

**THE ROLE OF INTERGOVERNMENTAL RELATIONS IN PROMOTING
DEVELOPMENTAL LOCAL GOVERNMENT : THE CASE OF SEDIBENG
DISTRICT MUNICIPALITY**

By

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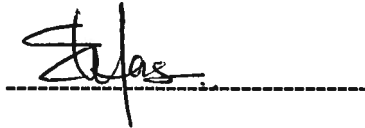
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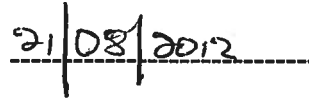
DECLARATION

I, Mamoipone Emily Mphasane, hereby declare that the work contained in the dissertation is my own work. The work has never been presented at any institution for the award of a degree.

I further declare that all the sources quoted have been indicated and acknowledged by means of a complete reference.

A handwritten signature in black ink, appearing to read 'M E Mphasane', is written over a horizontal dashed line.

M E Mphasane

A handwritten date '21/08/2012' in black ink is written over a horizontal dashed line.

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ABSTRACT

Within the South African Framework of transition, constitutional development and of the Constitution of the Republic of South Africa, Act No 108 of 1996 Intergovernmental Relations (IGR) plays a pivotal role in the development of a functional Municipality. Because of the lack of IGR, the communication within the three spheres of government inclusive of the community suffered. The current aim is to emphasize or create the awareness of the effectiveness of IGR as a legal entity within the government. Sedibeng District Municipality is used as a case study to examine the development with regard to the IGR facilitation. For the purpose of this study, integrated approach to service delivery is described as a process to ensure that the objectives determined by the legislature will be uniformly and be applied by the entire municipality.

For the purpose of this study, a hypothesis was formulated that:

Implementation problems in structured relationship (intergovernmental relations) between province, district and local municipalities are obstacles to developmental initiatives of Sedibeng District Municipality.

To validate the hypothesis, theoretical exposition of concepts IGR and service delivery were explained. Empirical study was conducted which showed that the three municipalities within Sedibeng District:

- Have understanding of the importance of IGR;
- Understands that the departments need to be involved in the IGR implementation in all levels;
- There is a need to educate the officials, councillors, and the community on IGR by way of road shows;

- The departments from lower to middle management are being ignored in IGR related matters.

The study concludes that with recommendation for action to be taken by the municipality toward the development of IGR to all level within the municipality.

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LIST OF ABBREVIATIONS

BSRP	Sports and Recreation Programme
CMIP	Consolidated Municipal Infrastructure Programme
CBPWP	Water Serviced Projects, Community Based Infrastructure Programme
DLG	Department of Local Government
DPLG	Department of Provincial and Local Government
ELM	Emfuleni Local Municipality
FOSAD	Forum of South African Director General
GEAR	Growth Employment and Distribution
GDP	Gross Domestic Product
HR	Human Resources
IDP	Integrated Development Plan
IGF	Intergovernmental Relations Forum
IGR	Inter governmental Relations
ISRDP	Sustainable Rural Development Programme
LED	Local Economic Development
LEDF	Local Economic Fund
MEC	Member of Executive Council (Cabinet)
MFMA	Municipal Financial Management Act
MIG	Municipal Infrastructure Grant
MinMEC	Minister with the Member of the Executive Committee
MMC	Member of Municipal Committee
RDP	Reconstruction Development Plan
PAIR	Political Asylum Immigration Representation
PCC	President Coordination Council

PFMA	Public Finance and Management
SALGA	South African Local Government Association
SDBIP	Service Delivery Budget Implementation Plan
SDM	Sedibeng District Municipality
SWOT Analysis	Strength, Weakness, Opportunity, Threats Analysis
URP	Under Graduate Research Programme

CHAPTER 1

INTRODUCTION, PROBLEM STATEMENT, RESEARCH METHOD

1.1 INTRODUCTION

The purpose of this study is to provide an overview that serves as a reference for the entire study. An orientation and background study explains concepts used; and there is a highlight of the problem statement. The hypothesis for research is stated, so are research questions, objectives, and research design.

1.2 ORIENTATION AND BACKGROUND TO THE RESEARCH

Reddy (1996:55) indicates that "South Africa (prior 1994) had different administrations whereby services were divided geographically on the basis of different racial groups. The Black, Asian and White communities were placed and rewarded with unacceptable developments. There were also different government administrations, for example the Transvaal provincial administration (TPA). However, the local government reform is acknowledged for its improvements in the local sphere whereby the then 999 Local Administrations were reduced to 283 municipalities (Reddy, 1996:55). The Sedibeng District Municipality (SDM) forms part of the 283 municipalities under the local government reforms which was called Vaal-Lekoa Municipality (Reddy, 1996:55). Post 1994 South Africa has adopted a decentralised governance model to promote its national development objectives and to meet the needs of municipalities and that of its citizens (Reddy P.S, 1996:55).

Van der Waldt G, van Niekerk D, Doyle M, Knipe A and du Doit D (2002:89) defines the term intergovernmental relation, as "a referee to the relationship between government institutions i.e. national, provincial and local government". In this the

regulations has been stipulated to “control the relationship among the individual powers as well as between the three spheres of government. The relationship in the three spheres of government focus on clear coordination, cooperation and decision making that will benefit the both political office and administration office (Van der Waldt et al, 2002:89).

The intergovernmental relations is guided by legislative framework, whereby the *Constitution of the Republic of South Africa, Act No. 108 of 1996* (hereinafter referred to as the 1996 *Constitution*) serve as a supreme law for its overall activities. The legislative framework prescribe the establishment of governmental institutions and processes such as the intergovernmental relations. For example, regulation that provides a specific set of principles for intergovernmental co-operation (or co-operative governance) (Hattingh 1998:23). It specifies that in the formation of the state, there will be national, provincial and local spheres of government including their departments and that these will be exclusively, interdependent and interrelated (Hattingh 1998:23). IGR between different governmental institutions occur at both horizontal and vertical levels where Sedibeng has Midvaal, Emfuleni and Lesedi as it intergovernmental offices (Hattingh 1998:23).

Based on the work performed by Van der Waldt et al (2002:106,) IGR also refer to “the actions and transactions of political office bearers and administration officials on any level /sphere of government that have a bearing on the decision and actions of other level/tier/spheres of government”. It is an evolving system of institutional co-operation that seeks to address the relations of equality and interdependence as defined by the Constitutions (Van der Waldt et al, 2002:106).

The involvement of any local government is referred to as the government that is close to its citizen of that district facilitating the development of that particular municipality and this is aiming at fulfilling the cooperative relation among its intergovernmental sphere Davids I & Maphunye R.J (2011:60).

1.3 PROBLEM STATEMENT

Governments at all spheres need funds to facilitate development and service delivery. The allocation of the public money is a sensitive issue especially when it must be divided between the different spheres of government for service delivery for achieving the developmental role of the municipality. Slow release of funds and grants by the province to municipalities for infrastructural development and service delivery immediately frustrates local implementation of programmes.

IGR to become an important tool to implement high priorities in keeping the relationship between its sphere of government to ensure the target and turnaround strategy for each municipality is met. The role of the local government is acknowledged for its role played in rebuilding local communities and environments as the basis for an integrated and democratic society. Government must ensure that the ultimate goal to improve the general welfare and peace within its spheres is to develop and transform its state of affairs; this can only be obtained through promotion of intergovernmental relation and cooperative governance by capacitating local municipality with good IGR. The new South Africa has to redress the past imbalances through Integrated Development Plan, good participatory partnership orientated governance. good planning by management and officials will make assist in this regard (Malan, 2005: 226-243).

Within Sedibeng District Municipality, the objective is that of creating and implementing a local government system which can meet the community needs for creating a better life for all in its three municipalities. Currently the SDM is faced with the challenges of improving the economy while reducing poverty, gross inequalities of income and economic opportunities. The SDM also strives to put together the municipality in order to develop a sound IGR within its jurisdiction. The goal of social up-liftment pose fundamental challenges to policy makers, particularly when municipalities try to find solutions despite declining natural resources and ever increasing population numbers. Sustainability of the environment is thus integrated with social, economic and political structures of society (Cloete & Mokgoro, 1995:31). The problem areas for research of this study are to explore:

- The extent to which power relations among the spheres of government facilitate development at SDM;
- The extent of capacity-building at vertical spheres that empower SDM developmental initiatives;
- The timing and sufficiency of intergovernmental fiscal relations for development.

The problem for this study therefore is to examine the extent to which IGR impacts on the developmental role of the Sedibeng District Municipality.

1.4 HYPOTHESIS

Implementation problems in structured relationship (IGR) between the province, district and local municipalities are obstacles to developmental initiatives of Sedibeng District Municipality.

1.5. RESEARCH QUESTIONS

With regard to the problem statement, the following research questions are posed for the study:

- What is meant by governmental relations?
- What structured relationships exist for SDM in pursuing its developmental agenda?
- What are the impacts of developmental initiatives at SDM which may be the results of IGR?
- What recommendations can be offered to help facilitate IGR at SDM to improve the rate of development?

1.6 RESEARCH OBJECTIVES

Objectives for the study are stated as follows:

- To give a theoretical exposition of the concept of governmental relations.
- To identify and describe mechanisms of governmental relations available to SDM for promoting developmental initiatives.
- To conduct research on the success and failures of development at SDM. This may be due to problems of IGR.
- To offer recommendations that may help improve the state of governmental relations between SDM and other governmental spheres in pursuing the developmental agenda.

1.7 RESEARCH METHODS

The research project will involve use of literature and empirical studies

1.7.1 Literature review

Use of primary and secondary sources will involve books, journal articles, legislation, internet sources, government manuals, and policy documents. A preliminary survey at North-West University library and on internet indicated adequate sources available.

1.7.2 Empirical survey

The purpose of the empirical survey in this study is to determine the extent to which IGR in the SDM will assist to the promotion of capacity building system and support, poverty alleviation, job creation and enhancing service delivery that is, the attainment of goals of developmental local government.

The research instrument used was the questionnaire. The approach was both questionnaire completion and personal interviews. The sample population was 32 and made up as follows:

- Deputy Manager, IGR in SDM to determine the web of relations the Municipality is involved in.
- IGR managers at Emfuleni, Lesedi and Midvaal to study the extent of community participation in their programmes.
- Human Resources of the 4 municipalities on vertical relationship with the province and national on capacity building.
- Chief Financial Officers of the 4 municipalities on intergovernmental fiscal relations.
- Five ward committee members from each of the four municipalities to determine their views on municipality relationships with communities and quality of service delivery.

1.7.3 Participant observation

The student was an Administration officer, in the office of the municipal manager, IGR at Emfuleni Local Municipality. The experience and daily involvement in matters of governmental relations added value to the research outcome.

1.8 CHAPTER OUTLINE

This study is based on five chapters. The chapter outline is as follows:

Chapter 1: Orientation and problem statement.

Chapter 2: Theoretical exposition of concept governmental relations.

Chapter 3: An overview of SDM in governmental relationships.

Chapter 4: Empirical study on the role of intergovernmental relation in promoting developmental local government at SDM.

Chapter 5: Findings, recommendations and conclusions.

CHAPTER 2

THEORETICAL EXPOSITION OF THE CONCEPT INTERGOVERNMENTAL RELATIONS

2.1 INTRODUCTION

The purpose of this chapter is to explore the variety of definitions, examine the constitutional and statutory mechanisms that promote IGR. Secondly it is to analyse the development and service delivery in local government as a component of IGR.

Before looking at the theory overview of IGR as a concept, there is a need to explore the system of government under which IGR takes place in South Africa; does South Africa have developmental tool to promote service delivery? The new divisions and fiscal arrangements will be explored to arrive at a conclusion whether it really is a contributing factor to the system.

2.2 CONCEPT INTERGOVERNMENTAL RELATIONS

Intergovernmental relations consist of all the interdependent relations amongst various spheres /spheres/levels of government. It includes the coordination of public policies determined by the legislative and executive bodies of the various governmental structures. IGR also refer to the "involvement and participation of political officers and administration officers within the three spheres of government also considering the decision of other departments within its sphere of government" (Hattingh 1998:57).

An intergovernmental relation is regarded as an important interaction between governmental units of all spheres of government. The different departments put together. The IGR Audit Report defines IGR as an "interacting network of institutions national, provincial and local levels, created and defined to enable the various parts of government to cohere in a manner more or less appropriate to institutional arrangements". According to (Reddy 1996:10; 11) there are several preconditions

that influence the interrelationship between national, provincial and local governments and are named as follows:

- Local government has to be effective in the democratic dispensation system;
- the IDP document for the local government must speak the language of the people on the ground before it is tabled to the province;
- through the IGR, fair allocation of funds and other resources can be allocated by the three spheres authorities;
- intergovernmental relation assists in promoting the principle of Batho Pele;
- intergovernmental relation will ensure effective communication and regular flow of information within the local municipalities and between local governments and the external environment;
- through intergovernmental relation a healthy democracy, political and social harmony within the society participation can be achieved;
- relations ensures that the legislation is well defined and the possibilities of the local sphere exerting pressure on national sphere to alter legislation is addressed;
- responsiveness and receptiveness to innovation and creative ideas.

Local government is formed specifically to facilitate in promoting and developing a sound service delivery to the grass root i.e. to the people by means of political involvement through council and by interaction with the administration officials in the quest for service delivery. By having a democratic society in order to have a stabilised society by participating in the intergovernmental relation the local government will be able to understand the needs of its society (Reddy 1996:4, 5).

To a further extend we need to distinguish according to Hattingh (1998:58) the governmental relations occurring within the geographic boundaries of a state. They are classified into three major categories discussed below.

2.2.1 Intergovernmental Relations

Intergovernmental relations as previously mentioned, is defined as the true and fair relations between governmental institutions. IGR's are conventionally important interaction between governmental units of all types and levels. Intergovernmental relation seeks to alleviate poverty and promote the community that is developmental; it is a way by which communication will run from the local government to province until it reaches the presidency.

2.2.2 Intragovernmental relations

The concept intragovernmental relations refer to the official relation within the organisation and departments; the prefix *intra* seems to identify the official relations within the government institution (van der Waldt 2002:106). In this regard, an section 41(1) (b) and (c) of the 1996 Constitution and the Municipal Structures Act I provide the general guidelines for the creation of the internal relations. The formation and existence of the mayoral committee that has to exist in every municipality and which is consisting of the MEMBER OF MAYORAL COMMITTEE's (headed by the Mayor, Speaker and Chief Whip) and at the same time must enhance the IGR (van der Waldt 2002:106).

