



An intervention framework to sustain implementation
of Section 100 within the North West Provincial
Department of Health

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Thesis accepted in fulfilment of the requirements for the
degree *Doctor of Philosophy in Social Sciences with Public
Management and Governance* at the North-West University

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Graduation: July 2026

DECLARATION

I, Thato Motswakae, hereby declare that the thesis: “An intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health” submitted in fulfilment of the requirements of the degree, Doctor of Philosophy in Social Science with Public Management and Governance at the North-West University, Potchefstroom Campus, is my own work and has not previously been submitted by me to any University. I further declare that all material and sources used in this study has been duly acknowledged by means of complete in-text source references. I understand that the copies of this thesis submitted for examination will remain the property of the North-West University.

Signature: Thato Motswakae

Date: 23 March 2026

DEDICATION

This thesis is dedicated to my amazing father, Elias Motswakae, who has been very supportive in every stage of this thesis, and has ensured that I received the best education from a very young age. This thesis is a testament to all of the sacrifices that you have made for me.

ACKNOWLEDGEMENTS

- *Dipesalome 111:10: Go boifa Morena ke tshimologo ya bothale; mongwe le mongwe yo o dirang jalo o na le tlhaloganyo e e molemo. Poko ya gagwe e nnetse ruri.* Thank you, God, for the wisdom, knowledge and most importantly strength you have granted me throughout this journey. It is by your grace and love that I managed to reach the finish line.
- A special thank you to my incredible promotor and mentor, Prof Melvin Diedericks, with whom I had the privilege to work and be mentored by since my second year in higher education. Thank you for believing in me and allowing me to make mistakes and learn from them at every stage of my academic journey and personal growth. I am grateful for your endless support, availability, profound guidance, and valuable feedback which you have provided in every stage of this research project. WE FINALLY MADE IT TO THE FINISH LINE!
- To my sponsors, the North-West University, the National Research Foundation and the German Academic Exchange Service; I am grateful for the financial support that you have provided to pursue this PhD.
- I am thankful to the North West Department of Health and the participants who took part in the study. I am in particular thankful to the former Head of Department, Mr Obakeng Mongale, and Dr Frikkie Reichel for believing in my study and ensuring that I had access to the much-needed participants.
- To my parents, Francinah and Elias Motswakae, thank you so much for your prayers, love and support. I love you guys, very much. To my older sister, Ponatshego Motswakae, thank you so much for your support and consistent check-ins throughout every phase of this project. I will forever be grateful for the exceptional role that you have played in my academic journey. To all my beloved siblings, and family members, thank you for the love and constant belief in me.
- To my friend, Boineelo Kai, thank you for the consistent support and love. I could not have asked for any better friend to share this life thing with. I am also thankful to my church mate, Mahlatse Maleka, thank you so much for the prayers and support in such a short space of time.
- A big thank you to my cousins, Mr Tebogo Lebeko and Mrs Keneiloe Lebeko for the assistance in reaching some of the participants of this study. I will forever be grateful

for the support you have shown me through the most challenging phases of this journey.

- Lastly, thank you to my colleagues at the Mahikeng Campus, in particular, Dr Moraka Shopola, Dr Salphinah Ubisi and Dr Eunice Chesa for the scholarly engagements and constant motivation during my stay in Mahikeng.

ABSTRACT

There is adequate evidence in South Africa indicating that there is an increase in public government departments being placed under administration, according to Sections 139 and 100 of the Constitution of the Republic of South Africa, 1996. Several studies have conducted research regarding challenges facing both the local and provincial spheres of government, leading to Section 139 or 100 interventions. Despite these studies, research indicates that there is a significant gap in how such interventions could be sustained. To address the identified gap, the study undertook to *investigate and provide an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health*. To address the research gap, the study made use of an in-depth literature review, and a mixed-method research approach, which comprised of both qualitative and quantitative research approaches, but which was predominantly qualitative in nature. This is because the quantitative research approach was used for a particular operational phase, specifically the use of questionnaires. The mixed-methods research approach was used to gather perspectives from top and senior managers from particular units within the Department, regarding the challenges that the Department was facing before the invocation of Section 100, as well as the procedures that were followed during the invocation of Section 100. Here semi-structured interviews were utilised.

A thematic data analysis was used. The findings of the study indicate that implementation of Section 100 within the North West Provincial Department of Health has led to mixed results. This is because certain indicators and challenges that led to the invocation of Section 100 were addressed, but some were not. This includes insufficient budgeting, digitalising records, infrastructure maintenance and disciplinary cases. To ensure that the progress made to solve the challenges that initially led to invocation of Section 100 within the Department is sustained, the study proposes an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health. The intervention framework argues that establishment of intergovernmental cooperation, adherence to legislative and regulatory prescripts, including effective governance mechanisms, are significant to sustain implementation of Section 100 within the North West Provincial Department of Health. The successful implementation of the intervention framework requires not only national government oversight, but also entails active and

direct participation from the provincial sphere of government, and cooperation from the local sphere of government. This consequently would embody integration into practice, rather than hierarchy or ranking.

An important policy recommendation hailing from the study is that a review of the Intergovernmental Relations Framework Act 13 of 2005, particularly Section 39, should be undertaken. This would assist in preventing misunderstandings and disagreements, including disputes when Section 100 is invoked and sustained within provincial departments. Establishing an intergovernmental relations forum for Section 100 invocation would assist in mitigating disputes amongst the spheres of government regarding this challenge.

Keywords: Section 100 interventions, intergovernmental relations, cooperative governance, good governance, North West Provincial Department of Health.

LIST OF ABBREVIATIONS

CFO- Chief Financial Officer

CoG- Cooperative Governance

COGTA- Cooperative Governance and Traditional Affairs

CTS- Central Theoretical Statement

DDG- Deputy Director General

DHET- Department of Higher Education and Training

DHS- District Health Services

DHS- District Health System

DPME- Department of Planning, Monitoring and Evaluation

EXCO- Provincial Executive Committee

FEED- Finance, Economy and Enterprise Development

HOD- Head of Department

HPCSA- Health Professions Council of South Africa

HR- Human Resources

ICT- Information and Communication Technology

IGR- Intergovernmental Relations

MEC- Member of the Executive Council

MinMEC- Minister and Members of Executive Councils.

MMC- Member of the Mayoral Committee

MRI- Magnetic Resonance Imaging

NCOP- National Council of Provinces

NDP- National Development Plan

NEHAWU- National Education Health and Allied Workers Union

NPG- New Public Governance

NPM- New Public Management

NWS- Neo-Weberian State

PMDS- Performance Management and Development System

READ- Rural, Environment and Agriculture Development

SALGA- South African Local Government Association

SET- Social Exchange Theory

SIU- Special Investigating Unit

SMS- Senior Management Service

TRREE- Training and Resources in Research Ethics Evaluation

UNDP- United Nations Development Programme

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CHAPTER 1 ORIENTATION AND PROBLEM STATEMENT

1.1 INTRODUCTION

The government of the Republic of South Africa consists of three separate, interconnected, and interdependent spheres, namely: national, provincial, and local (Republic of South Africa, 1996:27). This is not new in South Africa; this is motivated by Phillimore (2013:230), who explains that most countries have more than two spheres of government. In China, for example, the Constitution specifies four spheres (central, provincial, county, and township), while the fifth sphere (prefecture-city) has been introduced between the provincial and county levels. In South Africa, the three spheres of government are independent. However, as South Africa is a unitary state, these spheres must collaborate to make decisions and coordinate finances, policies, and actions, particularly for tasks that are shared amongst the spheres (Tau, 2015:803). Mdliva (2012:3) explains that the Constitution of the Republic of South Africa, 1996 (hereinafter referred to as the Constitution, 1996), restricts all three spheres of government and the state organs within each sphere through the principles of cooperative governance. The national government is mandated to coordinate the implementation of its functions, as well as those of the other two spheres (provincial and local), as stipulated in the Constitution, 1996, to ensure integration in governmental activities within its entity.

Tau (2015:801) explains that the Constitution of 1996 enshrines the system of intergovernmental relations (IGR) and cooperative governance (CoG), representing the highest principles of democracy. Chapter 3 of the Constitution, 1996, states that all spheres of government must follow the guidelines outlined in this chapter. In this instance, Simeon (2001:93) states that Chapter 3 of the Constitution, 1996, sets out broad principles closely related to the German principle of *Bundestreue*. Like Germany, South Africa allows for the provincial implementation of national laws, and has a comprehensive list of concurrent competencies. Consequently, Malan (2005:232) states that over the years, the various spheres of government in South Africa have demonstrated their interdependence in sharing constitutional and legal resources. However, Munzhedzi (2022:7) asserts that the lower levels of government frequently lack the necessary financial and human resources to carry out their statutory duties and provide essential

services to their communities. The author elucidates that most rural provinces and municipalities experience a serious deficit.

The concerns raised by Munzhedzi (2022:7) above raise questions. It is argued that if there were relations amongst the spheres of government, lower governments would not be facing financial and human resource challenges to carry out their statutory duties and to provide services to their communities. In most countries, most intergovernmental relations are conducted within the executive branch, in the relationship between prime ministers (presidents and prime ministers, governor, and premiers), members in their cabinet, and at the top of the bureaucracy (Simeon, 2001:94). In Germany, joint decision-making is a constitutional requirement in many policy areas, and governments are willing to cooperate in many others (McEwen, Petersohn & Swan, 2015:8). The authors explain that in the United Kingdom, intergovernmental relations are mostly informal, supported by good communication, goodwill, and mutual trust. This commitment in terms of good communication, goodwill, and mutual trust could be applied and supplemented with the principles of cooperative governance and intergovernmental relations stipulated in Chapter 3 of the Constitution in South Africa, to ensure that rural areas do not face challenges similar to those raised by Munzhedzi (2022:7).

Cooperative governance, as explained in the South African Constitution, 1996, requires the three spheres of government to collaborate in a spirit of mutual trust and goodwill, thereby offering citizens a comprehensive range of services (Tau, 2015:804). As a result, Gaoretelelwe (2017:23) clarifies that cooperative governance is the process of balancing the three spheres of administration in government, allowing the lower sphere to influence the policy that will be implemented. Thus, in a multi-sphere government like that of South Africa, cooperative governance is crucial because every sphere has a responsibility to serve residents, the local community, and society at large with essential services. In this instance, Makoti and Odeku (2021:43) advise that for this responsibility to be accomplished, the three spheres of government, as well as various role players and stakeholders, must collaborate to achieve and ensure good governance, including effective decision-making.

Villiers (2012:681) opines that an effective system of intergovernmental relations in which disputes are settled by negotiation rather than litigation is necessary for the successful collaboration and integration of all three spheres. Consequently, Benton (2020:537) contends that for intergovernmental relations to be successful, the United States of America ensured that existing intergovernmental relations patterns are re-evaluated, adjusted, or even significantly reformed to match the needs of the time. In this regard, policy-makers should periodically evaluate, adjust, and reform the patterns of intergovernmental relations in South Africa, to match the needs of the time. Maluleke (2015:20) also advises that various spheres of government in South Africa must have a clear understanding of what cooperative governance and intergovernmental relations entail, to increase their efficiency and effectiveness.

Kanyane (2016:94) further explains that intergovernmental relations are intended to promote and facilitate cooperative decision-making, thereby ensuring that policies and activities across all spheres of government effectively meet the needs and obligations of citizens. Malan (2012:115) further asserts that the achievement of South Africa's development goals is highly dependent on an efficient system of intergovernmental relations, as well as on the extent to which the country's institutions of government can function in a spirit of mutual trust, good faith, and institutional harmony. For instance, the German system of intergovernmental relations, which consists of the Bundestrat (known as the legislative body in South Africa) and 18 ministerial conferences, in addition to the prime ministerial conference, is one of the most institutionalised and stable systems of intergovernmental relations (Hegele, 2018:21). In this case, it is of paramount importance that South Africa has a system that allows the three spheres of government to cooperate in good faith, and support one another to ensure effective service delivery across the country. Globally, Chima, Bello, Okoroafor and Obilor (2018:16) advise that to achieve a peaceful intergovernmental relations regime, the spheres of government should employ techniques such as dialogue, integration, and effective communication management.

Fiseha (2009:97) explains that globally, the term intergovernmental relations refers primarily to the relationships (both formal and informal) between the federal government and its member states, as well as between its member units, regarding the coordination of policies on joint initiatives. According to Simeon (2001:91-92), intergovernmental

relations follow different patterns in nations, including the United States, Argentina, Canada, South Africa, Germany, Brazil, and Russia. These patterns include how nations categorise, characterise, and organise their intergovernmental relations systems. As a result, one can see and comprehend how a particular pattern of intergovernmental relations is developed, by observing central and peculiar issues and problems of the time, the main intergovernmental relations actors, how they perceive these issues and problems, and how these actors respond by passing specific legislation or issuing judicial decisions (Benton, 2020:537).

It is against this backdrop that this study argues that if government departments within South Africa maintain effective intergovernmental relations and cooperative governance, and follow proper processes regarding intergovernmental relations and cooperative governance, then interventions (whether under Sections 139 and 100) could be minimised. Monyepao (2017:111) explains that, according to Sections 139 and 100 of the Constitution, 1996 (regarding whether the provincial or national government intervenes in municipalities), the South African national government has a history of interfering with the local and provincial spheres of government. For the purposes of this study, Section 100 of the Constitution, 1996, outlines that the national executive may intervene by taking appropriate steps to ensure the performance of that commitment, when a province cannot and does not fulfil an executive obligation. Hence, the national government may step in if the province fails to fulfil its duty.

Phago (2018:105) similarly explains that the South African Constitution of 1996 mandates that, in cases where provincial government departments are underperforming, due process should be followed to ensure that citizens continue to receive services under the social contract that protects their rights regarding public services. Dhai (2018:10) concurs with Phago (2018:105) that when a province fails to meet an executive commitment as outlined in the Constitution or legislation, suitable steps may be taken by the national executive to ensure its fulfilment. This could be achieved by issuing a directive to the provincial executive, explaining the degree of its failure to fulfil its commitments, and stating the procedures to resolve the situation. Phago (2018:111) further justifies that financial mismanagement is the primary cause for bringing provincial departments under administration, as required by Section 100. Uwizeyimana (2014:81) adds that while a

province is under administration in terms of Section 100, members of the national executive (or individuals or teams selected by them) assume the executive activities that members of the provincial executive branch ordinarily do.

Ngobeni (2016:30) states that Section 100 of the Constitution, 1996 serves as a safeguard, balancing the autonomy of the provinces, with the understanding that South Africa is a sovereign state and that all spheres of government have a responsibility to uphold, protect, and advance constitutional rights. Furthermore, Manyaka and Nkuna (2014:1575) outline that a few provincial departments in South Africa have been placed under administration under Section 100 of the Constitution, 1996, in previous years, due to financial mismanagement and irregularities in most provinces. The provinces include the Eastern Cape Department of Education, the Gauteng Department of Health, and the Free State Department of Human Settlements, where allegations of corrupt activities by political leaders have been widely reported by the media and opposition parties on various platforms (Manyaka & Nkuna, 2014:1575; Phago, 2018:111).

In 2018, the North West Provincial Government represents another example where ten provincial departments, including the North West Provincial Department of Health, were placed under administration according to Section 100 (a) and (b) (Parliament of the Republic of South Africa, 2021:1; Bole, 2021:119). The national intervention was due to a demonstration of continuous audit failures, inadequate management, and allegations of corruption (Moyo, 2016:8; Auditor-General, 2020:16). Although Section 100 is intended to stabilise governance and enhance service delivery, adequate evidence indicates that such interventions frequently fail to produce lasting outcomes (Diseko, 2018:599).

Banda (2022:1) highlights, in addition, that over the past five years (2018-2022), no municipality in the North West Province has ever received a clean audit. To elaborate, the North West municipalities, in one of the lowest performing provinces, are characterised by a lack of financial controls, a persistent culture of lack of accountability, as well as a tolerance for transgressions (Auditor-General, 2020:16). This raises significant concerns about leadership within the province, since most of the departments were placed under administration due to financial and governance issues. This also

demonstrates that the misfortunes happening within the North West Province, as outlined above, could be due to corruption from senior officials within the province.

Thus, the invocation of Sections 139 and 100 was necessary. However, the misfortunes that have occurred in the past five years also raise questions about the legislative measures that were undertaken, as the province still faces significant financial irregularities, even after being placed under administration. Diseko (2018:599) also notes that, despite national government efforts to implement administrative measures and interventions aimed at promoting good governance in provinces, weak governance persists in these provinces. Therefore, good governance within the North West Province should be established, and senior officials should acknowledge the principles of good governance.

Madumo (2012:50) states that corruption and maladministration occur in all spheres of government and appear to be the main obstacles to the growth and development of public departments, resulting in inadequate service delivery, a sluggish pace, or even insufficient service delivery. For this study, Moyo (2016:8) outlines that the provincial evaluation reports revealed in-depth evidence of significant irregularities, corruption, fraud, financial mismanagement, and related malfeasance within the North West Department of Health. It is argued that consequence management should be acknowledged within the Department, and senior officials found guilty of financial mismanagement, fraud, and corruption should be held accountable for their actions. According to the author, there is a lack of capabilities between the provincial and national governments, to effectively address challenges occurring within the North West Provincial Department of Health. The study argues that both the provincial and national governments should acknowledge intergovernmental relations and cooperative governance, to ensure that such challenges are addressed in mutual faith and trust.

Furthermore, there are an increasing number of studies on interventions in the South African local and provincial departments, such as the study by Bole (2022). The author adequately addresses the theories, legislative frameworks, and the local sphere of government. The author also explains how Section 139(1) interventions in the local government could be sustained using the Case of the Selected Municipalities in the North

West Province. The study of Bole is significant for local government interventions, as also outlined in a study by Makoti and Odeku (2018), which examines interventions into municipal affairs in South Africa and their impact on municipal basic services. However, these studies do not outline or acknowledge the significance of intergovernmental relations, cooperative governance, good governance, and decision-making in sustaining such interventions within the local sphere of government.

Moreover, authors such as Munzhedzi (2014) explain the national government's intervention in the provincial government within the Limpopo Province in South Africa. Despite the significance of national government intervention in provincial governments, the author explains in detail the reasons for these interventions and the challenges that they pose. However, there is a gap in addressing how such interventions could be sustained in the future within provinces. Furthermore, a study conducted by Monyepao (2017) provides an adequate explanation of the implementation of Section 100 of the Constitution of the Republic of South Africa, 1996, in the Limpopo Province. However, the author does not specify how interventions such as those that occurred within the Limpopo Province could be prevented and sustained using an intervention framework. In addition, November (2015) provides an exceptional explanation of the role of provinces in the use of interventions, as outlined in Section 139 (1) (A)-(C) of the Constitution. However, the author focuses mainly on the local sphere of government. From the aforementioned, consulting sufficient literature indicated that there are limited studies conducted that outline how interventions within the provincial sphere of government, as per Section 100 in South Africa, could be sustained.

The current study in this instance argues that despite studies conducted on interventions in both the local and provincial spheres of government, a gap remains in establishing intergovernmental relations and cooperative governance amongst these spheres, including the practice of good governance and effective decision-making. The studies cited above detailed the challenges facing the local and provincial spheres of government, the role of the national government during interventions, and reasons for interventions within the spheres of government. However, no intervention framework is presented within these studies that could be used for sustaining such interventions, particularly within the provincial sphere of government.

1.2 PROBLEM STATEMENT

Section 100 of the Constitution of the Republic of South Africa, 1996, which gave the national government authority to operate the province, applied to the whole provincial government of the North West Province. This was attributed to a lack of political will to change the situation and enact good governance, as well as combat corruption (Bole, 2021:122). Parliamentary Monitoring Group (2021:2) similarly explains that the need for the national government to invoke Section 100 in the North West Province was exacerbated by violent labour unrest and community protests, a collapsing health system that paralysed service delivery, a four-year decline in audit results, and a continuing lack of consequence management. In addition, Coetzee (2010:84) argues that the occurrence of bad leadership, corruption, unrest, protests, and poor service delivery leads one to assume that the value, function, and significance of cooperative governance and intergovernmental relations are myths.

According to a review of worldwide studies and experiences, South Africa is not the only country that has paid little attention to structuring and facilitating relations between the different spheres of government (De Villiers, 1997:470). The author emphasises that there has been very little research conducted on the various sectors of government in terms of intergovernmental relationships, even in well-established democracies such as the United States, Germany, Australia, and India. Thus, globally, there is sufficient evidence to conclude that intergovernmental relations are inherently dynamic; even if they are strictly regulated, some flexibility and development must be possible.

Unfortunately, despite a long period of administration in the North West Province, Hanyane (2022:1) states that little progress has been made in fostering good governance and accountability. Parliamentary Monitoring Group (2018:1) further explains that the issue in the North West Province was the decisions made while the former premier, Mr. Supra Mahumapelo, was in charge of politics. This assertion made by the Parliamentary Monitoring Group is in addition to a lack of expertise, poor management, the rapid turnover of department heads, and a wilful disregard for laws designed to ensure that public funds are used for public goods, as explained in the orientation. Thus, the current management in the North West Province must take note of the importance of expertise

and adherence to laws and regulations, to ensure that services are effectively rendered to the citizens.

As explained in the previous section, the North West Provincial Department of Health was one of the ten provincial departments in the North West Province that were placed under administration, according to Section 100 of the Constitution of the Republic of South Africa, 1996 (Lefafa, 2022a:2; Bole, 2021:119). Parliamentary Monitoring Group (2021:2) explains that when a national department intervenes in a provincial department, the intervening team should be sufficiently shielded from any potential dysfunctionality within the target department's supply chain management, procurement, and human resources systems. Makoti and Odeku (2018a:98) also state that robust consultation is crucial before intervention, to create an effective intergovernmental collaboration that will rescue a sphere of government from its predicament and enable it to continue fulfilling its constitutional obligations of good governance and providing quality services to the people.

Furthermore, the Republic of South Africa (2020a:69) explains that service delivery has been hampered within the North West Provincial Department of Health, which is an integral part of the Department being under administration, due to protests against service delivery. The protests against service delivery had a detrimental impact on some health institutions, such as the Ramokokasta, Sunrise Park, and Kopela clinics, which were set on fire during a community protest, which caused overcrowding at other healthcare facilities. SABC News (2020) explains that the strike of health professionals that occurred in 2020 also had an impact on service delivery. In this regard, the study argues that despite the North West Provincial Department of Health being placed under administration in 2018, protests continued to take place, which also raises concerns about whether Section 100 intervention was successfully implemented within the Department. An ENCA news anchor (2018) also reported that following weeks of protests, some clinics and hospitals were forced to close their doors, leaving patients stranded. It is argued in this instance that such protests violate the rights of patients to receive health services when needed, as outlined in Section 27 of the Constitution of the Republic of South Africa, 1996.

In addition to the above, the Republic of South Africa (2022:2) explains that the provision of effective and adequate health services to communities in the North West was hampered by several challenges. Low (2020:2) states that one of the problems identified in the situational analysis at the beginning of the intervention was a breakdown in leadership and governance. Although the breakdown in leadership and governance was identified during the situational analysis, the author cautions that in other areas of the North West Department of Health, corruption and disregard for the law remained rampant. Lefafa (2022:2) similarly argues that despite some improvements over the past four years, some patients continue to voice concerns about medication shortages at some of the province's healthcare facilities. The author explains that these shortages are caused by several factors, such as tight budgets, delays in paying service providers, and difficulties ordering, delivering, and maintaining medication stock levels at hospitals and clinics (Lefafa, 2022b:1). For this reason, Makoti and Odeku (2018b:83) suggest that when the executive obligations by the affected department are to be intervened in, interventions must be carefully considered and adhere to precise processes of assessments and evaluations of compliance.

Furthermore, Parliamentary Monitoring Group (2018:1) contends that the North West Provincial Department of Health lacks organisational capabilities, which has led to health professionals becoming irritated and worn out due to working without the necessary equipment and being understaffed. This also contributes to service delivery being hampered, as the efficient functioning of the Department would not be possible without health professionals. In addition, the Auditor-General of South Africa (2020:45) reported that the North West Provincial Department of Health has overspent on several of its most important service delivery areas over the past three years. This indicates a significant concern, as one of the reasons for the Department to be placed under administration was due to financial irregularities, as explained in the orientation of the study section.

The Republic of South Africa (2020a:67) states that, despite the Department being under administration, issues persist, with unequal access to healthcare facilities and human capital resources, characterised by a disproportionate distribution of medical officers, professional nurses, and allied health professionals amongst the health districts. The Auditor-General of South Africa (2021:104) adds that the Department lacks the necessary

staff to meet the demands of the citizens, particularly in primary care and district hospitals. The study in this instance argues that intervention by the national government within the North West Provincial Department of Health was a necessary measure, because, without sufficient health professionals, quality health service delivery becomes compromised.

The Auditor General of South Africa (2022:45) further explains that the North West Provincial Department of Health's financial situation remains problematic. To elaborate, the Department displayed signs of financial sustainability challenges at the departmental level. This means that the Department overspent its budget by R389 million, despite having received more money during the 2021 financial year to address its rising accrual balance. The Auditor General of South Africa (2021:45) asserts that overspending on primary service delivery has been a persistent problem for the North West Department of Health over the past three years. It is argued that these financial challenges/irregularities indicate that the implementation of Section 100 interventions has not been successfully sustained and implemented within the Department, and has not yielded the intended results, because if it had, such financial irregularities would not persist.

Furthermore, Monyepao (2017:14) states that no systematic analysis has been done to ascertain whether or not the implementation of Section 100 (1) (a) and (b) everywhere in the country has produced the anticipated results. This assertion is further motivated by the discussion above, which indicates that, although the North West Provincial Department of Health was placed under administration in 2018, the Department still faces challenges, including financial irregularities, a lack of medical equipment and health professionals, as well as protests that impact service delivery. The goal of Section 100 in establishing stability and effective service delivery is compromised by these challenges mentioned above, which point to a significant problem, with Section 100 efforts not being upheld within the public institution. Moreover, the continuity of debilitation is a reflection of a deep-seated issue in intergovernmental relations and cooperative governance, which are important for establishing accountability and collaboration within the spheres of government (Coetzee, 2010:84; Heinemann-Gruder, Keil, Kossler & Woelk, 2017:19).

Thus, the problem to be investigated is to evaluate the reasons for the invocation of Section 100 interventions within the North West Provincial Department of Health, and

how to remedy the situation. The study, therefore, aims to develop an intervention framework to sustain the implementation of Section 100 within the North West Provincial Department of Health.

1.3 RESEARCH QUESTIONS

In consideration of the primary focus of the study, and to investigate the research problem, the following general research question guides the study:

What should be included in an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health?

To answer the above general research question, the following specific research questions guide the study:

- How does intergovernmental relations both internationally and locally mandate a national government to coordinate its functions integratively?
- What are the theoretical underpinnings of cooperative governance to ensure collaboration and good governance amongst different spheres of government?
- What are the elements, principles, and best practices associated with good governance and decision-making, with particular reference made to the North West Provincial Department of Health?
- What are the legislative and regulatory prescripts for national government intervention within a provincial department, such as the North West Provincial Department of Health?
- How was invocation of Section 100 enforced within the North West Provincial Department of Health?
- What are alternative options to sustain implementation of Section 100 interventions within the North West Provincial Department of Health?

1.4 RESEARCH OBJECTIVES

The research objectives of this study are categorised into the general research objective and specific research objectives to answer the problem statement:

1.4.1 General research objective

The general research objective of the study is to *provide an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health.*

1.4.2 Specific research objectives

A theoretical foundation about intergovernmental relations, both local and internationally, including cooperative governance, will be undertaken, as well as a literature review on good governance and decision-making. In addition, an examination of legislative and regulatory prescripts for national government intervention within a provincial department, as well as an empirical investigation with the goal to offer recommendations will be undertaken, to accomplish the aforementioned general research objective. In this regard, the specific research objectives of the study are to:

- Determine how intergovernmental relations both internationally and locally mandate a national government to coordinate its functions integratively.
- Understand theoretical underpinnings of cooperative governance to ensure collaboration and good governance amongst different spheres of government.
- Analyse elements, principles, and best practices associated with good governance and decision-making, with particular reference made to the North West Provincial Department of Health.
- Examine legislative and regulatory prescripts for national government intervention within provincial departments such as the North West Provincial Department of Health.
- Determine how Section 100 interventions were enforced within the North West Provincial Department of Health.

- Propose recommendations by way of an intervention framework that could sustain implementation of Section 100 within the North West Provincial Department of Health.

The following section presents the Central Theoretical Statements (CTS) of this study.

1.5 CENTRAL THEORETICAL STATEMENTS (CTS)

CTS 1: The North West Province continues to be the most severely affected province regarding the number of interventions that occurred between 1998 and 2019, with 43 interventions, including seven that were set aside (Bole, 2022:6). The fact that the North West Province is the most affected in terms of the number of interventions suggests that implementation of interventions has not been carried out effectively. Sutaiffe and Bannister (2020:10) argue that the way in which interventions are carried out makes them ineffective. For this study, it is argued that for the implementation of Section 100 to be effectively sustained within the North West Provincial Department of Health, it is important that relevant role players within the Department ensure that the intervention is properly diagnosed and carried out, through sufficiently acknowledging cooperative governance, intergovernmental relations, good governance, and decision-making amongst the three spheres of government, including following legislative and regulatory prescripts for national government intervention.

CTS 2: Sutaiffe and Bannister (2020:59) contend that the common characteristics of unsuccessful interventions include both incorrect diagnosis and indecision in addressing the root causes, a lack of resources and capacity, as well as the use of interventions that are not in compliance with the relevant laws. It is argued that to ensure that implementation of Section 100 within the North West Provincial Department of Health is sustainable, proper diagnosis and compliance with the statutory and regulatory laws by the national government is essential, including the provision of sufficient resources and capacity. Similarly, Diseko (2018:603) argues that interventions by themselves are insufficient and have not led to the degree of governance needed by the provinces to fulfil their statutory and executive duties. Thus, it is argued that cooperative governance and intergovernmental relations, including effective decision-making, should be

acknowledged within the North West Provincial Department of Health, to ensure the successful implementation of Section 100 interventions.

CTS 3: Diseko (2018:520) explains that the problems with the provincial system of government have not abated, citing the 2012 instances of national government intervention in specific departments in provinces like Limpopo and the Eastern Cape under Section 100 of the Constitution as examples of poor service delivery, low levels of accountability, and rising levels of corruption. Makoti and Odeku (2018b:76) state that while authentic intervention is encouraged, the main challenges stem from the misapplication of the regulations governing the interventions, and the apparent inconsistencies in their implementation. Therefore, to ensure practical sustainability within the North West Provincial Department of Health, it is crucial that the national government thoroughly understands the challenges facing the North West Provincial Department of Health, establishes consequence management, and ensures that laws regulating Section 100 interventions are adequately examined and implemented to avoid inconsistencies.

Thus, the central theoretical statement of this study would be *that national government interventions under Sections 100 (a and b) in provinces, including the North West Province, result in mixed outcomes*. This is motivated by the fact that certain indicators that lead to the invocation of Section 100, such as filling of key management posts, reducing irregular expenditure, and stabilising departmental administration, have improved under the invocation of Section 100 within the North West Provincial Department of Health. Moreover, significant service delivery failings such as underspending, delayed consequence management, and persistent system weaknesses (for example, supply chain management and medicine stockouts) remain, as also explained in the problem statement. Thus, it is argued that one cannot assert that Section 100 interventions always lead to regression. Yet it can also not be argued that Section 100 interventions reliably yield positive results. In this regard, it is contended that improvements depend heavily on capacity and sustained corrective measures (Munzhedzi, 2014:699; Republic of South Africa, 2022; TimesLIVE, 2022; Khaile, 2023:5-6; Republic of South Africa, 2024).

1.6 THEORETICAL FRAMEWORK OF THE STUDY

The theories influencing this study are listed and discussed briefly below:

1.6.1 Cooperative Governance

Ramogayane and Jarbandhan (2018:148) supported by Gaoretelelwe (2017:2) explain that cooperative governance is a South African philosophical construct that underpins the nation's system of intergovernmental relations, although drawing inspiration from international experience. The Constitution, 1996 drafters chose this term in the hopes that the post-apartheid South Africa's intergovernmental relations system would be consensual rather than conflictual. Makoti and Odeku (2021:44) explain that cooperative governance requires all spheres of government, national, provincial and local, to cooperate for the benefit of the nation, its people, and society. The red line is occasionally crossed when spheres of government interfere in each other's affairs, while carrying out their constitutional obligations. According to Maluleke (2015:6), the three spheres of government must work together as a single, cohesive structure, cooperating rather than competing, to establish cooperative governance. In a nutshell, the Theory of Cooperative Governance is significant in attaining the objectives of this study, because it plays a crucial role in cooperative decision-making and joint planning, which are necessary to establish and sustain effective service delivery within public institutions, with reference made to the North West Provincial Department of Health.

This study also researches three sub-theories of cooperative governance, namely: Social Exchange Theory, Stewardship Theory, and Decentralisation Theory. This is subsequently concisely discussed.

1.6.1.1 Social Exchange Theory

The Social Exchange Theory was first hypothesised by Homans in 1958. The central concept of the theory is that actors exchange resources via a social exchange relationship (Davids, 2016:205). Phakati (2016:82) explains that the Social Exchange Theory is a process of central significance in social life, and underlies the relations between groups as well as individuals. One of the fundamental pillars of Social Exchange Theory is that commitment, loyalty, and trust are the outcomes of evolving relationships over time. For this study, it entails that for Section 100 interventions to be sustained effectively, various

spheres of government must ensure that mutual trust and commitment are established. Therefore, this pillar requires parties to demonstrate compliance with specific units (Ahmed, Nawaz, Ishaq, Khan & Ashraf, 2023:3). This theory is significant for this study, because for Section 100 interventions to be effectively and successfully sustained within the North West Provincial Department of Health, various actors, such as the various spheres of government, including relevant stakeholders, should exchange resources, such as funding, knowledge and skills as needed, and remain committed to every decision made.

1.6.1.2 Stewardship Theory

Donaldson and Davis proposed the Stewardship Theory as a normative alternative to Agency Theory in 1989 (Subramanian, 2018:89). The Stewardship Theory has its roots in Psychology and Sociology. It was created for scholars to investigate situations in which executives serve as stewards driven to work in the best interests of their principals (David, 1997:24). Schillemans (2020:651) arguably asserts that Stewardship Theory is appropriate for studying the administration of autonomous agencies. The author explains that this theory emerged in many social science disciplines, including Public Administration and Political Studies, and that it has aided researchers in analysing a variety of governance-related problems. The Stewardship Theory states that for the various spheres of government to operate effectively, there must be a complementary and collegial connection in which all parties are willing to support and aid one another, to enhance service delivery (Maluleke, 2015:68). As a result, the primary purpose of the Stewardship Theory is to comprehend how people might be inspired to help organisational principles realise their goals (Christman, 2019:1055).

This theory is important for this study because, as indicated in the problem statement of the study, service delivery protests that jeopardised the effectiveness of provincial health services were one of the factors that led to the North West Provincial Department of Health being placed under administration. Therefore, this theory could assist various spheres of government to work together and develop new plans to restore the province's dignity, through the provision of effective and efficient services by means of a collegial connection and willingness to support one another.

1.6.1.3 Decentralisation Theory

Decentralisation states that a subnational-level government can choose from many options and customise service delivery to local conditions or the demands of services (Mudalige, 2019:115). In a similar vein, Looyen (2000:17–18) explains decentralisation as the transfer of decision-making authority, responsibility, and tasks from the higher to lower organisational levels, or between organisations. The first Australian State to acknowledge decentralisation was New South Wales in 1948, according to the author, who states that decentralisation was adopted in 1948. Maluleke (2015:110) asserts that although decentralisation may be implemented in a variety of ways and diverse contexts, it should have a clearly defined goal and scope to avoid confusion amongst the various spheres of government. In the South African context, decentralisation constitutes a key component of the cooperative governance system, particularly in the execution of concurrent functions. It therefore fosters an environment that promotes long-term good governance and effective service delivery (Mudalige, 2019:115).

For this study, Decentralisation Theory is significant because it would assist the North West Provincial Department of Health to ensure good governance amongst the three spheres of government, through the transfer of authority, responsibility, and tasks to the most appropriate level of government, thereby enhancing responsiveness to the needs of the populace. This emphasis on collaboration, interdependence, and context-driven service delivery directly resonates with the New Public Governance (NPG) paradigm, which conceptualises governance as a network of relationships amongst multiple actors across different levels of government (Osborne, 2006:381–382). In this way, decentralisation not only strengthens cooperative governance amongst the spheres of government, but also operationalises the NPG paradigm by enabling flexible, participatory, and citizen-centred approaches to public service delivery.

1.6.2 Intergovernmental relations

Intergovernmental relations mean relations that develop between various governments or between state organisations from various governments during their affairs (Makoti & Odeku, 2018:76). The concept of intergovernmental relations is embedded within the theory and practice of federalism. It has a long history, with its origin dating back to American federalism in the 1930s (Ramogayane & Jarbandhan, 2018:147). Malan

(2012:118) explains that the purpose of intergovernmental relations is to encourage and facilitate cooperative decision-making, as well as to make sure that all policies and initiatives support service delivery and effectively address the needs of citizens. Kamara (2022:258) explains that the type of support that will be given to municipalities by the district, provincial, and national governments is fundamentally one of the guiding principles of the Intergovernmental Relations Theory.

This theory is important for this study because its principles are focused on ensuring that executive and legislative functions are established amongst the three spheres of government. This would be beneficial regarding the sustainment of the implementation of Section 100 interventions within the North West Provincial Department of Health. In this instance, it is argued that for the implementation of Section 100 interventions to be sustained successfully within the North West Provincial Department of Health, intergovernmental relations and cooperative governance should be upheld by the national, provincial, and local governments.

Furthermore, this study is based on three theories related to intergovernmental relations. These are specifically Collaboration Theory, Federalism Theory, and Systems Theory. These are discussed next.

1.6.2.1 Collaboration Theory

Collaboration is a complementary relationship notion, especially between the government and non-profit, third-sector, or other social organisations. As a result, studies of public administration often include collaboration (Saleh, Hendrik, Soesilo Zauhar, 2021:661). According to Colbry, Hurwitz and Adair (2014:65) and Phakati (2016:71), collaboration is an influential method for securing cooperation and formalising collaboration to guarantee efficiency. Saleh *et al.* (2021:66) clarify that while collaboration is based on mutual understanding, the parties involved share a shared vision, goals, strategies, and activities. However, each party is also empowered to make decisions on its own and run its own organisation. The Collaboration Theory suggests opportunities for two-way communication and impact between agencies and stakeholders, as well as opportunities for stakeholders to interact with one another (Ansell & Gash, 2008:4). Kamara (2021a:163) additionally explains that collaboration partners develop trust through the

exchange of resources, such as information, and by exhibiting competence, good intentions, and follow-through.

This theory is relevant to the study's objectives, because it emphasises that collaboration and effective communication are key to establishing and maintaining healthy relations amongst the three spheres of government and thereby achieving favourable results.

1.6.2.2 Federalism Theory

Federalism is a form of political organisation in which the functions of the central government and the regional governments are split up so that each type of government has a specific set of functions to which it contributes in the end (Antony, 2019:13). Poirier (2023:82) cautions that Federal Theory often posits that federalism enhances democracy, particularly by increasing opportunities for political engagement and empowering citizens to influence various levels of government in implementing their preferred policies. McConaughy (2017:5) argues comparatively that the study of federalism is frequently committed to explaining the origins of federalism as a particular institutional form, typically embodied in a state's constitution, that establishes a system of territorially based, vertically divided authority.

This theory is significant for the attainment of the objectives of this study, because it emphasises the significance of the three spheres of government in dividing various tasks and roles through vertical communication to achieve effective service delivery in the long run.

1.6.2.3 Systems Theory

Systems Theory is a conceptual framework centred on the idea that it is better to understand a system's pieces in the context of how they interact with one another and with other systems as a whole, rather than separately (Wilkinson, 2011:1466). The biologist Ludwig von Bertalanffy first proposed the Systems Theory in 1940, and W. Ross Ashby and George Bateson expanded upon it. Ramoganyane and Jarabandhan (2018:156) argue that Systems Theory enhances intergovernmental relations by fostering shared visioning, decision-making, communication, governance, and accountability, which consequently would enhance service delivery. According to Ramoganyane (2019:114), the Systems Theory emphasises the crucial need to use a systems approach

and thinking, to address complex problems that are interconnected and intertwined in both their nature and operation. The author further explains that because intergovernmental relations are essentially about administering a government system that involves intricate interlinkages and interrelationships between different spheres of government, they also offer a pertinent and coherent theoretical frame of reference, which is important and would play an important role in sustaining the implementation of Section 100 interventions.

1.6.3 Concluding remarks of the theories

To provide a synthesis of intergovernmental relations and cooperative governance, Malan (2012:117) makes a distinction between their conceptual bases. Firstly, cooperative governance embodies the principles of partnership government, such as national harmony, efficient coordination, communication, and conflict prevention. Intergovernmental relations, on the contrary, moves these ideas into action by making them law and including both executive and legislative roles. Thus, combining these theories could make it easier and more effective to sustain the implementation of Section 100 interventions within the North West Provincial Department of Health.

Due to the rich data from these two theories, they are discussed separately and in detail in Chapters 2 and 3 of this study.

1.7 NEW PUBLIC GOVERNANCE MODEL

The New Public Management (NPM), the Neo-Weberian State (NWS), and the New Public Governance (NPG) are the three main reform models that have been the focus of Public Management Reform Theory's convergence (Krogh & Triantafillou, 2024:3040). These models are intended to capture the advancements in contemporary public management reforms. However, the New Public Governance paradigm has been chosen for this thesis. Rather than departing from earlier public administration models, the selected paradigm builds upon them by introducing key concepts for their analysis (Pereira & Ckagnazaroff, 2021:116). As a result, Osborne (2006) affirms that NPG is an independent discourse, that offers guidance for upcoming modernisation trends, rather than being an essential part of the NPM. In public governance, the idea of NPG has

proven useful as a catch-all phrase for cross-sector cooperation (Krogh & Triantafillou, 2024:3040).

The NPG aims to improve public value generation by fostering cooperative relationships across societal levels and sectors, according to Krogh and Triantafillou (2024:3040). Brinkmann (2021:3) explains that examples of the NPG include network governance, stakeholder involvement, negotiated decision-making, shared-power arrangements, devolved and decentralised authority, resource mobilisation, and/or the management of inter-organisational interdependencies. According to this paradigm, when actors are interested in achieving shared outcomes or providing shared services, they cooperate. For this governance model, trust and integrated leadership are also crucial principles (Brinkmann, 2021:3). In summary, the New Public Governance Model is important to this thesis. This is because it offers a governance paradigm that relates to the complicated and multi-stakeholder nature of Section 100 interventions. As emphasised from the above, the NPG is concerned with collaboration, trust-based networks including participatory decision-making, which are important for this study, and which could potentially contribute to successfully sustaining implementation of Section 100 interventions within the North West Provincial Department of Health.

This paradigm/model will be elaborated upon in Chapter 4 of this thesis.

1.8 RESEARCH APPROACH AND DESIGN

The study used a mixed-method approach for one operational phase of data collection, and an exploratory and descriptive research design for the study's theoretical chapters and data collection. In a mixed methods approach, a researcher integrates aspects of both qualitative and quantitative research methods (e.g., using both qualitative and quantitative perspectives, gathering, analysing, and drawing conclusions) for the broad and deep goals of understanding and validation (Tashakkori & Teddlie, 2010:285). By integrating the strengths of various paradigms and approaches (qualitative and quantitative), the mixed methods approach aimed to best accomplish the study's objectives (Kumar, 2014:20:22). Although the study is predominantly qualitative in nature, by means of words and explaining related concepts through a literature review and semi-

structured interviews; one operational phase conducted by means of a questionnaire motivates the rationale for adopting a mixed-method research approach.

For this study, since Section 100 interventions are complex and comprise complex processes, the mixed method approach was used to gather the perspectives of the participants about the challenges that the Department was facing before Section 100 was invoked, as well as the procedures that were followed during the invocation of Section 100. This research approach was also effective in that it assisted the researcher in determining the knowledge of participants regarding the theories of cooperative governance and intergovernmental relations, including good governance and decision-making, together with statutory and regulatory prescripts for national government intervention within provincial departments. Thus, combining both qualitative and quantitative research approaches assisted in the reliability and validity of the data from the theoretical chapters, including the empirical investigation.

Furthermore, exploratory research in social science can be described in a variety of ways, but at its foundation it involves an effort to learn something novel and fascinating about a research topic (Swedberg, 2020:18). The researcher chose this approach because she was unaware of the challenges that the national government was facing during the invocation of Section 100 interventions within the North West Provincial Department, and whether the national government followed proper legislative and regulatory frameworks. In this instance, using this approach helped the researcher to gain a deeper understanding of the aforementioned topic. In addition, Doyle, McCabe, Keogh, Brady and McCann (2020:444) explain that the rationale for using a descriptive research design is that it offers straightforward descriptions of experiences and perceptions, particularly in areas where little is known about the topic under investigation. The researcher had limited knowledge regarding Section 100 within the North West Provincial Department of Health. Therefore, using a descriptive research design assisted the researcher in gaining a comprehensive understanding of this phenomenon. Moreover, employing this research design assisted the researcher in discovering various perspectives and experiences of the participants within the North West Provincial Department of Health.

The following subsection presents the literature review of the study.

1.8.1 Literature review

A literature review is an overview of academic research on a particular topic that may be conducted independently or as a component of a conceptual or empirical investigation. Lim, Kumar and Ali (2022:484) explain that a literature review is essentially the theoretical background of a study that connects readers to key areas of existing knowledge. This aids readers in understanding the study's key concepts, as well as the rationale behind any proposition or hypothesis amongst those concepts. Snyder (2019:339) asserts that the purpose of a literature review is that it serves as a foundation for knowledge development, establishes standards for practice and policy, provides proof of an effect, and, if done correctly, has the potential to spark new ideas and directions for a particular field.

For the purposes of this study, a literature review was undertaken to understand phenomena and concepts such as cooperative governance and intergovernmental relations, both local and international, including sub-theories that fall under these concepts, as explained in the previous section. Furthermore, a literature review also assisted the researcher in adding new knowledge to the existing knowledge of these concepts. In addition, undertaking a literature review assisted the researcher in understanding the knowledge that already exists under good governance, decision-making, and best practices associated with these concepts, including the legislative and statutory framework for national government intervention. The literature was thoroughly and adequately explored by the researcher, and potentially assisted in developing an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health.

To ascertain that sufficient literature was available, the researcher utilised the following databases:

- Nexus
- Catalogues of theses and dissertations of South African and International Universities
- Catalogues of books: Ferdinand Postma Library (Potchefstroom Campus: North-West University)

- EBSCOhost Online Research Database
- Scholarly journal articles
- eBooks
- South African media publications.

1.8.2 Population and sampling

The term population refers to the complete group of people who share an interest (Andrade, 2021:87). The population of interest for a study is made up of the individuals, dyads, groups, organisations, or other entities that one aims to understand and to whom the study results may be generalised or transferred (Casteel & Bridier, 2021:343). For this study, it was not possible to include the whole senior and top management within the North West Provincial Department of Health during the empirical investigation. Thus, a sample was chosen from the population of twenty (20) from senior and top management, provided by the Department in the Finance Unit, the Monitoring and Evaluation Unit, the Strategic Management Unit, the Human Resources Unit, the Budgeting and Reporting Unit, and the Risk Management Unit. Vehovar, Toepoel, and Steinmetz (2016:327) explain that a sample is a subset of a population, and the researcher examines the units from the sample to gain a deeper understanding of the whole.

The sample for this study included 15 participants, which included senior and top management from specific units, who directly or indirectly participated during the invocation of Section 100 within the Department. As mentioned above, this included senior managers within the Finance Unit, the Monitoring and Evaluation Unit, the Strategic Management Unit, the Human Resources Unit, the Budgeting and Reporting Unit, including the Risk Management Unit, as these were some of the most affected units within the Department for the invocation of Section 100 to be invoked in 2018. In addition, this selection criterion plays a significant role within the Department, to ensure that health services are effectively and efficiently rendered by means of handling finances efficiently, recruiting skilled candidates, strategising policies, and monitoring and evaluating whether health institutions across the province, including public hospitals and clinics, are functioning in the manner that they should.

In addition to the above participants, the administrator who was appointed to ensure the effective functioning of the Department was also sampled. The sample chosen for this study provided sufficient information about the problem statement. Consequently, gaps identified from both the literature review and empirical investigation assisted in developing an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health.

Furthermore, this study employed a non-probability sampling method. Non-probability sampling methods use non-randomised ways to select the sample (Showkat & Parveen, 2017:5). The author explains that instead of using randomness, participants are chosen because they are accessible, and because the majority of the work involves judgment. Similarly, Stratton (2021:373) explains that non-probability sampling methods are less objective than probability methods. The author asserts that this kind of sampling is used when the researcher chooses the participants for a study, rather than allowing every member of a target population to participate. In this instance, to ensure that the objectives of the study were achieved, purposive sampling was used.

Purposive sampling refers to a group of sampling procedures that rely on the researcher's judgment when it comes to choosing units, such as individuals, cases, or organisations, events, or bits of data that are to be researched (Sharma, 2017:751). As a result, the study only employed the case study of the North West Provincial Department of Health, since research indicates that the Department still faced challenges, even after being placed under administration. In addition, it would not be feasible to include all of the departments that were placed under administration in the North West Province, due to limited resources; hence, the case study focused on the North West Provincial Department of Health only.

The criterion for including the participants listed above is that the researcher believed that the participants were well-equipped and knowledgeable, since they are senior managers and would significantly contribute to fulfilling the primary objective of the study.

1.8.3 Empirical Research Methods

To gather sufficient data for this study, semi-structured interviews, a questionnaire, and document analysis were used.

1.8.3.1 Semi-structured interviews

Semi-structured interviews let a researcher ask some important questions about the subject, and give the interviewee and interviewer room to diverge and deeply examine a particular problem or response (Creswell & Poth, 2025:200). Kumar (2014:178) and Adeoye-Olatude and Olenik (2021:1358) explain that the main advantage of semi-structured interviews is that they can be focused, while still allowing the researcher the freedom to explore any relevant ideas that may arise during the interview and can guarantee data comparability. This can help researchers to better comprehend the issue that they are trying to investigate.

From the above, this research method assisted in soliciting and understanding the challenges that the North West Provincial Department of Health was facing for the national government to invoke Section 100 interventions in 2018. In addition to this, this data collection method assisted the researcher in understanding the processes and procedures that were followed when invoking Section 100 interventions within the Department, including determining whether legislative and statutory prescripts were followed by the national government. This was done using open-ended questions, which allowed the participants to freely express themselves regarding the questions that were posed to them.

1.8.3.2 Questionnaires

A questionnaire is a research tool made up of a series of questions meant to collect data from the participants (Walliman, 2011:190; Mcleod, 2023:1). Sarantakos (2013:252-255) and Maree (2019:209) explain that questionnaires should always have a clear purpose that is relevant to the study objectives, and how the results would be utilised. The questionnaire that was used for this study comprised biographical information of the participants, questions about cooperative governance, intergovernmental relations, good

governance, and decision-making, including legislative and regulatory prescripts for national government intervention to determine whether the participants were knowledgeable regarding these concepts. Fifteen (15) questionnaires were distributed to senior managers in specific units (see Section 1.7.2) within the Department. This was done using closed-ended questions. Maree (2019:203) states that closed-ended questions are simpler to use because they often need a single key press or mouse click and are less cognitively challenging.

1.8.3.3 Document analysis

According to Maree (2016:88) and Dalglish, Khalid, and McMahon (2020:1425), document analysis is a methodical approach to studying or evaluating documents. It can be used to provide context, spark questions, bolster other sorts of research data, track change over time, and verify information from other sources. For this study, this data collection method was utilised to supplement data collected through semi-structured interviews and a questionnaire. The researcher analysed official government reports regarding the implementation of Section 100 within the North West Provincial Department of Health, official legislation and policy documents, available financial reports of the Department, as well as newspaper articles regarding the invocation of Section 100 within the Department.

The aforementioned data collection methods, including the literature review, contributed to achieving the primary objective of the study.

1.8.4 Data analysis

For semi-structured interviews, qualitative data analysis encompasses the interpretation, identification, and evaluation of patterns and themes in textual data, to better understand a topic or phenomenon and provide answers to the current research questions (Islam & Aldaihani, 2022:6). In this instance, and to ensure that data gathered from semi-structured interviews was adequately analysed, the researcher used thematic data analysis. Kiger and Varpio (2020:847) define thematic analysis as a technique for analysing qualitative data that involves looking through a data set to find, analyse, and report recurring patterns. The authors explain that it is a technique for summarising data, but when

choosing codes and creating themes, it also involves interpretation. For this study, this data analysis method was chosen, because it is an adaptable and practical research tool that may be able to provide rich and detailed information regarding the study (Peel, 2020:3). An Excel spreadsheet was used to analyse the coded data from the questionnaires. It was cleaned, organised, and formulated for percentages and statistical analysis. All of these guaranteed the reliability of the findings obtained from the empirical investigation. The use of coding supported participant non-identification at the analysis stage, and afterward maintained the assurance of confidentiality and anonymity.

Data analysis and interpretation proceeded under direct supervision, with the researcher's prior knowledge of interview protocols facilitating efficient processing. Confidentiality protocols included comprehensive anonymisation, and removing participant names and identification numbers throughout analysis. Data security measures encompassed password-protected digital storage with restricted access limited to the researcher, while authorised members of the study, such as the study leader, would receive access solely for quality assurance purposes. All research materials, including interview recordings and completed questionnaires, will be retained in secure storage for five years following institutional data management requirements.

1.8.5 Validity and reliability

Validity can be defined in a wide range of ways, including rigor, trustworthiness, appropriateness, and even quality (Hayashi, Abib & Hoppen, 2019:98). According to Vu (2021:4), reliability is the consistency with which examples are categorised into the same group by multiple observers, or by the same observer at various times. McDonald, Schoenebeck and Forte (2019:4) explain that the term reliability broadly refers to how well results can be repeated, for instance, from one test to another, or between two behaviour assessors. The authors explain that while validity is the extent to which a measure provides the right response, reliability indicates the degree to which a measure produces the same result.

For the mixed method approach, the researcher verified that there is no bias and preserved consistency from the literature review, including the empirical investigation.

This implies that the researcher honestly analysed data obtained from an empirical investigation, including a literature review. Moreover, the researcher guaranteed that no direct or indirect harm was posed to the participants. In addition, the researcher ensured that the data collected from the participants was meticulously organised and examined with consistency, to ensure the validity and reliability of the findings in general.

1.8.6 Triangulation

Triangulation is a technique for improving the credibility and validity of study findings of both qualitative and quantitative data. According to Noble and Heale (2019:67), mixing theories, techniques, or observers in a research study can assist in ensuring that basic biases resulting from the use of a single method or observer are overcome. Theoretical triangulation was achieved by utilising theories such as intergovernmental relations and cooperative governance and their sub-theories, including conducting a literature review about good governance and decision-making, and also reviewing existing legislative and regulatory prescripts for national government intervention, to gain multiple perspectives regarding the problem statement. Methodological triangulation was achieved by combining data acquired from semi-structured interviews, questionnaires and document analysis. Overall, data triangulation was employed by means of utilising a mixed method approach, through a literature review including an empirical investigation comprising semi-structured interviews, a questionnaire, and a document analysis.

The aforementioned are believed to have assisted in accomplishing the study's objectives and, in general, provide an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health.

1.9 ETHICAL CONSIDERATIONS

Any scientific research must be conducted under ethical standards that guarantee the conditions of the study, minimise possible problems, encourage peace in the event of a dispute, and protect the interests of the study and its participants, particularly in terms of confidentiality, privacy, and security for all persons involved (Gomes & Duarte, 2020:462). The researcher ensured that the confidentiality and privacy of the participants were maintained throughout the empirical investigation. In addition, the researcher requested ethical clearance from the Basic and Social Sciences Research Ethics Committee before

commencing with data collection at the North-West University. The researcher also obtained approval from the North West Provincial Department of Health's gatekeeper before commencing with the empirical investigation. This is elaborated upon in Chapter 6 of this thesis.

1.10 LIMITATIONS AND DELIMITATIONS OF THE STUDY

The availability and willingness of the participants who would potentially provide valuable information regarding the challenges, processes, and procedures that were followed during the invocation of Section 100 within the North West Provincial Department of Health was a limitation. However, this limitation did not prevent the researcher from accessing sufficient information from semi-structured interviews, as well as a questionnaire. The limitation of this study is further defined by the fact that it only concentrated on specific units within the North West Provincial Department of Health, as outlined in Section 1.7.2, and not the Department in its entirety. This, however, did not have an impact on achieving the primary objective of the study.

1.11 SIGNIFICANCE OF THE STUDY

A significant theoretical gap in South African intergovernmental relations and cooperative governance studies is addressed by this thesis, which creates a thorough framework for the sustainability of constitutional interventions such as the invocation of Section 100. Although there is sufficient proof of governance failures at the municipal and provincial levels in studies conducted, as explained in the orientation of this study, the theoretical understanding of intervention longevity is still lacking. This thesis focuses predominantly on mechanisms to sustain such interventions. The theoretical contribution of this study synthesises intergovernmental relations, cooperative governance, good governance, and decision-making, along with legal and regulatory prescripts, for national government intervention. This thesis offers knowledge regarding the implementation of Section 100 interventions within the North West Provincial Department of Health as an empirical case study. Practically, the proposed intervention framework to sustain implementation of Section 100 provides evidence-based recommendations by getting insights from senior managers for future Section 100 interventions, which may potentially assist in preventing future governance crises and sustaining the implementation of

Section 100. This thesis directly supports South Africa's constitutional mandate for effective intergovernmental collaboration, as stipulated in Chapter 3 of the Constitution, 1996, while contributing novel theoretical insights to Public Administration research internationally.

1.12 FEEDBACK TO PARTICIPANTS AND DISSEMINATION OF RESEARCH FINDINGS

The study will not be classified. Therefore, the researcher will publish the study's findings in scientifically accredited journals certified by the Department of Higher Education and Training (DHET), with the help of her supervisor, as part of the dissemination of research findings. Copies (both hard and soft) of the thesis will be made available in the libraries of the North-West University.

1.13 CHAPTER LAYOUT OF THE STUDY

The chapter layout of this study is as follows:

Chapter 1: Orientation and problem statement of the study

This chapter introduces the study. An orientation of the research title is elaborated upon. Furthermore, the chapter outlines the problem statement, research objectives, and questions of the study. Lastly, the research methodology and approach, including the significance and triangulation of the study, are outlined.

Chapter 2: Theoretical Exposition: Intergovernmental Relations (IGR)

This chapter presents a theoretical analysis of intergovernmental relations, both locally and internationally. Approaches, theories, and dimensions associated with intergovernmental relations are explored.

Chapter 3: Theoretical underpinnings: Cooperative Governance (CoG)

This chapter examines the theoretical underpinnings of cooperative governance. Emphasis in this chapter is that collaboration amongst the three spheres of government is important to sustain implementation of Section 100 interventions, with particular reference made to the North West Provincial Department of Health. Theories and principles of cooperative governance are outlined in this chapter.

Chapter 4: Literature review: good governance and decision-making

The purpose of this chapter is to conduct an in-depth analysis of good governance and decision-making. The elements and principles that are associated with good governance and decision-making are outlined. Global cases of national government intervention are explored.

Chapter 5: Statutory and regulatory prescripts for national government intervention in South Africa

The purpose of this chapter is two-fold. Firstly, Section 100 interventions are contextualised in detail. Secondly, the statutory and regulatory prescripts for national government intervention in South Africa are investigated, with particular reference made to the North West Provincial Department of Health.

Chapter 6: An intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health: empirical findings

This chapter presents the research methodology of the study, as well as the fieldwork conducted. Empirical findings with senior and top managers who were directly and indirectly involved with the invocation of Section 100 within the North West Provincial Department of Health are discussed and analysed, using thematic analysis.

Chapter 7: Findings, conclusions, and recommendations

In this chapter, a summary of all of the chapters is presented, by evaluating whether the study's research objectives were achieved. Findings from all of the chapters are presented. Recommendations by way of an intervention framework are presented.

1.14 CHAPTER CONCLUSION

This chapter aimed to explain the problem statement of the study that led to the motivation to conduct the study. The gaps that motivated the study were also elaborated upon in the introduction and background. The research questions, objectives, and central theoretical statements were presented. The study's methodology was identified and discussed in detail, including ethical considerations that the researcher needs to acknowledge when

conducting the research. The significance of the study was also elaborated upon. In the next chapter, the theoretical framework of the study and relevant concepts are presented.

CHAPTER 2 THEORETICAL EXPOSITION: INTERGOVERNMENTAL RELATIONS

2.1 INTRODUCTION

The preceding chapter introduced the study by providing an overview of its background, problem statement, and the methodology employed. The chapter explored the problem statement of the study. It motivated the necessity for an intervention framework to sustain implementation of Section 100 interventions within the North West Provincial Department of Health. This chapter offers a theoretical exposition regarding intergovernmental relations, emphasising the significance of national government coordination in aligning its functions integratively, as delineated in Section 1.4.2. The chapter aims to achieve this objective by conceptualising and contextualising intergovernmental relations at both international and local levels. The chapter also presents the historical evolution of intergovernmental relations, facilitating a comprehensive understanding of its development within the global and local contexts.

The chapter further explains the significance of coordination in intergovernmental relations, elucidating how effective coordination can facilitate integrative governance, especially in the context of sustaining Section 100 interventions within the North West Provincial Department of Health. The chapter delineates the role of national government in intergovernmental relations, which aims to mitigate potential confusion amongst the three spheres of government regarding their respective responsibilities and roles. Furthermore, the chapter outlines the functions, dimensions, and approaches of integration of the three spheres of government, which provide insights into the requisite considerations for effective coordination in the context of intergovernmental relations. Lastly, the chapter examines various theories and strategies pertinent to intergovernmental relations, offering guidance on their practical application to ensure the successful implementation of Section 100 interventions. In summary, this chapter's comprehensive discussion is poised to fulfil its objective of investigating *how intergovernmental relations mandate national government coordination in aligning its functions integratively, both locally and internationally.*

2.2 CONCEPTUAL AND CONTEXTUAL EXPOSITION OF INTERGOVERNMENTAL RELATIONS

Intergovernmental relations are a universal phenomenon to be found whenever two or more governments (national or subnational) and/or jurisdictions interact in the creation and implementation of public policies and programmes (Motingoe, 2012:22; Oliveira, Barabashev, Tapscott, Thompson & Qian, 2021:249). Although *intergovernmental relations* have been defined differently around the world, the authors state that it essentially refers to the coordination of public policies between the various spheres of government in a notionally decentralised system, as well as the interdependent relationship between those spheres. This means that despite the spheres of government operating in a decentralised system (comprising local, provincial, and national spheres of government), these spheres have the freedom to operate independently. The concept encompasses several elements of the administrative, fiscal, and governance arrangements set up between these different spheres of government, including laws and regulations, tools (like guidelines and communication and monitoring mechanisms), structures (like forums), procedures (like budgeting), additional fiscal arrangements, capacity building and support (which is vital), and dispute resolution processes (Siddle, s.a:3). This means that the local, provincial and national spheres of government have several elements contributing towards the effective functioning of multiple organisations within these spheres.

Intergovernmental relations are thus defined as the glue that takes the form of official interactions, relationships, and conduct between government activities, to ensure the achievement of shared objectives through mutual relationships between and across vertical and horizontal governmental arrangements towards alignment and cohesion across all spheres of government (Ile, 2007:17). Andrew (2020:5) opines that intergovernmental relations is the process by which relationships are managed across the various domains/tiers of a nation's governing structure. This means that they are a creative means of preserving cooperative interactions between parties that are horizontal and vertical. Similar to this, Gaoretelelwe (2017:3) contends that intergovernmental relations refer to the facilitation of relationships between various governmental spheres and state organs, through cooperation and coordination, with the explicit goal of utilising these relationships to establish a variety of formal and informal procedures for bi- and

multi-lateral integration amongst all three spheres of government. The definitions presented by the authors above describe intergovernmental relations similarly, in the sense that cooperation and communication are essential to ensure that government activities are facilitated effectively and integratively.

Oliveira, Barabashev, Tapscott, Thompson, and Qian (2021:246), however, issue a warning that although intergovernmental cooperation is often urgently needed, it is instead left to informal processes and institutions that may require time to negotiate, because there are no formal institutions or mechanisms in place to support it. In this case, Antony (2019:10) advises that intergovernmental relations should be categorised into three models for it to be understood well, namely: the Coordinate Authority Model, the Overlapping Authority Model, and the Inclusive Model. The author clarifies that the Coordinate Authority Model shows an independent national and state government, with each having significant autonomy over its functions. Moreover, the author explains that the three spheres of government are shown to have highly autonomous connections through the Overlapping Authority Model. Lastly, the Inclusive Authority Model describes a situation in which the national, state, and local government authorities are reliant on one another and operate hierarchically. The aforementioned indicates that the three models comprehensively delineate the autonomy of all three spheres of government, to guarantee collaborative relations without any conflicts.

Furthermore, the structure of intergovernmental relations can be understood from three schools of thought/theoretical perspectives. Adedire (2014:61) elucidates that the initial theoretical perspective posits that intergovernmental relations exclusively manifest within federal systems, the second perspective asserts that such relations transpire in both unitary and federal systems, while the third perspective posits that intergovernmental relations are also observable on an international scale. This study's most pertinent theoretical stance is that both federal and unitary systems can have intergovernmental relations. This includes South Africa.

The Constitution of South Africa, 1996, describes South Africa as a sovereign, democratic state that incorporates a robustly decentralised structure with a three-sphere system of government (national, provincial, and local), which is a feature of a quasi-federal or

decentralised unitary system. However, South Africa embodies characteristics of a federal system that incorporates a robustly decentralised structure, ensuring that these three spheres distribute powers, collaborate and are fully involved in decision-making and budget coordination, including municipal policies (Magagula, Mukonza, Manyaka & Moeti, 2020:2). Consequently, in the South African context, intergovernmental relations are not exclusively limited to systems. Rather, it reinforces the validity of the second theoretical perspective, which acknowledges that intergovernmental relations are fundamental to both federal and unitary states, where the effective coordination of the spheres of government is important for the efficient provision of services.

The aforementioned argument demonstrates that both federal and unitary regimes, including South Africa, have intergovernmental relations to ensure collaboration on the spheres of government (Adedire, 2014:61). In addition to the above, intergovernmental relations may happen using non-institutional networks and procedures (Poirier, 2023:80). This means that it may also involve administrative or arms-length organisations that are assigned certain duties by different governmental directives. According to the author, in certain policy domains, intergovernmental relations contribute to the determination of who pays for what, who does what, and how things are done in a particular country. In this instance, it encompasses a wide range of relationships between individuals (public officials and office bearers in authority), as well as the study of relations between these individuals' institutions (Senoamed, 2014:13).

In practical terms, intergovernmental relations are viewed as a vital tool for accomplishing constitutional duties and governmental goals related to achieving better governance, efficient service delivery, public service accountability, and the realisation of national priorities. This is important, since it directs public officials to remain accountable for their negative actions, leading to ineffective service delivery within public organisations. Fenna and Schnabel (2023:9) explain further that governments engage in information sharing, bargaining, and negotiation through intergovernmental relations. Despite this possibility raised by Fenna and Schnabel (2023:9), intergovernmental relations are influenced by the distinctions between political systems (liberal democracy versus authoritarian) and state structures (federation versus unitary) (Oliveira, Barabashev, Tapscott, Thompson &

Qian, 2021:249). Thus, it is essential to consider the factors that influence intergovernmental relations, rather than focusing solely on their definition.

Furthermore, intergovernmental relations serve as a means of encouraging and facilitating cooperative governance and integrated development through the promotion of policies, initiatives, and actions across many government spheres, that support efficient service delivery to meet societal requirements in a sustainable manner (Chakunda, 2018:2). In a similar vein, Haurori (2012:41) notes that intergovernmental relations aim to ensure that policies and actions in all spheres support service delivery to effectively satisfy the requirements of residents. This promotes and facilitates cooperative government and decision-making. McEwen, Kenny, Sheldon, and Coree (2020:637) however, caution that decisions taken through intergovernmental relations processes do not result in policies or regulatory obligations being imposed on one or more governments, in areas that fail to fall within their purview without their approval.

Nganje (2015:3) argues that intergovernmental relations, which take the shape of coordination, negotiation, mutual aid, consultations, and joint decision-making, may be thought of as the oil that keeps any shared rule system running smoothly. It also acts as a framework for coordinating public policy responses, by guaranteeing that the proper authority, funds, information, and technical resources are distributed to the tiers of government in charge of carrying them out, and it also acts as a framework for coordinating public policy responses (Oliveira, Barabashev, Tapscott, Tapscott, Thompson & Qian, 2021:249). Consequently, Abrucio and Grin (2015:5) argue that intergovernmental relations are essential for enacting public policies, creating shared accountability, assisting subnational governments in meeting their needs, and preventing blame-shifting amongst authorities.

Furthermore, Senoamadi (2014) contends that the nature of intergovernmental relations is characterised by unity and cooperation within the clearly defined boundaries of governmental spheres. Madisha (2021:15) explains that it is complicated by nature, and it entails institutional arrangements, protocol compliance, policy execution, coordination, cooperation, interaction, communication, and adherence to laws and regulations. Considering this, it is argued that intergovernmental interactions are complex and involve

more than just allocating local matters to local government and national issues to the federal government. This argument was evident even in the most reputable American literature, as argued by the authors above.

Nganje (2015:15) elucidates that the nature and quality of intergovernmental relations exhibit considerable variation across different nations, fluctuate over distinct temporal phases within the same nation, or differ amongst various policy domains, contingent upon prevailing circumstances and the interplay of diverse socio-cultural, legal, political, and institutional factors. This means that intergovernmental relations could depend on the environment and circumstances for it to function efficiently and effectively. According to the author, the nature of intergovernmental relations is influenced by a wide range of institutional, political, legal, and socio-cultural variables. In South Africa for example, the nature of intergovernmental relations has changed significantly over the years, with the establishment of the Bill of Rights outlined in the Constitution of the Republic of South Africa, 1996, such as mechanisms for power sharing amongst the spheres, carrying out designated tasks in the new democracy, and the encouragement of cooperative governance (Ile, 2007:78). The idea behind this stems from Okorafor's (2009:52) assertion that the structure, nature, and demographics of intergovernmental relations are influenced by a variety of institutional, political, historical, social, and cultural factors.

Furthermore, the objective of intergovernmental relations is to establish a framework that would allow all three spheres of government to collaborate and provide communities with a well-defined strategy for development and service delivery (Abraham, 2017:73). It also seeks to facilitate the provision of public services through coordination and harmonisation of service delivery across all governmental spheres, to maintain democracy and promote development for the benefit of all (Ngqebe, 2017:19). Similarly, Ile (2007:18) states that intergovernmental relations seek to enhance capacity in all areas of government for the common good, and to sustain democracy through a variety of means, including synergy for efficiency and effectiveness in the delivery of services.

La Foy (2020:60) opines that the main objectives of intergovernmental relations are to support democracy, facilitate government operations, and improve service delivery capabilities across the board for the benefit of the public. Accordingly, it is contended that

the improvement and coordination of structured service delivery interventions are the main objectives of intergovernmental relations (Tafeni & Mngomezulu, 2022:2). Thornhill (2009:676) clarifies that the South African intergovernmental relations system has well-defined foundations. The author argues that although the structures are designed to support successful and efficient service delivery, having taken these foundations into account, individuals who operate within the various structures and provide services are still ultimately responsible for the success of the endeavour.

Malan (2008:82) cautions that there are several challenges facing South Africa's intergovernmental relations system. The tension that the Constitution of the Republic of South Africa, 1996, built into between locally defined preferences (provincial and local governments making decisions within their respective areas of jurisdiction) and national direction (the national government defining how to secure the well-being of the people) frequently results in challenges. As a result, the author believes that to support collaboration without compromising performance or responsibility, the three spheres of government in South Africa must establish solid, adaptable, and goal-directed relationships. The current study, however, argues that it is important that the author clarifies how solid, adaptable, and goal-oriented relationships would be established to eradicate the aforementioned tensions facing the South African intergovernmental relations system.

In addition to the above tensions, there are factors contributing to ineffective intergovernmental relations, namely: inadequate communication and the disorganised, overlapping distribution of duties across different spheres of government (Mdliva, 2012:54). This means that a poor or inadequate intergovernmental relations process in one sphere of government may prevent governments from achieving all or some of the lofty goals they have set (Kuye & Ile, 2007:70). Moreover, research shows that intergovernmental relations have not made service delivery in South Africa easier. According to Edwards (2008:291) in Mbecke and Mokoena (2016:96), the inefficiency of the South African government stems from the lack of collaboration of the three spheres in achieving development objectives. Malan (2008:76) argues as well that projects and initiatives meant to advance and promote the ideals of public administration cannot be successful in South Africa, if intergovernmental relations are not operating effectively. In

this regard, the author states that regular official-level involvement within a collaborative environment established and promoted by ministers is a prerequisite for effective intergovernmental relations.

Colasante (2018:2-3) cautions that most ineffective intergovernmental relations have consequences at the local, regional, and national levels. This means that it is important that each sphere of government ensures that their sphere functions effectively without compromising the other spheres of government, to avoid collective consequences. Consequently, Lowatcharin, Crumpton and Pacharoen (2019:52) argue that one of the trickiest problems with intergovernmental relations in both federated and unitary states is determining the appropriate domain for the powers of national and subnational governments.

Molekane (2018:10) believes that effective intergovernmental relations encourage peer consultation and consensus-building, as opposed to higher-ups imposing policies. In this instance and to ensure that intergovernmental relations are effective, it is advisable that several elements must align. These elements include, but are not limited to, a supportive regulatory framework, efficient forums, positive ties between politicians and management, and administrative capability. From these elements, it is important to note that efficacy and efficiency are fundamental components of any administrative activity. Thus, the necessary structures and processes must be put in place to achieve effective intergovernmental relations (Thornhill, 2009:676).

Furthermore, it is important to note that to deliver public services effectively and efficiently in governmental spheres, effective intergovernmental relations are a necessity. Fourie and Valeta (2008:134), citing Bird (1990:281), corroborate this assertion by arguing that the core of the public sector across all nations is the multitude of intergovernmental relations. In addition to intergovernmental relations mandates and legal requirements, the effectiveness of the intergovernmental relations system is evaluated based on how much it improves service delivery, development, and good governance in all three spheres of government (Nhlabathi, 2011:54). In this instance, Colasante (2018) explains that there is a global standard for effective intergovernmental relations management approaches and practices. This means that a country's ability to respond more effectively to multi-

level challenges can be enhanced by strong intergovernmental relations, which can help to integrate the activities of several spheres of government (Oliveira, Barabashev, Tapscott, Thompson & Qian, 2021:246).

As indicated above, the most applicable school of thought for this study is that intergovernmental relations can occur in both unitary and federal systems. Based on the conceptual and contextual exposition, including the constitutional framework of South Africa, the working definition for this study is that intergovernmental relations refer to a system of structured, cooperative, and constitutionally guided interaction between political and administrative actors across the national, provincial, and local spheres of government, aimed at enhancing service delivery, accountability, and the alignment of policies in a decentralised governance framework (Mentzel, 2000:39).

