforced by complementary networks comprising policy and programme exchange skills, and knowledge, information exchange, sharing of programme strategies, resources and capacity sharing. These exchanges are referred to as intergovernmental management systems, which constitute the mainstay of the implementation of IGR, and are only realised when there is effective communication and reciprocal support systems between state institutions within the spheres of government.

**The supportable stakeholders meetings:** The implementation of IGR and IGRFA requires a multi-departmental structure that will serve as a crucible for co-ordinating the joint planning of service delivery programmes, strategies and policies. However, this study discovered that joint planning, collaboration and cooperation between service sector departments and state institutions is notably insubstantial. These inadequacies are the factors culminating in failures of service delivery, and service delivery backlog, resulting in dissatisfaction amongst the beneficiaries of these services. The above finding confirms the argument advanced by Layman (2003:22),

namely that local municipality is a key site for service delivery, where all spheres of government intersect to improve the delivery of services through IDP and other planning instruments. The finding of lack of joint planning confirms the assertion in Haurovi (2012:186) that disintegrated and fragment planning for service delivery at the municipal level make service delivery difficult to achieve.

**Shared service delivery responsibility:** in Greater Giyani the principle of shared responsibility for enhancing service delivery is, without exaggeration, non-existent. Pretorius and Schurink (2007:23) contrast this finding where they indicate that there are many state institutions operating within the local municipality in the form of parastatals, national and provincial departments and district municipalities. These institutions enjoy joint planning for local development, as without it, the development effort and efficiency of service delivery would be undermined.

**Sustainable collaboration and cooperation:** All service delivery programmes undertaken by state departments and institutions in Greater Giyani are multi-sectoral programmes; however there is neither a formal nor informal institutionalised cooperation between the state departments and or state institutions. The study reveals that 70% of public officials are of the view that serviced delivery backlog in Greater Giyani is caused by lack of cooperation and collaboration between state institutions.

### **5.5.3 The Impediments Affecting the Implementation of IGR and IGRFA**

Various impediments which hamper the implementation of IGR and IGRFA exist within and across the dynamics of state organisations.

**Poor skills and training in IGR and IGRFA:** The study discovered that there are various factors impeding the implementation of IGRFA. These factors are classified into three categories, namely: the knowledge and skills relating to IGR and IGRFA; the practice of IGR and IGRFA; and the operationalisation of IGR and the implementation of the IGRFA. The research has discovered that the majority of public officials have not undergone any training in IGR or IGRFA, where as a result, they have scant knowledge of what IGRFA implementation entails. IGR technical skills and knowledge are necessary for the practice, operationalisation and implementation of IGRFA.

**Insufficient communication and information sharing:** one crucial element lacking in Greater Giyani service delivery chain is communication. Malan (2005:237) is of the view that officials of government department and state institutions must constantly communicate and share service delivery information with each other. Tshiyoyo & Koma (2011:123) clarify that the formal platform for information sharing is the stakeholders meetings, municipal IDP and budget meetings. Therefore, each department or state institutions must enlist its projects with the municipal IDP and consult with all the related stakeholders, which include other sector departments, regarding the type of skills, resources and technical expertise necessary for the service of the undertaken service delivery programmes. The implementation of IGRFA is embedded upon communication between and amongst departments and state institutions. Communication channels between and amongst service delivery sector departments and state institutions is gridlocked by a host of factors, which include lack of joint responsibilities and ownership of service delivery programmes.

**Insufficient sharing of financial and physical resources:** the government and state institutions working in rendering service in Greater Giyani operate in a segregated system, where each merely concerns programmes. The segregated implementation of services delivery programmes is an impediment to resources sharing, which create economics of scale. According to Maloka & Mashamaita (2013:199), government departments and institutions must accelerate service delivery through financial and physical resource-sharing.

Ile (2010:55) tells us that in order to sustain the delivery of services at the local municipality, the administrative heads of offices and their administrative personnel across all of government departments and institutions must work together to inspire the IGR and IGRFA implementation programmes. Therefore, the implementation of IGR and IGRFA is expanded through sharing of equipment, machinery, and human and financial resources between and amongst government departments and state institutions. This research has revealed that a poor relationship exists between and amongst departments and state institutions, preventing the sharing of resources as a catalyst for the implementation of IGR and IGR principles.