2.2.3 Extragovernmental relations

Extragovernmental relations are seen as a link between a governmental institution and members of the public. Government institutions are involved in "promoting the development of the community and relations of various kinds and ensure that the relationship do exist between government institutions and the public" (Hattingh 1998:30). By implication, this means that the external participants may also influence the activities of government institutions. Government relations in general as prescribed by section 41(1) (b) and (c) of the 1996 Constitution ensures that "the well

being of the people is taken care of and service delivery is given to the society with effective, fair and transparent manner" (Van der Waldt 2002:106).

2.3 LOCAL GOVERNMENT REDEFINED: A SPHERE OF GOVERNMENT

Section 41(1) (b) and (c) of the 1996 Constitution refers to "sphere" instead of "tier" of government. The concept sphere tries to find to emphasise the new relationship of cooperation among the levels of government. Local government contribution must under no circumstances be seen as a lower level of government (Moosa 1996:9; Irvine 1996:15). It would be far better to refer to different spheres of government, to ensure that local government occupies the appropriate place in the governance process; adequate opportunities for interaction with all levels of government must be created. Local government cannot operate on its own as it was not given the opportunity to participate in the creation of legislation which deals in it. In order to have a healthy local governance, adequate consultation and participation through intergovernmental relation is encouraged (Moosa 1996:9; Irvine 1996:15).

2.3.1 Developmental local government

The 1990 transformation in local government paved the way to "the notion of a developmental municipality"; that will improve the society's lives and would reach in its vision and mission. IGR will be the sphere of government that will give concrete expression to democratic local governance and government's integrated service delivery plans. Local Government Mid Term Review (2009:8) perceives this transformation as a complete shift from creating authorities as mere administrative centre to a creation of local authorities as truly developmental in nature. In this regard, IGR will ensure that the continuous communication between its sphere of government and local communities is stable and to uphold to be close to the communities with the vision of working together with local communities. For this, municipalities strive to attain the goals of the developmental local government to

develop service delivery capacity and to find sustainable ways to meet community's needs and improve the quality of their lives.

The developmental government will ensure that the financial and administrative capacity of local government will guarantee services that are equitable and accessible to the community where it will not compromise the value of service delivery, it must also provide services that are conducive to the discreet, economic efficient and effective use of available resources and the improvement of standard of quality overtime. The local government must be financially sustainable by the use of revenues collected through rates and taxes, traffic tickets fines collection. The local government should ensure that they review or upgrade any improvement that may surface (Department of Local Government Guidelines 2007:4):

2.4 THE LEGISLATIVE FRAMEWORK FOR KEY PLANNING SYSTEMS

In developmental local government, the legislative requirements and policy imperative are critical to determine the levels of compliance by municipalities so as to ensure effective and efficient establishment and implementation of the planning systems. The following acts are mentioned in order to emphasize the IGR commitment in the development of service delivery in this instance SDM:

2.4.1 The 1996 South African Constitution (Act 108 of 1996)

The 1996 South African Constitution (Act 108 of 1996) is regarded as the foundation for good governance in the financial management of the state. It serves as a guide to the objectives and accountability of local government (Section 52). It provides for the democracy and accountability for local societies by ensuring that fair processes and service delivery takes place as mandated. It ensures that the service delivery, social and economic development is sustainable as mandated. It ensures that the community live in a safe and healthy environment by introducing a programme called

“buyisa e-bag”, communities are involve and committed to the cleanliness of their environment and this programme was introduced by provincial government in partnership with Sedibeng District Municipality.

2.4.2 The Municipal Structures Act (Act 117 of 1998)

The Municipal Structures Act (Act 117 of 1998) known as Structural Act 1998: This act has been introduced in this research to ensure that SDM falls under the correct category and the understanding of the act is adhered to. Sedibeng as a district must comply by ensuring that its local municipalities are well established in terms of decisions on functions and powers vested in them. It also regulates the structures of its political and administrative officials by ensuring that it falls within the Act as stipulated. It ascertains that the elections are taking place and are fair and transparent as prescribed.

2.4.3 The Municipal Systems Act (Act 32 of 2000)

The Municipal Systems Act (Act no 32 of 2000) known as Systems Act, its main objective is to provide for the core principles, mechanism and processes that are necessary to facilitate municipalities to move progressively towards the social and economic upliftment of local communities. It also ensures universal access to essential services that are affordable to all. The IGR hence foresee that the nature of its municipality and its community be it political or administrative are well within legally compliant. It ensures that the municipal powers and functions are performed and exercised. The Act enables the framework of the core processing and planning are well performed by management by fast-tracking and mobilising organisational transformation (Layman: 2007). All SDM has been mandated to conform to the powers and functions and are expected to perform according to the stipulated Act. SDM has taken upon itself to ensure that its administration is well within legal framework by entering into partnership with North West University, the political and administration are trained and developed to perform in line with the Act.

The Systems Act also prescribes the manner in which the municipal credit system is developed in the municipality. The SDM is committed to empower the poor and ensure that the municipality put in place the framework of service tariffs and credit policies. The respective framework enables the municipality to ensure that the needs of the community are taken into account for the provision of services, service delivery agreements and municipal service districts; provide for credit control and debt collection. In this the SDM has offered its community to settle their debts in return of the 50% discount. This has given its community to participate in indirectly collecting the debts on behalf of the municipality.

SDM has instituted a framework for support, monitoring and standard setting to its administration in conjunction with the provincial sphere. These frameworks are in place in order to progressively build local government into an efficient frontline development agency capable of integrating the activities of all spheres of government for the overall social and economic upliftment of communities in harmony with their local natural environment;

2.5 INTERGOVERNMENTAL RELATIONS AND SERVICE DELIVERY IN SOUTH AFRICA

Section 40 (1) of the 1996 Constitution makes provision for the establishment of the intergovernmental relations in the three spheres of government. These three spheres of government are distinctive, interdependent and interrelated to each other. Based on the provision of the 1996 Constitution the distinctive element reflects that "each sphere exists in its own right; it is the final decision maker on a defined range of functions and is accountable to its constituency for decisions taken". Although provinces are distinctive they exercise their powers and perform their function within the regulatory framework set out by national government which is also responsible

for monitoring compliance with the framework and, if need be, intervening when constitutional or statutory obligations are not fulfilled.

The Project Consolidate was introduced to ensure that the projects in the municipalities are well managed, this process has brought a huge change in the service delivery concept and SDM has adjusted well in its Project Management Unit. Through the participation of the IGR most projects assigned within a period of time has left the SDM in a seventy percent clean audit. Layman (2003:10) indicates that 'municipalities are the same in such that the subject to both the national and provincial regulatory and supervisory powers are achieved). (Layman: 2003:10). It is the relationship of regulation and supervision that defines how the three spheres are "interrelated", provinces and municipalities exercise their distinctive powers within imposed frameworks and under supervision (Layman, 2003:10). The basis for IGR is meant to give expression to the concept of cooperative governance (Layman, 2003:10).

The adoption of the 1993 Interim Constitution, has brought change in the first non racial democratic election (1994) and the adoption of the final the 1996 South African Constitution (Act 108 of 1996) saw an introduction of a quasi-federal IGR system in South Africa; probably because the 1996 South African Constitution (Act 108 of 1996) "makes provision for national legislature to regulate IGR" (Kalema 1998:34). Constitutions, by their nature are primary source of IGR and determine who the participants are, how they perform in terms of service delivery and how involved is other municipalities within SDM are, what moves are allowed and who are the stakeholders involved (Mathebula 2004:31&137).

2.6 ESTABLISHMENT OF INTERGOVERNMENTAL FORUMS

To achieve the constitutional mandate, a number of non-statutory intergovernmental forums have been established at national, provincial and local government for

ensuring co-ordination and compliance in government activities. The respective stakeholders are explained in the following sections.

2.6.1 President's Coordinating Council

At the beginning, the intergovernmental Forum (IGF) sought to bring together all role players of the IGR system to enhance the process of service delivery. This forum is encompassed by the national cabinet, all provincial executives and organised local government. In its place emerged in 1999 the President's Coordinating Council (PCC), comprising of the President, the prime ministers and the local government, and provincial premiers. Organised local government attended on invitation. They present an opportunity for provinces to impact on national policy and to ensure the coordinated and integrated implementation of national policies and programmes at provincial sphere. The PCC thrives to encourage working together in uplifting the service delivery concept within the local government.

2.6.2 MinMEC's

Since 1996 the informal IGR forums has been formed along sectoral lines consisting of national ministers and their provincial counterparts in so called MinMECs. Only the financial and educational sectors have formalised their structures into statutory bodies. Where local government issues have been discussed, the South African Local Government Association (SALGA) has represented organised local government in these forums. MinMEC's performed multi-purpose functions in that it promotes information sharing and consultation and supervising the three spheres of government. MinMEC also assist and coordinates in aligning the policies set in the three spheres of government.

2.6.3 Budget Council and Budget Forum

The budget forum is comprised of the minister of finance and the nine MEC responsible for finance in the province. The Budget Forum consists of the members of the Budget Council and representative of organised local government. The function of both bodies is to facilitate cooperation and consultation in the budget process. The budget progress is submitted monthly to treasury in preparation for the Forum to address issues of interest from each local government.

2.6.4 Technical Forums

Tracking the political IGR forums are the numerous technical forums of bureaucrats, the most important of these being the Forum of South African Director-General (FOSAD), consisting of the national and provincial directors-generals. Apart from the forums that developed, IGR take place through a dense network of informal task team workshops, conferences, interpersonal telephone and e-mail communications. The purpose is to assist in the implementation and monitoring of the Cabinet decisions and to ensure that the programmes of action has been followed and adhered to.

2.6.5 Provincial IGR Forum

Intergovernmental forums have also proliferated in the provinces. In the majority of provinces an all-inclusive IGR forum has been established that links the province executive with organised local government. This is the platform whereby the provinces will table their progress challenges and way forward.

2.6.6 Local government participation

Since December 2000 local government has increasingly taken its rightful place in intergovernmental forums although it is not fully established IGR is gradually giving

the local government a face lift. The involvement of SALGA in tabling the agenda for change has given the local government an opportunity to raise their issues and to address their budget planning. It is through this participation that forums such as the Budget Forum and MinMEC and Technical IGR Forum extended their invitation to SALGA. It is through this that the SDM has actively participated in the local community participation in the IDP, Layman (2003: 13-15).

2.7 PROBLEMS OF INTERGOVERNMENTAL RELATIONS

IGR in South Africa is still at its evolutionary phase. Already the machinery is facing several challenges that need to be attended to name but a few. There is a lack of commitment by the spheres with regard to information sharing due to a lack of trained IGR specialists. This is major challenge faced by the municipalities. Firstly, the IGR in South Africa present different pictures. On the one hand, good intellectual work and research has been undertaken leading to policy formulation and new legislation and institutions. The lack of commitment, lack of institutional coordination, serious efficiencies in technical and administration capacity, and gaps between available funds and constitutional and public mandates of delivery has been affected by non facilitation of IGR.

Secondly, in the case of Emfuleni Local Municipality, the process of promoting IGR within departments of local government is not taking place and the officials struggle to understand their involvement with regard to the term IGR. Continuous integration of departments and clusters make it difficult for the IGR to function efficiently and this makes it difficult to coordinate because of rapid changes taking place.

There is no formal institution that provides for the IGR that can assist in the development of the structure, it is either non-existent or still developing. If there is a programme integrated it is either the wrong person delegated to attend or does not cascade to the departments. Therefore as a consequence where concurrent

responsibilities extend to the local level, these are generally not integrated with national and provincial programmes. Part of this has to do with the fact that the focus of IGR thus far has been on the relations between national and provincial governments, but it also has to do with the variables is the capacities of local government and other departments (President Review Commission.web-site).

Thirdly, several challenges continue to surface in the sense that the province seems to deviate from the policies formulated by national governments; this is also experienced by the local government through council resolutions taking place. In some instances there is a lot of duplication on national legislative efforts and constitutional arrangements and this has led to a waste of resources and the delay in service delivery (McKinley, et. al. 2002:11). The central tendencies prevail in national government and lead to provincial powers being ignored or bypassed (McKinley, et. al. 2002:11).

Fourthly, McKinley, et. al. (2002:11) indicates that "there is a lot of compromise in the system of government between unity and federal principles of governance". This was forged in the course of constitutional negotiations prior to 1994 elections and origin of politics was compromised, cooperative governance has manifested in different interpretations (McKinley, et. al. 2002:11). In the first ten years of democracy, IGR coordination finds it difficult to abstract and legislate as in the case of the Development Facilitation Act (1995) it "is extremely technical thus leaving out the most specific practical difficulties of implementing well intended ideas out". The approach during these years was focused on affirming the principles of devolution of powers and between the three spheres of government by practically putting it in a centralised approach (McKinley et al. 2001:11).

Fifthly, the coordination of structures in the IGR and legislative bodies plays a major role but a problem of practical functioning is still a dilemma. The political appointment of officials most particularly in the intergovernmental causes a major disturbance in

the running of administration. The results in terms of greatest needs, has been considerably uneven (Lungu, 1997:24).

Lastly, IGR in South Africa disclose “a strong direction to the technical details of cooperation between spheres of government”. This has lead to the greater involvement of officials in charge of policy implementation rather than politicians (Borain, 1995:87). The participation of officials with both technical and administration skills will improve the functioning of the IGR by far (Borain, 1995:87).

2.8 MEASURES TO IMPROVE INTERGOVERNMENTAL RELATIONS

The January 2003 Cabinet Lekgotla endorsed the view that the central challenges in IGR is to ensure that the machinery of government works better, in a more integrated way and more efficiently to deliver services to communities and people. A resolution was taken that stability, certainty and predictability within the system of IGR, the main elements of which have been in place for some time, in itself was a step towards improving and accelerating service delivery. Giving effect to this view, the system that exists must be made more efficient, transparent and effective. The approach adopted should build on the existing system, that confirms and elaborates on the best practices that have developed. While the government across the three spheres is by its very nature complex and all challenges are difficult to address fully, the object of this framework is to improve coordination and effect integrated government. The following two fold intervention strategy should be followed:

2.8.1 Intergovernmental Relations Framework Act (No 13 of 2005)

In giving effect to the constitutional injunction of section 41 (2), the Intergovernmental Relation Bill seeks to “facilitate and promote IGR by anchoring the system within a broad statutory framework”. This will be achieved by articulating the key objects of cooperative government. It does so by providing the institutional spine of the system

in regulating intergovernmental relations forums. The Bill provides for “the basic framework for the settlement of intergovernmental disputes and encourages the good governance within the structure”.

2.8.2 Other-non statutory measures

Layman (2003: 28) indicates that “the IGR consist of of relations between executives of distinctive spheres and are thus inherently political and the system should not be overregulated by law”. A number of non-statutory measures are adopted to provide for the necessary systems and procedures required for cross-sphere coordination.