The following section presents literature regarding the evolution of intergovernmental relations, aiming to elucidate the mechanisms of its development on both a global and local scale, as integral to fulfilling the objectives of this chapter.

2.3 EVOLUTION OF INTERGOVERNMENTAL RELATIONS

The development of intergovernmental relations was intended to facilitate the synergistic gathering of ideas for the realisation of integrated developmental planning. This is done to prevent resource waste and duplication (Sesele, 2013:9). Thus, the growth of intergovernmental relations became prominent in both the United States and Canada, when the federal governments of these nations started implementing programmes for social and economic development, which had a significant influence on lower levels of government (Nhlabathi, 2011:52). Mkhwane (2019:41) provides a similar explanation, stating that intergovernmental relations gained prominence globally when the federal government's programmes for social and economic development started to show results. The author states that these programmes also had an impact on other governmental levels.

Intergovernmental relations were and still are a defining aspect of the political landscape in the United States. It alludes to a substantial area of public officials' administrative policy and political acts (Wright, 1974:16). Benton (2020:538) elucidates that the political,

economic, and social events of the era had a lasting impact on the evolution of intergovernmental relations. It has changed since the founding of the United States of America. In South Africa, the intergovernmental relations system is fast changing, due to the country's legal and constitutional structure, as well as the various spheres of government's statutory commitment to putting intergovernmental relations principles into practice (Haurovi, 2012:30).

The intergovernmental system in South Africa, according to Hofisi (2022:63), is founded on complex formal and informal but interrelated institutions, processes, and practices, which must be acknowledged. However, the author clarifies that over the past ten years, the three spheres of government have established intergovernmental forums for the purposes of alignment, integration, and coherence at the national and provincial levels. They have also developed procedures and frameworks for the pursuit of shared goals, and engaged in joint work and common projects to ensure cooperative governance. Furthermore, Colasante (2018:2) argues that the development of intergovernmental relations is not required; instead, everything is predicated on the idea of devoted, unencoded cooperation, which guides the conduct of public servants. According to Tafeni and Mngomezulu (2021:2) in South Africa, shared socio-economic development was not achievable due to the concept of intergovernmental relations, which had an insufficient and inadequate definition. The authors argue that despite the separation of the national, provincial, and municipal levels of government, the national government held absolute power. Thus, intergovernmental relations were characterised by autocratic central rule at the end of apartheid, which resulted in a surge in administrative inefficiencies, corruption, and a lack of popular legitimacy.

One of the most well-known intergovernmental relations academics, Deil S. Wright (1974), made an initial attempt to describe, popularise and legitimise intergovernmental relations, and pinpointed some of its essential characteristics (Colasante, 2018:1). Therefore, the term intergovernmental relations, as opposed to the more legalistic term federalism, is a more appropriate emphasis for the study of the relationships between spheres of government in the United States federal system (Benton, 2020:537). The cooperative tradition that was previously established has remained the pattern of intergovernmental interactions in the Twentieth Century, with modifications made only

when necessary, considering the significant growth of government activities in American society since 1913 (Elazar, 1965:10). The author describes how, during the Twentieth Century, intergovernmental relations underwent four major phases of development before entering a fifth, all of which made significant contributions to the current structure of the American federalism. In this regard, one of the primary characteristics of federalism is intergovernmental relations. This means that this is a dynamic system's evolving component. Given this, intergovernmental relations can be altered in response to any extraordinary event, such as a crisis, war, or peace (Barrue'-Belou, 2013:150).

Intergovernmental relations in South Africa emerged out of the different federal government models that were developed between 1806 and 1910, and between 1910 and 1961, while British colonial authority was in place. The 1910 Constitution replaced the two-sphere Westminster system with a three-sphere system (which had a national government, a local government, and a provincial government made up of four provinces). The Union Government's confidence in the provinces during this time allowed intergovernmental relations to be recognised. Moreover, the 1983 Constitution acknowledged the significance of coordination, leading to the decentralisation and delegation of most authorities to subnational governmental entities (Greýling, 2014:202). Currently, the concept of intergovernmental relations has permeated systems also different from the United States of America, and is currently affecting other systems, such as the system in South Africa (Colasante, 2018:1).

Hofisi (2022:65) further identifies a few of the difficulties which intergovernmental relations in South Africa face, notwithstanding their development over time. These difficulties result from the intergovernmental relations system, organisation, and procedure, in particular:

- Disagreements between the local and provincial governments.
- Insufficient involvement of interested parties in intergovernmental relations for carrying out decisions rendered in intergovernmental relations for planning for intersectoral integrated development.
- The Intergovernmental Relations Act's implementation.
- Obfuscation with regard to reporting lines amongst intergovernmental relations structures, compromising efficient cooperation.

- Intergovernmental relations structural composition creating implementation challenges as a result of political meddling.
- A gap in the relationship between resource allocation, policy, and implementation.

From the challenges outlined above, it is important to strengthen the systems and procedures that underpin intergovernmental relations in South Africa, to ensure the effective and continuous development of intergovernmental relations. The following section presents the importance of national government coordination within these relations that would highlight how effective collaboration amongst the spheres of government can enhance service delivery, with specific reference made to the North West Provincial Department of Health.

2.4 IMPORTANCE OF NATIONAL GOVERNMENT COORDINATION IN INTERGOVERNMENTAL RELATIONS

There is a need for cooperation between the governmental levels, due to trends that impact the majority of states (Hobyane, 2024:1). This is because several issues have arisen as a result of inadequate intergovernmental relations policy coordination and implementation. Amongst these difficulties are non-compliance, disregard for the sectoral structure that is in place, deficiencies in the oversight role, a failure to track and assess progress, and inadequate communication (Ile, 2010:56). According to Hobyane (2024:45), incapacity and incompetence, gaps in legislative and policy frameworks, non-functioning IGR structures, a lack of coordination and communication between the three spheres of government, a lack of public participation, political meddling, and financial limitations are the main obstacles to intergovernmental relations coordination. Furthermore, before required interventions become necessary, Ramulifho, Gae, Rangwato, and Shopola (2025:499) warn that it is unclear how the national and provincial governments implement intergovernmental support, control, and checking processes. Thus, attaining coordination requires effective communication throughout all levels of government (Bitterbos, 2022:100).

Accordingly, coordination is a public administration function that involves bringing together various government agencies, departments, and spheres to collaborate

amicably to accomplish shared policy goals, prevent duplication, and guarantee a cohesive execution of diverse projects (Ramulifho *et al.*, 2025:502). Heinemann-Grüder, Keil, Kössler and Woelk (2017:15) further motivate that coordination between multiple levels of government is necessary, because diverse policy challenges that require cooperation and competencies frequently overlap. Opeskin (2001:132) explains that ministers of state from each central and regional government may convene to coordinate at the highest level. Heinemann-Grüder, Keil, Kössler, and Woelk (2017:15) offer an illustration of this kind of coordination, pointing out the necessity of collaborative decision-making in the healthcare sector, when it falls under the purview of the region while hospital construction takes place, and upkeep may fall under the purview of the local government. Accordingly, this means that the national government should have a secondary role that it would use to carry out just those duties that are too difficult for locals to handle (Bodilenyane, 2022:35).

Although intergovernmental disputes are addressed by the Intergovernmental Relations Framework Act, 2005 (Act 13 of 2005), Mangwanya (2019:49) discovered that South Africa still faces difficulties with a lack of coordination between the three branches of government. Service delivery has unavoidably suffered as a result. Studies show that the Intergovernmental Relations Framework Act, 2005, in South Africa, does not precisely describe how intergovernmental relations structures should be coordinated, despite the fact that it offers principles for how each sphere of government should coordinate intergovernmental relations. This makes it more difficult for the various spheres of government to coordinate effectively (Hobyane, 2024:11).

Thus, Ribeiro, Diniz, Porto de Oliveira, and Faleiros (2018:88) contend that to effectively coordinate across various governmental levels, it is necessary to strike a balance between the current forms of cooperation and competition, keeping in mind that federalism is inherently conflictual. For instance, Hachard (2022:13) explains that to promote collaboration between the spheres of government, the autonomous communities, the regional governments in Spain, for example, and the federal government, have multiple conferences. The author goes on to clarify that nine local government representatives should be present at such a conference, which is centred on matters impacting local government. Hofisi (2022:59), in addition, motivates that

coordination amongst the spheres of government prevents unnecessary delays, eliminates waste, and keeps roles and duties from being duplicated.

On a global scale, the central government, which in South Africa is referred to as the national government, often possesses most of the authority and can determine the degree of interaction between the other spheres of government, particularly in nations with unitary governments. Furthermore, because there is already a culture of cooperation, the highest intensity (full participation) can open the door for a more formal kind of partnership (Andrew, 2020:44). The author explains that the central government strengthens the ability of the lower spheres or levels of government to handle programmes at these levels effectively and efficiently. This assists in ensuring that intergovernmental relations are sufficiently or adequately accomplished and practiced. However, research by Hobyane (2024:43) found that the national, provincial, and local governments do not cooperate, which makes it hard to successfully implement intergovernmental relations initiatives. The results also showed that the spheres were not communicating with one another. As a result, there are frequently dynamic relationships between the spheres of government.

The national government also works to guarantee adherence to current management standards and procedures (Andrew, 2020:48). This means that it directs, controls, and has a great deal of influence over global intergovernmental relations processes (Chattopadhyay & Whittington, 2019:23). This assertion shows the significance of central government with regard to intergovernmental relations both internationally and locally, through controlling and influencing processes that involve intergovernmental relations.

The national government's role is to coordinate and support both provincial and local governments. The provincial government is in charge of coordinating provincial affairs and supporting its municipalities, and municipalities are entrusted with providing effective and efficient services to their communities (Munzhedzi, 2021:6). Thus, Ribeiro *et al.* (2018:88) argue that coordination between governmental levels can result in cooperative actions, by maximising the use of shared resources, supporting local governments that are less capable or have lower incomes, integrating shared public policies, and avoiding predatory financial practices. This also ensures that resources, both human and financial, are not wasted across the three spheres of government. The Coordination Council of

South Africa, as well as the country's intergovernmental relations in general, have drawn criticism for their tendency to concentrate authority and give precedence to national issues. This means that to guarantee that power and national issues are handled properly and efficiently, South Africa needs to learn a great deal more from other countries to understand the importance of central government coordination with the other spheres of government (Hachard, 2022:11).

The national government nevertheless has significant influence over devolved central-local relations policies, even in situations when there are no official obligations to follow Westminster policy (Laffin, 2007:85). The national government and its administrative arm, known as the "regional administration," continue to exercise direct and indirect authority over other spheres of government (Lowatcharin, Crumpton, & Pacharoen, 2019:49). This indicates that the distribution of resources and setting delivery priorities are under the jurisdiction of the central government (Kgomo, 2021:2). The Republic of South Africa (2013:11) states that the money collected by the national government in South Africa is distributed equally across the three spheres, as well as amongst municipalities and provinces, with each receiving an equal share.

Khangale, Madumo and Tshiyoyo (2023:5) explain that by offering a comprehensive legislative framework, the national government plays a strategic role in supporting the operations and responsibilities of other spheres of government. The national government holds ultimate authority, which is unbounded and indivisible (Khanyile, 2022:11). For instance, in Spain, the central government works with each of the autonomous communities through what are referred to as bilateral commissions. The main purpose of bilateral commissions is to provide a platform for the central government and autonomous communities to resolve conflicts, as opposed to serving as a formalised venue for high-level cooperation (Chattopadhyay & Whittington, 2019:7).

Based on the discussion above, Hobyane (2024:14) acknowledges that the National Development Plan (2013) promotes a proactive approach to enhancing coordination between the three spheres of government, through a two-pronged method that differentiates between routine and strategic coordination. In order to facilitate the development of positive working connections at the level where they are required, the

author adds that the National Development Plan recommends that coordination problems be divided into specific issues that can be resolved through horizontal coordination. The author clarifies that routine coordination is important when issues are more related to implementation than to policy creation. This calls for a shift away from a hierarchical structure where it is assumed that all coordination agreements are formalised at the highest level and toward the delegation of responsibility at the appropriate levels.

From the above, the dynamic interaction amongst the three spheres of government, where the national government's role is to coordinate and support both provincial and local governments through strategic oversight and support, the provincial government's role is coordinating provincial affairs and supporting its municipalities, and where the municipalities' role is in providing services to communities; this dynamic interaction requires sustained collaboration and coordination, shared accountability, and integrated decision-making. The study argues that this would improve governance outcomes, particularly within the context of Section 100 interventions in provinces, with reference made to the North West Province Department of Health.

Building on the above argument, the following section presents the national government's role in intergovernmental relations. Since the national sphere of government has a higher degree of authority and influence, it frequently establishes the strategic direction and offers supervision to guarantee conformity and alignment throughout the other spheres of government.

2.5 THE ROLE OF NATIONAL GOVERNMENT IN INTERGOVERNMENTAL RELATIONS

Taking the above discussion into account regarding the importance of national government coordination in intergovernmental relations, it is important to outline the role of the national government in this important system. The national government, which is the highest sphere, is provided with the task of coordinating and supporting both provincial and local spheres, to ensure the effective delivery of services. Bodilenyane (2022:34) argues that the national government is central to achieving efficient service delivery. However, decisions must be made at the lowest feasible level, not forgetting to respect the rights of others. This means that the national sphere of government should intervene only in areas that require a coordinated and consensual approach. For example, in Botswana, which is regarded as one of Africa's leading countries in terms of

good governance, the legislation in this country empowers the central government, referred to as the national government, to monitor local government compliance and to act where constitutional obligations are not fulfilled. South Africa applies the same principle as that of Botswana. In South Africa, the national government may intervene when provincial or local governments fail to implement their constitutional mandate, as outlined in Section 154 of the Constitution of the Republic of South Africa, 1996. Moreover, it is essential to note that the national government has the authority to regulate certain aspects of local government decision-making. This authority includes enforcing open government legislation, or setting conditions tied to funding allocations (Cheyne, 2008:32). Lecours, Beland, Fenna, Fenwick, Paquet, Rocco and Waddan (2021:518) explain that the central government's annual budget process also plays an important role in presenting its priorities and strategic intent. This serves as a foundation for agreements between ministers and heads of departments. Internationally, the role of central governments in intergovernmental coordination has also been evident. The authors clarify, for example, that in the United States, even though the federal government bears substantial financial responsibility for supporting state and local public health systems, it simultaneously respects the jurisdictional autonomy of states in implementing and managing these responsibilities (Lecours *et al.*, 2021:518).

The national government continues to have a significant influence because certain important decisions, such as the allocation of resources, are made at the central level, without first contacting representatives of the federal government or local councils (Andrew, 2020:ii). According to the author, the other sectors or levels of government only exercise the authority that is delegated to them by the central government, which aggregates practically all authority. In addition, the central government may occasionally overrule the decisions made by the other branches or tiers of government, since it has the final say in all matters (Andrew, 2020:45). Thus, a more general conclusion can be made on the function/role of the central government and the interactions between it and the devolved governments. According to international comparisons, local government interactions are often handled by regional or provincial governments, rather than by central governments (Laffin, 2007:88). In this instance, Khangale *et al.* (2023:4) explain that while municipal and provincial governments, as well as private actors, have distinct mandates and are all working toward realising the national

vision, the national government has a special mandate. However, to guarantee that the national vision is realised effectively and efficiently and without any confusion, each sphere must understand its specific tasks and responsibilities.

Furthermore, the national government fulfils its regulatory function by establishing policies, allocating a budgeted, equitable portion of revenue through distribution amongst the spheres, monitoring the results, and supervising the other spheres of government (Kgomo, 2021:169). In this instance, Gaoretelelwe (2017:10) explains that the national government's responsibilities in providing services include creating policy, introducing laws, and keeping an eye on municipal and provincial governments. It is, however, concerning, as outlined by the author, that the tools available to the national government to influence and exert control over municipal and district governments are inadequate. The author states that because the municipal government is the one closest to the electorate, this means that all three spheres of government can have divergent opinions and make distinct policy decisions. Accordingly, uniformity is required amongst the central government, state, and municipal governments (Agranoff, 2011:75). Khangale *et al.* (2023:5) also concur, stating that the national government bears responsibility for formulating policies or frameworks that direct the provision of essential services.

McConaughy (2017:3) explains that national governments can increase and utilise a wide range of instruments through interstate cooperation. The wider national issues are the emphasis of the central government (Dithlage, 2022:26). The other two spheres, on the other hand, do not have the same bargaining strength, and the central government prefers to control them. However, policy-making procedures and decisions can occasionally lead to unintentional conflict between the national and provincial governments (Bitterbos, 2022:13). Quispe-Mamani, Borda and Gebera (2023:3) in addition, explain that the central government holds the real decision-making power, despite the administrative and financial autonomy of local administrations, under the argument of the integral unity of the territory. Thus, the central government must follow proper procedures and processes of decision-making, to ensure that informed decisions are made and taken, without compromising the other spheres of government.

According to Laffin (2007:83), the government of the United Kingdom (UK), in contrast to central governments in federal or regionalised systems, is unique in that it combines the powers and duties of both the regional government of England and the UK government. Thus, Kgomo (2021:2) explains that in South Africa, the national government has greater authority, power, and autonomy than the other spheres of government. The author clarifies further that to maintain efficient governance frameworks, the national government must coordinate efforts, control political unrest, and maintain a positive political-administrative interface. This particularly entails that coordination and monitoring functions are carried out by the national government, since it is responsible for maintaining microeconomic stability, achieving national policy goals, and maintaining a uniform level of services (Gaoretelelwe, 2017:56).

Furthermore, the South African national government decentralised its power and significantly restricted local responsibilities through regional offices (Tapscott, 2000:121). This is not a bad approach, since the local government also has the autonomy to carry out its functions independently, but can involve the national government when the need arises. Vongwe (2014:20) states that, in addition to facilitating positive intergovernmental relations and resolving intergovernmental disputes, both within and between the various spheres of government, the national government's role is to set up a framework for intergovernmental relations. This includes the structures, protocols, and mechanisms for doing so (Vongwe, 2014:20). In this regard, the coordination of National Department activities with other spheres are explained in Section 85 of the Constitution of the Republic of South Africa, 1996. This suggests that the national government should coordinate its legislative and operational efforts with other provinces and municipal governments (Mangwanya, 2023:773). Bitterbos (2022:24) argues further that during the British and Dutch colonial eras in South Africa, the national government parliament had the authority and power to create policies and carry them out, with the lower levels acting as the government's execution arms. The author explains that municipalities were only given authority by the national government.

The preceding discussion emphasises the national government's responsibility to establish the policy frameworks that guide service delivery across all spheres of government. However, to ensure that these policy frameworks are effective, the provincial

and local governments should not only understand, but also align with them in executing their constitutional mandates. Regardless that the national government has the authority and ultimate decision-making power, it is equally important that active and direct participation from the provincial and local spheres of government is established in shaping and implementing these policies. This active and direct participation includes fulfilling their respective roles, such as the provincial sphere coordinating and supporting municipalities where necessary, and municipalities effectively delivering services directly to communities. Considering the aforementioned, it is argued that such collaboration would strengthen intergovernmental coordination and, consequently, would enhance service delivery.

The following section presents the functions and dimensions of national government integration within intergovernmental relations, with specific reference made to the North West Provincial Department of Health.

2.6 FUNCTIONS AND DIMENSIONS OF NATIONAL GOVERNMENT INTEGRATION

It is important to understand how the national government collaborates with provincial and local spheres in delineating the specific responsibilities of each sphere of government in service delivery. This understanding is essential because it would ensure that national government functions are effectively coordinated and integrated within the broader framework of intergovernmental relations, consequently improving service delivery.

2.6.1 Functions

The Constitution of the Republic of South Africa, 1996, particularly Chapter 3, Sections 40–41, outline that national, provincial, and local governments are distinctive, interdependent, and interrelated. Schedules 4 and 5 of the Constitution, 1996, further distribute functional competencies, with Part A of each schedule allocated to provincial governments, which outlines functional areas of provinces such as health services, and Part B to local governments, which include local amenities, which also include local health services (Fessha & Steytler, 2006:3). However, these schedules just list functional areas without offering detailed explanations on what they detail and how they should be carried out by the spheres of government. This lack of explanation and detail on the schedules creates ambiguity regarding the precise division of responsibilities between the spheres

of government. Fessha and Steytler (2006:3-8) also argue that this lack of explanation often results in overlaps and uncertainties regarding the functions and responsibilities. This uncertainty highlights the significance of strategies that advocate for cooperation and mutual understanding amongst the spheres of government.

Tafeni and Mngomezulu (2021:2) maintain that the attributes of an intergovernmental system cannot be fully codified in a legal framework alone, as practice is shaped by context and political dynamics. In addition, Bodilenyane (2022:38–39) argues that local government capacity has been undermined by insufficient and inequitable allocation of resources. This means that without adequate resources, municipalities struggle to perform their constitutional duties, which undermines integration across the spheres. Andrew (2020:35) argues that the national sphere of government sometimes demonstrates signs of not having the political will to decentralise some functions to the lower spheres of government. However, it is important to consider that challenges also arise when provincial and local governments adopt resistant attitudes towards national initiatives, which is often triggered by political or ideological differences. This argument by the author above demonstrates that all three spheres have the responsibility to ensure effective intergovernmental relations. This means that integration requires reciprocal engagement rather than one-sided control from the national sphere of government.

According to Woolman and Roux (2009:5-8), the national government has significant influence over provinces and municipalities through its constitutional control over revenue and conditional grants. However, this influence should not be regarded as a tool of domination from the national government. Rather, it reflects the reality of fiscal interdependence in a cooperative system. Tafeni and Mngomezulu (2022:3) point out that the boundaries of concurrency remain unclear, but they also emphasise that intergovernmental mechanisms such as joint committees, sectoral forums, and collaborative entities exist to bridge these gaps (Mitullah & Nguri, 2012:6). In this way, provincial and local governments are not merely subordinate implementers, but are expected to contribute actively to planning, oversight, and policy refinement.

Snijkers (2005:9) explains that centralised information can serve as a resource for national oversight, provinces, and municipalities to enhance their legislation. The author states that rather than issuing direct instructions, the national government normally

provides broad frameworks that require the subnational government to adapt implementation within the local contexts. This direct instruction from the national government reflects a shift from domination to collaborative governance, where direction is set nationally, but operationalisation is shared, which sometimes might confuse the lower spheres of government. Lecours *et al.* (2021:524), in addition, state that efficient performance in such systems relies on effective cooperation across spheres, rather than unilateral authority from the national government.

Globally, the discussion above outlines an important gap, that although the constitutional and legislative framework provides a system of cooperation amongst the spheres of government, practically the functions of the three spheres are not always effectively implemented or delineated. It is argued that if integration mechanisms to ensure cooperation are not strong, this confusion might create an implied ranking where the national government dominates amongst the other spheres. However, when intergovernmental relations are formulated around collaboration, the spheres could collaboratively contribute to efficient service delivery. Thus, for this study, it is important that sustaining Section 100 interventions within the North West Provincial Department of Health requires not only the national government oversight but also entails active and direct participation from the provincial sphere of government, and cooperation from the local sphere of government. This consequently embodies integration into practice rather than hierarchy or ranking.

While the Constitution, 1996, and relevant legislation, such as the Intergovernmental Relations Framework Act 13 of 2005, delineate the functions and responsibilities of each sphere of government, these roles cannot be effectively exercised in isolation. The practical realisation of these functions depends on the mechanisms and processes that enable interaction, coordination, and cooperation across the national, provincial, and local spheres. These mechanisms are captured in the dimensions of intergovernmental relations, such as the horizontal, sectoral, and vertical, which provide the structures through which governments collaborate, share resources, resolve conflicts, and jointly address service delivery challenges. The study argues that understanding these dimensions is important, because they form part of the operational process, which could potentially assist in sustaining the implementation of Section 100 within the North-West Provincial Department of Health. Consequently, this would ensure that the spheres of

government contribute actively to decision-making, rather than only participating hierarchically.

2.6.2 Dimensions

Public institutions, including the North West Provincial Department of Health, must consider several dimensions of intergovernmental relations when seeking effective and efficient service delivery. These dimensions form the foundation for analysing intergovernmental institutions and processes. The dimensions include horizontal, sectoral, and vertical dimensions. The horizontal dimension refers to cooperation between governments within the same sphere. Phillimore (2013:231) explains that these connections can take place in various forms, which include collaboration on spatial and trans-border issues, that include services such as transportation, taxation, and service delivery. Mkhwane (2019:42) explains that the horizontal dimension allows both the provincial government, including municipalities in the same region, to cooperate actively and directly in decision-making, by also partnering with non-state actors such as the corporate or non-profit organisations (Williamson, 2020:20). Furthermore, the sectoral dimension refers to cooperation within specific policy areas. In the United States, picket fence federalism illustrates how intergovernmental relations often develop along sectoral lines. These sectoral lines include networks and professional staff in different sectors, such as the health sector, which form cross-sector connections.

This study places and emphasises the vertical dimension, even though it acknowledges the importance of sectoral linkages. Phillimore (2013:230) explains that the vertical dimension involves interactions between the different spheres of government, such as the national, provincial, and local spheres of government. The author states that while the vertical dimension includes national policy direction, in this study, vertical relations can be understood to facilitate cooperative governance. It is argued that this facilitation provides flexibility to each sphere to exercise differentiated autonomy, share information, and remain mutually accountable for their actions. Phillimore (2013:230) and Nhlabathi (2011:60), state that vertical intergovernmental relations are bilateral or multilateral, which allows bespoke replies to unique challenges and contexts of each sphere. This is also reflected in the New Public Governance Model, which incorporates vertical relationships between players at various spheres of government, in addition to horizontal relationships

amongst coordinated actors (Krogh & Triantafillou, 2024:3044- 3045). Moreover, these vertical relationships encompass both cooperative relationships between individuals and cooperative relationships between collective actors.

Taking the above into consideration and given the Constitution of the Republic of South Africa, 1996, including allocation of roles and responsibilities, vertical intergovernmental relations serve as a mechanism for coordination, partnership, changing of ideas, shared problem-solving, cooperation, and integration amongst national, provincial, and local spheres of government. This means that rather than implying centralised control, this study views vertical relations as a collaborative framework, where each sphere exercises differentiated autonomy, shares information, and engages in mutual accountability. The study argues that by following this approach, it allows the national sphere of government to provide policy direction, the provincial sphere of government to lead implementation, and the local sphere of government to contribute to contextual insights and service delivery, since it is the closest to the people. It is further contended that following this approach allows vertical intergovernmental relations to create structured opportunities for the spheres to jointly address challenges that might arise, and consequently enhance the effectiveness and sustainability of implementation of Section 100 interventions within the North West Province Department of Health.

The subsequent section outlines theoretical approaches of intergovernmental relations as part of achieving the objective of this chapter.

2.7 THEORETICAL APPROACHES OF INTERGOVERNMENTAL RELATIONS

There are four intergovernmental approaches to guarantee that policies and initiatives in every sphere of government are correctly carried out to promote service delivery in a manner that effectively satisfies the requirements of the populace. The four approaches are discussed next, and their significance for this study is explained.

2.7.1 The constitutional/legal approach

The constitutional/legal approach to intergovernmental relations places an emphasis on the centrality of law, including constitutional provisions to structure cooperation amongst the three spheres of government. Lawson (2011) states that the legal approach

acknowledges the distribution of powers and responsibilities as a constitutional fact and provides clarity and predictability regarding government operations. Briggs (2022:55) specifies that the Constitution is regarded as a tool that promotes systemic harmony and unity amongst the three spheres of government. This constitutional approach involves examining statutes, legislative provisions, and constitutional mandates to understand how authority is defined, including how responsibilities are shared, and to understand cooperation of government institutions (Olugbemi, 1979:115). This analysis leads to a detailed planning of institutions, including offices, and functions of the spheres of government, which illustrates how the formal channels and the spheres of government relate to one another, though there is autonomy amongst them (Nosa-Ogbegie, Egobueze & Nwaoburu, 2021:33). Since the Constitution is supreme and guides government actions, Simiyu (2015:8) adds that intergovernmental relationships are inherently framed within its legal bounds.

For this study, the constitutional/legal approach underscores the importance of a clear legal and institutional framework, to guide cooperative action to sustain implementation of Section 100 interventions in the North West Department of Health, by ensuring that all spheres of government operate predictably, while respecting differentiated responsibilities and collaborative practices.

2.7.2 Democratic approach

The democratic approach to intergovernmental relations emphasises the autonomy and self-determination of provincial and local governments, recognising them as key actors within a constitutional democracy. This approach advocates for the devolution of authority from central to regional and local governments, promoting decision-making that is responsive to local needs (Phakathi, 2016:19). In contradiction, Andrew (2020:40) states that the freedom of provincial and local spheres of government to operate without the interference of the national sphere of government is rarely possible, even in advanced democracies. This assertion by Andrew motivates the fact that autonomy takes place within the rules provided within constitutional frameworks.

In this approach, the role of the national government is to develop policy frameworks and legal boundaries. These policy frameworks and legal boundaries would enable lower spheres of government to function effectively, while provincial and local governments

exercise operational autonomy and make context-specific decisions. Scholars of the democratic approach argue that decentralisation strengthens participatory governance. This allows the lower spheres of government to contribute effectively to service delivery and policy implementation. Gaoretelelwe (2017:75) motivates that this is preferable to merely implementing centrally imposed instructions. In South Africa's unitary but decentralised system, this approach underscores that effective intergovernmental relations require a balance between central guidance and local initiative, which would ensure that all spheres of government cooperate within a democratic, constitutionally grounded framework.

2.7.3 Financial approach

Section 214(1) of the Constitution of the Republic of South Africa, 1996 (as amended), stipulates that an Act of Parliament must regulate the equitable distribution of national revenue amongst the national, provincial, and local spheres of government, including the calculation of each province's share and any additional allocations to provinces, municipalities, or local governments, as well as any conditions attached to such distributions (Patricia, 2014:35–36). The financial approach to intergovernmental relations focuses on how revenue and resources are divided and allocated, to ensure that all spheres of government can fulfil their respective responsibilities (Maluleke, 2017:28). The author explains that, practically, the national sphere of government is responsible for the overall framework. This means that the national sphere of government determines the equitable share. Consequently, the provincial sphere of government with the assistance of the Member of the Executive Council (MEC) who is responsible for finance, must ensure that departments and institutions receive sufficient allocation of funding to execute their responsibilities effectively. Moreover, the local sphere of government is dependent on both the national transfer of resources and provincial allocations of such resources, in order to deliver services effectively at the community level, as the sphere closest to the people.

2.7.4 Normative/operational approach

The normative-operational approach argues that it is important to acknowledge all of the relevant norms, such as cooperating when analysing the operational reality of intergovernmental relations. This means that an emphasis on one component at the

expense of others should be avoided, and a balance in this regard should be established (Hattingh, 1998:14). This approach is critical for promoting efficient and effective performance across all spheres of government, as it can serve as a bridge between local departments, communities, municipalities, provincial, and national structures. This means that intergovernmental relations forums and structures can be guided to achieve institutional goals through the application of normative-operational principles, which focus on what is and what ought to be desirable within governmental interactions (Sithole, 2021:35; Manyala, 2021:8). The authors state that the normative-operational approach advocates for examining group norms, shared values, and institutional objectives, which would ensure that all spheres operate collaboratively, and align their actions with agreed standards, while maintaining and respecting their distinct roles and responsibilities.

2.7.4.1 Deductions of the theoretical approaches of intergovernmental relations

The four theoretical approaches discussed collectively provide a comprehensive framework that can assist in understanding intergovernmental relations in South Africa. The constitutional/legal approach acknowledges that the Constitution is important and that it should be considered as a cornerstone that guides public institutions and the spheres of government. This approach argues that the Constitution ensures clarity, systematic harmony, and that the national, provincial, and local spheres of government would carry out their roles and responsibilities as expected. It is argued that public institutions that were previously placed under administration by the national government should recognise this approach. This is because this approach supports a cooperative framework from the spheres of government and does not focus on imposing hierarchical control. Moreover, the approach ensures that effective collaboration amongst the spheres of government is established. Furthermore, the democratic approach emphasises the autonomy of provincial and local governments. This enables these spheres of government to carry out their functions without being restricted by hierarchy or national policy. In this approach, it is argued that integrating decisions from all spheres of government in a participatory manner would ensure that vertical coordination is balanced with differentiated autonomy. Consequently, this would promote institutional efficiency and collaborative problem-solving.

The financial approach advocates for the equitable distribution of resources amongst the spheres of government, to ensure effective service delivery and to prevent governance challenges, such as mismanagement of funds, corruption, and fraud. This approach reinforces the mutual accountability amongst the spheres of government, by ensuring that funds allocated to institutions are used for their purpose, which is necessary for sustaining implementation of Section 100 interventions. Lastly, the normative-operational approach argues that adherence to established norms, rules, and guidelines facilitates effective operations amongst the spheres of government. Thus, by collectively applying these four approaches, intergovernmental relations can be coordinated vertically in a structured yet collaborative manner, which integrates constitutional adherence and order, financial equity, and democratic freedom, including operational normality. This integrated approach for the four approaches discussed above supports cooperative and sustainable implementation of Section 100 interventions, which would ensure that all three spheres of government effectively participate and contribute, while still maintaining their distinct roles and responsibilities.

The subsequent section presents the theoretical framework governing intergovernmental relations, which serves as the guiding framework for this study.

2.8 THEORETICAL FRAMEWORK OF INTERGOVERNMENTAL RELATIONS

This section introduces a theoretical framework for intergovernmental relations, which holds significance, as it establishes a comprehensive groundwork for investigating how guidelines outlined in Section 100 could be effectively and efficiently sustained within the North West Provincial Department of Health. In this instance, this section delves into three key theories, Collaboration Theory, Federalism Theory, and Systems Theory to support the primary objective of this chapter, which is *how intergovernmental relations mandate national government coordination in aligning its functions integratively, both locally and internationally*. The contention put forth here is that for the implementation of Section 100 interventions to be successfully sustained within the North West Provincial Department of Health, the provincial sphere of government should acknowledge and apply these theories to practical use. The theories are discussed next.

2.8.1 Collaboration Theory

Economics was the source of collaboration theories, which attempted to explain the connections made possible by the division of work between a leader and followers. As a result, even though academics like Colbry *et al.* (2014) define collaboration as a cohesive interpersonal interaction without a power imbalance and to accomplish a common goal, the concept itself implies a relationship of leadership and power (Sadownik & Visnjic-Jevtic, 2023:129). In a seminal work done by Gray (1989), in Jamal and Getz (1995:187), collaboration can be utilised successfully to resolve conflict or advance shared visions where stakeholders understand the potential benefits of cooperating. Considering this, collaboration is defined as a process of joint decision-making amongst key stakeholders of a problem domain about the future of that domain. For the purposes of this study, this means that all three spheres of government need to work together towards a shared vision during cooperative decision-making, where stakeholders understand the potential benefits of cooperating to ensure that an identified problem, such as the invocation of Section 100 interventions within the North West Provincial Department of Health, is sustained for future purposes.

Collaboration decreases ambiguity in projects and helps to detect risks and uncertainties (Oraee, Hosseini, Edwards, Li, Papadonikolaki & Cao, 2019:840). In other words, if a public institution, such as the North West Provincial Department of Health, has uncertainties on how to address a certain challenge, in particular Section 100 interventions, the public institution could make use of the Collaboration Theory to ensure that there is collaboration amongst the three spheres of government, to solve any uncertainties that might occur. This means that concerns about the legitimacy of knowledge, power, control, and stakeholder involvement are significant at every stage of the collaborative process, when addressing a certain challenge (Jamal & Stronza, 2009:173). Colbry, Hurwitz and Adair (2014:65) clarify that the theory is intended to cover how collaboration functions, whether the formal arrangement is between a manager and subordinate, a subordinate and a subordinate, or some other variation.

Furthermore, six features enable collaboration, namely: collaborative behaviours, autonomy, drive toward a shared objective or purpose, relatedness, resources, and motivation to collaborate. It is important to note that the first three of these features define

collaboration. Thus, public institutions should acknowledge these features of collaboration, as also mentioned in the working definition of intergovernmental relations for the successful sustainment of Section 100 interventions. Based on these three features, collaboration could be defined in the system as follows: two or more parties collaborating while preserving their individuality to achieve a shared objective (Shoesmith, Borhanuddin, Pereira, Nordin, Giridharan, Forman & Fyfe, 2020:6). Drawing upon this definition and for the purposes of this study, it is pivotal that the three spheres of government collaborate effectively to sustain implementation of Section 100.

Accordingly, shared comprehension and access to information about the problem are critical to the success of collaborative efforts (Jamal & Stronza, 2009:173). This means that transparency amongst the three spheres of government would play a significant role in ensuring that health services are efficiently and effectively rendered across the North West Province. Nortey (2018:1-8) consequently argues that a successful collaboration requires several elements, including a common vision, well-defined goals, honest and consistent communication, dedication, trust, invested parties, shared risk, resource accessibility, a joint identity, time, and well-defined procedures. The failure to establish a shared objective, devise a cooperative approach, forge a group identity, and exercise shared leadership are some of the elements of failed collaborations (Nortey, 2018:1–8). Despite the elements of failed collaboration, below are factors that enable and describe collaboration, which are deemed important for the purposes of this study:

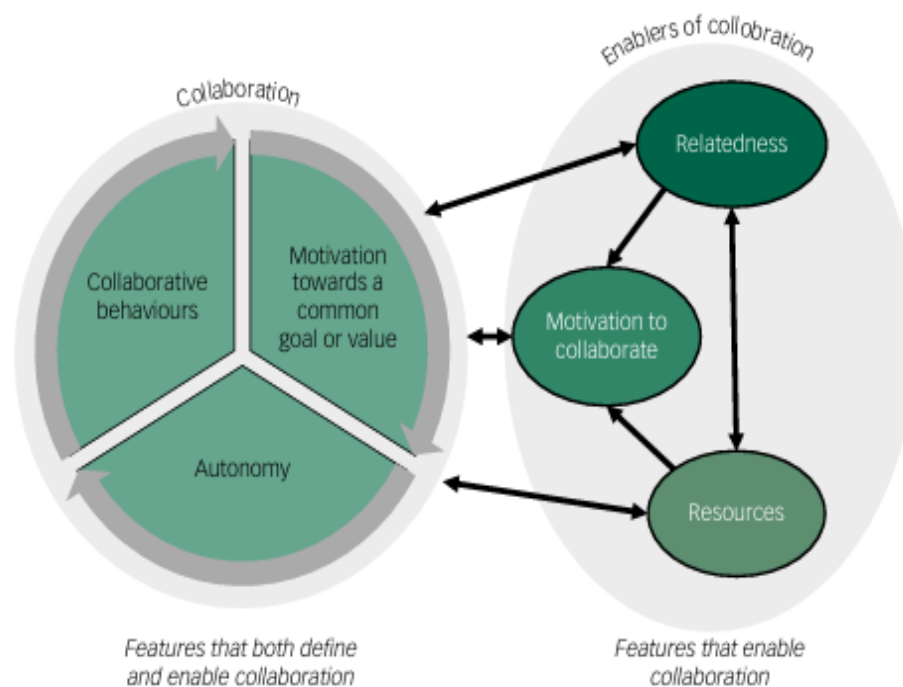


Figure 2-1: Factors that define and enable collaboration

Figure adapted from: Shoesmith *et al.* (2020:4)

The figure above illustrates the factors that characterise and facilitate collaboration. To utilise this figure for this study, it is essential, firstly, that the three spheres of government establish collaborative behaviours. Essentially, this means that despite each sphere's autonomy to function independently as explained in Chapter 1, the three spheres of government should cooperate towards a shared objective, in this case, and for the purposes of this study, the shared objective is sustaining implementation of Section 100 interventions within the North West Provincial Department of Health. When the spheres of government share a common objective, it encourages collaboration and mutual assistance amongst them. In this scenario, the availability of ample resources such as financial and human resources are some of the aspects/enablers that enhance effective collaboration.

Furthermore, Collaboration Theory is defined as a process by which parties confronting different facets of an issue constructively examine their differences and come up with corrective measures that go beyond each party's narrow conception of what is feasible (Oraee, Hosseini, Edwards, Li, Papadonikolaki & Cao, 2019:840). As argued in the previous sections, it is no surprise that the different spheres of government have many differences, especially when it comes to cooperative decision-making and problem-solving. However, these spheres should collaborate to develop solutions that mitigate the identified differences and achieve feasible outcomes. In addition, Chaffee (2019:147) explains that a collaborative endeavour is any shared effort by two or more entities to complete a task or project. Moreover, collaboration experts emphasise that attainable objectives, a shared vision, and a clear purpose are essential components of a successful collaboration.

It is therefore important that when establishing intergovernmental relations within the three spheres of government, these spheres should have a common vision, feasible goals, and a recognisable purpose, such as sustaining the implementation of Section 100 interventions within the North West Provincial Department of Health. Although this is discussed in a variety of ways, it becomes clear that a shared goal is what will unite and maintain groups, and might be seen as a prerequisite for working together (Roberts, van Wyk & Dhanpat, 2016:4–5). Jamal and Stronza (2009:169) opine that collaboration is a dynamic and adaptable process that changes over time, enabling many stakeholders to work together to address challenges or problems. Additionally, according to the New Public Governance Model, public management reform should support management practices that boost public service motivation, rather than pay-for-performance schemes that stifle motivation and reduce organisational effectiveness in order to foster collaboration in public sector organisations (Krogh & Triantafillou, 2024:3049). Therefore, collaboration can successfully promote public innovation as a conceptual underpinning of New Public Governance (Popeda & Hadasik, 2024:24).

According to Follett (1940), cited by Metcalf and Urwick (2014:35), collaboration in conflict or crisis situations can take many forms, which includes dominance, voluntary submission, integration, and occasional compromise. The authors argue that integration is perceived as the most effective and abiding approach. This is because this approach

looks for solutions that address the needs of all the people involved without coercion and compromise (Metcalf & Urwick, 2014:35). Follet (1925:1) additionally delves into the law of the situation. According to the author, this approach promotes a more collaborative approach to problem-solving by all of the parties involved. The author contends that authority should be determined by situations, rather than by positions of hierarchy. This is also the case regarding the spheres of government, where freedom is determined by situations, rather than the national sphere of government being considered the only one that has full authority.

In practice, different mechanisms can be employed at different stages of an intervention. For example, during certain phases of Section 100 interventions, the national government may exercise control over processes to ensure prompt remedial action, even though the North West Department of Health may voluntarily agree to receive guidance for institutional recovery. This means that both voluntary submission and dominance can have long-term benefits during times of crisis, so these relationships are not always negative. Thus, knowing which mechanism is in use at any given time helps managers and policy-makers to identify integration opportunities. In all spheres of government, this promotes cooperative problem-solving, shared accountability, and long-term outcomes (Ziegler, 2010). It is argued that cooperation between South Africa's three spheres of government is still crucial to building and sustaining sustainable communities, even though it is acknowledged that the type of collaborative mechanism may vary depending on the situation, crisis, or stage.

Given the discussion above, it is clear that collaboration regarding Section 100 intervention plays a crucial part in the study's objectives. Therefore, it is critical that public institutions such as the North West Provincial Department of Health, as well as local and national levels of government, recognise and comprehend the essential components and characteristics of collaboration, as well as the factors that facilitate it, as described and discussed in Figure 2.1 above. This knowledge is necessary to develop an intervention framework to sustain the implementation of Section 100 interventions within the North West Provincial Department of Health that is both effective and efficient.

2.8.2 Federalism Theory

The pivotal moment in the United States federal theory and practice occurred in 1787–1788, when a compromise between proponents of a national government (possibly a “republicanised” British government) and those who wanted a federal government traditionally understood a foetus of delegated central power, and produced what is now known as the federal state, a hybrid that is nothing more than an article-by-article fusion of two fundamentally different types of government (Riley, 1973:95). Several writers consider that the American experience is where federalism history began, because it established the first stable federal republic, which served as a model for federalist research and a guide for the creation of further federal states (Lepine, 2012:2).

Federalism has provided a novel framework for the establishment of independent but interdependent state governments, ever since it was originally introduced in the United States (Gebeye, 2020:96). This is also the case within South Africa, where each sphere of government is independent, but interdependent on another level. The principle of interconnection and interdependence, which is aimed at the national good, refers to the exercise of the duty of supervision for the autonomy exercised by one sphere to minimise tensions (The White Paper on Local Government, 1998:7). The term federalism, which dates to the Nineteenth Century, is comparatively recent. Nitszke (2008:416) clarifies that one might refer to federalism as the theoretical foundation of a federation. This means that it is a set of principles that determines the organisation, operations, and decision-making procedure of a federation. In this instance, the Federalism Theory plays a significant role in sustaining the implementation of Section 100 interventions within the North West Provincial Department of Health. This is because specific principles, operations and the decision-making procedure that were used within the provincial department when it was placed under administration could assist in identifying gaps when developing an intervention framework to sustain implementation of Section 100 for the institution.

Burgess (2006:1) explains that a specific type of state is called a federation. While South Africa is not a federation, federal-like features exist. For instance, it is a unique organisational structure or institutional reality whose primary goal is to use constitutional entrenchment to accommodate the constituent entities of a union in the central

government's decision-making process. South Africa differs from classical federations because provinces do not have original sovereignty or independent constitutions. This description is also significant for this study, to ensure that the North West Provincial Department of Health acknowledges the Constitution, 1996, as argued in Section 2.7.1, and performs what the Constitution specifies regarding provincial departments, including certain principles as stipulated in Chapter 3 of the Constitution of the Republic of South Africa, 1996.

Riley (1973:90) explains that in a broader and more inclusive sense, the term federalism refers to "any kind of linking of autonomous units" that is protected by a constitution, as stated by Carl Friedrich. It addresses both amoral, everyday concerns and deep moral dilemmas at the same time. According to the author, there are several facets to the Federalism Theory. This means that federalism is political, social, cultural, legal, philosophical, ideological, and constitutional (Burgess, 2006:1). Thus, it is important to establish all of these facets for effective federalism in public institutions.

Furthermore, Satyanarayana (2011:211) clarifies that the forces such as economic, social, political, and cultural that have rendered the external forms of federalism necessary, should be searched for to determine the fundamental essence of federalism, rather than the nuances of legal and constitutional nomenclature. This means that it is important that provincial departments such as the North West Provincial Department of Health acknowledge the forces identified from the above, and not only focus on the constitutional norms. It is argued that in doing so, it could ensure achieving the objective of sustaining the implementation of Section 100 interventions successfully and efficiently. Vestal (2019:102) argues that compromise is necessary to justify federalism in an equilibrium arrived at in a given historic moment, balancing separatist and unitary tendencies (Vestal, 2019:102). This means that the three spheres of government should make compromises where necessary, such as the sharing of resources, to ensure that the implementation of Section 100 interventions becomes sustained in the long run.

On a global scale, federalism requires both shared and self-rule (Adedire, 2014:58). According to the author, it allows for multi-level government, which permits independent political entities to carry out their unique duties within a political framework. This is also

the case in South Africa, where each sphere of government carries out its duties independently. However, other spheres could intervene, if one sphere requires intervention from the other spheres. Federalism, which derives from the Latin word *foedus*, which means "league," "treaty," or "compact," has come to refer to an organisation in which the functions of a central government and a decentralised government are separated, so that each type of government has certain responsibilities over which it has the ultimate say. The theory includes core principles, including political balance, security and protection, justice, shared power and decision-making, and individual and collective freedom (Roth, Stohr, Amend, Fridgen & Rieger, 2023:2-3). According to Da Silver (2023:5), federalism is characterised as a form of a contractual relationship that is presumably long-lasting, allows for the sharing of authority, avoids the question of sovereignty, and enhances existing organic relationships, without attempting to displace or lessen them.

It is important to note that federalism has been presented as a successful system capable of handling complicated socio-economic, cultural, and political concerns at the national, regional, and global levels. It possesses institutional sophistication and normative appeal (Gebeye, 2020:97). Therefore, and according to the author, to ensure that federalism is established, there must be, at the very least, (a) at least two levels of government, each with some degree of sovereign authority, (b) a supreme written constitution that is amendable unilaterally and has a horizontal and vertical division of power, (c) mechanisms for representing shared and self-rule, and (d) an umpire. This is significant to note because it ensures that there is autonomy amongst the spheres of government. It is important to additionally note that a country's federalism is largely determined by the distribution of powers between the national and local administrations (Satyanarayana, 2011:211).

Lepine (2012:43) explains that Friedrich's primary contribution to American political science was to view federalism as a process rather than a design. In this instance, the author views federalism as a "process of federalising," as dynamics rather than as a pattern, a structure, or a design, to expand its theoretical scope. Vestal (2019:102) consecutively states that Carl Friedrich proposed a theory of federalism as a process, in which the author claimed that federalism and federal relations could be described "in dynamic terms." In this sense, the author contends that federalism needs to be viewed

from a meta-theoretical angle, as a broad political philosophy, or as a paradigm taken in a broader meaning.

Furthermore, Vestal (2019:99-101) explains that federalism is a system of governance where two spheres of government with the same footing share powers. This concept entails that individuals, groups, and polities are linked in a lasting but limited unification, that allows the constant pursuit of common goals while also sustaining the integrities of all parties that are involved. This contention adds layers of political power to a government scheme, which allows it to be widely shared and more democratic. Fenna and Schnabel (2023:3) explain that the autonomy concerning federalism entails that every member of the government should have complete autonomy over local concerns, since it is the closest to the people; however, it is subject to a shared authority on issues that have an impact on the entire population.

However, the contention made above limits the North West Provincial Department of Health's complete authority, due to the invocation of Section 100 interventions, where the national government took over the responsibilities of the Department that are normally performed by the provincial sphere of government, to establish stability and effective service provision. This means that provincial departments operate under a framework that balances independence and collaboration with the national sphere of government, to guarantee effective service delivery, should the Department be placed under administration according to the section. Thus, the interconnectedness concept, which is mandated by the Republic of South Africa's 1996 Constitution, is given preference.

Federal bodies, such as those in the United States, Canada, Australia, and Germany, give at least two entities (federal governments, provinces and cities) final decision-making powers over at least one issue, when faced with questions of the type who can decide what and when (Da Silver, 2023:1). As a result, the author contends that federalism necessitates cooperation and loyalty between the federal and provincial governments, as well as frequent consultation and the submission of disagreements to neutral third parties for resolution. Kramer (1994:1485), however, cautions that federalism either strengthens or weakens government, either encourages responsible fiscal policy or fosters tyranny, either strengthens freedom or tolerates racism, either supports participatory democracy or solidifies local elites, either makes regulations more diverse or creates a race to the

bottom, either defends individual liberty or encourages tyranny. In this regard, provincial departments such as the North West Provincial Department of Health must assess the benefits and challenges of federalism. It is, however, advised that provincial departments focus mainly on the possibilities of challenges, and turn them into benefits for the effective functioning of the institution and rendering services effectively.

Drawing from the preceding discussion, the Federalism Theory assumes significance within the context of this study. This theory underscores the importance of autonomy amongst the three spheres of government, allowing each sphere to establish its regulations and responsibilities within its domain. However, it also encourages consultation amongst the other spheres of government, when issues arise that necessitate cooperative decision-making and mutual agreement. This collaborative approach to decision-making (which will be elaborated upon in Chapter 4 of this thesis) is crucial, as it ensures that the processes involved when mitigating issues such as sustaining implementation of Section 100 interventions within the North West Provincial Department of Health are effectively managed by following prescribed processes of decision-making.

2.8.3 Systems Theory

There is no universally accepted definition for Systems Theory and can simply be defined as the theory that underpins the study of systems, or as a trans- and inter-disciplinary theory that supports studies of complex systems in nature, society, organisations, and science (Yawson, 2013:56; Adams, Hester, Bradley, Meyers & Keating, 2014:112). Watson (2012:185) argues that understanding what a system entails is crucial before defining a system theory. In this instance, the author explains that a system is made up of various components, such as individuals, cells, organisations, and planets, that are interrelated to the point that they eventually develop their patterns of behaviour. It is important to reflect and note that this definition is interesting and vital for this study, because the system of the three spheres of government in South Africa comprises of different components that include but are not limited to individuals referred to as public servants, who should render services between these spheres, and comprise of different organisations deriving from all three spheres of government, that are interrelated but develop their patterns for effective rendering of services.

Johnson, Kast, and Rosenzweig (1964:367) explain that the System Theory offers a framework for conceptualising internal and external environmental components as a cohesive whole. It makes it possible to identify a subsystem's correct location and purpose. The fundamental tenet of the Systems Theory in South Africa is that "the whole is greater than the sum of its parts." Mele, Pels and Polese (2010:126) argue that due to the increased significance of the connections between the components and the outcomes of their interactions, "system elements are rationally connected" in the direction of a common goal. Ramogayane and Jarbandhan (2018) explain that a systems theory will jeopardise a methodical approach to intergovernmental relations and encourage shared visioning, integrated service delivery, efficiency, and economies of scale. All of these elements outlined by Ramogayane and Jarbandhan (2018) above are significant for sustaining the implementation of Section 100 interventions within the North West Provincial Department of Health.

Systems Theory is a social science methodology that is based on the concept that the researcher's phenomena are a subset of larger processes and relationships. It necessitates an awareness of the communication process and the underlying culture that holds organisational systems together (Jansen van Vuuren, 2004:39). As argued previously, effective communication is a necessity. This means that the Systems Theory would play a significant role amongst the three spheres of government in South Africa, to ensure that effective communication is established.

David Easton has been acknowledged for developing the Systems Theory. The scholar defines an organisation as a system, as a collection of components or units that imports inputs and exports outputs to interact with its surroundings (Easton, 1957:386). It is argued that this also includes the North West Provincial Department of Health, since it comprises different components and units, such as units where its employees are placed to render services to the public that need to be imported and exported to interact with its surroundings. Consequently, Adedire (2014:63) argues that a system may be closed or open. The author explains that closed systems do not interact with their surroundings, whereas open systems do interact with their surroundings.

Mele, Pels, and Polese (2010:126) state that Systems Theory is an interdisciplinary theory that covers all systems in society, nature, and many scientific fields. It also

provides a framework for conducting comprehensive, holistic investigations of a phenomenon. The theory is also beneficial, as it could investigate Section 100 interventions comprehensively, holistically, and as a whole. This means that it could look at the phenomenon in all aspects, to discover its surroundings, such as the causes of such interventions, and the processes and procedures used to determine whether a department should be placed under administration, according to Section 100 interventions. In addition, the Systems Theory advocates that a researcher should approach systems as a whole, made up of connected elements (Steward & Ayres, 2001:81).

Furthermore, the Systems Theory as a foundation for researching interorganisational relationships has drawn several criticisms (Vielba, 1992:73). According to Jansen van Vuuren (2004:28), researchers discovered that all cause and response relationships occur in a more sophisticated system of relationships, as opposed to approaching the universe from a cause-and-effect perspective. This is important to take into account, to understand the cause of the invocation of Section 100 interventions within the North West Provincial Department of Health, and to determine the effect, whether positive or negative, that such intervention made (which will be elaborated upon later in the empirical investigation of this study, in Chapter 6). The author argues that the Systems Theory works against the analysis of the social world, and is interested in the variety of interactions that exist between the many parts of the social world. This could also involve the interaction amongst the three spheres of government in South Africa.

According to Jansen van Vuuren (2004:30), the Systems Theory argues that it is impossible to address the fundamental link between the parts outside of the framework of the whole. For the purposes of this study, this would be beneficial when sustaining Section 100 interventions within the North West Provincial Department of Health. In other words, a link that acknowledges the outside of the framework of the whole should be established amongst the three spheres of government, particularly when it comes to communication. In addition, according to causal analysis, which is grounded in Systems Theory, when mistakes happen, the environment that made it possible for them to happen should be taken into consideration, rather than just personal shortcomings. This means that when analysing the reasons and effects of the invocation of Section 100 within a

provincial department, it is also important to acknowledge the environment of the institution, rather than only looking at the personal shortcomings of the institution.

Furthermore, the causal analysis also states that well-thought-out interventions that are created after examining recurring behaviours and patterns throughout time can have an impact on results (Anderson, 2016:126). This means that constant monitoring to assess recurring behaviours and patterns within the North West Provincial Department of Health is also important to ensure that implementation of Section 100 interventions is successfully sustained. Thus, a systems theory is a theoretical viewpoint that examines an event as a whole, rather than as the simple accumulation of its component elements. In this instance and for the purposes of this study, the Systems Theory would be beneficial for the whole North West Provincial Department of Health, since it would assess the Department as a whole and not only specific units.

The System Theory's early proponents, including Ludwig von Bertalanffy, claimed that the theory could be applied to comprehend any kind of system. Watson (2012:184) states that understanding the dynamic behaviour of complex systems, including how different system components interact to influence the system's behaviour in frequently unexpected and non-linear ways, is the goal of Systems Theory (Watson, 2012:184). This means that the goal of the Systems Theory is to create a methodical theoretical framework for characterising broad interactions in the empirical world (Johnson, Kast & Rosenzweig, 1964: 383). Jansen van Vuuren (2004:31), in addition, contends that the Systems Theory concentrates on the fundamentals of all systems' organisations, irrespective of their particular design.

Thus, Johnson, Kast and Rosenzweig (1964:383) outline six attributes that are present in all systems, namely stability, flexibility, self-regulation, adaptability, hierarchy, and wholeness. The authors further explain that the fundamental functions of the Systems Theory are planning, organising, controlling, and communicating (Johnson, Kast & Rosenzweig, 1964:383). This assertion is important for the North West Provincial Department of Health, to ensure that planning, controlling, organising and effective communication are established, when dealing with operational issues, so that no future interventions within the Department would occur. In addition, the theory's application is predicated on the supposition that while most people aspire to do excellent work, various

factors impact them, and effective systems not only recognise, but also accommodate these impacts (Anderson, 2016:1).

As posited by Adedire (2014:63), this theory holds relevance to the study due to its emphasis on effective communication between different spheres of government for policy-making and addressing various state-related issues. The argument asserts that rather than engaging in competition, the constituent parts should complement each other. Moreover, this theory holds significance as it evaluates the environment holistically, ensuring stability, flexibility, and adaptability. This is advantageous, because for the North West Provincial Department of Health to function effectively, all three spheres of government must establish efficient communication channels. This could be done by utilising the Systems Theory, which ensures that the functions of all of the spheres of government are integrated. In particular, the national government should demonstrate flexibility and the capacity to adapt to cooperative decisions made regarding the implementation of Section 100 interventions.

2.9 STRATEGIES FOR EFFECTIVE NATIONAL GOVERNMENT COORDINATION IN INTERGOVERNMENTAL RELATIONS

For many public administrators, the preferred approach to service coordination is to create more cooperative and collaborative networks of links between government departments (Keast & Brown, 2002:439). This means that different entities and organisations should be involved collaboratively and cooperatively, to ensure that coordination in intergovernmental relations is established. Accordingly, coordination in intergovernmental relations is an effort to maximise the coherence and consistency of political decisions made by various actors, policies, and levels of government, to solve issues that are of shared interest to several stakeholders (Lowatcharin, Crumpton & Pacharoen, 2019:46). The authors clarify that markets, networks, and hierarchy can all be used to characterise the coordination present in intergovernmental relations. Nonetheless, each institution must understand its role in accomplishing shared objectives, and the objectives of coordinated action must be clearly stated (Khanyisile, 2022:15).

The coordination procedure ensures that none of the three spheres of government does the same tasks twice. In this regard, coordination is a crucial component of an effective

decentralised governance system (Mangwanya & Shava, 2023:773). Thus, assigning responsibilities to provincial and local levels of government should not be a way for the central government known as the national government in South Africa to relieve itself of financial and administrative burdens; rather, it should be predicated on jointly providing public services, and this must be supported by the required financial resources (Bodilenyane, 2022:38). The author asserts that assigning responsibilities to local government should be predicated on co-provision of public services, rather than being a way for the central government to escape accountability.

It is recommended that the central government focus its efforts on guaranteeing compliance, rather than taking on tasks that are better left to local organisations (Bodilenyane, 2022:41). Although central government institutions are expected to contribute to the accomplishment of community outcomes, their planning cycles and processes are not aligned with those of local authorities (Cheyne, 2008:40). The central government institutions' planning cycles and procedures should be aligned with those of local authorities, to ensure effective service delivery outcomes. In other words, more authority should be transferred to local councils, more emphasis should be placed on local-intergovernmental relationships (between central government representatives and local council executives), and cooperation between and amongst central government representatives and local council executives should be improved. In addition, Andrew (2020:ii) suggests that to improve intergovernmental relations, the central government should adopt a policy on intergovernmental relations contained in a framework document specifying the modalities for relations between the central government, regional councils, and local councils. In this instance, a policy on intergovernmental relations, known as the Intergovernmental Relations Framework Act 13 of 2005, will be discussed in detail in Chapter 5 of this study.

Furthermore, the distinct duties amongst the three spheres of government would determine how the central and lower levels of government interact with one another (Wright, 1978:13). These duties should be clearly outlined to ensure that every sphere of government understands its role. Hattingh (1998:1) explains that while the central government frequently has no boundaries, each of them needs to be aware of their own. This means that interference from the central government should be viewed as a compliment to these efforts, rather than as a burden. Contrarily, lower levels of

government are required to operate within the bounds of the law and adhere to established norms (Hattingh, 1998:1).

According to the author above, officials at all governmental levels should receive the required training to comprehend their roles and the fundamentals of their interactions when the central government transfers authority and responsibilities to lower spheres or levels of government. The two other spheres of government, which do not have the same stature, are typically dominated by the central government. Therefore, disagreements between the provincial and central governments are often a result of the policy-making process itself, and the decisions made during it (Gaoretelelwe, 2017:10). For this reason, the three spheres of government must not interfere with one another, to guarantee their effective and efficient operation. This means that effective coordination between the central government depends on the promotion of non-hierarchical relationships and continuous evaluation of intergovernmental connections, to ascertain their maturity and efficacy (Ditlhage, 2022:2).

Furthermore, one more complaint has been made regarding the perception that central governments will always take precedence over the provinces', and that decisions made in these committees are imposed on the provincial governments without giving their own legislative and policy structures the proper weight (Tapscott, 2000:124–125). Thus, cooperation amongst the spheres needs to be established for effective services to be realised, without making one sphere superior and more important than the other. It is argued that the interaction between the central and municipal levels of government is a matter of concern. This is because the relationships between the various levels of government are always tense and contentious. Makoti and Odeku (2021:51), in this regard, suggest that one method for resolving interstate conflicts is litigation.

Ramogayane and Jarbandhan (2018:145) further caution that effective intergovernmental relations are hampered by institutional cultures and practices that are silo-based. Therefore, through shared visioning, cooperative decision-making, communication, governance, and accountability, the authors contend that a systems theory would enhance intergovernmental collaboration and result in better service delivery and economies of scale. This approach of the Systems Theory was elaborated upon in the theories influencing this study (see Section 2.8.3), demonstrating its significance. Thus,

the three spheres of government in South Africa must acknowledge this theory. Khanyile (2022:38) advises that all key role players must be capacitated to promote and implement cooperative intergovernmental relations in South Africa. To do this, it is necessary to make use of and reinforce intergovernmental relations structures, and to concentrate on the ongoing enhancement of capacity building in the municipal and provincial spheres of government.

As argued above, effective intergovernmental relations are essential, and they could be accomplished if and when important role players work and collaborate. In this instance, and to ensure that intergovernmental relations are successful, coordination must function like a machine or connection. Still, a lot depends on how deeply important role players and important decision-makers participate (Ditlhage, 2022:40). Khanyisile (2022:11) contends that although it usually retains the capacity to determine the extent of those powers and to make the ultimate decision on most state matters, the central government may choose to delegate some of its controlling authority to subnational entities. Hofisi (2022:59) concludes by arguing that effective governance necessitates policy convergence amongst the three spheres of government. Therefore, the author highlights the need for policy integration as an essential complement to intergovernmental relations. This means that the possibility of unexpected consequences arising from potentially incompatible goals is greatly reduced when policies are integrated.

The aforementioned strategies are significant to ensure that effective central government coordination is established. In general, this could assist in sustaining the implementation of Section 100 interventions successfully.

2.10 CHAPTER CONCLUSION

This chapter aimed to explore how intergovernmental relations, both locally and internationally, necessitate central/national government coordination of its functions in an integrated manner. Thus, to ensure that the central government mandates its functions integratively entails a system of structured, cooperative, and constitutionally guided interaction between political and administrative actors across the national, provincial, and local spheres of government, aimed at enhancing service delivery, accountability, shared problem-solving, including cooperative decision-making, and the alignment of policies in a decentralised governance framework. The chapter delved into the evolution of

intergovernmental relations, aiming to understand the scholarly discourse and historical development surrounding this phenomenon. Emphasis was also placed on the significance of national government coordination within intergovernmental relations, providing a comprehensive overview of how such coordination could aid the South African national government in integrating its functions, while sustaining the implementation of Section 100 interventions. The chapter underscored the pivotal role of national government in intergovernmental relations, particularly in clarifying the roles and responsibilities of the three spheres of government to prevent confusion.

Furthermore, the chapter outlined various theoretical approaches that provincial departments should acknowledge. This consists of the constitutional/legal, democratic, financial, and normative/operational approaches when navigating intergovernmental relations during the sustainment of implementation of Section 100 interventions. Moreover, the chapter highlighted key theoretical frameworks influencing the study, such as Collaboration Theory, Federalism Theory, and Systems Theory, stressing their practical application when sustaining interventions, with particular reference made to Section 100.

Finally, the chapter presented strategies for effective central government coordination in intergovernmental relations, emphasising the importance of clear communication from central government to the other spheres of government, to ensure that developmental objectives are achieved, such as facilitating the successful sustenance of Section 100 interventions.

The following chapter presents theoretical underpinnings regarding cooperative governance.

CHAPTER 3 THEORETICAL UNDERPINNINGS: COOPERATIVE GOVERNANCE

3.1 INTRODUCTION

In the preceding chapter, a theoretical exposition regarding intergovernmental relations, which included the working definition for this study, was presented. This discourse delineated the evolutionary trajectory of intergovernmental relations, encompassing theoretical frameworks that provincial departments could acknowledge to bolster the sustainability of Section 100 interventions. Emphasis was placed on elucidating the significance and role of national government coordination, delineating the functions and dimensions within the context of intergovernmental relations. In addition, attention was placed on underscoring the theoretical underpinnings influencing the study within the context of intergovernmental relations. The chapter posited that these theoretical constructs hold significance, as effective coordination constitutes a pivotal mechanism amongst the three spheres of government, to ensure the efficient and effective delivery of health services. Furthermore, it was contended that fostering effective relationships through constant communication amongst the three spheres of government is paramount to ensure that the central government coordinates its functions integratively.

In this chapter, the argument is that the three spheres of government must engage in concerted cooperation, to ensure that the intergovernmental relations fostered are imbued with commitment, trust, and loyalty. Doing this would ensure that the implementation of Section 100 interventions is successfully sustained within a provincial department. It is important to note that since the end of apartheid in 1994, the South African system of cooperative governance has undergone significant development. This evolution has been ascribed to both the constitutional and legal framework and the statutory commitment of the various spheres of government to operationalising the principles of cooperative governance and intergovernmental relations (Malan, 2008:76). Thus, in contemporary global governance and public administration, cooperative governance has emerged as a vital institutional framework (Ramogayane, 2019:61). This underscores the necessity for cooperation amongst governmental spheres to ensure the effective and efficient provision of health services. The foregoing information directly contributes to addressing the primary research question of this study, which is: *What*

could be done to sustain implementation of Section 100 interventions within the North West Provincial Department of Health? Considering this context, this chapter provides a comprehensive examination of the theoretical underpinnings of cooperative governance. These theoretical underpinnings serve as a cornerstone for the analysis of the empirical aspects of the study.

The study argues that cooperative governance represents a relatively new concept in South Africa, underscoring the imperative for a provincial government to demonstrate resourcefulness in its interactions with other governmental spheres. Moreover, the study stresses the necessity for the North West Provincial Department of Health to adequately acquaint itself with relevant concepts of this phenomenon, to ensure a clear understanding of its obligations within each sphere, drawing upon the provisions outlined in Chapter 3 of the Constitution of the Republic of South Africa, 1996. This, in turn, is deemed essential for the successful implementation of Section 100 interventions.

3.2 CONCEPTUAL AND CONTEXTUAL FRAMEWORK REGARDING COOPERATIVE GOVERNANCE

Globally, cooperative governance has been a positive development with promising prospects (Looyen, 2000:150). As explained in Chapter 1, cooperative governance can be traced back to the German *Bundestreue* concept, which comprises a set of unwritten rules that serve as the foundation for partnerships between the national and provincial governments. The concept indicates that the German Constitutional Court upheld the principle of confidence and good faith amongst the several branches of the German Federation. Accordingly, cooperative governance suggests that national and subnational jurisdictions have specific legal and political duties to assist and confer with one another on issues of mutual interest to work together and preserve cordial ties (Greyling, 2014:202).

Ile (2007:18) outlines that conflict across governmental spheres has frequently emerged from the way in which government activities are managed in most countries. Hence, the various spheres of government in South Africa must work together to prevent these kinds of conflicts, so that the country can provide effective services to the citizens. In this regard, the Constitution of the Republic of South Africa, 1996, established cooperative

governance by creating the three spheres of government. Mbele (2021:102) explains that this aims to encourage participatory governance and decentralise governance in South Africa, since the apartheid administration had a centralised governance structure. Mpinga (2020:110) concurs that the Constitution, 1996, makes a provision for cooperation in the form of cooperative governance. To clarify, the Constitution of 1996 lays out four prerequisites in Section 41 (1) (C) to enable service delivery through cooperative governance. The prerequisites are designed to facilitate coordination, collaboration, and cooperation across the local, provincial, and national spheres of government (Mbecke & Mokoena, 2016).

Malan (2008:78) states that cooperative governance is predicated on the idea that the three spheres of government may collaborate to provide services to South African citizens that will benefit them all. The author explains that it may strengthen the collective's capacity, while placing restrictions on individuals' ability to create and carry out laws and policies, since it is predicated on relationships between institutions regarding specific policy areas (i.e., structured and rule-based relationships). This means that it stands for the fundamental principles of the government, which include maintaining peace, national unity, appropriate coordination and cooperation, effective communication, and averting conflict. These principles are also put into practice by the creation of institutions and structures (Malan, 2009:1140). This assertion is also motivated by Jeffries (2012:57), in that cooperative governance is good governance. This means that good governance is characterised by democratic, transparent, and accountable government, as well as a method of utilising state power that will uphold human rights, transparency, certainty, predictability, and a climate in which state action is justified (which will be elaborated upon in the next chapter). Thus, it is argued that cooperative governance is the condition in which all spheres of government, national, provincial, and local cooperate to guarantee an efficient, accountable, transparent, and cohesive government (Mpinga, 2020:94).

According to Jeffries (2012:7), the Constitution, 1996 introduced the concept of cooperative governance to encourage the various spheres of government to function as a cohesive whole. This fulfils the objectives of fostering positive relationships between the spheres of government, and promoting a culture of good governance while considering the unique historical perspective of the nation. Therefore, to administer public policy, Galukande (2019:31) argues that it entails integrating the government and civil

society organisations into public-private networks. One of the main cooperative governance scholars, Marks (1996:22), defines cooperative governance as a system of continuous negotiation amongst nested governments at several territorial tiers. It is important to note in addition that, according to cooperative governance, political power is seen as being dispersed amongst or existing within several spheres of government, and all of these "tiers", local, national, and international, are significant actors in modern politics. In South Africa, however, these would be the three spheres of government. The author argues that power is understood to be shared by a variety of institutions and actors along the whole scale range, rather than primarily existing within states at the centre (Zulu, 2014:13). Cooperative governance advocates for collaboration between the three spheres of government, each of which is distinctive and has a separate function to carry out (Nhlabathi, 2011:viii). Tafeni and Mngomezulu (2022:1) clarify that the word distinctive essentially refers to the autonomy of each sphere, indicating the extent to which each sphere has the last say over a given issue that falls within its jurisdiction.

Stated differently, Van Schalkwyk (2019:23) explains that cooperative governance is the philosophy of a partnership-driven government and includes the decentralisation of authority. It comprises cooperation between the spheres of government, with each playing a distinct function. To accomplish goals, cooperative governance between the national, provincial, and local spheres needs, amongst other things, clear directives, efficient communication, and closer collaboration (Zulu, 2014:29). All three spheres of government must work together for it to function as a whole; although they are perceived as separate and interdependent, they are connected. Ntoyapi (2020:24) states that cooperative governance acknowledges the complexity of government in contemporary society and accepts the integrity of each sphere of government. Thus, the idea of cooperative governance is important, because it has a discernible effect on how the various spheres of government are expected to carry out their respective mandates, and do not find appropriate and sufficient practical expression in the relationships and operations of those spheres (Maluleke, Sehoole & Weber, 2017:37).

Globally, effective cooperative governance is communicative rationality, which comprises a non-coercive, uniting, consensus-building force of a discourse in which participants transcend their initial subjective beliefs in favour of a rational agreement (Zulu, 2014:29). Malan (2009:1142) explains that the fundamental ideas of cooperative governance

include partnership, cooperation, co-management, engagement, alignment, integration, and coordination. In this instance and considering the fundamental ideas of cooperative governance such as coordination, partnership, cooperation, co-management, alignment, integration and engagement, the study makes the following argument: a provincial department such as the North West Provincial Department of Health may be better able to sustain implementation of Section 100 interventions, if it acknowledges such fundamental ideas. Novkovic (2013:94) argues that risk and good cooperative governance are inextricably linked. Accordingly, this means that the main goal of cooperative governance is to maintain unity between the national government and subnational governments, when deciding on national interest delivery priorities (Plaatjies, 2008:7). Similarly, Maluleke (2015:4) contends that the main goal of cooperative governance is to promote and strengthen collaboration in the pursuit of enhancing national performance, rather than to guarantee that provincial departments comply with national departments. Michaud and Audebrand (2022:7) outline another crucial role of cooperative governance, which is maintaining the cooperative identity and social mission, which in turn affects governance mechanisms and decision-making bodies.

In facilitation of effective governance there is a shift away from a narrow focus on governance to a broader focus on good governance, which includes, amongst other things, the method by which governments are chosen, overseen, and replaced; the ability of the government to create and carry out sound public policies; and the state's and citizens' respect for the institution that regulates their interactions in the social, economic, and environmental spheres (Nealer, 2016:10). The author makes the case that, amongst other things, transdisciplinary research and collaboration, as well as bolstering public policy-making and action implementation, should be used to build partnerships for effective cooperative governance. Jeffries (2012:61) argues that it is evident how important cooperative governance procedures are, as is the value that can be added to a decision-making or implementation process, by considering a variety of perspectives from the various spheres of government. As a result, the existence of five pillars such as prioritising people and their concerns, assisting in the provision of municipal services that meet the appropriate standards and quality, encouraging good governance, accountability, and transparency, guaranteeing sound financial management and accounting, and fostering institutional resilience and administrative capability within an

organisation, is indicative of excellent governance. Taken together, these five pillars constitute effective cooperative governance (Tripathy, Paliwal & Nistala, 2021:157–158). Stated differently, this means that each sphere of government should and must follow the law, should be accountable for its actions, should participate in issues or problems concerning another sphere of government, should be transparent with decisions, and should be predictable regarding the services that it offers.