## **5.6 RECOMMENDATIONS**

The recommendations devised here are based on the findings from literature review and the field research referred to. The following are key recommendations. The study of the implementation of IGR and IGRFA rest upon the sets of interrelated variables, and these variables are crucial for ensuring effective and efficient service delivery. They comprise of: (1) IGR resources and

IGRFA implementation standards; (2) IGR communication and administration; (3) disposition of IGRFA implementing agents and IGR conflict resolution; (4) institutional and organisational IGR capabilities.

These variables are selected to act as pillars that will foster the requirements for IGR and IGRFA implementation; and to neutralise the impediments affecting the implementation of IGR and IGRFA. The variables will also act as the building blocks for the development of a model which can augment the implementation of IGR and IGRFA in order to heighten the delivery of services.

### **5.6.1 Fostering the Requirement for IGR and IGRFA Implementation in Order Improve the Delivery of Services in Greater Giyani Municipality**

**IGR resources and IGRFA implementation standards:** these are the critical elements required with respect to IGR and IGRFA implementation in Greater Giyani Municipality. The IGR is policy programme and IGRFA is a statutory instrument, which drives the implementation of IGR policy. In Greater Giyani, IGR and the implementation of IGRFA principles are not considered to form part of administrative function; therefore no resources are allocated specifically for IGR function, and there are no standards or guidelines adopted by the state institutions and departments or state institutions for effective implement IGRFA. Consequently, it is recommended that the implementation of IGR and IGRFA might be improved significantly if each state department or institution establishes within its organogram an IGR line function with sufficient human and physical resources. It is further recommended that this be followed by the development of a comprehensive IGR and IGRFA common set of standards or guidelines to assist sectoral department and institution in joint planning, collaboration, coordination and implementation of service delivery programmes. The IGRFA implementation standards will be used to measure quality, clarity, consistency and compliance to implementation guidelines. The standards will also serve as a benchmark the IGRFA implementation gaps across all department and state institutions.

### **5.6.2 Consolidating the Effects of IGR and IGRFA Implementation in the Delivery of Services**

**Disposition of IGRFA implementing agents and IGR conflict resolution:** The IGRFA implementing agents consist of departments and state institutions, their formal and informal organisational structures, people and their perceptions, organisational culture, policies and resources. The impact of IGRFA implementation on service delivery depends on the disposition

of IGRFA implementation agents and their ability of resolve IGR conflicts. It is recommended that the departmental and institutional organisational structure be strengthened, as they are responsible for limiting or propelling the implementation of IGR and IGRFA. The mainstay for a successful implementation of IGR and IGRFA is the experience, competence and technical skills of relevant personnel. Therefore it is further recommended that the public officials be sufficiently trained in the implementation and practices of IGR and IGRFA in order to enhance the efficiency of service delivery. This could be achieved by the establishment a functional IGR directorate or specialised IGRFA division, which would help to alleviate conflicts within and across departments and state institutions, which result in departments and state institutions competing with rather than complementing one another. Training in IGR and IGRFA will serve as resource for conflict resolution between and amongst the implementing agents; and will contribute to improving perceptions amongst public official with regard to IGR and IGRFA.

### **5.6.3 Neutralising the Impediments Affecting the Implementation of IGR and IGRFA in Greater Giyani Municipality**

There are various mechanisms which can be deployed in order to neutralise the factors which impede the implementation of IGR and IGRFA.

**IGR communication and administration:** There are various factors which have been identified as impeding the implementation of IGR and IGRFA, chief amongst which is communication, and a lack of cooperation, collaboration and coordination amongst departments and State institutions during the planning and delivery of services. Hence, it is recommended that a formal communication structure be developed to enhance the communication process amongst the sector departments and institutions. Although the formal and informal communication systems form the mainstay for successful implementation of IGRFA, these are not the only factor is necessary for enhancing the implementation of IGRFA amongst department and State institutions. Other factors pertain, such as lack of technically skilled personnel, inadequate time and information, and a lack of physical and financial resources, which are fundamental impediment to the implementation of IGR and IGRFA. It is hereby recommended that the institutional and departmental capacity be strengthened, and that sufficient time and resources be allocated to the implementation of IGR and IGRFA. The firming of personnel skills in IGR and IGRFA and snowballing of resources allocation to functional IGR administrative divisions, together with formal and informal intersections of structured communication, will form the drive terrain for the implementation of IGRFA.