To enrich dialogue and throw further light on the subject the PAIR Institute of South Africa (2002:20) submitted the following lessons and recommendations:

- **Strengthening coordination:** planning, policy activities and budget needs to be coordinated in order to better IGR between the three spheres of government. The departments of the three spheres of government are required to monitor performance of service delivery and set clear performance indicators. The national government is also required to set policy and deadlines for implementation cognisant of the financial and organisational implications for the province and local government. Coordination should also be strengthened in order to prevent the duplication and overlapping of functions between the three spheres of government and intergovernmental structures and institutions.
- **Operating principles regulating intergovernmental structures:** operational principles regulating intergovernmental structures need to be established because the relationship between intergovernmental structures and institutions is not always as clear as it should be. The relationship between executive intergovernmental structures and legislature should be clearly defined particularly in terms of the coordinating role of second chambers.
- **Reporting role of intergovernmental structures:** the reporting role of intergovernmental structures, that were established informally, need attention because the performance needs to be evaluated to ensure their effectiveness and

efficiency. It is therefore necessary to formalise the reporting role of intergovernmental structures. All structures of IGR need to be stable and durable to promote the principle of cooperation. The formalisation of intergovernmental structures will lead to national legislation concerning IGR and subsequently to provincial legislation on such matters. The results of the research concerned may be a valuable source for the formulation of legislation pertaining to IGR.

- Institutional capacity of provincial and local government: the devolution of functions to provincial and local government should be in line with their capacity to implement these functions in order to prevent unfunded mandates being implicated to provincial and local government. It is necessary that national government not only has policy on the intervention of national government, but also on the resumption of functions delegated to other spheres of government.

2.9 PRINCIPLES OF CO-OPERATIVE GOVERNMENT AND IGR

In outlining the principles of cooperative government and IGR the 1996 South African Constitution (Act 108 of 1996) binds all sphere of government and organs of state in each spheres of government to three basic principles:

- Firstly, there is a common loyalty to the state as a whole. Cooperative governance should be maintained and commitment made to secure the welfare of the community in the country. The government must be effective, transparent, accountable and coherent for the state as a whole.
- Secondly, each sphere needs to be respected and safeguarded as they perform different functions within the government. This entails the following: the constitutional status, institution, powers and functions of each sphere must be respected; a sphere must remain within its constitutional powers; and when exercising those powers, a sphere must do so in a manner that do not infringe on the geographical functional or institutional integrity of another sphere.

- Thirdly, spheres of government must take solid steps to realize cooperative government by fostering a good and friendly relationship within the sphere, by supporting and assisting each other irrespective of the borders or boundaries and keep each other informed by consultations on matters of interest. The spheres must adhere to agreed procedures in order to avoid legal proceeding against each other.

2.10 MANAGING INTERGOVERNMENTAL RELATIONS

The 1996 Constitution builds in a tension between national direction (national government defining how to secure the well being of all the people). It also focus on locally defined preference (provincial and local governments) determining their preferred choices within their areas of delivering government to the nation through co-operative government. The 1996 Constitution sets four requirements in section 41(1) (C) for managing intergovernmental relations and that includes:

- *Effective government* – cooperative government must entail the effective and efficient use of resources, no wastage and duplication, but the unlocking of synergy of collective effort.
- *Transparent government* – cooperative government should not be an entangled web of committee and consultations, making it difficult to determine who is responsible for what risk.
- *Accountable government* – the system and processes of cooperative government should not impede on holding executives accountable for their decisions and actions.
- *Coherent government* – government should be rational, informed by the best information with due regard to consultation between the spheres of government. Contradictory or overlapping policies should not arise by oversight or the absence of consultation or poorly informed decision.

The intergovernmental system evolved rapidly from 1996-2003 with only moderate legal regulation. The organised local government, the IGR fiscal relations and the Municipal Systems Act, as well as certain other acts governing concurrent functions, provide for particular aspects of IGR. Some have established specialist intergovernmental forums while others cater for intergovernmental dispute settlement in a specific context. Outside of this body of legislation, IGR are largely unregulated and practices have evolved pragmatically as government in all three spheres sought to give effect to the founding principles of cooperative principles of cooperative government. The intergovernmental system is founded on complex formal and informal, but interrelated institutions.

2.11 INTERGOVERNMENTAL FISCAL RELATIONS

Intergovernmental fiscal relations in South Africa are governed by the Intergovernmental Fiscal Relations Act of 1997. This Act seeks to “promote cooperation between the three spheres of government on fiscal, budgetary and financial matters”. For the government to function it need funds to facilitate development and to receive funds there are avenues that can be followed, it can be raised and the state revenue be divided between the spheres and sectors of government. The objective of IGR is to manage this strain, to get coherent government that delivers services to the nation through the three spheres of government. In other words, IGR are not an end in themselves but “a means for marshalling the distinctive effort, capacity leadership and resources of each spheres” and “directing these as effectively as possible towards the developmental and services delivery objectives of government as a whole” (Van der Walddt, 2002:128).

The IGR includes fiscal relations and examination of government development initiatives to reduce poverty e.g. Expanded Public Works Programme was introduced (EPWP), growth rates within provinces Gross Domestic Product (GDP), investments, domestic savings external aid (humanitarian or grants) debt reduction, government budgetary process and inflation (van der Walddt: 2002:128).

IGR directs the leadership and resources of each sphere and directing these as effectively as possible towards the service delivery objectives of government as a whole (Van der Walddt: 2002:128). IGR in South Africa have this developmental character. Legislation has been introduced to facilitate intergovernmental fiscal relations and promote greater cooperation the spheres of government.

The Intergovernmental Fiscal Relations Act, 1997(Act 97 of 1999) prescribes the intergovernmental budget process, gives effect to sections 214 (relative to revenue sharing) and 41 (promoting cooperative governance). It makes provision for “a Budget Council and Budget Forum to promote cooperation between the spheres of government relative to fiscal budgetary and related financial matters”. The Budget Council consists of the national Minister of Finance and nine provincial MECs for Finance. It is consulted on finance and fiscal matters impacting on provincial government. The Budget Forum focuses on financial and fiscal matters relative to local government. The membership includes the Budget Council, five representatives from SALGA and one from the provincial associations.

2.11.1 THE PUBLIC FINANCE AND MANAGEMENT ACT, 1999 (ACT 29 OF 1999)

The function of this Act seeks to uphold transparency, accountability, best practice and constitutional imperative relative to the management of public finances. To be more precise it seeks to improve reporting, monitor and give greater focus on performance and parliamentary oversight over the allocation of public funds. Hence in municipalities it is given a cycle of twelve months of which it is done monthly to province and quarterly to national treasury.

The Financial and Fiscal Commission was “established in terms of section 220 of the 1996 Constitution”. It is seen as an advisory body which makes recommendation

to public institutions relative to financial and fiscal matters. It is accountable to the Parliament and legislatures. Provinces have limited resources of revenue and this has been constitutionalized in terms of section 228 (1). In terms of section 214 (1) of the 1996 Constitution nationally raised revenue has to be distributed equitably between the three spheres of government. The provincial sphere has to be divided equally between nine provinces. It should be noted that allocations could be made from national share conditionally or unconditionally. The Property Rating Act seeks to promote equity, simplicity, neutrality, transparency and fairness. Given that property tax is a major source of revenue for local authorities as it is anticipated that the Bill will contribute substantially to the reform of the property tax system (Republic of South Africa 1998:32).

The provinces and municipalities are "allowed to borrow capital and bridging finance" in terms of section 230 (1) of the 1996 Constitution, and this has to be regulated by the Borrowing of Provincial Government Act, 1996. It should be noted that though that the provinces have considerable autonomy, national government still has to play coordinating and monitoring role. This has become necessary to ensure, inter-alia, macro-economic stability, achievement of national policy objectives and consistent standard of services (Republic of South Africa 1999:22).

2.12 IDP AS A TOOL TO FACILITATE SERVICE DELIVERY WITHIN IGR PERSPECTIVE

The Integrated Development Plan (IDP) implemented in the local government sphere has brought a new approach to the activities and functioning of the municipalities in South Africa. This approach demands a fresh developmental point of reference from municipalities, (Theron, Davids and Maphunye, 2005:35). It is important for the IDP process to be tabled and facilitated in such a manner that it will function closely with the spheres of government. Chipkin (2002:57-58) explains the importance of the IDP document as stated in section 36 of the Municipal Systems Act. The Systems Act demands all municipalities to conduct their affairs in a manner, which is

consistent with its IDP. The IDP is planned on a five year term of which the ruling office needs to have planned adequately in this regard (Chipkin, 2002:57-58). The nature and extent of the IDP is dealt with in chapter 5 of this Act, where the authoritative concept of this document becomes evident. Section 35 (1) of this act confirms the status of the IDP approach by identifying what the plan demands and how it actually conducts the activities of local government, including the following:

- IDP is the strategic planning instrument of a municipality. It serves as a bridge between long term strategic planning and operational plans and it ensures that there is continuity of development in the municipality. This simply means that it guides and informs all the planning and development of a municipality. These decisions must therefore be based on what the IDP predicted for the actions of the municipality.
- The IDP binds municipalities in the exercise of their executive authority, to ensure that the vision of the municipality and its development is achieved. Sedibeng District, as an executive authority has to see to it the IDP presented marries with the vision of the municipality. In terms of the powers bestowed on the executive authority of a municipality, this is further proof of the directing and authoritative status of the IDP.
- Binds all other persons to the extent that those part of the IDP that imposes duties or affected rights of the person has been passed as a by-law. This has to be passed to ensure that the intergovernmental planning is adhered and achieved.
- IDP is seen as a mechanism that conducts municipalities, it is therefore has to be acknowledged that it the founder of IGR.

The IDP process should be used as a guideline for the establishment of the sound facts to contribute to its effectiveness in service delivery. The following needs to be given more attention:

- To encourage and motivate the role players in a municipality to approach the IDP process as the most important mechanism to achieve a developmental mandate

of the local government. Municipalities must comply with the individual procedures in the Systems Act 2000 (Act 32 of 2000) of IDP process;

- The municipality must honour the requirements of the Municipal Systems Act 2000 (Act 32 of 2000) and to execute all the procedures accordingly including the prompt submission of IDP document;
- The Municipal Systems Act 2000 (Act 32 of 2000) determine in section 29(1) that the local community should participate in the drafting of the IDP. Khan & Cranko (2002:262-275) however confirms the lack of general participation by the community;
- In terms of the Municipal Systems Act 2000 (Act 32 of 2000), all the municipalities must submit an IDP document and they have no choice in this regard. If not they are contravening the law and therefore do not support the democratisation process.

IDP is intended to become the municipality owned planning process, which should guide the activities of all government agencies (including the provincial and national). Intergovernmental planning relations have two aspects to consider. The alignment of municipal planning with the principles, guidelines, standards and programmes of provincial/national agencies, such alignment requires the active involvement of competent provincial/national sector agency staff in the IDP process.

2.12.1 Legal framework of IDP

The Municipal Systems Act, 2000 (Act 32 of 2000) provides that all municipalities should compile an IDP document. Section 26 of the Act identifies core components that must be reflected in an IDP such as:

- The Sedibeng and its local municipality must have it own vision stated on the IDP document of the long term development of the municipality. The vision must speak to the documented IDP.

- In the documented IDP, the list of priorities must accompany the objectives for the term of the office of the council, depending on the resolution that will be taken by that particular council i.e. five years.
- The local government must have its own strategies from the objectives set and these objectives must be aligned with the national and provincial plans.
- There must be operational strategies in place resulting in service delivery to communities.
- A financial plan, which must include a budget projection for at least the next three years Medium Term Expenditure Framework (MTEF) and.
- Key performance indicators and performance targets.
- Above all each municipality must work on its own Service Delivery Implementation Plan (SDBIP).

2.12.2 Duration of an IDP

The Municipal Systems Act of 2000 (Act 32 of 2000) requires that a new council to prepare an IDP document that will guide them for a period of five years while in office. That particular council has an option of adopting the IDP of the previous council or develop the new one also taking into cognisance of the existing planning documents. By this IDP document it does not remove the plans already made by the previous council, it merely means it need to be revised to suit the mandate of the government (IDP Guide 2000:4).

2.12.3 Underlying principle for Municipality to have IDP

The IDP fast-tracks the effectiveness use of scarce resources by:

- Focusing on identified and prioritised local needs taking into consideration local resources.

- Searching for more cost effective solutions that will harness the budget of the municipality and
- Through IGR the IDP must address the causes, rather than just allocation of capital expenditure for dealing with symptoms, this will minimise wasteful expenditure incurred by the municipality.
- To strengthen the relationship between local, provincial and national priorities and to ensure that the objectives, resource allocation and implementation takes places procedurally.
- To provide a means whereby municipalities can maintain and communicate key IDP information, thereby supporting ease of access and use by stakeholders within the local government, and this can be achieved by municipality road shows and Indabas.
- To sustain integrated infrastructure and service delivery to the community;
- To sustain coordination between sectors, clusters and priority areas giving all the relevant information timorously.
- To sustain inter-governmental spatial coordination with regard to investment decisions.
- To sustain the timely submission of key planning information to one another.
- To promote strong, clear flows of information across sphere of government.

2.12.4 Components of Integrated Development Plan

Executive summary: The municipality must give a clear overview of the current situation of the municipality. It must states its list of priorities, its challenges, opportunities and its weaknesses, what has been planned on the IDP's five year term. The document must list its projects and what is to be achieved and the target date. The document should be made easily accessible and understandable. The summary should be able to answer the who, what, when, with what and how.

Analysis: Section 29 of the Local Government: Municipal Systems Act 2000 stipulates that the process plan should be in writing and adopted by the municipality before the planning process starts. A detailed analysis of the status of the

municipality with respect to the internal and external environment needs need to be analysed, facts and figures should be assessed on the existing level of development by prioritising the issues, causes of the problem and information on the available resources.

Vision: This is what the municipality would like to achieve in the long term once it has addressed the problems outlined in the executive summary; in some instances it can be divided into short to medium and until the long term planning until the goals have been achieved.

Mission: the IDP must outline the purpose of existence of a municipal area aligned to the medium term delivery and core services the municipality will provide.

Value: What the municipality strives to be and how it seeks to move in that direction, any long term plan and how to mobilise what it is of importance.

Strategic objective: the municipality must explain how it will reach its target on service delivery by the end of its term in office.

Development strategies: The municipality must have a way on what it will use to achieve its objective and mission. The strategies must be in line with the provincial and national framework and must have a long term of at least ten to fifteen years development growth. The development strategy must speak to the executive summary.