Looyen (2000:77), in addition, contends that the quality of governors' abilities determines the effectiveness of cooperative governance. In this regard, Molebeledi (2018:74) specifies that cooperative governance necessitates that all spheres of government adhere to the following main objectives:

- Achieve important national policy goals, with specific targets that are informed by local and provincial situations.
- Cost-effective and sustainable service provision, responsive to the needs of the communities and accessible to everyone.
- Distinctly defined areas of accountability and duty for all state institutions.
- Thoughtful control of the transfer of power to the provincial and local spheres of government, to investigate asymmetrical possibilities in cases when capacity is limited.
- Foster innovation for cooperation and partnership while enhancing the effectiveness and accountability of the various institutions; and
- The eradication of unnecessary duplication and waste, such as turf battles.

These objectives mentioned above influence the achievement of the primary objective of this study, because for them to be realised, cooperation amongst the three spheres of government is a necessity. Tsheko (2020:47) argues that government departments will continue to operate in silos, if the objectives of cooperative governance are not understood and met, since there will be no coordination or alignment of efforts. This means that the pillars of cooperative governance require all spheres of government to administer the Republic of South Africa in a way that is efficient, responsible, transparent, responsive, and coherent. However, deficiencies in the governmental relations structures and protocols have resulted in inadequate coordination, both within and between the various departments, negatively impacting the ability to carry out national programmes

and ultimately leading to a breakdown in the provision of essential services (Maluleke, 2015:4). Consequently, improved coordination, integrated planning, budgeting, and service delivery inside and across all areas of government ought to result from cooperative governance (Ramogayane, 2019:201). Cooperative governance in times of emergency in modern society necessitates not only broadening the scope of governance to achieve comprehensive governance in natural disasters, accidents, public health incidents, and social security incidents, amongst other things, but also extending the duration of governance to achieve systematic governance in ex post facto recovery, interim rescue and disposal, and ex ante prevention and warning.

Furthermore, a thorough explanation of cooperative governance is given by Mamabolo (2012:4), who states that it is a collaboration between the three spheres of government. This means that, rather than relying on the exclusion of important segments of society, which in turn encourages conflict, each sphere must play a specific role and lend greater legitimacy to democratic regimes, their policies, and the results that result from accommodation, compromise, and occasionally consensus. Thus, to effectively implement cooperative governance, multiple subjects dealing with complex public administrative affairs must come to an agreement, work through differences, overcome the negative aspects of traditional administration, such as a single goal and low efficacy, and completely do away with a government-centred orientation. This can be done by providing equal consultation, rational discourse, benefit measurement, and collaborative governance based on predetermined guidelines (Siujun, 2019:38).

Jamaluddin, Saleh, Abdullah, Hassan, Hamzah, Jaffer, Abdul Ghana Aziz and Embong (2023:2) further explain that cooperative governance is a system (structure and procedures) for managing and controlling a cooperative organisation. This entails that it also establishes obligations amongst the board, members, employees, and administration, as well as the protocols and guidelines for decision-making in an organisation. It acknowledges the necessity to support South Africa's peaceful development, which also speaks to the creation of inclusive prosperity policies and strategies, which presupposes developing a long-term strategic framework (Van Schalkwyk, 2019:91). In addition, Plaatjies (2008) explains that the health system in South Africa, including the North West Provincial Department of Health, for the purpose of this study, operates based on cooperative governance, which imposes coordination

and makes provinces the de facto administrative outposts of the national government responsible for policies, projects, and service delivery. Thus, to guarantee effective, efficient, and productive delivery, cooperation and collaboration between the various spheres of government constitute the fundamental component of cooperative governance within public health systems (Maluleke, 2015:98).

Mkhwane (2019:44), who is in favour of cooperative governance, makes the case that it offers a means of resolving intergovernmental issues that arise primarily from the coordination of government functions and the restructuring of large bureaucracies' administrative operations. Seekoe (2017:45) states that it is hinted that agreements and protocols between public authorities must be established when required under techniques of cooperative governance, as mandated by governmental policy and regulatory mandates. In this regard, Ramogayane (2019:3) adds that cooperative governance is a tool that the government can use to accomplish certain development goals and outcomes, rather than an aim in and of itself. As a result, the system ought to improve service delivery, budgeting, and collaboration, both inside and between government departments.

Hannan (2014:702) associates cooperative governance with four main elements, which involve managing others' resources, monitoring to guarantee management responsibility, reporting members to others, and leadership, which is concentrated on long-term strategic visions. The above author, in addition to Anggraini and Violita (2018:88), opine that transparent, responsible, and responsive communication from individuals directly involved in managing and operating the cooperative membership is a necessary component of good cooperative governance. In addition to providing alternatives for risk management and long-term competitive advantage, good cooperative governance also offers value for efficient organisational activity monitoring (Tripathy, Paliwal, Nistala, 2021:154). The effective monitoring of a society's operations through good cooperative governance improves social performance (Kyazze, Nkote, Wasaisuka-Isingoma, 2017:4). Kamara (2021a:37) states that increased monitoring and evaluation capabilities are required to provide feedback on cooperative governance theory and practice. In this regard, the goal is to identify cases of good practice that should be duplicated, and areas of deficiency that should be rectified.

In summary, the conceptual and contextual framework of cooperative governance demonstrates that it is more than a constitutional obligation, as stipulated in Chapter 3 of the Constitution of the Republic of South Africa. To explain further, the conceptual and contextual framework presented above demonstrates that cooperative governance aims to promote integration, active participation, and effective responsiveness amongst the three spheres of government. The main elements identified from the above, such as cooperation, coordination, transparency, mutual accountability, and shared responsibility, demonstrate this. However, it is important to note that even though cooperative governance provides a system of responsive governance, the success depends on how well its elements are translated into practice. It is thus argued that the absence of practical collaboration, clear responsibilities, and effective communication channels amongst the three spheres of government may lead to ineffective service delivery outcomes.

The next section presents the challenges, issues, and tensions that hinder the realisation of cooperative governance.

3.2.1 Challenges, issues, and tensions of cooperative governance

Despite extensive research conducted on cooperative governance, there remains a gap in addressing the diversity of governance characteristics amongst countries (Liang, Dong, Bailey, Hu & Jia, 2022:665). This gap may lead to challenges, issues, and tensions within cooperative governance systems, potentially rendering them ineffective. The following section presents some of these challenges, issues, and tensions within the South African context, as well as on a global scale. This is presented below:

Challenges of cooperative governance	
Policy and planning -The best way to make the planning process work jointly. -How to use standardised implementation methodologies to support integrated planning and policy-making. -Clearly defining the tasks for IGR task teams. Thus, individual departments or institutions should incorporate IGR programmes and projects into their budgets. -Making decisions that work well when there are plenty of participants and distribution of authority including accountability.	Distribution of powers and functions -The Constitution's enumeration of powers and functions is not precisely defined in terms of its obligations. -Some roles in pertinent fields, like basic healthcare and land use planning, are not well defined. -Municipalities handle certain functions that are limited to the province, such as basic healthcare, museums, and libraries. -Transferring functions is possible without affecting municipalities. -While integrated development plans for housing, transportation, and space must be

	included by municipalities, the provinces retain power and funding.
Monitoring, support, and intervention -Failure to submit national and provincial reports on the state or local government by the law. -Provinces are not required to submit a state-of-the-province report to the national government. -If provinces choose not to step in to municipalities, there is no national intervention authority. -There is no national barometer to track all local government operations. -A lack of distinction between the monitoring responsibilities of the national and provincial domains. -There are no provincial or local failure early warning and response systems.	Clarifying the role of provinces -The province's current system of government's effectiveness. -The calibre of provincial accountability and the efficiency of provincial legislatures. -Concerns regarding the roles that provinces ought to fulfil in comparison to those of other domains. -Provinces lack fiscal discretion and are viewed as governments merely in name. -The provinces' role in the concurrent practice (housing, transportation, and roads) is unclear. -Wide variations in spending amongst provinces and inconsistent progress toward outcomes (education).
Complex local government system -The system establishes four tiers of government, each requiring funding. -The national government now provides all funding for nearly half of the districts; the redistributing role is no longer relevant. -"Shared" functions cause confusion and inefficiencies in terms of cost and production. -Disparities in functional arrangements because each province applies the system differently. -There has been no discernible improvement in regional planning; there is still little vertical coherence with national and provincial plans.	Relevant body to initiate major policy and institutional reforms. -There is not a single national political clearing house for laws and policies that affect local and provincial governments prior to Cabinet consideration. -Sector policies are mostly unaffected by the departments (CoG, National Treasury, and Department of Public Service and Administration) in charge of sphere-wide regulation. -It is unclear how departments with sphere-wide responsibility for structural transformation coordinate with one another. -Bringing conflicting policy goals together and coordinating co-leadership arrangements. -Who should be in charge of the constitutional requirements for unified legislation and policy throughout the government?

Table 3-1: Challenges of cooperative governance

Source adapted from: Malan (2012:121)

The challenges outlined above exert both direct and indirect effects on provincial departments such as the North West Provincial Department of Health. To elaborate further, persistent issues arise in the planning process amongst the three spheres of government, when roles and responsibilities are not delineated in written form, and when these governmental entities fail to fully commit to their assigned tasks. As argued in the previous chapters, while each sphere of government operates independently and

possesses the autonomy to adapt its tasks, there exists a reciprocal obligation for mutual assistance amongst these spheres in addressing issues such as Section 100 interventions, thereby enhancing overall efficiency. The thesis argues that it remains imperative to maintain continuous monitoring and evaluation of challenges identified amongst the three spheres of government, and the responsible sphere should also be monitored and held accountable by the other spheres.

Furthermore, given the central role of the provincial government, a well-defined policy framework should outline its mandated requirements, including budgetary allocations and expenditures. In addition, the complexity evident in the local government system often mirrors underlying complexities within the provincial and national spheres. Therefore, addressing these complexities necessitates an initial resolution between the provincial and national spheres of government, especially concerning shared functions. Thus, clear delineation of shared functions becomes crucial when a particular sphere is placed under administration.

Considering the aforementioned challenges outlined by Malan (2012:12), Nowell (2006:81) suggests that departments implement a successful communication plan to enhance cooperative governance. This is because cooperative governance is seen as a crucial component of departments, since joint decision-making must occur to have effective governance (Ramphela, 2000:3). In agreement, Ramogayane (2019:63) asserts that cooperative governance is predicated on the idea that working collaboratively, as opposed to independently, or in opposition to one another, allows all spheres of government to address challenges more successfully. Accordingly, Zhang, Li, Xue and Wang (2019:2) suggest that comparatively developed areas can compensate for relatively undeveloped areas to attain cooperative governance. Thus, for this study, a strict collaboration process that includes proper planning must be established between the national and provincial spheres of government. This means that in a practical sense, and a cooperative government setting, public officials should oversee operational efficacy, formulate long-term strategic objectives, assess management proposals, and comprehend the financial and strategic operations of the organisation (Buang & Samah, 2021:218).

Greyling (2014:214-250) argues that the absence of cooperative governance across the various spheres has been ascribed to the fact that the three spheres had to deal with problems like bureaucracy, a lack of effective communication between various role players, a lack of properly coordinated and structured information systems to facilitate provincial monitoring, a capacity to implement policies and programmes, a lack of trained personnel, and a lack of commitment to cooperate (mandates of the various government departments in legislation contradict one another). The assertion made by the author above could also be the reason why the North West Provincial Department of Health is facing challenges, despite being placed under administration by the national government. Challenges such as ineffective communication amongst different stakeholders, including a lack of trained personnel, could be the reasons. Tsheko (2020:36) concurs and contends that there is a lack of cooperative governance, even in the presence of agreements, due to the following:

- There are no comprehensive policy and legislative agendas, and new initiatives are treated independently.
- Economic, environmental, and developmental issues are addressed separately. This means that these issues should be addressed as one, because they all have an impact on one another.
- The mandates of many government departments in legislation overlap or contradict one another, due to a lack of implementation of policies, principles, and legislation.
- Role players' roles and responsibilities are not clearly stated. If there are uncertainties on the roles and responsibilities of role players, the system of cooperative governance would be dysfunctional, and no productivity would be evident.
- Decision-making efficacy and efficiency are affected by bureaucracy and official incompetence. This means that all spheres of government should be competent in the roles and responsibilities provided to them.
- It is unclear which laws supersede other actions, leading to misunderstandings amongst government officials and interfering with their respective authority.

- A failure to inform government officials and other stakeholders about policy matters. Government officials should be informed on policy matters, particularly on what is required from them to provide services effectively to the citizens.

An argument on the above challenges is that cooperation and effective communication between the three spheres of government play a significant role in ensuring that effective cooperative governance is established. Thus, the advantages and effectiveness of cooperative governance necessitate fundamental shifts in the way in which policies are formulated, to create a system of cooperative governance that addresses accountability, democracy, equity, and sustainability of the economy to guarantee the successful implementation of cooperative governance (Looyen, 2000:40). In this instance, the Republic of South Africa (2011:33) recommends that agreements for cooperative governance should be in place for the duration of the planning cycle, and expanding cooperative governance to include non-governmental partners, which could also be a useful way for the government to increase citizen awareness of environmental issues, increase its role in monitoring and compliance, or even act as an implementation partner by assigning organisations specific roles and responsibilities.

On a global scale, Jikijela (2013:87) argues that one of the main issues with cooperative governance is that the laws that support it only concentrate on its ideals, rather than providing specifics about how it should be implemented in real-world scenarios. The author also issues a warning, pointing out that even with the existence of statutory rules, it is possible to conclude that the methods, processes, and structures (utilised to improve or accomplish overall cooperative governance), are insufficient and frequently applied incorrectly. Accordingly, it is argued that the three spheres of government should ensure that the practical and appropriate policies, frameworks, and systems are in place to sustain the implementation of Section 100 within provincial departments. In this regard, Mackay (2004:1–8) suggests that rather than being viewed as a lofty ideal, cooperative governance procedures need to be implemented on the ground. This means that to meet South Africa's urgent development imperatives in a reasonable amount of time, cooperative governance must go beyond ideals and into practice.

The challenge with cooperative governance is that it is impossible to measure how much support is required before a case is moved to a higher level (Noqhamza, 2021:66). The

assertion made by Noqhamza (2021:66) points out questions on whether the North West Provincial Department of Health conducted measurements for support from the national government before invocation of Section 100 intervention was implemented within the Department. Mamabolo (2012:7) states that amongst the challenges associated with cooperative governance are systemic flaws and insufficient capacity, which result in a lack of responsiveness and structural ability to function as a responsive sphere of government. Consequently, Saleh and Hamzah (2017:219) outline two major issues and challenges with the application of cooperative governance, namely: (i) a lack of professional and financial expertise, and (ii) a lack of member activism and understanding. This means that sufficient capabilities, including knowledge and participation from the role players and stakeholders, should be evident to ensure that cooperative governance is effective.

Buang and Samah (2020:206) explain that members' participation in cooperative governance is frequently viewed as essential to the existence and operation of the organisation. The authors caution that there is a lack of a complete understanding of member participation and all of its facets. In this instance, provincial departments such as the North West Provincial Department of Health should ensure that members within the organisation, including community members, demonstrate awareness of and involvement in the issues that the department is experiencing, rather than only expecting cooperation from other spheres of government. Thus, this study argues the importance of the North West Provincial Department of Health being knowledgeable that good cooperative governance is defined as achieving the highest possible level of economic performance, while preserving or advancing the cooperative identity, especially when it comes to upholding democratic decision-making principles (Chaves, Soler & Sajardo, 2008:31). If such definition is acknowledged, then processes of decision-making would be followed, leading to successful sustenance of implementation of Section 100 interventions.

Furthermore, there are issues and tensions that provincial departments should consider regarding cooperative governance, outlined by Michaud and Audebrand (2022:3). The issues and tensions are presented below:

Issues and tensions specific to co-operative governance.

Co-operative specificity	Main issue	Tensions
Members are users	Member cohesion	Homogeneity-Heterogeneity
Financial participation	Board member motivations	Extrinsic-Intrinsic
Members are owners	Board independence	Control-Collaboration
One member, one vote	Member participation	Efficiency-Collectivity
Election by members	Selection of board members	Expertise-Representation
Social purpose	Performance measurement	Economic-Social
Dual nature	Identity and integrity	Mainstream-Alternative

Figure 3-1: Issues and tensions of cooperative governance

Source adapted from: Michaud & Audebrand (2022:3)

From the data presented in the figure above, it is apparent that members representing various spheres of government lack motivation concerning cooperative governance matters, resulting in stagnation. Moreover, insufficient financial support from these spheres hinders the timely resolution of challenges. Therefore, it is imperative to establish an evaluation framework to gauge progress, particularly on cooperative governance endeavours. The thesis argues that such an assessment could foster motivation, integrity, and trust amongst members across governmental spheres, consequently enhancing collective efficacy, notably in addressing issues such as the implementation of Section 100 interventions.

Furthermore, the dearth of cooperative governance across governmental spheres can be attributed to several factors, including (a) the absence of a comprehensive legislative agenda and policy framework; (b) compartmentalisation of developmental, economic, and environmental concerns; (c) inadequate enforcement of laws, policies, and principles; and (d) overlapping or conflicting legislative mandates amongst government departments (Du Plessis, 2008:19). Novkovic, Miner and McMahan (2023:155) also argue that regular, relevant, and close communication with members is one of the main obstacles to cooperative governance. Therefore, the following fundamental guidelines might be explored to address the enhancement of cooperative governance: the first is the review of all intergovernmental structures within the government (which will be discussed in

Chapter 5 of this thesis). Along with these, policies and legislation of spheres of government must be examined to enhance implementation (Coetzee, 2010:102).

The preceding section delineated theoretical challenges, issues, and tensions affecting cooperative governance on a global and local scale. In this instance, practical guidelines, elucidated in the subsequent section, may facilitate addressing these theoretical challenges, issues, and tensions.

3.2.2 Practical guidelines for the implementation of cooperative governance

The above challenges, issues, and theoretical tensions could potentially be addressed by following practical guidelines to ensure that the implementation of cooperative governance is effective. Below are practical guidelines provided by Nealer and Naude (2011:113-115) for the implementation of cooperative governance, for both managers and public policy managers:

- Determine and clarify the focal point and locus: The authors explain that first and foremost, a methodical approach to public problem-solving should be used to accurately identify the location (context) and emphasis of the development challenge(s) at hand. It has been observed that states have evolved from being "command and control" to being "enabling," a model in which the state does not actively govern society, but instead focuses on setting goals and gathering resources from a variety of sources to achieve them has been witnessed (Peters & Pierre, 2001) in (Nealer & Naude 2011:113–115).
- Define sustainable development for the organisation: The authors state that organisations and institutions must define sustainable development within their community and organisation to guarantee uniformity in comprehension and application. A preferred definition of sustainable development encompasses the economic, social, and environmental elements, with an emphasis on justice, growth, and environmental upkeep (Brundtland, 1987) in (Nealer & Naude, 2011:113-115).
- Create and preserve productive partnerships: Governments should form alliances and frameworks in which all parties commit to collaborating, working together, and enhancing each other's contributions, rather than replicating or outdoing each other. The authors argue that governments now understand that they are unable to function independently. This means that governments must try to organise integrated quests

for public problem-solving, and to facilitate and integrate various actor groupings. This means that the success of achieving shared public goals will depend on the type and scope of this partnership (Salamon, 2002:8) in (Nealer & Naude 2011:113-115).

- Develop and preserve effective leadership: According to Nahavandi (2009), Tubbs, Husby, and Jensen (2009), Robbins, Judge, Millet, and Waters-Marsh (2008), and Wells and Hejna 2009:67 in Nealer and Naude (2011:113-115), cooperative governance must be guided toward sustainable development by strong leadership.
- Create and maintain efficient systems: Continuous monitoring, reporting, and evaluation systems must be in place for more effective cooperative governance, because some aspects of sustainable development may only be assessed by deduction from what is observable and not always through quantifiable measurement (Becker, 2010; Wallis, Kelly & Graymore, 2010), and (Burger, 2009) in (Nealer & Naude, 2011:113-115).
- Use best practices: Applying best practices, lessons learned, and building capacity throughout the participating community are beneficial. To guarantee the successful implementation of sustainable development programmes, identify these as ongoing and maintain a straightforward, precisely defined, well-structured, effectively communicated, coordinated, and managed process.
- Distribute and efficiently manage the resources that are required: Sufficient resources and the ability to handle the current task (i.e., empowering civil societies to act as equals, promoting awareness, developing skills, and utilising modern technology) is necessary.
- Effectively manage diversity: It is important to acknowledge and encourage women's and young people's full participation in environmental (and other resource) management and development. Additionally, a real effort must be made to include various cultural ideas and traditional knowledge.

The practical guidelines delineated by Nealer and Naude (2011:113-115) above merit acknowledgment and adoption by various spheres of government, as well as provincial departments such as the North West Provincial Department of Health. Despite these practical guidelines merely focusing on sustainable development, the study argues that such acknowledgment is crucial to facilitating the effective and efficient implementation of cooperative governance, consequently having a positive impact on service delivery

across the spheres of government. In addition, the study advocates for addressing the theoretical challenges, issues, and tensions outlined in Section 3.2.1 through the application of these practical guidelines, which might be beneficial in the long run when establishing cooperation amongst the three spheres of government.

The following section presents literature regarding cooperative governance as a system of government. The section will potentially assist in achieving the objective of this chapter, which is to *investigate theoretical underpinnings of cooperative governance to ensure collaboration and good governance amongst different spheres of government*.

3.3 COOPERATIVE GOVERNANCE AS A SYSTEM OF GOVERNMENT

The process of establishing a cooperative governance system is intricate, meaning that it is complicated with highly technical interactions (Motingoe, 2012:68). This system, known as "mutual trust and good faith," is mandated by the Constitution, 1996, to be followed by all spheres of government and all organs of state. This means that irrespective of the activity and where it is in the project cycle, it should be happening across and within all departments. The national, provincial, and local spheres of government are recognised as having distinct functions under the Constitution of 1996. The assertion made in Section 40 (1) of the Constitution, 1996, is that the three spheres of government are unique, interconnected, and dependent on one another. However, these functions should be clearly outlined, not by definition, but by explaining how the three spheres are unique, interconnected, and dependent. This should be done to ensure that each sphere is fully aware of its functions and responsibilities to avoid confusion, and an ineffective cooperative governance system. The constitutional distribution of powers to each sphere, on the one hand, is the primary indicator of the degree of distinctiveness of intergovernmental relations. In this instance and for this study, the national government's function in cooperative governance is to be responsible for creating the frameworks or policies that direct the provision of essential services. This means that despite the national government being responsible for creating the frameworks or policies that direct the provision of essential services, it is essential to ensure that these policies are not only good on paper but can be applied practically by the other spheres of government.

The Department of Co-operative Governance and Traditional Affairs (CoGTA) is one of the most significant actors in the national government for guaranteeing a good cooperative governance system (Noqhamza, 2021:15). The author states that the objective of the Department of Co-operative Governance and Traditional Affairs is an integrated, responsive, and highly effective governance structure, that includes communities to promote sustainable development and better service delivery. This assertion is interesting, as the Department of Co-operative Governance and Traditional Affairs is one of the important role players in the success of cooperative governance. The CoGTA should, however, be actively engaged when departments are placed under administration, to ensure that sustainable development and service delivery are promoted and enhanced. In doing so, it would ensure that activities undertaken within provincial departments are monitored and evaluated effectively and sufficiently.

Furthermore, Khangale *et al.* (2023-3-4) explain that the provincial government plays a key part in cooperative governance by carrying out programmes that are intended to provide citizens with a variety of services, with the main objective of delivering basic services. This assertion is of critical importance, because the North West Provincial Department of Health currently still faces challenges as outlined in the problem statement, despite being placed under administration by the national government in 2018. As a provincial department, services are still not rendered efficiently and effectively to the citizens, and this could potentially have an impact on the lower sphere of government, in particular, health institutions in the local sphere of government.

The above authors explain that for any system of government to be successful worldwide, cooperative governance is an essential component. This means that the system of cooperative governance, for the purposes of this study, plays a significant role in ensuring that the implementation of Section 100 interventions is sustained. Ngoy (2009:3) explains that effective cooperative governance is said to be essential to the proper operation of any Constitution with multiple spheres of influence or levels of government. In addition, Looyen (2009:149) argues that collaborative initiatives have gained more importance since cooperative governance emerged. This means that the different spheres of government should collaborate effectively for operations to function smoothly within different departments. According to the author, cooperative governance has promising

prospects in the South African setting. The system of cooperative governance asserts that to support the transition to a democratic society, everyone in the community must have the necessary authority. Thus, for the implementation of Section 100 interventions to be successfully sustained, multiple communities within the North West Province should have the necessary authority to support this initiative.

Molebeledi (2018:102) explains that ineffective cooperative governance systems result in inadequate coordination, which makes it difficult to carry out national initiatives and, as a result, makes service delivery impossible. Hence, the three spheres of government must have an open communication tool to ensure that effective coordination is established. Motingoe (2012:69) also contends that a deficient system of cooperative governance results in inadequate coordination, both within and between the various spheres of government, making it impossible to carry out national programmes and, as a result, unable to provide essential services. This means that a breakdown in the system of cooperative governance could jeopardise the smooth operation of activities and the alignment of the authorisation procedures (Jikijela, 2013:40). In this instance, it is important that while a provincial department sustains implementation of Section 100 interventions, thorough assessments such as those of a breakdown of cooperative governance amongst the three spheres of government, should be clearly defined and monitored. In this regard, Nelana (2005:91) advises that the allocation of authority to make decisions, and communication channels including role-and function-specific protocols serve as practical instruments for cooperative governance.

Furthermore, the inconsistency and ambiguity surrounding the exact responsibilities of various administrative echelons of the system are a recurrent theme contributing to South Africa's failing cooperative governance system's inability to provide social services and address historical inequalities (Ntoyapi, 2020:54). This assertion might be one of the reasons as to why Section 100 interventions within the North West Provincial Department of Health have not been effectively sustained, even after the Department was placed under administration in 2018. In addition, Maluleke, Sehoole and Weber (2017:37) clarify that cooperative governance fosters constructive discourse during consultation, to address the needs of the people that each sphere of government represents, rather than ignoring differences in approaches and points of view between the various spheres of

government. Thus, the three spheres of government must embrace their differences and find solutions on how to address challenges such as interventions (whether Sections 139 or 100) in South Africa. In this regard, Molebeledi (2018:73) states that one of the most important steps toward operational cooperative governance is finding a consensus on broad goals amongst all relevant parties and impacted sectors. This means that this consensus needs to be followed by the accurate identification and development of organisational and coordinating structures and initiatives that can accomplish these goals.

According to Section 41 of the Constitution, 1996, the three spheres of government must work together to provide the Republic of South Africa with an efficient, transparent, accountable, and coherent system of cooperative governance. This means that the different spheres must respect each other's institutions, powers, and constitutional status, by also ensuring an efficient, transparent, accountable, and coherent system of governance. Stated differently, the spheres must exercise their authority and carry out their duties in a way that respects the institutional, functional, and geographical integrity of other spheres of government (Pieterse, 2019:54). Despite this, it is important to note that problems within different spheres require mutual collaboration. In this instance and to ensure that one sphere does not overstep the responsibilities of another sphere, which could potentially lead to conflict, an assessment tool should be developed/established. The various spheres' responsibilities should be outlined in this assessment tool/instrument to ensure an effective cooperative governance system. In addition, Kamara (2021b:2) argues that, in essence, cooperative governance brings together the major stakeholders to promote collaboration and communication, while having meaningful conversations about issues of common values and viewpoints.

For the purposes of this study, the cooperative governance system should be guided by the figure below to maintain a balance in relationships amongst the three spheres of government:



Figure 3-2: Balancing the relationships in cooperative governance

Source adapted from: Hannan (2014:704)

Based on the insights drawn from the aforementioned figure, the effective establishment of relationships within the framework of cooperative governance necessitates the implementation of a structured management oversight mechanism. This entails fostering collaboration amongst the management entities of the three governmental spheres. It is imperative to delineate the composition and functions of an expert governing body, tasked with overseeing cooperative governance initiatives. This body should comprise representatives from each governmental sphere to ensure comprehensive representation in decision-making processes. Additionally, to foster collaboration, external stakeholders should be engaged, bringing an objective perspective to decision-making processes and enhancing the likelihood of favourable outcomes. Furthermore, internal stakeholders hold a critical role in delineating and addressing issues specific to each governmental sphere efficiently. Thus, integration of these components, as depicted in the figure above, is essential to ensuring that challenges such as implementation of Section 100 interventions are sustained successfully and efficiently.

Furthermore, Maluleke (2015:22) explains that a cooperative governance system determines the distribution of power amongst several spheres of government. However, this system should explain how those spheres carry out their respective tasks and responsibilities. It is argued that this assertion, however, exempts and limits the spheres of government to assist other spheres of government in fear that they might cause some

conflicts. Thus, it is contended that a clause be inserted that other spheres could assist only with the approval of another sphere. The author explains that the central and regional governments in South Africa are granted concurrent powers under the cooperative governance system. The nature of the connections between the several spheres of government in South Africa is established by these concurrent powers. In this instance, the regional government is crucial to improving the effectiveness of the federal government in terms of providing services across the country and attending to the diverse requirements of individual areas.

Considering South Africa's divided society before 1994, Maluleke (2015:20) argues that the South African Constitution, 1996, emphasises and encourages cooperation between the various spheres of government. However, based on the argument made by Maluleke, it is argued that there is a gap in identifying how cooperation could be established amongst these spheres. Plaatjies (2008:iii) further explains that the distinctiveness of South Africa's cooperative governance system enables the central government to use any of these models, written or unwritten, to accomplish its policy goal, depending on the circumstances and policy environment. Therefore, it is important to note that South Africa's cooperative governance structure has an impact on and influences service delivery. This means that it is maintained to guarantee that services are efficiently provided within departments. In this sense, Maluleke (2015:1) states that the various spheres of government should ensure that the cooperative governance system is recognised. For the purposes of this study, this means that to sustain implementation of Section 100 interventions, multiple spheres of government should recognise the system of cooperative governance.

Furthermore, cooperative governance entails several duties, such as cooperating in good faith and mutual trust with one another through the development of partnerships, sharing information, and seeking advice on issues involving competing interests, coordinating legislative efforts, and avoiding legal action against one another (Plaatjies, 2008:14). It is mandated by the Constitution, 1996, but even in research, that service delivery necessitates long-term commitments, a common vision, and well-defined strategy, and all of these contributes to an effective cooperative governance system. To achieve the assertions made by Plaatjies (2008:14), Ditshego (2022:32) suggests that, as shown in

the figure below, the various spheres of government should fortify their ties to promote sustainable development.



Figure 3-3: Intergovernmental Relations Links

Source adapted from: Ditshego (2022:32)

Chapter 2 of this thesis emphasised the pivotal role of fostering positive intergovernmental relations amongst the three spheres of government to ensure the effective delivery of health services. This means that such relations must be cultivated in a manner that is both mutual and sustainable, thereby mitigating conflicts. It is important to note that these inter-sphere relations have the potential to instigate transformative changes essential for promoting good governance.

Furthermore, as alluded to above, the system of cooperative governance recognises the three spheres of government. Thus, to achieve efficient governance and the provision of services, intergovernmental relations seek to build procedures that would improve collaboration, consultation, and maximum coordination amongst the various spheres of government (Khangale *et al.*, 2023:4). These procedures would play an important role to sustain implementation of Section 100 interventions within a provincial department. In a similar vein, Greyling (2014:96) argues that the cooperative governance system was created with recognition of the variety of demands and concerns held by South Africans. However, the author cautions that evaluations have demonstrated that the cooperative governance system is unquestionably not operating efficiently. This means that more work and improvement need to be done by the government, to ensure that the system functions effectively for the benefit of the country in general. Thus, more coherence and

coordination are required (inside each department), between and within the three spheres of government, and between the government and the populace (Greyling, 2014:200). In addition, Serfontein and de Waal (2018:74) explain that the cooperative governance system presents evidence of growing cooperation, and creates space for democratic engagement, which is good for sustaining implementation of Section 100.

To summarise this section, the figure below explains the cooperative governance system.

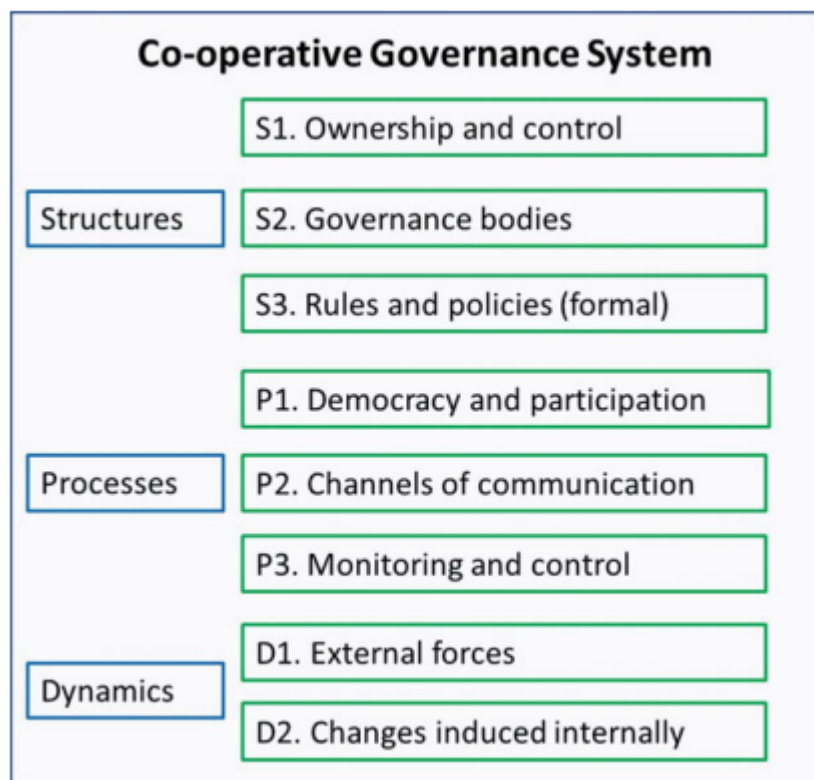


Figure 3-4: Cooperative Governance System

Source adapted from: Novkovic, Miner and McMahan (2023:84)

The above figure provides a synthesis of the preceding discussion, highlighting essential prerequisites for the success of the system of cooperative governance. Firstly, there must be well-defined structures delineating ownership and control across the spheres of government. Additionally, representative governing bodies for each sphere are imperative, alongside clearly articulated rules and policies elucidating respective duties and responsibilities. Furthermore, embracing democratic principles and fostering open

participation in addressing challenges and issues amongst spheres are also crucial components. Moreover, the effectiveness of the governmental system hinges on adherence to established processes, necessitating robust communication channels amongst spheres of government. This entails the establishment of dedicated communication platforms, such as visual software for quarterly meetings, which should be closely monitored. In addition, proactive consideration of external dynamics influencing cooperative governance efficacy is essential. Lastly, the thesis argues that continual acknowledgement and communication of internal changes within each sphere of government ensure transparency and coherence across governmental entities. Thus, adherence to these principles is anticipated to foster the sustained success of implementation of Section 100 interventions.

The following section presents the principles and elements of cooperative governance that hold significance when fostering effective and cooperative relations amongst the three spheres of government, leading to good governance.

3.4 PRINCIPLES AND ELEMENTS OF COOPERATIVE GOVERNANCE

Cooperative governance is a fundamental tenet of government (a constitutional norm), that oversees all facets and actions of the government, and includes the delegation of authority to other branches. It also covers the structures of government and the allocation and use of authority. This means that it is especially focused on the financial, political, and institutional frameworks that facilitate communication between the several spheres of government (Siddle, s.a:1). In this regard, the 1996 Constitution's principle of cooperative governance stipulates that the three spheres of government must cooperate, to guarantee that the demands of the people are considered (Phakathi, 2016:9).

Motingoe (2012:55) explains cooperative governance as simply governance philosophy, based on a reciprocal obligation of spheres of government to trust, support and assist one another in coordinating service delivery to the communities. The author elucidates that a foundation for cooperative governance in South Africa was a question of the extent and nature of the powers and autonomy of the provinces, which dominated the constitutional negotiations pointing to the fact that the main principles that form the basis of cooperative government in a unitary state are that the supreme power rests with central government, and such power is indivisible and unlimited. In particular, the principles bind

all organs of state within each sphere; this includes the national cabinet members and the members of the Provincial Executive Councils (Eastwood, 2014:39-40).

According to Ramphela (2000:19), the principles on which cooperative governance is built include the following factors:

- There ought to be common objectives.
- There should be a commitment to working together by sharing resources and providing mutual support.
- When it comes to governance, cooperation should benefit each party in the relationship.
- Good faith and mutual trust are essential.

The aforementioned principles underscore the necessity for the three spheres of government to align their objectives. However, the attainment of these shared objectives hinges upon the commitment of each sphere, as well as their willingness to offer support through the sharing of resources, including financial resources and ideas. Furthermore, achieving these principles necessitates fostering a spirit of cooperation amongst the spheres, without competing against one another. Tsheko (2020:17) also adds that cooperative governance is made up of principles such as fairness, accountability, responsibility, and transparency. These four principles stipulated by the author are viewed as an open democratic system of government.

According to Makoti and Odeku (2021:48), the fundamental principles of cooperative governance are explained and supplied with great care. Nelana (2005:11) contends further that comprehension of cooperative government rests on these fundamental principles. This means that they are predicated on specific authority and responsibilities to the several spheres of government and envision dynamic, integrated, and mutually reinforcing tasks and functions. Molebeledi (2018:15) contends in addition that cooperative governance embodies the core ideals of governance by adhering to the principles mentioned above. Accordingly, all interactions between the three spheres of government must occur in a coordinated and cooperative manner to comply with the principles of cooperative governance (Noqhamza, 2021:2).

The principle(s) of cooperative governance in chapter 3 of the Constitution, 1996, has proven to be the cornerstone of intergovernmental relations, where government functions are a shared responsibility of the national and provincial governments (Mangwanya & Shava, 2023:772). Accordingly, all organs of state are to exercise their powers in a manner that does not encroach on the geographical, functional or institutional integrity of government in another sphere (Eastwood, 2014:26). Similarly, Molebeledi (2018:76) explains that the concept of cooperative governance through ubuntu principles acknowledges that the spheres of government do not divide into watertight compartments, especially if their jurisdictions merge.

Khangele *et al.* (2023:3) explain that the system of intergovernmental relations contributes to the establishment and strengthening of the principles of cooperation amongst the three spheres of government. The authors argue that the prevalence of the principles of cooperative government in the delivery of public services in South Africa requires proper coordination and facilitation of the process between the various role players involved in the provision of such services. Mpinga (2020:110) explains that the principle of cooperative governance is an essential mechanism for dealing with intragovernmental fragmentation. This means that the principle of cooperative governance obliges all spheres of government to put their collective national interest above parochial interest and to work for the common good (Motingoe, 2012:21).

Furthermore, for the various spheres of government to achieve effective cooperative governance, some fundamental elements such as autonomy and independence must be met. These elements give each sphere of government explicit instructions to:

- Respect the other spheres' institutions, constitutional standing, and authority.
- Exercise their authority and carry out their duties in a way that respects the institutional, functional, and geographic integrity of government in other spheres.
- Assist and encourage one another to cooperate in mutual trust and good faith.
- Collaborate on issues of shared interest.
- Collaborate to coordinate their policies and actions; and
- Follow established protocols (Maseko, 2010:78).

A growing body of research also reveals that the use of cooperative governance elements in government spheres may result in more effective and better public goods and service delivery (Kamara, 2021a:135). Below is a summary of the Cooperative Governance Model that could be supplemented with the principles and elements listed from the above:

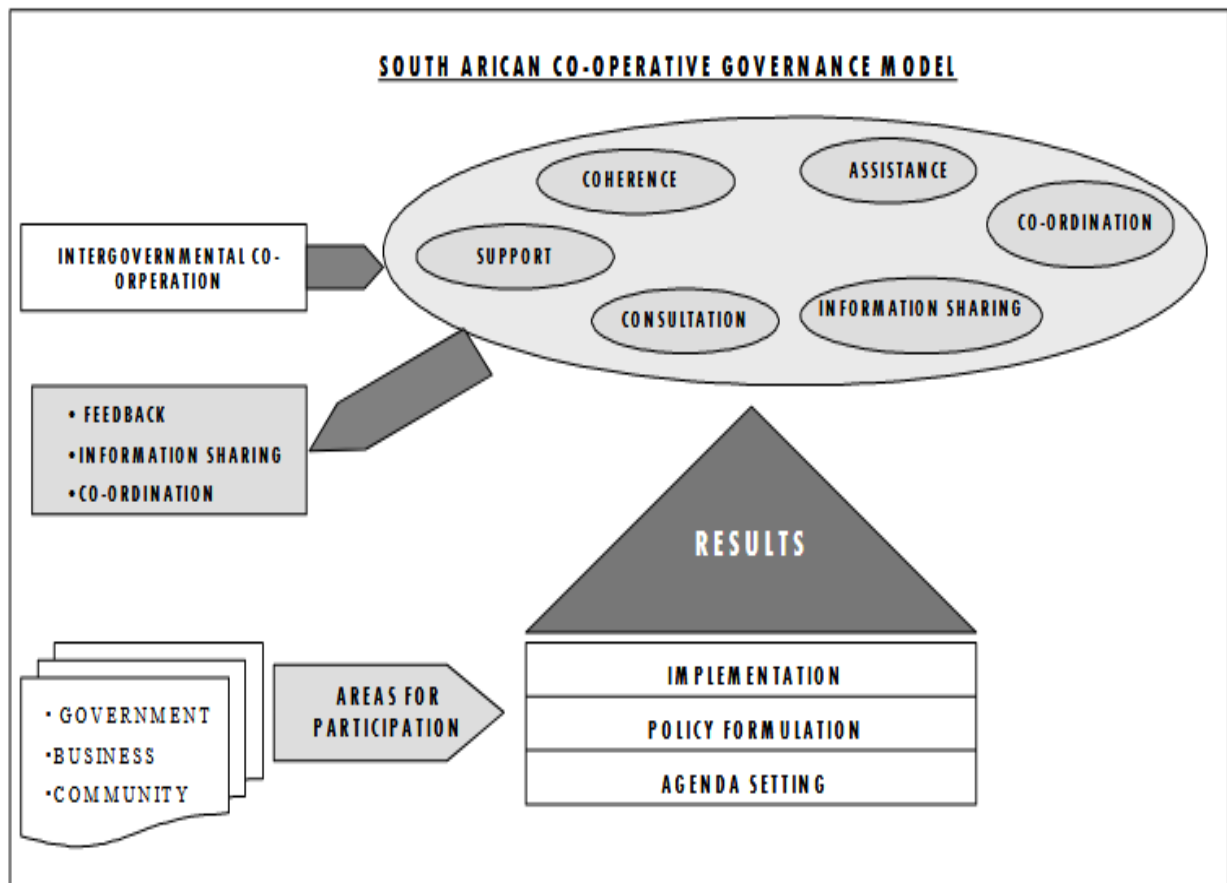


Figure 3-5: South African Cooperative Governance Model

Source adapted from: Nelana (2005:91)

From the above it is evident that cooperative governance has emerged as a crucial catalytic instrument for promoting collaboration in development and assessment, not only amongst government sectors, but also between states, the private sector, and civil society in South Africa, known as an emerging liberal democracy (Kamara, 2021a:117). Nelana (2005:14) explains that the South African Cooperative Governance Model is a reaction to both the economic isolation experienced by the world during the disinvestment movement of the late 1980s to mid-1990s, and the historical exclusion caused by apartheid. The model further delineates key principles and components of cooperative governance,

including coordination, support, assistance, information exchange, and consultation. However, the realisation of these principles' hinges on intergovernmental cooperation. This necessitates fostering collaborative relationships amongst the three spheres of government, thereby recognising and adhering to the elements and principles of cooperative governance. Consequently, such concerted efforts could enhance the effective implementation of cooperative governance, thereby facilitating the successful sustenance of the implementation of Section 100 interventions.

The following section presents the theoretical framework of cooperative governance that is deemed important for effective cooperation amongst the spheres of government, potentially contributing to achieving the primary objective of this study.

3.5 THEORETICAL FRAMEWORK OF COOPERATIVE GOVERNANCE

In the forthcoming section, the theories of cooperative governance are outlined and explained. These theories are crucial for this study, because they would enable public institutions to supplement the theoretical perspectives regarding the phenomenon with their practical understanding.

3.5.1 Social Exchange Theory

Social Exchange Theory (SET) is a significant conceptual framework for comprehending behaviour in the workplace (Kemp, van Herwerden, Molloy, Kleve, Brimblecombe, Reidlinger & Palermo, 2021:1077). Its esteemed origins span at least from the 1920s and connect fields including Sociology, Social Psychology, and Anthropology (Cropanzano & Mitchell, 2005:874). The authors clarify that while differing perspectives on social exchange have surfaced, scholars generally concur that social exchange entails a sequence of exchanges that lead to responsibilities. This assertion is important for this study, in that the spheres of government in South Africa should exchange responsibilities and roles for effective and efficient service delivery. SET is one of the main perspectives for analysing social interaction and social organisation (Cook, 2015:482). It refers to the scope of any social trade, encompassing the exchange of material and non-material commodities, as well as physical and intangible products (Cortez & Johnston, 2020:126). In the context of SET, commitment, organisational citizenship, support from supervisors and colleagues, including fairness, are amongst the other issues that are examined. This

examination is important to ensure that services are effectively rendered within public institutions.

According to Ahmad, Nawz, Ishaq, Khan, and Ashraf (2023:6), the main concepts of SET include rules and norms of exchange, reciprocity rules, resources of exchange, social exchange relationships, transactions and exchange interactions. Cropanzano and Mitchell (2005:874) explain that social exchange interactions are typically viewed as mutually dependent and depending on one another's behaviour. This means that the three spheres of government should be dependent on one another, to ensure that social exchange interactions, such as communication, are effectively established.

Cropanzano, Anthony, Daniels and Hall (2017:479) explain that every theory about social exchange views social life as a sequence of successive exchanges between two or more parties. According to the authors, resources are transferred through a process known as reciprocity, in which one partner usually returns the good or occasionally bad deeds of the other. The ability of the parties engaged to establish and preserve a long-term relationship is essential to social exchange (Meira & Hancer, 2021:672). This means that it is essential for this study that the three spheres of government ensure that when issues or problems, such as the invocation of Section 139 or 100 interventions in one sphere, occur, the transferring of resources, such as capital and staff, should be implemented through a process of reciprocity.

The above authors state that while social exchange takes many forms, most modern organisational behaviour models have three basic characteristics in common: (1) the way an actor treats a target person at first; (2) the target's reciprocal reactions to the action (both behaviourally and attitudinally); and (3) the development of relationships. Mitchell, Cropanzano and Quisenberry (2012:99) explain that mutual exchanges between the participants to an exchange build the quality of their connection, which leads to positive and constructive behaviours. Meira and Hancer (2021:671) argue that trust, loyalty, and reciprocal commitment should always be the foundation of these interactions. This means that the three spheres of government should always place trust, loyalty, and reciprocal commitment at the centre of their social exchange. In addition, social exchange entails taking actions that depend on receiving positive responses from other people.

Meira and Hancer (2021:671) argue that human behaviour and decision-making are influenced by social costs and incentives. In the context of the North West Province, financial incentives such as rural allowances alone may not sufficiently address the complicated issues that affect the retention of healthcare professionals within the province. However, according to the Social Exchange Theory, human behaviour and decision-making are influenced by the balance of perceived costs and benefits. For the purposes of this study, while health professionals could perceive rural allowances as a benefit, the relevant costs that are aligned to poor infrastructure, limited professional development, and isolation could overplay these incentives when compared to incentives offered in urban areas. Considering this assertion, the study argues that applying the SET requires a broader and more integrated approach to incentives. This goes beyond just financial compensation. This means that public institutions could incorporate incentives that include, but are not limited to, improved working conditions, better healthcare infrastructure, and more career growth opportunities that could help in shifting the perceived costs that could make staying in rural areas more attractive for health professionals.

Furthermore, Social Exchange Theory emphasises how dependent each partner is on the other (Cortez & Johnston, 2020:126). Saglam, Cankaya, Golgeci, Sezen and Zeim (2022:3) explain that since a social exchange is primarily governed by social obligations rather than contracts, Social Exchange Theory principles have also been applied to understand network relationships in addition to dyadic relationships between individuals and organisations. Moreover, this theory suggests that workers perform at their best when they receive support and believe that their employers value them (Xuecheng, Iqbal & Saina, 2022a:2-3). According to the theory, improving organisational performance requires information sharing based on social reciprocity (Xuecheng, Ahmad, Iqbal, & Saina, 2022b:2). This means that organisational members within public institutions should always be willing to share vital information that may improve organisational performance and ultimately improve service delivery. However, Wang, Hu, Park, Yuan and Chen (2023:2) caution that the Social Exchange Theory has been criticised for disregarding the emotive aspects of decision-making, in favour of presuming that human decision-making is rational and systematic. SET suggests that human relationships

involve the giving and receiving of material and social resources (Kemp, van Herwerden, Molloy, Kleve, Brimblecombe, Reidlinger & Palermo, 2021:1090).

According to SET, there are implicit obligations and reciprocity involved in inter-organisational interactions. This emphasises the importance of relational governance in fostering collaboration while mitigating risks (Saglam, Cankaya, Golgeci, Sezen & Zaim, 2022:3). Although social exchange theorists concur that social trade patterns are reciprocal, different models explain resources and how they are viewed differently (Mitchell, Cropanzano & Quisenberry, 2012:99). The theory asserts that when workers perceive that their employers are investing in them, they are more likely to behave in ways beyond the call of duty (Cropanzano & Mitchell, 2005:876). Employees who receive both financial and psychological support at work feel obligated to repay their employer by improving attitudes and behaviours. Scholars in the hospitality area concur that creating feelings of obligation based on reciprocity and trust can boost favourable results and lower intentions of turnover (Meira & Hancer, 2021:672). Thus, it is argued that to produce a favourable economic result, social exchange plays a significant role (Saglam, Cankaya, Golgeci, Sezen & Zaim, 2022:2). In addition, this theory states that people choose to communicate with others based on the benefits and costs of doing so (Zhang & Liu, 2024:4). Stated differently, this means that reciprocity is a fundamental idea in Social Exchange Theory, which states that by fostering trust and lowering exchange-related uncertainty, reciprocity promotes exchanges and preserves connections between two parties (Kalra, Lee & Dugan, 2024:292).

This theory contends that when someone helps them, they feel required to give back to them by being devoted and acting positively (Xuecheng, Iqbal & Saina, 2022a:2). This is a positive assertion, particularly in the context of the North West Provincial Department of Health, as this would instil positivity within the Department in becoming reciprocal to other spheres of government, should they be faced with a similar problem such as being placed under administration, according to Section 100 of the Constitution of the Republic of South Africa, 1996. The Social Exchange Theory, which suggests that leaders might enhance performance by sharing knowledge, is a sound idea. This means that leaders within organisations play a significant role in ensuring productivity. In this instance, leaders in social exchange typically inspire subordinates to achieve their shared objectives (Xuecheng, Ahmad, Iqbal & Saina, 2022b:2).

Theorists of social exchange agree that duties arise from a sequence of interactions in social exchange (Kemp, van Herwerden, Molloy, Kleve, Brimblecombe, Reidlinger & Palermo, 2021:1077). This means that effective communication plays a significant role in social exchange to ensure positive results. According to the authors, behaviour in this sense is outcome-focused, driven by how cost and reward interact and shape behaviour, according to the amount thought to have been exchanged. Kao, Pai and Tsai (2020:2-3) explain that the reason why community commitment velocity produces both good (member gratitude behaviour) and bad (member entitlement behaviour) results is found in Social Exchange Theory. This idea states that latent governance rules or guidelines for communication amongst community members are likely to be activated by community commitment velocity (Kao, Pai & Tsai, 2020:2-3).

Below is a summary that explains the positives and negatives amongst actors involved in the social exchange.

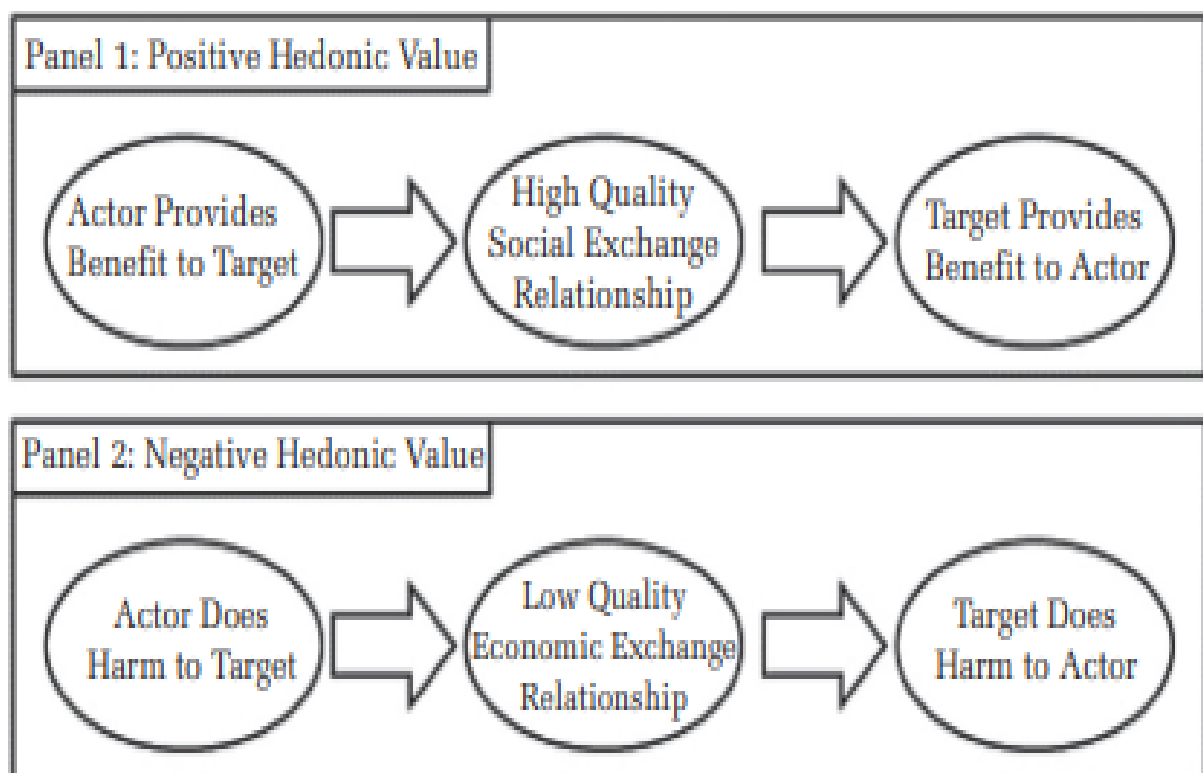


Figure 3-6: Generic Model of Social Exchange

Source adapted from: Cropanzano, Anthony, Daniels and Hall (2017:2)

The diagram above illustrates the concept of hedonic value in social exchange relationships. To link it for this study, positive hedonic value takes place when an actor, in this regard, the national or provincial sphere of government, provides support in terms of resources (personnel or financial support) to the actor or target in need, such as health professionals or health institutions. This, in return, illustrates a high-quality social exchange relationship, whereby the target in need returns or reciprocates the relationship by means of increased motivation and high performance, including providing high-quality health services to the citizens of the North West Province, and consequently supporting the sustained implementation of Section 100 interventions. Moreover, a negative hedonic value occurs when actions from either national or provincial spheres of government harm the target by means of providing less support to health professionals, including inadequate resources to health institutions. This may lead to low-quality relationships. This low-quality relationship prompts demotivated health professionals, slow service delivery, and less support to sustain the implementation of Section 100.

Thus, the diagram underscores that both positive and negative actions in intergovernmental and intragovernmental exchanges have direct implications for sustaining Section 100 interventions, highlighting the critical need for collaboration, reciprocity, and avoidance of harmful practices both provincially and across the spheres of government.

3.5.2 Stewardship Theory

The emergence of Stewardship Theory at the beginning of the Twenty-first Century offered paradigms marked by stronger calls for collaboration and cooperation, as opposed to conflict and/or competitiveness (Mills, Bradley & Keast, 2021:502). Stewardship is offered as an alternative; some could even argue "complementary" to the Agency Theory. It emphasises cooperation and collaboration and offers a non-economic framework for understanding relationships, in contrast to Agency Theory, which is more concerned with control and conflict. Several academics have applied this theory to comprehend the reasons behind people's actions. Though it has been attributed to organisational behaviour from scholars in the last twenty to twenty-five years, this theory has been articulated and applied in various forms for far longer than that (Keay, 2017:1296).

According to Davis, Schoorman and Donaldson (1997:21), the Stewardship Theory was introduced to define connections based on other behavioural principles. In contrast to the individualistic perspective, which assumes that people are self-centred, this theory argues that stewards have a collectivistic approach and are hence pro-organisational (Murtaza, Mahmood, Saleem, Ahmad, Sharif & Molnár, 2021:2). A steward tries to maintain the organisation's and society's larger benefit at the forefront. This theory has proven useful to academics in their analysis of numerous governance-related problems. For example, in this study, Section 100 interventions are a governance problem attributed to poor service delivery within the provincial sphere of government. Thus, it may be helpful to think of the New Public Governance paradigm as holding the expectation that all service delivery organisations will act as stewards toward the community and the government policy-implementation organisation (Mills, Bradley & Keast, 2021:517).

Furthermore, the relationship between a delegate and a delegatee is the main subject of examination when designing governance regimes, and this is what they concentrate on (Schillemans & Bjurstrøm, 2020: 651). The behaviour of the for-profit is conceptualised by Stewardship Theory as serving the interests of both the outside community and the other contractual party (Mills, Bradley & Keast, 2021:502). According to the authors, the service-delivery organisation's stewardship behaviour was created to explain important facets of the New Public Governance's emphasis on results and the general public's experience. Keay (2017:1293) explains that while acknowledging the existence of agency in the corporate setting, the Stewardship Theory differs in that it essentially maintains that agents or directors acting in a stewardship capacity will act in the best interests of the organisation, and will act in a way that leads to collectivist/organisational utility, rather than self-serving benefits, thereby fulfilling their personal needs. It explains situations where managers act as stewards, whose motives align with their values, rather than being fuelled by selfish aspirations (Davis, 1997:21).

Chrisman (2019:1055) explains that Stewardship Theory's main objective is to comprehend how people might be inspired to help organisational leaders accomplish their objectives. According to Torfing and Bentzen (2020:5–6), the Stewardship Theory put forth by Donaldson and Davis (1991) assists organisations in overcoming the conflicting interests of principals and agents in the public sector, who are all equally self-serving. It

also helps organisations to get over the worry that agents bound by contracts, such as public employees, public agencies, or private service providers, may take advantage of the principals' limited knowledge, time, and resources to avoid or perform less than is necessary for providing public solutions and services. This idea has garnered substantial attention from academics as a framework for defining the reasons behind an individual's behaviour. In an organisational context, stewards are supposed to show concern for the organisation's future (Murtaza, Mahmood, Saleem, Ahmad, Sharif & Molnár, 2021:3). Employees act as stewards and carry out their responsibilities with caution, even when they are not formally in charge of them. The authors argue that as a steward, a worker who fulfils the role of steward suppresses personal interests in favour of the group's (the organisation and society's) collective benefit (Wei, Sial, Comite, Thu, Badulescu & Popp, 2021:3).

Stewardship Theory applications to public sector governance are still rather uncommon (Schillemans & Bjurstrøm, 2020:654). However, Keay (2017:1292) emphasises that while Agency Theory asserts the foundations of classic agency problems, Stewardship Theory embraces elements like professionalism, trust, loyalty, and willingness to be concerned for the interests of others. This means that the three spheres of government need to be professional and portray trust and loyalty, to the benefit of ensuring that services are rendered effectively within public institutions. The author argues in addition that board accountability is equally relevant to both Stewardship Theory and Agency Theory (Keay, 2017:1292). Lohde, Campopiano, and Calabro (2020:392), in addition, clarify that control techniques lose their meaning in steward relationships, which are built on trust.

Chrisman (2019:1051) explains that Stewardship Theory is predicated on the idea that people naturally align their interests with those of the organisation (and consequently its principals), to satisfy higher order demands through pro-organisational behaviour. According to the Stewardship Theory, public leaders and the employees that they are stewarding have similar goals, or will have similar goals in the main, if the leaders and managers: (a) have a dialogue with the employees about goals, tools, and boundaries based on trust; (b) give them the authority to exercise limited self-control and invite them to take on team-related leadership tasks; and (c) involve them in making decisions about strategic leadership that affect the organisation as a whole (Torfing & Bentzen, 2020:6).

Mills, Bradley and Keast (2021:536) explain that the definition of Stewardship Theory has expanded, and it is now used to apply "good" stewardship principles to organisational governance and is positioned as a substitute for the conventional principal-agent problem. The authors contend that to proactively protect organisational sustainability, Stewardship Theory highlights the duties of top managers as stewards, who are focused on integrating the personal objectives of principals and agents with those of their organisations and society. Furthermore, Klettner (2021:991) explains that stewardship is "the extent to which an individual willingly subjugates his or her interests to act in protection of others." It sheds light on the dynamic between the principal and the steward-manager, and approaches it from both a governance and behavioural standpoint (Azizi, Bidgoli, Maley & Dabic, 2022:765). The theory here, according to the authors, primarily emphasises pro-organisational and collectivistic behaviour. It offers the possibility of aiding in understanding whether and how the goal of better meeting public expectations around regulating public infrastructures is being accomplished (Mills, Bradley & Keast, 2021:502).

Bormann, Backs and Honn (2021:253) state that Stewardship Theory also entails increased intrinsic motivation and organisational identification that actors create, as well as a decreased demand for control mechanisms that free up more resources and build a connection between stewardship and improved work outcomes. In other words, it justifies concentrating solely on the service function, and describes the board-managerial relationship as a high-trust partnership (McLeod, Shilbury & Ferkins, 2021:41-48). The authors argue that the Stewardship Theory holds that managers can be relied upon to work hard toward the organisation's goals, and that the organisation's interests are essentially aligned. Managers in this regard must have more authority to exert the greatest amount of effort to improve an organisation's performance (Obermann, Velte, Gerwanski & Kordsachia, 2020:994).

In conclusion, by better elucidating the potential components of public services governance systems that yield better results for society, the broader field of stewardship and its connection to New Public Governance presents numerous research opportunities that would benefit scholars, governments, community organisations, and private entities (Mills, Bradley & Keast, 2021:519). Thus, as articulated in the study's introductory section,

one of the contributing factors to the placement of the North West Provincial Department of Health under administration was the occurrence of service delivery protests, posing a threat to the efficiency of provincial health services. Therefore, by formulating new strategies and initiatives aimed at restoring the Department of Health's integrity through the delivery of effective and efficient health services, this theory could facilitate improved collaboration amongst various governmental spheres through enhanced communication, loyalty, and trust.

3.5.3 Decentralisation Theory

The general definition of decentralisation, or decentralising governance, is given in the United Nations Development Programme (2004:4). It is described as the reorganisation or restructuring of power to establish a system of accountability amongst central, regional, and local institutions of governance, in accordance with the subsidiarity concept (Madisha, 2021:92). Thus, a broad range of organisational and political structure combinations are referred to as decentralisation (Mangwanya & Shava, 2023:772). The formal theory of decentralisation in public administration first appeared in the middle of the Twentieth Century (Tiebout, 1956:424; Faguet, 2014:11). In the 1970s and 1980s, researchers' efforts enhanced and institutionalised decentralisation in public administration (World Bank, Ohema, Nellis & Rondinelli, 1983). These authors proposed and presented it as a means of enhancing governance and development results in post-colonial and developing nations. In the 1980s, decentralisation emerged in Brazil as a potential means by which subnational governments and the national government could agree on a plan for reassigning authority over public policy and financial resources (Abrucio & Grin, 2015:4). Following the end of apartheid, South Africa adopted a new democratic constitution in 1996, which promoted or created the country's decentralisation system, which saw power distributed amongst the three levels of government (national, provincial, and local) (Mokgopo, 2017:83).

Mangwanya and Shava (2023:772) clarify that in the South African context, decentralisation refers to the transfer of authority from the national to local levels of government. This means that authority is provided from the national sphere of government to the local sphere of government, to ensure that services are effectively provided, as the local sphere of government is the one which has direct contact with

community members. None of these power transfers, according to the New Public Governance paradigm, inevitably improves cooperation between governmental levels. However, decentralisation restructures the public sector in ways that pave the way for greater cooperation between the operationally independent but interdependent public actors on various levels of government, by reducing command-and-control, flattening governmental hierarchies, and fostering more equal relationships (Krogh & Triantafillou, 2024:3048). Ramogayane (2019:6), in addition, states that decentralisation has emerged as a system of governance and as a major component of public sector changes worldwide, in reaction to dissatisfaction with the effectiveness of centralised planning and administrative systems.

Maluleke, Sehoole and Weber (2017:38) state that understanding the relationships and functioning of the various spheres of government within the framework of cooperative governance requires an understanding of the concept of decentralisation, which articulates the sharing of administrative authority and functions amongst them. In this instance, it could be argued that decentralisation is the process of transferring and organising services so that they may be provided effectively and efficiently, hence reducing the administrative burden through devolution or deconcentration (Ile, 2007:23). Furthermore, decentralisation is everything that works toward enhancing the significance of the subnational government's function (Romeo, 2010:11). It produces policies that alter the nature of the relationships between subnational and central governments (Abrucio & Grin, 2015:11). This means that these policies then become institutionalised in laws, constitutions, or even organisations that provide feedback on policies and the intergovernmental dynamic in terms of power dynamics and political game. According to the theory, public service delivery efficiency and economy play a significant role in how government systems are designed, and responsibilities are assigned to various spheres of government (Ramogayane, 2019:4).

Furthermore, decentralisation can be interpreted, used, and meant to mean different things in different contexts and countries. Decentralisation does, however, share a common goal, which is to fortify local administrations by transferring authority and funds from the national government. The degree of service delivery to the public is the most important factor, regardless of the different interpretations and meanings attached to

decentralisation (Maluleke, 2015:42–43). In this regard, the author defines decentralisation as the process of shifting authority, resources, and accountability from the central to local spheres of government.

Consequently, decentralisation refers to the distribution and transfer of authority and responsibility for policy and decision-making, management and administrative tasks, and resource utilisation, including the most efficient way to provide services (Plaatjies, 2008:44). All of these definitions from the above, indicate that decentralisation is authority provided from the upper level to the lower level, to ensure that services are provided effectively by the sphere closer to the people. This, however, requires effective planning to ensure that responsibilities and duties are adequately understood by the lower level. Ile (2007:23) argues that one useful organisational technique for successful and efficient administration and governance is decentralisation. This is accomplished by decentralising certain tasks or duties and dividing them. As such, it serves as a means of accomplishing administrative goals (Ile, 2007:23).

The author above clarifies that the driving force behind decentralisation of government is the idea that any public service should be supplied by the authority with control over the smallest possible geographic region that would internalise the costs and benefits of such provision. For example, the decentralisation of funds and duties within the public health system has been a priority for national governments and international organisations in both the public finance and health sectors (Plaatjies, 2008:4). This means that decentralisation results in the delegation of some executive powers, authority, and functions to provinces, because the provinces, including the North West Department of Health, are closer to the people to be served, and must serve as well as the setting in which certain responsibilities must be carried out (Maluleke, Sehoole & Weber, 2017:39). The Department must ensure that local communities receive quality health services, however, it still faces significant challenges as outlined in the problem statement, despite being placed under administration. This means that the executive powers and authority provided should be prioritised and regularly monitored to ensure that health services are rendered effectively to the citizens.

Despite these advantages of decentralisation, Romeo (2010:11) argues that policies may be in danger from decentralisation, since it can lead to issues with resource allocation,

effectiveness, and efficiency. In this instance, the author makes the case that a national government needs to decide to give subnational governments authority. However, a challenge might be a change in sovereignty which affects who governs and for whom in the system (or any system) in a significant way, with policy ramifications. Thus, Ntoyapi (2020:34) states that several variables contribute to decentralisation's failure, but institutional design and the ensuing overloading of an insufficiently capable level of government are crucial. Therefore, it is vital to note that decentralisation's rewards will not materialise, unless its goals are stated explicitly and carried out as intended. Maluleke (2015) thus advises that the lower spheres of government must recognise the same goal as the central government, be willing to embrace it, and ensure decentralised tasks. The study argues that adopting the New Public Governance (NPG) paradigm may assist in overcoming these challenges, since the paradigm acknowledges top-down approaches and incorporates collaborative governance amongst the three spheres of government (Osborne, 2006:381–382).

The New Public Governance paradigm provides a valuable perspective on decentralisation. This is because the NPG emphasises networked governance and collaborative decision-making. Not to disregard the traditional New Public Management (NPM), which focuses on performance and efficiency, the NPG is more concerned with how public services are co-produced through a collaborative network that involves multiple actors, which applies to this study. These actors not only include government institutions, but also include private sector players, community organisations, and citizens. Considering this assertion, the NPG seeks to create shared accountability and a more inclusive decision-making process, that aligns with the goals and objectives of decentralisation, especially in the healthcare sector (Osborne, 2006:382; Denhardt & Denhardt, 2015:12-23).

Greyling (2014:121) explains that certain powers and functions are laterally transferred to private sector companies and community organisations, while other tasks are assigned to lower levels of government. The author states that it has administrative, political, and financial aspects. This means that for decentralisation within the North West Provincial Department of Health to be successful, administrative, political, and financial aspects should be clearly understood by the three spheres of government in South Africa. Thus, ideal conditions, such as efficient local autonomy, self-sufficiency and authority, sufficient

resources, efficient local institutions, and accountable, responsible political procedures and processes, are necessary for successful decentralisation. For purposes of this study, the NPG Model could strengthen decentralisation, by shifting the focus from isolated decision-making to collaborative networks, where diverse stakeholders engage in policy formulation and service delivery. The decentralisation of authority and resources to the provincial and local levels could be better managed through horizontal relationships that foster greater cooperation between the national government, provincial health departments, local health facilities, and community health organisations (Osborne, 2006:381).

Ntoyapi (2020:55) states that even under favourable circumstances, the decentralisation process may be derailed by threats such as procedural weaknesses, political immaturity, clientelism, elite capture, corruption, financial constraints, poor local political leadership, a distracted, inertia-bound, and overwhelmed central government, excessively complex frameworks, and capacity constraints. Unfortunately, the author cautions that all of these threats are present in South Africa's decentralisation. These threats mentioned by the author could ensure successful decentralisation in South Africa if addressed. Looyen (2000:17) additionally clarifies that decentralisation is more appropriately seen as an administrative process, rather than a political process. In other words, and as emphasised, it refers to the transfer of authority, duties, obligations, and resources from the national government to the local government (Siddle, s.i.:2).

Since this study is based on a public health organisation within South Africa, below is a synopsis of how decentralised cooperative governance within the South African public health system operates:

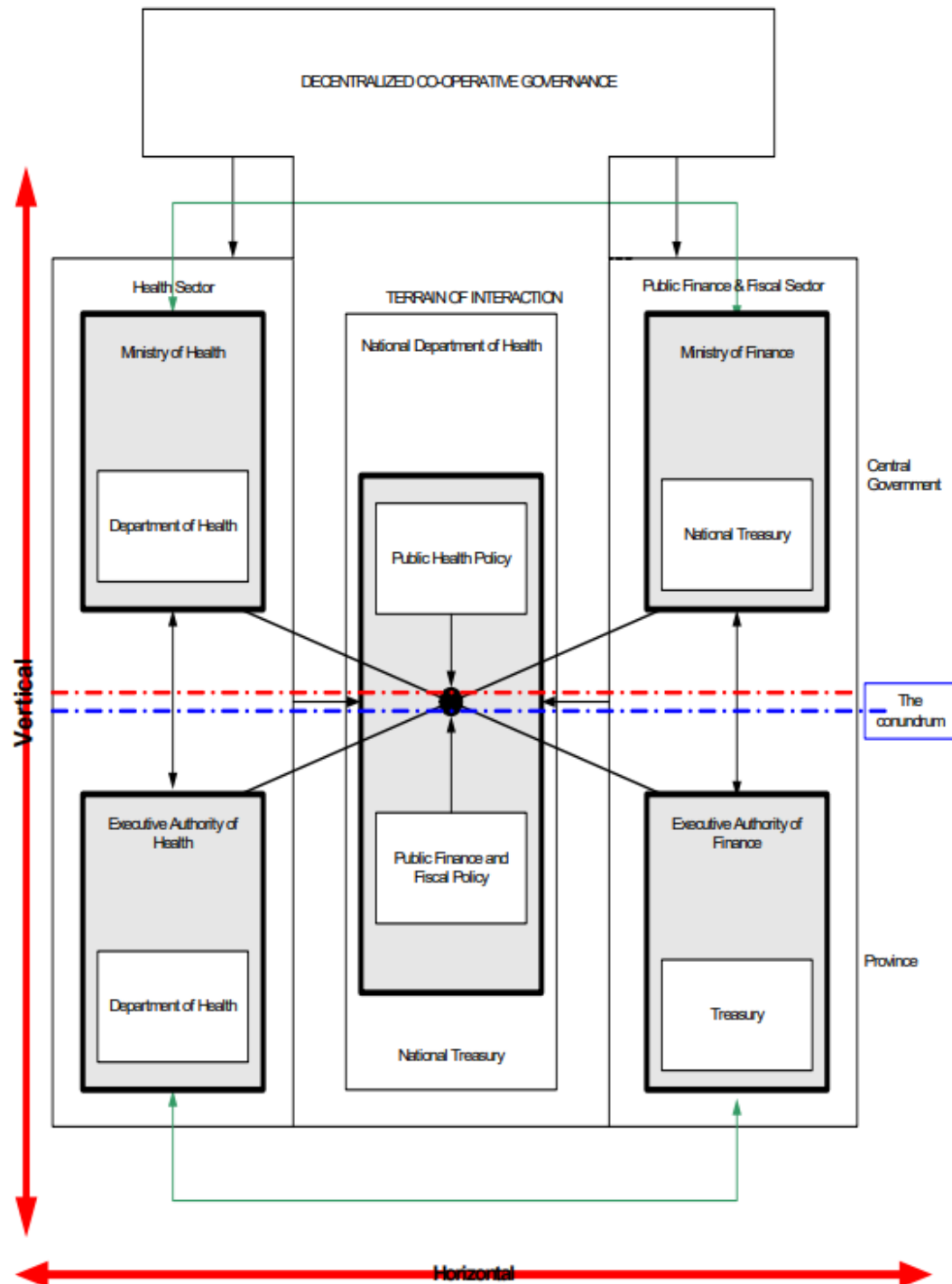


Figure 3-7: Decentralised Co-operative Governance within the South African Public Health System

Source adapted from: Plaatjies (2008:18)

From the figure above, for decentralisation to work effectively, it is critical to develop strong networks that promote horizontal articulation amongst various government sectors

and stakeholders. The vertical articulation between national and provincial governments in public health sectors often complicates authority over specific aspects of healthcare service delivery, as shown in Figure 3-6. These complexities can lead to the drift of mandates, which in turn affects policy design and the practical implementation of public health interventions. Consequently, horizontal articulation advocates for better communication and cooperation amongst sectors at both the national and provincial levels. To link the NPG paradigm, this means that the NPG supports decentralisation by advocating for continuous feedback loops, and consultative processes, which include the sharing of information to improve health service delivery, particularly in rural areas (Pierre & Peters, 2020:136-146).