It is also recommended that the implementation of IGR and IGRFA be based on the implementation model. The model must be able to insulate the process of IGRFA implementation from political and socio-economic influence. This can be achieved by enhancing the institutional and organisational capabilities of department and State institutions to implement policies, incorporate cooperative and collaborative matrix of IGR within the personnel's key performance areas. The IGR skills development amongst key managers must be prioritised so as to enhance the competencies of the internal structures of state institutions. This will enhance IGR and IGRFA policy implementation, joint execution of service delivery matrix, and assist in maintaining an effective risk structure to mitigate service delivery failures.

#### **5.6.4 The Model That Can Augment the Implementation of IGR AND IGRFA in Order To Heighten the Delivery of Services**

**Institutional and organisational IGR capabilities:** Greater Giyani Municipality is a Grade B local municipality plagued by challenges such unstructured support for service delivery systems, lack of coordinated service delivery monitoring mechanisms, lack of cooperation between State institutions, minimum participation by stakeholders in the Municipal IDP and other planning forums, lack of compliance by stakeholders to statutory IGR principles, lack of mechanism and systems to monitor community satisfaction with service delivery (GGM-IDP, 2013/14:52). The challenges confronting the municipality are like tentacles which touch every other sectoral departments and institution rendering services within the borders of Greater Giyani Municipality. Therefore, resolving such expansive challenges requires a development of modular framework capable of linking the entire sectoral service delivery framework into one overall practical model. The adaptation of the model will assist public officials in removing the challenges besieging service delivery. This will achieve increase in the capacity of departments and State institutions, through physical and financial resources sharing, expert advice, skills transfer and information sharing.

#### **5.4 THE PRACTICAL MODEL FOR IGRFA IMPLEMENTATION**

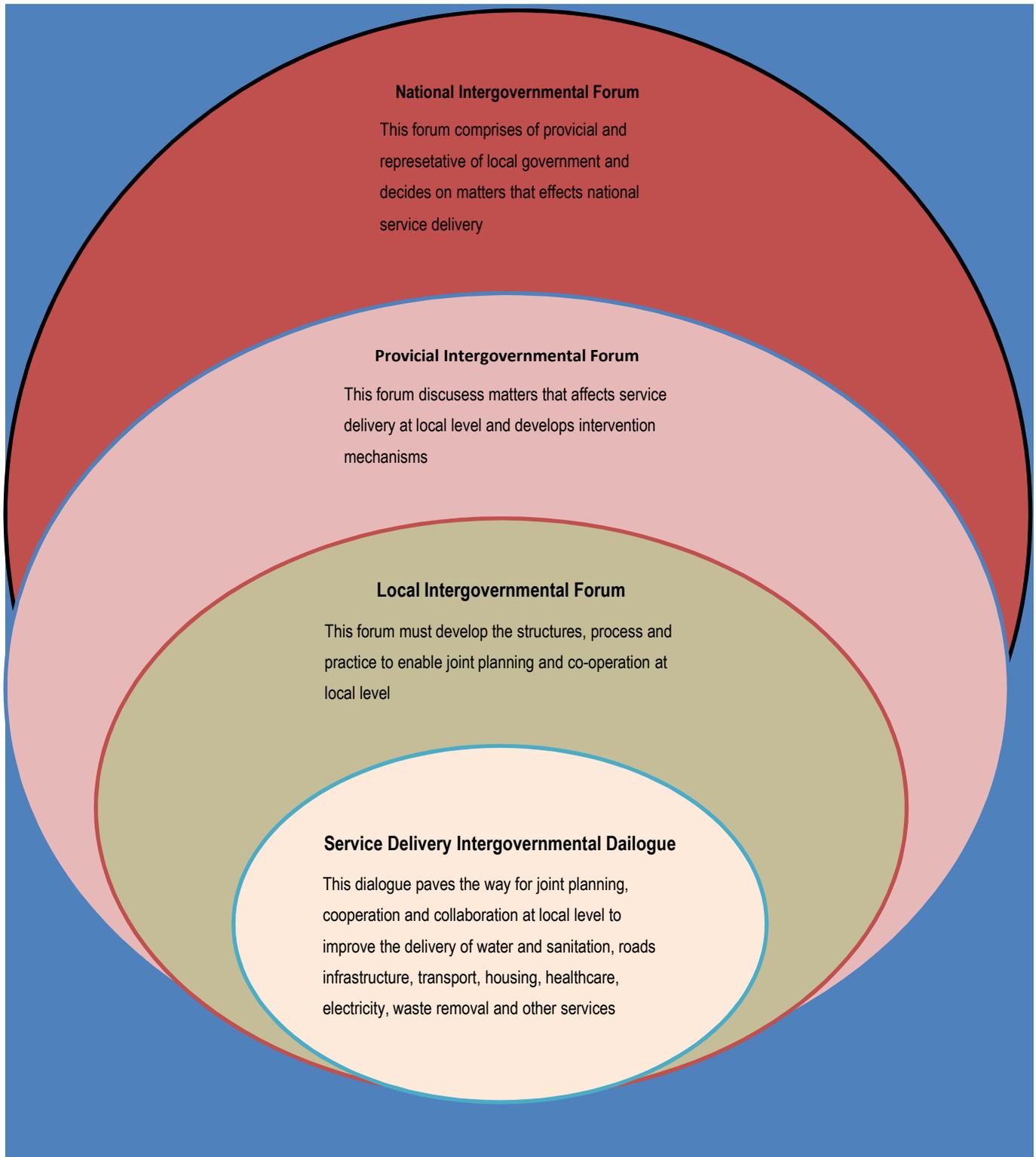
In order to create a formal IGR linkage between State departments and institutions, a formal model ought to be developed. According to Salim, Yanus, and Ibrahim (2014:288) a model is a simplified diagram of a real process that must be followed to attain objectives. Enhancing service delivery through IGR and IGRFA implementation, the linked relationship between State department and institutions must follow modular patterns analogous to Figures 25 and 26. The effective adherence to and utilisation of the models requires commitment from all senior