Projects: According to Van der Waldt (2007:6) a project is a temporary or a onetime activity with a well defined set of desired end results and they have a definite beginning and a definite end. Therefore IDP specification on their projects need to have output of the products, targets and the location of the projects, the project need to be scheduled according to its business plan and activities around it. Lastly the cost and budget estimates must be stated and ensure that the funds are available for the project to commence.

Integration: This is a crucial stage in the process to ensure that the dimensions have been adequately taken into account. Firstly, project proposals are screened for

compliance with (localized) principles and guidelines pertaining to the dimensions. Secondly, integrated programmes and plans are prepared that form part of the output of the IDP process. This includes the following programmes and/or plans:

- Integrated Spatial Development Framework.
- Integrated Poverty Reduction/Gender Equity Programme.
- Integrated Environmental Programme.
- Integrated HIV/AIDS Programme.
- Integrated Local Economic Development Programme. And
- Integrated Institutional Programme.

Approval: Once the document has been compiled and approved by management, it is presented to the Council for consideration and adoption. The Council may adopt a draft for public comment before approving a finalized IDP.

2.12.5 THE STAKEHOLDERS IN THE IDP PROCESS

- *Municipality/Officials* – they are the custodians of the compilation of the IDP document and the development plans of the local municipality.
- *Council* - The IDP document gives council an opportunity to make decisions based on the needs and aspirations of their constituents.
- *National and provincial sector departments* - Many government services are delivered by provincial and national government departments at local level -for example: police stations, clinics and schools. Municipalities must take into account the programmes and policies of these departments. The departments should participate in the IDP process so that they can be guided how to use their resources to address local needs.
- *Communities and other stakeholders* – these are the people who expect service delivery and other stakeholders could be business entities, who ensures the economy of the local area is developed.

The *Municipal Systems Act 2000 (Act 32 Of 2000)* encourages the working relationship between the political and administration within the municipal area including the community is working together, community participation is encouraged. Section 16(1) of the *Municipal Systems Act 2000 (Act 32 Of 2000)* requires the municipality to develop 'a culture of municipal governance that complements formal representative government with a system of participatory governance'. The IDP is based on community needs and priorities. Communities have the chance to participate in identifying their most important needs. The IDP process encourages all stakeholders who reside and conduct business within a municipal area to participate in the preparation and implementation of the development plan.

2.12.6 Principles of community participation

Van der Walt and Knipe (1998: 143) quote Paul (1987: 2) define *community participation* as "an active process in which the clients, or those who will benefit, influence the direction and implementation of a development project aimed at improving the welfare of people in terms of income, personal growth, independence and other values regarded as valuable". The municipality must be able to reach out to the community and assist in the participation process. It is therefore important to adhere to the following mentioned principles:

- *Diversity*: people may participate in different ways, some have the knowledge of the IDP whereas some have the ability to identify the need within their area, it refers to different participation styles and culture.
- *Institutionalized participation*: the participant can participate up to a certain level being regulated by law. This prescribes the minimum requirements for participation procedures which apply to all municipalities.
- *Promotion of public participation*: Municipal government has to distinguish between creating conditions for public participation and encouraging public participation. SDM use continuous consultation via the media in order to attract its participants.

- *Structured participation:* integrated development planning needs clear rules and procedures specifying who is to participate or to be consulted on behalf of whom, on which issues, through which organizational mechanism. SDM has well established IDP departments that ensure that the process takes place smoothly.

2.13 CONCLUSION

IGR serve as a benchmark to put together the municipality's development and enhancing service delivery to the community. It promotes activities within its sphere of government, communities and involves managing their own development, claiming their rights and exercising their responsibilities, contributing to governance structures at different levels, notably towards and municipal level. It has shown that IDP and IGR cannot function without the other, hence the three municipalities need to work together to make SDM a best Municipality in the province. The following chapter will outline the process used by Sedibeng District Municipality to develop a developmental and service delivery municipality through IGR.

Chapter 3

AN OVERVIEW OF SEDIBENG DISTRICT MUNICIPALITY IN INTERGOVERNMENTAL RELATIONS

3.1 INTRODUCTION

Chapter 2 provided a theoretical explanation of different concepts within government namely, IGR, intragovernmental relations and extragovernmental relations. Chapter 3 examines local government, the relationship within the SDM and its municipalities. the focus will be on service delivery, the concept to be used, municipal structures, and submission of different reports to the district by local government, public participation, the IDP and intervention.

Intergovernmental relations will therefore ensure that the communications between the spheres of government are efficiently achieved. SDM will assist its municipalities to work together and to ensure that its local government become the unique and the best municipality in the national sphere by providing service delivery to its communities. The spheres will address any imbalances that were incurred during apartheid and by so doing improve the socio economic programme that compasses the stakeholder, unemployment and underemployment. SDM will thrive to stimulate the economic growth and sustain its community by improving service delivery and addressing the above point.

3.2 WHY IS IGR IMPORTANT?

IGR is the foundation by which elected members and officials of government entities deal with each other where cooperation is necessary to assure legislative compliance, policy implementation and service delivery. The Sedibeng municipality will ensure that cooperation is complied, interrelations functions smoothly, information sharing is achieved and shared evenly within its local government.

IGR contributes to service delivery and just as good as it can be a major factor in efficient and effective service delivery and improving the economical development of the district, so poor IGR can lead to inadequate or duplicated service delivery. In many cases problems with service delivery can be attributed to failures of IGR.

For IGR to give effective result in improving the delivery it needs to focus on the outcome of its systems that need to be effective, processes and procedures that ensure cooperation of different role players around policy formulation, planning, monitoring, support and delivery. A narrow structural approach leads to people getting swamped down with structures which collapse if difficulties are experienced. A good IGR will ensure that the Staff is trained and informed (Kwazulu Natal Development Plan Intergovernmental Guideline).

Section 24 of the IGR Framework Act, 2005 states that the municipality must form a forum for which it will establish and facilitates its IGR. This forum is chaired by the mayor of the district and the mayor of the local municipality, and the mayor must ensure that they consult and discuss any matters that are of interest of common interest. Since Sedibeng is a hub of the water and industries and also forms part of the corridors to different provinces it is seen as a unique municipality that has more to offer than any municipalities. It is therefore in the IGR to ensure that consultation of municipalities work hand in hand to assist the neighbouring municipalities for example the Metsimaholo, Ekurhuleni and Mogale City. (**Section 25 and 26 of the Intergovernmental Relations Framework Act 2005**).

To further elaborate on the functioning of Sedibeng District Municipality, Hattingh (1998: 23-24, 27 and 30) identifies various forms of IGR, namely vertical intergovernmental relations in the form of mayors' forum, horizontal intergovernmental relations in the form of municipal managers' forum, Intragovernmental relations within its departments and Extragovernmental relations between the municipality and stakeholders and its local community. The focus point in this instance is the vertical and horizontal relations.

Vertical intergovernmental relations refer to the interaction which occurs between one or more institutions found on the three spheres of government (Hattingh

1998:23) it came into play between governmental institutions in different spheres of government. The legislative framework for such relations is embodied in a constitution or other legislation in terms of which governmental institution is established for specific purposes.

3.3 STRUCTURE OF MUNICIPAL STATUS - LOCAL GOVERNMENT

In terms of **Section 151 of the 1996 Constitution**, the status of municipalities is described as follows:

- The local sphere of government consists of 283 municipalities, which must be established for the whole of the territory of the Republic;
- The executive and legislative authority of a municipality is vested in its municipal council;
- A municipality has the right to govern, on its own initiative, the local government affairs of its community, subject to national and provincial legislation, as provided for in the Constitution Act of 1996; and
- The national or a provincial government may not compromise or impede a municipality's ability or right to exercise its powers or perform its functions.

Therefore, municipalities have the right to govern in their areas of jurisdiction, subject to the provisions of applicable legislation, without being impeded in so doing by the higher levels of government, except in cases when a municipality cannot or does not fulfil an executive obligation in terms of legislation.

Meyer (1998: 11) writes that a municipality has executive power in respect of, and a right to administer, the local government matters set forth in Part B of Schedules 4 and 5 of the Constitution Act, 1996 and any other matter entrusted to it by national or provincial legislation. It is also constitutionally the local legislature which is vested with power to make by-laws in respect of matters which it has the right to administer. These are its powers and functions, which may not be impeded or compromised by the national or provincial governments.

3.3.1 Objects of Local Government

With regard to the system of co-operative government provided for in terms of the Constitution of 1996, the provincial government has, as an adjunct to its obligations, powers of monitoring and supervision of local government. Both national and provincial governments also have the legislative and executive authority to see to the effective performance of functions by municipalities by regulating municipal executive authority, which powers are considerable and allow for a large measure of intrusion on the functional and institutional terrains of local government (Primstone, 1998:3).

With reference to local government, the provisions of Section 151 of the **Constitution Act**, 1996 are of particular importance which *inter alia* states that a municipality has the right to govern on its own initiative the local government affairs of its community, subject to national and provincial legislation provided for in the Constitution. It further stipulates that national or provincial government may not compromise or impede a municipality's right or ability to exercise its powers or perform its functions, which according to Cameron (1999 : 227) indicate a fundamental shift away from the system of provincial control over local government which has characterised South Africa's IGR since 1910.

However, national legislation in the form of the **Local Government: Municipal Structures Act**, 1998 and the **Local Government: Municipal Systems Act**, 2000 place constraints on local government in terms of their structures and or developmental and functional or operational activities, such as, enforcing a single tier structure in metropolitan areas and a "two-tier" structure in non-metropolitan areas and whereby the provincial government must, by proclamation, determine the internal structures of municipalities, which is a feature of a unitary system of government whereby decentralisation predominantly takes the form of de-concentration.

3.3.2 Goals and objectives of SDM as a Local Government through Integrated Development Planning

The key goal of local government is to create circumstances within its legal jurisdiction for the attainment of satisfactory quality of life through provision of services to ensure that the poor are reached and service is delivered (Gildenhuys, 1997:8). According to Cloete, (1995:26) provision of services to every local government has short and long term goals achievement:

- Short-term by this, it means basic services are provided to the poor, services such as health and safety functional requirements of individual;
- Medium-term goal: to provide service and sustain economic growth in the communities;
- Long-term goal: to effect equal and equitable access to services for all local communities with basic essentials.

3.3.3 The SWOT Analysis of IGR

While the IGR system in the district suffers from several weaknesses, it also possesses strengths. These strengths can be built on and the weaknesses overcome. Furthermore there are opportunities that can be exploited to improve the functioning of its IGR as mentioned below:

The strength of the IGR system in local government

- IGR is contributing to the integrated service delivery by enabling dialogue among stakeholder;
- Stronger relationships are built amongst the IGR practitioner;
- IGR has emerged with more strategic approach to enhance service delivery;
- The local government now understands its challenges through the service of IGR;

The weakness of the IGR system in local government

- Insufficient allocation of funds for IGR;
- Lack of understanding about IGR;
- Lack of communication and information sharing;
- Inadequate induction on IGR structures;

Opportunities to strengthen the IGR system in the local government:

- Through capacity building initiative around the understanding of the IGR system;
- By strengthening the IGR structures;
- The perspective role of IGR need to be clarified, responsibilities and role-players in the IGR system needs to be understood;
- Achieve and create alignment of integration of planning
- Clarify the positions of the metropolitan municipalities in the IGR system.

Threats to the effective functioning of the IGR system in the local government

- Malfunctioning of the IGR structure within the local government;
- Clarification of the allocation of powers and functions;
- Avoiding a proliferation of IGR structures;
- Encouraging inter-municipal dialogue and alignment;
- Negative perceptions that IGR is just too many ineffective meeting.

3.3.4 Categories of municipalities

The 1996 Constitution allows for three categories of municipalities in South Africa, which in terms of Section 155 (1) are as follows this are detailed as below:

Category A – It is a municipality that has exclusive municipal executive and legislative authority in its area;

Category B – Has a municipality that shares municipal executive and legislative authority in its area with category C municipality within whose areal falls

Category C – Has municipality that has municipal executive and legislative authority in area that includes more than one municipality.

Section 155 of the Constitution Act of 1996 states that national legislation must define the different types of municipalities that may be established within each category;

It further establishes that for determining when an area should have a single category A Municipality or when it should have municipality of both Category (B) and (C).

It makes provision for an appropriate division of powers and functions between municipalities when an area has municipalities of both Category (B) and (C).

3.3.4.1 *Types of municipalities*

The Section 155 of the Constitution Act of 1996, states that the national legislation must define the different types of municipalities to be established within each category. Each type of municipality has different functional responsibilities within its demarcated geographical area. When municipal boundaries are determined, the Municipal Demarcation board is expected to take into account the demarcation criteria outlined in Section 24 and 25 of the Municipal Demarcation Act (Act 27 of 1998). These factors, which range from the interdependence of people, communities and economies to the financial viability and administrative capacity of a municipality to perform municipal functions efficiently and effectively are all linked to the larger objective of ensuring that municipalities are enabled to fulfil their constitutional obligations (Local Government Bulletin 2008:4).

Table 3.2 Systems of Municipal government

Systems	Executive Authority
Collective executive system	Executive Committee
Mayoral executive system	Executive Mayor
Plenary Executive System	Municipal Council
Sub-Council participatory System	Sub Councils for part of Municipality
Ward Participatory System	Ward Committees

Van der Waldt (2004:2)

The following can be unpacked even more on the types of municipalities in South Africa and their functions:

➤ **Metropolitan Municipalities**

Their area of jurisdiction covers the whole of metropolitan area for example Ekurhuleni Metropolitan Municipality.

➤ **District Municipalities**

These municipalities are mainly the category (C) municipalities in areas with district governments. Section 83 of the Municipal Structures Act provides that a district municipality must seek to achieve the integrated, sustainable and equitable social and economic development of its area as a whole by:

- Ensuring progressing the integrated development planning for the district;
- Promoting bulk infrastructural development and services for the district;
- Building the capacity of local municipalities in its areas to perform their functions and powers where such capacity is lacking; and
- The promotion of equitable distribution of resources between local municipalities in its area to ensure appropriate levels of services.

3.3.4.2 *Classification of District Municipalities:*

Section D of the White Paper on Local Government 1998 classifies district municipality into:

- Urban district municipalities: This is referred to a variety of municipal powers and functions and are best suited to cities and larger towns;
- Amalgamated urban-rural municipality is a mix of existing rural and urban municipalities through amalgamation, or by an urban municipality extending its boundaries into rural hinterland those municipalities are appropriate small and medium executive and legislative powers, but are able to draw down powers from

the district government as they demonstrate sufficient administrative and financial capacity to administer the power.

- Local municipalities fall under the Category B of municipalities. They share an executive and legislative authority in their area with category C municipality. Local municipalities have functions and powers which rest on the district municipality. District and local municipalities must cooperate and support each other.