To conclude, this theory holds significance for this study. This is because it advocates the responsibility of the national government to decentralise authority to the lower spheres of government. However, for successful decentralisation to occur, there should be adequate resources, effective processes, and procedures (that specify the role of each sphere of government), which also include accountability measures that must be presented across the three spheres of government. Overall, while decentralisation in South Africa seeks to empower lower levels of government, the New Public Governance paradigm offers an essential framework for enhancing this process. The paradigm argues that if collaborative networks, shared accountability, and inclusive governance are emphasised, the NPG can provide the necessary tools to overcome the challenges that have impeded successful decentralisation in rural provinces like North West. Ultimately, integrating NPG with decentralisation will help to ensure the successful sustainability of Section 100 interventions, which would facilitate a more responsive, effective, and efficient healthcare system (Osborne, 2006:382).

3.6 CHAPTER CONCLUSION

The literature assessment of this chapter underscores the necessity of cooperative and effective service delivery, highlighting the importance of strong relations, mutual trust, and collaboration amongst the three spheres of government (in particular, the provincial and national spheres of government). The chapter concludes that fostering cooperation grounded in stewardship, mutual faith and trust, alongside the effective and efficient sharing of resources amongst the three spheres of government, is paramount. The

chapter argues that such collaboration is essential for the successful sustenance of the implementation of Section 100 interventions within provincial departments.

Furthermore, within the conceptualisation and contextualisation of cooperative governance, this chapter aimed to provide a comprehensive understanding of this phenomenon, including its challenges and practical requirements for establishing effective cooperative governance. In addition, the chapter delved into literature regarding cooperative governance as a systemic approach, ensuring that all governmental spheres comprehend their roles and functions within this framework. This comprehension serves to prevent conflicts amongst the spheres of government, and delineate their respective requirements. Moreover, the chapter outlined the principles and elements of cooperative governance, emphasising their importance in guiding provincial departments to adhere to these principles and elements for the effective and efficient delivery of services to the populace.

Consequently, the theories underpinning this study were meticulously outlined and presented, encompassing the Social Exchange Theory, the Stewardship Theory, and the Decentralisation Theory. The Social Exchange Theory underscored the necessity of reciprocity and resource exchange amongst the three spheres of government, to address identified issues by facilitating the transfer of resources between spheres in need. The Stewardship Theory highlighted the importance of cooperation and collaboration amongst governmental spheres, that could potentially assist in sustaining the implementation of Section 100 interventions efficiently and effectively. Lastly, the Decentralisation Theory advocated for the national government to delegate roles and responsibilities to lower governmental spheres, emphasising the importance of clear responsibilities to mitigate confusion or misinterpretation amongst the spheres. It was found that, while decentralisation in South Africa seeks to empower lower levels of government, the New Public Governance paradigm offers an essential framework for enhancing this process. The paradigm argues that if collaborative networks, shared accountability, and inclusive governance are emphasised, the NPG can provide the necessary tools to overcome the challenges that have impeded successful decentralisation in rural provinces like North West. The discussion in the chapter is deemed to have achieved the objective of

investigating the theoretical foundations of cooperative governance, aiming to foster collaboration and effective governance across the different spheres of government.

In the next chapter, a thorough literature review regarding good governance, decision-making, best practices, and principles is presented.

CHAPTER 4 GOOD GOVERNANCE AND DECISION-MAKING, BEST PRACTICES AND PRINCIPLES

4.1 INTRODUCTION

The previous chapter investigated theoretical underpinnings regarding cooperative governance. Emphasis was placed on the importance of the three spheres of government cooperating through effective communication and mutual trust, to ensure that services are effectively rendered to the population, without the national government enforcing Section 100 of the Constitution of the Republic of South Africa, 1996. Furthermore, theoretical discussions regarding challenges, issues, and tensions hampering cooperative governance, both internationally and locally, were presented. To ease this, practical guidelines were outlined and presented. Significant principles and elements that the three spheres of government, in particular provincial departments, should acknowledge, were presented. In addition, theoretical frameworks regarding cooperative governance were discussed.

For this chapter, it is important to note that the post-apartheid South African democratic Constitution of 1996 provides for extensive participation of the public in the legislative and policy-making process. Thus, involving the citizens in decision-making processes deepens democracy and promotes active citizenship and good governance (Zondi, 2021a:4). This chapter builds upon the theories of intergovernmental relations, including cooperative governance, presented in the previous chapters. This is because both chapters advocate for cooperation and reciprocal relations amongst the spheres of government, to ensure that good governance and effective decision-making amongst the spheres of government are established.

This chapter addresses the third research objective, which is *to analyse elements, principles, and best practices associated with good governance and decision-making, with particular reference to the North West Provincial Department of Health*. This objective will be achieved by providing literature regarding the roots and evolution of Public Administration, including the adopted paradigm, and overview of governance and good governance, both on a global and local scale. The overview will include the conceptualisation of governance and good governance, and the presentation of good governance as a normative concept, by placing clarity on what constitutes good and bad

governance. The importance of good governance is also presented in this chapter to motivate its significance and establishment amongst the three spheres of government. Furthermore, the chapter presents literature regarding the principles and essentials of good governance, as a significant contribution to the achievement of the objective of this chapter.

The chapter contends that good governance should be considered as an enabler to enhance effective decision-making. Based on this, a thorough literature review regarding decision-making is presented. To motivate the assertion that good governance should be considered as an enabler to enhance decision-making, the relationship between decision-making and good governance is examined. Lastly, global cases of national government interventions are presented.

4.2 PUBLIC ADMINISTRATION: ROOTS AND EVOLUTION

There is an agreement in the literature that "public administration" (in lower case) refers to government activities (i.e., the practice), while "Public Administration" (in upper case) refers to the academic discipline (Basheka & Uwizeyimana, 2021:68). Basheka and Uwizeyimana (2021:68) explain that Public Administration is significant to ensure that government activities in practice are effectively carried out. In this instance, the authors contend that Public Administration is both a field of study (academic discipline) and a field of practice. It is important to note that both the study and practice of Public Administration emphasise how to increase effectiveness and efficiency in the government, which serves as the public administration's laboratory government. According to the literature, public administration emerged from the neoliberal critique of the state (Knafo, 2020:780). Khuroshvili (2023:21) explains that planning, organising, directing, coordinating, and controlling government operations are the topics of Political Science, which views public administration as the process of regulating public activities and the implementation/administration of public policy courses.

Mahavidyalaya (2021:4239) states that the practices and field of study of public administration have existed for as long as ancient civilisations. However, it cannot claim a long history as a stand-alone field. In this regard, in 1887, public administration began

to develop as a separate field of study. The art and science of public administration had virtually no documented materials before 1887. Thus, the requirement for the new public policy schools to consider implementation and their role in policy-making more thoroughly led to the creation of public administration (Knafo, 2020:796).

According to academics, public administration has undergone revolutionary changes due to multiple theoretical waves. The creation of New Public Management (NPM) in the late 1980s was a breakthrough in public administration. Basheka (2012:25) explains that Twenty-first Century public administration studies have tended to overlook the solid foundation of century-old paradigms of public administration, in favour of concentrating more on the recent paradigms of NPM and its successor paradigm of governance. Pollitt and Boukaert (2017:883) cite their work written in 2000; that which means that NPM used market and quasi-market systems to decentralise service delivery and saw citizens as consumers (Neiman, 1989:300-301; Hood, 1991:3-6; Lynn Jr, 1998:231-233; Barzelay, 2001: xiii; Young, Wiley & Searing, 2020:480). Meier (2015:15) further explains that the science of artificial public administration is as interested in how things may be, as it is in how they are. Thus, the author states that Public Administration as an area of study has always sought two goals: scientific excellence and practical relevance, due to this interest in how things might be, and in improving the status of administration.

Over the past century, the study of public administration has changed, with various periods emphasising different ideas, methods, and areas of interest. Although the subject of public administration was founded on early ideas of a rigid division between politics and administration, scholars have since worked to better integrate politics and administration in acknowledgment of their interconnectedness (Dash, 2023:24). Roberts (1994:222) further explains that between 1927 and 1936, a large portion of the public administration community's institutional basis was established. Therefore, actions that supported a government's goal or objective made public administration an activity. This means that it operates through the management and organisation system. As such, it is a discipline for methodical study as well as an activity. Mahavidyalaya (2021:4239) argues that since its beginning, the focus of public administration has been on the issues of how to effectively, honestly, and qualitatively validate laws. The author in this instance argues that theory and practice are both a part of public administration. Lamidi (2015:2) explains

that, like its practice, the history of Public Administration theory does not start at a certain moment, but has always been there.

Considering the aforementioned, it is important to note that the academic evolution of Public Administration has gone through several phases. Bartholomew (1972) identified five phases in the development of Public Administration as a field. The contributors of these phases are theoretically motivated and are summarised as follows:

- Dichotomy between politics and public administration (1887-1926)
- Principle of public administration (1927-1937)
- Era of challenge (1938-1948)
- Crisis of identity (1948-1970)
- Public policy perspective (1971-1990)
- Rowing to steering (1991- continuing)

The first stage of the politics-administration dichotomy is one of the least well-regarded concepts in Public Administration, and it has never been as deeply ingrained as it is now. This phase explains that policy-making, politics, and policy execution, or administration, could be clearly distinguished, according to proponents of the dichotomy (Wilson, 1887:198, 210; Goodnow, 1906:248). This phase explains that public servants are responsible for the execution of policy, and not at all for the formulation of policy (Roberts, 1994:221). This means that public servants may implement policy; however, there are policy formulators who formulate the policy so that it may be implemented.

In the second phase, Public Administration debates were attempted as scientific conversations, which is known as the principle of Public Administration. In the topic of Public Administration, some scientific principles are believed to be revealed. Therefore, increased productivity and the advancement of Public Administration as a scientific field are both achievable, if administrators intentionally implement principles such as equity, effectiveness, and accountability in the right contexts (Biswas, 2023:1). Das (2015:8) and Golden Pryor and Taneja (2010:490-498) in their work acknowledge Henry Fayol, the father of the Management Theory, and explain that the universality of administrative principles, such as division of work, authority, and responsibility, discipline, unity of

command, unity of direction, subordination of individual discipline to the general interest, remuneration of personnel, centralisation, scalar chain, order, equity, stability of tenure, initiative, and esprit de corps, according to proponents of the principles approach, makes them applicable to every type of organisation, regardless of its culture, administrative setting, institutional framework, environment, function, or mission. Stated differently, a principles-based approach encourages administrative economy and efficiency (Willoughby, 1927:600-650; Gulik & Urwick, 1937:1-20). Thus, scientific management of the administrative business, which was founded by Frederick Winslow Taylor in the late Nineteenth Century, has become a catchphrase at this point. The New Public Governance principles, on the other hand, take an opposite stance, becoming more democratic, pluralist, and open (Reinholde, Guogis, Smalskys, Žičkienė & Klimovsky, 2020:7). According to the authors, social inclusion, economic-social safety, social cohesiveness, and social empowerment are the most crucial components of this humane administrative paradigm.

Kumar and Mary (2020:14) further explain that business schools and administrative professionals collaborate to address the mechanical side of management. Therefore, in this second phase, some refer to public administration as a science. At this time, public administration was well respected, and its products were in high demand in both business and government. Putera and Pasciana (2021:6) state that in the second phase, the location of state administration was and is not an issue; rather, the emphasis is on administrative principles that are thought to be universal in all organisational structures and socio-cultural contexts.

Furthermore, the third phase (1938–1947) is the challenge era (Herbert, 1947:58). Kumar and Mary (2020:14) explain that the promotion of the Human Relationship Behavioural Approach to public administration research was the major theme during this phase. This approach is relevant to this study, due to its historical shift, because, as argued in Section 3.5.1 of this thesis, the Social Exchange Theory, as a theory, centres on concepts such as reciprocity, trust, and mutual benefit, and asserts that behaviour is shaped by the perceived balance between costs and rewards. Thus, by situating the Social Exchange Theory within the challenge era, one acknowledges the limitations of earlier rational or

economic models of behaviour and aligns with the behavioural tradition that sees individuals not just as functionaries, but as responsive actors.

Furthermore, this phase's primary goal was to investigate the social and psychological issues that industrial workers face. Thus, to maximise the use of human resources in companies, the researchers of this theory identified factors such as motivation, morale, leadership, and informal organisation (Lamidi, 2015:4). The above factors were a challenge to the prior status and age during this phase. The reason for this issue is that those who were formulating this phase were likely to be challenging the preceding phase. The difficulty is that, whereas the previous phase had constantly discussed many principles, this phase asserted that there must be more to an organisation than simply creating and adhering to principles, to gain an understanding of it (Dash, 2023:26).

In the fourth phase, referred to as the crisis of identity (1948–1970), Wright (2015:795-800) quotes Robert Dahl, who questioned public administration's status as a political science in the *Science of Public Administration* in 1947. Dahl contends that soon after World War II, public administration had a significant decline (Waldo, 1955:11-16). Basheka (2012:47) further motivates that given the administrative experience of the war, simple ideas about the pursuit of efficiency, grounded on an administration distinct from politics, seemed unacceptable. Thus, since some academics cemented the management outlook of public administration, it almost corresponds with the third demonstration that Political Science did not win out. The two disciplines vying for the soul of public administration in stages three and four left little room or emphasis for the recently renowned science and field of study that the pioneer researchers explored (Ikeanyibe, Eze Ori & Okoye, 2017:5).

Lindblom (1959:79) contended in the fifth phase that to create the mosaic of public policy, the judgments made by distinct administrators must be integrated with those of others. This means that before the 1960s, the government was seen as the foundation of any society, especially when it came to providing basic public services (Basheka, 2012:51). Therefore, an attempt was made to restore the discipline as a stand-alone academic discipline. However, in the process, the emphasis that had been placed on the hierarchical bureaucracy was moved to the private sector and markets. The NPM

paradigm replaced the old traditional public administration model. In this instance, Ikeanyibe, Eze Ori and Okoye (2017:5), who cite Henry Fayol's work, as the father of the Management Theory, argue that indeed, it goes against the many principles of public administration development that Henry Fayol recognised.

Addressing the last phase, Hood (1991:4-7) who concurred with Ravi and Ramakrishnan (2017:19), explained that during the previous paradigm, the seeds of the time, which started in 1991, were planted. Therefore, public bureaucracy was seen as society's preferred remedy for the issues at hand. Basheka and Uwizeyimana (2021:82) explain further that the study of public administration gave rise to what some authors referred to as the governance paradigm, which distinguished between governing and government. In this instance, the authors suggested that a way to increase efficiency and effectiveness was to have third parties take over as the primary service provider, instead of the government.

Thus, the development of Public Administration as an academic discipline can be seen as a series of five overlapping paradigms (Ravi & Ramakrishnan, 2017:19). In this regard, Public Administration Theory has combined historical, organisational, social, and political perspectives to explain and guide the structures, purposes, and practices of governance in society, consequently leading to effectiveness and efficiency (Lamidi, 2015:6).

The paradigm employed in this study is presented in the section that follows. This is because scholars have been studying the evolution and change of public administrations (PAs) for decades. These discussions continue because shifting political, social, and economic issues necessitate ongoing consideration of how PAs are organised. The New Public Governance (NPG) reform paradigm is generally seen as offering new perspectives into Public Administration's basic development to address these challenges (Brinkmann, 2021:1). The New Public Management (NPM), the Neo-Weberian State (NWS), and the New Public Governance are the three main reform models that have been the focus of Public Management Reform Theory's convergence (Krogh & Triantafillou, 2024:3040). These models are intended to capture the advancements in contemporary public management reforms. However, the New Public Governance paradigm has been chosen for this thesis. But rather than departing from earlier public administration models,

the selected paradigm builds upon them, by introducing key concepts for their analysis (Pereira & Ckagnazaroff, 2021:116). As a result, Osborne (2006) affirms that NPG is an independent discourse that offers guidance for upcoming modernisation trends, rather than being an essential part of the NPM.

4.3 THE NEW PUBLIC GOVERNANCE MODEL

As collaborative governance becomes more prevalent, New Public Governance is emerging as a key framework for public sector management (Stanica & Aristigueta, 2019:189). Osborne (2006) explains that, as an alternative paradigm, network governance-based New Public Governance (NPG) is proposed. This means that Public Administration must comprehend NPG as a management paradigm, that involves citizens in the decision-making processes for public policy to meet the needs of society today. In light of this, knowledge about NPG may help to build strategies to address citizen needs, which is not a common practice in current public administration models (Pereira & Ckagnazaroff, 2021:111). In public governance, the idea of NPG has proven useful as a catch-all phrase for cross-sector cooperation (Krogh & Triantafillou, 2024:3040). The NPG aims to improve public value generation by fostering cooperative relationships across societal levels and sectors, according to the authors. Provan and Kenis (2008:229-231) explain that to structure and orient it in accordance with the state's goals, the NPG contends that efficient coordination is necessary. Therefore, it is imperative that coordinated governments focus on information sharing and coordinating efforts amongst all parties involved in problem-solving (Pereira & Ckagnazaroff, 2021:117).

New Public Governance offers a range of advantageous practices to increase the capacity for the delivery of public services, and is seen as the solution to the problems of government. The Twenty-first Century government needs the ability to solve problems, which can no longer be provided by a single entity. More cooperation and coordination are therefore needed (Stanica & Aristigueta, 2019:189). According to the NPG Model, there are a variety of group work formats, ranging from partnership leadership, where all participants are seated at a table and start making decisions, to focus groups and coaching as conflict management. In this regard, it is argued that NPG is primarily focused on the structure's operations (Pereira & Ckagnazaroff, 2021:113). According to the authors, NPG is regarded as a useful strategy for handling increasingly complicated

issues in governance processes. According to Kann-Rasmussen (2024:585), it encourages the development of collaborative networks in which relevant and affected actors exchange and pool knowledge and resources to create innovative solutions that disrupt conventional wisdoms and habitual practices.

According to Krogh and Triantafillou (2024:3042-3043), the NPG Model is a reasonably cohesive collection of reform policies, measures, and tools that are based on concepts, values, and presumptions regarding cooperation as a way to create public value. Brinkmann (2021:30) explains that examples of this include network governance, stakeholder involvement, negotiated decision-making, shared-power arrangements, devolved and decentralised authority, resource mobilisation, and/or the management of inter-organisational interdependencies. According to this paradigm, when actors are interested in achieving shared outcomes or providing shared services, they cooperate. For this governance model, trust and integrated leadership are therefore also crucial principles (Brinkmann, 2021:3).

Many academics believe that New Public Governance is a subsequent paradigm, mostly due to the evolution or reinvention of New Public Management (Andrikopoulos & Ifanti, 2020:437). Popeda and Hadasik (2024:18) state that relationships, networking, cooperation, openness, and participation are all emphasised by New Public Governance. According to its definition, one of the main advantages of the NPG concept is that it addresses the problem of efficiency and accountability in public administration (Popeda & Hadasik, 2024:23). As emphasised above, this is because it directly depends on trust, which serves as a way to boost efficiency by lowering the transaction costs of more traditional (formal) control systems in addition to its control function. According to Reinholde, Guogis, Smalskys, Žičkienė and Klimovsky (2020:1:7), countries could attain more stable democratic development by advancing and showcasing the more progressive NPG principles and values, such as openness, transparency, social justice, lack of corruption, and more active non-governmental organisations (Reinholde, Guogis, Smalskys, Žičkienė & Klimovsky, 2020:1:7). The authors clarify that the NPG's principles are focused on the advancement of social welfare, social quality, responsibility, and justice, in addition to the participation of people and communities of individuals.

It is crucial to remember that the bureaucratic model and NPM concepts are still relevant today, and can be useful resources for comprehending how NPG is built (Pereira & Ckagnazaroff, 2021:114). According to the principles of New Public Governance, the development of democratic governance, the establishment of administrative and policy networks, and the achievement of management goals through the use of New Public Management-style strategies are prioritised. Additionally, a balance between the institutional characteristics of the administration is ensured, and the factors, processes, causes, and effects of the pertinent changes in the public sector are identified to some extent (Andrikopoulos & Ifanti, 2020:434).

According to Krogh and Triantafillou (2024:3044), there are two dimensions regarding the NPG: the internal dimension and the external dimension. The authors explain that the internal dimension of NPG focuses on the cooperative (as opposed to hierarchical or competitive) organisation and management of relationships between actors within the public sector, whereas the external dimension is concerned with horizontal, inter-organisational relations between interdependent public and private actors. For this study, the internal dimension is most appropriate, since it would potentially guarantee that the various branches of government work together to sustain the implementation of Section 100 interventions (Krogh & Triantafillou, 2024:3044). According to NPG, the state can increase its capabilities by working together to address difficult issues in public administration, through participatory and deliberative democratic processes. In order to do this, the state's public organisations should be infused to be responsive, addressing public concerns, and valuing the public above the interests of social groups and classes (Pereira & Ckagnazaroff, 2021:113).

Furthermore, the national and international levels also deal with a network of links and exchanges locally, which build local institutional growth based on the NPG, despite the perception that NPG can only occur in significant organisational complexity (Popeda & Hadasik, 2024:19). According to Kann-Rasmussen (2024:583), the NPG places a strong focus on teamwork, and contends that solving society's issues requires the participation of numerous stakeholders, including the commercial sector, civil society, and, last but not least, the general public. The authors believe that these stakeholders ought to collaborate with the public sector, to create innovative solutions to issues that bureaucracy and NPM

have failed to resolve. Koppenjan and Koliba (2013:1-2) caution that NPG critics point to new forms of trust-based, networked structures of coordination and collaboration, as well as the use of policy tools to influence network structures and functions as examples of governance changes that offer alternative solutions to the challenges governments face (Koppenjan & Koliba, 2013:1-2). In this instance, one of the main characteristics of NPG is its recognition of the unstoppable trend toward cooperation and the creative alliances that emerge across public, private, non-profit, and community organisations (Mills, Bradley & Keast, 2019:504).

In summary, the New Public Governance Model is important to this thesis. This is because it offers a governance paradigm that relates to the complicated and multi-stakeholder nature of Section 100 interventions. As emphasised from the above, the NPG is concerned with collaboration, and trust-based networks including participatory decision-making, which are important and could contribute to successfully sustaining implementation of Section 100 interventions. Thus, it is argued that Section 100 interventions inherently require intergovernmental cooperation (relations and cooperation amongst the three spheres of government). This is particularly between national and provincial spheres of government, which aligns with the internal dimension of NPG as emphasised from the above. Therefore, this thesis provides emphasis on coordination, information-sharing and collective problem-solving amongst the spheres of government. This emphasis contributes to sustaining implementation of Section 100 interventions effectively within the North West Provincial Department of Health. In addition, the NPG's focus on institutional responsiveness, transparency, and long-term capacity development makes it a suitable model for addressing the systemic governance failures also mentioned in Chapter 1 of this thesis (see Sections 1.1 and 1.2) that often necessitate invocation of Section 100 interventions.

The historical development and the paradigm explained above provides important arguments supporting governance transition to a more adaptable and cooperative method of decision-making. Moreover, this transition demonstrates a shift towards cooperative ways for multiple actors to engage effectively (Brinkmann, 2021:1). This thesis argues that the roots and evolution of Public Administration, including the paradigm

explained above, influences current elements of governance as an important paradigm to ensure that affairs influencing the public are addressed efficiently and effectively.

The following section presents literature regarding governance and good governance.

4.4 AN OVERVIEW OF GOVERNANCE AND GOOD GOVERNANCE

It is pivotal to have an understanding of the concepts of governance and good governance. This is because these concepts form the basis for assessing how public institutions operate, and in some cases, why the national government may invoke Section 100 of the Constitution of the Republic of South Africa, 1996. In this instance, the following sections define and provide clarification of these two concepts, to demonstrate their significance in promoting transparency, accountability, and the efficient and effective delivery of public services. The discussion that follows places governance and good governance within the broader context of the adopted paradigm (NPG). In this instance, the sections that follow highlight both the theoretical and practical relevance of governance and good governance for this study.

4.4.1 Governance: a conceptualisation and definitions

According to Weiss (2000:795), many academics and practitioners define "governance" more broadly as the institutions and practices that are used to exercise authority, even though some researchers use the term interchangeably with government. This covers how governments are elected, managed, and replaced, how well they create and carry out sensible policies, and how much the general public respects the organisations that control social and economic interactions (Omri, 2020:278). According to the World Bank, governance is the ability of the state to create and carry out policies through transparent, accountable, efficient, and effective institutional processes (Auriacombe & Vyas-Doorgapersad, 2019:3; Koali, 2023:70). In this way, governance encompasses both the presence of governmental institutions and their capacity to efficiently allocate resources and provide services (Phoko, 2023:27).

Legodi (2017:15) argues that there is a need for a thorough understanding of governance, such as acknowledging that it encompasses economic policies, regulatory frameworks, and adherence to the rule of law. The author adds that poor governance breeds corruption

and undermines public trust. Therefore, in addition to implementing policies that uphold public trust in state institutions, governance can be described as procedures for the election, supervision, and replacement of governments. In this sense, efficient governance means making the best use of the resources at hand, in order to accomplish the objectives of society. To support this argument, Sedio (2023:52) and Maile (2022:33) argue that two methods to raise the standard of governance are through adherence to governance principles and improvements in public policy outcomes. Additionally, Koenane and Mangena (2017:71) contend that a government must be effective for its governance to be deemed good.

At its simplest, Kengni (2019) broadly defines governance as the process that is used to achieve collective objectives. In other words, the formulation of policies and the execution of decisions through political, legal, and managerial processes constitute governance at the state level. Masiapato (2017:59), in addition, emphasises the expansion of the concept, which could include diverse inputs, such as how authorities manage social and economic resources to promote development. This perspective demonstrates how governments operate and the distribution of responsibilities amongst the three spheres of government during the policy-making process (Ukwandu, 2019:12), which includes the mechanisms for maintaining accountability and balance of power amongst stakeholders (Mbatha, 2021:34).

Governance also defines the way in which decisions and processes are used to meet societal needs and expectations. Motloun (2022:1) explains that governance establishes guidelines for how institutional decisions are made, while Munzhedzi (2021:2) highlights its role in fostering inclusivity by involving communities and stakeholders in decision-making. In this regard, governance is less about state structures themselves, than about the relationships that connect the state, civil society, and other actors (Souto, 2021:12). Cleophas (2018:2) adds that governance rests on lawful and democratic institutional frameworks, linking state–society interactions to the evaluation of their outcomes. According to Motsie (2023:39), these institutional frameworks are grounded in accountability, effective leadership, and control. Rosenau (1995:17) cautions that governance does not materialise immediately, but it depends on favourable conditions such as collective willingness and sustained institutional development.

Sebola (2017:183) highlights that governance entails a complex web of relationships. Graham, Amos and Plumptre (2003:2) describe it as operating across levels of authority, from local to national, while Johnston (2006:1) emphasises that effective governance requires balancing the role of politics with regulations that are not overly restrictive. Governance, therefore, concerns the interaction of actors, including civil society organisations, in shaping decisions of public interest. These definitions highlighted above directly link to intergovernmental coordination, multi-sectoral partnerships, and networked forms of governance. That demonstrates that governance relies heavily on coordination.

In practice, governance is shaped by multiple factors. Maloba (2019:37) points to human rights, impartial judicial processes, accountability of public officials, decentralisation of resources, and meaningful citizen participation as essential elements. Nyathi (2023:7) and Ndlovu (2021:1) warn that corruption undermines governance and development, while Mariti (2018:23) highlights bad leadership, weak accountability, and lack of transparency as critical challenges in South Africa. Cleophas (2018:16) adds that corruption damages policy-making, misallocates resources, and disproportionately harms the poor. Accordingly, successful governance depends on minimising corruption and ensuring that citizens' interests are reflected in decision-making (Herasymiuk, Martselyak, Kirichenko & Zhmur & Schmalenko, 2020:545; Maile, 2022:122).

Budgeting and funding for health systems continue to increase. In this instance, governance has emerged as an important concept for guaranteeing service delivery accountability in public health systems. Siddiqi *et al.* (2009:14) explain that health system governance means ensuring that resources are efficiently managed and policies are in place to achieve public health objectives, such as improved and quality health services. The governance principles listed by the author, which are depicted in Figure 4-1, offer crucial reasons for guaranteeing efficiency, accountability, and transparency in the provision of health services in South Africa.

Governance principle	Explanation
Strategic vision	Leaders have a broad and long-term perspective on health and human development, along with a sense of strategic directions for such development. There is also an understanding of the historical, cultural and social complexities in which that perspective is grounded
Participation and consensus orientation	All men and women should have a voice in decision-making for health, either directly or through legitimate intermediate institutions that represent their interests. Such broad participation is built on freedom of association and speech, as well as capacities to participate constructively. Good governance of the health system mediates differing interests to reach a broad consensus on what is in the best interests of the group and, where possible, on health policies and procedures
Rule of law	Legal frameworks pertaining to health should be fair and enforced impartially, particularly the laws on human rights related to health
Transparency	Transparency is built on the free flow of information for all health matters. Processes, institutions and information should be directly accessible to those concerned with them, and enough information is provided to understand and monitor health matters
Responsiveness	Institutions and processes should try to serve all stakeholders to ensure that the policies and programs are responsive to the health and non-health needs of its users
Equity and inclusiveness	All men and women should have opportunities to improve or maintain their health and well-being
Effectiveness and efficiency	Processes and institutions should produce results that meet population needs and influence health outcomes while making the best use of resources
Accountability	Decision-makers in government, the private sector and civil society organizations involved in health are accountable to the public, as well as to institutional stakeholders. This accountability differs depending on the organization and whether the decision is internal or external to an organization
Intelligence and information	Intelligence and information are essential for a good understanding of health system, without which it is not possible to provide evidence for informed decisions that influences the behavior of different interest groups that support, or at least do not conflict with, the strategic vision for health
Ethics	The commonly accepted principles of health care ethics include respect for autonomy, nonmaleficence, beneficence and justice. Health care ethics, which includes ethics in health research, is important to safeguard the interest and the rights of the patients

Figure 4-1: Health system governance principles

Source adapted from: Siddiqi *et al.* (2009:18)

Governance, however, is not only descriptive, but also normative. Micheli, Ponti, Craglia and Berti Suman (2020:3) note that it encompasses both the distribution of duties and “rule-making” through laws and standards, thereby encouraging accountability and wider participation. From a functional perspective, governance links the provision of political goods including security, welfare, and services to institutional and policy frameworks (Besancon, 2003:1; Wilson, 2023:24). It therefore denotes not only government action,

but also new approaches to governing through collective interaction and negotiation (Phera, 2019:33).

Serongoane (2021:112) opines that governance is service delivery through a network of stakeholders. This means that governance considers both formal and informal actors and structures in decision-making (Brand, 2007:541; Phungula, 2017:37; Sheng, 2018:1; Herasymiuk *et al.*, 2020:546). The International Federation of Accountants (2013:6); Subban and Jarbandhan (2019:137), and Sedio (2023:52–53), argue that effective governance improves decision-making, promotes collective problem-solving and shared public responsibility, maximises resource use, and strengthens accountability. It is argued that these elements mentioned by the authors above are critical in potentially sustaining interventions such as Section 100.

Governance is thus the use of political, administrative, and economic authority to manage a nation's affairs at all levels (Economic & Council, 2025:6). It provides platforms for citizens and communities to exercise rights, express concerns, and resolve conflicts, which shows that it has an interest in public participation of members within the community (Mnyaka, 2019:15; Ukwandu, 2019:12). Sedio (2023:94) explains that strong governance practices are shaped by transparency, open participation, and a culture of consultation. Consequently, Ndlovu (2021:61–65) provides clarification on the significance of stakeholders that take part in governance processes, which includes civil society, the judiciary, and the media. This emphasis shows that governance mirrors interdependence; this is where organisations rely on effective collaboration from stakeholders, and resource exchange amongst these stakeholders to achieve collective goals (Keping, 2018:2). At its core, governance incorporates public accountability, transparency, and effective leadership in service delivery (Sebola, 2017:180). Masiapato (2017:61) emphasises its integrative nature, drawing together institutions, values, and policies in managing social, political, and economic affairs. Governance, therefore, requires political legitimacy, citizen cooperation, and freedom of association (Reta, 2020:28).

Nyathi (2023:13) argues that strong governance prevents fraud and corruption through transparency and cooperation between governments, civil society, and international

organisations. Mlambo, Zubane and Thusi (2022:11) caution, however, that capacity constraints in skills and staffing undermine effective governance. Thus, effective governance structures should balance management and stakeholder interests, integrate strategy, risk, and sustainability, manage conflicts of interest, ensure accurate reporting, and comply with legislation (Moolman, 2021:3). These measures are important and create accountability pressures that enhance performance and combat corruption (International Federation of Accountants, 2013:6; Souto, 2021:6).

Keping (2018:3) stipulates and classifies governance as a process that is based on coordination, rather than control or hierarchy. The author explains that it involves both public and private actors in continuous interaction. Thus, it is argued that governance promotes transparency, accountability, consistency, and responsiveness in public management (Pamachete, 2018:130). Nyathi (2023:29) and Motloun (2022:35) opine that governance provides structural and procedural foundations for sustainable development. This demonstrates that governance is associated with improving and using the current resources for today, for a better future, and growth. The relationship between governance and leadership is particularly important. Motsie (2023:17) argues that strong leadership and governance are mutually reinforcing, while Motloun (2022:29) links the quality of governance to the effectiveness of public institutions. Governance is thus central to ensuring efficiency and equitable resource distribution in the public sector. However, governance failures, including poor leadership, instability, and wasteful expenditure remain widespread, weakening institutions in South Africa and globally (Miles, 2019:74).

Governance may therefore be broadly defined as the dynamic interaction of public and private institutions and individuals who manage diverse interests through cooperative action to develop and implement public policy (Edoun & Ezeanyaka, 2016:175; Maloba, 2019:22). Kengni (2019:84) similarly views governance as the processes that ensure citizens' welfare through responsive decision-making. Cleophas (2018:92) advises that governance can be measured by using indicators such as accountability, political stability, rule of law, and regulatory quality. These indicators are important and play a pivotal role in ensuring that public institutions operate effectively to provide services to the citizens efficiently.

Furthermore, governance should be distinguished from government itself. Moolman (2021:1–2) explains that governance focuses on how governments make decisions and engage with society, making it broader than government (Maropo, 2018:28; Maile, 2022:31). Governance structures and processes thus reflect the interaction of state and society in achieving common goals (Cleak, 2019). In addition, governance has been linked to impartiality, long-term planning, and the prevention of governance failures (Naher *et al.*, 2020:8; Wilson, 2023:26). In this instance, Johnston (2006:27) cautions that governance should not be reduced to a technical “tool kit”, but should unite state and society toward justice and sustainable development.

Drawing on the work of Weiss (2000:795), Keping (2018:3), Auriacombe and Vyas-Doorgapersad (2019:3), Moolman (2021:3), Koali (2023:70), and the World Bank, this study broadly understands governance as the processes, structures, and relationships through which authority is exercised appropriately amongst the spheres of government, resources are managed effectively, and accountability is ensured. In the South African context, governance entails establishing coordination across the three spheres of government, which creates functional structures for service delivery and fosters collaborative intergovernmental relationships. Within the framework of Public Administration and specifically in relation to the Section 100 intervention in the North West Department of Health, governance is best understood as collaborative governance. This refers to joint action by national, provincial, and local actors, to ensure the effective delivery of health services through shared resources, mutual trust, and interdependence, as mandated by Chapter 3 of the Constitution of the Republic of South Africa, 1996.

Below is a summary of governance in the South African context.

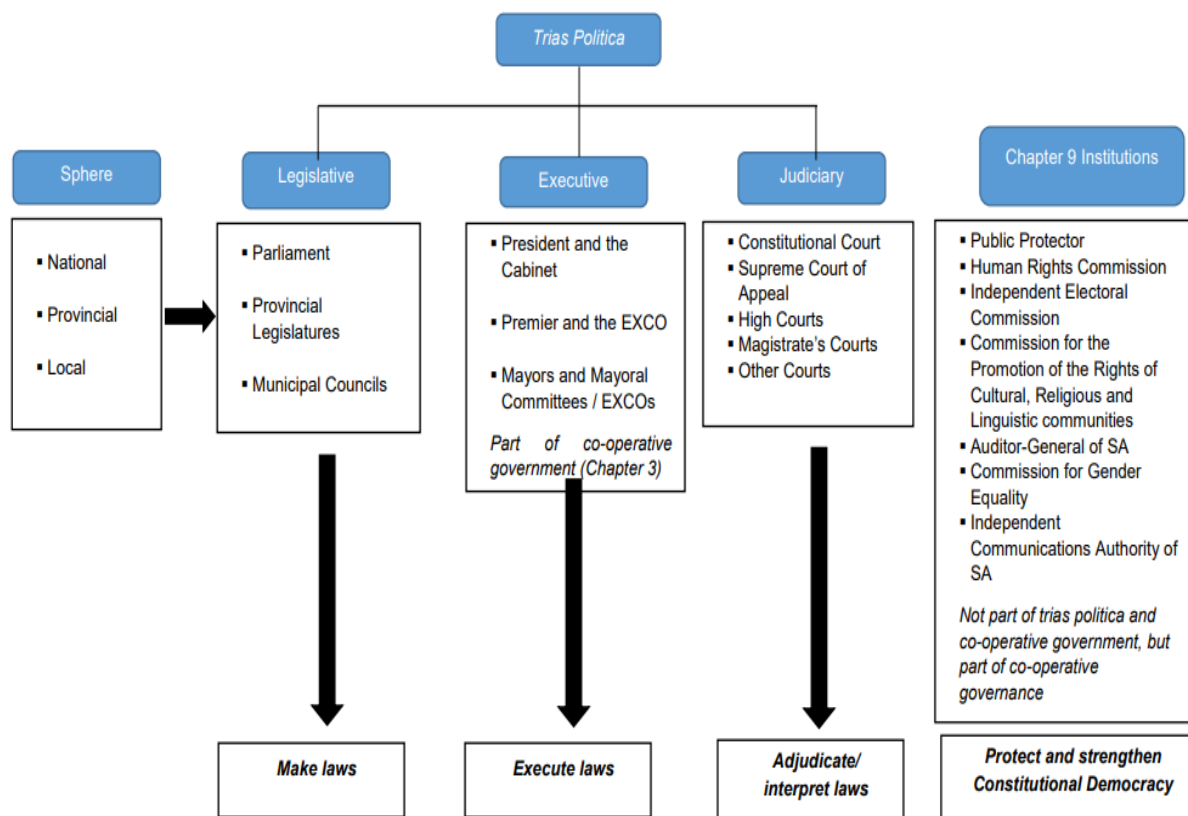


Figure 4-2: Governance framework in South Africa

Source adapted from: Phera (2019:281)

The New Public Governance Model encompasses principles such as transparency, accountability, and the absence of corruption, as argued in Section 1.6.1.3. The diagram above distinguishes three spheres of government, showing that governance is not centralised, but rather decentralised, which involves coordinated decision-making across these spheres. These spheres are interdependent, which requires collaborative governance to ensure that policies are implemented, and effective services are delivered. This is because New Public Governance should not be imposed, but it should involve joint direct participation amongst the spheres of government. However, as explained in the evolution of Public Administration (see Section 4.2), this separation amongst the sphere of government requires coordination, not isolation, to achieve effective governance (Reinholde *et al.*, 2020:1).

Therefore, functional specialisation must be bridged by collaborative mechanisms, consistent with the New Public Governance Model (see Section 4.3), with an emphasis on joint action and mutual accountability. Chapter 9 institutions as accountability partners

are recognised by the New Public Governance Model as non-state and quasi-state independent actors, such as the Public Protector, the Auditor General and the Human Rights Commission, as essential governance partners. In this regard, it is argued that considering the diagram above, these independent actors' roles in enhancing accountability, oversight, and participatory governance are significant and important for this study, to ensure that implementation of Section 100 is successfully sustained within the North West Provincial Department of Health.

4.4.2 Conceptualising Good Governance

The concept of good governance gained attention worldwide toward the end of the 1980s, during a period of pivotal political and economic transitions (Vyas-Doorgaperstad & Aktan, 2017:2; Khati, 2018:25). According to Woods (1999:39), demands for democracy and better governance increased. This means that international organisations emphasised good governance to promote stability and development, particularly at the end of the Cold War. In South Africa, the historical negotiations of the early 1990s culminated in a constitution that pays detailed attention to governance structures and practices (Pillay, 2016:27). Understanding these historical developments provides a foundation for defining good governance in the context of the North West Department of Health and Section 100 interventions.

It has been argued that good governance is a global occurrence (Adejumo-Ayibiowu, 2018:13). However, research indicates that there is not a universally accepted concept of good governance or a boundary defining its scope (Phungula, 2017:38). Johnson (2006:5) states that there is a chance that good governance will become a general term with no clear definition. Pillay (2016:24) concurs that the term good governance is hotly debated and has no clear definition. Consequently, Pillay (2016:24) clarifies that regarding the definition of good governance, there have been some divergent opinions on both a conceptual and methodological level. Fungurai (2019:20) argues that good governance is viewed as a strategy by researchers of public administration. In this instance, it is argued that good governance may become a general term without a precise meaning, which various paradigms interpret differently.

For example, although there are many distinct applications for the term good governance, most academics concur that the World Bank first used it in 1989 when discussing the promotion of economic development as an example in contemporary discourse (Subbun & Jarbandhan, 2019:137). In the 1989 report on sustainable growth in Sub-Saharan Africa, the World Bank used the phrase "good governance" (Geldenhuys, 2016:413). Lehobo (2017:1) explains that the World Bank first used the term good governance when corruption was at its highest and aid was ineffective, and recipient governments were not committed to enacting reforms. According to the author, since then, many states and certain multilateral organisations have adopted good governance, which the United Nations Development Programme defined in 1997 as a universally applicable formula for the exercise of power or authority to manage a nation's resources and affairs.

The World Bank has determined that attaining good governance is a challenging but ideal scenario. Hence, the ideal orientation of a state that strives to achieve social justice and self-reliant, sustainable development, as well as the ideal functioning of development that functions most effectively and efficiently, are the two concepts that make up good governance (Besancon, 2003:27). The World Bank argues that good governance is merely a tool for improving economic performance, and is not significant in and of itself (Goba, 2014:19). Accordingly, it encompasses: (1) the process of choosing, overseeing, and replacing governments; (2) the ability of the government to create and carry out sensible policies; and (3) the admiration that the public and the government have for organisations that regulate their social and economic relations (United Nations, 2013:10).

According to Singo (2023:28), the World Bank's interpretation of good governance, which focuses on management and administrative aspects, is one of two concurrent definitions that frequently overlap. The second interpretation has to do with increasingly political Western governments. Igwe (2018:37) argues that although it was first used in African scholarship, the World Bank's interpretation of good governance has been widely disapproved of by African scholars, who have opposed the patronising and even imperialist definitions of the term that are primarily based on Western neo-liberalist ideologies. As a result, Asmal (2019:1) states that Foucault's neo-liberal ideology, which holds that society influences people through direct leadership approaches, is the foundation for good governance.

The World Bank has supported a reform programme that has drawn criticism and influence, and there is scholarly debate over what good governance is and how it connects to public value (Roehl & Hansen, 2024:1185). Johnston (2006) argues in this regard that good governance is a valid, responsible, and efficient means of acquiring and utilising public authority and resources, to further acknowledge societal objective. It supports Western liberal democracy and portrays it as the means of achieving accountability, transparency, ownership, and participation, as well as legitimising government actions to maintain a free market economy (Adejumo-Ayibiowu, 2018:55).

The Swedish government defines good governance as a system of governance that encompasses the state's method of exercising its political, economic, and administrative functions. A strong good governance system lays out specific guidelines for the creation of public policies and the decision-making process (Gezimati, 2018:7; Kaseke, 2019:26; Phoko, 2023:32). Furthermore, the Swedish government believes that a good system of governance includes the state's approach to using its political, economic, and administrative authority. It contends that accountability, transparency, integrity, and efficiency should be the hallmarks of both institutions and procedures and that they should be founded on the ideas of the rule of law (Sida, 2003:3). Thus, when making management political decisions, good governance demands that corruption be kept to a minimum and that people's interests be taken into consideration (Herasymiuk, Martselyak, Kirichenko, Zhmu & Shmalenko, 2020:547).

The Constitution of the Republic of South Africa, 1996, supports this concept of good governance, in that all organs and spheres of government must maintain transparency, accountability, and effectiveness for the benefit of the Republic (Phoko, 2023:28). The Constitution of the Republic of South Africa, 1996, particularly Sections 33 and 195, deals exclusively with the role of just administrative action that advocates lawful, reasonable, and procedurally fair action that promotes efficient administration. It is expressed through transparency, accountability, effective service delivery, and the engagement of civil society, consistent with the principles of Batho Pele, which means People First (Maharaj, 2010:iii). Phera (2019:282) further notes that good governance in South Africa is a collaborative process involving the state, communities, the private

sector, and other stakeholders, that is characterised by inclusivity, consensus-orientation, accountability, responsiveness, and adherence to the rule of law, which is also a demonstration of New Public Governance where cooperative governance is established and facilitates intergovernmental relations amongst various stakeholders.

Phera (2019:282) explains that the pursuit, strengthening, and support of constitutional democracy in South Africa can be exemplified by good governance, which is a collaborative approach to governance in which the government coordinates the interface between and within itself, other state organs, communities, the private sector, the non-governmental sector, and other stakeholders in a way that is equitable and inclusive, accountable, transparent, responsive, consensus-oriented, participatory, and based on the rule of law. It cannot be a set of best practices that have been observed empirically or a recipe derived from the theory. It both produces and observes issues. This means that good governance identifies problems and establishes what constitutes their accomplishments (Nyathi, 2023:30).

Furthermore, Ndou (2020:92) states that to address the several causes of South Africa's subpar public service delivery, the government of South Africa implemented a good governance system to create a long-lasting, coordinated, and participatory governance approach. Geldenhuys (2016:412) cautions that, however, in difficult circumstances, South Africa's good governance has crumbled. This phenomenon spread throughout the world due to the communist ideology's poor performance. In this regard, it may be argued that accountability and transparency in the decision-making process and public policy formation are essential components of a good governance system, to address issues leading to this important phenomenon to crumble (Ukwandu, 2019:14).

Shezi (2019:8) associates good governance with several ideas, including public welfare, economic growth, the perceived legitimacy of the government, service delivery, law and order. In this regard, it may be argued that good governance in the context of public services typically reflects opinions about the processes that influence decision-making, how political and administrative decisions are made, and how formal and informal institutions influence the way governmental systems function (Ebi, 2021:23). Consecutively, Vyas-Doorgaperstad and Aktan (2017:2) explain that good governance is

linked to effective and efficient administration within the academic system. It is the only system in place to meet communities' fundamental social demands within an ethical and normative framework.

Furthermore, good governance broadly refers to the policies, procedures, and establishments that are implemented to create more accountable governments, more stable, wealthier nations, and more inclusive and participatory societies (Schoeberlein, 2020:2). The obligation of governments or decision-making bodies to address community expectations is another aspect of good governance regarding government procedures. Kengni (2021:202) explains that, whether directly or through respectable intermediary organisations that speak for their interests, good governance mandates that all stakeholders have a say in decision-making. Kengni (2019:114) argues that positive results like better service delivery are part of these aspirations. Thus, for good governance to be effective, government institutions and civil society organisations must have networks and collaborations (Kanyane & Sambo, 2021:202).

Apell (2019:101) adds that good governance relates to the developmental potential of democracy in Africa, as accountability, the rule of law, public choice of government, and freedom of expression and association are crucial components of Africa's regeneration. Effective and transparent policy administration, respect for human rights and the rule of law, and the adoption of democratic values are all components of good governance. Mosiane (2018:18) contends that many organisations still have a partial understanding of the notion of good governance, that the measuring tools may be biased, and that much more effort has to be made to examine all of its components. Thus, many nations that are thought to typically practice good governance, such as Botswana, Mauritius, Ghana, Nigeria, and South Africa, often create pro-poor policies and focus on programmes for the underprivileged and impoverished (Phungula, 2017:38).

The Republic of Rwanda (2020:5) explains that the ultimate objective of any good governance system should be the integrated socio-economic development of the populace. Naidoo (2011:32) advises that transparent and accountable decision-making and public policy-making processes are also necessary for a good governance system. Similar to the above objective by the Republic of Rwanda, the main goals of good

governance are to create and enhance networks and partnerships across corporations, civil society, and public players. It is argued that the significance of New Public Governance is demonstrated by this assertion, because it enhances cooperative governance and facilitates intergovernmental relations amongst various stakeholders.

Although frameworks for good governance exist, challenges persist, including corruption, weak institutional capacity, inadequate citizen participation, and policy implementation gaps (Lehobo, 2017:1; Nyathi, 2023:30; Schoeberlein, 2020:3; Herasymiuk, Martselyak, Kirichenko, Zhmu & Shmalenko, 2020:548). The legal framework alone cannot eradicate corruption, since this is a complex issue which requires collaborative governance. Normatively, good governance requires ethical decision-making, adherence to the rule of law, inclusive participation, and transparency.

Schoeberlein (2020:4) advises that good governance should necessitate the existence of legitimacy, which is the consent of the governed, accountability, which guarantees transparency and answerability for actions, and respect, which includes effective policy-making, policy implementation, and service delivery. Thus, good governance is generally acknowledged as a constructive tool that can alleviate the governance issue that most African nations face (Mnyaka, 2019:4). It highlights the requirements for how public institutions manage resources, handle public affairs, and nurture human resources (Maloba, 2019:37).

It is contended that effective and accountable institutions such as political, judicial, administrative, economic, corporate, and entrenched regulations that support development, human rights, and the rule of law, as well as those that guarantee people's freedom to participate in and be heard on decisions that impact their lives, are necessary for good governance (Ndou, 2020:12). Furthermore, Subban and Jarbandhan (2019:138) state that definitions of good governance are always evolving in reaction to and in tandem with trends and situations. According to academics, the responsible and open management of public resources for the sake of sustainable development is what is meant by good governance (Ukwandu, 2019:13). Furthermore, it has been emphasised continuously as being essential to attaining sustainable development, being accountable to the public, and effectively addressing issues related to corruption (Schoeberlein, 2020:2). In the South African public sector, good governance enhances accountability for

resource stewardship and encourages better decision-making and resource efficiency (Ndou, 2020:33). It suggests responsible and constitutional governance in addition to enlightened citizenry (Igbokwe-Ibeto, 2020:4). This indicates that the government uses good governance methods and principles to effectively and efficiently manage public resources and provide high-quality public services (Kemp & Vyas-Doorgaperstad, 2020:2).

Cleophas (2018:72-76) clarifies that good governance is about making wise decisions with the help of individuals in positions of authority. The author, however, cautions that, like many other good concepts, while good governance is crucial, it is not a panacea. Amongst the characteristics that characterise public administration in general, good governance has risen to the top of the list (Sedio, 2023:2). This indicates that it primarily concentrates on the components of successful public administration. Stated differently, good governance is necessary to guarantee that policies have the intended impact, regardless of the calibre of policies established by a government (Cleophas, 2018:69). It has to do with a democratic government achieving the most suitable developmental policy goals to guarantee the long-term growth of society (Masiapato, 2017:62). Souto (2021:23) in addition argues that the global public good is crucial for states to organise the delivery of public services when the principles of good governance are applied and implemented, and the normative component of governance becomes just as important.

Despite variations in definitions above, good governance is generally characterised by eight core principles: accountability, transparency, participation, responsiveness, inclusivity, equity, consensus-orientation, and efficiency (Serongoane, 2021:18; Municipal Association of Victoria, 2012:7; Schoeberlein, 2020:2). It is argued that these principles guide institutional conduct, policy-making, and public service delivery, that ensures that governance is ethical, effective and responds to societal needs. Maharaj (2010: iii) opines that in the South African context, good governance is also closely linked to the Batho Pele principles as explained above, which emphasise transparency, accountability, and service delivery to the citizens, amongst others. Thus, it is argued that an organisation that adopts good governance can reap several benefits, including improved plans and strategies for the organisation, increased purpose, improved agility,

more careful compliance management, finance community engagement, and improved effectiveness and efficiency of processes and operations (Cleak, 2019:50).

These principles mentioned above are essential to improving service delivery, that fosters public trust and promotes sustainable development. In the South African public sector, the Good Governance Model places an emphasis on integrity, accountability, transparency, and visionary and effective leadership. The model avoids inefficiency and a lack of representation. This is because these demonstrate traits of bad governance (Maloba, 2019:37). Thus, it is important to understand that the operationalisation of good governance is important in sustaining Section 100 interventions within the North West Provincial Department of Health. It is argued that if these principles are applied effectively, they can ensure that resources are used and managed effectively, decisions taken are transparent to everyone that is impacted, and accountability measures are practiced, including services being delivered effectively to meet the needs of the population.

The study argues that if the New Public Governance Model is adopted, the North West Provincial Department of Health can therefore operationalise good governance by associating it with collaborative networks amongst the three spheres of government, civil society, and other stakeholders impacted. This means that adopting this model of New Public Governance would ensure that resources are managed and used efficiently, including ensuring that decisions are transparent, individuals found guilty are accountable, and that services delivered meet the needs of the population. The study further argues that if good governance and the New Public Governance Model are linked, it would not only enhance theoretical knowledge and rigour, but would also provide practical mechanisms for ensuring that the implementation of Section 100 is successfully sustained.

Drawing from the discussions above by multiple authors, such as the World Bank, the Swedish Government, and the South African Constitution, good governance for the purposes of this study is defined as the set of processes, principles, and institutional arrangements that ensure accountability, transparency, ethical leadership, citizen participation, and efficient service delivery within the North West Provincial Department of Health. This conceptualisation is grounded in the New Public Governance (NPG)

paradigm, which emphasises collaborative governance, intergovernmental cooperation, and the integration of multiple stakeholders to achieve effective service delivery.

The following section explains good governance as a normative concept, to provide a broader understanding of what constitutes good and bad governance.

4.4.3 Good Governance as a normative concept

The normative perspective specifically concentrates on good governance and bad governance. Phera (2019:40) explains that finding or using moral concepts in the study of politics is the main goal of the normative approach. In political systems, it embodies theories about what ought to be, as opposed to what is. In this instance, several definitions of good governance define it as the effective operationalisation of policy goals through the efficient and crucial participatory coordination, mobilisation, and use of all available resources (Staubi, 2022:88). Based on this definition, it is contended that the antithesis of good governance is bad governance, which has been widely rejected as a successful style of government that results in community failures. This is especially true for third-world nations that are struggling to establish their democracies (Phoko, 2023:27).

Moolman (2021:2) states that good and bad governance can be distinguished from one another. For example, effective leadership is a key component of good governance, whereas poor leadership lowers organisational morale, and poor connections result in subpar performance, which is considered bad governance. Grindle (2007:558) argues that good enough governance offers a framework for challenging the extensive list of institutional reforms and capacity-building programmes that are now thought to be crucial for development. As a result, good governance is essential to development, because it influences and decides the enhancement of socio-economic progress and citizen welfare (Wilson, 2023:6). However, rigid bureaucratic norms and standards like efficiency, effectiveness, and top-down control are the main barriers to good governance in public institutions (Diseko, 2018:144).

Maropo (2018:44) contends that the following is an advantage of good governance: it fosters community trust since people know that decisions are made and carried out openly and responsibly. In addition, Reta (2020:28) explains that sound economic policies

must be complemented by good governance, which is crucial to establishing and maintaining an atmosphere that supports robust and equitable development. Thus, it is crucial to remember that democracy and good governance are not the same thing, as this would suggest that only democratic institutions can provide services (Cleophas, 2018:8). The author confirms that the normative perspective of what "ought to be" becomes far more prevalent when defining good governance as opposed to governing.

Good governance begins with the character of the people entrusted with maintaining it, not with principles, regulations, or processes that should be carried out (Buekes, 2019:42). However, due to their failure to achieve certain standards of the United Nations' good governance, including maintenance, accountability, openness, responsibility, responsiveness, participation, rule of law, efficacy, and inclusivity, many African nations are classified as having bad governance (Mooila, 2023:8). Goba (2014:25) and Sheng (2018:1) concur that one of the main sources of all evil in communities is increasingly thought to be bad governance. Ndou (2020:98) adds that economic crises have frequently been caused by inadequate governance, which has led to subpar social, political, economic, and public administration policies. As a result, South Africans are unable to receive basic service delivery in their communities.

Furthermore, corruption, sometimes known as the misuse of public funds for private benefit, is encouraged and made easier by bad governance (Koali, 2023:96). Ukwandu (2019:15) states that Sub-Saharan Africa's development attempts have been hampered by bad governance, which hindered the region's general development, job creation, economic progress, and efforts to reduce poverty. C'waile (2023:51) emphasises that bad governance is viewed as the source of all social ills, and is linked to corruption, wastefulness, ineptitude, and inaction, all of which obstruct economic growth and prolong poverty. Thus, determining the prerequisites for good governance and how to attain them presents another challenge for the good governance goal. Part of the problem, according to the author, is that it is presumed that the traits of good governance are consistent and universal (Pamachete, 2018:13; Auriacombe, & Vyas-Doorgapersad, 2019:5; Naher *et al.*, 2020:2).

It is crucial to remember that bad organisational culture leads to bad governance and bad decision-making. This means that an effective organisational culture should be established to ensure that good decision-making is practiced. Accordingly, poor performance is not caused by inadequate governance, but is rather connected with it (Turner, 2020a:1). It is important to note that in South Africa's fledgling democracy, bad governance is adversely affected by the negative effects of corruption, poor service delivery, mismanagement of public resources, and maladministration (Hanyane & Naidoo, 2015:241). For argument purposes, these were some of the reasons why the North West Provincial Department of Health was placed under administration, as explained in Chapter 1. Therefore, a political desire to govern properly is necessary for good governance to succeed in public institutions (Tshabala, 2022:51). Thebe (2017:127) argues that understanding the effects of professionalism, accountability, responsiveness, and unethical behaviour in any democratic government, like South Africa, is linked to good governance.

In public administration, good governance entails managerial autonomy, administrative independence, and the delivery of high-quality services to stakeholders and citizens with a range of interests (Subbun & Jarbandhan, 2019:142). Mnyaka (2019:15) states that norms that must be followed include upholding the legitimacy of the government, adhering to the law, allowing the public to participate in decision-making, ensuring the freedom of expression and association, and fostering a positive relationship between the government and its constituents. Consequently, Cleophas (2018:262) argues that citizens' lives will suffer if good governance is not promoted, and this will be made evident in feedback that results from the effects that the outputs have on the environment.

According to several researchers, many developing nations, such as South Africa, struggle with bad governance, which is typified by an inability to create responsible institutions and systems that successfully address the demands of the majority of their populations (Nko, 2017:260). Amongst other things, incapacity, illiteracy, the incapacity of leaders, bad infrastructure, and weak institutions are the main reasons for bad governance in Africa. It is important to note that the worst-case nations are indicated by these causes (Kungama, 2020:58). Therefore, bad governance causes public funds to be

diverted from areas that prioritise the public interest to areas that offer bribery opportunities (O'Hare & Hall, 2021:112).

Good governance is an ongoing process of interaction between a government and its people, meaning that the basis of both is a collaborative connection between the people and their government (Mnyaka, 2019:19). In this regard, governments can achieve good governance by avoiding the following traits of bad governance:

- Inability to create a consistent legal framework, government conduct, and the rule of law.
- Inability to distinguish clearly between what is public and private, which leads to a propensity to divert public resources for private advantage.
- Overly stringent laws and regulations make it difficult for markets to operate.
- Development-incongruent priorities that lead to inefficient use of resources.
- Decision-making procedures that are overly limited or opaque.
- Absence of well-defined policy assumptions.
- Absence of a rule of conduct for conducting state affairs (Masiapato, 2017:66).

The author above acknowledges that the presence of bad governance is a significant barrier to national security and economic growth. Souto (2021:1) concurs that, according to international development organisations, bad governance is a significant barrier to economic development and progress. Thus, people find it repulsive because it personifies power, human rights violations, corruption, and unelected governments (Maloba, 2019:37). In addition, Orogun and Pillay (2023:2) state that ineffective political leadership is a direct result of poor governance. The author advises in this instance that the electorate's decisions can be used to correct faulty governance.

Furthermore, Kungama (2020:62) states that an organisation that has been granted the designation of good governance implements and supports strong, sensible laws, policies, coordination systems, and regulatory frameworks. However, Auriacombe and Vyas-Doorgapersad (2019:13) caution that determining the prerequisites for good governance and how to get them is another issue with the good governance agenda. Although good governance as a mechanism will ensure that the continent scurries toward accomplishing

its regional development plans, it is failing due to the government structure that fosters political instabilities and democratic weaknesses (Singo, 2023: iv).

Good governance necessitates unambiguous instructions on how to carry out policies, strong backing and dedication from upper management, internal stakeholders who must adjust to the policies, and the possession of the necessary credentials (Kungama, 2020:206). Sebola (2017) explains that good governance acknowledges the necessity of including relevant stakeholders in decision-making processes, particularly in matters that require their involvement, and that those in power cannot exclude them. Consequently, bad governance, which is the antithesis of constitutional democracy, involves the instillation of vices, including corruption, poor service delivery, human rights violations, and maladministration (Phera, 2019:282).

Drawing from the normative approach explained above, good governance for this study is understood as an *ideal standard of governing*, such as efficiency and effectiveness, active participation, accountability, transparency and responsiveness, that emphasises the ethical exercise of the three spheres of government, such as integrity, professionalism, and moral responsibility, including effective leadership to ensure effective service delivery. It is therefore argued that the normative approach is not only about administrative efficiency, but also about upholding integrity, legitimacy, and accountability in the use of public resources.

Thus, normatively, good governance for this study entails transparent decision-making, active participation, adherence to the rule of law, and a commitment to the fair distribution of resources to reduce inequality and promote citizen well-being. In conclusion, it is argued that good governance as a normative concept closely relates to the pursuit of ideal, ethical, and citizen-centred governance practices, that maximise the public interest and advance sustainable and equitable development (Keping, 2018:4).

Building on the working definition presented in Section 4.4.2, the following section presents the importance of good governance.

4.4.4 Importance of Good Governance

The three spheres of government must understand the importance of good governance in public institutions, to ensure that services are rendered effectively. Meyer (2022:1) concurs and explains that since governments around the world struggle to provide high-quality services, the idea of good governance has been at the top of the public administration and global developmental agendas for several years. In this instance, it is conceivable that effective public services depend on good governance (O'Hare & Hare, 2021:111). Benkhadra (2022:1) states that nations with good governance are characterised by inclusive institutions that respond to the needs of their residents, uphold the rule of law, and deliver public services effectively.

Singo (2023:iv) outlines that good governance has gained international attention because research indicates that it plays a critical role in enhancing the performance and development of member states. As a result, governments and nations have been aligning themselves with the principles of good governance to achieve economic development. The Municipal Association of Victoria (2012:9) explains further that there are various reasons why good governance is crucial. Firstly, it increases elected officials' trust in their spheres of government and their decision-making process, in addition to boosting the community's confidence in the council. Secondly, it facilitates efficient decision-making and provides a mechanism for interested and impacted parties to assess administrative officials' performance (Kengni, 2019: vii). Therefore, scholars and professionals concur that good governance can have a substantial influence on the quality of decisions made in the field of public administration (Sari, 2023:39). Valdez *et al.* (2022:76) therefore argue that decision-making is aided and informed by it.

Good governance encourages institutions' efficacy, accountability, and transparency (Ngxabi, 2015:19). This is important as accountability and transparency could assist in eradicating corruption within public institutions and ensuring that implementation of Section 100 is successfully sustained. Mbaku (2020:24) further states that the government's corrective intervention goals have suffered greatly in many African nations due to poor governance. Thus, good governance is essential for building public trust in political institutions, creating an atmosphere that supports long-term, sustainable growth, and eventually improving the general well-being of society (Sari, 2023:40). According to

the author, this is significant because it enhances public participation, helps the government become more effective and efficient, lowers corruption, and builds public confidence in the political system. Sugiarti, Fiatariana and Rahman (2021:221) state that one of the requirements of reform is to demonstrate good governance. In this instance, it is argued that to achieve the nation's goals of bringing justice and prosperity to all of its residents, the state is pursuing this as a strategic move.

Singo (2023:1) argues that available data demonstrate how good governance has been contextualised extensively to emphasise its significance for economic growth. Hence, ineffective good governance procedures that result in conflict resolution may arise from an organisation's failure to implement appropriate good governance strategies (Sebola, 2017:182). Malinga (2021:2) contends in addition that case studies that characterise good governance as a pillar for the effectiveness of service delivery are abundant in the literature on public administration. This is because effective governance seeks to reduce corruption, consider minority opinions, hear the voices of the oppressed during the decision-making process, and actively address the present and future needs of the community (Helani, s.i:53; C'waile, 2023:51; Koali, 2023:45). In this sense, one may argue that good governance encapsulates what many people find to be a reasonable and appealing aspect of governance (Kaufmann & Lafarre, 2021:763).

Globally, economic growth is fueled by foreign and domestic investment, which is drawn to nations with good governance (Hall, Lopez, Murray & O'Hare, 2021:1). Since it promotes political, social, and economic development, good governance is crucial in any nation or state to ensure that economic growth is established (Koali, 2023:44). Hence it is important that public institutions in South Africa practice good governance. The author further motivates that a state's economic progress is unstable in the absence of good governance; for this reason, good governance is essential to attaining sustainable development and human well-being. Khoza (2014:14) argues that because it has a developmental spin-off, good governance is a means to achieve a goal, rather than an end in and of itself. As a result, one of the most important elements in establishing good governance in an organisation is communication. For this thesis, it is argued that effective leadership, communication, information management, and the presence of strong state institutions must all be at the core of good governance for all spheres of government to operate effectively (Kungama, 2020:55).

Khathi (2018:30) states that although there is no denying the significance of good governance, institutional activity serves as a gauge of the government's ability. This means that their goals must be unambiguous and straightforward. Thus, achieving these goals is a top priority for governance. However, Grindle (2007:571) cautions that individuals within public institutions who have established goals for what should be done in practice and how to deploy limited resources, such as money, organisational capacity, human talent, knowledge, and leadership, cannot find much comfort in good governance. Furthermore, good governance is crucial to fulfilling and supporting an entity's obligations, which include using public resources in an economical, ethical, and efficient manner to carry out government policies (Mbatha, 2021:43). Thus, long-term development results depend on good governance and using public resources in an economical, ethical and efficient manner (Liang, Tseng, Ho & Wo, 2020:5). Stated differently, good governance makes it easier to allocate and manage resources more effectively, as well as to target priority population groups for interventions more precisely and successfully (Naher *et al.*, 2020:2).

Globally, as well as for federal, state, and local governments and agencies in the United States, good governance has become essential for decision-making and programme execution (Dube, 2018:62; Pomeranz & Stedman, 2020:428; Makgahlela, 2020:2). Good governance helps the organisation to succeed by enhancing the effectiveness of its leadership and by offering directions on how to manage the affairs of governance in an organisation. In addition, good governance is important because it informs decision-making. Thus, to effectively manage and administer the developmental requirements and priorities of South African citizens, good governance, which is founded on the ideas of cooperative government and intergovernmental relations, is required (Malan, 2008:78).

In summary and considering the above discussion, the study argues that the absence of good governance institutions and principles increases the likelihood of corruption and consequently impacts how services are rendered to communities (United Nations Office on Drugs and Crime, s.i:19). In this instance, it is important that the three spheres of government, for this study in particular the provincial and national spheres of government, establish accountability measures for corruption.

The following sections present literature regarding the characteristics and elements of good governance to understand this phenomenon descriptively.

4.5 UNDERSTANDING GOOD GOVERNANCE THROUGH CHARACTERISTICS AND ELEMENTS: A DESCRIPTIVE APPROACH

The Western Cape Government (2019:8) explains that good governance is characterised by its ability to guarantee low levels of corruption, and the inclusion of the most marginalised and disadvantaged members of society in decision-making processes. Maharaj (2010:44), Maropo (2018:35), Logabane (2018:22), Kemp and Vyas-Doorgapersod (2020:2), and Tshabala (2022:5) explain that participation, consensus-building, accountability, transparency, community involvement, responsiveness, effectiveness and efficiency, equity and inclusivity, vision, oversight, professionalism, solidarity, openness, and adherence to the rule of law are some of the characteristics of good governance. Ebi (2021:15) emphasises that respect for the rule of law and inclusiveness are important characteristics of good governance. The author explains that the rule of law and inclusiveness serve to guarantee that minorities' opinions are considered, corruption is kept to a minimum, and the voices of the most vulnerable in society are heard in decision-making.

Consequently, Staubi (2022:33) opines that the characteristics of good governance include upholding the legitimacy of the government, following the law, allowing the public to participate in decision-making, ensuring freedom of expression and association, and fostering a positive relationship between the government and its constituents. Ikalewumi and Olahiran (2021:5) concur and argue that participation is still at the core of good governance, and is a fundamental democratic right of the populace. The authors explain that participation from all stakeholders plays a significant role in establishing and ensuring that good governance is enhanced. Geldenhuys (2016:413) clarifies that although the phrase good governance is not used in the Republic of South Africa's 1996 Constitution, it does contain provisions that are entirely congruent with the characteristics of good governance.

Considering the synopsis of the characteristics of good governance mentioned above, below is an illustration of the elements of good governance.

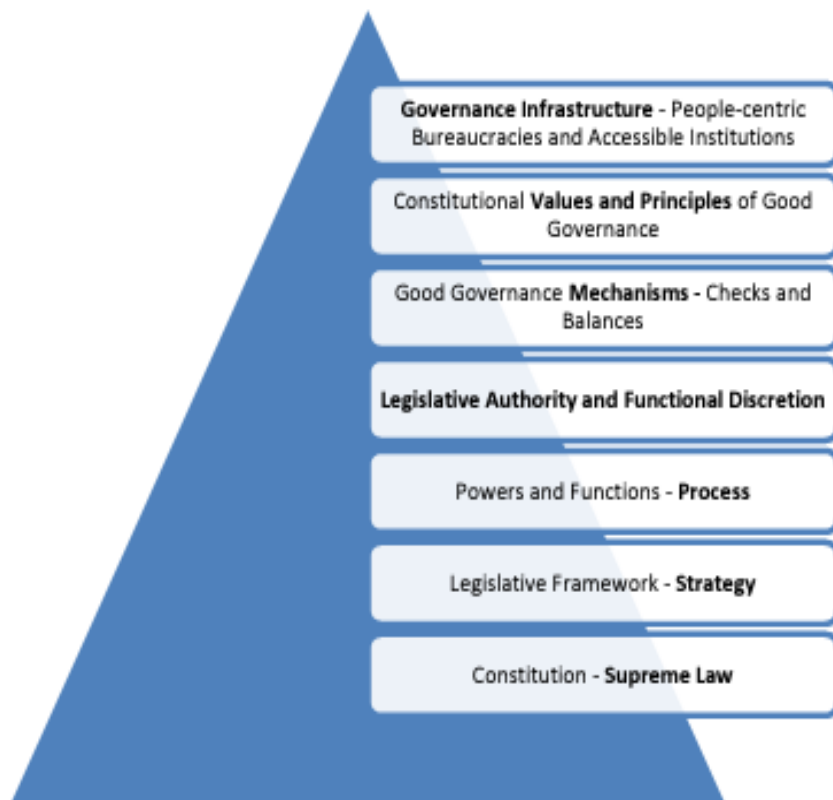


Figure 4-3: Elements of the proposed Good Governance Framework

Source adapted from: Diseko (2018:610)

The elements presented in the figure above are critical, as they reflect core characteristics of good governance. The elements, however, provide two distinct additions from the characteristics of good governance that are important in enhancing its applicability in the South African public sector context. Firstly, the figure includes governance infrastructure, which highlights that accessible, well-established institutions are also important enablers of good governance. This reinforces the idea that physical and administrative infrastructure form the foundation upon which governance processes are executed effectively. Secondly, the figure emphasises anti-corruption measures as a key element. These anti-corruption measures also advocate for robust systems of checks and balances, in relation to public financial management. This is important in light of South Africa's ongoing challenges with mismanagement and corruption, as also discussed in

Chapter 1 of the thesis. It is argued that public institutions should acknowledge anti-corruption as an important element. This would ensure that integrity and accountability are central to public institutions' operations.

Furthermore, the figure outlines the necessity of public institutions to adhere to the powers and functions that are important for good governance to be established, as previously outlined in the characteristics. These functions include participation, transparency, accountability, and adherence to the rule of law. These are all necessary to uphold constitutional mandates. In the context of Section 100 interventions, these powers and functions are important for ensuring that national oversight is not only reactive, but also sustainable in the long term. The powers and functions serve as a guide for how provincial departments, such as the North West Department of Health, should align their operations with governance best practices to maintain effective service delivery.

Esty (2006:1496) states that four fundamental elements of good governance should be considered as potential prerequisites: (i) checks and balances; (ii) systematic and sound decision-making; (iii) transparency and public engagement; and (iv) limits on corruption, self-dealing, and special interest influence. These elements are also important to ensure that services are rendered effectively. In addition, Kengni (2019:134-135) opines that two crucial roles are played by effectiveness and efficiency, which are essential to ensure that the elements of good governance are acknowledged in public institutions. The author explains that impacted or worried members of a society might pinpoint areas where decision-makers have failed by evaluating them on their efficacy and efficiency (Kengni, 2019:134–135). Therefore, it is argued that effectiveness and efficiency are benchmarks for responsible decision-makers to conduct self-evaluation and identify areas in need of improvement.

To conclude, the characteristics and elements discussed above form the foundational pillars of good governance. These characteristic and elements do not serve only as guiding principle, but should also be used as a practical tool to ensure effectiveness in public institutions (Donen, 2018:15). This study thus contends that when these characteristics and elements such as accountability, transparency, participation, and rule of law are integrated with structural elements such as sound infrastructure, financial integrity, and anti-corruption mechanisms, they have the potential to create a governance

environment that is cohesive, harmonious and responsive to the public. For this study and to ensure that implementation of Section 100 interventions is successfully sustained, the application of both characteristics and elements of good governance is essential. The integration of the two can ensure improved decision-making and enhance service delivery outcomes. In general, this integration would not only ensure compliance with constitutional mandates, but would also ensure that the implementation of Section 100 interventions is sustained.

To build further on the discussion above, the following section outlines the principles and essentials of good governance that are relevant to this study. These principles and essentials are not only important to effective public administration, but are also enshrined in the Constitution of the Republic of South Africa, 1996.

4.6 PRINCIPLES AND ESSENTIALS OF GOOD GOVERNANCE

The following sections meticulously present the principles and essentials of good governance, as a significant contribution to achieving the objective of this chapter.

4.6.1 Global Principles of Good Governance

Igue (2018:26) explains that various definitions of good governance offer principles that are relevant to how they interpret the idea. It is stated that these principles primarily stem from the nine principles of good governance outlined by the United Nations Development Programme (UNDP), even though several definitions presented above and offered by various scholars, researchers, and practitioners present differing concepts. Donen (2018:12) argues that the African continent uses the good governance principles as a framework to determine what needs more attention. The hypothesis of good governance signifies that growth will be efficient and effective if there is strong governance (Pamachete, 2018:26; Ngumbela, 2021:93).

The authors explain that three reports were developed that comprise the good governance principles, namely the King I, II, and III reports. The King 1 report, which was published in 1994, established the basic principles of good governance, which played a significant role in the efficiency and effectiveness of growth within nations. Mosiane (2018:10) explains that in 2002, the establishment of the second report, King II, was

presented, and 2009 saw the establishment of the third report, King III, all of which serve as a guideline for institutions to practice good governance. The reports sought to advance integrated governance and high standards, all of which contribute to services being delivered effectively.