managers of State department and institutions rendering service delivery within the municipal boundaries of Greater Giyani (Dzansi and Dzansi, 2010:1001-1002).

#### **5.4.1 The IGR Forums and Linkages with Services Delivery**

According to Figure 25, the dialogue about service delivery planning, cooperation and collaboration between departments and/or state institutions occurs must occur at the local municipal level, which is the site for service delivery. The dialogue for service delivery is shaped by processes, practices, structured and systems cultivated by the local IGR Forum. According to IGR Guide (n.d.: 8) the service delivery dialogue bridges the gap between the three spheres of government, so as to ensure that all members of the community benefit from efficient and improved service delivery systems.

**Figure 45: Intergovernmental Relations Linkages for Services Delivery**



During the service delivery dialogue, the departments and State institutions within Greater Giyani must engage in a process of planning for cooperation and coordination of service delivery projects. Effective implementation of service delivery policies and programmes, although developed by one sector department, will require the participation and cooperation of other department and State institutions. Service delivery dialogue must permeates the ergonomics and improvement of the provision of basic water services, adequate sanitation, accessible road and street infrastructures, electrical services provisions, primary health and waste disposal services.

The Service Delivery Dialogue is a forum embedded upon statutory forums; the statutory forums are the forums created by the IGRFA and include the National Intergovernmental Relations Forums, which are responsible for the planning of national service delivery programmes. The lower level forums are the Provincial Intergovernmental Forum, which is responsible for planning and coordinating service delivery at the provincial level, and the Local Intergovernmental Forum responsible for coordinating service delivery at the local level. The Local Intergovernmental forum is therefore the bedrock of the service delivery dialogue, where all state departments and institution rendering services within Greater Giyani must participate in the local intergovernmental forum.

#### **5.4.2 The Practical Model for the Implementation of IGRFA for Improved Service Delivery in Greater Giyani Local Municipality**

In order for departments and state institutions within Greater Giyani Municipality to improve service delivery through the implementation of IGRFA, there must be a seismic shift in their internal structures, practices and policies. This can be achieve by creating an IGR division or section within the organisational structure of the department or state institutions and the implementation protocols of IGRFA to be incorporated within the department and state institutions service delivery policy framework. This will serve as an ingredient for enhancing sectoral services, delivery cooperation, and collaboration.