3.3.5 The Impact of infrastructure provision on municipalities

The impact of infrastructure provision on municipalities on economic and social development is broad. The provision of infrastructure for basic services such as water and sanitation will lead to improved quality of life community as they were previously disadvantaged and where denied these facilities. Similarly, the provision of other social infrastructure such as schools, clinics, and houses will have long term benefits in terms of improved quality of life, productivity, and broader growth and development. These acquisitions of human capabilities can be brought about through at least two ways: through the acquisition of human capital and through the acquisition of physical assets, e.g. land, housing e.t.c.

3.4 **COMPOSITION OF MUNICIPALITIES**

The municipal Systems Act 32, 2000 defines the municipality as comprising its political structures, its administration and the community of the municipality. Therefore all the three structures comprise municipalities are discussed as follows:

3.4.1 Political structure

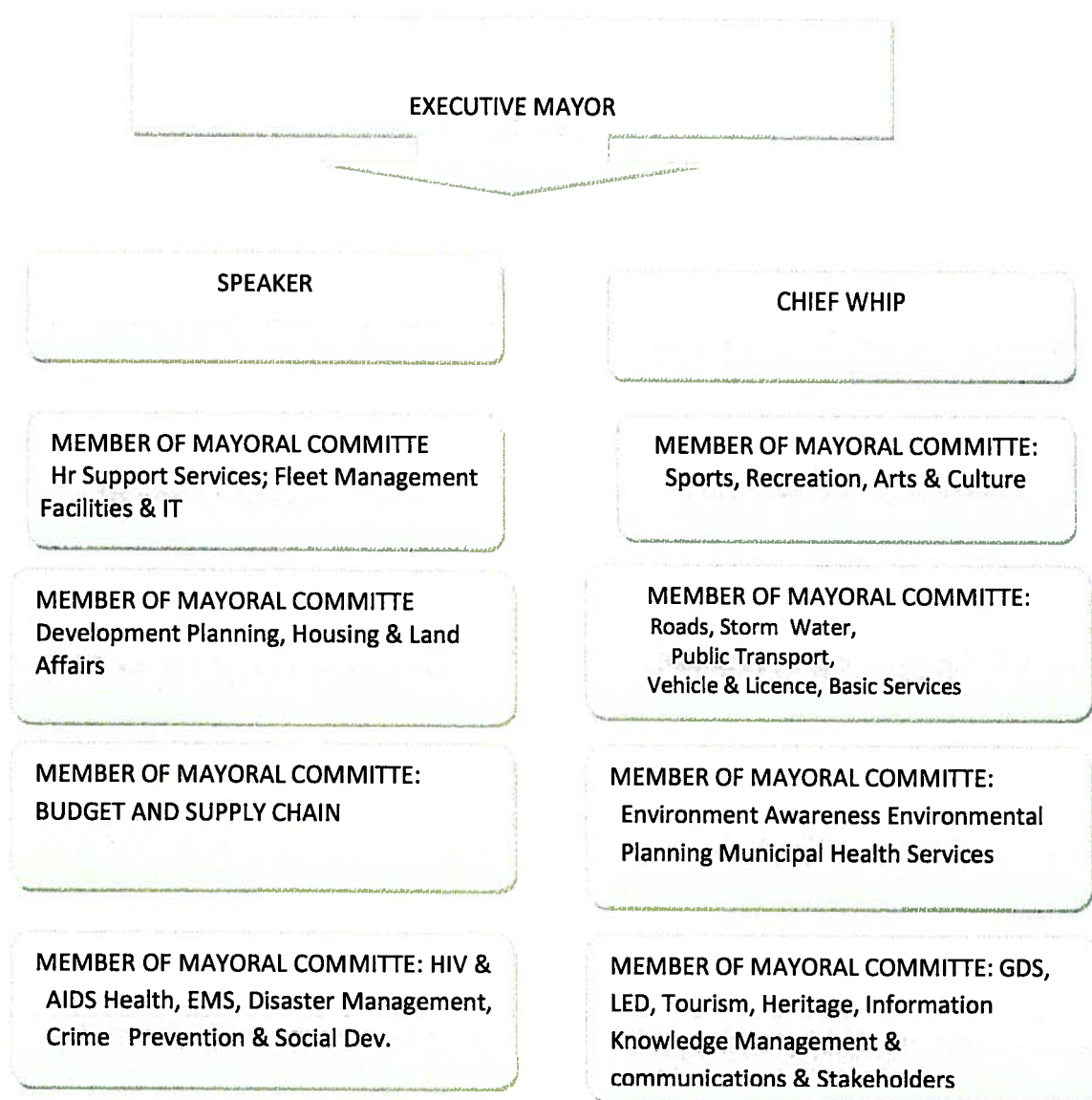
In relation to municipalities a political structure means the Council of the municipality or a committee or other collective structure in the municipality elected, designated or appointed in terms of a specific provision of the Municipal Structures Act.

The White Paper, 1998: 81-87 states that; for a developmental municipality it is important to emphasize the need of a strong political leadership. The requirements of this leadership range from being able to make difficult policy judgment, work with a range of players and guide the actions of the administration to promote the social

and economic well being of the local communities. The municipal political systems should provide a basis of differentiation between municipalities and the development of municipal types. Below is the political structure as anticipated by Sedibeng District Municipality.

POLITICAL STRUCTURE

Fig 3.1. Sedibeng District Municipality Political structure



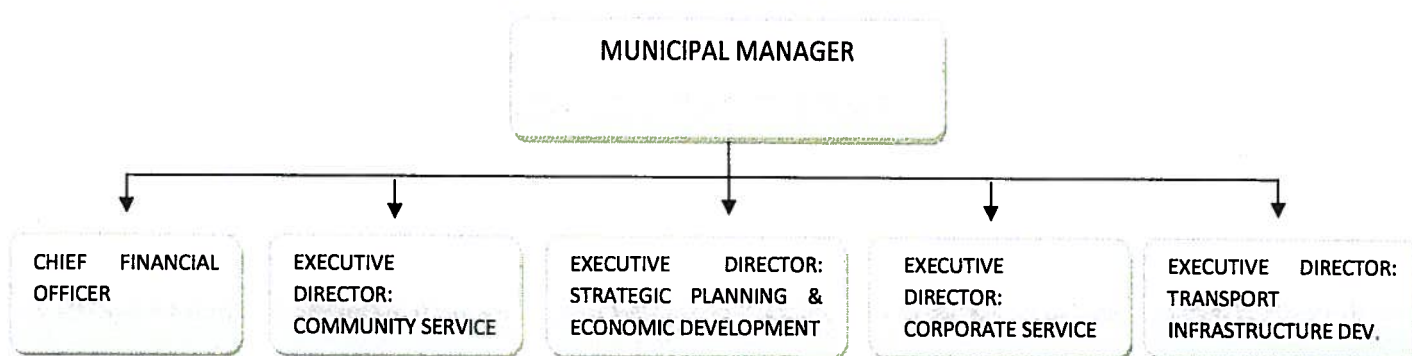
(Sedibeng IDP Document 2010/2011)

3.4.2 Administrative Structure

This refers to the day-to-day management and administration in terms of Section 82 of the Municipal Structures Act 2000. According to the Municipal Systems Act 32 of 2000 as the head of the administration and an accounting officer, the municipal manager of a municipality is, subjected to the policy direction of the municipal council, responsible and accountable for the formation and development of an economy through strategic planning, the municipal manager therefore must have effective, efficient and accountable administration. This administration system has to be transformed to support and improve service delivery. Each municipality should develop an institutional plan that will outline its own transformation program to a better IGR management.

ADMINISTRATION STRUCTURE

Fig 3.2. Sedibeng District Municipality administration structure



(Sedibeng IDP Document 2010/2011)

3.4.3 The community

They form part of the municipal governance of local government affairs. Chapter 4 of the Systems Act (Act no 32, 2000) states that the municipality must develop a culture of municipal governance that complements formal representative government with the system of participatory governance, and must for this purpose the community participates in the IDP processes and preparation of the review of it. It further encourages and creates the conditions for local community to participate in the affairs of its municipality through communication with its council. The community must be informed of the preparation and implementation and the review of the IDP

document. It must be notified of the performance of such system and be either educated of the impact incurred thereof. The community must be informed of the preparation of budget and allocation of funds through the IDP documentation by actively participating in the four levels, i.e.:

- Community as a voter;
- as a participants in the policy process;
- as consumer to end users;
- as organised partners. (SDM IDP 2009/10).

3.5 SEDIBENG SERVICE DELIVERY CONCEPT

The role of a district municipality is to strategically coordinate all efforts of locals in the district as well as carry out certain designated services. Contribution of government grants (three spheres) to assist in Growth and Development Strategy, the primary function of SDM is service delivery to the community falling within the district.

According to the history of the Sedibeng District Municipality it was a District Municipality which came into being in terms of the Municipal Structure's Act as amended. Up to now the history is still the same and as the hub it is one of the richest district in the province. The District Municipality DC4 is situated in the southern-most part of the Gauteng Province and includes the historic towns of Sharpeville and Vereeniging. The geographical area of the municipality is 4200.3286 square kilometres. It is previously known as Lekoa Vaal Metropolitan Council, found its name from the Vaal River, which is called the Lekoa River in Sesotho. It was established in the year 2000 on the rich history of Evaton, Heidelberg, Sharpeville, Boipatong, Sebokeng, Vereeniging, Vanderbijlpark, Vaal Oewers, Vaal Marina, Suikerbosrand and many more.

There are three local municipalities within the district:

Emfuleni Local Municipality'

Lesedi Local Municipality

Midvaal Local Municipality.

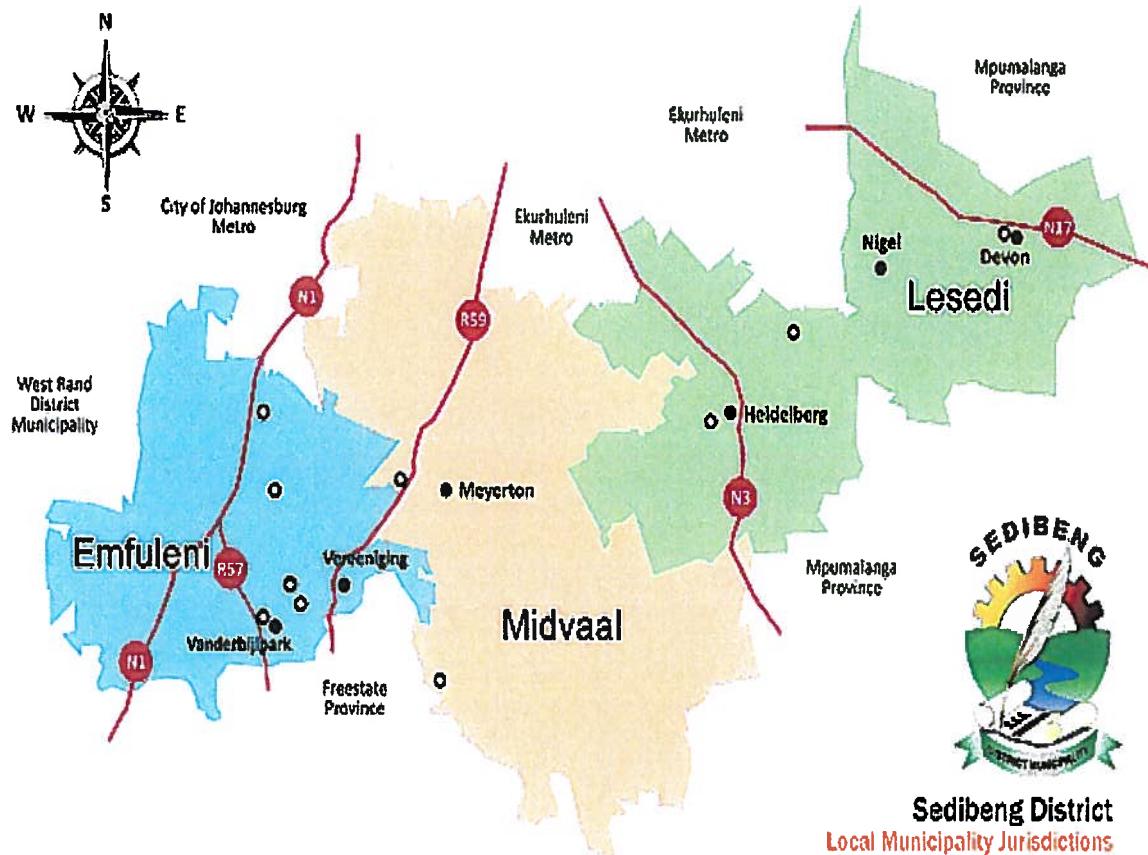
Sedibeng shares boundaries with Metsimaholo Local Municipality in the Free State to the south, City of Johannesburg Metropolitan Municipality to the north and Westonaria and Potchefstroom Local Municipalities to the west.

The Emfuleni Local Municipality is rich in history: it encapsulates the Anglo-Boer War, the Sharpeville Massacre of 1960, and the 1996 signing of the Constitution of South Africa in Sharpeville.

It is a largely urbanized municipality, with high population concentrations and density compared to other municipalities making up the Sedibeng District. In fact, the municipality houses around 80% of the district's total population.

The municipality is strategically located with access to a well-maintained road network – the N1 national route. The Vaal River forms the southern boundary of the municipality; its strategic location affords it many opportunities for tourism and other forms of economic development (SDM IDP 2009/10).

Table 4



Source: Sedibeng IDP guide 2009

3.5.1 Sedibeng goal orientation

Vision

Sedibeng District Municipality is an innovative dynamic developmental government that consistently meets and exceeds the expectations of the communities and the various stakeholders it serves once again it must be made known that Sedibeng's economy is developing at a high rate with its rich industries and water as its natural resource from the Vaal River.

Mission

Sedibeng District Municipality is the creation of local government dedicated to the provision of quality service in an effective, efficient and financially sound manner. SDM must promote itself in order to achieve service delivery by enhancing:

- Promoting the Batho Pele Principles
- Ensuring cost effective and affordable service delivery;
- Monitoring and developing staff to ensure consistently high work output;
- Adhering to good governance and sound management practices;
- Developing a culture of accountability and transparency.