Moolman (2021:31) states that statutory directives serve as the primary source of good governance principles. Therefore, it appears that the body of knowledge about good governance and the law mainly coexists. Makara (2009:2) explains that the principles of good governance are widely acknowledged in the majority of nations as providing a forum for communication between public servants and the general public. They establish standards and norms for governance, give policies and processes a foundation, and offer indicators to gauge effective governance (Diseko, 2018:74). According to Manalullaill (2023:12), a variety of principles and practices about the direction and control of an organisation are included in good governance. According to the author, it is argued that good governance is supposed to be achieved through the practices and principles of public administration and public management in general, as also stipulated in Section 195 of the Constitution of the Republic of South Africa, 1996. Accordingly, the standards and principles that a government regards as its governance are included in good governance. It is important to note in this regard that in every area of government, it is becoming more crucial to reinforce good governance principles.

Furthermore, Beshi and Kaur (2019:341) advise that when the government chooses to put good governance principles into action, it may not only meet the demands of the populace, but also boost public confidence in the government. Thus, when an organisation does not follow the principles of good governance, it might become poisonous and corrupt (Motsie, 2023:19). Legodi (2017:17) motivates this assertion that this is the reason why, in most nations where corruption is pervasive, strong governance and anti-corruption measures become essential. Thus, principles of good governance should build the organisation's ability, particularly the leadership's, to accomplish results effectively and efficiently (Motloun, 2022:17).

Considering the aforementioned background, several researchers concur that principles of good governance include public sector management, accountability, fairness,

information access, transparency, equality, resilience, respect for the rule of law, public participation, economy, and efficiency, including responsiveness (Woods, 1999:43; Besancon, 2003:29; Vyas-Doorgaperstand & Aktan, 2017:5; Pamachete, 2018:20; Lembethe, 2018:22; Diseko, 2018:358; Winnipeg, 2020:2; Bekele & Ago, 2020:103; Zondi, 2021b:21; Mbatha, 2021:37; Mhlomi, 2022:37; Schoeberlein, 2022:3; Phoko, 2023:32; Wilson, 2023:30; Roehl & Hansen, 2024:3). From these principles, and referring to the New Public Governance Model, all of these principles are applicable and important to ensure that implementation of Section 100 is successfully sustained within the North West Provincial Department of Health. However, Sari (2023:42) argues that a key principle that stands out is accountability, which positively affects the standard of decision-making procedures and capable leadership.

It is often acknowledged that sound budgeting and financial management are supported by this principle of good governance (accountability), which centres on the state as an institution (Rabotapi, 2013:24). To treat accountability in NPG, it is important that the state must acknowledge the values and interests of the people, who then assess public policies and use their power to compel the government to change its course. Pereira and Ckagnazaroff (2021:118) suggest that this accountability, which they refer to as multi-dimensional, ought to be a part of a legal agreement between the parties involved, wherein roles, obligations, and systems of execution and responsibility are clearly defined.

These principles mentioned above entail that the degree to which citizens are provided with accurate and up-to-date government information is crucial for the operationalisation of good governance principles like transparency and public involvement (Mojapelo, 2022:24). Staubi (2022:99-101) opines that the application of these principles guarantees the protection of human rights, and links to democratic institutions, anti-corruption efforts, service delivery, and the rule of law. This application ensures that services are effectively rendered, and consequently improves the right to directly engage in public affairs through representatives chosen by the people themselves.

Herasymiuk, Martselyak, Kirichenko, Zhmur and Shmalenko (2020:547) present a figure of key principles in the public sector which are deemed important in ensuring the integrity and effective functioning of the public sector. The figure is presented below.



Figure 4-4: Key principles of Good Governance in the Public Sector

Source adapted from: Herasymiuk, Martselyak, Kirichenko, Zhmur & Shmalenko (2020:547)

The effective application of these principles above requires the unwavering commitment and hard work of government officials and leaders, in addition to the support and encouragement of the broader population (Sari, 2023:43). Thus, to improve service delivery in South Africa, the figure states that it is essential to follow good governance principles and implement good governance practices, such as strong commitment to integrity, ethical values and the rule of law, including openness and comprehensive stakeholder engagement, accountability and transparency, efficient resource management, and project monitoring and evaluation (Hanyane & Naidoo, 2015:243). The proper application of these principles promotes economic growth, fosters peace and stability, improves public service quality, bolsters public engagement, and increases bureaucratic efficiency and transparency (Sari, 2023:39).

Furthermore, Moolman (2021:460) states that the public sector and its governance structures should implement the following five behaviours to support good governance principles at the organisational level:

- Exercise moral leadership and operate as an accountable corporate citizen.
- Develop the plan, track results, and update stakeholders.
- Assign management the task of carrying out the operational plans, policies, and strategy.
- Create and oversee governance functional domains, including information and technology, risk, and compensation governance frameworks; and
- Use a stakeholder-inclusive strategy that takes into account the demands of all parties involved.

These behaviours support good governance principles and ensure that services are rendered effectively in the public sector. Thus, an argument is made that through the implementation of good governance principles, the public sector is expected to produce better quality policies and programmes, support sustainable development, and improve the quality of life for all citizens (Sari, 2023:40). In conclusion, the principles of good governance presented above serve as an important building block that would strengthen public administration, promote an ethical, accountable, and responsive public sector. It is argued that if these principles are effectively applied, they would not only enhance transparency, efficiency, and public trust, but would directly contribute to sustaining the implementation of Section 100 interventions within the North West Provincial Department of Health successfully. To make reference to the adopted model of this study, this means that where collaboration, citizen engagement, and accountability are central, these principles reinforce a governance culture that would prioritise quality service delivery. In conclusion, it is argued that the consistent application of good governance principles is not theoretical, but a necessary standing point to foster legitimacy and ensure that the rule of law is effectively practiced within public institutions.

The following subsection presents the essentials of good governance as a supplement to the principles.

4.6.2 The Essentials of Good Governance

There is more to good governance than just having a decent government, it also means that accountability, openness, and involvement are encouraged, which suggests that the relationship with democracy is much more obvious, and that democracy is strengthened by good governance and vice versa (Serongoane, 2021:17). Thus, applying this can be realised when people's quality of life is improved by public engagement (Masiapato, 2017:59). Zondi (2021b:20) explains that good governance encourages the efficient and successful operation of governmental institutions that answer the people, and allows them to influence policy decisions that will enhance their quality of life. To make this a reality, Shezi (2019:8) advises that equity, the rule of law, public involvement, and public officials' accountability are essential components.

As part of the essentials, Sida (2003:37) and the United Nations Office on Drugs and Crime (s.i.:2) explain that good governance and anti-corruption are closely related, since enhancing good governance generally also involves fighting corruption. Despite these two being related, it has been demonstrated that corruption erodes good governance, which is why anti-corruption initiatives like vetting are crucial in fostering it (Shezi, 2019:8). It is argued that these anti-corruption initiatives must include accountability from public servants. Masiapato (2017:67) concurs and argues that the issue of accountability is a crucial element. Sadly, Tshabala (2022:iii) cautions that a lack of accountability has been exacerbated by the absence of oversight.

Sida (2003:37) states that institutions and procedures that fight corruption and corrupt behaviour are essential to successful government. This means that good governance guarantees that corruption is kept to a minimum, minority opinions are considered, and the opinions of the most vulnerable members of society are heard, while decisions are being made (Mutenga, 2021:127). To ensure that this guarantee becomes a reality, Apell (2019:124) advises that effective leadership is essential. Maile (2022:27) concurs and states that all kinds of organisations, not just those in the private sector, benefit from effective leadership that is founded on good governance principles.

Motlhasedi (2020:124) explains that a transparent government is one of the primary drivers of a country's shift to good governance. Thus, the rule of law, effective

participation, multi-actor partnerships, political pluralism, full respect of human rights, legitimacy, access to knowledge, information and education, political empowerment of individuals, equity, sustainability, attitudes and values that foster accountability, solidarity, and tolerance are all necessary components of good governance to ensure that a transparent government is established (Abbas & Baloch, 2010:2; Cleak, 2019:83). Cleophas (2018:6-7) concurs that high ability and competence, a basic desire to act morally, and transparent and accountable institutions are the important components of good governance, consequently contributing to a transparent government. These components include the process by which authority and power are used to guarantee that public institutions are properly run, to maximise the general well-being of the country's citizens (Matashu, 2016:304). Disappointingly, the problems of misbehaviour, poor management, and malpractice in the public sector continue to be the principal obstacle, despite the government's efforts to establish good governance through components and essentials (Paul, 2018:vi).

Furthermore, Tshabala (2022:51) states that everything must be arranged to demonstrate openness to have good governance. This assertion implies that people in the public sector should conduct their business ethically, rather than misusing their position of authority (Mojapelo, 2022:5). It should be highlighted that while good governance is a prerequisite for economic progress, it is not sufficient (Reta, 2020:29). This is motivated by Pamachete (2018:27), who explains that emerging nations experience bad governance, mistrust, corruption, and mismanagement of public resources, all in the absence of political democracy. Hence, to achieve the intended results, transparency should be considered an essential part of good governance (Igue, 2018:26; Mbatha, 2020:10).

Pomeranz and Stedman (2020:228) argue that although good governance is a topic that is frequently discussed theoretically, there are not many measures that have been created to quantify its various aspects. Roy and Tisdell (1998:130) explain that institutional frameworks and the financial resources available to ensure governance determine the likelihood of successful governance. In Ethiopia, for example, the most significant opportunities for good governance were donors' support for the nation,

leadership, dedication, education, and training programmes, including customer service orientation opportunities for benchmarking (Kassa, 2011:1).

Furthermore, the disciplined knowledge and comprehension of the governing party's adherence to society's ideals of professionalism, ethics, responsiveness, accountability, transparency, and the rule of law are linked to good governance (Thebe, 2017:123; Legodi, 2017:1-2). This means that it has to do with effective management in the public sector. Valdez, Malabo, Blanco, Juevesano, Victoria, Del Rosario, Lorca, Semortin, Necosia, Generato and Muegue (2022:73), further explain that good governance creates dependability, predictability, and responsibility in organisational performance, thereby accelerating sustainable organisational development through strong governance. Hence, public institutions must aim for strong governance by acknowledging the essentials of good governance to ensure rapid organisational development. However, Legodi (2017:15) advises that accountability should be improved by increased document disclosure openness, that complies with transparency policy and encourages effective oversight, internal control, and auditing (Legodi, 2017:15; Mariti, 2018:16).

Malinga (2021:8) states that through enhanced service delivery and empowerment, transparency and accountability procedures can enhance development effectiveness and improve governance. Globally, there is broad agreement that transparency and accountability mechanisms are essential to helping nations attain developmental goals (Mothasedi, 2020:74; Letsoara, 2021:24; Malinga, 2021:23). In addition, to justify forcing governance reforms on indebted African nations, donors contend that elements of good governance are essential to development (Adejumo-Ayibiowu, 2018:32). These elements should guarantee that the poorest and most vulnerable groups have a say on how development resources are distributed (Sida, 2002:52).

The literature makes it clear that several factors impact good governance approaches, such as the desire for efficacy, efficiency, innovation, rationality, institutionalisation, external stakeholder demand, and compliance with legislation and generally accepted practices (Adejumo-Ayibiowu, 2018:31-32; Maluleke, 2021:69; Ndenge, 2022:51). A key component of good governance in public administration is the way in which information is shared, handled, and safeguarded. This indicates that one way to successfully

establish good governance is through the right to information. This means that information sharing is essential to improving participatory government and bringing about people-centred governance (Subban & Jarbandhan, 2019:139). In addition, Cleophas (2018:6) clarifies that good governance is predicated on the foundations of operational organisational systems that, when properly implemented, support the efficient provision of public services. The author explains that it is achievable in a setting that is marked by collaboration, a strong sense of unity, and a thorough understanding of the use of a systems approach (see Section 2.8.3 regarding the systems approach).

Below is a figure of key role players also deemed essential to ensure that good governance is established in the public sector.

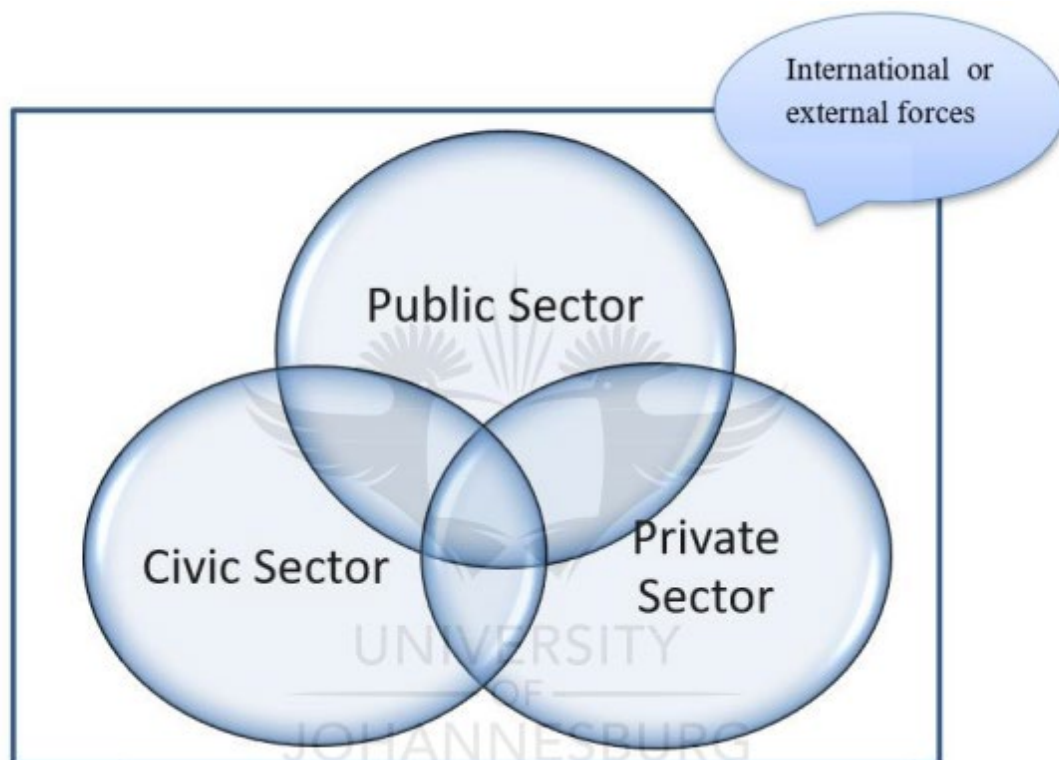


Figure 4-5: Key players in good governance

Source adapted from: Manyathi (2022:58)

From the above, Phoko (2023:14-15) argues that a society's economic, political, and social affairs are managed through interactions amongst the state, civil society, and the private sector, facilitated by a system of institutions, values, and policies. In this regard,

public institutions must engage these key stakeholders when making decisions that affect the public. For example, to ensure that key stakeholders are involved, it should be transparent and known that the public sector is responsible for ensuring legality, accountability, and the ethical exercise of authority, while civil society is known to strengthen governance by acting as a watchdog and monitoring service delivery, including outlining citizen concerns. It should also be known that, as significant stakeholders, the private sector plays a role in providing innovation, efficiency, and resources, while the civic sector and development partners, such as the Parliament, provincial legislatures, and the Auditor General, ensure accountability, technical capacity, and transparency amongst public institutions.

Letsoara (2021:24) argues that a derivation of such inclusive governance is trust. Consequently, Devine, Gaskell, Jennings, and Stocker (2021:274) concur that successful governance is facilitated by trust between the governed and their governors. In the context of this study, these collaborative roles are particularly relevant to the effective implementation of Section 100 interventions in the North West Provincial Department of Health, where joint efforts from the public sector, private sector, and civic sector are needed to restore accountability, transparency, and improved service delivery. This multi-stakeholder approach demonstrates that good governance is not the responsibility of government alone, but rather a collective endeavour. Thus, it is argued that for Section 100 to be successfully sustained, the active participation and collaborative governance of these actors ensure that government reforms are transparent, inclusive, and directed at improving public services (Staubi, 2022:33).

The following section presents selected international best practices on good governance.

4.7 SELECTED INTERNATIONAL BEST PRACTICES ON GOOD GOVERNANCE

A variety of global concerns are progressively being governed by best practices (Bernstein & van der Ven, 2017:534). The authors explain that best practices derive legitimacy from established practices; therefore, first movers in a particular field have significant potential to set the bar for best practices for others who follow them. Bernstein and van der Ven (2017:537) explain that, in contrast to many of these classifications, good governance through best practices is a mode of governance or a specific approach that can be utilised by private, non-state, intergovernmental, or transnational

organisations to accomplish their goals. As part of the best practices, Johnston (2006:1) explains that a comprehensive, long-term plan based on citizen-government collaboration is necessary for good governance. In other words, institutions and citizen participation should ensure that good governance is realised.

However, Masiapato (2017:66) states that there is no one-size-fits-all; a successful strategy for attaining good governance is a requisite because each setting requires a different approach. Ngumbela (2021:91) opines that one of the best practices on a global scale for good governance is a unified leadership dedicated to successful governance and an efficient management system, where leaders in the different spheres of government, for the purposes of this study, the national, provincial and local sphere of government collaborate and share ideas to ensure that implementation of Section 100 is successfully sustained. Motlhasedi (2020:16-17) outlines that Botswana is an exceptional nation in Africa due to its effective economic management and commitment to democratic values. This is due to good governance, which is carried out by upholding the rule of law and the rights of its citizens. This success is facilitated by its strong leadership strategies that uphold accountability and transparency norms (Sedio, 2023:49). Thus, to achieve good governance, the unitary system must be structured in a way that permits ethnic autonomy and delegates power from the national government to autonomous subunits (Adejumo-Ayibiowu, 2018:210).

Pholo (2020:427) states that the only way to attain good governance is through rational and cooperative decision-making. This argument made by Pholo (2020:427) is an indication that intergovernmental relations and cooperative governance, as presented in Chapters 2 and 3 of this thesis, would play a significant role in establishing good governance and ultimately making cooperative decisions. Thebe (2017:125), in addition, states that good governance is not supported by a culture that lacks professionalism, honesty, responsibility, and responsiveness. Consequently, morally upright leadership is required, especially self-discipline, which would include the elements mentioned by Thebe (2017:125).

Pillay (2016:28) contends that if nations want to greatly improve good governance, they must confront issues of politics, power, and democracy. Effective governance, which is based on fighting and eliminating corruption, graft, fraud, poor resource management,

nepotism, and incompetence, requires creative leadership, as well as well-planned, developed, and implemented financial systems (Pillay, 2016:28). Thus, to accomplish good governance, it is required to examine (i) the human factor, (ii) political officials, and (iii) public officials (Pholo, 2020:13). The author advises in addition that in South Africa, political and administrative personnel should always act ethically and follow the democratic norms specified in the Bill of rights, including Chapter 10 of the Constitution of the Republic of South Africa, 1996, which outlines basic values and principles governing public administration.

Furthermore, Phera (2019:158) advises that to foster good governance, governments should:

- Advance the legitimacy and credibility of public institutions.
- The government's abilities and capacity must be enhanced and made more efficient.
- Public expectations must be used to encourage political leaders to be more accountable.
- It is essential for governments to stop the arbitrary use of authority.
- Governments must ensure that to restore the credibility of the government and its administrative branches, corruption must be eradicated; accessibility, feedback, and information access must be encouraged.
- Ethics in public organisations must be promoted.
- The productivity of public servants must be increased.
- Responsive public administration must be promoted.
- Governments must ensure that best practices such as risk analysis, cost-benefit analysis, and cost-effectiveness analysis are employed when creating and assessing the quality of public services.
- Information and Communications Technology-based services to facilitate communication between the public and the government must be improved.

The aforementioned are important to ensure that good governance is established in public institutions. Globally, Orogun and Pillay (2021:8) explain that to advance good governance and positively alter community situations, cooperation with the government and other stakeholders is required. Cooperation, referring to principles and theories of

cooperative governance and intergovernmental relations, is important, as stipulated in Chapters 2 and 3 of this thesis. The authors explain that positive and negative conditionality, political discourse, and financial and technical assistance are some of the instruments that neoclassical and institutionalist theorists propose to promote good governance. However, Nko (2017:131) cautions that the effectiveness of these instruments in promoting good governance changes is still up for discussion.

According to Naidoo (2012:25), leaders may promote good governance in the public sector by establishing clear reward and penalty structures to hold employees accountable for their conduct, and by sending out strong ethical messages. This contention regarding clear reward and penalty structures aligns with the Theory of Social Exchange explained in Chapter 3. This is because people are more likely to engage in desirable behaviors if they anticipate rewards and avoid punishable actions. It is, however, important that the author also clarify that such ethical messages should include a consequence management process. Therefore, to reap the benefits of good governance at the national level (or at any level), one needs to be able to direct the procedures and methods used to make decisions that will affect citizens' daily lives, and the course of their nation's development (United Nations, 2013:1).

A good governance structure should create a successful and financially secure organisation, respect stakeholders' legal or mutually agreed-upon rights, and encourage active participation from all sides. The structure should guarantee the organisation's strategic direction, the board's accountability to the organisation and its stakeholders, and the board's effective management supervision. In addition, a good governance structure should guarantee the timely and accurate disclosure of all relevant information about the organisation, including its ownership, performance, and financial status (Moolman, 2021:5).

Moolla (2022:28) argues that the ideas of the good governance framework have been appearing with the widely held belief that the third world, particularly Africa, is experiencing a leadership crisis. The author states that despite the existence of a few benchmarks for advancing good governance through New Public Management concepts, gaps remain due to the persistence of patrimonialism. This patrimonialism occurs

amongst both the public and private sectors, leading to services being compromised. Makara (2009:82) states that the inclinations for nepotism, corruption, favouritism, and political cronyism have undermined the efficacy of good governance through public management principles. Bakam, Edoun, Pradhan and Sukdeo (2022:1-5) thus advise that with regard to the Ubuntu philosophy, which advocates collectivism, good governance implementation processes, moral leadership, awareness-raising campaigns, and the application of anti-corruption laws which are all elements of good governance practices both internationally and in South Africa, should be followed by the public sector to ensure that services are effectively rendered.

Furthermore, New Zealand consistently ranks highly on the Worldwide Governance Indicators (WGIs). This ranking reflects strong performance in six key aspects of governance, namely voice and accountability, political stability and absence of violence, government effectiveness, regulatory quality, rule of law, and control of corruption (Asmal, 2019:1; Gregory, 2013:3; Hellman, Curtin & Kalinowsk, 2022:3). These indicators also discussed in Sections 4.4, 4.5 and 4.6, highlight essential principles of good governance that, if appropriately applied and practiced by public institutions, can enhance development and consequently support implementation of Section 100 interventions within the North West Provincial Department of Health.

Furthermore, to ensure that the proposed intervention framework for this study upholds these principles and indicators, each dimension would be implemented as follows: voice and accountability should be reinforced through participatory decision-making that would enable citizens, healthcare professionals, and civil society to influence policy and effective service delivery. Political stability and absence of violence should be promoted by strengthening audits and organisational inspections including conflict resolution mechanisms. Government effectiveness should be enhanced through capacity-building, training, performance management, and clear operational guidelines. Quality regulatory and statutory frameworks should be ensured by implementing evidence-based, consistent, and enforceable policies. The rule of law should be maintained by adhering to the legislation, particularly the Constitution of the Republic of South Africa, 1996. Ethical codes and administrative procedures should be supported by internal audits. Control of corruption should be strengthened through transparent procurement, public reporting, and accountability systems for officials (Hellman *et al.*, 2022:3). It is argued that by

embedding these six governance principles, the framework would not only align with international best practices, but would also ensure that implementation of Section 100 interventions is transparent, ethical, and focused on improving public health services.

Globally, the following suggestions are made by Sari (2023:44), to further enhance the use of good governance in public administration:

- Awareness and education: The author explains that educating the public, government, and business sectors in need of good governance is imperative. In other words, the teaching of good governance should be emphasised in both formal and informal education curricula.
- Strengthen laws and regulations: Ensure that laws and policies that support the implementation of good governance are in place. This means strengthening accountability frameworks and imposing severe penalties for ethical and integrity violations.
- Active public involvement: Encouraging more people to participate in decision-making processes. The government should provide more channels for communication and consultation, to better understand the interests and preferences of the general public.
- Technology use: More technology should be used to improve public management's effectiveness, transparency, and information accessibility.
- Promote media involvement: The media plays a critical part in keeping an eye on and analysing the activities of the government.
- Improving the efficiency of oversight institutions: Ensure that unbiased oversight bodies are capable of analysing and assessing the government's performance.
- Engagement of Non-Governmental Organisations (NGOs) and the private sector: Involve NGOs and the private sector in the administration and implementation of public initiatives to create enduring partnerships.
- Improve leadership quality: Ensure that leaders and representatives of the government are competent and truthful in their resource management and decision-making.
- Evaluation and measurement: Use a systematic and open approach to evaluating government performance to understand the results of putting good governance into practice.

- Improve bureaucratic governance: To improve bureaucratic governance, reduce burdensome procedures, and increase efficient, data-driven decision-making processes.

The above suggestions are important and should be acknowledged by the three spheres of government. Below is a summary of the support for good governance, which is deemed important for this study.



Figure 4-6: Support for good governance

Source adapted from: (Naidoo, 2011:21) and (Diseko, 2018:379)

Figure 4-6 illustrates key elements essential for good governance in public institutions. Since this study adopts the New Public Governance (NPG) Model, the figure is interpreted through the lens of collaborative, ethical, and citizen-centred governance. It is argued that each component mentioned above reflects the implementation of both the New Public Governance principles and the working definition of good governance established in Sections 4.4.2 and 4.4.3 of this study. It is argued that *explicit standards on good governance* should ensure that policies, principles, and expectations are clearly outlined and communicated to public officials, which would consequently promote transparency, accountability, and ethical conduct. The figure above specifies that *mechanisms for public scrutiny* provide channels for citizens and civil society to monitor and assess the

performance of officials, which aligns with the New Public Governance's emphasis on participatory governance. Thus, an *accountable budget process* should guarantee that public funds are allocated and utilised efficiently and ethically, which reinforces trust and equitable development in public institutions. *Furthermore, entrenched performance management systems from the above figure* enable measurement of public servants' effectiveness, and the support for ethical exercise of authority and adherence to ethical standards. Referring to the figure above, *effective monitoring and evaluation systems can be described as systems that assess continuous organisational goals that would ensure that governance processes achieve their intended purpose, such as sustaining the implementation of Section 100*. Finally, *civic access to performance results and a vibrant media* encourage openness, inform the public, and create incentives for institutions to maintain high governance standards. In summary, this figure illustrates how the core principles of good governance, as mentioned in the previous sections, such as transparency, accountability, active participation, and ethical effective leadership amongst the spheres of government, can be implemented within public institutions.

As highlighted in the introduction of this chapter, good governance serves as a critical enabler to enhance effective decision-making. To build on the working definitions presented in Sections 4.4.2 and 4.4.3, this study argues that good governance ensures and facilitates effective decision-making by all relevant stakeholders involved, whether formally or informally, in issues such as Section 100 interventions. Thus, both good governance and effective decision-making are important for improving service delivery and fostering cooperation across the three spheres of government. Their interplay is particularly important for sustaining the implementation of Section 100 interventions, which would ensure that decisions are transparent and, individuals are held accountable.

Considering the aforementioned, the following section presents literature regarding decision-making.

4.8 CONCEPTUALISING AND CONTEXTUALISING DECISION-MAKING

Although the study of decision-making is a thriving topic, Meier (2015:18) stipulates that Public Administration is less likely to study it than Behavioral Economics, Political Science, or Psychology. This demonstrates a gap where decision-making is less likely to be studied in the field of Public Administration, although it plays an important role in

effective service delivery. To further support this argument made by Meier (2015:18), Altunyan (2023:77-80) maintains that decision-making plays an important role in public administration theory and practice; however, this concept is often underexplored. Similarly, Cantarelli, Belle and Hall (2023:1667-1669) emphasise the need for a more comprehensive understanding of Public Administration decision-making. Moreover, Fischer-Abaigar, Kern, Barda and Kreuter (2024:1-5) state that traditional models of decision-making in Public Administration are increasingly inadequate, which necessitates the development of new frameworks. Hence, the emphasis is that good governance should be considered an enabler to enhance effective decision-making in Public Administration to ensure effective service delivery and development. Abbas and Baloch (2010:4) and the United Nations (2013:2) explain that it is generally accepted that decision-making is an essential organisational function, and that the success or failure of managers or the organisation mostly depends on the calibre of decisions made.

Sari (2023:39) cautions that making decisions in Public Administration is a difficult yet essential procedure for performing governmental duties. Therefore, guaranteeing that the best option is selected means that knowledge is significant at every stage of the decision-making process (United Nations, 2013:5). Accordingly, sound decisions can improve society and aid in the accomplishment of development objectives. In this case, ensuring that those in charge possess or have access to the requisite knowledge, abilities, values, and experiences at the appropriate time and location is also essential to ensure that the best decisions are made. According to Reinholde, Guogis, Smalskys, Žičkienė, and Klimovsky (2020:10), the NPG paradigm suggests that participatory research can be used as a democratic way to find answers, when the researcher and respondents, who are primarily from different communities or even marginalised groups, work together to find solutions to a difficult situation.

Mbele (2018:7) explains that decision-making is viewed as a process that leads to the achievement of the organisation's objectives. It can either entail several steps where political decisions are modified over time following the theory of incremental changes, or it can involve selecting the option that best meets the organisation's objectives from a variety of options. Igbokwe-Ibeko (2020:11) states that members' and employees' rights are violated with impunity when decision-making is exclusive rather than inclusive.

Consequently, decision-making is a crucial aspect of government and should be considered inclusive rather than exclusive.

Kengni (2019:88) and Turner (2020a:2) argue that good governance represents the best possible method for making correct decisions, as well as discussing the proper processes for decision-making and implementation. Turner (2020a:2) further explains that a third variable may cause both good governance and sound decision-making, or that good governance fosters an atmosphere that facilitates better decision-making. Significant decisions can be taken that, under ideal conditions, can enhance good governance and, consequently, the standard of living for the people in developing nations (Rotberg, 2014:517). Bitterbos (2022:78) further explains that the core of governance and government functions is decision-making. In particular, how decisions are made and whether the decision-making process is seen as endangering accepted political norms. However, numerous factors might impact decision-making, including information availability, individual values, time restraints, and external influences (Sari, 2023:41). These factors should be acknowledged by public institutions, to ensure that the factors that might influence decision-making negatively are addressed.

The idea of good governance is further supported by the increased degree of public involvement and consultative procedures in the decision-making process (Sefuli, 2021:20). Public involvement helps to advance effective governance. This is because people from many different backgrounds want to have a bigger say in decisions that impact their lives. This simply entails that the idea of good governance is also supported by increased levels of public participation and consultation in the decision-making process (Sefuli, 2012:52). Donen (2018:16) explains that since the government exists to serve the people, good governance leads to better decisions being made for the greater good of society, not just for the few who profit from it. The author goes on to explain that good governance helps leaders in lower levels of government to make the correct decisions, lowers the chance of unsuccessful outcomes, and safeguards them when they do.

Furthermore, Ombudsman (2023:1-2) states that the following principles are relevant for making a sound decision through good governance: accountability, openness, devotion

to the system of government, integrity and impartiality, and promoting the public good. Sari (2013:40) argues that one important effect of good governance on the calibre of Public Administration decision-making is increased transparency. Openness and accessibility in decision-making processes for all parties concerned are improved by transparency. Thus, increasing the desired societal results requires practitioners and scholars to reduce the tensions of the hard cases and the nature of the fruits, while taking into consideration a particular decision-making context and acknowledging transparency (Roehl, 2024:1).

Sefuli (2012:52) cautions that written records should contain all information pertinent to the decision-making process. The author urges that other details be documented in the decision-making process, such as the decision-making process itself, the procedures followed, the evidence collected, the observation of natural justice, the evaluation of the evidence and factual findings, the application of the law and the exercise of discretion, the consideration of human rights, and the weighting of the decision and its justifications (Ombudsman, 2023:6). Turner (2020a:4-8) explains that a good decision must go through the four levels of governance, namely governmentality, board level, project governance, and governance of projects. The author proposes that effective governance improves decision-making, using six psychological constructions: culture, decision architecture, naturalistic decision-making, group work, identity, and social representation. These six psychological constructors are significant, as they include both individual and group work for better and more effective decision-making. However, Mansoor (2021:10) advises that for the public to trust government agencies, these agencies must make informed decisions about important issues and convey those decisions to the public promptly and efficiently.

Considering the above, decision-making is a problem-solving process, where an appropriate response is chosen to help decision-makers create a better option amongst the available options (Kengni, 2019:89; Phoko, 2023:23). Sedio (2023:52) advises that transparency would play a significant role in establishing effective decision-making, while treating it as a problem-solving process. Asthana, Mukherjee, Phelan and Standley (2024:1) express concerns regarding the insufficient incorporation of scientific input into

the decision-making process, and concur that accountability and transparency should be considered critical in decision-making. Bitterbos (2022:17) states that, given that important decisions must be made at every stage of the planning process, one may argue that decision-making is an essential component of planning. Hence, it is important that planning is practiced by public institutions before making any important decisions. In this regard, providing justifications through planning for decisions can help those who are impacted understand why they were made, as well as increase public trust in the decision-making (Ombudsman, 2012:6).

Furthermore, Asmal (2019:97) states that decision-making is carried out using procedures that respect and consider the opinions of many stakeholders, such as public participation, management meetings, compliance committee meetings, portfolio committee meetings, and executive committee meetings. Communication procedures must be established from the beginning of any governmental project, to improve inclusive decision-making by using the procedures outlined above by Asmal. Ombudsman (2012:1) cautions that complaints and decision challenges may result from poor decision-making and inefficient administrative procedures. Bitterbos (2022:77) advises that legislation typically gives officials the legal power to act and make judgments in this area. It entails picking one course of action from a range of options. Whether in provincial or district intergovernmental forums, public managers are constantly faced with the duty of carrying out decisions made there. For this reason, one may argue that sound decision-making will improve public services' efficacy, responsiveness, and efficiency, if only intergovernmental relations and intergovernmental forums are established (Sari, 2023:40).

To address wicked problems in public institutions, Mosley and Wang (2021:329) advise that inclusive and multi-voice decision-making is crucial for the realisation of the policy tool's guiding principles. Accordingly, decision-making must be defined by the variety of actors, solutions, issues, and options (Maluleke, 2021:43). United Nations (2013:39) argues that making poor decisions during the decision-making process could result in poor governance that hurts citizens' civil, economic, political, and social rights of citizens, sectors, communities, and other actors' needs, wants, and which in general concerns not being given enough consideration. Hence, it is argued that putting appropriate and

effective decisions into practice may result in positive social changes and help to achieve developmental goals (Sari, 2023:39).

Below is the Swiss Cheese Model of Decision-Making proposed by Turner (2020a:4), that public institutions may adopt when making decisions:

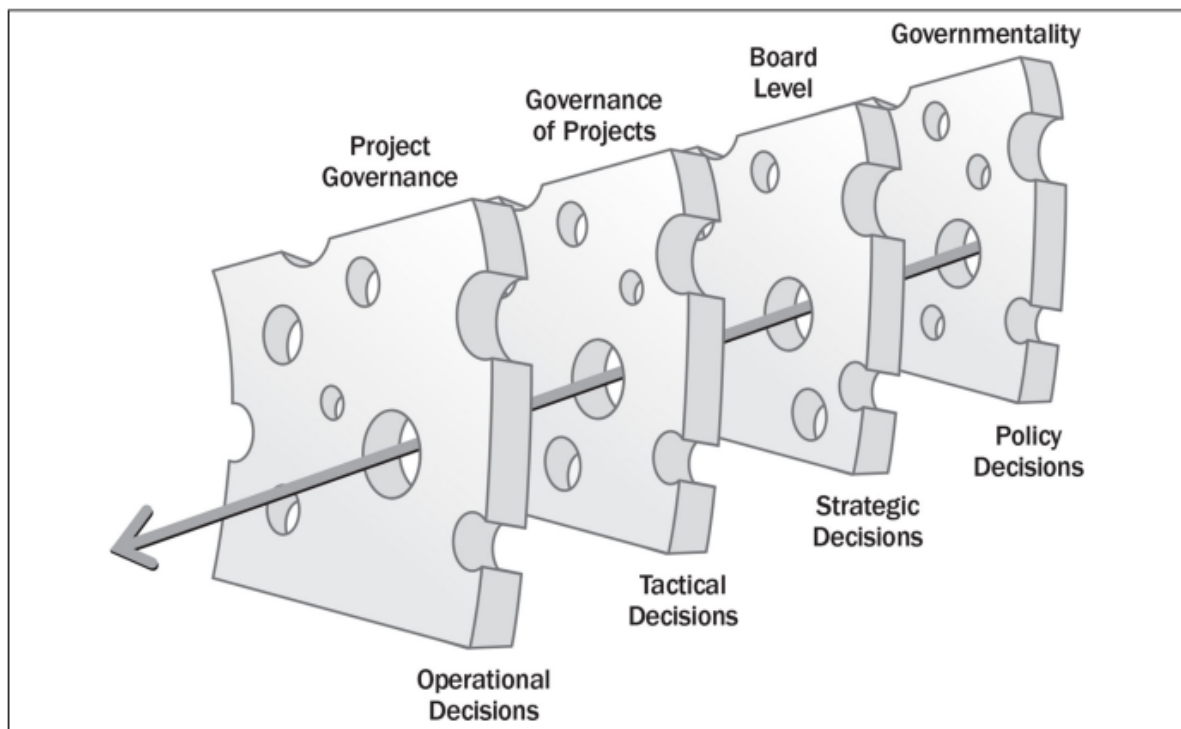


Figure 4-7: The Swiss Cheese Model of Decision-Making

Source adapted from: Turner (2020a:4)

To conclude, it is argued that decision-making is influenced by the presence or absence of good governance practices. As illustrated in Turner's (2020a:4) Swiss Cheese Model of Decision-Making, organisational failures often occur when weak or uninformed decisions pass through multiple layers of governance, namely policy, strategy, tactics, and operations, without being intercepted. In other words, this means that each layer represents an important reference. This means that when there are weaknesses (the gaps in the cheese), it means that poor decisions can pass through, which would lead to service delivery failures or challenges (Reason, 1990). In this regard, the study argues that good governance functions as a protective framework that closes these gaps through principles such as accountability, transparency and inclusiveness. It is argued that

employing these principles at each level in the decision-making process would not only assist in responsiveness and effectiveness, but could potentially assist in sustaining the implementation of Section 100 interventions successfully. In this regard, this study argues that good governance is not just an enabler to effective decision-making. This means that it is also important to make sound, justifiable, and impactful decisions in the public sector.

The following section presents the decision-making process.

4.8.1 An overview and outline of the decision-making process

The application of appropriate and effective methods of decision-making can produce positive social changes and aid in the achievement of developmental goals (Abbas & Baloch, 2010:7). In this regard, the United Nations (2013) argues that making decisions is a difficult process that should not be handled carelessly, regardless of effective participation. To ensure that the process is not handled carelessly, the decision-making process should entail analysing, assessing, and choosing the decision or best course of action that is thought to be most suitable, considering the information and factors at hand (Sari, 2023:41). This is because decision-making improves the process of choosing the best options, putting the selected solution into practice, and carrying out follow-up activities including monitoring and evaluation. To further democratic goals of accountability and responsiveness, Mosley and Wang (2021:328) state that public services have a normative objective to establish a lawful decision-making process, by ensuring that the best option is chosen.

Furthermore, the Municipal Association of Victoria (2012:41) cautions that complaints about noisy behaviour, insufficient consultation, or a lack of knowledge typically accompany ineffective decision-making processes. In this context, the Association suggests that when this happens, it is helpful to look over the entire process to find any problems and figure out how to fix them. Kengni (2019:vii) cautions that to take effective administrative action in this area, public participation in decision-making processes and their parts, namely, accountability, transparency, and cooperative governance, must be encouraged. Therefore, it is important to note that the process of decision-making starts by identifying a problem, setting a solution approach, testing the idea, and sometimes recognising a new problem during the testing.

In Public Administration, the decision-making process is not a complex and essential task in carrying out governmental duties (Sari, 2023:39). This is because researchers found that bad governance practices can be linked to poor decision-making frameworks that result in, amongst other things, poor economic performance and human rights violations (Kengni, 2019:113). Thus, establishing the agenda is the first step in ensuring that the decision-making process runs smoothly in Public Administration. Decision-makers must decide which topics will be taken into consideration during the year or term, as the first step in the decision-making process. The author explains that many subjects wind up on the agenda because they are either council policies and priorities, or issues that certain council members have brought up for consideration, even though some will be reviewed for statutory reasons (Kengni, 2019:113).

The author explains that information collection is the second step in the decision-making process, which entails assembling and arranging data. This means that members involved will use this material to make well-informed decisions regarding all of the matters that have been presented for discussion. Thus, after this development, opinion is the third step in the decision-making process. Members have the chance to express their thoughts on the suggestions that are presented to them at the third stage of the decision-making process. This stage enables decision-makers to successfully argue the topics during any meeting, which offers everyone an opportunity to present their views (Municipal Association of Victoria, 2012:41).

Sari (2023:39) explains that when members ultimately decide on a course of action, it is the fourth step in the process. The author explains that this takes place at official council meetings. The Municipal Association of Victoria (2012:41) clarifies that the final step in the decision-making process is what happens after the decision is made, which means that it is about putting the decision into action. However, this level has two essential components: the first is determining how the administration would update the council on the decision's execution, and the second is informing constituents of the decision (Municipal Association of Victoria, 2012:41). Both these components are important to ensure that a collective decision is made, leading to effective service delivery in the public sector.

The above section presented an overview of factors that ensure that the process of decision-making is executed effectively, including the factors that could contribute to ineffective decision-making. Taking the aforementioned into account, the following presents the decision-making process.

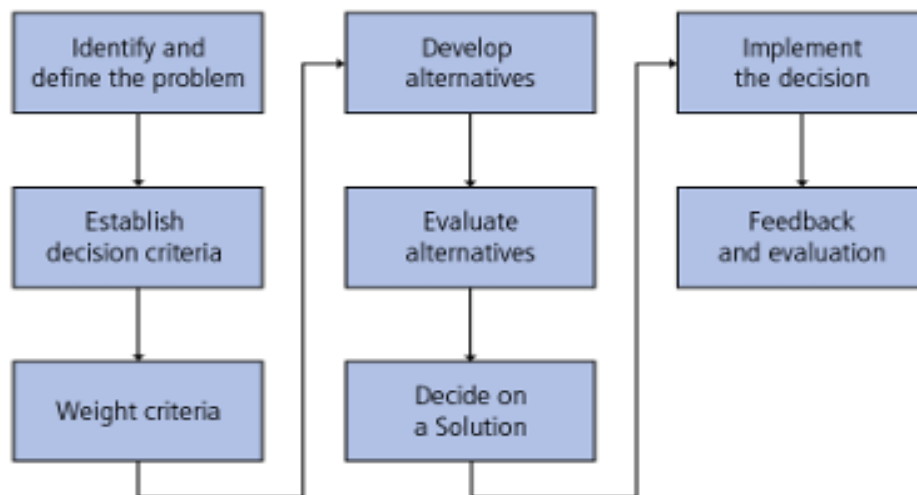


Figure 4-8: Steps in the decision-making process

Source adapted from: Abbas & Baloch (2010:10) and Slimane (2015:210)

Bitterbos (2022:79) states that the process involves two fundamental steps, namely identifying the problem and developing a solution to the problem. In alignment with this assertion, Sari (2023:44) explains that effective problem identification requires an analysis of both internal and external environmental data, to determine whether organisational performance is meeting expectations. This would also assist in tracing the root causes of any challenge. According to the figure, the first step involves identifying the issue that needs to be addressed. This means that once the problem is clearly identified and defined, the next step would entail establishing a decision-making criterion. These are the standards against which alternative solutions will be assessed. The criteria must then be weighed to determine their relative importance in the context of the issue. Importantly, the process also includes generating multiple alternatives. This is because a single solution may not always be effective. However, these alternatives should be evaluated effectively. This would enable public institutions to identify their strengths, weaknesses, and areas for improvement.

Furthermore, after this evaluation phase, public institutions can proceed to select the most suitable solution that would be based on the predefined criteria. In the final phase, implementation of the decision is emphasised. This phase should be accompanied by continuous monitoring and feedback, including performance evaluation. This iterative approach would ensure that decisions are not only executed, but that they are continuously reviewed. It is argued that the decision-making process presented above portrays the practical application of good governance principles, such as accountability, transparency, and participatory engagement from the relevant stakeholders. It is argued that, should this structured approach be followed, particularly when sustaining implementation of Section 100 interventions, it could strengthen decision-making and improve service delivery outcomes.

The following presents the decision-making checklist to ensure that the process is effectively applied.

A decision-making checklist

KEEP GOOD RECORDS	KEEP GOOD RECORDS	KEEP GOOD RECORDS	KEEP GOOD RECORDS
PREPARE FOR THE DECISION ☐ What is the decision-making power? ☐ Do you have the authority? ☐ Should you be the decision-maker? ☐ What is the timeframe to make the decision? ☐ What are the key issues? ☐ Identify the applicable procedures	DEVELOP THE DECISION ☐ Follow procedures ☐ Gather all necessary information ☐ Observe natural justice	MAKE THE DECISION ☐ Find the facts ☐ Apply the law ☐ Reasonably exercise discretion	COMMUNICATE THE DECISION ☐ Give meaningful and accurate reasons

Figure 4-9: A decision-making checklist

Source adapted from: Ombudsman (2023:7)

The figure above presents a decision-making checklist that could serve as a practical guide for public institutions to ensure that informed, transparent, and accountable decisions are taken. The figure outlines four critical phases, namely preparing for the decision, developing the decision, making the decision, and communicating the decision. From the first phase, public institutions are encouraged to consider key preliminary questions, such as do they possess the appropriate authority to make the decision? Are they the appropriate decision-makers? What is the timeframe required to make the decision? And most importantly, identifying what the key issues are that are at stake. It is argued that if public institutions can answer these questions effectively, they can ensure that sufficient time and resources are allocated to understand the problem at hand. The

second phase is demonstrated as developing the decision. The checklist emphasises the importance of following proper procedures, such as gathering all relevant information, and upholding the principle of natural justice. This principle aligns with the principles of good governance, such as transparency, inclusivity, and the rule of law. This is because decision-making should be grounded in accurate information that would inform justice.

Furthermore, the next phase is where the decision needs to be made. In this phase, decision-makers are expected to find relevant facts and apply the relevant laws (including constitutional mandates of the Constitution of the Republic of South Africa, 1996). This should be exercised reasonably and fairly. This step is directly linked to good governance principles and elements such as demonstrating accountability and responsiveness. This would ensure that decisions are lawful, justifiable, and consistent. The last phase is to communicate the decision. This would require public institutions to provide clear, meaningful, and accurate reasons for decisions taken. It is argued that this would enhance transparency and build trust in the public, especially on decisions impacting the citizens.

Considering the above, the thesis argues that if these phases are applied correctly, the above checklist would provide a structured, transparent, and accountable decision-making framework that can strengthen and enhance service delivery in public institutions. This argument is particularly relevant for the North West Provincial Department of Health, where poor decisions in the past could have led to the invocation of Section 100 interventions. Thus, implementing this checklist could enhance decision-making capacity, improve service delivery, and sustain the implementation of Section 100 interventions through a governance perspective that would prioritise accountability, transparency, inclusivity, responsiveness, and effectiveness.

The following section demonstrates the relationship between good governance and decision-making as a significant contribution to the body of knowledge of Public Administration.

4.9 RELATIONSHIP BETWEEN GOOD GOVERNANCE AND DECISION-MAKING

Kengni (2019:187) explains that good governance through decision-making can enhance organisational performance, especially in state administrative responsibilities. In many

situations, the quality of public administration decision-making is positively impacted by good governance. Sari (2023:39) states that good governance significantly raises the standard for decision-making in public administration. The United Nations (2013:1) explains that roles and duties are established, and the decision-making process is defined clearly and transparently by good governance. The author argues that gaining from good governance at the national level (or at any level) necessitates having the expertise to influence the procedures and practices used to make decisions that will affect citizens' everyday lives and the course of their nation's growth. Accordingly, a system of good governance expands the decision-making to incorporate regulations that establish a valid, efficient, and effective framework for public policy conduct.

Furthermore, several traits are shared by good governance and decision-making. Good governance and decision-making positively impact different facets of governance, such as policies and practices for consultation, meeting procedures, protocols for service quality, the behaviour of officers and council members, role clarification, and positive working relationships (Nko, 2017:129). In addition, Kardos (2012:1169) emphasises that civil society participation in decision-making processes and clear decision-making procedures at the level of public authorities are characteristics of good governance. Thus, it can be argued that good governance places qualified individuals in leadership roles and fosters an atmosphere that allows for wise decisions to be made (Turner, 2020a:1). Accordingly, Mariti (2018:32) argues that the decision-making process has good governance principles such as accountability and transparency. Sari (2023:42) concurs and argues that accountability positively impacts the standard of decision-making procedures. Hence, it is argued that decision-making and good governance could contribute to effective service delivery in public institutions through acknowledging principles such as accountability and transparency, as also emphasised in Sections 4.5 and 4.6.

It is important to note that making the best decisions feasible is the goal of good governance. In addition to their desires, government decision-makers must consider the needs of the public, the desires of groups, sectors, or communities, the state of the nation, the environment, potential hazards, and the national development goals, when weighing their options (United Nations, 2013:2). The ideal method for making decisions that allow

public organisations to accomplish their objectives is through good governance (Abbas & Baloch, 2010:11). This means that decision-making is informed and facilitated by good governance. As a result, Turner (2020a:10) suggests that good governance can result in sound judgment. Therefore, the best decisions should be made by attaining good governance. This would be feasible only when communities, governments, and citizens have access to information that can guide their decisions and behaviours (United Nations, 2013:7). Thus, decision-makers are answerable to institutional stakeholders and the public in areas where good governance is the norm.

The standard of decision-making in public administration is much enhanced by good governance (Sari, 2023:24). Roles and responsibilities are clearly defined when dealing with good governance, which could lead to effective decisions. Oakes (2011:1) explains that once these are established, people may concentrate on comprehending the problems and finding workable solutions. Thus, it is possible that enhanced governance causes better decision-making, that fosters an environment that facilitates better decision-making (a moderating effect), or that a third variable causes both good governance and decision-making (Turner, 2020a:1). Decision-making is the link between good governance and better performance. Thus, governance places qualified individuals in leadership roles and fosters an atmosphere where wise judgments may be made on initiatives (Turner, 2020b:1).

Taking the above discussion, this section has demonstrated that indeed there is a relationship between good governance and decision-making. This is because the two concepts complement each other to ensure that an effective, accountable, and responsive public administration is established. To explain, good governance establishes principles, such as accountability, transparency, participation, and the rule of law. These principles shape and support the decision-making processes. It is argued that decision-making provides the mechanism through which governance is enacted, which would potentially translate the principles into practical service delivery outcomes.

Furthermore, this study situates this relationship within the framework of the NPG Model, which moves beyond hierarchy, but places an emphasis on collaborative, participatory, and network-based governance, as explained in Section 4.3. The NPG highlights the importance of multi-actor involvement, such as the three spheres of government, civil

society, and communities. This multi-actor involvement ensures that decisions taken reflect a broader range of knowledge. In addition, and referring to Section 100 interventions within the North West Provincial Department of Health, it is argued that this relationship is important. This is because the interplay between good governance and effective decision-making, including multi-actor involvement, directly influences the Department's ability to provide effective health services. This reinforces the argument that good governance should be considered a practical enabler to enhance effective decision-making. Consequently, this would enhance accountability, transparency, performance, public trust, and improve service delivery outcomes in general.

The next section presents literature regarding global cases of national government intervention.

4.10 GLOBAL CASES OF NATIONAL GOVERNMENT INTERVENTION

As argued in Chapter 1 of this thesis, a gap was identified that no study has developed an intervention framework, particularly referring to Section 100 of the Constitution of the Republic of South Africa, 1996. After extensive research, this study assessed global cases similar to Section 100 interventions of South Africa. The cases chosen in this section merely focused on countries with a clause identical to that of Section 100 interventions. In this regard, the study refers to India, Nigeria, Brazil, and Colombia.

4.10.1 India

Yadav (2025:1) explains that when a discussion about emergency provisions is started, Article 356, one of the most controversial and important clauses in the Indian Constitution, is invoked. The first use of the President's Rule under Article 356 was in Kerala in 1959. According to Article 356, the President may determine that a situation has developed where the state is not operating under the Constitution's provisions if any state disregards any executive directives issued by the union within the bounds of the Constitution and in its authority (Tiwari, 2021:3). Yadav (2022:6) states that Article 356 offers remedies for situations where a state's constitutional system has truly failed and broken down (Hasnain, s.i.:108:114). The article gives the President the authority to overthrow a government that has been elected by the Constitution (Tiwari, 2021:1). According to the author, this article is one of the most effective means of overthrowing state governments.

Sharma (2023:2) and Igwenyi, Nwogbo-Egwu and Igwe (2019:1353) additionally explain that when the state government is unable to operate under the Constitution, the President may suspend the legislative assembly by declaring a Proclamation of Emergency under Article 356 of the Indian Constitution.

However, when discussing the Indian Constitution's emergency provisions, Article 356 has always been one of the most controversial clauses. It should be mentioned that the President's ability to exercise his authority under Article 356 depends on his satisfaction with a certain circumstance, specifically when the government of the state cannot be carried on under the provisions of this Constitution (Yadav, 2022:2). The author contends that Article 356's language is imprecise and confusing (Yadav, 2025:3). The conditions that point to the breakdown of the state's constitutional machinery are not addressed in the Constitution.

The use of Article 356 and the central government's taking of state governance pose serious challenges to the nation's federal structure and its operation (Yadav, 2022:10). It erodes democracy and the centre-state relationship. Since India's independence, the Union government has invoked Article 356 more than a hundred times (Yadav, 2022:10). This is because the majority in power had suffered a significant backlash and had lost the trust of the electorate, to the extent that it would not be able to form a government if new elections were held. The Union regularly used this clause to dissolve state legislatures and executive branches in states where rival political parties held power. Yadav (2025:70) in addition confirms that one of the most important cases in the history of the Indian Constitution was *S.R. Bommai v. Union of India*, which is a major Supreme Court decision that has a substantial impact on the application of Article 356 of the Indian Constitution. The framework and limitations that Article 356 had to function under in this case were laid forth by the Supreme Court (Yadav, 2025:7). As to the author, it is widely acknowledged that Article 356 is an extraordinary power that ought to be utilised as a last resort, only in cases where it is evident that a state's constitutional apparatus has collapsed and that a deadlock has occurred.

In summary, the author argues that the country's federal system, including its operation, is threatened by the central government's use of Article 356. The author argues that this is because it weakens democracy. Therefore, taking India's experience into

consideration, the experience demonstrates an interesting case on how constitutional clauses that are created for emergencies can be significant, but also can cause problems. It is important to note that although the clause plays an important role in safeguarding constitutional provisions during governance challenges, the history grounded in it is driven by political convenience. This has undermined federal principles such as accountability. Thus, this case of India highlights how sound, transparent, accountable, and responsive decision-making processes are critical to ensure that national interventions do not compromise good governance, including service delivery.

4.10.2 Nigeria

Similar to India, Section 305 of the Federal Republic of Nigeria, 1999 Constitution, as amended, gives the President the authority to declare a state emergency in the entire nation or any portion of it in the event of a crisis brought on by either natural or human-caused origins (Igwenyi, Nwogbo-Egwu & Igwe, 2019:1346). According to the writers, two past Nigerian presidents in 2004, 2006, and 2013 allegedly declared states of emergency in five states of the country, while acting under Section 305. President Olusegun Obasanjo suspended the governors of the two states and their houses of assembly for six months in 2004 and 2006, respectively, when he declared a state of emergency in Plateau State and Ekiti State. To serve as administrators of the states, he appointed veteran military officers. Due to the actions of Boko Haram extremists in the area, President Goodluck Jonathan in 2013 proclaimed a state of emergency in Adamawa, Yobe, and Borno States; however, he did not suspend democratic processes.

The state of emergency, which is the same as emergency powers, needs to be better defined or clarified, because the Nigerian Constitution only mentions it. According to Igwenyi, Nwogbo-Egwu, and Igwe (2019:1346), it simply refers to a situation in which the highest state authority takes action to prevent a breakdown of law and order in the entire country or in a specific area where a significant natural disaster or man-made activity threatens the existence of the entire country or any part of it. The President may only proclaim a state of emergency under Section 305 if (1) the federation is at war, (2) the federation is in imminent danger of invasion or war, or (3) there is an actual breakdown of law and order and safety in the federation or any part thereof. However, Elaigwu (2006:208) cautions that there is a complex procedure for declaring an emergency under

Section 305. In this regard, two elements make up a state of emergency: (a) a legal framework that includes the legislative and constitutional foundation for the state of emergency; and (b) an operational framework that includes the organisational structure and strategic plans for handling the emergency (Obodoechi, 2022:415). This assertion is important, since in South Africa, there is no framework guiding Section 100 interventions, which has a legislative and constitutional foundation when a provincial department is placed under administration in terms of Section 100 interventions.

Furthermore, the issue with the above definitions is that they all only consider challenging and hazardous circumstances when defining a state of emergency. In this regard, it can also serve as justification for restricting freedoms and rights that are constitutionally granted. Thus, it is contended that a state of emergency is a proclamation issued by the government, typically by the President, head of state, or head of government. It may suspend certain regular executive, legislative, and judicial functions, warn the public to alter their usual conduct, or direct government agencies to put emergency preparedness plans into action. It can also justify limiting some liberties and rights that are protected by the Constitution (Anyogu & Osadare, 2021:88). This is also the case with Section 100, where certain rights from the provincial sphere of government become limited when it is placed under administration.

4.10.3 Brazil

Article 34 of the Brazilian Constitution's Chapter VI, outlines various interventions similar to those in South Africa, and states that the federal government (referred to as the Union) shall not intervene in the autonomy of the states or the Federal District, unless necessary to: (a) preserve national integrity; (b) repel foreign invasion or the invasion of one federal entity into another; (c) end a serious threat to public order; and (d) ensure the uninterrupted operation of any branch of government within the Federation's units and (e) restructure the finances of a federal entity that:

- does not pay its funded debt for more than two years in a row, unless there is a force unforeseen event.
- does not provide municipalities with the tax revenues established in this Constitution within the legally mandated time frames.

- Implements a federal law, court ruling, or decree.
- Does not ensure adherence to the following constitutional principles: a) republican form, representative system, and democratic regime; b) human rights; c) municipal autonomy; d) the application of the minimum amount of state tax revenues, including those derived from transfers, for public health activities and services and the upkeep and development of education (Republic of Brazil, 2022:46-47; Rossen, 2017:29).

Moreover, the constitutional justifications listed in Article 34 permit the Federal Government to intervene in the states or federal districts (Rosenn, 2011:1045). According to Article 34 of the 1891 Constitution, the Congress alone has the right to enact the laws and resolutions required to carry out the Union's functions and to enact the legislation for the full implementation of the Constitution (Dolinger, 1990:821). In conclusion, Brazil's Article 34 plays a role as a constitutional safeguard, that ensures that the federal government can intervene in state matters. However, this intervention is only justifiable under certain conditions. These justifiable conditions include threats to national integrity and violations of constitutional principles. The article provides a structured legal mechanism for national intervention. This ensures that the process is procedurally correct.

4.10.4 Colombia

The rule of law is crucial to Colombia's economic growth and democratic consolidation (Uprimny, 2003:1). The three governmental spheres of Colombia are the legislative, executive, and judicial. Apart from the organs that are part of them, there are additional organs that are independent and autonomous for the state's various purposes (Otero, 2019:1). This is also the case in South Africa, where the spheres of government are independent, but can ask for assistance from the other spheres where the need arises. Despite having distinct roles, the state's many organs work together to accomplish its objectives. The President of the Republic, Cabinet ministers, and directors of administrative ministries comprise the national government, just like in South Africa. Codices (2015) explains that in Colombia, the government is made up of the President and, in each situation, the relevant Minister or Department Director. According to Article 321 of the Colombian Constitution, the law establishes the fundamental laws and the

administrative structure of the provinces, that can be set up to perform the tasks assigned to them by the law and the municipalities within them, as well as by national or departmental entities (Codices, 2015). This is also the case in South Africa, in case the province is placed under administration.

According to Gaviria-Mira and Hoyos-Ceballos (2020), a comprehensive normative framework should handle matters like who has the power to enforce isolation measures when Colombia declares a state of emergency. The normative framework should describe the specific role that Congress plays in exercising political control, the judicial mechanisms that would be available to control the government's actions, the coordination mechanisms that should be used amongst the national, regional, and local levels of government, and the procedures that must be followed to implement these measures (such as the creation of expert committees, whether or not the expertise committee's prior opinion should be required, and whether or not such an opinion should be binding). In addition to standards for transparency on the data and information used to make choices about self-confinement, this framework should include steps to safeguard the most vulnerable social groups from the harm caused by self-confinement (Gaviria-Mira & Hoyos-Ceballos, 2020).

In Colombia, constitutional crises such as invocation of Section 100 should be controlled by the judiciary, like any other issue, no matter the intensity of the crisis (Uprimny, 2003:4). Public services are subject to the legal system established by legislation, according to Chapter 5, Article 365 of the Colombian Constitution. The state may deliver these services directly or indirectly through people or organised communities. Regardless, the state will continue to oversee, regulate, and manage these services. If the state, through legislation passed by the majority of members of each chamber and initiated by the government, decides to reserve certain strategic activities or public services for reasons of sovereignty or social interest, it must fully and immediately compensate those who are deprived of the opportunity to engage in a lawful activity (Codices, 2015).

The Colombian President may declare a state of emergency under Article 215 of the Constitution, which was used in the COVID-19 case in 2020. The President was granted

extensive authority to maintain national public order during this state of emergency, including the ability to regulate the conduct of governors and mayors within their respective regions. According to the ordinary powers' theory of the Colombian government, routine administrative decrees that are susceptible to judicial review by the Council of State can be used to enact substantial mandatory self-confinement measures (Gaviria-Mira and Hoyos-Ceballos, 2020). According to Gaviria-Mira and Hoyos-Ceballos (2020), the goal of these ordinances is to maintain and re-establish public order. This implies that when making decisions about states of Emergency, like the Covid-19 pandemic, authorities should base their decisions on reliable scientific data.

Another instance occurred in January 2025, when the President of Colombia issued an emergency decree granting him the authority to restore order in a coca-growing region that borders Venezuela, and has been devastated by a murderous turf war between rebellious gangs in recent days. The fact that a Colombian president has taken such a drastic step for the first time in over ten years highlights how severe the current crisis is in a nation that has been plagued by political violence for decades. This was limited to the rural Catatumbo area close to the Venezuelan border, where the Colombian government has been trying for decades to establish itself (Suarez, 2025).

In conclusion, the Colombian article outlines a structured approach to national government intervention. This approach is based on a strong constitutional background. This background aims to balance autonomy amongst the spheres of government, to ensure the freedom to perform responsibilities separately. As stipulated above, even though the President has the higher powers when invoking Article 215 to declare a state of emergency, this power is guarded by oversight, legislative participation, and requirements for transparency and coordination amongst the spheres of government. Taking the case of COVID-19 into account, constitutional frameworks also played an important role. Similar to South Africa, when the national government invokes Section 100, Colombia's experience shows that national intervention must be ethical, principled, and responsive. That would ensure that service delivery is maintained without undermining the integrity of the lower spheres of government.

To conclude, the global cases presented above reveal that just as in South Africa, there is limited research globally on national or state-level interventions that are similar to those of Section 100 interventions. Despite the existence of constitutional provisions in countries such as India, Brazil, Colombia, and Nigeria that allow central intervention in subnational governments under specific circumstances, the study argues that there is a gap regarding detailed frameworks that guide the implementation, including the sustainability of interventions. This reinforces the need for an intervention framework both globally and within South Africa, to ensure that interventions such as those similar to Section 100 are not only constitutionally sound, but are also sustainable in the long run.

4.11 CHAPTER CONCLUSION

The chapter provided literature regarding the roots and evolution of Public Administration. The key findings of this section were that Public Administration as an academic discipline can be seen as a series of five overlapping paradigms, and that public administration theory has combined historical, organisational, social, and political perspectives to explain and guide the structures, purposes, and practices of governance in society, consequently leading to effectiveness and efficiency. The adopted model for this study, which is the New Public Governance Model, was presented. The findings indicate that the NPG is concerned with collaboration, trust-based networks, including participatory decision-making, which are important for this study and could contribute to successfully sustaining implementation of Section 100 interventions. Governance and good governance were presented. Under this section, the findings demonstrate that governance is not centralised, but rather decentralised, which involves coordinated decision-making across these spheres. The findings further demonstrate that the characteristics, elements, principles, and essentials of good governance, such as accountability, transparency, participation, and rule of law, are integrated with structural elements such as sound infrastructure, financial integrity, and anti-corruption mechanisms, and have the potential to create a governance environment that is cohesive, harmonious, and responsive to the public.

The conceptual and contextual frameworks of good governance and decision-making were presented. The key findings under this section are that good governance and

decision-making are intrinsically linked. This is because good governance establishes the principles, structures, and accountability mechanisms that enable informed, transparent, and effective decisions. Consequently, effective decision-making reinforces governance outcomes, by ensuring that public resources are used ethically and efficiently. Thus, an argument was made that good governance is an enabler to enhance effective decision-making. The significance of this assertion to the study is that acknowledging this is particularly important for sustaining the implementation of Section 100 interventions in the North West Provincial Department of Health, where the interplay between good governance and well-informed decision-making can directly influence the quality of service delivery to the public. Lastly, global cases of national government intervention were presented. It was found that there is a gap regarding detailed frameworks that guide the implementation, including the sustainability of interventions. In this instance, it was argued that this reinforces the need for an intervention framework both globally and within South Africa.

In the next chapter, statutory and regulatory prescripts for national government intervention in South Africa are presented.

CHAPTER 5 STATUTORY AND REGULATORY PRESCRIPTS FOR NATIONAL GOVERNMENT INTERVENTION IN SOUTH AFRICA

5.1 INTRODUCTION

The preceding chapters presented relevant literature regarding theories on intergovernmental relations and cooperative governance, including literature on good governance and decision-making. The previous chapter placed emphasis on good governance and decision-making. The previous chapter also argued that good governance and decision-making are intrinsically linked. This was important because it demonstrated how good governance is a potential enabler to enhance decision-making through establishing principles, such as accountability, transparency, participation, and the rule of law. An argument was made that these principles shape and support the decision-making processes. This is because decision-making provides the mechanism through which governance is enacted, which would potentially translate the principles into practical service delivery outcomes.

Furthermore, an argument in Chapter 1, Section 1.5, was made *that national interventions under Sections 100 (a and b) in provinces, including the North West, result in mixed outcomes*. Building upon this foundation, this chapter aims to present pertinent statutory and regulatory prescripts for South African national government intervention. This is crucial to ensure that pertinent guidelines are followed for implementation of Section 100 to be successfully sustained in provincial departments.

This chapter is divided into two sections. Firstly, Section 100 interventions are conceptualised in detail, with particular reference made to the North West Province and the North West Provincial Department of Health. Secondly, in line with research objective number four (RO4), the chapter outlines and discusses the statutory and regulatory prescripts for the South African national government when invoking Section 100, with particular reference made to the North West Provincial Department of Health. The aforementioned is crucial in accomplishing the study's primary objective, which is to *develop an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health*.

5.2 AN OVERVIEW OF SECTION 100 INTERVENTIONS WITHIN THE NORTH WEST PROVINCE

The Constitution of the Republic of South Africa (1996:25) creates a constitutional democracy with a three-tiered system of governance, where the national, provincial, and local governments function in tandem. Each sphere of government must exercise its authority and carry out its duties without interfering with the institutional, functional, or geographic integrity of one or more of the other spheres. Munzhedzi (2014:699) cautions that it is crucial to ensure that each sphere's uniqueness, including its constitutional position, institutions, authorities, and functions is protected. The author explains that the statutory framework for intergovernmental relations stipulates that the national government has some oversight authority over provincial governments and that provinces have the same jurisdiction over municipalities. Thus, the concepts of cooperative governance and interdependence were firmly established by the Constitution of the Republic of South Africa in 1996. In simple terms, the three spheres of government are legally obliged to cooperate and negotiate political and budgetary issues between them (see Chapter 3, Section 3.2 of the thesis).

Section 41(1) of the Constitution of the Republic of South Africa, 1996, states that all spheres of government must respect the constitutional status, institutions, powers, and functions of government in the other spheres, and exercise their powers and functions in a manner that does not encroach on the geographical, functional, or institutional integrity of government in another sphere. Thus, the discretion to intervene must be used following the general principles of intergovernmental and cooperative government, as explained in Chapters 2 and 3. Uwizeyimana (2014:81) concurs that this is accurate, even though each sphere has distinct roles and responsibilities. The Constitution, 1996, establishes a system of interventions, whereby the national government may intervene in provinces, and provinces may intervene in municipalities, if any sphere of government is unwilling or unable to fulfil its responsibilities (Munzhedzi, 2014:700).

Mogofe (2014:42) explains that an upper sphere's intervention in a lower sphere should be explicitly guided by objectives to increase service delivery capability, maintain democracy, and facilitate more harmonious connections across the spheres. However, Makoti (2017:77) raises a concern that most of these interventions lead to extremely

expensive litigation, even if they are subject to review by the National Council of Provinces and the Minister for Local Government. Therefore, to prevent unnecessarily expensive litigation in the North West Provincial Department of Health, an intervention framework is essential, which could prevent such expensive litigation from occurring.

Furthermore, Khaile (2023:1) clarifies that an intervention is a constitutional override tool used to stop or avoid a provincial sphere or municipality from impending complete collapse. The author explains that interventions are only initiated after regular, non-intrusive internal controls, oversight, and provincial monitoring and supervisory procedures have not produced favourable outcomes. Similarly, Chamberlain and Masiangoako (2021:447-448) explain that the Constitutional Court has emphasised that an intervention is a process that involves progression from softer to more stringent measures, and that this addresses any concerns regarding the separation of powers concerning Section 100 of the Constitution (the corresponding provision to Section 139), which permits national intervention in provincial affairs.

Chamberlain and Masiangoako (2021:447-448) explain that there are two kinds of interventions taking place throughout the various spheres of government in South Africa. Firstly, the provincial government can interfere with local governments through Section 139 interventions. Secondly, in cases where the provincial or municipal governments fail to fulfill their executive obligations under the Constitution or laws, the national government steps in to take over the province using Section 100 interventions (Chamberlain & Masiangoako, 2021:447-448). Magofe (2014:39) explains that the primary goals of constitutional intervention in another institution are restoring sound financial management systems, enhancing performance, and building capacity and skills.

Making reference to this study, if the national government believes that another sphere is not fulfilling its constitutional obligations, Section 100 gives it the authority to step in and take control of its administrative matters. Furthermore, the executive branch, which consists of the President of the Republic and his or her cabinet, is responsible for this national intervention. Thus, a specific minister in charge of provincial affairs may also be given authority by the government to carry out an intervention (Munzhedzi, 2014:700). Section 100 of the Constitution, 1996, stipulates that within 14 days of when an

intervention starts, notice of the intervention must be presented to the National Council of Provinces (NCOP). Munzhedzi (2014:700) and Phago (2018:110) state that when the national government truly takes over, the notice period officially begins. The intervention is presumed to be void upon the expiration of the 180 days, if the national executive does not table a notice within that time frame. Thus, the NCOP must, while the intervention continues, review the intervention regularly and may make any appropriate recommendations to the national executive.

Furthermore, as explained in Chapter 1, towns and villages in the North West Province experienced tumultuous and distressing scenes in April 2018, as a result of the governance and public administration's shortcomings and near collapse. Department of Public Service and Administration (2022:35) explains that the most widespread application of Section 100 (1) in South Africa before 2018 occurred in the Limpopo Province, where the Cabinet invoked Section 100(1) intervention in five provincial departments between December 5, 2011, and December 15, 2014. According to a news statement issued by the Parliament of the Republic of South Africa, the Cabinet decided on May 9, 2018, to invoke Section 100(1) of the Constitution in the North West Provincial Government due to several governance issues, such as corruption and service delivery protests in the province. Section 100(1) interventions must inevitably occur in intricate, dysfunctional, and potentially hostile situations.

The Local Government Bulletin (2019:1) explains that the Inter-Ministerial Task Team (IMTT) was established by the Cabinet to carry out performance evaluations in the North West Province. Thus, on May 23, 2018, the Cabinet authorised the application of Section 100(1)(a) and Section 100(1)(b) to ten North West Departments following the IMTT's evaluation. These departments include the North West Departments of Finance, Economy and Enterprise Development - FEED (Provincial Treasury); the Rural, Environment and Agriculture Development - READ; Social Development and Local Government and Human Settlement; and the North West Department of Tourism under Section 100(1)(a). The other five departments, namely the North West Department of Health, the Office of the Premier, Education and Sports Development, Public Works and Roads, and Community Safety and Transport Management were subject to Section 100(1)(b) intervention (Local Government Bulletin, 2019:1).

Mathiba (2019:2) explains that there is a distinction between a Section 100 (1)(a) and a Section 100(1)(b) intervention. Compared to a Section 100 (1)(b) intervention, Section 100(1)(a) intervention is less invasive. In the first, the national government gives the provincial executive in question a directive (a command) that describes the magnitude of the failure and outlines the necessary actions to address it. Moreover, a provincial department that is subject to Section 100(1)(a) does not often have its executive authority stripped off by the national government; instead, the provincial department must execute it by the directive's provisions (Mathiba, 2019:2). Section 100 (1)(b) is the most invasive kind of provincial intervention. As stipulated in the Constitution, 1996, this intervention means taking full responsibility for the relevant obligation. The national government takes away the executive authority of the provincial executive that is subject to Section 100(1)(b) intervention.

According to the Republic of South Africa's 1996 Constitution, Section 100 allows for a two-step corrective action process, which clarifies Section 100 interventions. Regarding Section 100(1)(a), the national executive may first direct the provincial government on how to carry out its constitutional and other responsibilities, as well as the steps that must be taken to accomplish this. In this regard, it is expected that provincial and national ministries work together to address challenges cooperatively. However, according to the Constitutional Court, the national executive's participation is limited to actions that are authorised by the Constitution or by legislation enacted by the Constitution. If attempts to address the matter under Section 100(1)(a) have failed and the provincial executive has not complied with a mandate, the national executive may then proceed to Section 100(1)(b) and genuinely assume responsibility for the duty. Section 100(1)(b) comes into play when a province's actions are unjustified or detrimental, or when more direct intervention is necessary to preserve (i) important national standards or minimum criteria for the provision of a service; (ii) economic unity, and (iii) national security. This guarantees that the authority granted by Section 100(1)(a) is restricted to ordering the province to adhere to an existing legal or constitutional duty.