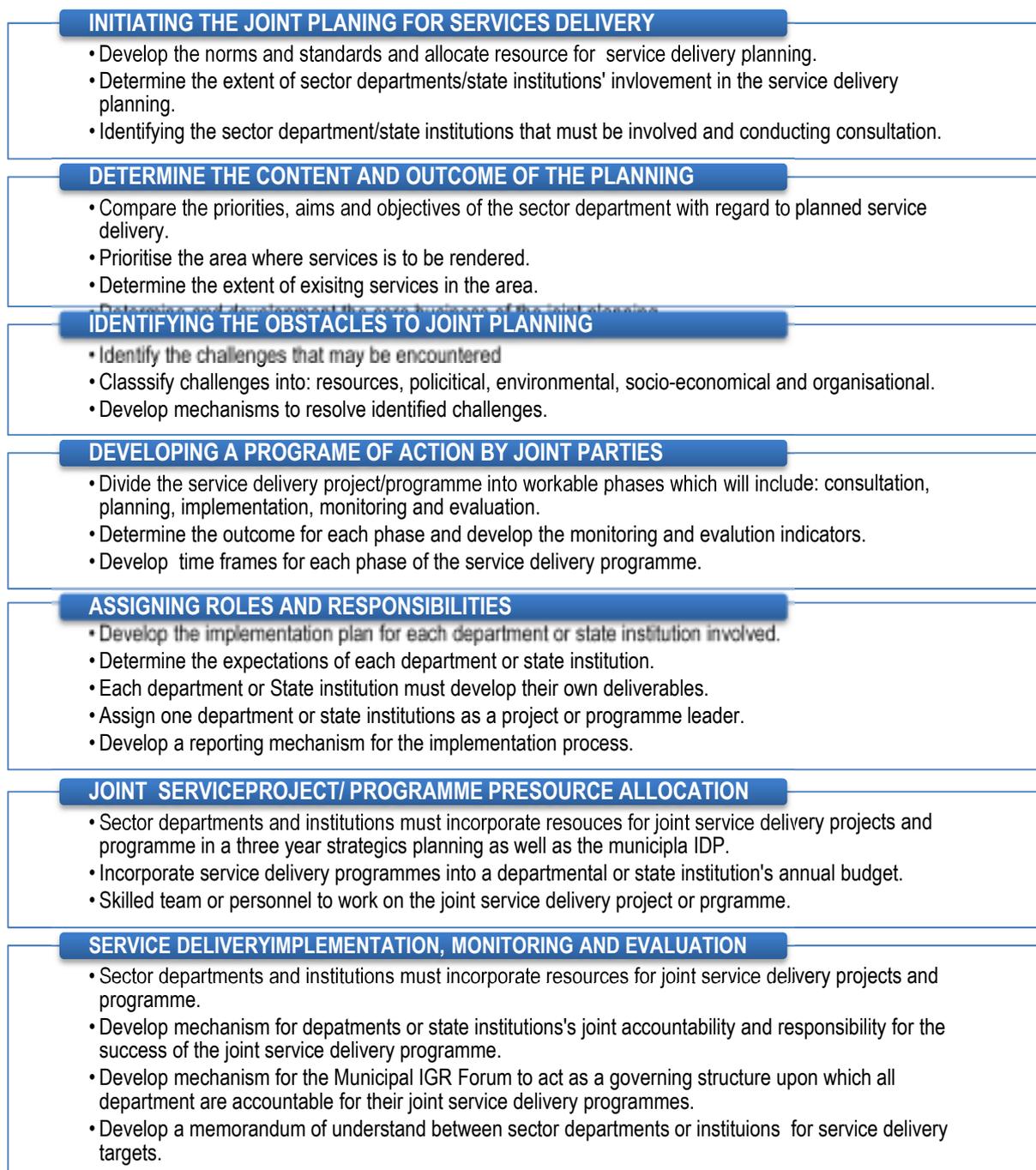
When the IGRFA implementation protocols are incorporated into service delivery policy plans and strategic plans of the department, it will serve and anchor for internal service delivery policy framework of all state organisations within the Greater Giyani Municipality. This will bring about an obligatory joint planning for all departments and institutions working within the local municipality to assist in strengthening of cooperation and enhanced collaboration amongst departments and State institutions, by eliminating competitions and rivalries.