Sedibeng District Municipality key priorities to assist its IGR locals are as follows:

- Promote and develop tourism and Leisure Sectors
- Promote and develop Agricultural Sector
- Support consolidation and expansion of Metal, Energy and Construction Sectors;
- Reviving a sustainable Environment
- Renewing the communities
- Reintegrating our region
- Releasing human potential
- Good and financial sustainable governance
- Vibrant Democracy

Values: Sedibeng District Municipality must uphold to its integrity and care for its community, all the planning and documentation must be transparent and for SDM to achieve this it needs to follow the following:

- Integrity;
- Community centeredness;
- Transparency;
- Good governance;

- Batho Pele Principles.
-

3.5.2 The role of Municipal Council

In terms of Section 4(2) of the 2000 Municipal Systems Act, a Municipal Council must, within the municipality's financial and administrative capacity and having regard to practical considerations:

- Exercise the municipality's executive and legislative authority and use the resources of the municipality in the best interests of the community;
- Provide without favour or prejudice, democratic and accountable government;
- Encourage the involvement of the community;
- Strive to ensure that municipal services are provided to the community in a financially and environmentally sustainable manner;
- Consult the community about the level quality, range and impact of municipal services and the available options for service delivery;
- Give members of the community equitable access to the municipal service to which they are entitled;
- Promote and undertake development of the municipality;
- Promote gender equity in the exercise of the municipality's executive and legislative authority

Section 19 (2) of the 1998 Municipal Structures Act imposes the following further executive obligations on every municipal council. A council must annually review:

- The needs of the community;
- Its priority to meet those needs;
- Its processes for involving the community;
- Its organisational and delivery mechanisms for meeting those needs;
- Its overall performance in achieving the objects of local government set out in the 1996 Constitution.

A Municipal Council is further required to develop mechanism to consult the community and community organisation in exercising and performing its powers and

functions. The consultation requirements of the Structures Act are further elaborated in section 16 and 17 of the 2000 Municipal Systems Act. Section 16 of the latter Act requires that a municipality to make appropriate systematic arrangements for ensuring participation.

Figure 3.4 illustrates the administrative (management) structure of SDM. (Sedibeng IDP Review 2009/2010)

The administration of the Sedibeng District is headed by the Municipal Manager; Municipal Manager sees to the day to day management of the municipality. It is in this office that the IGR will be playing a vital role in the running of the organisation. The Municipal Manager is appointed in terms of Section 82 of the Municipal Structures Act according to the Systems Act (Act 32 of 2000). Figure 3.4 represents the structure in the management of SDM.

Core functions are:

Policy direction of the municipal council;

- He is responsible and accountable for the formation and development of an economical, effective, efficient and accountable administration. Municipal Manager must transform and support improved service delivery. Section 19 (2) of the 1998 of Municipal Structures Act imposes the detailed obligation of the Municipal Manager.

3.6 SPATIAL DEVELOPMENT FRAMEWORK

Chapter 5 of the Municipal Systems Act states that each local authority in South Africa requires to compile an Integrated Development Plan and the Spatial Development Framework must be included on the IDP. It is further stated that the SDF must form part of the core components of an IDP.

3.6.1 Objectives of Spatial Development Framework in Sedibeng District Municipality

- A continuous and sustainable open space network should be created throughout its district and utilising its natural resources e.g. rivers and nature reserves;

- A system of functionally defined activity nodes to be promoted within the district, the main activity in this case will be Vereeniging/Vanderbijlpark, the secondary node will be Meyerton in Midvaal and Heidelberg in Ratanda.
- Linkage between the identified nodes in the district should be optimised as well as linkage between the disadvantaged communities and the main employment centres in this regard a number of main road linkage- routes such as R29 and the current commuter rail linkage should be identified and be promoted as the main public transport corridors within the district and mixed use high density development should be promoted along the routes.
- An urban development boundary should be demarcated and enforced in order to strengthen the existing urban areas and nodes, to contain urban sprawl to promote more compact urban development and protect agricultural and ecological potential of the rural hinterland within the district.
- Development opportunities in the district should be maximised eg. Tourism development around Suikerbosrand and along Vaal River and around the provincial routes e.g.R59.
- High density development should be promoted along main public transport links
- Upgrading of services should be focused primarily on previously disadvantaged township areas.

3.6.2 IGR Legislation and context

- Intergovernmental Fiscal Relations concerns the structure of public finance in a state with more than one level of sphere of government i.e.
- This includes the allocation of expenditure responsibilities and authority to tax amongst the spheres of government;
- How the system of intergovernmental grants works to alleviate any shortfall between taxes raised and expenditure required;

- How borrowing and regulatory functions are distributed among spheres of government; and
- The institutional mechanism for coordination, monitoring support, supervision and intervention.
- The decision in each of these areas shapes the configuration of the Inter-governmental Fiscal System, its evolution and its functioning. A Medium Term Budget Policy Statement was introduced in December 1997. It provides government's broad fiscal intentions for the following year budget, and improvement debt and cash management strategies.
- The introduction of three year budget and consolidation into resources envelopes is an important step in the evolution of the institutional framework for intergovernmental policy making and budget planning. The intergovernmental forums of the spending departments will, for the first time have expenditure projection within which to develop and refine the norms and standards for service delivery (Department of Finance, 1997:5).

3.6.3 Legislation and budgeting and financial management

Intergovernmental fiscal implication is properly regulated by the Intergovernmental Fiscal Relations Act of 1999 and the Annual Division of Revenue Act which gives effect to the revenue sharing provisions in the Constitution.

The two major intergovernmental fiscal institutions are the Budget Council (The MinMEC for finance) and the Budget Forum, both established in terms of the Intergovernmental Fiscal Relations Act of 1999. (15 Year Review Report on the state of IGR in SA: 25-29)

3.7 IGR PROCESS: BUDGETING AND FINANCIAL MANAGEMENT

3.7.1 Preface

One of the crucial instruments of intergovernmental fiscal relations is to ensure that national priorities receive due emphasis at sub national level is a conditional grants.

The reform of the Municipal Infrastructure Grant (MIG) is regarded as an IGR good practice. It is aimed to streamline this into a single channel in order to reduce the administrative burden on municipalities, introduce consistency in allocation criteria and give municipalities flexibility to determine their own capital expenditure priorities. Allocations are transparently outlined in the annual Division of Revenue Act.

3.7.2 Municipal Infrastructure Grants

Municipal Infrastructure Grants (MIG) is aimed at providing all South Africans with at least a basic level of service by 2013/14 by covering capital costs of basic infrastructure.

- MIG Overview
- **MIG Programme Delivery through Project Life Cycle**
 - Sport and Recreation Programme (BSRP).
- MIG is a consolidated Conditional Grant
 - Consolidated Municipal Infrastructure Programme (CMIP),
 - Water Services Projects, Community Based Infrastructure Programme (CBPWP),
 - Local Economic Development Fund (LEDf),
 - Urban Transport Fund.

Key Principles of MIG

Infrastructure Grant complements the equitable share grant for local government and is provided conditionally to municipalities. The design of MIG is underpinned by principles outlined below:

a) Focus on infrastructure required for a basic level of service: The MIG programme is aimed at providing only basic infrastructure

b) **Targeting the poor:** The programme is aimed at providing services to the poor and funds are directed at this component of the population.

c) **Maximising the economic benefits:** Management of the programme to ensure that the local economic spin-offs in providing infrastructure are maximised e.g. employment creation and development of enterprises.

d) **Equity in the allocation and use of funds:** The distribution of funds to provide for equitable access of these funds by the poor to close infrastructure gap.

e) **Decentralisation of spending authority within national standards:** Decisions relating to identification, selection, approval and implementation of projects are best undertaken at municipal level.

f) **Efficient use of funds:** Funding to provide greatest possible improvement in access to basic services at the lowest possible cost.

g) **Reinforcing local, provincial and national development objectives:** Funding mechanism to be consistent with the planning processes of local, provincial and national government. Proportionally greater allocation for nodal municipalities associated with URP / ISRDP

h) **Predictability and transparency:** Funds to be provided to municipalities on a three-year basis consistent with medium term budgeting practise.

i) **Project Identification**

- Proper Community Participation Process
- Basic Infrastructure needs and priorities established
- Incorporation of projects into IDP
- Participation of sector departments
- Feasibility studies where necessary (Funded through MIG)

3.8 CONCLUSION

Chapter 3 highlights and analyses the functions of the political bodies, administration officers and community within Sedibeng region and the SWOT analysis thereof. Municipalities will need to develop mechanisms to ensure that their service delivery systems are inclusive and accommodate areas (rural and urban), advantaged and disadvantaged. It is evident from this chapter that Spatial Development Framework will take the Sedibeng region to a successful district municipality. In the next chapter (Chapter 4) there will be an analysis of the extent to which the IGR can fast track service delivery focusing on the SDM.

Chapter 4

EMPIRICAL RESEARCH ON CHALLENGES IN THE INTERGOVERNMENTAL RELATIONS THROUGH SERVICE DELIVERY IN SEDIBENG DISTRICT MUNICIPALITY

4.1 INTRODUCTION

Chapter 3 was the analysis of the IGR in Sedibeng District Municipality and how it impacted on service delivery. Chapter 4 outlines the instruments used to collect research data, what they mean, types of data, and different methods of collecting data and their techniques. The chapter also deal with how research will be conducted in order to test the validity of the facts that IGR can effectively assist in sustaining good governance and positive service delivery In Sedibeng District Municipality.

4.2 DATA COLLECTION

Data is factual evidence that is collected through scientific investigation. When facts are expressed in the language of measurement they become data (Brynard and Hannekom 1997:28). To differentiate between information and data, according to Hyssey and Hyssey (1997:149), data that has been organised into useful evidence. There are two types of data namely, primary data – original data collected by researcher and secondary data used by other researchers concerning other research problems (Hyssey and Hyssey, 1997:149).

The process of collecting data involves the use of different research methods and each method makes use of specific research techniques.

4.2.1 Research methods

Hyssey and Hyssey (1997:28) see research methodology as a tool that “necessitates a reflection of the planning, structuring and executing of research in order to comply with the demand of the truth, objectivity and validity”. Research methods focus on the process of research and the decision which the researcher has to take to execute the research project (Hyssey and Hyssey, 1997:149). In human science two basic methodological research methods can be distinguished: quantitative methodology and qualitative methodology, these will be unpacked as follows:

4.2.1.1 Quantitative methodology

Quantity involves attaching numbers to the observation measured by counting and measuring “things or Objects”. It shows that the quantitative research is underpinned by a “distinctive theory as to what should pass as warrantable knowledge”. Quantitative methods require methods such as experiments and surveys to describe and explain phenomena. It uses techniques such as observation, preliminary investigations, quantitative analysis and questionnaires (Brynard & Hanekom 2006:37).

4.2.1.2 Qualitative methodology

This refers to research which produces descriptive data – generally people’s own written or spoken words; usually no numbers or counts are assigned to observations (Brynard & Hanekom, 2006:29). A qualitative method allows the researcher to know the people personally, to see them as they are and to experience their daily struggle when confronted with real life situations (Brynard & Hanekom, 2006:29).

Burns (2000:584) provides a comparative analysis of the following methods of data collection:

Figure 3.5 Methods of data collection

Mailed questionnaire	Telephone interview	Personal interview
Assumes the most of the respondent.	Can reach the unreachable	Assumes the least of the respondents
Cheapest method of collecting data	More economical than personal interview	Most expensive method
Can reach widely distributed population	Fast and efficient	Slowest method
Difficult to obtain adequate response rate	Response rate is generally high	Response rate is high
No interview bias/no distribution bias	Interviewer's voice may be biased	Interview's presence may be biased
Difficult to maintain standardization	Interviewer maintain standardization	Interviewer maintain standardization
Respondent is not always known	Can control participation of other household members	Difficult to control participation of other household members
No third party bias	Monitoring presents bias	Monitoring can be biased
Questionnaire should be short	Questionnaire can be longer than mail	Longer questionnaire justifies the costs
Unlimited answer choices	Limited answer choices	Unlimited answer choices
Appearance of the questionnaire is important	Appearance of the questionnaire is not important	Appearance of the questionnaire is not important
Questionnaire must be simple	Questionnaire can be more complex than mail but easy for interviewer	Questionnaire can be more complex than telephone
Information cannot be observed	Information cannot be observed	Information can be observed
Difficult to get information to open ended question	Interviewer edits open ended responses	Easier to ask open ended questions behavioural sign

Burns (2000:584)

4.2.2 Research techniques

Research techniques are step by step procedures which one can follow in order to gather data and analyse them for the information they contain. Techniques tell how to do something, rather than what one is doing, or why it is being done (Hussey & Hussey 1997:153).

Within the two basic research methods that are quantitative and qualitative, the most frequently used technique are reviewing literature, interviews, questionnaires and observation.

4.2.2.1 Review of relevant literature

This technique entails obtaining and studying useful references or resources. When reviewing the literature the researcher should look “for publications such as books and articles by experts in the field directly linked to the topic of the research” (Brynard & Hanekom 2006:31). Steps in the literature review are:

- *Scan read*: study of contents of the publication to determine whether the chapter relates to the research topic,
- *make over review*; study the relevant chapters, section or paragraphs identified in scan reading;
- *read comprehensively*: determine the main ideas forward by the particular author;
- *read critically*: make an in-depth evaluation of the ideas of the author and
- *write down*: that which will help to develop own ideas (Brynard & Hanekom 2006:32).

4.2.2.2 Interviews

Interviewing techniques is the most frequently used techniques as “a method of collecting data because it allows the researcher to explain his or her questions” (Hussey & Hussey 1997:156). The researcher is able to expand or rephrase the

questions to the respondent in order to understand the questions phrased to them. The interviews conducted enabled the researcher of this study to associate with the participants in a short period, during the surveys and fieldwork. In this case face-to-face interviews were conducted for gathering data required for this study (Hussey & Hussey 1997:156)

- Ghauri R.E, Granhaug K..(1995:64) identifies two types of interviews, namely the “*structured interview* and *semi structured or unstructured interview*”. A structured Interview *is a standard format of interview used with emphasis on fixed response categories and systematic sampling* (Ghauri et al, 1995:64). In the semi structured or unstructured interviews the respondent is given almost a full liberty to discuss reactions, opinions and behaviour on a particular issue. The interviewer is there just to give leading questions and to record the response in order to understand how and why. Questions are not systematically coded beforehand (Ghauri et al. 1995:64). This study developed structured and semi-structured interviews. The structured interviews assisted the researcher of this study to plan her interview questions, so that she could be focused when asking questions to the respondents. The researcher also used semi-structured interviews. This enabled the researcher to expand the data gathered from the respondents.

4.2.2.3 Questionnaires

Brynard & Hanekom (2006:46) define the questionnaire as “a list of carefully structured questions, chosen after considerable testing, with a view to eliciting reliable response from a chosen sample”. This is a popular method for “collecting data, since they give respondents enough time to think about the answers to the question and a large number of respondents, distributed over a large geographical area can be reached (Brynard & Hanekom, 2006:46).