Monyepao (2017:18-19) cautions that Section 100(2) of the Constitution provides no details on the procedure for national government interventions in terms of Section 100(1)(b), but goes into detail to list several of the necessary conditions and processes that must be followed to maintain the principles of cooperative governance before, during,

and after the implementation of Section 100(1)(b). Thus, it may be argued that Section 100 is closely related to the principles of cooperative governance. It is, however, important to clarify how these principles should be applied in practice. Moreover, it is important to note that Section 100 interventions can last for a very long period, and occasionally, it can be unclear if they are still in place. Consequently, Parliamentary Monitoring Group (2021) stipulates that during an intervention, it can occasionally be unclear who is accountable and who is in charge of fulfilling their responsibilities. However, when provincial departments are brought under administration, it is important that South Africa has a policy that clearly outlines who is accountable and who oversees fulfilling their responsibilities, and not only provide necessary conditions and processes that must be followed to maintain the principles of cooperative governance.

Following Clause 100(2)(a) of the Constitution, the President informed the National Council of Provinces (NCOP) on the 9th of May 2018, the same day that the intervention went into effect. As explained above, a Section 100(1) (a) and (b) intervention was proclaimed for ten departments in the province, with varying degrees of encroachment. The application of Section 100(1)(b) indicates that the executive authority of the North West province is transferred to the national government. Accordingly, when Section 100(1)(b) is invoked and put into effect, the Premier and all or part of his executive council give up their powers to the administrators dispatched by the national government to carry out the implementation in that specific province. Monyepao (2017:18-19) explains further that the reason is that the executive authority of a province is vested in the Premier, together with the other members of the Executive Council.

Thus, it can be argued that Section 100 serves as a safeguard in this way. Section 100 strikes a balance between provincial autonomy and the understanding that South Africa is a single, sovereign state, with a shared responsibility for upholding, advancing, and fulfilling constitutional rights across all spheres of government. Phago (2018:110) in this case, clarifies that the main goal of this part is to control how provincial governments respond to the national government and how the national government handles province-level underperformance. The author confidently advises that by acting in this way, a connection is made with the fundamental ideals and principles of the Constitution that guide public administration, particularly those that address, amongst other things, the

enforcement of accountability and the economical, effective, and efficient use of public resources.

Considering the above discussion, it is safe to argue that intervention under Section 100 (1)(b) is the strictest sense of the word, rendering the relevant provincial executive powerless and possibly unimportant (Mathiba, 2019:2). According to diagnostic reports, memos and operational norms, the national government has exceptional opportunities to assume the executive functions of the province when Section 100 (1)(b) of the Constitution is applied in the provincial sphere of government (Uwizeyimana, 2014:80). This means that when such an intervention is invoked, the Inter-Ministerial Task Team reports to Cabinet and is supervised by the National Council of Provinces (NCOP), with assistance from the Provincial Executive Committee (EXCO).

As previously explained in Chapter 1 of this thesis, on the 25th of April 2018, the Cabinet placed the highly troubled North West Department of Health under Section 100(1)(b) of the Constitution due to corruption, mismanagement of funds, as well as endless service delivery protests. On May 9, 2018, the Cabinet agreed to invoke this section for the entire provincial government (Department of Public Service and Administration, 2022:35). The author argues that this is the most comprehensive and intricate intervention that has been implemented in South Africa. The application of Section 100(1)(b) indicates that the executive authority of the North West Provincial Department of Health was transferred to the national government.

Furthermore, since the entire North West Province was placed under Sections 100 (1)(a) and (b), which had never happened before, the intervention framework for this study will concentrate on the whole Section 100, since it was explained from the above that the national government first gives the provincial executive in question a directive (a command) that describes the magnitude of the failure and outlines the necessary actions to address it, according to Section 100 (1)(a), and if it fails to address the directive as stipulated in Section 100 (1) (a), then Section 100 (1) (b) may be invoked. It is, however, important to note that since the North West Provincial Department of Health has been placed under administration, some progress has been made; thus, it is crucial to sustain these achievements or progress through the implementation of an intervention framework.

From recent available reports accessed, the Republic of South Africa (2022:1) lists several progresses that show how Section 100 (1) (b) has benefited the people of the North West Province directly within the North West Department of Health; namely:

- Operating rooms were fixed, equipment was acquired, and experts were hired; as a result, health facilities are currently more responsive than they were in 2018, due to a rise in the number of health professionals per population of one hundred thousand (100 000). For instance, hospital surgery backlogs decreased due to this action.
- More Magnetic Resonance Imaging (MRI) scans were performed, increasing the availability of advanced diagnostic techniques.
- More patients in the province are currently receiving renal dialysis due to an upgrade to the renal facility at Tshepong Hospital in Klerksdorp, in the North West Province.
- The appointment of orthopaedic surgeons resulted in a decrease in the backlog of procedures and shorter wait times.
- The Mahikeng Hospital in the North West Province hired an ophthalmologist, and in less than two months following the ophthalmologist's appointment in 2019, the doctor operated on more than 200 cataracts, restoring vision to the elderly population.
- The appointment of more internal medicine specialists led to better clinical management procedures, and the removal of patients who were sleeping on the floor in certain large hospitals while awaiting treatment was addressed (Republic of South Africa, 2022:1).

Despite this progress, as outlined in the study's problem statement, issues such as medication shortages persist in some health facilities within the North West Provincial Department of Health. In conclusion, the intervention under Section 100 within the North West Provincial Department of Health, however, has shown partial success. These partial gains should be preserved through a dedicated intervention framework that is aimed at sustaining the implementation of Section 100. It is argued that such an intervention framework is important to ensure that the achievements made this far continue to benefit the people of the province.

The following section presents the legislative and regulatory prescripts for national government intervention within provincial departments, with particular reference made to the North West Provincial Department of Health.

5.3 AN ANALYSIS OF LEGISLATIVE PRESCRIPTS IN SOUTH AFRICA

It is important to note that limited literature was found in terms of legislative prescripts for national government interventions in South Africa. Thus, for the purposes of this study, only applicable legislative prescripts important for sustaining implementation of Section 100 within the North West Provincial Department of Health are presented. This is discussed next.

5.3.1 The Health Professions Act 56 of 1974

The foundation of the South African health system is the Health Professions Act 56 of 1974. It regulates the various healthcare professions in South Africa, as well as the practice of medicine (Medical Protection, 2021). The Act's objectives are as follows: "to establish professional boards and the Health Professions Council of South Africa; to control the education, training, registration, and practice of health professions registered under this Act; and to address matters incidental thereto" (Republic of South Africa, 1974: 2). The Act is divided into five chapters that are deemed essential for healthcare professionals to adhere to, including those that are deemed essential for the smooth functioning of South Africa's health systems. The Act includes the Health Professions Council of South Africa (HPCSA), a prominent Council for Health Professionals. The HPCSA was created as a statutory body by Section 2 of the Health Professions Act 56 of 1974 (Kwinda, Labuschaigne & Slabbert, 2024:17). The authors state that one of the objectives of the HPCSA is to guarantee that complaints concerning individuals registered under the Act are investigated and that appropriate disciplinary action is taken against those individuals in accordance with the Act.

Taking the above into account and for purposes of this study, this Act is significant because, according to Motswakae (2023:111), health professionals are central to South Africa's health system and are essential to providing high quality health services in South Africa. Moreover, as also argued in the problem statement of this study, the 2020 health professionals' protests had an effect on service delivery in the North West Province.

Therefore, acknowledging this Act and its provisions could help the North West Province to provide services effectively to the citizens, which in general could assist in sustaining implementation of Section 100 within the North West Provincial Department of Health.

5.3.2 The White Paper on the Transformation of the Public Service, 1995

The White Paper on the Transformation of Public Service, 1995 (hereafter referred to as the White Paper) was released just one year after the first democratic elections that occurred in South Africa, in April 1994 (Schwella, 2001:374). The policy statement calls for the creation of a new public service vision and mission statement. This includes the formulation of a vision as follows: "that the Government of National Unity is committed to continuously improve the lives of the people of South Africa through a transformed public service that is representative, coherent, transparent, efficient, effective, accountable, and responsive to the needs of all". The author adds that the establishment of a people-centred and people-driven public service that is distinguished by equity, quality, timeliness, and a strong code of ethics is the mission statement. The author states that probably the most significant policy statement on public service delivery is the White Paper on the Transformation of Public Service, which acknowledges the significance of public service delivery. This focus is consistent with global best practices and demonstrates a sincere dedication to the significance of customer service and service delivery for the citizens of their public service.

Kariuki and Tshandu (2014:801) explain that the concept of Batho Pele is the White Paper's central idea. Batho Pele, a Sesotho phrase that means "People First," is an initiative to change public officials' attitudes to be service-oriented, to strive for excellence in service delivery, and to commit to ongoing service delivery. The objective of the White Paper is to offer a practical implementation plan and national policy framework for the improvement of public service delivery. Wessels (2008:22) states that the White Paper is a straightforward process that enables citizens to hold public servants responsible for the calibre of services which they provide. Thus, it may be argued that the South African public service is changing to accommodate a diverse population to ensure that effective services are delivered.

However, Kuye (2006:290) cautions that organising governmental reforms is a challenging and intricate process in and of itself. Even if the White Paper is available and evident, it does not deprive public organisations of facing service delivery challenges. Wessels (2008:22) notes that the necessity to reform the South African public sector was recognised before 1995, when it was becoming the official policy of the country's government. The author explains that the justification for administrative reform in South Africa is detailed in the White Paper on the Transformation of the Public Service. This justification describes how public service organisations play a significant role in the processes of development, reconstruction, and reconciliation (Schwella, 2001:374). In this regard, and to properly carry out this function, the author advises that services need to be transformed into a coherent, representative, competent, and democratic instrument for implementing government policies and meeting the needs of the South African people.

Furthermore, the White Paper on the Transformation of the Public Service, 1995, stipulates that the public service must undergo reform to fulfill its appointed role in the new dispensation in South Africa. Wessels (2008:28) challenges the definition of this function. The author motivates that according to Section 197(1) of the Constitution of the Republic of South Africa, 1996, the public service is required to loyally execute the lawful policies of the government of the day. Thus, transformation is described in the White Paper for the Transformation of the Public Service, 1995, as a dynamic, focused, and relatively short-term process, designed to fundamentally reshape the public service for its appointed role in the new dispensation in South Africa (Lues, 2016:17).

From the above definition, it is possible to distinguish between transformation and the more extensive, ongoing, and longer-term process of administrative reform that will be necessary to ensure that the South African public service remains up to date with the evolving demands of both the local and global environments. Thus, it is important to note that the framework acknowledges that the process of changing the public service will unavoidably be difficult and contentious. Hence, the necessary capacity would play a pivotal role. Gumede (2015:495) states that a major component of the public service's post-1994 transformation reforms was a focus on altering the racial composition of public administration, both to make it more representative and to change the state's racially discriminatory developmental outlook. Thus, in addition to outlining a vision for changed

public service, the White Paper reiterated the significance of the public service. In Chapter 9 of the White Paper, emphasis is placed on institution building and management, and provides a comprehensive package of short-, medium-, and long-term plans to achieve this goal, especially concerning the establishment of a democratic public service (Patel, 1997:114).

The main goal of the White Paper is to establish a policy framework to direct the adoption and execution of new laws and policies targeted at revolutionising the South African public sector. This implies that each department and provincial sphere would oversee creating particular implementation plans (Bardill, 2000:106). However, the White Paper makes no effort to provide comprehensive plans for putting the principles into practice. The White Paper is a declaration of intent, as are all such policy texts. Lues (2016:17) explains that individual ministries and provincial governments should oversee creating implementation plans. These strategies ought to be found in the given policy framework. The author outlines that significant choices should be made, and steps should be taken to achieve change, including putting in place a system of voluntary severance benefits.

For the purposes of this study and to implement the White Paper, the government envisions a decentralised, integrated, and coordinated public service, which is also significant to ensure that implementation of Section 100 interventions is sustained. The White Paper on the Transformation of Public Services, 1995, clarifies that the Republic of South Africa's Constitution, 1996, serves as the foundation for its main goals. Public Administration must be guided by the democratic ideals and principles embodied in the Constitution, such as professional ethics and resource efficiency, according to Section 195 (1) of the Constitution (Rakate, 2006:49). The author further states that these democratic ideals and principles include non-racism, non-sexism, equality, human dignity, and the growth of freedom and human rights. In addition, Section 1 of this policy framework lays forth additional guidelines that should guide the provision of public services, such as the need for public administration to be development-oriented and transparent.

The White Paper suggested the creation of a Presidential Commission to conduct a thorough examination of the composition, operations, and activities of the post-1994 public service, to guarantee that the reform processes were open to impartial examination

(Bardill, 2000:103). The author explains that encouraging the development of effective accountability and openness in public management procedures and raising the bar for service delivery efficiency and effectiveness are two of the White Paper's goals, which are also crucial for the objectives of this study, to ensure that health services are effectively and efficiently delivered to the populace of the North West Province.

Lues (2016:19) states that the White Paper for Public Service, 1995, outlined eight key areas for public sector change, to advance the above-mentioned vision and goals. These eight guidelines are: reorienting service delivery to meet basic needs and correct historical imbalances, rationalising and restructuring to ensure a unified, integrated, and leaner public service, raising representativeness through affirmative action, improving internal democracy and external accountability, developing human resources and capacity building, improving labour relations and employment conditions, and lastly fostering a professional services ethos (Qobo & Ngcaweni, 2021:35). An illustration of these eight guidelines is summarised below:

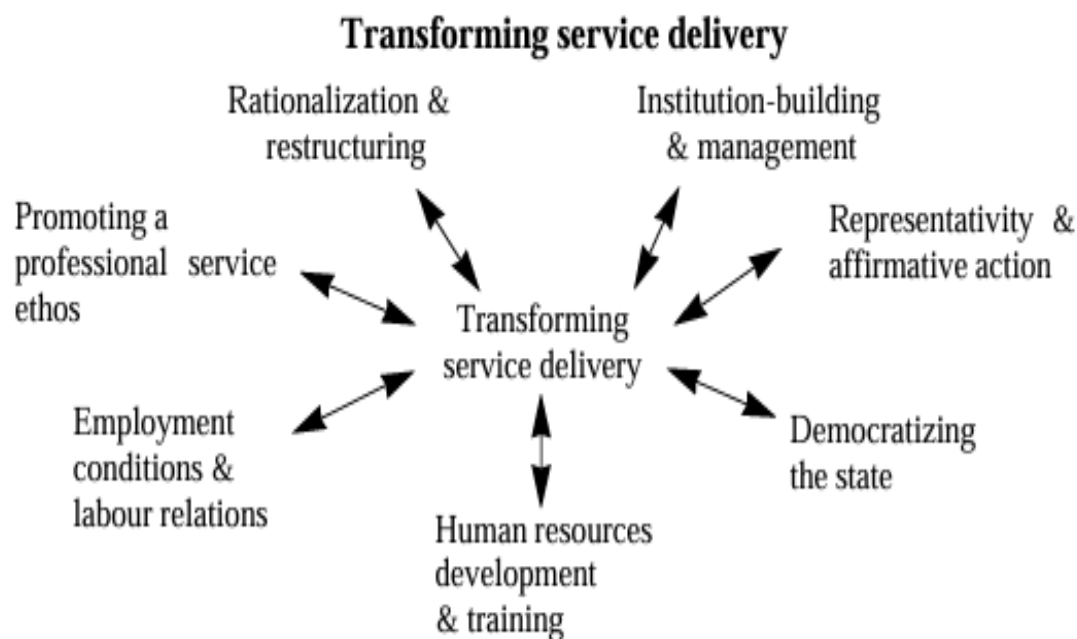


Figure 5-1: Transforming service delivery

Source adapted from: Kroukamp (1999:328)

Despite the potential of these guidelines leading to effective delivery of services in South Africa, van der Westhuizen (1998:19) contends that the national, provincial, and local spheres of public service will need to make consistent and significant efforts to complete

the transformation process. The author goes on to explain that concurrence-building, commitment, and support amongst all of the various role players are amongst the primary skills needed for the new public service. These skills can only be achieved through effective communication, consultation, and partnerships between staff, unions, and civil society, as well as the encouragement of moral behaviour in professional public service. Kroukamp (1999:328) argues further that the success of the shift to a democratic state will therefore be significantly influenced by the evolution of public service in the national, provincial, and local spheres of government. As a result, every sphere of government, including the provincial sphere, must specify its own short-term, medium-term, and long-term objectives for service delivery.

The public expects the public service to be competent and professional, since it is a reflection of democracy in action (Monyakane, 2007:iii). According to the author, it might be seen as a basic democratic failure if the public sector fails to live up to these expectations. The public sector's failure to adopt good governance principles indicates that it has not yet undergone transformation, and shows the reverse of the desired standards. In this sense, the White Paper on the Transformation of the Public Service's vision, mission, and objectives were predicated on a fundamental reinterpretation of the state's role and its connection with civil society, based on a partnership rather than the previously dominant antagonistic relationships (Bardill, 2000:105). In addition, Matloga, Mahole and Nekhavhambe (2024:3) state that prioritising the development of each citizen's capability for sustainability and self-reliance is another recommendation made in the White Paper on the Transformation of the Public Service, 1995.

To conclude, the White Paper on the Transformation of the Public Service, 1995, has been a foundational policy instrument since 1995, which not only outlines a vision for a democratic, people-centred public service, but also lays the foundation for capacity building in South Africa. Moreover, the principles of the White Paper on the Transformation of the Public Service, 1995, which are centred on equality, accountability, responsiveness, and citizen-focused service delivery, similar to those of cooperative governance and the New Public Governance Model presented in the previous chapters, remain important in the context of Section 100 interventions. This is because the successful and sustainable implementation of Section 100 interventions must be guided

by the values stipulated in the White Paper. The values include a commitment to transformation, professional ethics, and putting people first, as stipulated by the Batho Pele principles. It is important that both the national government, when invoking Section 100, and the provincial departments, when sustaining such interventions, fully acknowledge the White Paper's vision and objectives. It is argued in this regard that if both the national and provincial departments do this, it not only aligns with governance imperatives, but it would also ensure that effective service delivery remains meaningful and sustainable in the long term. This alignment forms an important pillar of the intervention framework proposed in this study, and reinforces the broader goal of building a capable, ethical, and developmental state in South Africa, with particular reference made to the North West Provincial Department of Health.

5.3.3 The Constitution of the Republic of South Africa, 1996

The Republic of South Africa has three distinct, interdependent, and linked spheres of government, namely national, provincial, and local (Republic of South Africa, 1996:27). Each sphere of government has the freedom to rely on others to perform its tasks. Humphries and Meierhenrich (1996:21) explain that given the disparities that exist within the provinces regarding their most pressing needs and interests, it is clear that cooperation between the national and provincial spheres is necessary. Furthermore, since the emphasis of this study is on a provincial sphere of government, it is important to note that nine provinces in South Africa were developed in 1994. Given that a provincial sphere of government is the focal point of this study, it is important to note that the duties of the provinces are outlined in Chapter 6, Sections 103–150 of the Constitution of the Republic of South Africa, 1996.

A province's legislative authority is outlined in Section 104 of the Constitution, 1996, which emphasises that the province's legislature has the power to enact a new constitution for the province, or amend one that the legislature has already passed by Sections 142 and 143. According to Section 104(5), the provincial legislature may suggest legislation to the National Assembly on any subject that is outside its purview, or over which a provincial law is superseded by an Act of Parliament. It is important to keep in mind that, according to Section 105, the provincial legislature can include anything from 30 to 80 members.

The national law-established procedure, which may differ from province to province, must be used to determine the number of members (Republic of South Africa, 1996:56).

Section 116 of the Constitution 1996 specifies that any question put to a provincial assembly is decided by a majority of the votes cast. Section 116(1)(b) further states that a provincial legislature may establish rules and regulations about its operations, while taking into account public participation, accountability, transparency, representative and participatory democracy. These rules and regulations also align with good governance, including the New Public Governance Model principles that were outlined and discussed in Chapter 4 of this thesis. These principles play a significant role in ensuring that services are efficiently and effectively rendered within provinces.

Section 125 of the Constitution, 1996, makes it clear that a province's premier has executive responsibility over the province. Therefore, it may be argued that the premier has a major influence when a provincial department is placed under administration by Section 100 of the Constitution. This is because the Premier has the executive responsibility to coordinate the operations of the provincial administration and its departments, as outlined in Section 125, along with the other members of the Executive Council (Republic of South Africa, 1996:61-65).

Furthermore, Section 125(3) specifies that a province can only exercise executive authority under Subsection (2)(b) if it possesses the administrative capacity to carry out effective responsibility. For provinces to effectively exercise their authority and carry out the duties outlined in Subsection (2), the national government must support them in building the administrative capacity necessary through legislation and other means. Section 125(4) emphasises that any disagreement regarding a province's administrative ability concerning any function must be brought to the National Council of Provinces for resolution within 30 days of the referral date (Republic of South Africa, 1996:64-65).

Chapter 4 of the Republic of South Africa's 1996 Constitution explains that the National Council of Provinces acts as the provinces' representative, and ensures that their interests are represented in the national arena of governance (Republic of South Africa, 1996:32). It primarily accomplishes this by offering a national forum for public discussion

of matters impacting the provinces, and by taking part in the national legislative process. Humphries and Mierehenrich (1996:21) opine that one potentially important tool that the provinces can use to offset the national government's hegemonic power in the legislative branch is the Council. Murray, Bezruki, Ferrell, and Hughes (2001:19) clarify that the National Council of Provinces is required by the Constitution to perform some of its oversight duties, including approving or disapproving of a Section 100 or 139 acceptance of responsibility.

According to the National Council of Provinces, the Cabinet member in charge of provincial affairs must notify the Council in writing of any intervention that the national executive makes in a provincial executive under Section 100 (1)(b) of the Constitution within 14 days of the intervention starting (Parliament of the Republic of South Africa, 2008:92). The Committee must, however, (a) determine whether the intervention was required; (b) give the national executive and the provincial administration involved a chance to present their case; (c) consult with the finance select committee if the intervention is intended to preserve economic unity; (d) consult with the security select committee if the intervention is intended to preserve national security; and (e) report to the Council within ten days of the report being referred to it. If the Council authorises the intervention, the committee is required to continuously assess whether the intervention should continue and report back to the Council (Parliament of the Republic of South Africa, 2008:92).

From the above discussion, it is evident that the Constitution of the Republic of South Africa, 1996, provides the foundational institutional framework for managing the relationship between national and provincial spheres of government. The Constitution, 1996, explicitly sets out the powers, responsibilities, and limitations of provinces, and while these powers, responsibilities, and limitations are set, it simultaneously ensures national oversight where necessary. This oversight includes Section 100 interventions as stipulated in the section above. It is therefore argued that to sustain the implementation of Section 100 interventions effectively, both the national and provincial governments should fully understand and respect the constitutional boundaries of authority and responsibility. This includes acknowledging the pivotal role of the Premier and the National Council of Provinces (NCOP). This pivotal role includes coordinating and

overseeing interventions within provinces. The NCOP and Premiers' active involvement would not only ensure that the Constitution is adhered to, but it would also promote cooperative governance, as outlined in Chapter 3 of the Constitution, 1996, as mentioned in Chapter 3 of this thesis. The involvement of these role players would also ensure that the implementation of Section 100 is successfully sustained. Therefore, sustaining Section 100 implementation should be grounded in constitutional principles and supported by institutional collaboration, and driven by a shared commitment to restoring effective service delivery.

The following section provides an analysis of the Public Finance Management Act 1 of 1999.

5.3.4 Public Finance Management Act 1 of 1999

According to Tsheletsane and Fourie (2014:43), the Public Finance Management Act of 1999 seeks to establish a culture of performance by recruiting managers to manage and holding them accountable for the use of allocated resources in providing services. Fourie (2001:118) explains that this Act aims to improve accountability in the use of public resources, and to reform financial management and budgeting. Similar to this, Moagi (2009:ii) states that the Act encourages sound financial management as a means of optimising service delivery, by making effective and efficient use of the scarce resources. In general, the Act's primary goals are to modernise the public sector's financial management system, and give managers more authority, while also holding them to higher standards, guaranteeing the prompt delivery of high-quality information, and eradicating waste and corruption in the use of public resources.

According to the analysis of this Act, Chapter 2, specifically provision 2(f), states that if a department, public organisation, or constitutional institution commits a major or continuous substantial breach of this Act, the National Treasury must respond appropriately. Furthermore, actions under Section 100 of the Republic of South Africa's 1996 Constitution or the withholding of funds under Section 216(2) of the same Constitution may be included in this category. Section 216(2) of the 1996 South African Constitution gives the National Treasury the authority to ensure that other levels of government adhere to financial management standards. The National Treasury may also

take any further steps necessary to fulfil its responsibilities. Furthermore, Chapter 3 of the Public Finance Management Act 1 of 1999 outlines the duties and authority that the provinces must recognise. This entails, amongst other things, encouraging and enforcing transparency and effective management concerning the revenue, expenditures, assets, and liabilities of provincial departments and provincial public entities; helping them develop their capacity for effective, efficient, and transparent financial management; and taking appropriate action, including withholding funds, if a provincial department or provincial public entity commits a serious or ongoing material breach of this Act (National Treasury, 1999:5-18).

Additionally, Chapter 3 of this Act mandates that the provincial treasury creates consolidated financial accounts for every financial year for provincial departments in the province, in compliance with generally accepted accounting principles. Amongst other things, Chapter 4 of this Act describes annual and provincial budgets. It mandates that the Minister must present the annual budget for a fiscal year to the National Assembly before the start of the fiscal year, or, in special cases, as soon as possible after the fiscal year begins, as the Minister may decide. Following this, the Provincial Member of the Executive Council (MEC) for finance must present the provincial annual budget for a fiscal year in the provincial legislature no later than two weeks after the national annual budget is tabulated, even though the Minister may approve an extension of time for the provincial budget's tabling (National Treasury, 1999:24-30).

Furthermore, this Act's Chapter 5 clarifies that an accounting officer is required in every department and constitutional institution. In this case, the head of a certain department should be the accounting officer (National Treasury, 1999:35). This means that a department, trading entity, or constitutional institution's accounting officer is required by this Act to ensure that the department, trading entity, or constitutional institution has and maintains efficient, effective, and transparent systems of internal control, risk management, and financial management (National Treasury, 1999:36). Thus, to prevent unauthorised, irregular, wasteful, and ineffective expenditures, as well as losses stemming from criminal activity, the accounting officer must adopt suitable and effective measures. Fourie (2001:117), in addition, explains that accounting officers are given the freedom and flexibility to oversee government departments under the Public Finance Management Act 1 of 1999. However, in order to maintain accountability, the accounting

officer is supposed to provide an annual report detailing the department's operations. In this regard, the National Treasury has created criteria for yearly reports.

Drawing from the aforementioned analysis, even though this Act is well-written, the low number of clean, qualified audits demonstrates the poor state of financial management in South African government departments, including the North West Provincial Department of Health, indicating that the Public Finance Management Act 1 of 1999 is being violated (Tsheletsane & Fourie, 2014:42). To conclude, this Act is significant for this study because corruption and fraud were amongst the reasons that the North West Provincial Department of Health was placed under administration, indicating that appropriate legislative directives like the Public Financial Management Act 1 of 1999 were not appropriately followed or effectively implemented within the Department. Although the Department regularly acknowledges this Act, implementation of this Act was not properly practiced. Therefore, the Department should properly execute this Act and hold public authorities accountable for non-compliance with this, to successfully sustain the implementation of Section 100 interventions within the North West Provincial Department of Health.

The following section provides an analysis and critique of the Intergovernmental Relations Framework Act 13 of 2005 as a significant contribution.

5.3.5 Intergovernmental Relations Framework Act 13 of 2005

Malan (2012:116) asserts that the Intergovernmental Relations Framework Act 13 of 2005 solidifies previously unofficial groups and structures, while establishing minimal platforms and procedures for cooperation. In this case, the Act's primary objectives include giving the national, provincial, and local governments a framework for promoting and facilitating intergovernmental relations, as well as mechanisms and procedures to help resolve intergovernmental conflicts. It also addresses issues related to these goals. The author clarifies that the three spheres of government, national, provincial and local are covered by this legislation. Given that the study's focus is on the provincial level of government, it will specifically focus on the provincial sphere of government, while also referencing the local and national spheres of government, since an argument in both Chapters 2 and 3 was made that collaboration and cooperation amongst the three spheres of government

is significant, to ensure that services are rendered efficiently and effectively. Thus, to ease cooperation in the implementation of laws and policies, this Act seeks to establish a framework for the national, provincial and local governments, and all state agencies within those governments.

The Intergovernmental Relations Framework has been established within the principles of cooperative governance outlined in Chapter 3 of the Constitution of the Republic of South Africa, 1996. This framework includes the following: (a) coherent government; (b) effective service provision; (c) monitoring the implementation of policy and legislation; and (d) realising national priorities. As stated in Chapters 2 and 3 of this thesis, and to accomplish the goal of this Act, all three spheres of government must work together in mutual faith and trust. Notwithstanding this emphasis, the Act, however, places little to no emphasis on how a goal such as coordination between the various spheres of government could be accomplished. In this regard, it is crucial that the Act explicitly outlines how good coordination could be accomplished; for example, monthly consultations and efficient communication between the spheres of government should be taken into consideration and practiced to accomplish such coordination. As also argued in Chapter 2 of the thesis, the Act emphasises that senior managers and other government officials should be involved in intergovernmental relations forums. These forums serve as a setting for the discussion and resolution of intergovernmental disputes, as well as a forum for the exchange of ideas (Republic of South Africa, 2005:5-10).

The President's Co-ordinating Council, which consists of the President and Deputy President, the Minister in the Presidency, the Cabinet members in charge of finance and public service, the Premiers of the nine provinces, and a municipal council member chosen by the national organisation that represents organised local government, are amongst the intergovernmental structures that are outlined in the Act, specifically in Chapter 2. Thus, to guarantee that service delivery is carried out efficiently across all spheres of government, this Council is crucial. However, when discussing issues of national importance, like Section 100 interventions, each council must fulfil its responsibilities independently of the others. The Council's responsibilities include any other strategic issues that impact the interests of other governments, as well as coordinating and aligning national, provincial, and local governments' priorities, objectives, and plans. As previously stated, to prevent conflicts amongst the spheres of

government, the Act must specify how such coordination and alignment of priorities and objectives would be accomplished (Republic of South Africa, 2005:14-27).

Furthermore, the Act, specifically Section 9, emphasises national intergovernmental forums and states that any Cabinet member may create a national intergovernmental forum to foster and facilitate intergovernmental relations, in the functional area for which that Cabinet member is responsible. These forums are important for the effective establishment of intergovernmental relations. However, the Act emphasises that any Cabinet may create a national intergovernmental forum, which is a gap in and of itself. In other words, to prevent misunderstandings and conflicts, the Act should explicitly state which member of the Cabinet may establish such a forum. To elaborate, the national intergovernmental forum created under Section 9 serves as a consultative platform for the Cabinet member in charge of the functional area for which the forum was created. To clarify, the purpose of this forum is to listen to the opinions of organised local and provincial governments, on issues of national interest within that functional area. Thus, to identify shortcomings and, if required, start preventive or corrective action, the forum additionally addresses issues about performance in the delivery of services. Furthermore, Section 12 stipulates that a national intergovernmental forum created under Section 9 must provide the President's Coordinating Council with a report on any issue to which the Council refers. However, this section leaves out a very important section of the Constitution, which is Section 100, in which clarity is necessary, to specify who is responsible in such forums when a provincial department is placed under Section 100 administration (Republic of South Africa, 2005:16).

Since the primary focus of this study is centred in the provincial sphere of government, Section 16 of this Act, which deals with the creation of the Premier's intergovernmental forum, needs special attention. A Premier's intergovernmental forum exists to foster and facilitate intergovernmental relations between the province and its local governments. According to Section 16, the Premier of the province serves as the chair of the Premier's intergovernmental forum. The forum is composed of the Premier, the Member of the Executive Council (MEC) responsible for local government, any additional MECs selected by the Premier, the mayors of the province's district and metropolitan municipalities, and the administrator of any municipality under intervention in terms of Section 139 of the Constitution. Additionally, a municipal councillor chosen by organised local government

in the province is also included. This provision makes it apparent who is in charge of the Premier's intergovernmental relations, if a provincial municipality is the target of an intervention under Section 139 of the Constitution. It is argued, however, that when a provincial department is placed under administration under Section 100, there is a gap in the forum's establishment. It is therefore argued that this Act should develop an intergovernmental forum under Section 100, since Section 139 cannot have an intergovernmental forum, while Section 100 does not (Republic of South Africa, 2005:16).

As stated in Section 16 of the Act, a Premier's intergovernmental forum serves as a consultative platform for the Premier of a province and local governments within the province, to discuss and consult on issues of shared interest, such as the provincial implementation of national legislation and policy that impacts the interests of local governments. This Act specifies that such a platform, where issues of national and provincial governments are discussed based on faith and shared interest, should also be taken into consideration. Explicitly, Section 30 of the Act states that an intergovernmental forum may create an intergovernmental technical committee. To elaborate, if formal technical support is required for the forum, an intergovernmental technical support structure can be established. The Act explains that this structure must be composed of representatives from the governments or state organs that are involved in the intergovernmental forum that created it, as well as any other individuals who might be able to help the intergovernmental forum. This could potentially work, especially when ensuring that the implementation of Section 100 is sustained within provincial departments (Republic of South Africa, 2005:16-25).

Furthermore, Section 32 specifically states that an intergovernmental structure, a platform for intergovernmental consultation must exist. It is crucial to remember that, although not being an executive decision-making body, it has the authority to adopt resolutions or have discussions and give suggestions based on established protocols. Section 33 mandates that all intergovernmental bodies must establish rules to regulate their internal operations. These rules must include, but are not limited to, the organisation's name and terms of reference, the chairperson's duties, the procedures for designating a person to chair a meeting in the intergovernmental structure's operating procedures, the frequency and format of meetings, the procedures for adopting resolutions or recommendations, and the procedures for resolving intergovernmental disputes. These regulations are important

because they guarantee that intergovernmental structures function properly and that policies are adhered to, which generally ensures that misunderstandings are avoided (Republic of South Africa, 2005:26).

To sum up, Chapter 3 of this Act describes how intergovernmental relations should be conducted to maintain cordial ties between the various spheres of government, especially when carrying out a statutory position, exercising a statutory power, implementing a policy, or the provision of a service that is dependent on the involvement of state organs in various governments. Organs of state must coordinate their actions in a way that may be necessary or appropriate under the circumstances. Therefore, one way to do this is by signing an implementation protocol. In addition, Section 37 of this Act clarifies that the Premier of a province oversees coordinating intergovernmental relations between the provincial government and the national government, as well as local governments within the province. This shows how crucial these relationships are to successfully handling issues such as Section 100. However, the thesis contends that a policy framework that outlines how potential disputes regarding Section 100 interventions could be resolved should be established. This is because, as stated in Section 40 of this Act, intergovernmental disputes cannot be avoided, especially when handling delicate matters (Republic of South Africa, 2005:30).

Based on the above discussion, the Act serves as a framework that the various spheres of government can adhere to in order to maintain cordial ties. However, a gap in the Act was discovered during analysis, in that it primarily concentrates on the Section 139 intergovernmental relations forum, while ignoring the Section 100 intergovernmental relations forum. Another issue is that this Act, particularly in Section 39, recognises disputes regarding Section 100 interventions. This is worrisome because Section 100 interventions were not referenced elsewhere in the Act, but a disclaimer regarding disputes, when Section 100 interventions are invoked, is made.

Furthermore, an additional issue and argument are that since Section 100 interventions lack the intergovernmental relations forum found for Section 139 interventions in this Act, disputes will undoubtedly arise. As a result, the two interventions cannot be treated equally, as they have differing mandates. A contentious argument and question arise: *which intergovernmental relations forum and structure did the national government use*

when the North West Provincial Department of Health was placed under administration?

Therefore, to prevent misunderstandings and disagreements when Section 100 is invoked within provincial departments, an argument is made that this Act must be reviewed to ensure that Section 100 interventions are fully supported and understood by all spheres of government, through establishing an intergovernmental relations forum for this section. This, consequently, would ensure that the implementation of Section 100 is successfully sustained.

The next section presents the regulatory prescripts for national government intervention.

5.4 AN ANALYSIS OF REGULATORY PRESCRIPTS AND STRATEGIES IN SOUTH AFRICA

This section presents regulatory prescriptions and strategies in South Africa. It is important to note that South Africa employs various regulatory prescripts and strategies that could be followed for different purposes. This study will focus on those applicable to the purposes of this study.

5.4.1 National Evaluation Policy Framework, 2012

Davis (2017) explains that a policy framework is a collection of different but complementary policies connected to a single overarching public policy objective. Taking this definition into account, the cabinet created and approved a National Evaluation Policy Framework towards the end of 2011 (Masombuka & Thani, 2023:166). The South African Council for Educators (2022:11) explains that since the National Policy Framework was adopted in 2011, as the country's custodian of evaluations, the Department of Planning, Monitoring, and Evaluation (DPME) has consistently pushed evaluation as an efficient tool for decision-making, that applies to all governmental spheres and sectors. This policy framework serves as the foundation for a minimal system of government-wide assessment to direct and encourage the relevance, effectiveness, and quality of evaluation processes (Republic of South Africa, 2019a:6).

Despite the policy being developed in 2011, it was implemented in 2012. The National Evaluation Policy Framework suggests the strategic selection of priority evaluations and acknowledges that there are no capacity or resources to assess every programme or policy using national, provincial, and departmental evaluation plans (Griessel, Dumisa,

Ishmail, Adams, Robertsen, Goldman, Taylor, Smith, Masangu & Fraser, 2019:3). The study argues that for successful sustainment of implementation of Section 100 interventions, sufficient resources and capacity would play a pivotal role.

Goldman, Mathe, Jacob, Hercules, Amisi, Buthelezi, Narsee, Ntakumba and Sadan (2015:1) state that in addition to increasing accountability, the system has prioritised performance improvement. This is important for this study, because emphasis was placed throughout Chapter 4 on the fact that accountability is significant for all role players when ensuring that implementation of Section 100 is sustained and, in general, could improve performance, leading to effective service delivery. The authors explain that the National Evaluation Policy Framework was created to oversee South Africa's evaluations, which have consistently emphasised evaluation as a useful instrument for decision-making that can be applied to all governmental levels and sectors, in a variety of situations, and for all citizens. This assertion is important because an argument was made that good governance should be considered an enabler to enhance effective decision-making. This will ensure that services are effectively rendered within public institutions. However, for this consideration to be fully realised, all spheres of government must consider the evaluation of any decision made regarding the sustainment of implementation of Section 100 interventions. In addition, applying this policy framework may help to improve the three spheres of the government's decision-making process, when sustaining such interventions.

Goldman *et al.* (2015:2) explain that to evaluate issues like relevance, performance (effectiveness and efficiency), value for money, impact, and sustainability, as well as suggest directions for the future, the National Evaluation Policy Framework defines evaluation as the methodical gathering and objective analysis of the evidence on public policies, programmes, projects, and functions. The authors, in addition, explain that the National Evaluation Policy Framework recommends that evaluation should be used for the following reasons:

- To improve performance.
- To increase accountability.
- To generate knowledge (for research) about what works and what does not work, and
- To improve decision-making.

From the above reasons and for justification purposes, one of the main reasons why the North West Provincial Department of Health was placed under administration was because it was not delivering services effectively, leading to poor performance. There was also a lack of accountability regarding mismanagement of funds, and the protests that occurred within the province as explained in Chapter 1 of this thesis. Thus, the significance of this policy framework is to ensure that accountability is established, and decision-making is improved within public institutions.

It is important to note that the National Evaluation Policy Framework facilitates ongoing programme improvement, encourages evidence-based decision-making, and guarantees public accountability and openness (Republic of the Philippines, 2022:5). In this regard, it is argued that these factors are important to ensure that implementation of Section 100 interventions is successfully sustained within provincial departments, with particular reference made to the North West Provincial Department of Health.

Furthermore, the National Evaluation Policy Framework's primary goal is to encourage reliable and high-quality assessments that can be utilised to enhance the efficacy, efficiency, relevance, and impact of government initiatives. To do this, one must consider what is and is not working, and then modify treatments accordingly. In addition, this policy framework aims to guarantee that reliable and impartial disaggregated evaluation evidence is utilised in ongoing programme and project management, organisational reform, planning, budgeting, and policy review to enhance performance. Chirau, Blaser-Mapitsa and Amisi (2021:9) explain that a variety of tools, such as the training of finance ministries, treasuries, public service administration ministries and others, can be used to build policy stances in the public sector. In other words, whatever the instrument used, the policy framework can accomplish the same goals as a standalone policy, including establishing evaluation priorities, outlining the strategy, and creating rules.

According to the Republic of South Africa (2024:5), recent reports state that the proposed 2019–2024 National Evaluation Policy Framework allows for the implementation of a mixed evaluation approach, which focuses on empowering the state to conduct evaluations through partnerships and training, rather than solely depending on outsourcing evaluations. Thus, to provide implementation weight in influencing policy and decision-making, the South African National Evaluation Policy Framework requires that

all evaluations under the National Evaluation Plans be given to the Cabinet (Chirau, Blaser-Mapitsa & Amisi, 2021:9).

Furthermore, Griessel, Dumisa, Ishmail, Adams, Waller, Robertsen, Goldman, Taylor, Smith, Masangu, and Fraser (2019:8) conducted an evaluation and made recommendations about the National Evaluation Policy Framework, which focused on five key areas: enhancing the evaluation mandate, ensuring that evaluation budgets are available, building capacity, managing and monitoring evaluations, and enhancing the use of evaluation results through improvement plans and communication. Although the authors acknowledge that the policy framework is good, they also raise areas for improvement regarding this policy framework, such as evaluation being embedded in legislation as a mandatory component of public management and improvement. The authors also recommended that planning and budgeting should systematically draw from monitoring and evaluation results. This is also important since one of the reasons why the North West Provincial Department of Health was placed under administration was due to corruption and fraud, therefore this policy framework plays a significant role, since planning and budgeting must systematically draw from monitoring and evaluation results. This would consequently assist in sustaining the implementation of Section 100 interventions within the North West Provincial Department of Health.

Chirau, Blaser-Mapitsa and Amisi (2021:9) explain further that along with introducing new evaluation techniques, including sectoral reviews, swift assessment, and gender-responsive evaluation, the policy also describes the various forms of evaluation and their relevance. The policy's scope was expanded to cover parastatal entities in the 2019 revision of the policy framework. In other words, in the framework of a semi-federal political system, as defined by the South African Constitution and regulated by the Intergovernmental Relations Framework Act of 2005, concerns were raised regarding the applicability of a national cabinet-approved policy to other spheres of government, even though provincial government departments adopted the National Evaluation Policy Framework. Thus, to ensure that credible evidence is used (including comprehensive sex, age, and disability disaggregated data) from evaluations in planning, budgeting, monitoring, and organisational reviews to improve performance, the policy framework

serves as the foundation for a minimum system of evaluation across government, to guide and promote relevance, efficiency, and quality in evaluation processes.

From the discussion above, it is evident that the National Evaluation Policy Framework plays an important role in ensuring effective governance, accountability, including performance in the three spheres of government. For the purposes of this study, the National Evaluation Policy Framework provides a structured approach to assist in identifying challenges, improving decision-making, and ensuring improvements in service delivery. It is argued that the framework's emphasis on regular monitoring, accountability, and performance evaluation, aligns directly with this study and would potentially contribute to sustaining implementation of Section 100 within the North West Provincial Department of Health successfully. This is because the National Evaluation Policy Framework's call for collaborative evaluation efforts, capacity-building, and integration of findings into organisational improvement, reinforces the need for cooperative governance and shared responsibility between national and provincial spheres of government. In summary, it is argued that the National Evaluation Policy Framework becomes a cornerstone in promoting good governance, restoring institutional integrity, and building resilience in provincial departments under administration. Therefore, the framework is not only a technical tool for oversight, it is a strategic mechanism for rebuilding trust, enhancing state capability, and ensuring that public resources are used effectively to meet the needs of citizens.

The following section presents the National Development Plan Vision 2030 as part of the strategies and regulatory prescriptions.

5.4.2 The National Development Plan Vision 2030

The National Development Plan (NDP) Vision for 2030 was introduced by the National Planning Commission on November 11, 2012. Diedericks (2013:65) clarifies that the plan gives national endeavours focus and purpose by succinctly expressing the long-term growth and developmental aims and goals. Zulu (2022:4) explains that the National Development Plan is normally referred to as a plan or blueprint that the government uses to ensure that developmental goals are achieved. The National Development Plan aims to lessen, if not completely abolish, poverty and inequality by 2030. Mumba (2023:109)

concur and explains that this long-term development vision addresses issues like poverty, inequality, unemployment, and redistribution, to highlight the necessity of economic growth. It envisions a South Africa where everyone will be able to make use of the constantly expanding opportunities to improve the lives of millions of South Africans, especially the young people who have been left behind by the effects of apartheid (Bole, 2022:49).

The National Development Plan urges citizens to take an active role in development by advocating for accountability, openness, and democratic processes. These principles have been referred to countless times in this thesis, which shows their potential significance in ensuring that the implementation of Section 100 interventions is sustained. Selebi (2019:v) explains that the focus on utilising the energy of all South Africans for its implementation is what makes the National Development Plan special. The author notes that the National Development Plan, in contrast to previous plans, places greater emphasis on health and the development of a low-carbon economy. In addition, the National Development Plan serves several functions as listed below:

Top-down roles	Bottom-up roles
Introducing new policies and approaches	Validating existing policies and approaches
Signalling priorities for other plans	Responding to signals in other plans
Coordinating policy	Drawing together different policies
Identifying priorities	Promoting debate about priorities
Conferring legitimacy on government	Legitimising departments or policies
Directing government	Mobilising society

Figure 5-2: The multiple roles of the National Development Plan

Source adapted from: Harris (2023:5)

From the figure above, it is argued that both the top-down and bottom-up roles are important for development in South Africa. Hence, it is argued that these functions are significant in ensuring that development is established in South Africa. In addition to the above, Chapter 13 of the National Development Plan aims to build a capable state through critical interventions for a professional public service and state; capable of playing a transformative and developmental role in realising the Vision 2030 (Bole, 202:49). The

plan states that by actively, intensively, and successfully addressing the structural reasons for economic or social underdevelopment, a developmental state rapidly and sustainably transforms a nation's economic and social situations.

The National Development Plan acknowledges that poor delegation complicates implementation and slows down decision-making. This is a concern because, for development to occur, there should be proper processes followed for the implementation of policies and decision-making. In addition, this is because this leads to the difficulty of enhancing coordination amongst all spheres of government, according to the National Development Plan. Hence, capacity plays a pivotal role. The plan states that all too frequently, departments pursue conflicting goals. This means that there are gaps where no department assumes responsibility, or places where departments could be more effective if they collaborated and capitalised on one another's skills (Republic of South Africa, 2011:112). Moreover, the National Development Plan's central tenet is that all levels of participation must make sacrifices, have capable states, and have engaged, focused, and resolute leadership to support growth and development (Subban & Theron, 2016:45).

The National Development Plan emphasises how common mistrust and differences between the various spheres of government have been in South Africa. This has taken the role of attempts to work together to overcome challenges (Republic of South Africa, 2011:123). It is stated in Chapter 13 of the National Development Plan that South Africa has also had difficulty fostering positive relationships between the national, provincial, and local governments. In other words, tension and instability have been generated throughout the three spheres of government, due to a lack of clarity regarding the allocation of responsibilities and a reluctance to manage the system.

Moreover, it is interesting to observe, as stated by Sambumbu and Okanga (2016:877), that elements employed for financial risk management, transformational leadership, intergovernmental relations, and good governance frequently naturally improve the execution of the National Development Plan. Some of these elements, such as intergovernmental relations and good governance, were also presented in this study,

which demonstrates their significance in South Africa, to ensure that development is established.

Furthermore, it is important to note that the Medium-Term Strategic Framework for the years 2019–2024, which will be covered in the following section, was created in 2014 by translating the National Development Plan. In other words, a thorough planning hierarchy for the local, provincial, and national levels of government was the result of the National Development Plan's transformation of South Africa's planning system. Selebi (2019:121) explains that improvements in growth, employment, capacities, opportunities, conditions, growing living standards, and poverty reduction are all necessary for the National Development Plan to be deemed effective. The author recommends that this can be accomplished by strong leadership, efficient government, and engaged citizens.

The National Development Plan aims to start a cycle of positive feedback, in which more opportunities lead to the nation becoming more capable, which in turn leads to less poverty and better community development, which consequently leads to higher living standards and more opportunities for a new generation (Subban & Theron, 2016:44). To achieve the objectives of the National Development Plan, Zulu (2022:8) opines that planning, accountability, and assessment are essential. However, Harris (2023:1) contends that rather than enacting particular policy changes, many national development plans are intended to serve a more incremental role in influencing thinking and signaling objectives.

Considering the above, Sambumbu and Okanga (2016:874) suggest that strategies for the successful implementation of the National Development Plan include cooperation and partnership with various government departments, structures, and stakeholders, as well as training and enhancing the competence of various government departments and organisations. The authors in addition suggest that better communication and cooperation between communities and government representatives improve the monitoring and assessment of successful initiatives. As a result, it is easier to identify the main obstacles and make the necessary adjustments to improve the process of implementing the National Development Plan.

To conclude this section, Chimhowu, Hulme, and Munro (2019:76) state that the number of countries with a National Development Plan (NDP) has doubled between 2006 and 2018, from approximately 62 to 134. As a result, about 80% of the population in the world lives in a country that acknowledges the NDP. This shows a growing recognition of the importance of long-term strategic planning, that can lead to improved governance results. In South Africa, the NDP is important to ensure that sustainable development is fostered and that accountability is established. The emphasis of the NDP on cooperation, capable leadership, and performance-based planning aligns with and supports the effective and sustained implementation of Section 100 interventions. This means that when provincial efforts are aligned with national development goals, it ensures that the three spheres of government work collaboratively. Moreover, the NDP provides a strategic foundation for restoring functionality in struggling provincial departments. Therefore, the NDP is not only a strategy for national progress, but is also an important strategy to ensure effective service delivery and potentially assist in sustaining implementation of Section 100 within the North West Provincial Department of Health.

The following section presents the Medium-Term Strategic Framework 2019-2024 as a supplement to the National Development Plan Vision 2030.

5.4.3 Medium-Term Strategic Framework 2019-2024

The Medium-Term Strategic Framework 2019-2024 was established and accepted by the Cabinet at the end of October 2019. The Strategic Framework was formally introduced for implementation at the State of the Nation Address in 2020 (Republic of South Africa, 2020b:4). The Republic of South Africa (2020b:4) explains that for the sixth administration of government, the National Development Plan 2030 priorities would be implemented and monitored through the Medium-Term Strategic Framework 2019–2024. The Medium-Term Strategic Framework serves as the National Development Plan's five-year building block, and implements the governing party's election mandate for the current term. Thus, three fundamental pillars support the Medium-Term Strategic Framework 2019–2024, namely a capable developmental state, a robust and inclusive economy, and capable South Africans (Republic of South Africa, 2019: 6). These fundamental pillars also play a significant role for the purposes of this study, because ensuring that implementation of

Section 100 is successfully sustained would consequently assist with ensuring that South Africa is a capable developmental state, has an inclusive economy, and ensures that all South Africans are capacitated.

In addition to the priorities of the National Development Plan, the Medium-Term Strategic Framework lays out the suite of initiatives and programmes that will further the seven government-adopted priorities, namely:

- Consolidating the social wage through dependable and high-quality basic services.
- Economic transformation and job creation.
- Education, skills, and health.
- Establishing a capable, moral, and developing state.
- Human settlements, local government, and spatial integration.
- Social cohesiveness and secure communities.
- A better Africa and the world (Republic of South Africa, 2019:17).

Furthermore, as stated previously in Section 5.4.2, these initiatives are significant for a developmental state and consequently sustaining implementation of Section 100. As mentioned previously, the Medium-Term Strategic Framework is the National Development Plan's five-year building block and implements the governing party's electoral mandate for the current term. Chigova (2021:1070-1072) explains that both strategic policies aim to improve everyone's quality of life in South Africa, by tackling the triple challenges of inequality, poverty, and unemployment. It outlines the outcomes and indicators to be tracked and establishes goals for the five-year implementation of the priorities and interventions (Financial and Fiscal Commission, 2021:9).

The Medium-Term Strategic Framework prioritises integrated planning, execution, accountability, and service delivery, including managing consequences resulting from poor performance and delivery. As also argued in Section 5.4.2, all of these elements are important in ensuring that the implementation of Section 100 is sustained successfully. The Republic of South Africa (2019:6) states that all three spheres of government must, however, cooperate to meet the implementation focus. This was also emphasis made in Chapters 2 and 3 of this thesis, in that the three spheres of government need to cooperate and collaborate to ensure the successful sustainment of Section 100. Furthermore, the

Medium-Term Strategic Framework concentrates on strategic priorities and initiatives. The Strategic Framework states that prioritisation is made possible by the evaluation of actions using a variety of criteria, such as social (e.g., redistribution), economic (e.g., efficiency), and policy-based (e.g., transformation). These varieties of criteria must be acknowledged to ensure a sustainable state.

Sisulu (2020:3) states that the integrated monitoring framework and the National Development Plan's five-year implementation plan for the election mandate's priorities are now combined to form the new Medium-Term Strategic Framework. Therefore, the importance of the Medium-Term Strategic Framework for this study is that the Strategic Framework acknowledges that poor accountability and corruption undermine the state's capacity, which is also why the North West Provincial Department of Health was placed under administration in 2018, as explained in Chapter 1 (Republic of South Africa, 2023:8). Thus, improving government planning and intervention coordination, coherence, and integration is important. In closing, the Republic of South Africa (2019:6) clarifies that this new model bridges the division between the three spheres of government, which would ensure that there is cooperation amongst the spheres of government, and consequently ensure that implementation of Section 100 is sustained successfully in provincial departments.

5.5 CHAPTER CONCLUSION

This chapter explained Section 100 interventions in great detail, with particular reference made to the North West Provincial Department of Health. As explained in the introduction of this chapter, the aim of this chapter was two-fold. Legislative and regulatory prescripts were also discussed in detail. In terms of the legislative prescripts, this study focused on the Health Profession Act 56 of 1974, the White Paper on the Transformation of Public Service, 1995, the Constitution of the Republic of South Africa, 1996, the Public Finance Management Act 1 of 1999, and the Intergovernmental Relations Framework Act 13 of 2005. All of these were deemed important for this study. Furthermore, the chapter identified regulatory prescriptions and strategies in South Africa to ensure that development is established and maintained. These regulatory prescripts and strategies are: The National Evaluation Policy Framework, 2012, The National Development Plan Vision 2030, and the Medium-Term Strategic Framework 2019-2024. All of these

prescripts are deemed important, as they all aim to ensure a developmental state in South Africa. Consequently, an argument is made that if a developmental state is established, it would benefit provincial departments in terms of sustaining the implementation of Section 100.

In the next chapter, the study's research methodology is presented. A thematic approach will be used to discuss the North West Provincial Department of Health's empirical findings.

CHAPTER 6 AN INTERVENTION FRAMEWORK: AN EMPIRICAL INVESTIGATION

6.1 INTRODUCTION

The previous chapter presented an overview of Section 100 interventions. This was to get a broader understanding of Section 100 in general. In this chapter, it was argued that Section 100 (b) is the most intense intervention in South Africa, which was also the section that the national government invoked within the North West Provincial Department of Health in 2018. The chapter further presented statutory and regulatory prescripts for national government intervention relevant to this study. This was done to ensure that applicable regulatory and statutory requirements are fully acknowledged when sustaining implementation of Section 100 interventions within the North West Provincial Department of Health.

Taking the aforementioned into account, the purpose of this chapter is to determine how Section 100 interventions were enforced within the North West Provincial Department of Health. This is in line with research objective number five of this thesis. This chapter further presents the research methodology that this study followed. In particular, the chapter provides detailed explanations regarding the research approach, design, target population, and research methods to assist in exploring and obtaining data regarding intergovernmental relations, cooperative governance, good governance, and decision-making, including regulatory and statutory prescripts for national government intervention. This approach also assisted in obtaining data regarding processes and procedures that were followed when the North West Provincial Department was placed under administration. In addition, the research approach assisted in gathering data regarding the challenges with which the Department was faced, and in determining whether the invocation of Section 100 produced favourable results within the Department.

The aforementioned will potentially assist in answering the primary research question of this study, which is *what should be included in an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health?* To achieve the aforementioned primary research question, this chapter will emphasise the main theme, namely presentation of the methodology that the study followed, and the

research design, including empirical findings regarding the invocation of Section 100 within the North West Provincial Department of Health.

The discussion regarding the main theme of this chapter is presented next.

6.2 AN INTERVENTION FRAMEWORK: THE METHODOLOGY AND EMPIRICAL FINDINGS

This section aims to address the following research question: *How was invocation of Section 100 enforced within the North West Provincial Department of Health?* This is to comprehend the steps taken when the national government took over the management of the Department. This approach was used to evaluate the establishment of cooperative governance and intergovernmental relations amongst the various spheres of government. This approach will additionally assess whether senior managers who took part in the study have sufficient knowledge regarding good governance and decision-making, including regulatory and statutory prescripts for national government intervention.

Furthermore, the researcher was guided in achieving the primary objective of this thesis, which is to provide an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health, by the details of the empirical data collected. In this regard, a literature review, relevant regulatory and statutory frameworks, a questionnaire, and semi-structured interviews with pertinent participants who were directly and indirectly involved when Section 100 interventions were invoked within the North West Provincial Department of Health, serve as the guidelines for the data triangulation process. In summary, the study's methodology is initially presented in this chapter. Amongst other things, findings from the questionnaire and semi-structured interviews are presented.

6.3 PRESENTATION OF THE RESEARCH METHODOLOGY

Research methodology is the methodical, scientific process of collecting, evaluating, and interpreting quantitative or qualitative data to answer research questions or test hypotheses. Sreekumar (2023) explains that by restricting the scope of their work, a

research methodology, like a research strategy, helps researchers to stay on track. Groundar (2012:10) explains that a research methodology is a methodical approach to problem-solving. It is a science that investigates the most effective research methods. In other words, the procedures that researchers employ to characterise, elucidate, and predict events are essentially referred to as research methodology. In addition, Swarooprani (2022:537) adds that research methodology is a strategy for systematically elucidating the research problem. For the purposes of this study, this would include assessing what should be included in an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health.

According to the author above, the goal of a research methodology is to describe and analyse methods, shed light on their limitations and resources, clarify their boundaries and properties, and make sense of their assumptions and outcomes. According to Perry and Kraemer (1986:215), there are two primary lines of thought regarding public administration methodology for research. The first focuses on how much research is contributing to a verified body of knowledge, that may be utilised to advance public administration as an applied science. The second stream focuses on methodological concerns, such as what kinds of research questions our methods can answer, and whether they yield useful knowledge. Therefore, for the purposes of this study, the first stream of research that will be added to a verifiable body of knowledge will be followed, which can be utilised to further public administration as an applied science.

Considering the above background regarding a research methodology, including the goal, and as described in the first chapter of this thesis, there are three possible research methodologies: qualitative and quantitative approaches, and a mixed method approach. It is important to note that these research approaches are intended to understand and explain behaviour and events, their components, antecedents, corollaries, and consequences (Thurmond, 2001:255). The following section describes the research approach followed in this study.

6.3.1 Mixed-method research approach

A mixed methods research approach combines qualitative (text and story-oriented) and quantitative (numbers-oriented) data to give an extensive understanding of the problem statement (Creswell & Clark, 2017:36). In a variety of assessment contexts, mixed-method approaches are recommended and employed for the widely stated goal of triangulation (Greene, Caracelli & Graham, 1989:255). The idea of triangulation is revisited by the mixed-methods approach, which asks how qualitative and quantitative methods can be made to cooperate (Denzin & Lincoln, 2011:141). To ensure the validity of the findings, data collected from the literature review and empirical investigation (semi-structured interviews and a questionnaire) were triangulated for this study, as Section 100 is a complex process and concept that requires exploration through various approaches. In this regard, this study followed a mixed-method research approach for one operational phase which is a questionnaire but is dominantly qualitative in nature. Thus, using both qualitative and quantitative data assisted to draw appropriate conclusions about the problem statement.

Furthermore, when answering the questions that were presented to the participants during the usage of the appropriate research tools in this study, the participants were allowed to express themselves and provide their opinions freely and in depth, through a qualitative research approach. In addition, this study's approach was also successful, since it helped the researcher to determine the participants' knowledge (through statistics) regarding intergovernmental relations and cooperative governance, including comprehending the notions of good governance and decision-making, along with their related concepts, through a questionnaire, by means of a quantitative research approach.

6.3.2 Research design

As explained in Chapter 1 of this thesis, this study followed the exploratory and descriptive research design, as illustrated below:

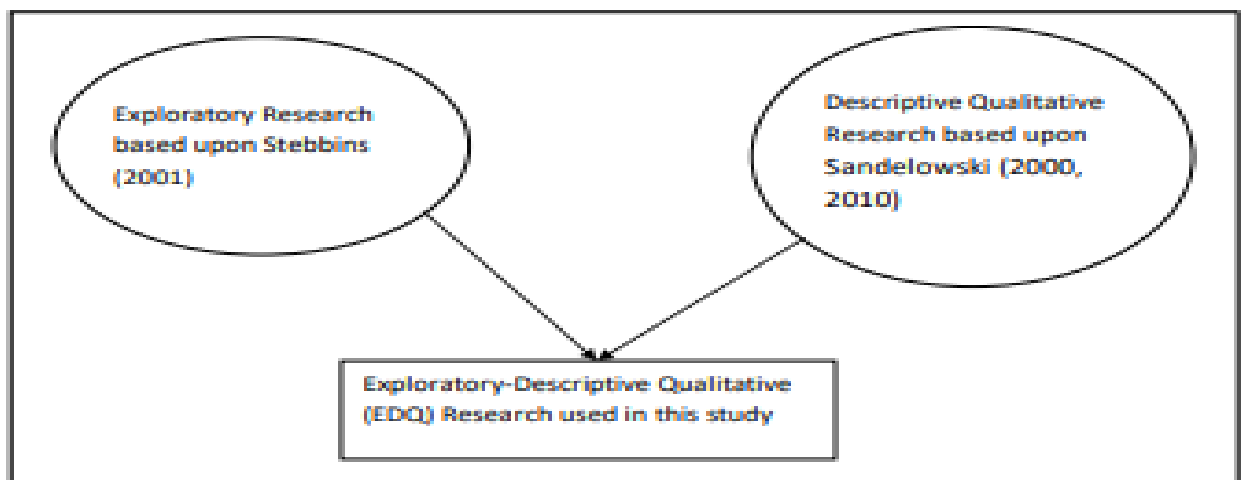


Figure 6-1: Exploratory and descriptive research design

Source adapted from: Hunter, McCallum and Howes (2019:3)

From the figure above, according to Hunter, McCallum, and Howes (2019:2), both research designs are employed when the concepts being studied are ambiguous. In this instance, an exploratory research design aids researchers in defining and comprehending research problems. For the purposes of this study, this could be determining what could be included in an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health. According to the authors, when performing exploratory research, the researcher must be open to changing course in response to new information that comes to light, and new insights emerging from it (Olawale, Chinagozi & Joe, 2023:1384).

It is argued that exploratory research design is used when there is insufficient knowledge available regarding a phenomenon (Thomas & Lawal, 2020:79-81). However, in order to define research priorities, researchers utilise exploratory research design to gather background data and to elucidate study challenges and hypotheses. In other words, when the researcher has little to no prior knowledge, or only a few studies to refer to, an exploratory research design is used to address the study problem. In this instance, and as emphasised in Chapter 1, most researchers explore Section 139, instead of Section 100, which signifies a gap in addressing the research problem (see Section 1.2). Olawale, Chinagozi and Joe (2023:1386) clarify that exploratory research design aims to

investigate the research issue in different depths, rather than to offer definitive and final answers to research questions. In summary, Thomas and Lawal (2020:1) argue that researchers use an exploratory research design to learn more about a phenomenon.

Furthermore, Aggarwai and Ranganathan (2019:34) explain that the most straightforward research design is the descriptive one. The authors argue that without taking into account any causal or other hypotheses, a descriptive research design enables the researcher to examine and characterise the distribution of one or more variables. The goal of a descriptive study design is to precisely and methodically characterise a population, circumstance, or phenomenon, without changing any of the factors. Prime (2024:1) argues that with this kind of research design, a subject's behaviour is observed and described without any kind of manipulation. Considering the explanation of both exploratory and descriptive research, the goal of both of these research approaches is to examine and characterise participant experiences in connection with the phenomena being studied.

Taking the aforementioned goals of both the exploratory and descriptive design into account, these two approaches assisted the researcher in understanding the participants' experiences, who had both direct and indirect experience regarding Section 100 interventions, together with their processes and procedures, including knowledge regarding intergovernmental relations and cooperative governance, good governance and decision-making, and legislative and regulatory prescripts for national government intervention. All of these assisted in developing an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health.

The following section presents the data collection method of this study.

6.3.3 Data collection method

As explained in Chapter 1 of this study, this study made use of semi-structured interviews, 15 questionnaires, and document analysis. Firstly, semi-structured interviews assisted in soliciting and understanding the challenges that the North West Provincial Department of Health faced before the invocation of Section 100. This data collection method also assisted the researcher in understanding the processes and procedures that were used

when invoking Section 100 interventions within the Department, and determined whether correct legislative and statutory frameworks were followed by the national government. This was done using open-ended questions, which allowed the participants to express themselves freely regarding the questions that were posed to them.

Furthermore, with regard to a questionnaire as a method of data collection, the questionnaire that was used for this study comprised closed-ended questions about cooperative governance, intergovernmental relations, good governance and decision-making, including regulatory and statutory prescripts, to determine the participants' knowledge regarding these concepts, and to ascertain that the invocation of Section 100 was carried out effectively. Lastly, with regard to a document analysis, the researcher analysed official government reports regarding Section 100 interventions within the North West Provincial Department of Health, official legislation and policy documents, available financial reports of the Department, as well as newspaper articles regarding the invocation of Section 100 within the North West Provincial Department of Health. Although this approach was inadequate as limited reports were made regarding Section 100 interventions within the North West Provincial Department of Health, it assisted in supplementing data gathered through semi-structured interviews and a questionnaire.

The following section presents the population and sampling of the study.

6.3.4 Target population and sampling

For this study, a non-probability sampling method in the form of purposive sampling, sometimes referred to as judgmental, selective, or subjective sampling, was used. This sampling suits this study because, as previously explained in Chapter 1 of this study, this type of sampling refers to a group of sampling procedures that rely on the researcher's judgment when it comes to choosing units, such as individuals, cases, or organisations, events, or bits of data that are to be researched (Sharma, 2017:751). In this regard, the study only employed the case study of the North West Provincial Department of Health and included participants from specific units, who were directly and indirectly involved during the invocation of Section 100 interventions within the North West Provincial Department of Health. Thus, Mumba (2023:164) proposes that while selecting a sample,

the following must be considered: knowledge of a population, its elements, and the objective of the study. In this case, a total of (n=20) was the population of senior and top managers in different units within the North West Provincial Department of Health. From this population, 15 participants were selected and sampled to ensure that it aligned with the primary objective of the study. The participation rate from the sample of 15, lead to a 100% participation rate of top and senior managers.

As emphasised in Chapter 1 of this thesis, the sample size consisted of senior and top managers from specific units who were directly or indirectly involved in the Department's administration process, which includes top and senior managers from the Finance Unit, the Supply Chain Management Unit, the Human Resource and Development Unit, the Monitoring and Evaluation Unit, the Risk and Ethics Management Unit, the Strategy and Systems Unit, and the Policy and Planning Unit. Amongst these senior managers was the former Member of the Executive Council (MEC) who was actively involved during the invocation of Section 100 within the Department. In addition, the administrator who was appointed by the national government to take over the management of the Department also formed part of the senior managers. The sample selection and size chosen allowed the researcher to acquire a comprehensive understanding of Section 100 interventions within the North West Provincial Department of Health. It also offered information about the processes and procedures that occurred when the Department was placed under administration in 2018, consequently leading to the achievement of the primary objective of the study.

6.3.5 Validity and reliability

Noble and Smith (2025:1) define validity as the integrity and applicability of the methodologies used, as well as the accuracy with which the conclusions correctly reflect the data. Reliability indicates the consistency of the analytical procedures used. According to Ahmed (2024:1), demonstrating validity and reliability in a mixed-method approach is critical for shaping future research directions and expanding cumulative knowledge. In this regard, triangulation was employed to establish the validity and reliability of this study. Bans-Akutey and Tiimub (2021:1) explain that researchers employ research triangulation to achieve dependable results. To explain this concept, triangulation is a way of improving the credibility and validity of study findings. Donkoh

and Mensah (2023:7) clarify that reliability refers to a study's trustworthiness and believability, whereas validity concerns the extent to which a study accurately represents or evaluates the notion or concepts under investigation. Thus, using numerous data sources decreases study biases in sampling, procedural bias, and researcher prejudice, thereby boosting validity and trustworthiness. According to Bans-Akutey and Tiimub (2021:1), even in the event of contradicting findings during triangulation, the researcher is confident and can easily explain why. In social science research, triangulation is the process of researching a social phenomenon using data from several sources (Donkoh & Mensah, 2023:7). For this study, this would include the theoretical framework, literature review, and an empirical investigation conducted.

Considering the aforementioned, Noble and Heale (2019:67) suggest that triangulation, which combines theories, methodologies, or observers in a research study, can help to overcome basic biases caused by the use of a single method or observer. Thus, it is argued that triangulation can improve the validity and reliability of a study by combining two independent data sets (Coker, 2022:149). In addition, Thurmond (2001:253) argues that triangulation refers to the combination of at least two theoretical views, methodological approaches, data sources, investigators, or data analysis techniques. In this regard, the goal of triangulation is to reduce, negate, or balance the deficiencies of a single technique, hence improving the ability to comprehend the data.

In general, the author above defines triangulation as the use of two or more data sources, investigators, methodological approaches, theoretical views, or analytical tools in the same study. These combinations yield data triangulation, investigator triangulation, methodological triangulation, theoretical triangulation, or analytical triangulation. In addition, the term triangulation is derived from navigation, which involves locating an object from several angles. Thus, triangulation creates different appendages, namely theoretical or methodological viewpoints, multiple views or readings, and several points of view to handle the same research problem (Arias Valencia, 2022:4). In simple terms, it highlights how the researcher uses all of the study's different ways to gather the necessary information and critically analyse findings, hence creating validity and credibility (Bans-Akutey & Tiimub, 2021:1).

As previously stated, triangulation is the utilisation of information acquired from multiple sources to corroborate, elaborate on, and enlighten a research problem, thereby eliminating methodological and personal biases and increasing the generalisability of a study (Donkoh & Mensah, 2023:7). To accomplish this, three data sets were used, which included the literature, theoretical framework and empirical investigation chapters. These data sets were triangulated to compare and contrast the information acquired. This data acquired was analysed using thematic analysis, which is described below.

6.3.6 Data analysis

This research analysed data using two phases of quantitative and qualitative data analysis. Quantitative data were collected through a structured questionnaire and were analysed using descriptive statistics. The data were first cleaned to remove incomplete or inconsistent responses, after which the responses were manually entered into a Microsoft Excel spreadsheet. The frequencies and percentages were then calculated to summarise trends and patterns in participants' responses, which provided insights to understand intergovernmental relations, cooperative governance, good governance, and decision-making, including legislative and regulatory prescripts for national government intervention. Qualitative data that was obtained from semi-structured interviews was analysed using thematic analysis. This involved transcribing the interviews verbatim and reading through the transcript's multiple times. Thereafter, recurring patterns and key ideas were identified. From this process, themes were developed explicitly and thereafter captured the underlying meanings and perceptions that were shared by the participants. This method assisted the researcher in exploring insights regarding the invocation of Section 100 within the North West Provincial Department of Health.

Islam and Aldaihani (2022:7) maintain that searching through a data set to identify, examine, and report recurring or frequent themes is known as thematic analysis. Thematic analysis interprets the process of choosing codes or categories to produce themes in addition to describing the facts. Vaismoradi and Snelgrove (2019:7) explain that themes are thereby constructed patterns (or meanings) that are obtained from a data set using various data collection techniques. In this regard, rather than merely summarising or classifying codes, themes provide a solution to a research problem. For this study the research problem which the study aimed to provide a solution to was *to evaluate the reasons for the invocation of Section 100 interventions within the North West*

Provincial Department of Health, and how to remedy the situation through an intervention framework. Thematic analysis requires the researcher to present a rich and highly nuanced interpretation of the data as the theme (Vaismoradi & Snelgrove, 2019:7; Braun & Clarke, 2019:592).

Furthermore, Forbes (2022:132) describes thematic analysis as a 'go-to' strategy for analysing and synthesising qualitative data. However, the author believes that thematic analysis is not a single approach and should be viewed as an umbrella term for a variety of thematic approaches to data analysis. Finlay (2021:106) clarifies that while steps of thematic analysis can be defined or even specified, the process is both systematic and intuitive, requiring both 'craft' and 'graff'. In general, thematic analysis aims to identify patterns of meaning in data from informants' descriptions of experiences, connected to the research topic, such as interviews or narratives (Sundler, Lindberg, Nilsson & Palmer (2019: 736). Below is a summary of thematic analysis.

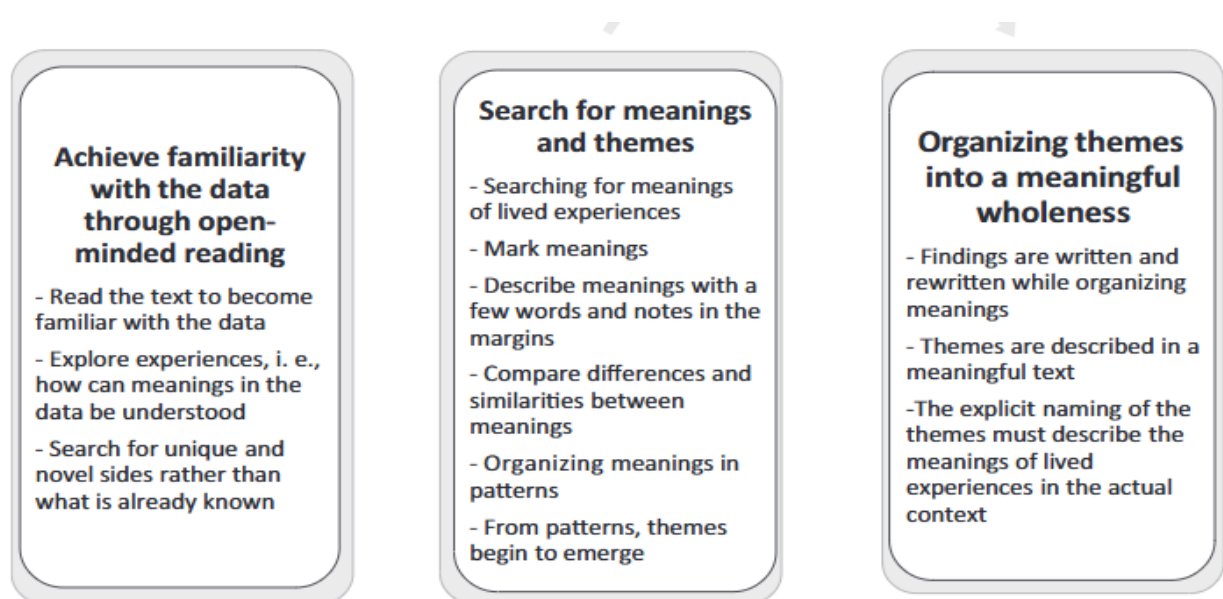


Figure 6-2: Summary of thematic analysis

Source adapted from: Sundler, Lindberg, Nilsson & Palmer (2019:736)

Considering the aforementioned summary, the researcher familiarised herself with the data acquired both from the literature review, including empirical investigation, and searched for its meanings and organised such themes into a meaningful whole. Themes that were developed automatically by means of a quantitative research approach step for

the purposes of this study are intergovernmental relations, cooperative governance, decision-making, and good governance, regulatory and statutory prescripts for national government intervention. For the qualitative step the theme was the invocation of Section 100 within the North West Provincial Department of Health. All of these themes contributed to achieving the primary objective of the study.