The IGRFA practical model, depicted below, will assist department and State institutions to improve and reinforce the implementation of IGRFA, which enhance the efficiency and effectiveness of service delivery within the Greater Giyani Municipality. The implementation of IGRFA practical model will strengthen the local municipality's institutional linkages throughout the service delivery chain within the Greater Giyani Municipality.

The IGRFA practice model will require departments and state institutions to develop an IGR Calendar Framework for service delivery cooperation. The IGRFA Calendar Framework necessitated by IGRFA practice model will provide a shield for all departments and state institutions within the local municipality against political influences and interference during the service delivery planning and implementation. The IGRFA practice model for the implementation of IGRFA will assist in enhancing service delivery with the Greater Giyani Municipality. The practice model requires the development of achievable outcomes related to joint implementation of service delivery programmes, development of joint service delivery monitoring systems, and development of joint service delivery evaluation through the joint performance indicators. These mechanisms will create an environment for effective and efficient service delivery within the Greater Giyani Municipality.

The Practical Model for IGRFA comprises seven compartments, the first compartment is the initiating of the joint planning for service delivery, and is referred to as the joint planning for service delivery. The joint planning for service delivery culminates from service delivery dialogue, which is anchored by the Local Intergovernmental Relations Forums. The joint planning for service delivery is a process within the IGRFA practical implementation model where resources, administrative, financial and technical skills are evaluated relative to the planned outcome and the complexities of the service delivery projects and programmes. The joint planning for service delivery is therefore a very significant part of the practical model for the implementation of IGRFA, and the rest of the compartments of the practical model are underpinned by the joint planning compartment. However, the joint monitoring and evaluation of the service delivery compartment of the practice model is as significant as the joint planning, because it provide the state officials with a lessons learned in order to identify the challenges affecting the coordination and collaboration process and the impact thereof on the planned outcome of the service delivery programme.

**Figure 46: Practical model for IGRFA implementation to improve service delivery**



The effective implementation of above IGRFA practice model requires that each departments or state institutions create an internal IGRFA co-ordinating office to liaisons with the Municipal IGR Forum and other department’s IGRFA co-ordinating offices with regard to service delivery cooperation and coordination.

## 5.5 FINAL REMARKS

This study explored the influence of IGR and IGRFA implementation on the effectiveness and efficiency of the implementation of service delivery programmes within Greater Giyani Municipality. There are no formal IGR and IGRFA implementation mechanisms that exist amongst state departments and institutions rendering public service in the Greater Giyani. The lack of formal implementation mechanism for IGR and IGRFA undermines the ability of both provincial and national departments, the district municipality and the local municipality, to support each other when implementing service delivery programmes.

Lack of a formal IGR and IGRFA implementation model has an impact on the efficiency and effectiveness of in Greater Giyani. Various factors such as lack of communication between State department and institutions, a culture of competition rather cooperation and collaboration, lack of shared mechanisms and systems to monitor community satisfaction with service delivery, lack participation in the municipal IDP and other planning forums, are responsible for inefficient and ineffective service delivery in Greater Giyani, are some of the factors which the IGR 1999 Audit Report (1999:15) suspects to be inhibiting the development of effective intergovernmental relations amongst departments and state institutions.

Pretorius and Schurink (2007:22) are of the view that the mechanism that drives municipal services are geared up by municipal IDP, Performance Management Systems, IGR, budget, finance, policies and procedures, chief among these being IGRFA principles. Therefore the IGRFA implementation model illustrated in Figures 25 and 26 constitute a pertinent model to enhance the functional mechanism for service delivery. The barometer for effective and efficient service delivery within the local municipality are the service delivery beneficiaries. Conducting service delivery satisfaction survey amongst members of the community involves a synthesis of measuring the impact of IGR and IGRFA implementation on enhancing service delivery policies, programmes, and projects. Evaluating the satisfaction of service delivery beneficiaries will assist in strengthening the network of relationships across the state institutions within and across all other the State department and institutions that work towards the betterment of the Greater Giyani Local Municipality (Kuye & Ile, 2007:70).

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