Steps in the construction of a questionnaire are as follows:

- Specify what type of information is required. This depends on the type of study being researched, considering to whom this questionnaire is to be sent and what is to be asked.
- Whether the questionnaire is going to be disguised or undisguised;
- The construction of the questions;
- Presentation: how questions should be answered (Ghauri et.al. 1995:60-61).

A questionnaire consists of closed and open ended questions. Closed questions refer to questions that are likely to be factual, such as those which are asked for the respondent's age occupation and their role in research topic. Open ended questions are those questions that the respondents can give a personal response or opinion in their own words (Hussey & Hussey 1997:161).

4.2.2.4 Observation

According to Ghauri et al. (1995:57) an observation is a "data collection tool that entails listening and watching other people's behaviour in a way that allows some of analytical interpretation". They further states that with this technique the researcher can "collect first hand information in a natural setting, interpret and understand the observed behaviour, attitude and situation more accurately". Furthermore, the researcher can capture the dynamics of social behaviour in a way that is not possible through questionnaires and interviews. Observation has two ways to be conducted: non-participant and participatory observation.

Participatory observation: known as field observation, the observer is a natural part of the situation or event. The observation is not hidden nor disguised (Ghauri et.al. 1995:58). According to Hussey & Hussey (1997:59) participatory observation aims to provide the means of obtaining a detailed understanding of values, motives and practices of those being observed. Factors that influence the role of participation are mentioned below:

- The purpose of the researcher;
- the cost of the research;
- the extent to which access can be gained;
- the extent to which the researcher would be comfortable in the role;
- the amount of time the researcher has available (Ghauri et al.1995:57).
-

Non participatory observation: Hussey & Hussey (1997:159) describe conversely that non participatory observation is to “observe and record what people do in terms of their actions and their behaviour without the researcher being involved”. The observer is separate from the activities taking place and the subject of the research may or may not be aware that they are being observed (Hussey & Hussey, 1997:159).

4.3 SAMPLING

Miller (2008:15) refers sampling to the selection of participants for research as much as decision about variables have to do with the “what” of research, also the decision about “who” – with what sorts of participants the researcher is going to explore these variables.

According to Brynard and Hanekom (2006:47) a sample is a “technique employed to select a small group (sample) with a view to determining the characteristics of a larger group (population)”. In this instance a population is described as any precisely defined set of people or collection of items which is under consideration. Sampling can be categorized into two parts: probability sampling and non probability.

4.3.1 Probability sampling

It involves “identifying and questioning people because they are members of some population” and the researcher ensures that the assertions are valid. Normally with

probability sampling the researcher poses the same question to each sample member. Sampling is central to all research. The size of the researcher's sample and the way in which it is drawn is a matter for design and it will affect the validity and generalization of the conclusion drawn (Jankowicz, 2000:193).

4.3.2 Non probability sampling

It involves "identifying and questioning informants because of the interest the researcher has in their individual positions, roles or background experience". The population that informants represent consists of all the members of the company, departments or section that fall within the scope of the researcher's topic. With non probability sampling the researcher is interested in variety and has no other particular wish or need to generalise the informants' answers directly to other people (Jankowicz, 2000:193).

4.4 MEASURING OF DATA COLLECTED

It is important that the hypothesis or the research problem that has been formulated should be tested during the research. According to Miller (2007:71) the word test refers to a standardised measuring instrument whose purpose is to assess some important attributes. The quality of measurements considers the two important constructs in the evaluation of measurement that is reliable and valid. Hence the question of reliability and validity applies whenever measuring is employed.

4.4.1 Validity

Validity addresses the "what" question. According to Zakmund (1994:290) validity is "the ability of whether a measure measures what it is supposed to measure. Validity

refers to accuracy". Miller (2007:13-15), distinguishes three forms of validity and each term is briefly discussed:

- *Internal validity*: refers to the extent to which one can infer that a fundamental relationship exists between two or more variables (Miller, 2007:13-15).
- *External validity*: refers to the question of generalization, whether one can generalize the findings of the study to other samples, situations and behaviours for which it is an aspiration the study has to be predictive (Miller, 2007:13-15).
- *Construct validity*: refers to the extent to which an operationalization measures the concept which it asserts to measure (Ghauri et. al, 1995:45).

To validate the hypothesis in this study, the types of questions used during interviews and in questionnaires were specifically designed to obtain the desired information; if really ineffective role of IGR contributes to the effect on service delivery negatively (see interview questions as Appendix B1).

4.4.2 Reliability

In addition to validity, standardised tests must possess satisfactory reliability. Zikmund (1994:288) defines reliability as the "degree to which measures are free from error and therefore yield consistent results". This means similar results must be obtained over the time and across situations when measured (Zikmund, 1994:288). Zikmund (1994:288-289) further distinguishes between two dimensions underlying the concept of reliability, namely:

- *Repeatability or test-retest method*: which involves administering the same scale or measure to the same respondent at separate times to test stability and;
- *internal consistency*: which concerns the homogeneity of the measure, whereby an attempt to measure an attitude may require asking several similar but not identical questions (Zikmund, 1994:288).

Reliability in this study is tested whereby response to questions posed to different participants were similar or the same.

4.5 RESEARCH ETHICS

Research ethics relates to what is right and wrong when conducting research. Research ethics assisted the researcher to conduct this study with acceptable morals. Researchers have the right and moral obligation to search for the truth. The pursuit of the truth, should not compromise the right of the individuals or groups Miller (2007:165) states the rights of the participants as follows:

- *Informed consent*: participants must know in advance what a research project involves and must give explicit agreement to be included.
- *Freedom from harm*: this is the most basic right participants possess. It is the responsibility of the researcher to ensure that no harm comes to any participant.
- *Confidentiality*: the research must be made clear to the participant at the time of the research and it must not be made generally available in a way that could ever embarrass the participant. It must be confined to certain defined way.
- *Guiding principles* with regard to objectivity and integrity when pursuing the truth

According to Brynard and Hanekom (2006:86) the researcher must conduct the ethical objectives mentioned below:

- Must maintain the highest technical standard in the implementation of the research.
- Be able to indicate the limitations and constraints of the research and the validity of the findings.
- Be responsible to indicate accurately the areas of specialization and the degree of expertise and

- final presentation of the research report should leave no room for misinterpretation of the incomplete disclosure of findings.

4.6 CONDUCT OF RESEARCH DEFINED

In this research, the main focus is to critically evaluate the inability of Sedibeng District Municipality to effectively adjust the role of IGR within its municipalities which has an impact on service delivery. In conducting the research, the researcher considered the ethical guiding principles, therefore a letter to the Municipal Manager of Sedibeng District Municipality to request permission to conduct research was written (See appendix A). Further the researcher informed all participants that the information they provide through the questionnaire and the interviews questions will be used strictly for academic research purposes (see Appendix B).

4.6.1 Interviews

Probability sampling was used to select participants for interviews whereby participants were selected on the basis of their involvement and knowledge to the researched topic. Among them were the ward committee members who represent largely the community of the SDM, Management and officials. The questionnaire was distributed to each cluster of the municipality (e.g. Cluster for basic services, EDP e.t.c). Both semi-structured and structured questions were employed. A structured approach was used whereby the content and sequences of the questions were determined in advance so that whatever the interviewee will say or do would not cause deviation. A scope of both open-ended and closed questions was included. Open-ended questions assist because respondents will be able to give their opinions as precisely as possible in their own words. Closed questions are convenient to collect factual data.

In this instance the frequency distribution method was used as it is the most appropriate tool to describe the numerical data of one variable. There are two types of frequency distribution, namely raw frequency distribution and percentage frequency distribution. In this instance the raw frequency distribution was used. The advantage of the frequency distribution method is that such an occurrence results in the elimination of fewer participants because it does not necessarily have to be a partner with approximately the same status on particular variable(s) for each group of research participants.

When a questionnaire is used as a method of collecting data, it is vital that attention is paid to the demographic information of all the respondents who participate in the research survey. Demographic information is important when analysing and interpreting data. Three demographic variables were gathered in this study: district municipality and its feeders i.e. Emfuleni, Midvaal and Lesedi local municipalities.

The questionnaire has three sections and addressed in the following manner:

- Table 4.6.2 shows the municipality, in which the candidate is located,
- Table 4.6.3 shows the occupation,
- Table 4.6.4 shows the age group,
- Table 4.6.5 shows the gender,
- Table 4.6.6 shows the race group,
- Table 4.6.7 shows the qualification of the candidate, and
- Table 4.6.8 shows the experience of the candidate in the particular field.

Section B

The candidates are asked to grade their understanding of the word IGR and had to grade by placing the "X" on the appropriate answer on either:

1= strongly disagree

2= disagree

3=neutral

4= agree

5= strongly agree

Section C

INSTRUCTIONS: Please respond by making an "x" under the frequency column next to the text relevant to you.

1. Which area of Sedibeng District Municipality are you?

LOCAL MUNICIPALITY	FREQUENCY
Sedibeng District Municipality	12
Emfuleni Local Municipality	14
Midvaal Local Municipality	10
Lesedi Local Municipality	10
TOTAL	42

This shows the different municipalities within Sedibeng District Municipality and the frequency of the participants in each municipality.

2. Is the respondent a public office bearer, a MEMBER OF MAYORAL COMMITTEE, ward councillor or member, a community member?

OCCUPATION	FREQUENCY
Mayoral committee member	5
Ward councillor	7
Community member	5
Municipal Manager	1
Deputy Municipal Manager	2

Manager	4
Admin/official/technical/general worker	18
TOTAL	42

3. **Age distribution of respondents.**

AGE DISTRIBUTION	FREQUENCY
18-29	7
30-39	7
40-49	25
50-59	3
TOTAL	42

The table shows the age distribution of all respondents. The aim of this question was to draw attention of age category of the respondents in the areas served by priority of the role in IGR. As far as the table is concerned, the largest single concentration of respondents occurred in the age between 40-49 and the lowest number between 50 to 59.

Are you female or male?

GENDER	FREQUENCY
Male	19
Female	23
TOTAL	42

The table shows the gender distribution of all respondents. Of respondents 23 were female and 19 were males. This simply means that the female members of the public mainly participated in the research survey. The reason why mainly females participated in the research survey did not fall within the scope of the research and therefore will not be analysed.

4. **What is your race group**

RACE GROUP	FREQUENCY
Black/African	39
White	1
Coloured	1
Indian	1
Asian	-
TOTAL	42

The table shows the racial distribution of all respondents. There is uneven number of participants in this research. The reason why mainly African participated in the research survey did not fall within the scope of the research and therefore will not be analysed.

5. **What is your level of qualification?**

QUALIFICATION	FREQUENCY
Under grade 12	7
Grade 12	10
Diploma	10
Degree	6
Honors Degree	7
Masters Degree	3
Doctorate degree	-
TOTAL	42

The table shows the qualification distribution of all respondents. This simply means that all members of the public irrespective of their qualification participated in the research survey.

6. How long have you been appointed/elected on this position?

EXPERIENCE IN YEARS	FREQUENCY
1-05	3
6-10	21
11-15	15
16-20	2
21 and more	1
TOTAL	42

The table shows the work experience of all respondents on distribution. This means that all members of the public irrespective of their experience participated in the research survey. It also shows that those who participated mostly were within the years of 6 to 15 years of experience, when democracy was introduced, and are knowledgeable

SECTION B

INSTRUCTION: Please rate the extent to which you agree/understand the following statements by making an "X" over the appropriate number on the 1 to 5 point scale.

ACCULTURATION SCALE

1= strongly disagree	2= disagree	3=neutral	4=agree	5=strongly agree

1. Does your department/section/committee understand the meaning of IGR?

No	STATEMENT	SCALE				
1.	My department/section/committee fully understands what is meant by IGR.	1	2	3	4	5

2.	It has been explained in my department/section/committee the importance of IGR.	1	2	3	4	5
3.	My department/section/committee fully participates in the IGR.	1	2	3	4	5
4.	The participation of my department/section/committee on IGR issues is regarded as fundamental.	1	2	3	4	5

Most of the respondent marked 3,

Does your department/section/committee benefit/contribute to the IGR participation?

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

2. Is your department aware of the legislations and what is required to form a developmental municipality?

Most department marked 2, this means those who participated are involved in IGR and the rest are either included or not informed of the process of IGR.

No	STATEMENT	SCALE				
8.	My department/section/committee knows all the legislations and National Constitution and IGR Framework Bill that can facilitate the IGR in our municipality.	1	2	3	4	5
9.	My department/section/committee fully understands the stakeholders and all their functions for the betterment of the municipality.	1	2	3	4	5
10.	My department/section/committee has all the information for IGR that can be distributed to	1	2	3	4	5

	assist in improving the quality of service delivery.					
--	--	--	--	--	--	--

Most department marked 2, this means those who participated are involved in IGR and the rest are either included or not informed of the process of IGR.

3. How does your IGR benefit the community of SDM?

No	STATEMENT	SCALE				
11.	My department/section/committee fully engages the community with issues related to IGR.	1	2	3	4	5
12.	My department/section/committee always gives feedback through the IDP/Coordination meeting held.	1	2	3	4	5
13	My department/section/committee always has an operational plan for the IGR functions and responsibilities	1	2	3	4	5

Most respondent marked 2, most marked 2, this means those who participated are involved in IGR and the rest are either included or not informed of the process of IGR.

5. How do you rate the performance management of the IGR in your department/section/committee

No	STATEMENT	SCALE				
14.	The management department/section/committee fully supports the IGR Section.	1	2	3	4	5
15.	Management always gives positive contribution in the functioning of the IGR Section.	1	2	3	4	5
16.	The IGR Section is always updated with the issues of development and service delivery and results expected thereafter	1	2	3	4	5

Most marked 3, they have knowledge of IGR but not involved in the process.

How important is IGR structures to the community of SDM

No	STATEMENT	SCALE				
17.	SDM has a fully flash understanding of the IGR structures.	1	2	3	4	5
18.	SDM always convene to share views of the developments and progress of its IGR Structure.	1	2	3	4	5
19.	SDM has structured committees to discuss its highlights and lowlights of its municipality.	1	2	3	4	5
20.	SDM uses its ward committees to give a clear understanding of IGR to the community.	1	2	3	4	5

Most marked 3, they have knowledge of IGR but not involved in the process.

IGR APPROACH TO SERVICE DELIVERY

1. In your opinion, who should participate and contribute to the IGR?

The responsibility of the IGR is left to management and expected to be communicated to the juniors

2. Yes/No do you know the legislative basis and requirement for the IGR:

Little knowledge of the legislation of IGR is experience in this question.

3. If yes to the question 2, briefly explain in your own words how do you understand

Those who answered yes, could briefly emphasize the importance of the legislation.