The following section presents the ethical considerations followed in this study.

6.3.7 Ethical considerations

Any scientific research must be conducted under ethical standards that guarantee the conditions of the study, minimise possible problems, encourage peace in the event of a dispute, and protect the interests of the study and its participants, particularly in terms of confidentiality, privacy, and security for all persons involved (Gomes & Duarte, 2020:462). In this instance, the researcher ensured that the confidentiality and privacy of the participants were maintained throughout the empirical investigation. The researcher ensured that the participants who took part in the study remained anonymous for the duration of the investigation. No participants' personal information, such as names and identity numbers, was revealed. To maintain this, the researcher ensured that each participant received an informed consent letter requesting their consent to participate in the study. The informed consent letter described the study's scope and objectives. The informed consent also outlined to the participants that they could withdraw at any time from the study, should they feel uncomfortable.

The researcher outlined to the participants that they would not be remunerated, and only a verbal token of appreciation would be provided to them. In addition, the study went through various steps to receive ethical clearance approval, to ensure that all measures surrounding research concerns and integrity were suitably understood and managed throughout the investigation. In this instance, the researcher took part in online ethics training. The online ethics training was taken in conjunction with Training and Resources in Research Ethics Evaluation (TRREE) at the University of Hong Kong. The researcher also requested ethical clearance from the Basic and Social Sciences Research Ethics Committee (BaSSREC), before commencing with the data collection at the North-West

University. In addition, the researcher got approval from the North West Provincial Department of Health's gatekeeper before commencing with the empirical investigation.

The following section presents the limitations of the study.

6.3.8 Limitations of the study

Firstly, the limitations of the study are that the intervention framework to sustain implementation of Section 100 is limited only to the North West Provincial Department of Health. This is mainly because this study followed a case-study approach as outlined above and in Chapter 1 of this thesis. Secondly, the availability and willingness of the participants who potentially had to provide valuable information regarding the invocation of Section 100 within the North West Provincial Department of Health was a limitation. This was due to their busy schedules, and some participants felt that the topic could get them into trouble. The participants were, however, assured that they would remain anonymous. This limitation did not prevent the researcher from accessing sufficient information from semi-structured interviews, and a questionnaire from the participants, as data saturation was achieved through a supplement of document analysis.

The following section presents the empirical research findings of the study with top and senior managers within the North West Provincial Department of Health.

6.4 PRESENTATION AND ANALYSIS OF EMPIRICAL RESEARCH FINDINGS

This section focuses on presenting and interpreting research findings within the North West Provincial Department of Health. In addition to this, relevant documentation of the North West Provincial Department of Health was used to compare findings from the semi-structured interviews, including a questionnaire that was used with senior and top managers who had direct and indirect involvement during the invocation of Section 100. As indicated above, data were analysed using thematic analysis. The themes for this study were derived from the research questions and objectives presented in Chapter 1 of this thesis (see Sections 1.3 and 1.4). The themes were pertinent and assisted in achieving the primary objective of the study. The themes were grouped into five categories, namely the biographical information of the participants, perceptions on intergovernmental relations and cooperative governance, understanding regarding good

governance and decision-making, views on statutory and regulatory prescripts for national government intervention, and lastly, questions related to Section 100 interventions.

6.4.1 Section A: Biographical profile

For statistical purposes and a quantitative research approach, the biographical information of the participants was based on five (5) questions directed to the participants. This is presented next.

6.4.1.1 Gender

Under this question, the majority of participants (71%) were males, and only a few (29%) indicated that they were females. This indicates that the majority of individuals occupying positions within the Department are males.

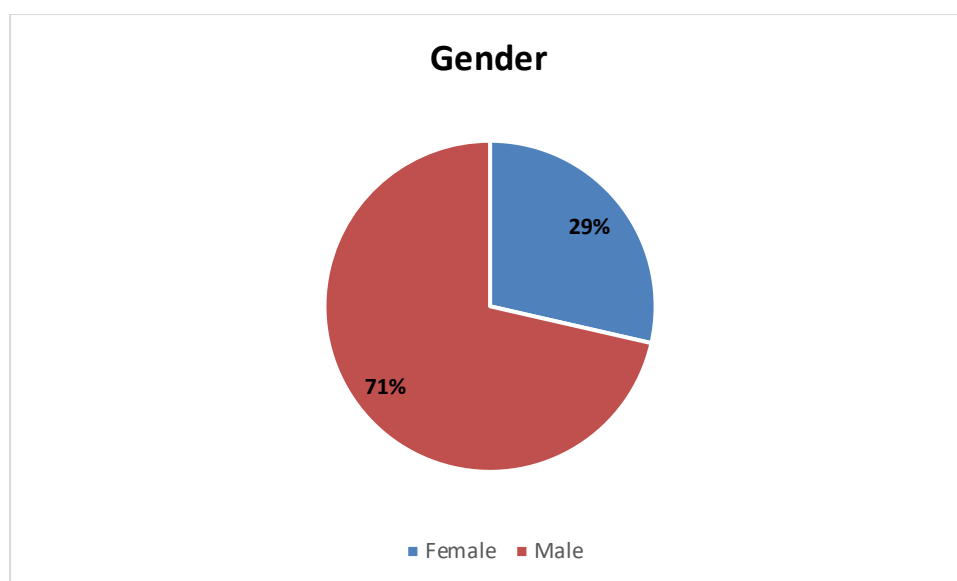


Figure 6-3: Gender

Source: Researcher's own construction

6.4.1.2 Age

Under this question, no individuals were underage to take part in this study. The majority of individuals (43%) indicated that they are between 54-60, with 36% who indicated that they are between 46-53. A few participants (14%) indicated that they are 60+, and only 7% indicated that they are between 39-45. On the data received, no participant indicated

that they are between 18-25, or 26-38. Considering the aforementioned data, it may be deduced that the participants who took part in the study were old enough to provide valuable information regarding the North West Provincial Department of Health, including the invocation of Section 100.

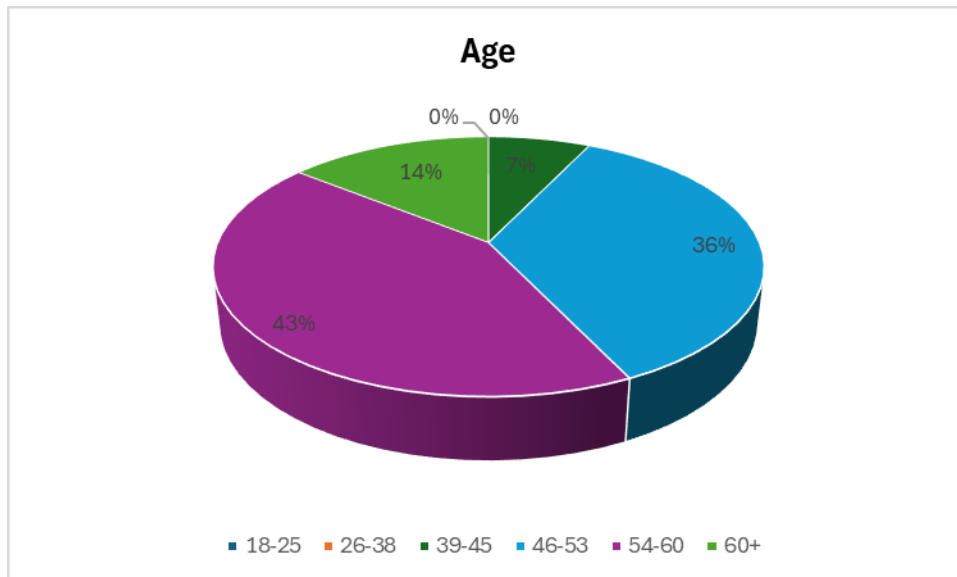


Figure 6-4: Age

Source: Researcher's own construction

6.4.1.3 Highest qualification

Under this question, the majority of participants (33%) equally indicated that they hold both an Honours and Masters degree qualifications, with a few who indicated that they hold a Bachelor's degree (20%), and a smaller amount (7%) who indicated that they hold a PhD and other. The participant who indicated "other" as a qualification specified that they have an Advanced Diploma. From the data received above, it can be deduced that the participants who took part in the study are highly qualified and have the relevant qualifications to work within the North West Provincial Department of Health, and also to provide sufficient information for semi-structured interviews and a questionnaire.

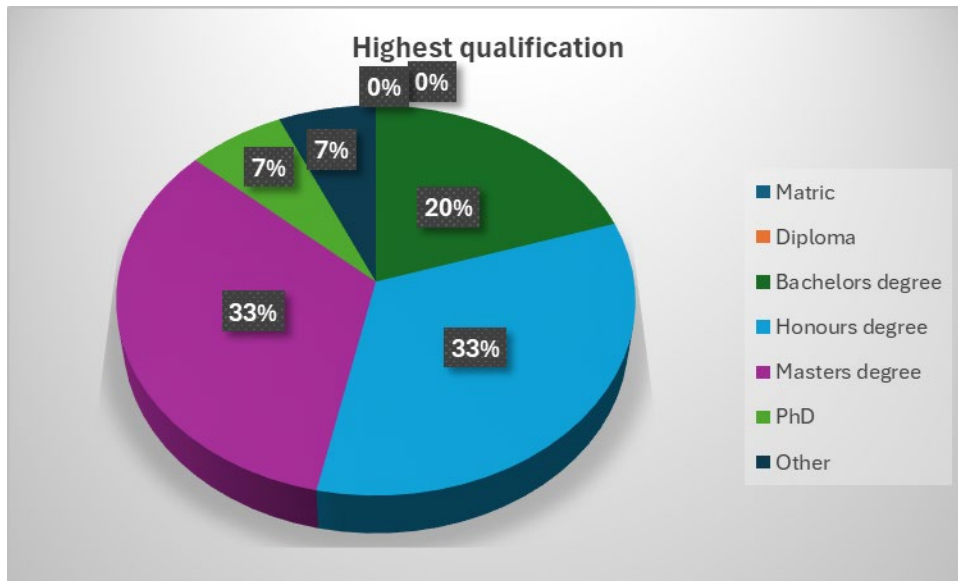


Figure 6-5: Highest qualification

Source: Researcher's own construction

6.4.1.4 Job position

Under this question, 100% of the participants indicated that they are senior managers within the North West Provincial Department. This includes senior managers within the Finance Unit, the Supply Chain Management Unit, the Human Resource and Development Unit, the Monitoring and Evaluation Unit, the Risk and Ethics Management Unit, the Strategy and Systems Unit, and the Policy and Planning Unit. Amongst these senior managers, was the former Member of the Executive Council (MEC) who was actively involved during the invocation of Section 100 within the Department. Moreover, the administrator who was appointed by the national government to take over the management of the Department during the invocation of Section 100 was also one of the senior managers. In this regard, it could be deduced that the responses from the participants were valuable, and contributed significantly to achieving the primary objective of the study.

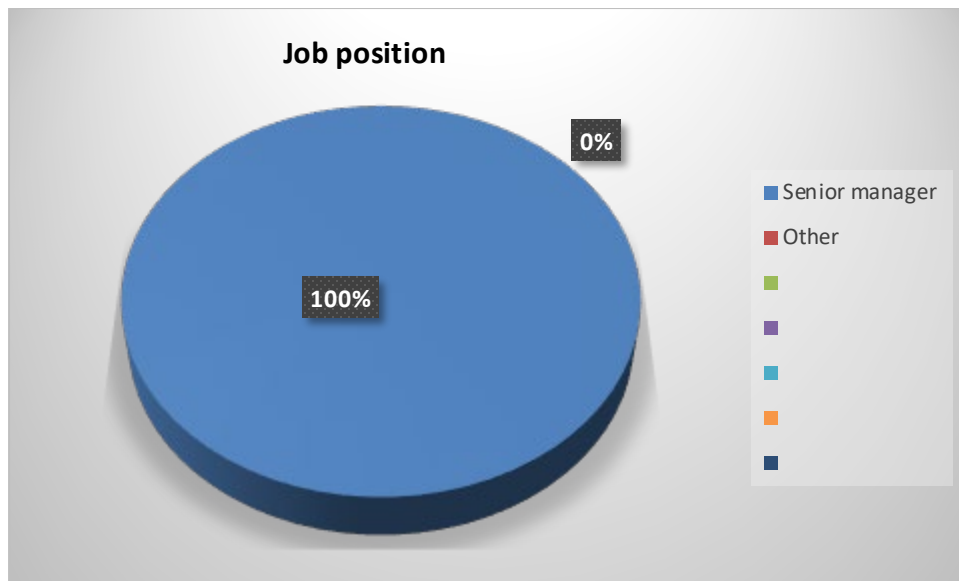


Figure 6-6: Job position

Source: Researcher's own construction

6.4.1.5 Years of experience within the North West Provincial Department of Health

From the data acquired, the majority of the participants indicated that they have between 16-20 years of experience working within the North West Provincial Department of Health, with a few more indicating that they have over 20 years of experience working in the Department. A smaller number indicated that they have 3-5 years of experience within the Department. Although the North West Provincial Department of Health was placed under administration in 2018, these participants indicated that they are knowledgeable regarding Section 100, and the reasons why the department was under administration, since they have been public servants for many years. Some of the participants who indicated that they have 3-5 years of experience within the Department include the MEC and the administrator who had a contract of 5 years within the Department as MEC, and the administrator who left the Department after their duties were completed, regarding the invocation of Section 100. Other participants indicated that they have 6-10 and 11-15 years of experience within the Department. From the data above, it can be deduced that the majority of participants who took part in the study have been employed by the Department for many years and are knowledgeable regarding the invocation of Section 100 within the Department.

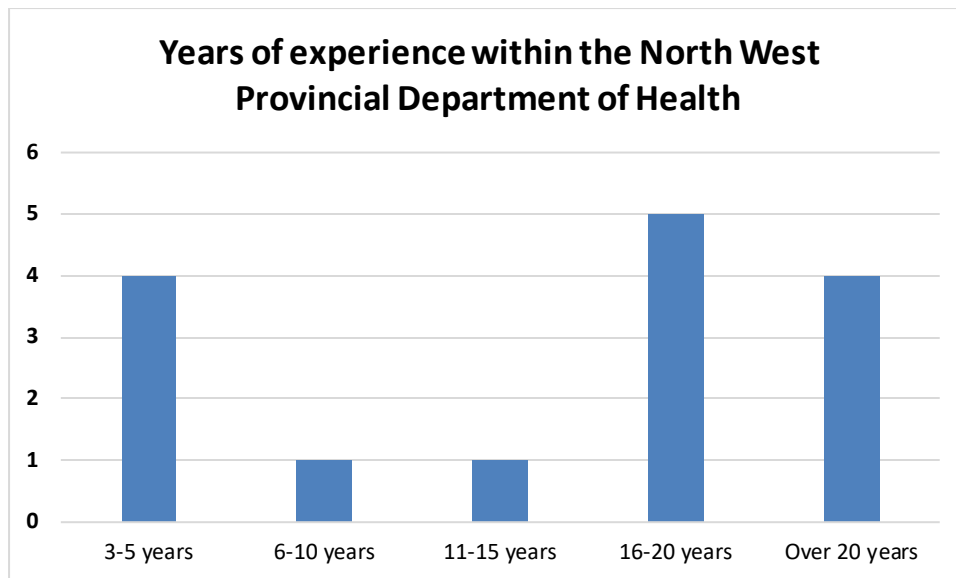


Figure 6-7: Years of experience within the North West Provincial Department of Health

Source: Researcher's own construction

The following section presents findings on a questionnaire regarding intergovernmental relations and cooperative governance that was posed to the participants.

6.4.2 Section B: Intergovernmental Relations and Cooperative Governance

Under this section, statements were posed to participants using a five-point Likert-Scale as part of the quantitative research approach, to evaluate their knowledge regarding intergovernmental relations and cooperative governance. Under this theme, the participants had to indicate using an 'x' to specify whether they strongly disagreed, disagreed, were neutral, agreed, or strongly agreed with the statements that were posed to them. Below is a summary of the statements that were posed to the participants under this theme:

Summary of statements posed to the participants regarding intergovernmental relations and cooperative governance	
Statement 1:	I have sufficient knowledge about intergovernmental relations and cooperative governance.
Statement 2:	Intergovernmental relations and cooperative governance are significant to sustain implementation of Section 100 within the North West Provincial Department of Health.
Statement 3:	Intergovernmental relations and cooperative governance played a pivotal role when the North West Provincial Department of Health was placed under administration.

Statement 4: The three spheres of government coordinated and consulted one another during invocation of Section 100 interventions within the North West Provincial Department of Health.
Statement 5: It is of importance to ensure that there is collaboration amongst the three spheres of government for successful sustainment of Section 100 interventions within the North West Provincial Department of Health.
Statement 6: I have knowledge regarding the functions, roles and responsibilities of intergovernmental relations.
Statement 7: For implementation of Section 100 interventions to be successfully sustained, intergovernmental relations and cooperative governance should be acknowledged.
Statement 8: The principles of intergovernmental relations and cooperative governance are sufficient to ensure that Section 100 interventions are sustained within the North West Provincial Department of Health.
Statement 9: The principles of cooperative governance and intergovernmental relations are regularly practiced within the North West Provincial Departmental of Health.
Statement 10: Understanding the functions, roles, and responsibilities of the three spheres of government would play a vital role in sustaining implementation of Section 100 interventions within the North West Provincial Department of Health.

Table 6-1: Statements posed to the participants regarding intergovernmental relations and cooperative governance

Source: Researcher's own construction

Statement 1: *I have sufficient knowledge about intergovernmental relations and cooperative governance.*

This statement was posed to the participants to understand whether they had sufficient knowledge regarding intergovernmental relations and cooperative governance. As can be seen in the figure below, 53% of the participants agreed with this statement. Moreover, forty (40%) of the participants indicated that they strongly agreed with the statement, while seven (7%) indicated that they are neutral regarding the statement, and no participant disagreed or strongly disagreed with the statement that was posed to them.

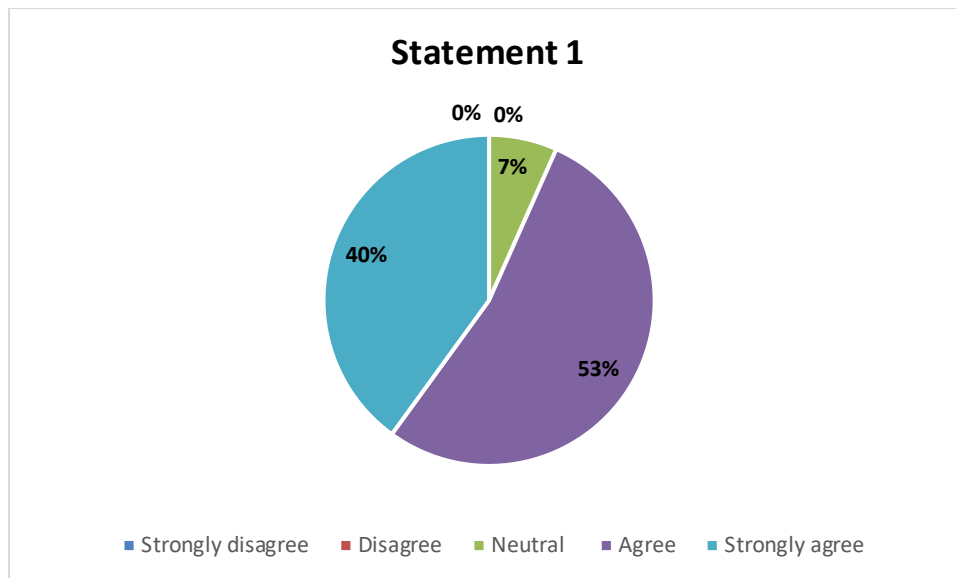


Figure 6-8: Statement 1 regarding intergovernmental relations and cooperative governance

Source: Researcher's own construction

From the data above, it could be deduced that this is a good statistic from the participants. This is further motivated by the fact that knowledge from the participants regarding intergovernmental relations and cooperative governance is important, to ensure that the implementation of Section 100 interventions is sustained successfully. The good statistic is also motivated by a document analysis undertaken, which indicated that though the two concepts can be used interchangeably, there is a significant difference. Thus, sufficient knowledge from the participants indicated that they understand that there is a conceptual difference between cooperative governance and intergovernmental relations. Firstly, cooperative governance is about partnership government, as well as the values associated with it, which may include national unity, peace, proper co-operation and coordination, effective communication, and avoiding conflict. Consequently, intergovernmental relations are the means through which the values of co-operative government may be given both institutional and statutory expression, and may include executive or legislative functions of government (Malan, 2012:11). In this regard, the participants needed to understand these two concepts, to be able to apply them effectively when sustaining implementation of Section 100 within the Department.

Statement 2: *Intergovernmental relations and cooperative governance are significant to sustain implementation of Section 100 within the North West Provincial Department of Health.*

This statement aimed to understand whether intergovernmental relations and cooperative governance would play a pivotal role in sustaining implementation of Section 100 within the North West Provincial Department of Health. This statement was indeed confirmed to be significant by the participants, as 46% strongly agreed with the statement, while 40% of the participants indicated that they agreed with the statement. An additional (7%) of the participants indicated that they disagreed and are neutral with the statement. Moreover, none of the participants indicated that they strongly disagreed with the statement.

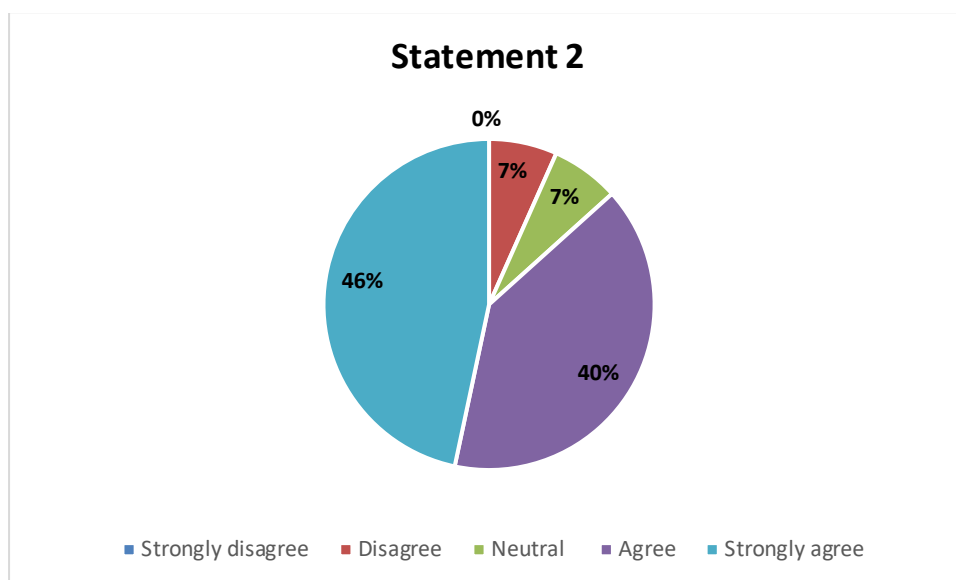


Figure 6-9: Statement 2 regarding intergovernmental relations and cooperative governance

Source: Researcher's own construction

From the above data, it may be argued that intergovernmental relations and cooperative governance are important to successfully sustain implementation of Section 100 interventions within the North West Provincial Department of Health. This is also motivated by the literature presented in both Chapters 2 and 3 of this thesis. To be specific, globally, cooperative governance has been a positive development with promising prospects (Looyen, 2000:150). In addition, Maluleke, Sehoole and Weber

(2017:37) note that the idea of cooperative governance is important, because it has a discernible effect on how the various spheres of government are expected to carry out their respective mandates, and do not find appropriate and sufficient practical expression in the relationships and operations of those spheres. Moreover, the concept of intergovernmental relations encompasses several elements of the administrative, fiscal, and governance arrangements set up between these different spheres of government, including laws and regulations, tools (like guidelines and communication and monitoring mechanisms), structures (like forums), procedures (like budgeting), additional fiscal arrangements, capacity building and support (which is vital), and dispute resolution processes (Siddle, s.i.:3). This means that the local, provincial and national spheres of government have different factors contributing towards the effective functioning of multiple organisations within these spheres. To motivate further, in practical terms, intergovernmental relations are viewed as a vital tool for accomplishing constitutional duties and governmental goals related to bringing about better governance, efficient service delivery, public service accountability, and the realisation of national priorities (Fenna & Schnabel, 2023:9). Hence, the significance of this statement to potentially sustain implementation of Section 100 was also motivated by the statistics of participants during the questionnaire.

Statement 3: *Intergovernmental relations and cooperative governance played a pivotal role when the North West Provincial Department of Health was placed under administration.*

This statement aimed to evaluate whether intergovernmental relations and cooperative governance were regularly practiced amongst the spheres of government (in particular between the national sphere of government and the provincial sphere of government) when the North West Provincial Department of Health was placed under administration. As can be seen from the data below, 60% of the participants agreed with the statement, and 20% of the participants indicated that they strongly agreed with the statement. Furthermore, 13% of the participants disagreed with the statement, and only 7% indicated that they were neutral with the statement. None of the participants strongly disagreed with the statement.

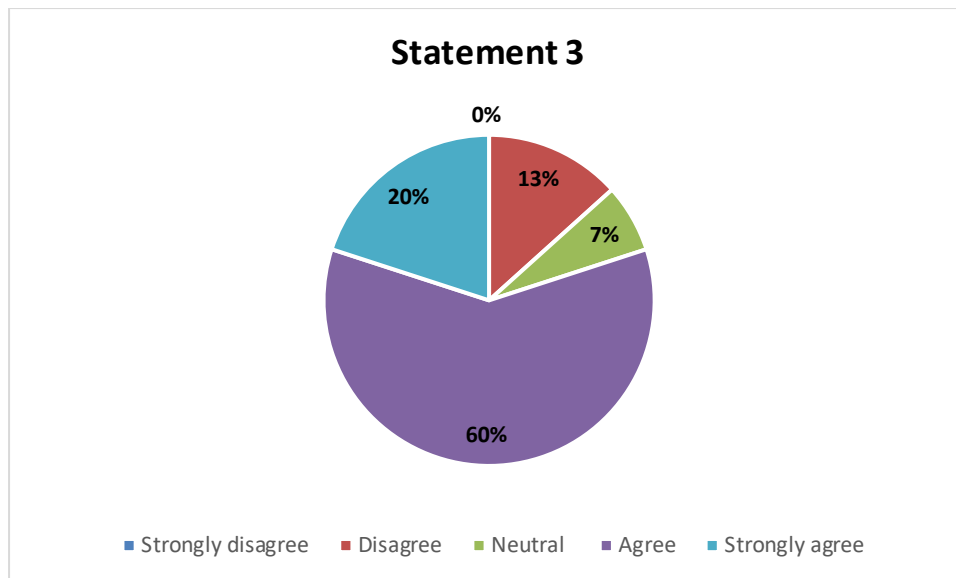


Figure 6-10: Statement 3 regarding intergovernmental relations and cooperative governance

Source: Researcher's own construction

From the above data, it could be deduced that the majority of participants agreed and strongly agreed that intergovernmental relations and cooperative governance played a pivotal role when the North West Provincial Department of Health was placed under administration. This is a positive indication and motivates the necessity of both intergovernmental relations and cooperative governance when sustaining implementation of Section 100 interventions within the North West Provincial Department of Health. It is, however, concerning that 13% of the participants disagreed with the statement, and 7% were neutral with the statement.

This is because senior managers must be involved in decisions made concerning any public department, to demonstrate cooperative governance and intergovernmental relations, consequently demonstrating collaboration. One participant who had disagreed with the statement decided to explain, though it was close-ended, and elaborated that they disagreed with the statement *“because, from where they were working at that point and time, they just got a call that everyone must come together, and Section 100 was invoked”*. The participant further explained that *“for me, I did not realise or know that there were relations concerning Section 100, because the report I got says that the Cabinet on the 28th of April 2018 approved that the Department can go under Section 100 interventions.”* The participant concluded that, *“for me, it was just a decision/directive*

taken". Based on this participant's view, it is argued that for the successful implementation of Section 100, all senior managers within the North West Provincial Department of Health needed to remain updated concerning the sustainment of Section 100, so that effective relations, cooperation, including collaboration amongst everyone involved within the Department was established.

Statement 4: *The three spheres of government coordinated and consulted one another during the invocation of Section 100 interventions within the North West Provincial Department of Health.*

This statement aimed to determine whether the three spheres of government coordinated and consulted one another during the invocation of Section 100 interventions within the North West Provincial Department of Health. The findings indicated that the majority of participants (53%) were neutral regarding the statement, while 27% of the participants indicated that they agreed with the statement. Moreover, an additional number (7%) indicated that they strongly agreed and disagreed with the statement, while 6% indicated that they strongly disagreed with the statement.

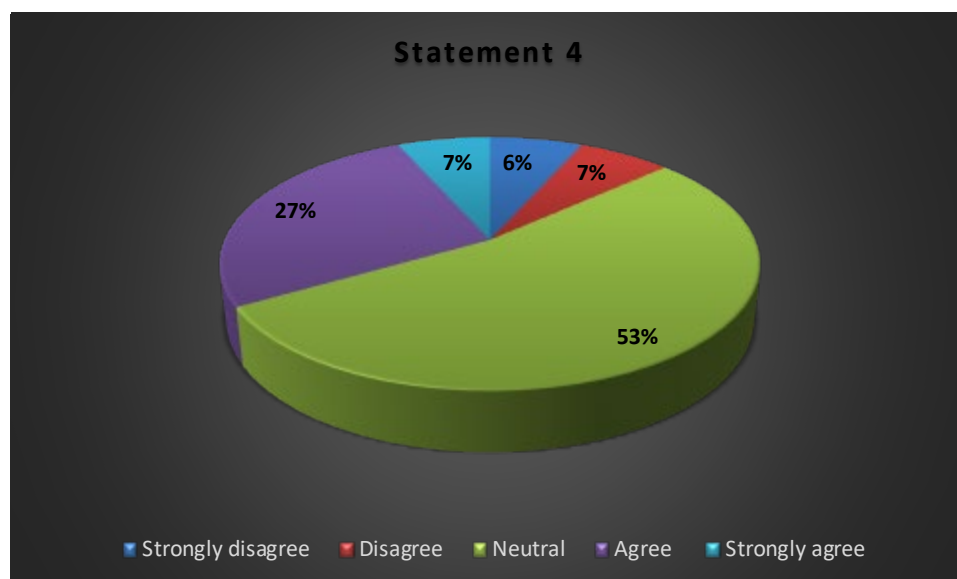


Figure 6-11: Statement 4 regarding intergovernmental relations and cooperative governance

Source: Researcher's own construction

From the above, it could be argued that the responses from the participants were not impressive and divergent. This is because, as senior managers who are actively involved

with the activities of the Department, it is requisite to know and be able to specify whether there was coordination and consultation amongst the three spheres of government, rather than being neutral with the statement. To supplement this argument, in a literature review done, it was argued that coordination between multiple levels of government is necessary, because diverse policy challenges that require cooperation and competencies frequently overlap (Heinemann-Grüder, Keil, Kössler & Woelk, 2017:15). Moreover, Hofisi (2022:59) motivates that coordination amongst the spheres of government prevents unnecessary delays, eliminates waste, and keeps roles and duties from being duplicated.

A further motivation, as explained by Ribeiro, Diniz, Porto de Oliveira and Faleiros (2018:88), is that coordination between governmental levels can result in cooperative actions by maximising the use of shared resources, supporting lower spheres of governments that are less capable or have lower incomes, integrating shared public policies, and avoiding predatory financial practices. To motivate further, one of the theories influencing the study is the Collaboration Theory (see Section 2.8.1), as this theory asserts that collaboration decreases ambiguity in projects and helps to detect risks and uncertainties (Oraee, Hosseini, Edwards, Li, Papadonikolaki, Cao, 2019:840). However, to accomplish this assertion, Nortey (2018:1-8) argues that a successful collaboration requires several elements, including a common vision, well-defined goals, honest and consistent communication, dedication, trust, invested parties, shared risk, resource accessibility, a joint identity, time, and well-defined procedures. Drawing from this analysis, it is important that the three spheres of government coordinate and collaborate for successful sustainment of implementation of Section 100 intervention within the North West Provincial Department of Health.

Statement 5: *It is of importance to ensure that there is collaboration amongst the three spheres of government for successful sustainment of Section 100 interventions within the North West Provincial Department of Health.*

This statement aimed to determine the importance of collaboration amongst the three spheres of government in sustaining implementation of Section 100 interventions. For this statement, 64% of the participants indicated that they agreed with the statement, while 29% of the participants indicated that they strongly agreed with the statement, and only 7% of the participants were neutral with the statement. Interestingly, a positive

indication that collaboration is important amongst the three spheres of government in sustaining implementation of Section 100 interventions was that no participant indicated that they disagreed or strongly disagreed with the statement posed to them.

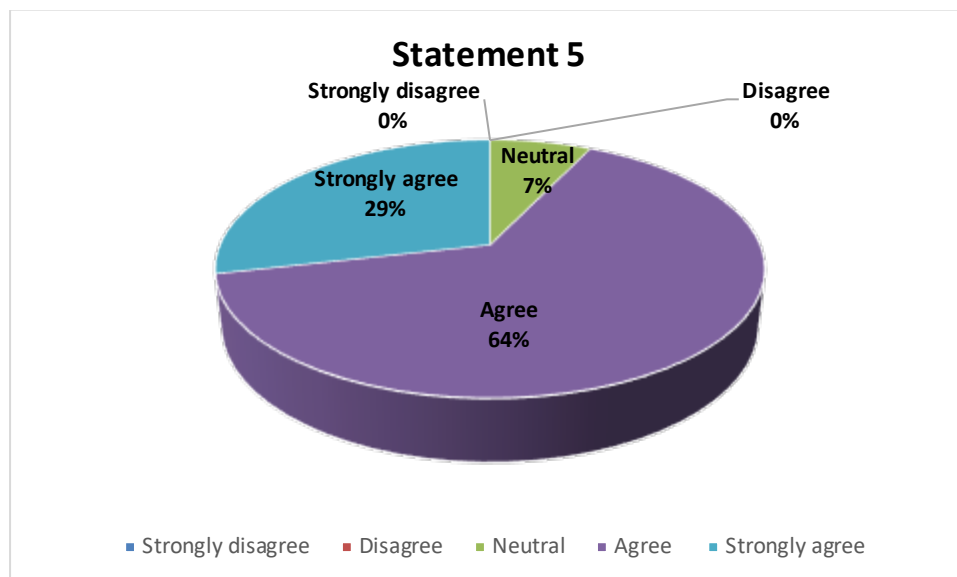


Figure 6-12: Statement 5 regarding intergovernmental relations and cooperative governance

Source: Researcher's own construction

From the above, it could be argued based on the majority of responses, that collaboration is important to sustain implementation of Section 100 interventions within the North West Provincial Department of Health. This is also motivated by a document analysis that through a dynamic and adaptable process that changes over time, collaboration enables many stakeholders to work together to address challenges or problems (Jamal & Stronza, 2008:169) In other words, this means that collaboration amongst all three spheres of government in South Africa plays a crucial role in establishing and preserving sustainable communities, including sustaining implementation of Section 100 interventions. Thus, for this study, and as also argued in Chapter 3 of this thesis, a strict collaboration process that includes proper planning must be established between the national and provincial spheres of government. Looking back to Chapters 3 and 4 and this particular statement, it is concluded that fostering collaboration amongst the management entities of the three governmental spheres in South Africa is important for sustaining implementation of Section 100 interventions within the North West Provincial Department of Health.

Statement 6: *I have knowledge regarding the functions, roles and responsibilities of intergovernmental relations.*

This statement was used to determine whether the participants (since, well, they are all senior managers) know the functions, roles, and responsibilities of intergovernmental relations. This is so as to understand what each sphere of government's functions, roles, and responsibilities are to avoid conflicts and miscommunication when sustaining implementation of Section 100 interventions within the Department. The figure below indicates that 73% of the participants agreed with the statement, and 13% indicated that they strongly agreed with the statement. A small number of participants (7%) indicated that they disagreed and are neutral with the statement. No participant strongly disagreed with the statement, which is a positive indication.

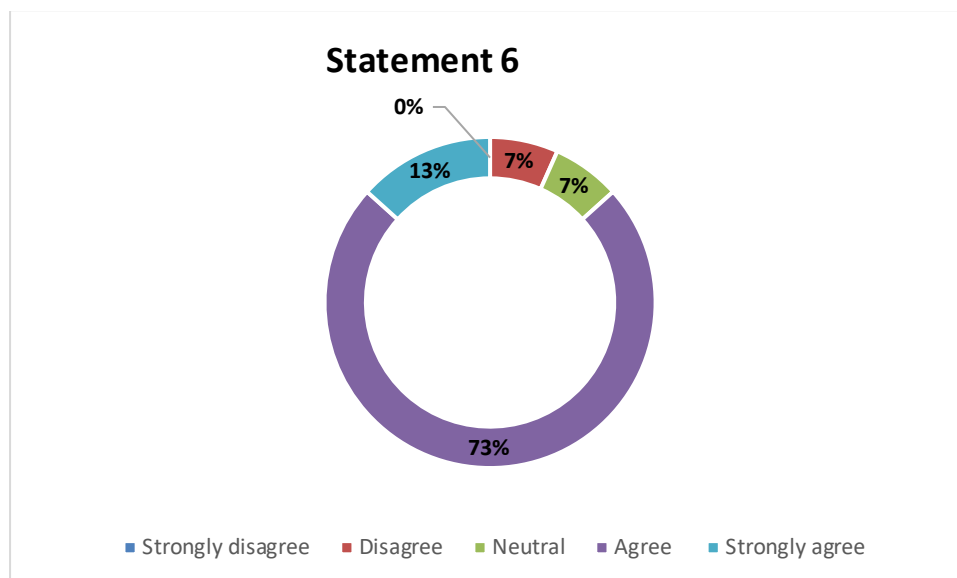


Figure 6-13: Statement 6 regarding intergovernmental relations

Source: Researcher's own construction

From the data above, it could be deduced that it is important for public officials (in particular, senior managers) to understand the functions, roles, and responsibilities of intergovernmental relations, to ensure that no conflict occurs amongst the spheres of government. Consequently, Chapter 2, Section 2.5 argued that comprehending roles in intergovernmental relations assists in preventing confusion amongst different governmental spheres regarding their respective roles and responsibilities for ensuring that services are effectively delivered to the citizens without invoking Section 100

interventions. The Constitution of the Republic of South Africa, 1996, in particular Chapter 3, also acknowledges this statement, particularly Sections 40-41, which lay out the roles and responsibilities of national, provincial, and local governments. This includes, amongst others, preserving national unity, promoting well-being, ensuring effective government, respecting each other's powers and cooperating in good faith. This is because, although the three spheres of government are distinctive, they are somehow interrelated according to Section 40 of the Constitution of the Republic of South Africa, 1996. Thus, understanding the functions, roles, and responsibilities of intergovernmental relations is important for successfully sustaining the implementation of Section 100 within the North West Provincial Department of Health.

Statement 7: *For implementation of Section 100 interventions to be successfully sustained, intergovernmental relations and cooperative governance should be acknowledged.*

This statement aimed to determine whether intergovernmental relations and cooperative governance could potentially contribute to sustaining the implementation of Section 100. The majority of participants (57%) indicated that they agreed with the statement, while 36% of the participants indicated that they strongly agreed with the statement. Moreover, only 7% of the participants specified that they are neutral regarding the statement. None of the participants disagreed or strongly disagreed with the statement.

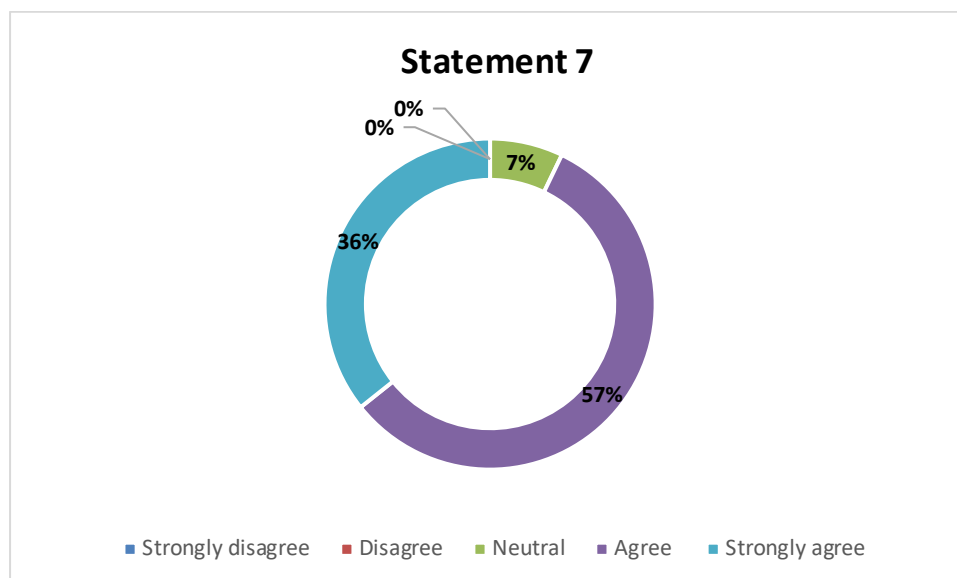


Figure 6-14: Statement 7 regarding intergovernmental relations and cooperative governance

Source: Researcher's own construction

From the above, the responses from the participants were positive and indicated the significance of intergovernmental relations and cooperative governance in public institutions, with reference made to the North West Provincial Department of Health. Although these two concepts are important, they alone cannot be enough. This means that all elements regarding these two phenomena need to be acknowledged by the Department, such as the literature presented in Chapters 2 and 3 of this thesis. This includes, amongst others, understanding the contextual and conceptual exposition of intergovernmental relations, including cooperative governance, understanding theoretical approaches, and the framework of intergovernmental relations. In addition, understanding the theories of cooperative governance, including its principles and elements, is also important when sustaining the implementation of Section 100 interventions within the North West Provincial Department of Health.

Statement 8: *The principles of intergovernmental relations and cooperative governance are sufficient to ensure that Section 100 interventions are sustained within the North West Provincial Department of Health.*

This statement aimed to determine whether the principles of intergovernmental relations and cooperative governance are sufficient to ensure that implementation of Section 100 interventions is successfully sustained within the North West Provincial Department of Health. As can be seen from the figure below, the majority of participants (6) indicated that they agreed with the statement, with a few more (4) indicating that they strongly agreed with the statement. Moreover, three (3) participants indicated that they are neutral with the statement, and a small number of participants (1) indicated they disagreed and strongly disagreed with the statement.

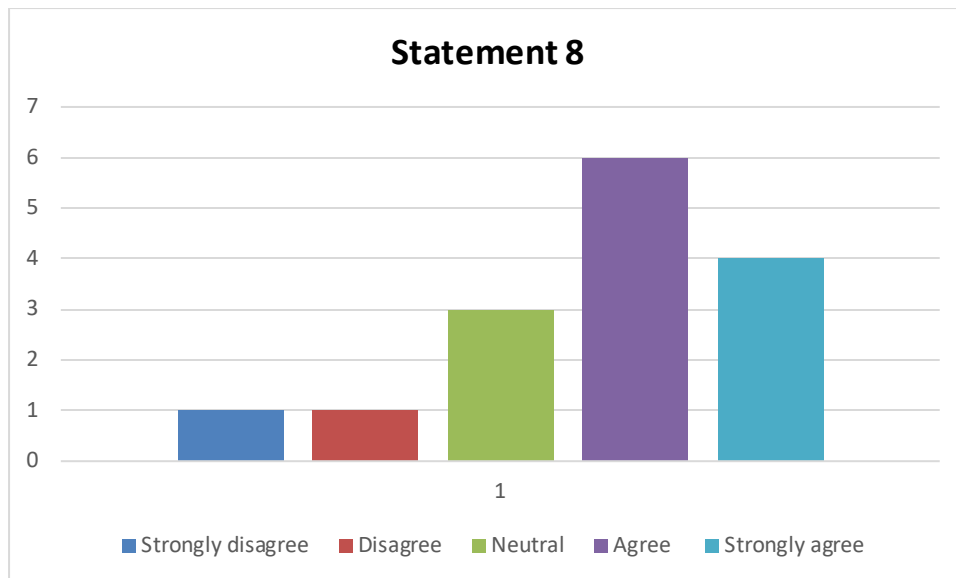


Figure 6-15: Statement 8 regarding intergovernmental relations and cooperative governance

Source: Researcher's own construction

From the above, it could be argued that, although the principles of cooperative governance and intergovernmental relations are significant, as also presented in Chapters 2 and 3 of this thesis, they alone are not sufficient to sustain the implementation of Section 100 interventions. In other words, some factors could be combined with acknowledging both intergovernmental relations and cooperative governance principles. Examples are understanding the reasons for why the Department was placed under administration, to ensure that such challenges do not occur in the future. Moreover, good governance and effective decision-making could also contribute to sustaining the implementation of Section 100 successfully, as presented in Chapter 4. It could therefore be deduced that although the participants agreed with this statement, intergovernmental relations and cooperative governance principles alone cannot materialise and be sufficient in successfully sustaining implementation of Section 100 interventions within the Department.

Statement 9: *The principles of cooperative governance and intergovernmental relations are regularly practiced within the North West Provincial Department of Health.*

This statement aimed to understand whether the North West Provincial Department of Health regularly practices the principles of cooperative governance and

intergovernmental relations, as stipulated in Chapter 3, Sections 40 and 41 of the Constitution of the Republic of South Africa, 1996. From the responses below, 36% of the participants agreed to the statement, and 29% of the participants strongly agreed to the statement. Moreover, 21% of the participants remained neutral to the statement, and 14% of the participants disagreed with the statement.

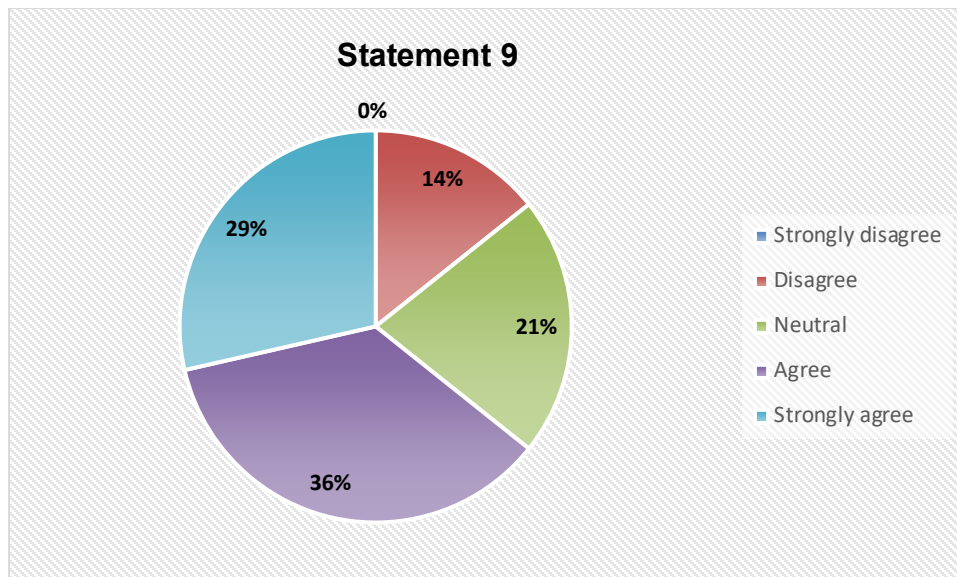


Figure 6-16: Statement 9 regarding principles of intergovernmental relations and cooperative governance

Source: Researcher's own construction

From the above, it could be argued that the responses from the participants are divergent and indicate uncertainty on whether the North West Provincial Department of Health fully practices the principles of intergovernmental relations and cooperative governance. This is also confirmed in the literature review presented in Chapter 3 of this thesis by Colvin, Ballim, Chimbuya, Everard, Goss, Klarenberg, Ndlovu, Ncala and Weston (2008:681), in that despite a commitment to the principles of cooperative governance, individual and institutional capacity for facilitating cooperative development processes is in relatively short supply within South Africa. However, the principles (s) of cooperative governance in Chapter 3 of the Constitution, 1996, have proven to be the cornerstone of intergovernmental relations, where government functions are a shared responsibility of the national and provincial governments (Mangwanya & Shava, 2023:772). Thus, it is argued that full practices of the principles of cooperative governance and intergovernmental relations should be practiced within the North West Provincial

Department of Health. This could potentially assist in sustaining the implementation of Section 100 interventions within the Department.

Statement 10: *Understanding the functions, roles, and responsibilities of the three spheres of government would play a vital role in sustaining implementation of Section 100 interventions within the North West Provincial Department of Health.*

This statement aimed to evaluate whether understanding the functions, roles, and responsibilities of the three spheres of government would play a vital role in sustaining implementation of Section 100 interventions within the North West Provincial Department of Health. From the figure below, 33% of the participants agreed with the statement, while 27% of the participants strongly agreed with the statement. Moreover, 20% of the participants indicated that they remained neutral with the statement, while 13% disagreed with the statement, and 7% indicated that they strongly disagreed with the statement.

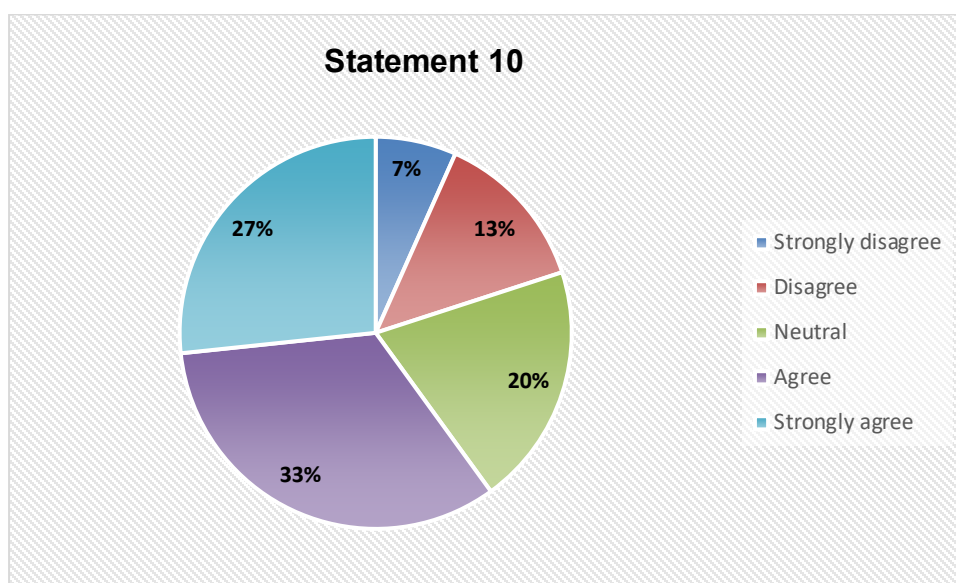


Figure 6-17: Statement 10 regarding the functions, roles, and responsibilities of the three spheres of government

Source: Researcher's own construction

From the above data, although most of the participants indicated that they agreed and strongly agreed with the statement, the responses for this statement remain divergent. Statement 6 above aimed to determine whether participants know the roles, responsibilities, and functions of intergovernmental relations, leading to this important statement, of whether they fully understand the functions, roles, and responsibilities of

the three spheres of government. In Statement 6, 73% of the participants agreed with the statement, and 13% indicated that they strongly agreed with the statement. An additional number of participants (7%) indicated that they disagreed, and are neutral with the statement. No participant strongly disagreed with the statement, which was a positive indication. In this instance, it is argued that indeed understanding the functions, roles, and responsibilities of the three spheres of government would play a vital role in sustaining implementation of Section 100 interventions within the North West Provincial Department of Health. This is because an understanding of this would prevent ambiguity and conflicts amongst the spheres of government, leading to effective collaboration.

Furthermore, since data for this thesis is analysed through thematic analysis, using themes, two questions regarding intergovernmental relations and cooperative governance emerged during semi-structured interviews. These questions are presented below:

Question 1 *aimed to evaluate whether participants are involved in any intergovernmental relations structures/forums, and to provide their role and experiences in participating in these structures.* Below is a summary of the responses from the participants regarding this question:

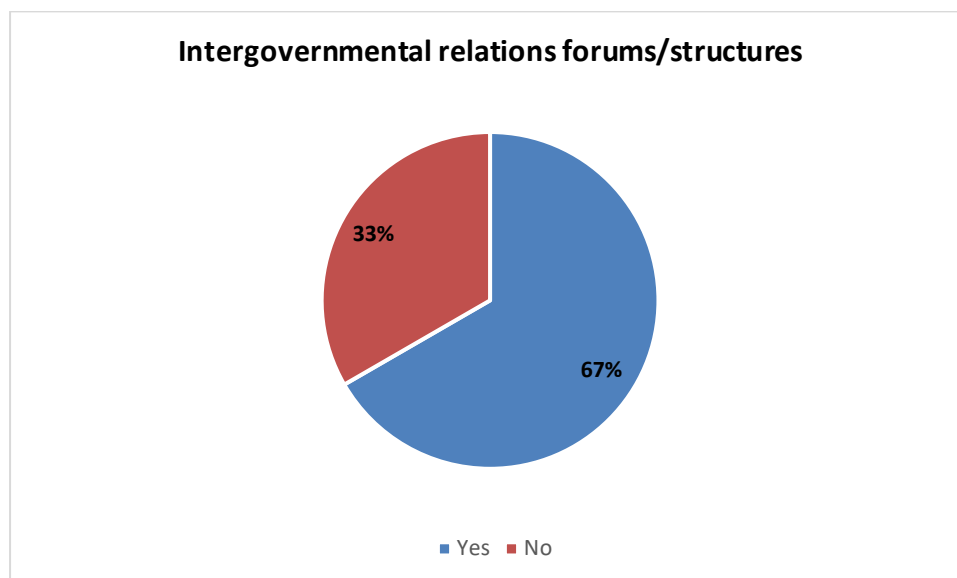


Figure 6-18: Intergovernmental relations forums/structures

Source: Researcher's own construction

From the above figure, 67% of the participants indicated that they are involved in intergovernmental relations forums/structures. Unfortunately, 33% of the participants indicated that they are not involved in any forum. Below are some of the responses from the participants who indicated that they are part of an intergovernmental relations forum/structure:

- *“Yes, I am a member of the Provincial Supply Chain Management and National Supply Chain Forum. As a member of these forums, we are responsible for the review of policies, prescripts, and other Acts that affect procurement”.*
- *“Yes, I am a member of the North West Provincial Health Council, comprising departmental officials, councillors, the National Department of Health, and other health stakeholders. I am a member of the council by virtue of being a Senior Manager in the Department. The participant explained that different views emerge from these meetings relating to the improvement of health care services to the citizenry of the North West Province and beyond”.*
- *“Yes, currently, as an official working in the national sphere, we interact with provincial and local government spheres. I am responsible for leading the development of policies and monitoring their implementation”.* To succeed in this area, the participant explained that good relations between national, provincial, and local governments are of the utmost importance.
- *“Yes, I belong to the Supply Chain Management Forum. We all meet to discuss new prescripts regarding finances”.*
- *“Yes, I am working with departments in my current role. We work with the Premier closely, Social Development, and other social departments, but the closest relationship we have is with the Office of the Premier, and with, but not directly, we have municipal involvement.”*
- *“Yes, but like a cluster, where all Departments of Health, provincially, get to meet, but around financial performance, audit outputs, where we share ideas on how we can improve our performance”.* The participant explained that the structure is called Ten-by-Ten. This includes nine provinces plus the national sphere of government (Department of Health). However, the participant explained that in terms of service delivery, they are not participating in that, which involves most departments, and there are directors participating in that.

- *“Yes, intergovernmental relations in this instance would be your ministerial committees, your committees of MECs and Members of the Mayoral Committee (MMCs)”. The participant explained that Provincial MECs in terms of intergovernmental relations, participate in a forum called Minister and Members of Executive Councils (MinMEC). The participant explained that the forum is a forum of the National Minister and all nine MECs. “Now in that role, you represent your province, where matters are decided on by MinMEC and are referred to the province”. The participant explained that “you can report back to the province, and action decisions are taken in that forum”. The participant explained that “secondly, if there are issues you want to submit to the forum, you are also allowed to do that”. The participant further explained that “now at provincial level, there is an expectation that MECs must work with MMCs of municipalities of the relevant departments. This one is called “MuniMEC”. The participant explained that the “MuniMEC is MEC and MMC’s which are between the province and local government (Mayoral Committees), almost the same function as with the national committees, but mainly focus on provincial matters”. The participant explained that “in this one, you discuss issues that have to do with issues between the province and local governments (matters of interventions), and it is meant to give space for local government to contribute to the provincial department’s priorities”.*
- *“Yes, I have been involved in these structures for the past five years. I am a member of the National Chief Financial Officers’ (CFO’s) Forum. Also, the provincial CFO’s Forum. The participant explained that “in terms of intergovernmental relations, we work with a number of departments, even within the province.”*
- *“Yes. I am involved in these forums. Remember in Health, the systems are interrelated; if one component fails, there are unintended consequences for the other. At a provincial level, when planning unfolds, it is a planning that is done in consultation with municipalities. These structures include planning services, monitoring, and evaluation of the provision of services. At the provincial level, we have the Premier Coordinating Council. This is a council that sits every quarter and consists of members of the Executive Councils, which are MECs, Mayors (executives or non-executive mayors), municipal managers, Heads of Departments, and consists of chief financial managers from both municipalities*

and provincial departments as a way of integrating planning and ensuring that services provided to people have an impact". The participant, however, made a concerning statement that "these structures are not functioning very well". The participant further explained that "one cannot wait for three months and wait for the Premier's Coordinating Council and say four times a year we have met and this is what is happening. However, during the implementation of policies, there was no one". The participant argued that "the structures are not moving as they are supposed to be". The participant concluded that "these structures, theoretically, look good, but in practice, they are not."

The above responses of those who agreed to explain their experiences in these structures are interesting. The majority of the participants indicated that they are part of these important structures. This is important because it allows members from all three spheres of government to raise their views concerning health services in general. However, the last participant's response is concerning. This is because these structures need to be implemented and practiced effectively to potentially contribute to sustaining implementation of Section 100 successfully within the North West Provincial Department of Health.

To supplement the responses of the participants above, the literature review that was conducted in Chapter 2 of this study confirms that the South African intergovernmental relations system has well-defined foundations (Thornhill, 2009:676). The author argues that although the structures are designed to support successful and efficient service delivery, having taken these foundations into account, individuals who operate within the various structures and provide services are still ultimately responsible for the success of the endeavour. As also motivated by the theoretical approaches presented in Chapter 2 (see Section 2.7) regarding intergovernmental relations; this section argues that intergovernmental relations forums or structures can be motivated to realise institutional goals, by using the normative-operational approach through the generic (Sithole, 2021:35). In this instance, the normative-operational approach looks at how important it is to consider all relevant norms, while analysing the operational reality of governmental relations, without emphasising any one part of it more than another.

Furthermore, as outlined in Chapter 5 of this thesis (see Section 5.3.5), the Intergovernmental Relations Act 13 of 2005 emphasises that senior managers and other government officials should be involved in intergovernmental relations forums. These forums serve as a platform for the discussion and resolution of intergovernmental disputes, as well as a forum for the exchange of ideas (Republic of South Africa, 2005:5-10). Thus, to guarantee that service delivery is carried out efficiently across all spheres of government, this council is crucial. However, when discussing issues of national importance, like Section 100 interventions, each council must fulfil its responsibilities independently of the others, although the majority of participants indicated that they belong to a particular forum/structure. Unfortunately, the Intergovernmental Relations Act 13 of 2005 makes provision under Section 139, when a local sphere of government is placed under administration. This provision makes it apparent who oversees the Premier's intergovernmental relations, if a municipality is the target of an intervention under Section 139 of the Constitution.

However, when a provincial department is placed under administration under Section 100, there is a gap in the forum's establishment. It is therefore argued that the Intergovernmental Relations Act 13 of 2005 develops a clear intergovernmental forum under Section 100, since Section 139 cannot have an intergovernmental forum, while Section 100 can (Republic of South Africa, 2005:16). This gap is evident in the last participant's view, who argued that *"these structures are not functioning very well, and that theoretically these structures look good, but in practice, they are not"*. The study in this instance argues that a proper intergovernmental relations forum under Section 100 should be developed, which would potentially assist with the successful sustainment of the implementation of Section 100 within the North West Provincial Department of Health.

Question 2: *Aimed to understand what could be done to improve intergovernmental relations and cooperative governance within the North West Provincial Department of Health.*

This question aimed to evaluate additional factors that could contribute to improving intergovernmental relations and cooperative governance within the North West Provincial Department of Health, based on the participants' experiences. This is because this thesis argues that it is important to make regular adjustments to intergovernmental relations and

cooperative governance, to ensure that effective relations and cooperation are established. Below are some of the valuable contributions which participants made to this question:

- This participant argued that *“the North West Department of Health has strong platforms for intergovernmental relations and cooperative governance, and the Department also complies with the prescripts of these”*. The participant asserted that *“examples are the Provincial Health Council and the District Health Councils”*. The participant argued that *“the problems that necessitated a Section 100 intervention had not so much to do with intergovernmental relations, but with ill-discipline and misconduct amongst the staff on different levels within the North West Department of Health”*.
- The participant explained that *“it should start with the tone at the top, especially at the political level. There must be a political will to improve intergovernmental relations, as well as cooperative governance within the Department”*.
- This participant argued that *“sustaining structures that were formed during Section 100 is important, and also for oversight bodies to play their part to ensure compliance”*.
- This participant argued that *“intense consultation is necessary, that will ensure alignment of plans”*.
- The participant explained that *“there must be proper coordination and collaboration in all spheres. Health is a universal service and therefore can harm communities if provided in a fragmented manner”*.
- The participant explained that *“we need to improve communication in terms of decisions. Even now, communication is not the way it should be. In the Department, you hear things along the line. Therefore, communication is key for me, and to appoint support staff for handling important information”*.
- The participant explained that *“uniformity is a big thing. Let us use systems that are generated throughout the country”*. The participant explained that *“uniformity in terms of systems and how things should be done is essential”*.
- *‘I think that there still needs to be that close proximity for the three spheres of government, so that when there is a problem, it must not escalate and should be addressed through appropriate channels without getting out of hand. Therefore,*

the working relationship between the national, provincial, and local governments is critical and must be maintained”.

- *“If everyone plays their role in terms of their mandate, there is a level of trust between departments, and each department is accountable and plays their role without blaming each other”.*
- *The participant argued that “as for interrelations between the National Department of Health and the North West Department of Health, I believe that we are doing well. However, I think integrated planning will assist, because most of the time, we do not have a key person or official who will coordinate the planning between all the departments”. The participant further argued that “I think that is the problem”. The participant concluded by stating that “I believe that the Office of the Premier should perhaps have a unit that will deal with having all departments together, especially those that are key”.*
- *“I think there are no challenges surrounding this, because when you look at some of the government structures that enable and facilitate effective intergovernmental relations, the Department does participate in those structures. In some of those structures, let's say at National, you find that the other sphere, like municipalities, is represented by the South African Local Government Association (SALGA), and in the province where the MEC participates, you find that in the structure which is chaired by the Premier, SALGA will then be represented. Other structures are where the Head of Department participates, whether it is at the district level, or whether it is at the Head Office or provincial level. Then, from the executive level, the accounting officer and management level, all of these levels participate in different structures. These are structures that enable and facilitate effective intergovernmental relations”. The participant further explained that “the issue of departments participating or valuing intergovernmental relations is not a challenge, even the reports that have to be submitted, whether quarterly or whenever, including quarterly reports required by the national sphere of government, Parliament, the legislature, or even Chapter 9 institutions, including municipalities. The Department does participate and provide the necessary reports”.*
- *This participant explained that “the President has pronounced the district development model, which, in a nutshell, is not something new. In this regard,*

integrated planning and service delivery are important, where all spheres of government need to carefully look at this to avoid duplicating services”.

- *“There is a need to strengthen the district development model from the Premier’s Office, to push the district mayor and local mayors to champion this initiative. A policy directive in this regard should be issued.”*

It is important to clarify that two other participants preferred not to give their views regarding this question. From the above responses, it is argued that although participants had sufficient knowledge regarding intergovernmental relations and cooperative governance, as argued above, it is important to make regular adjustments to intergovernmental relations and cooperative governance to ensure that effective relations and cooperation are established. This question was also motivated by the fact that cooperative governance and intergovernmental relations in South Africa are confronted by several challenges, as also explained in detail in Chapters 2 and 3 of this thesis (see Sections 2.2 and 3.2.1). It is argued that the North West Provincial Department of Health cannot be an exception compared to the whole country. This question to the participants was also motivated by a statement made by Makoti and Odeku (2018a:98) in Chapter 2 of this thesis, that robust consultation is important before intervention, to create an effective intergovernmental collaboration that will rescue a sphere of government from its predicament and allow it to continue carrying out its constitutional obligations of good governance and the provision of quality service to the people. Thus, regular improvements of intergovernmental relations and cooperative governance supplemented by the views made by the participants above, are a necessity to ensure that Section 100 interventions are successfully sustained within the North West Provincial Department of Health.

6.4.3 Section C: Good Governance and Decision-Making

Similar to the above section, statements were posed to participants using the five-point Likert-scale as part of the quantitative research approach to determine their knowledge regarding good governance and decision-making. The participants had to indicate using an ‘x’ to specify whether they strongly disagreed, disagreed, were neutral, agreed, or strongly agreed with the statements that were posed to them. Below are the statements that were posed to the participants under this theme:

Summary of statements regarding good governance and decision-making
Statement 1: I have sufficient knowledge about good governance and decision-making.
Statement 2: Good governance, including decision-making, is significant to sustain implementation of Section 100 within the North West Provincial Department of Health.
Statement 3: There is overall good governance within the North West Provincial Department of Health.
Statement 4: For implementation of Section 100 interventions to be successfully sustained, good governance should be acknowledged.
Statement 5: Well thought out decision-making processes amongst the three spheres of government would play a significant role to sustain implementation of Section 100 within the North West Provincial Department of Health.

Table 6-2: Summary of statements regarding good governance and decision-making

Source: Researcher's own construction

Statement 1: *I have sufficient knowledge about good governance and decision-making.*

Similar to Statement 1 regarding intergovernmental relations and cooperative governance, this statement aimed to determine whether participants had sufficient knowledge regarding good governance and decision-making. As can be seen in the figure below, 53% of the participants agreed with this statement, while 40% of the participants indicated that they strongly agreed with the statement. Moreover, 7% of the participants indicated that they are neutral regarding the statement, and no participant disagreed or strongly disagreed with the statement posed to them.

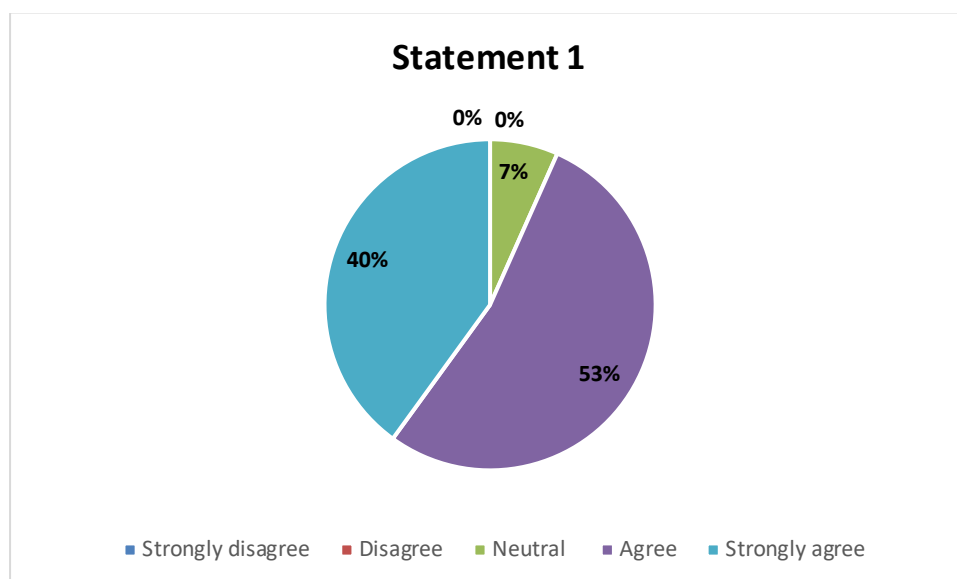


Figure 6-19: Statement 1 regarding good governance and decision-making

Source: Researcher's own construction

From the above data, it can be deduced that the responses from the participants are a good indication, as the knowledge that they have could potentially be used to sustain implementation of Section 100 interventions within the North West Provincial Department of Health. This is also motivated by the literature review conducted in Chapter 4 of this thesis, in that the three spheres of government must understand the importance of good governance in public institutions, to ensure that services are rendered effectively. This statement is also motivated by Meyer (2022:1), who explains that since governments around the world are having difficulty providing high-quality services, the idea of good governance has been at the top of the public administration agenda for several years. In this instance, it was argued that effective public services depend on good governance (O'Hare & Hare, 2021:111). In addition, this knowledge by the participants is important, because good governance is an important part of public services, as it guarantees that the public sector promotes informed decision-making. Consequently, this knowledge could ensure that the implementation of Section 100 interventions is successfully sustained within the North West Provincial Department of Health.

Statement 2: *Good governance, including decision-making, is significant to sustain implementation of Section 100 within the North West Provincial Department of Health.*

This statement aimed to determine whether good governance and decision-making would play a significant role in sustaining the implementation of Section 100 within the North West Provincial Department of Health. From the figure below, 46% of the participants strongly agreed with the statement, and 40% of the participants indicated that they agreed with the statement. An additional 7% of the participants indicated that they disagreed, or are neutral to the statement. Moreover, none of the participants indicated that they strongly disagreed with the statement.

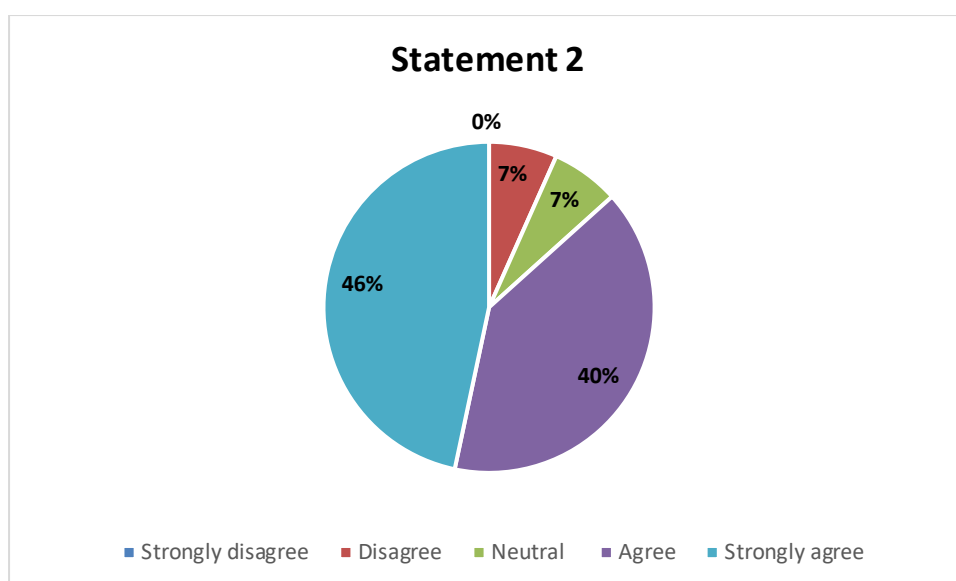


Figure 6-20: Statement 2 regarding good governance and decision-making

Source: Researcher's own construction

Taking the responses of the participants into consideration, good governance and decision-making are indeed significant to ensure that the sustained implementation of Section 100 interventions is successful within the North West Provincial Department of Health. This is also motivated by the literature review conducted in Chapter 4, which indicated that the absence of good governance institutions and principles increases the likelihood of corruption, and consequently impacts how services are rendered to communities (United Nations Office on Drugs and Crime, s.i.:19). In addition, this study argued in Chapter 4, that good governance should be considered an enabler to enhance effective decision-making. This is because the definition of good governance (see Section 4.4.2) implies that good governance is linked to effective decisions made by all of the role players involved, whether formally or informally.

Thus, an argument is made that good governance and decision-making are both significant and deemed important for effective service delivery, including effective cooperation and collaboration amongst the three spheres of government, which in general could assist with sustaining implementation of Section 100 interventions within provincial departments. In this regard, both good governance and decision-making are important, because, as argued by Kengni (2019:187), good governance through decision-making could enhance organisational performance, especially in state administrative responsibilities. In closing, it is contended that both decision-making and good

governance can contribute to effective service delivery in public institutions, through acknowledging principles such as accountability and transparency, as also emphasised in Sections 4.5 and 4.6.

Statement 3: *There is overall good governance within the North West Provincial Department of Health.*

This statement was made to confirm whether the North West Provincial Department of Health practices good governance in general. From the responses below, the majority of participants (73%) indicated that they agreed with the statement, while 13% of participants indicated that they are neutral with the statement. Moreover, an equal number of participants (7%) indicated that they strongly disagreed and strongly agreed with the statement, and none of the participants indicated that they disagreed with the statement.

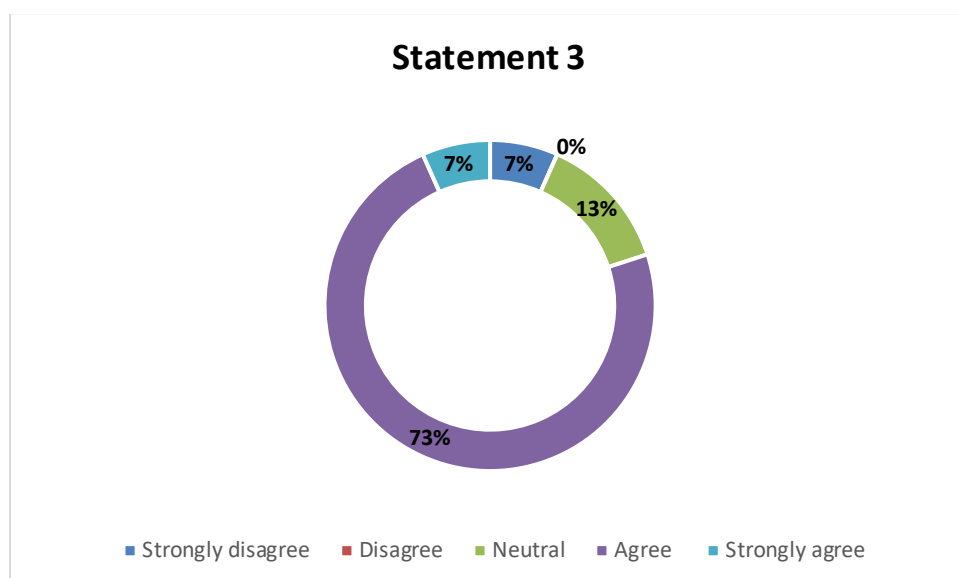


Figure 6-21: Statement 3 regarding good governance

Source: Researcher's own construction

From the above responses, it could be deduced that, indeed, there is overall good governance within the North West Provincial Department of Health. However, this indication should be sustained by the Department. This is because Benkhadra (2022:1) argues that nations with good governance have inclusive institutions that address the needs of their residents, uphold the rule of law, and efficiently provide public services. Statement 3 was also evaluated during a document analysis to supplement the statement.