4. What are the characteristics of a good/poor IGR?

None emphasised their answers to this question

5. Yes/No = Are you familiar with the IGR structure within your municipality?

Most did not give an answer to this question.

6. How imperative are the IGR Structures?

Most did not give an answer to this question.

7. In addition to the structure, how is IGR achieved?

Most did not give an answer to this question.

8. How important are meetings in assisting or promoting a good IGR?

From all the participants view point is yes, based on the fact that IGR can be used as a communication tool to be informed on the development of the municipality and community.

9. In your opinion is there a common understanding between IDP, Budget, SDBIP and IGR?

All respondents answered "yes" based on the IDP Forum held by the mayor, on information sharing with the community.

10. Yes/No are there any challenges faced by SDM in the running of the IGR?

From all participants view point "yes" .there are challenges, and some of the challenges mentioned by participants include the following:

- Lack of capacity;
- SDBIP performance objectives not always fully implemented as per the IDP Forum;
- Disintegration of municipal departments

11. If yes to question 10 what are the challenges?

Some of the challenges mentioned by participants include the following:

- Lack of capacity;
- Lack of leadership skills;
- No official forum for IGR;
- Lack of information laid down to the community;
- Performance objectives on IGR matters not always fully implemented;
- Disintegration of municipal departments.

12. Are there any proposed measures to be implemented in order to deal with the challenges mentioned in question 11? Motivate your answers.

75% of participants indicated among other measure such as:

- Education or information sharing with regard to IGR;
- Involvement of community on IGR Matters;
- Transparency of the IGR processes;
- Formation of IGR official forum and training thereof.

25% of participants believe that the different municipalities within SDM have different challenges, therefore measures will be determined by processes that each municipality has.

13. What are the weakness and strengths of SDM in the running of the IGR structure?

Strength identified:

- Administration process is in place;
- Committed staff at all levels;

75% of participants believe that SDM as a whole has the ability to reach its optimum purpose of the IGR if it could be communicated well in all levels; they feel that IGR must not be seen as a manager's forum. SDM is seen as a community that is under one mandate of the ruling party and therefore this can be viewed as a positive and a strong point for the district to capitalize on.

Weaknesses identified:

- Proper and continuous change of political structure;
- Official job uncertainty, mostly interference of the political structure

14. Are there any recommendations that you would like to make in order to improve the processes and structures that exists in the SDM to integrate the prospective IGR System

The participant's recommendation to improve the public participation and clarification of the role of Intergovernmental Relation in all spheres of the municipality; giving a better understanding of the cycle, the grants and all areas that affects and involves stakeholders.

4.7 CONCLUSION

Collecting data is time consuming activity that has to be done, however, because without data it would not be possible to broaden one understands that it has to be done throughroutly and give deliverables to the research. This chapter explained and clarified different methods and techniques employed to validate the hypothesis. Based on the data collected in this chapter, the following and final chapter will outline the findings and recommendations that Sedibeng District Municipality can employ in order to improve service delivery.

CHAPTER 5

FINDINGS AND RECOMMENDATIONS

5.1 INTRODUCTION

In this study the core aim was to critically evaluate the role of the intergovernmental relations as a developmental tool to service delivery in Sedibeng District Municipality. In the previous chapter the empirical research was conducted in order to establish whether the approach really enhance service delivery. In this chapter there is a brief summary on the previous four chapters, outline of the findings and a broad focus on the recommendations on support areas that are essential in improving service delivery and sound financial management at SDM.

5.2 SUMMARY AND OBJECTIVE OF THE STUDY

The first objective of the study was to give a theoretical analysis of the concept such as fiscal relation. To achieve this objective in chapter 2 an extensive theoretical exposition of these concepts were provided by using books, journals, magazines and relevant legislations on existing approach relating to IGR. Also existing guides, documentation and reports that deal specifically with the research subject were obtained from DPLG, IGR and IDP departments within the SDM.

The second objective was to outline and describe processes used by SDM in integrating different departments e.g. IDP, IGR and organisational structure within SDM. By focusing on the structures, processes and mechanism employed within SDM to implement the valuable IGR, the objectives were realised.

Thirdly, the objective was to conduct a research on the extent to which service delivery tool can be implemented. This objective was to reveal whether there are challenges attributed to the effectiveness of the municipality to integrate IGR as a tool to a developmental municipality giving best service delivery. Chapter four dealt extensively with the methodology employed in realising this objective.

Lastly, the objective was to provide recommendation on how effectively and efficiently SDM can apply the context of IGR for improved and equitable service delivery to all citizens.

5.3 TESTING THE HYPOTHESIS

The aim of the study was to test the reliability and validity of the hypothesis stated in Chapter one namely:

"The absence of structured relationship (IGR) between Sedibeng District municipalities and its local municipalities delay the development of a good District municipality".

The reliability in this study is tested whereby responses to questions posed to different participants were similar.

5.4 FINDINGS

Based on the results of the empirical research obtained in chapter 4, the findings can be outlined categorically that:

- There is lack of understanding of what IGR entails amongst all stakeholders in
- SDM. Service delivery coupled with IGR is of great concern among officials and administration on lower levels.
- Communications system and plans for IGR is there but not effective. New procedures are not effectively communicated.
- There are challenges in the process of IGR and there are no forums for officials to compare and align the current state of affairs regarding IGR.

- The establishment of real partnerships between the municipality, civil society
- and the private sector that extend beyond the development of the IGR is limited.

5.5 RECOMMENDATIONS

This study recommends the following for enhancing effective IGR in the SDM:

It is important that the SDM apply the principle of developing efficiency, effectiveness and economically for IGR to improved service delivery and the following actions needs to be employed:

Extensive training on the importance of IGR to all the stake holders is highly recommended. Training and acknowledged enhancement is one of the strategies for improving performance. A well trained councillor's component will ensure effective implementation and control over the budgetary allocation.

Capacity building interventions are required in SDM, especially for administration officials and councillors in view of their interaction with the community and customer's services; this will enable them to drive the IGR as a tool to develop the SDM.

There is much interference in the daily duties of officials by councillors with little knowledge of IGR functions to assist them. The councillors at SDM need to adhere to the objective set out in Section 19 of the Municipal Structures Act, which outlines the code of conduct for Councillors not to intervene in administration. The code of conduct for councillors prescribes that a councillor may not, except as provided by the law, to:

- Interfere in the management or administration of any department of the municipal council unless mandated by council;
- Give or purport to give any instruction to any employee of the council except when authorised to do so;

- Obstruct or attempt to obstruct the implementation of any decisions of the council or a committee by an employee of the council or
- Encourage or participate in any conduct which would cause or contribute to maladministration in the council.
- SDM needs to restructure its departments in order to encourage interdepartmental communication and coordination. This institutional change will give effect to the overall implementation of IGR especially the principles of service delivery are to be upheld.
- SDM needs to put measures in place that will ensure that the IGR does not being overlooked;
- Although SDM has established forums for stakeholder's participation, those structures must be nurtured so that they can provide an ongoing space for interaction between government and private sector and society. Active encouragement and ongoing support from existing structures such as DPLG, SALGA can strengthen and maintain these partnership.
- Proper compliance of the SDM officials and political office bearers with the requirements of local government legislation will undoubtedly enhance their capacity and promote good governance.
- Assurance on non involvement of political structure to the functionality of the administration but keeping the IGR functioning well.
- Municipality as public entity must redefine its role and strengthen its customer's focus and build integrated service delivery models by being efficient and effective towards its customers.
- Good coordination of IGR by local government (especially SDM) is important therefore it is a requirement.

5.6 CONCLUSION

The aim of the research was to critically analyse the extent to which the ineffectiveness of developing IGR as a tool has resulted in lack of communication, knowledge or incapability in SDM, rapid involvement of political structures (councillors) on the administration duties and functionality, which then has a negative impact to service delivery. The development of a reference point of service delivery principles will assist in the future formulation of the sound and well developed IGR.

This research has succeeded in making a contribution, in general to the understanding of the IGR as a tool to improving the developmental municipality and increasing the service delivery.

APPENDIX A

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Three Rivers East
VEREENIGING

1935

Email Mamoipone.molefe@gmail .com or
Tshedi@emfuleni.gov.za
Cell: 082 859 2427
Office of Municipal Manager
Sedibeng District Municipality
P O Box 471
VEREENIGING

1930

Dear Municipal Manager

REQUEST FOR PERMISSION TO CONDUCT RESEARCH

I hereby request permission to conduct a research at your municipality (SDM). I am currently studying at North West University, Vaal Campus pursuing Masters Degree in Public Development and Management. I started my Degree in 2007 and at present I am in the employ of Emfuleni Local Municipality working as an Admin Officer Projects.

My research topic is: **The role of intergovernmental relations in promoting developmental Local government: The case of Sedibeng District Municipality**

For this topic I am mainly focusing on the effectiveness and the role IGR is contributing within its local municipalities and the three spheres of government, most particularly on its local government.

On completion of this research I will share the results with SDM and the final copy of the dissertation can be placed at one of the SDM libraries (of your choice).

Thank you in advance for the positive support and response.

Yours faithfully



Mamoipone Emily Mphasane

APPENDIX B

Research Instrument

The researcher is pursuing studies for the Master in Public Management and Administration. As part of completing the requirements for the studies the researcher is required to submit a mini dissertation and the topic is ***The Role of IGR in Promoting Developmental Local Government : The Case of Sedibeng District Municipality:*** you are hereby requested to voluntarily assist this dissertation by completing the questionnaire below. Please complete the questionnaire as fairly and honestly as possible and note that the information is only to be used for academic purposes and it will therefore be kept confidential.

I thank you for the effort and time in completing this questionnaire

CHAPTER 4

RESEARCH QUESTIONNAIRE

MUNICIPALITY APPROACH TO INTERGOVERNMENTAL RELATIONS SERVICE DELIVERY

INSTRUCTIONS: Please respond by making an "x" under the frequency column next to the text relevant to you.

1. Which area of Sedibeng District Municipality are you?

LOCAL MUNICIPALITY	FREQUENCY
Sedibeng District Municipality	
Emfuleni Local Municipality	
Midvaal Local Municipality	
Lesedi Local Municipality	
TOTAL	

2. Is the respondent a public office bearer , a MMC, ward councillor or member, a community member?

OCCUPATION	FREQUENCY
Mayoral committee member	
Ward councillor	
Community member	
Municipal Manager	
Deputy Municipal Manager	

Manager	
Administration official/technical/general worker	
TOTAL	

3. Age distribution of respondents.

AGE DISTRIBUTION	FREQUENCY
18-29	
30-39	
40-49	
50-59	
TOTAL	

4. Are you female or male?

GENDER	FREQUENCY
Male	
Female	
TOTAL	

5. What is your race group

RACE GROUP	FREQUENCY
Black	
White	
Coloured	
Indian	
Asian	
TOTAL	

6. What is your level of qualification?

QUALIFICATION	FREQUENCY
Under 12	
Grade 12	
Diploma	
Degree	
Honors Degree	
Masters Degree	
Doctorate degree	
TOTAL	

7. How long have you been appointed/elected on this position?

EXPERIENCE IN YEARS	FREQUENCY
1-05	
6-10	
11-15	
16-20	
21 and more	
TOTAL	

SECTION B

INSTRUCTION: Please rate the extent to which you agree/understand the following statements by making an "X" over the appropriate number on the 1 to 5 point scale.

ACCULTURATION SCALE

1= strongly disagree	2= disagree	3=neutral	4=agree	5=strongly agree

1. Does your department/section/committee understand the meaning of IGR?

No	STATEMENT	SCALE				
1.	My department/section/committee fully understands what is meant by IGR.	1	2	3	4	5
2.	It has been explained in my department/section/committee the importance of IGR.	1	2	3	4	5
3.	My department/section/committee fully participate in the IGR.	1	2	3	4	5
4.	The participation on my department/section/committee on IGR issues is regarded as fundamental.	1	2	3	4	5

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

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

3. Is your department aware of the legislations and what is required to form a developmental municipality?

No	STATEMENT	SCALE				
8.	My department/section/committee knows all the legislations and National Constitution and IGR Framework Bill that can better the IGR in our municipality.	1	2	3	4	5
9.	My department/section/committee fully understands the stakeholders and all their functions for the betterment of the municipality.	1	2	3	4	5
10.	My department/section/committee has all the information for IGR that can be distributed to assist in improving the quality of service delivery.	1	2	3	4	5

4. How does your IGR benefit the community of SDM?

No	STATEMENT	SCALE				
11.	My department/section/committee fully engages the community with issues related to IGR.	1	2	3	4	5
12.	My department/section/committee always gives feedback through the IDP/Coordination meeting held.	1	2	3	4	5
13	My department/section/committee always has an operational plan for the IGR functions and responsibilities					

5. How do you rate the performance management of the IGR in your department/section/committee

No	STATEMENT	SCALE				
14.	The management department/section/committee fully supports the IGR Section.	1	2	3	4	5
15.	Management always gives positive contribution in the functioning of the IGR Section.	1	2	3	4	5
16.	The IGR Section is always updated with the issues of development and service delivery and results expected thereafter	1	2	3	4	5

How important is IGR structures to the community of SDM

No	STATEMENT	SCALE				
17.	SDM has a fully flash understanding of the IGR structures.	1	2	3	4	5

18.	SDM always convene to share views of the developments and progress of its IGR Structure.	1	2	3	4	5
19.	SDM has structured committees to discuss its highlights and lowlights of its municipality.	1	2	3	4	5
20.	SDM uses its ward committees to give a clear understanding of IGR to the community.	1	2	3	4	5

IGR APPROACH TO SERVICE DELIVERY

1. In Your own opinion, who should participate and contribute to the IGR?

.....
.....
.....

2. Yes/No do you know the legislative basis and requirement for the IGR:

.....
.....

3. If yes to the question 2, briefly explain in your own words how do you understand

.....
.....
.....

What are the characteristics of a good/poor IGR?

.....
.....
.....

Yes/No = Are you proverbial with the IGR structure within your municipality?

.....

4. How imperative are the IGR Structures?

.....
.....
.....

In addition to the structure, how is IGR achieved?

.....
.....
.....

How important are meetings in assisting or promoting a good IGR?

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In your own opinion is there a common understanding between IDP, Budget, SDBIP and IGR?

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Yes/No are there any challenges faced by SDM in the running of the IGR?

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5. If yes to question 10 what are the challenges?

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Are there any proposed measures to be implemented in order to deal with the challenges mentioned in question 11? Motivate your answers.

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What are the weakness and strengths of SDM in the running of the IGR structure?

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Are there any recommendations that you would like to make in order to improve the processes and structures that exist in the EMM to integrate the prospective IGR System>

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