The document analysis revealed that good governance is important in the public sector, as investors do not want to invest in a country that is not committed to good governance (Tsheletsane & Fourie, 2014:44).

However, Siswana (2007:181–182) points out that poor governance manifests itself when the relevant systems and structures do not function, or do not exist. Conversely, Tsheletsane and Fourie (2014:44) state that good governance is found where those systems and structures function as intended. Furthermore, as emphasised in Chapter 4 of this thesis, good governance encourages institutions' efficacy, accountability, and transparency (Ngxabi, 2015:19). This statement is important because accountability and transparency could potentially assist in eradicating corruption within public institutions, particularly the North West Provincial Department of Health, and ensure that implementation of Section 100 is successfully sustained within the Department. Thus, it is significant that the North West Provincial Department of Health regularly practices good governance.

Statement 4: *For implementation of Section 100 interventions to be successfully sustained, good governance should be acknowledged.*

This statement aimed to determine, besides intergovernmental relations and cooperative governance, whether acknowledgement of good governance within the North West Provincial Department of Health would assist in successfully sustaining implementation of Section 100 interventions. From the figure below, it is evident that 57% of the participants agreed with the statement, while 36% of the participants indicated that they strongly agreed with the statement, and only 7% of the participants remained neutral to the statement. Moreover, none of the participants indicated whether they disagreed or strongly disagreed with the statement.

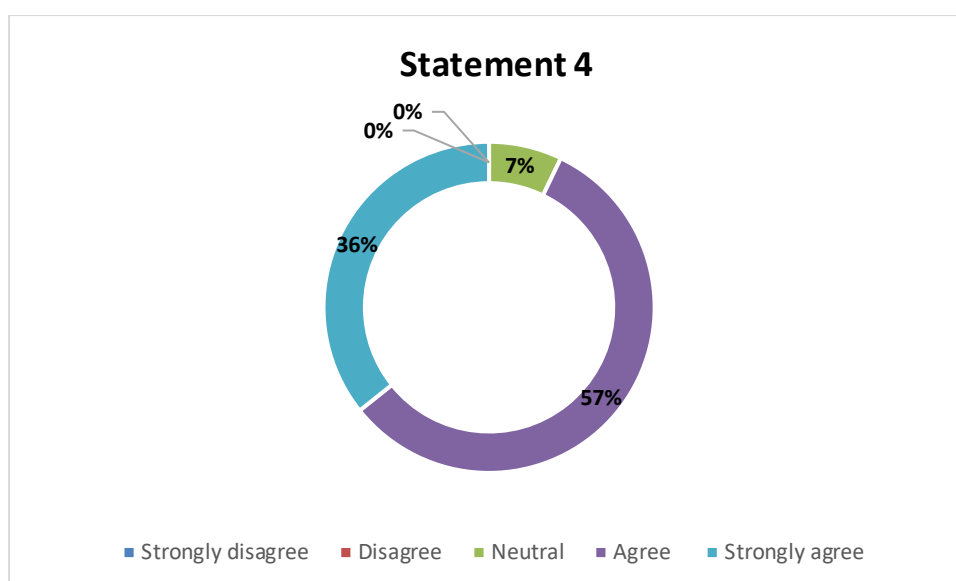


Figure 6-22: Statement 4 regarding good governance

Source: Researcher's own construction

Based on the above responses, it could be argued that, indeed, good governance is important and could potentially assist with sustaining implementation of Section 100 interventions within the North West Provincial Department of Health. To demonstrate the significance of good governance contributing to sustaining implementation of Section 100 within the North West Provincial Department of Health, it is clear that long-term development results in organisations that are dependent on good governance and using public resources in an economical, ethical and efficient manner (Liang, Tseng, Ho & Wo, 2020:5). Stated differently, this means that good governance makes it easier to allocate and manage resources more effectively, as well as to target priority population groups for interventions more precisely and successfully (Naher *et al.*, 2020:2).

Statement 5: *Well-thought out decision-making processes amongst the three spheres of government would play a significant role in sustaining the implementation of Section 100 within the North West Provincial Department of Health.*

This statement aimed to demonstrate the significance of well-thought out decision-making processes amongst the three spheres of government, particularly when sustaining implementation of Section 100 interventions within the North West Provincial Department of Health. From the responses below, 47% of the participants indicated that they agreed with the statement, while 40% of the participants indicated that they strongly agreed with

the statement. From the responses below, 13% of the participants indicated that they are neutral with the statement, and none of the participants indicated that they disagreed or strongly disagreed with the statement.

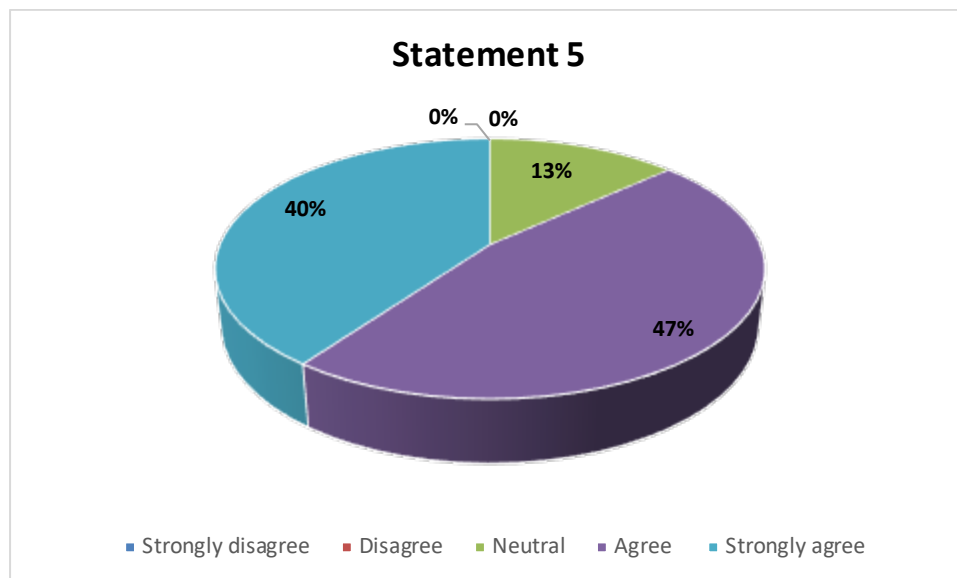


Figure 6-23: Statement 5 regarding decision-making

Source: Researcher's own construction

From the responses above, it could be deduced that well-thought out decision-making processes would play a significant role in ensuring that implementation of Section 100 interventions is successfully sustained within the North West Provincial Department of Health. To motivate further, Abbas and Baloch (2010:7) in Chapter 4 of this thesis argued that the application of appropriate and effective processes of decision-making can produce positive social changes and aid in the achievement of developmental goals. In addition, the United Nations (2013) cautioned that making decisions is a difficult process that should not be handled carelessly, regardless of effective participation. Thus, to ensure that the process is not handled carelessly, the decision-making process should entail analysing, assessing, and choosing the decision or best course of action that is thought to be most suitable, considering the information and factors at hand (Sari, 2023:41). Consequently, this could assist in sustaining implementation of Section 100 successfully within the North West Provincial Department of Health, if proper processes of decision-making are followed.

6.4.4 Section D: Statutory and regulatory prescripts for national government intervention

Under this theme, only two statements were posed to the participants regarding statutory and regulatory prescripts for national government intervention. Below are the statements that were posed to the participants, using the five-point Likert scale. Participants were required to indicate with an 'x' whether they strongly disagreed, disagreed, were neutral, agreed, or strongly agreed with the statements that were posed to them.

Summary of statements regarding statutory and regulatory prescripts for national government intervention
Statement 1: I have sufficient knowledge about legislative and regulatory prescripts regarding national government intervention.
Statement 2: Proper legislative and regulatory prescripts were followed by the national government during the invocation of Section 100 interventions within the North West Provincial Department of Health.

Table 6-3: Statutory and regulatory prescripts for national government intervention

Source: Researcher's own construction

Statement 1: *I have sufficient knowledge about legislative and regulatory prescripts regarding national government intervention.*

Similar to Statements 1 from Sections B and C above, this statement aimed to determine whether the participants had sufficient knowledge about legislative and regulatory prescripts regarding national government intervention. This is because for implementation of Section 100 to be successfully sustained, knowledge regarding legislative and regulatory prescripts would play an important role. From the figure below, 53% of the participants agreed with the statement, and 40% of the participants strongly agreed with the statement. Moreover, 7% of the participants remained neutral to the statement, and none of the participants disagreed or strongly disagreed with the statement.

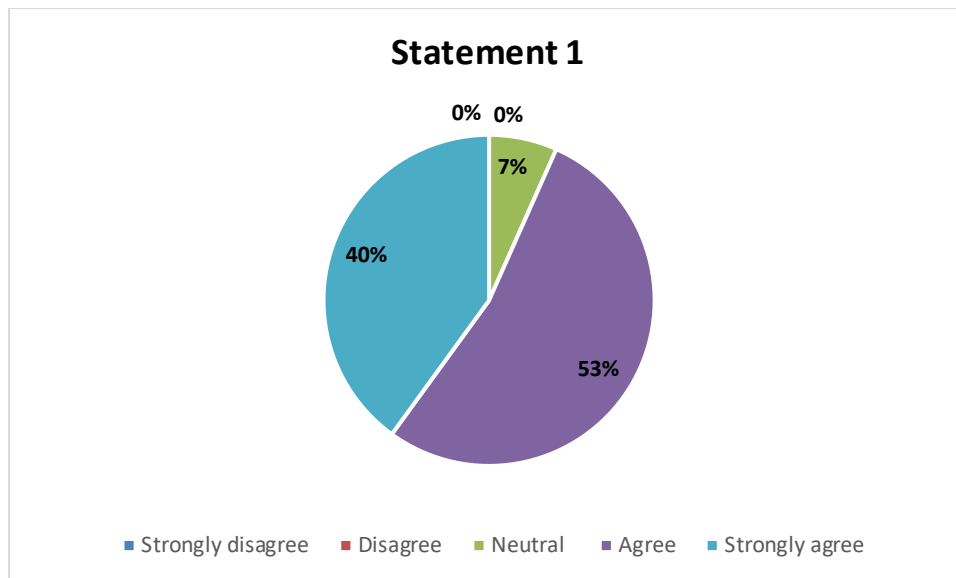


Figure 6-24: Statement 1 regarding statutory and regulatory prescripts for national government intervention

Source: Researchers' own construction

From the responses above, knowledge about legislative and regulatory prescripts regarding national government intervention are important for successfully sustaining implementation of Section 100 within the North West Provincial Department of Health. This is because, according to a document analysis done in a study by Vermeulen and Kok (2012:186) cited by Van der Waldt and Greffrath (2016:155), the way in which governments intervene in society is highly diverse. The authors explain that such interventions may include regulatory interference by means of policies, bylaws, directives, and guidelines, as well as more facilitatory interventions such as strategies, programmes, and projects. The author contends that the nature of interventions, in fact, is so diverse that it might be useful to design a typology ranging from direct to indirect interventions, strong (i.e., prescriptive) and weak (i.e., guidance, facilitation) interventions, and hard and soft interventions. Thus, it is important that senior managers have sufficient knowledge regarding legislative and regulatory prescripts regarding national government intervention.

Statement 2: *Proper legislative and regulatory prescripts were followed by the national government during the invocation of Section 100 interventions within the North West Provincial Department of Health.*

This statement was intended to evaluate whether proper legislative and regulatory prescripts were followed by the national government during the invocation of Section 100 interventions within the North West Provincial Department of Health. From the figure below, 40% of the participants agreed with the statement, while 27% of the participants indicated that they strongly agreed with the statement, and 20% of the participants were neutral regarding the statement. Moreover, 7% of the participants disagreed with the statement, and 6% of the participants indicated that they strongly disagreed with the statement.

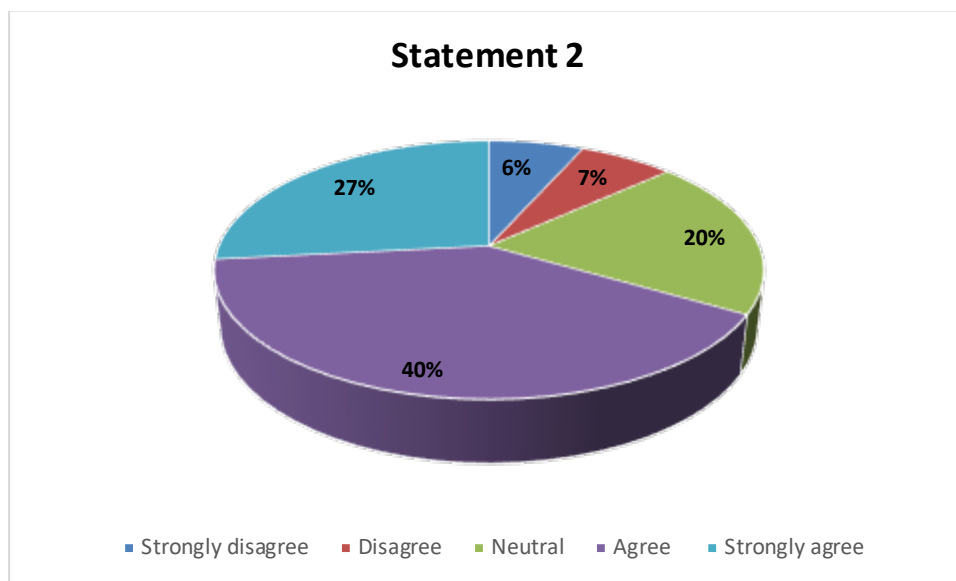


Figure 6-25: Statement 2 regarding statutory and regulatory prescripts for national government intervention

Source: Researcher's own construction

Although the majority of the participants indicated that they agreed with the statement, it is argued that the participants' responses are inconsistent and show a lack of clarity regarding whether the national government followed the correct legislative and regulatory guidelines when Section 100 was invoked within the Department. This is because senior managers are deemed to be knowledgeable regarding this statement, especially considering the years that they have worked within the North West Provincial Department of Health.

The following theme presents data from semi-structured interviews regarding the invocation of Section 100 within the North West Provincial Department of Health.

6.4.5 Section E: Invocation of Section 100

This theme used semi-structured interviews through open-ended questions, as part of a qualitative research approach, which allowed participants to provide their comments and views regarding the invocation of Section 100 within the North West Provincial Department of Health. This section was important to achieving the primary research question of this study. The responses from the participants were carefully noted and electronically recorded. Some participants indicated that they preferred to write down their responses and submit them electronically, due to their busy schedules, which, however, did not have an impact on the overall results of the study. Under this theme, six (6) sub-themes were formulated. These sub-themes are presented below.

6.4.5.1 Sub- Theme 1: Challenges

This question/theme aimed to understand the reasons for and challenges that the Department was facing for the invocation of Section 100 within the North West Provincial Department of Health, and whether these challenges were addressed. Below are the responses from the participants.

- This participant explained that *“the challenges were financial misconduct on many levels within the North West Department of Health, and also dereliction of duty”*. The participant further opined that *“the challenges were indeed addressed”*.
- The participant explained that *“allegedly, there was a misuse of funds and a lack of leadership”*. The participant, however, did not specify whether these challenges were addressed.
- According to this participant, *“the challenges were poor governance structures, poor internal control systems, maladministration and corruption, poor health care services to the citizenry, low staff morale at the Senior Management Level, negative audit outcomes, and service providers not being paid in time”*.
- The participant stated that *“the challenges were maladministration, which included irregular procurement”*.
- This participant stated that the challenges were *“mainly maladministration perpetuated by the Head of Department”*.
- This participant argued that *“there were no challenges”*. A follow-up question was asked of the participant to elaborate on their answer. In this regard, the participant

provided a detailed explanation and argued that *“the law is very clear that Section 100 (1) states that if a province is not discharging its duties in terms of the Constitution, then comes a justification that the national government must intervene to take over the responsibilities, which was not the case in the Department”*. The participant further explained that *“there were political challenges that were experienced by the Department”*. The participant emphasised *“that there was staged labour unrest organised by political people, that later became public unrest in the North West Province. In summary, it was a political decision rather than an administrative decision. There was no collapse that happened, according to me, that prompted the intervention”*. The participant argued that *“challenges existed for many years, but they were not challenges that promoted national government intervention”*.

- *“According to what we were told, there were some strikes, especially in the Ngaka Modiri and Dr Kenneth Kaunda Districts. Then the national government called a meeting with the National Education, Health and Allied Workers' Union (NEHAWU) to address these challenges. However, that meeting never happened. The next thing we were under Section 100, due to those strike actions that led to a breakdown of labour peace”*. The participant explained that *“the strike was also due to the high vacancy rate at that point in time and an increase in accruals”*. The participant argued that *“I can indeed confirm that there were strike actions, but those strike actions started in one or two hospitals only, and when Section 100 came, that is when they became worse”*. The participant further stated that *“in terms of the high vacancy rate, yes, they were reduced, and now there are fewer posts, but abolishing posts does not address the challenges”*. The participant concluded that *“they still have accruals, they still have backlogs in labour relations, and although being reduced, it is still there”*.
- *“I was not here during that time, but I heard that the challenges were maladministration, including the previous Head of Department being fired, and with the intervention of Section 100, these challenges were addressed”*.
- *“There were a number of challenges, I cannot remember how many exactly, but it was a long list of issues; one of the issues was labour unrest, governance issues due to the Head of Department at that time, issues of the structure and financing. There is a long list that the national government identified, and at the end of the*

day, we were left with about 6 issues that we had to resolve, so on those issues we are still reporting to the National Department of Health". In this regard, a follow-up question was asked to the participant to identify those 6 issues. The participant explained that *"these issues are on budgeting, meaning that budgeting is reduced by the national department, and it affects our performance. However, we are engaging with Treasury to assist in getting our budget on track, which is in process, and approval of an organisational structure, which is also an ongoing process. We are in the final stage of getting our ideal structure. Another one is stabilisation of pharmaceuticals; here we had issues of medical shortages; we are at a stage where pharmaceutical availability is now at 80%. We have a unit called the Infrastructure Unit, where they are not spending money as they should"*. The participant explained that *"the maintenance of infrastructure is better now. There was an issue of digitalising records and moving away from paper-based records"*. The participant explained that *"it is still an ongoing process, and they are piloting a system in some hospitals and digitalising their administrative records"*. The participant further explained that *"disciplinary cases they had to finalise, and now most of them are finalised"*. The participant explained that *"only two cases are not finalised, so those are the six issues we are left with"*.

- *"I was not here, but the reason was non-compliance with the procurement process, leading to the Head of Department being suspended. At the moment, I would say we are doing good and have improved in terms of the audit opinions"*.
- *"I can say the challenges were three-fold. First, there was the collapse of service delivery. At one point, employees withdrew their labour in Mahikeng Provincial Hospital to a level where the South African Military Health Services had to take over delivery of services in the hospital for a month. Secondly, continuous disagreements between the unions and the Department (issues of overtime, shortage of staff, labour unrest and corruption). Thirdly, budget accruals"*. The participant specified that *"the National Treasury concluded that the Department was underfunded"*. The participant argued that *"up until today, they have never heard anyone say there is extra budget"*. The participant explained that *"regarding the challenges being addressed, Labour Unrest was addressed"*. The participant further explained that *"service delivery was also addressed, including corruption and maladministration"*. The participant explained that *"issues of accruals affect*

medicine availability, and it is partially covered". According to the participant, "the component of the budget was not covered, which means that the Department is still underfunded. However, an adjustment between Provincial Treasury and the Department was made".

- *"There were a number of challenges, one of them was continuous labour unrest, mainly because they were not addressed in terms of performance. There were also issues around procurement". The participant explained that "there were issues of Mediosa, cases where money was paid, but services were not delivered". The participant explained that "matters of issues that needed to be addressed under administration were matters of correcting the budget baseline, to ensure that the Department was correctly and adequately funded. In terms of issues of corruption, it was handed to the Directorate for Priority Crime Investigation (Hawks) and the Special Investigating Units (SIUs)". The participant clarified that "the budget baseline issues were not resolved". The participant explained that "the Department is still underfunded, and as for the other issues, there is stability in terms of labour unrest".*
- *The participant provided a very detailed explanation and stated that "I think that the challenges could be maybe two-fold, on governance and service delivery or operations management. These challenges were unpacked by the team that was deployed in the Department. The team highlighted a number of challenges ranging from financial management, human resources management, service delivery, and infrastructure delivery". The participant explained that "within these areas, the team prioritised the human resources side, including labour peace and labour relations. They also prioritised performance management and development, and filling of posts. On the financial management side, there were specific priorities". However, the participant made an interesting argument that they think that "the keywords here are addressing and resolving". The participant explained that the issues that were prioritised were addressed. As to whether they were resolved, the participant argued that they do not know. The participant further explained that "for issues of labour relations management, structures, cases of misconduct and grievances, a number of interventions were implemented, and stability returned in terms of labour unrest". The participant further explained that "there were interventions in terms of pharmaceutical services, but around a year ago, there*

were issues with medicine availability”. Furthermore, the participant clarified that “the issues of financial management in terms of accruals and living beyond your means. Yes, it was addressed, but whether it was resolved, I am saying no”. The participant explained that “they are still having accruals challenges, and suppliers are not being paid on time (non-compliance with the law). In terms of infrastructure, the issue is maintaining this infrastructure”. The participant concluded that, “Yes, the issues were prioritised and addressed, but the core challenges were not necessarily resolved, which is why some of these challenges are continuing”.

- The participant explained that “employee morale was at the lowest level, and there were also elements of alleged poor governance and leadership”.
- “The diagnostic report highlighted maladministration that includes human resources management, such as posts that were frozen, abnormal and irregular appointments, irregular actions, and inconsistent Performance Management and Development Systems (PMDS) policy application with backlogs of over 5 years”. The participant explained that weak labour relations were also a challenge, including a severe shortage of staff, with overtime above 30% not paid”. According to the participant, “some of the challenges were a non-functional chamber for engagement with unions, including finance, rampant corruption that became public knowledge, such as Mediosa, Buthelezi ambulance contracts, and irregular extension of contracts”. The participant concluded that “medicine availability was below 68% due to unresolved systemic issues, including operations, and inefficient records management in both clinics and hospitals”. The participant, however, did not specify whether these challenges were addressed.

6.4.5.1.1 Analysis and deductions of the responses

According to a handover report regarding the invocation of Section 100 within the North West Provincial Department of Health, the main objectives of the intervention were to stabilise the service delivery environment in terms of the relationship between organised labour and management, and to restore and improve the health service delivery environment throughout the province. The North West Department of Health's scope of work about its legislative and policy mandates needed to be agreed upon, as well as made clear by the Department administration and the intervention team to achieve this

(North West Provincial Government, 2022:25). According to the report, there were deficiencies in six major areas in this case: service delivery, finance and supply chain management, human resources management, labour relations and consequence management, and Information and Communication Technology (ICT) infrastructure, including governance and leadership (North West Provincial Government, 2022:11). According to the report, there were 111 actions in the Intervention Plan overall. Ninety-four percent (94%) of the activities in the Intervention Plan have been completed thus far. However, the Head of Department and Executive Management Team should handle the remaining 6% of the operations, which call for more time and resources (North West Provincial Government, 2022:11).

However, the responses from the participants indicated that there were no proper communication channels amongst the senior management with the national government, or rather that the challenges were diverse, as compared to the handover report, which led to the participants having different views on the challenges and indicating whether the challenges were resolved or not, since some preferred not to comment when they were asked whether these challenges were resolved or not. It is also evident that the reasons for the national government to invoke Section 100 are slightly questionable. This is because one participant raised a concern that there were no challenges within the Department, but rather, a political decision, then an administrative one. Hence, some participants preferred not to provide their comments in this regard, on whether the mentioned challenges were addressed. Moreover, as also indicated by two participants, they were not with the Department at that time, but were knowledgeable regarding the challenges, as they have been public servants for many years. They opined that the challenges were mainly around maladministration, which was also outlined by the majority of participants.

From the responses above, it could be argued that the challenges within the North West Provincial Department of Health were two-fold, as one participant specified, which include both governance and service delivery challenges. This summarises the challenges, which were also included in the handover report, which comprised 111 actions, including budgeting, labour unrest, maladministration, and financial management, as identified by the participants above. It is contended that though some of the challenges were addressed under Section 100 (b), it does not mean that they were fully resolved, such as

budgeting issues and aspects of pharmaceutical challenges, which include medical shortages and availability, as also argued in a document analysis done in the problem statement of this study. Underfunding makes it extremely difficult for the North West Department of Health to fulfil its mandate, and results in an inability to have a suitable post structure, which hinders the Department's ability to be as responsive as necessary to deliver a comprehensive health service, according to the Department's Section 100 handover report (North West Provincial Government, 2022:16).

Furthermore, in a document analysis done regarding the annual reports on the Department's website, it is stated that the current situation of medicine availability in pharmacies in the North West Province is monitored through manual processes from product data reports, as extracted from stock inventory management systems. As things stand, the document analysis clarifies that the average total medicine availability in 31 public sector pharmacies in the province is at 85.12%, against a target of 80% medicine availability. This shows that medicine availability in the province is improving since the intervention plan to address the challenges identified in 2023 started to be implemented. The document analysis indicates that from time to time, the Department encounters increased demand or a sudden increase in demand for certain medicines, which can lead to temporary shortages (North West Provincial Government, 2025).

According to the handover report, by the end of January 2021, the overall vacancy rate had dropped from 20% in May 2018 to 14.8%. The report indicates that by the end of January 2021, the vacancy rate for managerial positions had dropped from 30% in May 2018 to 27.4% (North West Provincial Government, 2022:33). Moreover, a document analysis of the 2023/24 Annual Report for the financial year of the department also confirms that the vacancy of posts had reduced. A comment made by the Accounting Officer was that, *"the period under review has seen more than 1063 posts filled permanently to boost human resource capacity for the Department"* (North West Provincial Government, 2024:21). Furthermore, according to several participants' arguments and a document analysis done, the Department of Health's audit results were unqualified with findings, and the implementation of solid financial controls has improved administration (Republic of South Africa, 2024). In addition, the Department's handover report on Section 100 attests to the fact that, for the financial year 2020–21, the North West Provincial Department of Health's audit result remained an unqualified opinion by

the Auditor General, which is an improvement compared to previous years (North West Provincial Government, 2022:44).

It is, however, argued that although some of these challenges were addressed, as outlined by some of the participants, and a document analysis, these challenges need to be fully resolved including the remaining six priorities mentioned. These were sufficient budgeting, an approval of an organisational structure, stabilisation of pharmaceuticals, infrastructure maintenance, digitalising records and disciplinary cases, to ensure that implementation of Section 100 within the North West Provincial Department of Health is successfully sustained. This is also supplemented by the handover report. It confirms that the North West Department of Health has been stabilised by invocation of Section 100, but whether the challenges were fully resolved remains unanswered.

6.4.5.2 Sub-Theme 2: Results of invocation of Section 100

This sub-theme aimed to determine whether invocation of Section 100 interventions produced fruitful results within the North West Provincial Department of Health, and the participants had to elaborate on their responses. Below are responses from the participants:

- *“Yes, a lot of systems were put in place, including the appointment of skilled personnel, which has resulted in a lot of stability within the Department”.*
- *“Yes, the Section 100 intervention yielded fruitful results. There were 111 activities to be achieved in terms of the weaknesses that had to be corrected in the North West Department of Health, and 92% of these were successfully completed”.*
- *“Yes, as a result of interventions, the Department obtained an unqualified audit opinion from 2020/21 to date. The intervention improved the supply of medicines to the health care facilities. The intervention enabled the Senior Management Service (SMS) members to get Performance Management Development Services (PMDS) incentives, and this resulted in high staff morale. Currently, the majority of citizens are satisfied with the quality of health care services provided. In conclusion, the intervention assisted in arresting those who were involved in corrupt activities”.*
- *“No comment”.*

- *“Yes, it brought stability. It made the National Department and Provincial Treasury appreciate the budgetary constraints faced by the Department”.*
- *“No, my honest opinion is that the invocation of Section 100 was more political than introducing new systems and strategies. In fact, all systems found were sustained and not reinvigorated. My view is that, other than dismissing some senior managers for allegations of maladministration and corruption, the system remained the same. However, there were noticeable improvements in the following areas: (i) appointment of staff, in particular at senior management level, to support the delivery of health care services, (ii) creation of new posts to support hospital services, and (iii) medicine availability increased above 80%, amongst others”.*
- *“No, I do not think so. My answer is informed by the fact that before the invocation of Section 100, the Department was performing and providing services to the people; the challenges were there, comparing these challenges province to province, these challenges are similar in terms of the health system, but performing, nonetheless”. The participant argued that “with the invocation of Section 100, nothing new had happened. The question that can be asked is what new systems came about in Section 100? Secondly, what is the view of end users on the ground?” The participant argued that “nothing changed in public health institutions, and the queues are still long, and dilapidated infrastructures/facilities are still there”. The participant concluded that “in my view, invocation of Section 100 exacerbated the problem”.*
- *“From where I am sitting, I am saying no”. The participant explained that “other people were saying yes, but from my point of view, it did not do what it was supposed to do, because we still have a high vacancy rate, we still have some labour unrest, although it is on a smaller scale. We now also have a situation where people do not want to sign declaration forms because they are scared that they will be used against them”. The participant argued that “there is no accountability and responsiveness within the Department”.*
- *“Yes, because our audit opinions have improved. Right now, since Section 100, we have been getting unqualified audits. A follow-up was made to understand what an unqualified audit entails. In this regard, the participant explained that “unqualified audits mean that there are things to improve in the Department, but nothing major”.*

- *“Definitely it did. I think we have learned a lot during the three years we were under administration”. The participant explained that “you get out of a certain way of thinking, and you open your eyes to doing things differently”. The participant concluded that “the mindset had to change to get different results”.*
- *“I would say, we could have put anyone there and still reach the same results or conclusions, that is my view”. The participant stated that “remember you bring an administrator, but the majority of ground work is still done by the same officials that were there before, even after administration, there is no collapse”. The participant explained that “we are still maintaining a good audit outcome, actually, we are improving more because during the administration, I would say we were on a disclaimer audit opinion under performance management”. The participant argued that “if they had a good Head of Department, they would have still made it regardless”.*
- *“Yes, in the Department of Health, it did produce fruitful results. Like I am saying to you, from then on, there has never been a hospital that has not been functioning for more than one day. Secondly, Section 100 has developed the capacity for hospitals in the province”. The participant explained that “they opened a heart surgery at Tshepong Hospital”. The participant explained that “between that time and now, they have worked with the North West University on finalising and getting approval for a medical school, which will start operating in 2028, which is one of the results of management during Section 100”. The participant explained that “during that time, positions were advertised and people appointed. The process of not approving appointments was a little bit released”. The participant alluded that “there were commonalities between the National Department of Health and the North West Department of Health regarding problems and solutions”. The participant concluded that “the Minister of the Department of Health formally delegated the MEC to represent the Department in the Legislature, unlike other departments, where there was a gap in who leads the administration as the executive”.*
- *“Yes, I think so. Most of the issues that were to be addressed were addressed. We are only left with one of them, which is the budget baseline, with which the Department is still in negotiations with the Provincial Treasury. However, when you look at the country as a whole, it means that it is something that will not be*

corrected anytime soon". The participant further explained that "other issues were around staff establishment, where we had to fill in vacant posts. In conclusion, I think we are progressing well, and most of the issues have been addressed. I believe indeed it produced fruitful results".

- This participant provided a detailed explanation and indicated that *"there were challenges that were identified that necessitated the invocation of that intervention and the administration".* The participant explained that *"the intervention team could not deal with everything; otherwise, they would not have achieved anything at all, so they had to prioritise".* The participant explained that *"a number of those priorities identified were addressed, and at the end of the intervention, there were only a few aspects that they delegated to the Department to finalise, which are aspects that fall within the normal running of a department".* The participant provided examples such as *"the development of an organisational structure, finalisation of certain disciplinary cases, issues around pharmaceutical services, and that, without intervention, the Department would have been expected to deal with these issues".* The participant argued that they think that *"the issues that were prioritised were addressed and produced fruitful results".* However, the participant argued that *"some of the challenges are deep-rooted and complex".* Therefore, the participant explained that *"if they do not do well with prioritisation and expenditure management and improve financial management, then the budget can increase, but you would not have dealt with the problem, which is about just spending, because the budget is there".* Overall, the participant argued that they think that *"the intervention did achieve what it intended to achieve".*
- *"Yes. Firstly, the lawlessness was reduced on almost all levels of elimination, and discipline was installed. The shortage of staff was addressed through the advertisement of over 5000 posts. Infrastructure expenditure was increased. The new functional structure was approved in 2019, leading to the restructuring of the provincial executive with the addition of the Deputy Director General (DDG), Chief Directors of Supply Chain Management, Finance, Strategy & Systems, Corporate Services, Clinical Support, Hospitals, and Nursing, with associated directors for better coordination and an empowered provincial head office".* The participant further explained that *"unlawful contracts were terminated, and recovery instituted".* The participant further explained that *"facilities in the province are*

enrolled within the national infrastructure”. The participant explained that “accountability in the Department improved tremendously, and that Financial Management Diagnostic Reports with clear immediate, medium, and long-term interventions were established”.

6.4.5.2.1 Analysis and deductions of the responses

The North West Provincial Department of Health was stabilised, according to the handover report on Section 100 invocation. However, it is unclear whether the invocation of Section 100 produced fruitful results. According to the report, 94% of the 111 actions involved in the intervention plan have been completed thus far (North West Provincial Government, 2022:11-18). Although the majority of participants indicated that the invocation of Section 100 intervention within the Department produced fruitful results, there is some inconsistency in their responses as to why they think so. This indicates that cooperation, and intergovernmental relations amongst senior managers are not effectively practiced, ensuring that each one is adequately informed regarding Section 100. This also returns to the central theoretical statement of the study *that national interventions under Sections 100 (a and b) in provinces, including the North West, result in mixed outcomes*. Furthermore, some participants believed that Section 100 did not produce fruitful results, because the systems are still the same, and they argued that it was still mainly a political decision. However, a document analysis also confirmed that Section 100 interventions did indeed produce fruitful results in some areas, such as a number of other interventions, which demonstrate how the Section 100 (1) (b) has directly benefited the people of the province, including:

- “The ratio of health professionals per 100,000 population members has increased, thus rendering health facilities more responsive than they were in 2018.
- Operating theatres were repaired, equipment procured, and specialists appointed. This move resulted in a reduction of surgical backlogs in hospitals.
- More MRI scans were conducted, thus improving access to sophisticated diagnostic procedures.
- The Renal Unit at Klerksdorp-Tshepong was upgraded, assisting the province to have more people on renal dialysis.

- Orthopedic surgeons were appointed, leading to a reduced backlog of operations and reduced waiting periods for orthopedic operations.
- An ophthalmologist was appointed at Mahikeng Hospital. This specialist performed more than 200 cataract operations in less than two months after her appointment in 2019, giving eyesight back to the older generation.
- Additional internal medicine specialists were appointed, resulting in improved clinical management processes and the elimination of persons, in some of the large hospitals, sleeping on the floor while waiting for treatment” (Republic of South Africa, 2022).

The analysis further indicated that the Department has made further strides in addressing the shortages of medicine stock in public health facilities. The document analysis indicates that the overall provincial medicine availability has reached 81%, as per the national essential list in the 3rd quarter of 2021/2022 (Republic of South Africa, 2022). The analysis further clarifies that the remaining challenges have been converted into six directives in a protocol agreement signed by the MEC for Health in the Province and the Minister of Health. In this regard, the document analysis stipulates that the Head of Department takes overall responsibility for the execution of the six directives (see Section 6.4.5.1.1 regarding the six directives).

As alluded to above, some participants have indicated that the invocation of Section 100 did not bring about fruitful results, and have provided thorough explanations as to why they think so. It is also important that these responses from participants are acknowledged, as doing so would ensure that implementation of Section 100 is successfully sustained. This is because some challenges are still persisting in the Department due to a lack of skilled leadership with proper qualifications, including poor/dilapidated infrastructure with short staffing, and unavailable resources that consequently lead to poor service delivery (Lefafa, 2022a). In conclusion, it is yet again argued that, just because some challenges were addressed, including the Department being stabilised by the invocation of Section 100, it does not necessarily mean that these challenges were resolved. This is also supplemented by a document analysis that confirms that there have been some changes since the Department was placed under administration, but there is still room for improvement. Hence, continuous monitoring and evaluation of this progress is needed to ensure that the implementation of Section 100

interventions is successfully sustained within the North West Provincial Department of Health. Considering the remaining challenges, including some of the fruitful results which invocation of Section 100 has brought about, this demonstrates the validity of the central theoretical statement made for this study (see Section 1.5) *that national interventions under Sections 100 (a and b) in provinces result in mixed outcomes.*

6.4.5.3 Sub-Theme 3: Processes and procedures of Section 100

This sub-theme aimed to determine the processes and procedures that were used when the invocation of Section 100 was implemented within the North West Provincial Department of Health. Most of the participants indicated that they were uncertain regarding these processes and procedures, which is a bit concerning because, as senior managers in different units within the Department, they should be informed about such processes and procedures that took place during the invocation of Section 100. Below are some of the responses from the participants who had a bit of an idea regarding the processes and procedures that took place:

- *“Meetings were held with staff regularly, and regular feedback was given to the MEC about human resources matters. The Department started to appoint staff in key positions. The District Health Services (DHS) created positions of two Deputy Director Generals (DDGs), one for Hospital Clinical Support Services and the other for the District Health System (DHS).”*
- *“An administrator with a team of support with various skills sets was deployed to the Department”.*
- *“Briefing of staff and senior management”.*
- *“An administrator and team were assigned to the Department to develop a turnaround strategy to improve service delivery to the citizenry, including signing powers of MEC and Head of Department were withdrawn”.*
- This participant provided a detailed explanation and stated that *“the National Department of Health obtained the permission of the Cabinet of South Africa to commence a Section 100 (1) (b) intervention in the North West Department of Health. The required permission was also obtained from the National Council of Provinces. A team from the National Department of Health, known as the Section 100 (1) (b) intervention team, assisted by an intervention team from the Premier's*

Office and other government departments, was given the responsibility for the intervention activities. The intervention in all of the departments, including the North West Department of Health, and the interventions in the Premier's Office were led by a Cabinet Minister. The National Department of Health, in collaboration with the Office of the President and the Managers of the North West Department of Health, drafted an intervention plan that was approved by the Inter-Ministerial Task Team on the intervention in the North West Province. The intervention plan had 111 activities, and four years later, 92% of the activities were sufficiently achieved for the intervention to move from a Section 100 (1) (b) to a Section 100 (1) (a)."

- *"There were various streams that looked at the different branches, for example, the finance stream; these were slowly withdrawn as and when the objectives were achieved".*
- *"As I have said, we were just called together and told that this is Section 100 (b)".* A follow-up question was asked of the participant to elaborate on their response. The participant explained that *"I think if they followed due processes and principles, it would have been different". "I afterward learned that the administrator works in the Department, and after some time, that person left. In this regard, sometimes a person gets the impression that the person came to settle a score".* The participant stated that *"apparently, something was not right when the administrator left".* The participant argued that *"I believe with Section 100, politics played a role".*
- The participant explained that *"when Section 100 came, the national government took over. The participant explained that basically, the accounting officer and the MEC had no power. This means that no expenditure could happen without them, including appointments".*
- The participant explained that *"the Minister came, wanting to see the whole management team, then introduced the administrator to us as the administrator of the Department".* The participant explained that *"the administrator appointed her intervention team to work with the Department, so they took us on board from day one, explaining what was going to happen".* The participant stated that *"so we had to work very closely with the administrator and the team in specific areas and report to them".* The participant concluded that *"there were a lot of people from the*

National Department of Health and also outside of the public service who came and assisted”.

- *“The first one would be the consultations, before you do that you consult the stakeholders, municipalities consultations, government structures, consultations with unions and consulting management, consulting political parties represented in the legislature and then the reasons explained, and then the administrator appointed, and concurrences done by the provincial treasury to allow the administrator to then resume responsibility of an accounting officer”.*
- *The participant argued that “there is no enabling legislation in terms of invoking Section 100 apart from the Constitution”. The participant explained that “there were workers’ strikes within the Department, complaining about performance assessment and that they had not been paid, but these were normal operational issues”. The participant explained that “then out of the blue, in April, the Minister of Health came and visited Mediosa Clinic in Madibogo within the North West Province”. The participant explained that “the Minister then brought the administrator, so the administrator started working without having the necessary legislative framework or powers to work, and later, towards the end of May, early June, that was the only time that the Provincial Treasury wrote a letter to take away powers from the Accounting Officer”. The participant argued that “this means that the administrator’s powers came after, which raises a question about what processes the administrator followed before”. The participant explained that “while the administrator was deployed in April, there were sub-committees that were formed to package an intervention plan for the province, and the Department of Health participated in the process. The question now is, if we were the ones who were doing wrong things, why must we be the ones telling the national government what to fix?”.*
- *“A team of Ministers descended in the province, led by the Department of Cooperative Governance and Traditional Affairs (COGTA) Minister, to conduct an assessment. It became clear that the challenges were just too huge to be left alone. The decision was made, and a team of departmental officials and national officials met for a few days and nights to draft the diagnostic report with associated interventions. Once that was done and submitted, and the cabinet approved the decision, teams were deployed within the province as part of the intervention”.*

6.4.5.3.1 Analysis and deductions of the responses

According to a handover report on the North West Provincial Department of Health's invocation of Section 100, the intervention started with a diagnostic evaluation that looked into the underlying causes of problems in the North West Department of Health. The Intervention Team then adopted a multi-faceted strategy, addressing the shortcomings in six crucial areas: service delivery, ICT infrastructure, governance and leadership, human resources management, finance and supply management, and labour relations and consequence management. The report explains that the Intervention Team worked to create long-lasting changes by diagnosing and planning, documenting interventions, and maintaining constant communication with managers and employees of the North West Department of Health, both directly and through already existing governance frameworks. However, as stated in this crucial handover report, the responses above do not show that there was constant communication with senior management (North West Provincial Government, 2022:26-27).

In this regard, the responses of this sub-theme are quite concerning, as these are senior managers within the Department in different units, as explained in the methodology section, including Chapter 1 of this thesis (see Section 1.8.2). Most of them were uncertain about which processes and procedures were followed during invocation of Section 100 and opted not to provide their views. This shows that cooperation and collaboration within management in the Department is lacking, including the national sphere of government. Those who provided their views above indicated that intergovernmental relations and cooperative governance were not fully practiced within the Department, including the national sphere of government, because there are inconsistencies in the responses.

After all, the processes outlined by the administrator do not align with those responses provided by the participants, including the handover report, which indicates that there were no guidelines, policy, or intervention framework stipulating processes informing the whole senior management of the North West Provincial Department of Health to follow besides the Constitution of the Republic of South Africa, 1996. In addition, the Constitution of the Republic of South Africa, 1996, on its own provides directives only

when a provincial department fails to carry out its duties, and then invocation of Section 100 may be invoked. But there are no processes or procedures that are provided to invoke such an intervention within provincial departments including the North West Provincial Department of Health. If there were, there would be consistency in responses and participants would be at ease on reflecting on the procedures and processes that took place when Section 100 was invoked within the Department.

Drawing upon the responses above, there is a major gap regarding the processes and procedures of invoking Section 100 intervention in provincial departments. It is argued that, although the participants had knowledge regarding intergovernmental relations and cooperative governance, it was not fully practiced when the invocation of Section 100 took place within the Department. It is therefore contended that knowledge regarding intergovernmental relations, cooperative governance, and decision-making should be properly practiced on a practical basis between the national government and provincial departments, and not only on paper, to ensure coordination and collaboration. This means that senior managers in all units within the North West Provincial Department of Health should be included in the decision-making process, particularly processes that are being followed when Section 100 is invoked in provincial departments, with particular reference made to the North West Provincial Department of Health. In this instance, the study argues that the responses from the participants should be taken into account when invoking Section 100 in provincial departments as a guideline that could be used to ensure that proper processes and procedures are followed. Consequently, this would ensure that the implementation of Section 100 is successfully sustained within the North West Provincial Department of Health.

6.4.5.4 Sub-Theme 4: Sustaining Section 100

This sub-theme aimed to evaluate the opinions of the participants on what could be done to sustain implementation of Section 100 within the North West Provincial Department of Health. Below are the participants' responses regarding this sub-theme:

- This participant contended that *“continuing with implementation of recommendations and ensuring that any skilled personnel are appointed”*. The participant further opined that *“ensuring that the baseline budget is adjusted, as it*

was one of the things that was identified as critical for sustaining the intervention". The participant argued that "to date, this is still not addressed".

- This participant specified that *"the managers in the North West Department of Health should lead the staff to implement national and provincial policies"*. The participant stated further that *"there should be no political interference in technical work, and politicians should remain as the representatives of the people who put them into the leadership positions, and ensure that people receive service through the implementation of the national and provincial policies"*. The participant emphasised that *"political leaders should not interfere with the appointment of staff"*. *"Moreover, staff should simply be appointed by virtue of merit, meaning that their qualifications and experience should match the scope of work of the posts into which they are appointed"*. The participant further argued that *"political leaders should also not interfere in financial and procurement matters"*. In addition, the participant advised that *"staff and managers who transgress in terms of financial misconduct and dereliction of duty should be dealt with fairly and firmly to ensure that a culture of discipline is maintained in the Department"*. The participant concluded that *"there should be a commitment to continuous people development in all sectors of the Department. In other words, the Department should maintain clear policies and protocols in all areas of work, so that staff and managers are clear in terms of what is expected of them"*.
- The participant argued that *"the Department should implement the outstanding part of the turnaround strategy and make sure that lessons learned from interventions are preserved"*.
- The participant explained that *"from the implementation of Section 100, critical appointments of key positions have been made and that has assisted in sustaining the gains made"*.
- This participant opined that *"nothing much could be done as systems, procedures, and processes did not change"*.
- The participant emphasised that *"if communication could be improved and involving the right people at the right levels it would be better"*.
- The participant opined that *"doing the right thing and following the prescripts including laws"*. A follow-up was, however, made regarding this opinion, and the researcher wanted to determine whether it is easy for people to follow prescripts.

The participant explained that *“if there are the right people doing the right things, then yes”*.

- The participant argued that *“implementation of Section 100 could be sustained by continuing to do what was learned during Section 100 and not throwing anything away”*.
- *“The first one is that each component that was the reason for administration should be kept in check so that there is no regression in the Department. The second one is that each area that was identified as pending during the closure must be properly closed, because you might find that we have identified it as pending, and it has not been attended which contributes to the regression of Section 100. The third one is that the Department must learn from administration and their lessons must be meant, so that they can detect their internal system, so that the Department can then be able to internally detect that they are going down and improve on certain areas without waiting for the national department to intervene”*.
- *“I think the Department has already put measures in place to make sure that there is no regression. However, continuous engagement with labour unions is important, because each time we have issues that might involve staff, we will then have meetings with unions to reach an agreement and at least stick to the resolutions that we have”*.
- *“I think it is not only about sustaining the implementation of those interventions, but also about sustaining effective and efficient performance and service delivery. This is because Section 100 has identified a few aspects, but not all aspects, and the aspects that they have delivered might have been key to improving service delivery. However, key aspects that are needed to sustain service delivery go beyond those identified. My view is that the key issue is about performance management”*. The participant argued that *“if there is effective performance management within this Department and any department, then there is no need even to have Section 100, because if there is effective performance management, it means that everybody knows what is expected of them, and they do what is expected of them, and consequently their performance is then assessed, managed, and improved”*. The participant argued that *“if there is a challenge around effective performance management, then everybody does as they please, and deadlines are not met. In conclusion, I am saying that if there is a challenge*

around performance management, then you might come up with the best intervention, but the implementation thereof cannot be sustained”.

- *“The objectives and intervention plan from Section 100 must be made part of the MECs, Head of Departments (HOD), Mayors, Municipal Managers' mandatory Performance. The North West University must be tasked with all other Universities operating in the province to initiate studies like this one to assess various aspects of Section 100”.* The participant emphasised that accountability at all levels is important.

6.4.5.4.1 Analysis and the deductions of the responses

The responses from the participants above are important for this study, as they would assist in developing an intervention framework to sustain implementation of Section 100 interventions successfully within the North West Provincial Department of Health. In this regard, skilled personnel, as alluded to by the participants, would play an important role. This is also motivated by an argument made in Chapter 4, Section 4.4, that the availability of qualified employees with the necessary skills seems to be a challenge in achieving effective governance, which is essential to the pursuit of good governance in South Africa (Mlambo, Zubane & Thusi, 2022:11). One participant argued that a baseline budget is also important to sustain implementation of Section 100 interventions within the North West Provincial Department of Health. This is important because, as stipulated in Chapter 2, Section 2.5, an annual budget serves as the main foundation for the national government's planning cycle and intent declarations exchanged between ministers and heads of government departments (Cheyne, 2008:32). After all, a baseline budget is indeed important, because as argued in Chapter 4, Section 4.6, this would ensure that budget processes are transparent to ensure that finances allocated to the public sector are used for that purpose through accountability measures and transparency processes. This is also motivated by the handover report that shows that the North West Department of Health struggles to fulfil its mandate due to underfunding, which also prevents the Department from having a suitable post structure and limits its ability to respond as quickly as possible to provide a comprehensive health service (North West Provincial Government, 2022:16).

Furthermore, as alluded to by the participants, managers within the North West Provincial Department of Health should play a role in national and provincial policies. This is because, as argued in Chapter 4, Section 4.8, public managers are constantly faced with the duty of carrying out decisions made, which could also include decisions made regarding national and provincial policies. The participants advised that for successful sustainment of implementation of Section 100 interventions, there should be no political interference in appointments, including financial and procurement matters. The participants argued that politicians should remain as the representatives of the people who put them into the leadership positions, and ensure that people receive services through the implementation of the national and provincial policies. Moreover, staff should be appointed by virtue of merit. This means that staff appointed within the Department should have the necessary qualifications and experience to ensure that services are effectively and efficiently delivered to the citizenry of the North West Province. This is also motivated by the assertion made by Lefafa (2022a) that some challenges still persist in the Department, due to a lack of skilled leadership with proper qualifications, which consequently leads to poor service delivery.

Furthermore, as opined by the participants, accountability, commitment, and communication would play a significant role in sustaining implementation of Section 100 interventions. This is because, as argued in Chapter 4 of this thesis, accountability could assist in eradicating corruption within public institutions, and ensure that implementation of Section 100 is successfully sustained. This is also important because an argument was made in Chapter 4 that a key principle that stands out for good governance is accountability, which positively affects the standard of decision-making procedures and capable leadership (Sari, 2023:42). Moreover, as alluded to by the participants, there should be a commitment and effective communication to continuous people development in all sectors of the Department. This was also motivated in the handover report that continuous, thorough, and truthful communication is essential (North West Provincial Government, 2022:16).

In addition, as argued previously in Chapter 2, Section 2.8.3; to sustain implementation of Section 100 interventions, effective communication is a necessity. This means that the Systems Theory (see Section 2.8.3) would play a significant role amongst the three spheres of government, to ensure that effective communication is established during the

process of sustaining implementation of Section 100 interventions, regarding any problem or issue identified, using interconnecting processes and relationships amongst the spheres. Moreover, the literature review conducted in Chapter 3 of this thesis (see Section 3.3) indicates that the effectiveness of the governmental system hinges on adherence to established processes, necessitating robust communication channels amongst spheres of government. This entails the establishment of dedicated communication platforms, such as visual software for quarterly meetings, which should be closely monitored (Novkovic, Miner & McMahan, 2023:84).

In conclusion, the participants opined that following prescripts and laws, including doing the right thing, having an internal system so that the Department can then be able to internally detect that they are going down or regressing, and improving on certain areas without waiting for the national government to intervene, addressing pending matters (such as the six remaining activities identified in the sections above) are imperative. What led to the invocation of Section 100 interventions, could be remedied by sustaining effective and efficient performance management (this is because before the intervention, the handover report explains that *“there was a lack of clarity about human resource delegations and several technical positions reported directly to the MEC, leading to role conflict and problems with performance management”*). Continuous monitoring of areas identified as reasons for administration and collaboration amongst universities regarding Section 100 would all play a pivotal role in sustaining implementation of Section 100 within the North West Provincial Department of Health (North West Provincial Government, 2022:12).

6.4.5.5 Sub-Theme 5: Skills

This theme aimed to determine the skills necessary and important to sustain implementation of Section 100 interventions within the North West Provincial Department of Health. Below are the responses from the participants:

- The participant explained that *“skills could be in terms of the Department’s approved organogram and the job specifications per posts on the organogram”*.
- *“No comment”*.

- This participant explained that *“appointing officials with relevant qualifications and risk management should form part of the performance agreements of all staff members”*.
- The participant argued that *“there is no need for Section 100 anymore”*. The participant argued that *“Heads of Departments must be allowed to run their departments”*.
- This participant explained that *“skilled personnel with the right qualifications and sufficient budget are important for sustaining implementation of Section 100 within the North West Provincial Department of Health”*.
- This participant explained that *“astute managerial skills and thorough knowledge of the sector are important”*.
- The participant provided a detailed response and argued that *“my view is that specifically concerning the Department of Health, there is a document called Strengthening Health Services, and the document contributed to a large extent. The document tells you how to manage a proper health system”*. The participant explained that *“if you understand that document, it then informs you of all the skills set needed, including competencies and knowledge needed to improve health services. The participant concluded that “we now need to go back to the drawing board to see what the document is saying and compare it to what we have”*.
- The participant explained that *“the skills required will be informed by those aspects that we have prioritised, and it means that if we look at it, it is leadership skills and management skills that are core to this, but there are also technical skills”*. The participant argued that *“it is a combination of those because they all apply to different levels”*.
- *“I think during the administration and after, the Department is pursuing the principle of appointing skilled people. I think up to now, making sure that posts are not vacant for a long time also assists. However, this is the Department of Health, and you know the skills required are very vast. This means that skills are needed from management, health professionals, and sometimes technical personnel. At least, if we can have heads of programmes who have a basic knowledge of health issues, it could be better. Therefore, it would be beneficial to have people who are knowledgeable about the environment”*. The participant quoted that *“somebody said doctors are not good managers, so if we have Chief Executive Officers who*

are not necessarily doctors and MEC's including Heads of Departments who are not necessarily health professionals, it will be more proper for us to sustain implementation of Section 100 interventions if they have technical skills".

- The participant took the Mafikeng Provincial Hospital as an example and explained that *"the complication with this one is that the collapse was based on human resource capabilities, and not based on the weaknesses of the medical side, because the responsibility to hold and work with unions rests with the human resources component in any department. Now when workers opt to withdraw their labour, it is a component of the collapse of the collective bargaining skills, which means you would need all of the components that make an institution function".* The participant argued that *"one component triggers a problem if it is not equipped".* The participant concluded that *"in fact, if anything else, once you have a disagreement and the collapse of collective bargaining, it is not the problem of the other side, but the problem is with the human resources and the managerial function that you would need".*
- The participant argued that *"the objective of the Department of Health is to function effectively and efficiently on its own without an intervention".* The participant explained that *"it is not ideal for them to have Section 100".* The participant in this instance alluded that *"they do not want to sustain it".* The participant explained that *"it should not have been there in the first place".* The participant further argued that *"it is about everyone playing their role, doing their part, and making sure to deliver services to the people".*
- The participant argued that *"you need the right people qualified and with sufficient experience for them to do the right thing".*
- The participant explained that *"negotiation skills are a necessity to be able to negotiate with the different levels of the Department to get their buy-in".* The participant argued that *"if you cannot get their buy-in, then you would not be able to sustain implementation of Section 100 interventions".*
- The participant explained that *"leadership development and management, including ethical leadership, is to be inculcated within the operations of the Department".* The participant concluded that *"risk management for all levels and employee relations, including change management, are critical to sustain implementation of Section 100 interventions".*

- The participant explained that *“the skills might be to say that the people that were involved must have a knowledge database, so that all of the knowledge people have obtained during this period is kept in a knowledge database”*. The participant argued that *“so that if anybody leaves, that knowledge does not go away, so that skills and knowledge obtained during that period are not lost”*.

6.4.5.5.1 Analysis and deductions of the responses

From the responses above, it could be argued that the majority of participants believe that if the Department could recruit individuals who are qualified to do the job, and have the necessary qualifications and experience, then Section 100 interventions within the Department could be sustained successfully. Some participants opined that ethical leadership, managerial and technical skills would contribute to successfully sustaining implementation of Section 100. However, it is argued that all of these components draw back to the Human Resources Unit, whereby senior managers need to ensure that the organisational structure developed aligns with these critical skills identified by the participants, ensuring that qualified candidates are recruited according to merit. As argued by one participant, it is equally important that all of the necessary skills obtained during the invocation of Section 100 are stored in a secure database, so that anyone who is new within the Department can acquaint themselves with all of the necessary information, to continuously sustain implementation of Section 100 interventions.

6.4.5.6 Sub-Theme 6: An intervention framework

This sub-theme aimed to determine whether an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health is important, and could be of good use. Below is a summary of the responses from the participants:

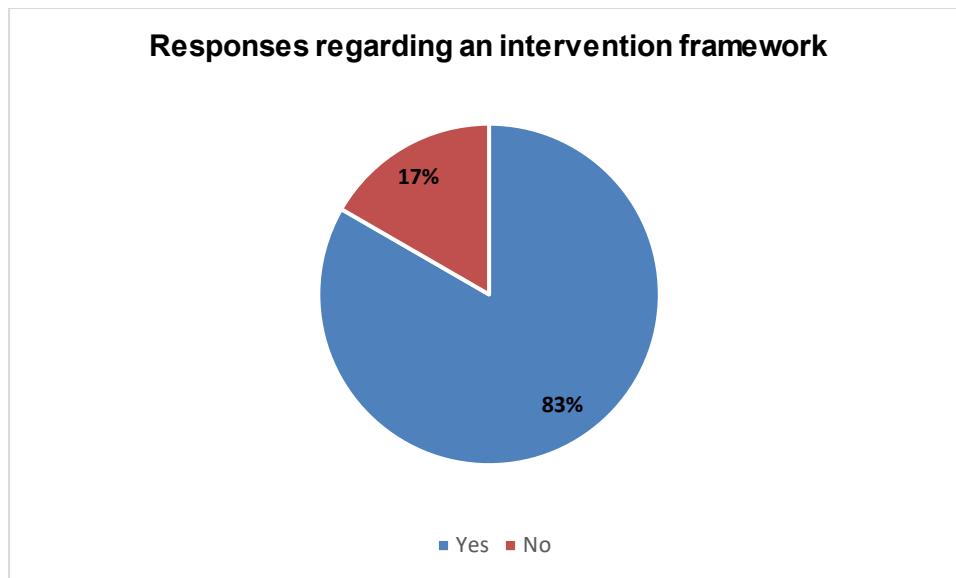


Figure 6-26: An intervention framework

Source: Researcher's own construction

From the responses above, 83% of the participants agreed that an intervention framework is important and could be of good use within the North West Provincial Department of Health. However, 17% of the participants indicated that an intervention framework is not important and would not be of good use within the Department. Some participants preferred not to provide their views regarding this sub-theme. Below are some of the responses from the participants who preferred to elaborate on their responses:

- The participant explained that, *“yes, 100% an intervention framework is important and could be of good use”*. The argument is that *“you cannot just look at the Constitution and invoke Section 100, because I do not think there was proper consultation done”*. The participant argued that *“I think there was too much political interference, with no reasons why the Department was placed under administration”*.
- This participant argued that *“an intervention is not at all important because everything in government has prescripts, policies, and frameworks”*. The participant argued that *“we all know how it should operate and what we should do in every sphere”*. The participant explained that *“it has nothing to do with an intervention framework. I do not even think there is such a thing”*. The participant argued that *“it is not about a framework but about doing the right thing”*. The

participant further argued that *“it is not like if there is a framework, we will behave, because behaving is dependent on the person”*. The participant concluded that *“there is no need for a framework if the person will not do the right thing”*. The participant further argued that *“it is dependent on the person and not a framework”*.

- *“I do not know of any, so yes, it will assist. I do not think it will be a framework for the North West Department of Health only, but it can be used in other provinces should there be any intervention”*. The participant concluded that *“I think it will be of good use if it can be available”*.
- *“My view is that you do not necessarily need an intervention framework for a particular department, but you need an intervention framework for Section 100 when the national government intervenes, so that we understand and know why there is an intervention”*.

6.4.5.6.1 Analysis and deductions of the responses

The responses from the participants who provided their explanations above are interesting. Firstly, one participant argued that an intervention framework is not important, because the government has prescripts, policies, and frameworks already in place. However, the participant contradicts themselves that they do not think that there is such a thing as an intervention framework. If there is no such a thing as an intervention framework, why in the first place have they said that the government has frameworks and prescripts in place? Furthermore, the gap identified by the participants above is important, as it also supports the problem and gap identified in Chapter 1 of this thesis, that there are limited studies conducted outlining how interventions within the provincial sphere of government in terms of Section 100 in South Africa could be sustained, which indicates a significant gap that the current study intends to fill. Thus, it is argued that this study is important and could fill in the gap identified, since the majority of the participants (83%) indicated and agreed that an intervention framework is important and could be of good use to sustain implementation of Section 100 within the North West Provincial Department of Health.

Based on the above empirical findings and the considerations of a literature review including a document analysis regarding intergovernmental relations, cooperative governance, good governance and decision-making, an intervention framework to sustain

implementation of Section 100 within the North West Provincial Department of Health was developed. The intervention framework is discussed in the next chapter of this thesis.

6.5 CHAPTER CONCLUSION

In this chapter, the empirical findings regarding an intervention framework to sustain implementation of Section 100 were presented and analysed. The data was acquired through the use of a 5-point Likert-scale type questionnaire, semi-structured interviews, and a document analysis. As mentioned, this thesis made use of fifteen (15) participants. All senior managers were targeted to participate in this study using a non-probability sampling method. All of the statements posed to the participants were based on facts and knowledge concerning the literature review, including the invocation of Section 100 within the North West Provincial Department of Health.

Furthermore, the data gathered through an empirical investigation was compared to the data presented in Chapters 2, 3, 4 and 5 of this thesis, including a document analysis. The views and literature comparison contributed to achieving the primary objective of this study, which is to present an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health. The responses from the participants confirmed that there is a gap with regard to an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health. This framework would assist in sustaining all progress made when Section 100 was invoked within the Department, including making the necessary improvements regarding the challenges that were not fully resolved during the invocation of Section 100, within the Department.

The next and last chapter of this thesis summarises the main findings of the empirical investigation, including findings from all of the chapters that were previously presented. It also draws logical conclusions and offers recommendations by means of an interventionist framework to sustain implementation of Section 100 within the North West Provincial Department of Health.

CHAPTER 7 SUMMARY AND RECOMMENDATIONS: AN INTERVENTION FRAMEWORK WITHIN THE NORTH WEST PROVINCIAL DEPARTMENT OF HEALTH

7.1 INTRODUCTION

This chapter presents an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health. The summary of the research, overall conclusion, recommendations, and areas for future research, are also presented. This study has been undertaken to address the problem regarding the reasons for the invocation of Section 100 interventions within the North West Provincial Department of Health, and how to remedy the situation.

After extensive empirical investigation with senior managers (as presented in Chapter 6) within the North West Provincial Department of Health, it was found that participants had sufficient knowledge regarding intergovernmental relations, cooperative governance, good governance, and decision-making. However, it was also discovered that such knowledge was not applied during the invocation of Section 100 within the Department. For the purposes of this study, it is important to note that such establishment of intergovernmental relations, cooperative governance, including good governance and decision-making, would play a significant role in sustaining implementation of Section 100 within the North West Provincial Department of Health. In this instance, this study was undertaken to determine *what should be included in an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health*.

Taking the aforementioned into account, this chapter provides a summary of the literature review undertaken and an empirical investigation, including findings on the secondary objectives of the thesis. This literature review, including the findings from the empirical investigation, forms the basis of an intervention framework. In general, the recommendations through an intervention framework would assist in sustaining implementation of Section 100 within the North West Provincial Department of Health.

The overall purpose of this final chapter is thus to propose recommendations by way of an intervention framework that could sustain the implementation of Section 100 within the North West Provincial Department of Health.

7.2 SUMMARY AND FINDINGS OF THE CHAPTERS

Chapter 1 provided the orientation and background to the study, the problem statement, the research objectives and questions, the central theoretical statements, and the research methodology. The study outlined South Africa's three spheres of government and the constitutional principles of intergovernmental relations and cooperative governance. It was argued that even though intergovernmental relations and cooperative governance aim to promote collaboration and integration, weak application has often led to services not being delivered successfully amongst the three spheres of government. It was found in this chapter that Section 100 (1)(b) was invoked in 2018 within the North West Provincial Department of Health to address governance, financial, and service delivery failures. However, regardless of the objectives of Section 100 (1) (b) to restore stability and accountability, the Department still faces challenges, such as a medicine shortage, as well as a shortage of health professionals, which undermine service delivery. Hence, the central theoretical statement in this chapter argued that national government interventions under Sections 100 (a and b) in provinces, including the North West, result in mixed outcomes. This is because some indicators and areas can be addressed through invocation of Section 100, and some cannot be fully resolved. In this chapter, the problem of the study was identified. Accordingly, the study aimed to investigate the reasons for invocation of Section 100 within the North West Provincial Department of Health, and to develop an intervention framework that could sustain the implementation of Section 100.

The chapter further outlined the adopted paradigm/model for this study. In this chapter, it was found that the model adopted (New Public Governance) is important to this thesis. This is because it offers a governance paradigm that relates to the complicated and multi-stakeholder nature of Section 100 interventions. The research approach and design that the study followed was elaborated upon. For this section, it was found that a mixed method research approach was the most suitable for this study. The chapter argued that

although the study is predominantly qualitative in nature, one operational phase by means of a questionnaire motivated the rationale for adopting a mixed-method research approach.

Chapter 2 investigated how intergovernmental relations both internationally and locally mandate a national government to coordinate its functions integratively, and this was explicitly linked to research objective and question number 1, including the central theoretical statement number 1. This objective was achieved by means of providing a conceptual and contextual exposition of intergovernmental relations. In this chapter, it was found that the structure of intergovernmental relations can be understood from three schools of thought/theoretical perspectives. In this regard, it was argued that the most pertinent theoretical stance/school of thought for this study is that both federal and unitary systems can have intergovernmental relations. This includes South Africa. This is because the Constitution of South Africa, 1996 describes South Africa as a sovereign, democratic state that incorporates a robustly decentralised structure with a three-sphere system of government (national, provincial, and local), which is a feature of a quasi-federal or decentralised unitary system.

Furthermore, the chapter also provided the evolution of intergovernmental relations. Under this section, it was found that it is important to strengthen the systems and procedures that underpin intergovernmental relations in South Africa, to ensure the effective and continuous development of intergovernmental relations. Moreover, the importance of national government coordination in intergovernmental relations was presented. In this section, it was found and argued that coordination between governmental levels can result in cooperative actions, by maximising the use of shared resources, supporting local governments that are less capable or have lower incomes, integrating shared public policies, and avoiding predatory financial practices. The chapter further presented the role of national government in intergovernmental relations. In this section, it was found and argued that the national government's responsibility is to establish the policy frameworks that guide service delivery across all spheres of government. However, to ensure that these policy frameworks are effective, the provincial and local governments should not only understand, but also align with them, in executing their constitutional mandates.

Moreover, the chapter presented the functions and dimensions of national government integration. This was done to understand the functions of national government integration, to ensure that all spheres of government understand their mandate and responsibilities when rendering services to the citizens. In terms of the dimensions, it was argued that this study places emphasis on the vertical dimension. This is because vertical intergovernmental relations serve as a mechanism for coordination, partnership, changing of ideas, shared problem-solving, cooperation, and integration amongst national, provincial, and local spheres of government. This means that rather than implying centralised control, this study views vertical relations as a collaborative framework, where each sphere exercises differentiated autonomy, shares information, and engages in mutual accountability. In addition, and to understand how intergovernmental relations mandate a national government to coordinate its functions integratively, various theories were explored which included the Collaboration Theory, the Federalism Theory and the Systems Theory. These theories bear significance in contributing to ensure that implementation of Section 100 is successfully sustained. Strategies for effective central government coordination in intergovernmental relations were also elaborated upon. In conclusion, it was argued that effective intergovernmental relations are essential, and they could be accomplished if and when important role players, such as the three spheres of government, work together and collaborate.

Chapter 3 investigated theoretical underpinnings of cooperative governance to ensure that collaboration and good governance amongst different spheres of government is established. This explicitly linked to research objective and research question number 2 including central theoretical statement number 1. This included a thorough conceptual and contextual framework regarding cooperative governance. It was found and argued that to effectively implement cooperative governance, multiple subjects dealing with complex public administrative affairs must come to an agreement, work through differences, overcome the negative aspects of traditional administration, such as a single goal and low efficacy, and completely do away with a government-centred orientation. As emphasised in the summary of Chapter 2, this entails that rather than implying centralised control, the three spheres of government must collaborate. Principles and elements of cooperative governance were elaborated upon, to demonstrate its pivotal role when

establishing collaboration and good governance. It was found and argued that principles such as coordination, support, assistance, information exchange, and consultation amongst the three spheres of government are important. However, the realisation of these principles' hinges on intergovernmental cooperation. Furthermore, various theories under cooperative governance were explored, which included the Social Exchange Theory, the Stewardship Theory and the Decentralisation Theory. As argued in this chapter, these theories bear significance in ensuring that collaboration and good governance amongst the spheres of government are established.

Chapter 4 analysed elements, principles, and best practices associated with good governance and decision-making, with particular reference made to the North West Provincial Department of Health, explicitly linked to research objective and research question number 3, including the central theoretical statements numbers 1 and 2. The model adopted for this study was presented and elaborated upon. In this section, it was found and motivated that the New Public Governance (NPG) Model offers a governance paradigm that relates to the complicated and multi-stakeholder nature of Section 100 interventions. This section emphasised that the NPG is concerned with principles such as collaboration, trust-based networks and participatory decision-making, which are important and could potentially contribute to successfully sustaining implementation of Section 100 interventions within the North West Provincial Department of Health. The chapter in addition argued that Section 100 interventions inherently require intergovernmental cooperation (relations and cooperation amongst the three spheres of government) to ensure that services are effectively provided to the citizens.

This chapter provided an interpretation of good governance and decision-making. The relationship between good governance and decision-making was presented and motivated. In this section, it was found and argued that good governance and decision-making complement each other to ensure that an effective, accountable, and responsive public administration is established. The section motivated that good governance establishes principles, such as accountability, transparency, participation, and the rule of law. These principles shape and support the decision-making processes. It was argued that decision-making provides the mechanism through which governance is enacted, which would potentially translate the principles into practical service delivery outcomes.

This chapter argued that good governance should be considered an enabler for decision-making. This is because it would enhance accountability, transparency, performance, public trust, and improve service delivery outcomes in general. Lastly, the chapter presented literature regarding global cases of national government interventions. The cases of India, Nigeria, Brazil and Colombia were examined. It was found globally that there is a gap regarding detailed frameworks that guide the implementation, including the sustainability of interventions. This reinforces the need for an intervention framework both globally and within South Africa, to ensure that interventions such as those similar to Section 100 are not only constitutionally sound, but are also sustainable in the long run.

Chapter 5 analysed legislative and regulatory prescripts for national government intervention within provincial departments, with particular reference made to the North West Provincial Department of Health. This was explicitly linked to research objective and research question number 4, including central theoretical statements numbers 2 and 3. The aim of this chapter was two-fold. Firstly, it provided an overview of Section 100 interventions. A distinction between Section 100 (1) (a) and 100 (1) (b) was provided. It was found that compared to a Section 100 (1)(b) intervention, a Section 100(1)(a) intervention is less invasive. The section explained that, according to the Constitution, 1996, Section 100(1)(b) is the most invasive kind of provincial intervention. Secondly, this chapter provided an analysis of legislative prescripts relevant to this study, which included the Health Professions Act 56 of 1974, the White Paper on the Transformation of the Public Service, 1995, the Constitution of the Republic of South Africa, 1996, the Public Finance Management Act 1 of 1999, including the Intergovernmental Relations Framework Act 13 of 2005. The chapter further provided an analysis of regulatory prescripts, which included the National Evaluation Policy Framework, 2012, the National Development Plan Vision 2030, and the Medium-Term Strategic Framework 2019-2024. All of these were deemed important to achieve the primary objective of the study.

Chapter 6 determined how Section 100 interventions were enforced within the North West Provincial Department of Health, which is explicitly linked to research objective and research question number 5, including the central theoretical statement number 3. The chapter provided detailed information on the research methodology. The research methodology in this chapter included the approach that the study used, the research design, the data collection method, the target population, the validity and reliability of this

thesis, the data analysis approach, and the ethical considerations and limitations of the study. The findings from the participants were analysed using thematic analysis. The purpose of this was to assist in achieving the primary objective of the study. In addition, the purpose of this empirical investigation was to assess the knowledge of participants regarding intergovernmental relations, cooperative governance, good governance, and decision-making, including legislative and regulatory prescripts for national government by means of a questionnaire. The purpose was to further understand the reasons for invocation of Section 100 within the North West Provincial Department of Health, by means of semi-structured interviews with senior managers within specific units.

In this chapter, it was found that participants had sufficient knowledge regarding intergovernmental relations, cooperative governance, good governance, and legislative and regulatory prescripts for national government. However, this knowledge was not sufficiently applied when Section 100 was invoked within the Department. It was further found that Section 100 interventions within the North West Provincial Department of Health, lead to mixed outcomes. This is because certain indicators and challenges that led to the invocation of Section 100 were addressed, but some were not. Moreover, it was found that the reasons for invocation of Section 100 were grounded on six major areas, namely service delivery, finance and supply chain management, human resources management, labour relations and consequence management, and Information and Communication Technology (ICT) infrastructure, including governance and leadership.

Furthermore, the chapter found that there were 111 actions in the Intervention Plan overall. Ninety-four percent (94%) of the activities in the Intervention Plan have been completed and resolved thus far within the Department. However, the Head of Department and Executive Management Team should handle the remaining 6% of the operations according to the handover report. An argument was made that these challenges or 111 actions were not fully resolved, as there are still indicators that need to be resolved within the Department, such as sufficient budgeting, an approval of an organisational structure, stabilisation of pharmaceuticals, infrastructure maintenance, digitalising records and disciplinary cases. The chapter argued that if fully resolved, it would assist to ensure that implementation of Section 100 within the North West Provincial Department of Health is successfully sustained.

Chapter 7 proposes recommendations by way of an intervention framework that could assist in sustaining implementation of Section 100 within the North West Provincial Department of Health, which is explicitly linked to research objective number 6 and research question number 6. This chapter assesses whether the objectives of the study were achieved. The findings regarding the primary and secondary objectives of this study that were collected through a literature review, a questionnaire, semi-structured interviews and a document analysis, including the development of an intervention framework with recommendations regarding the ability to sustain Section 100 interventions, are presented below.

The following section presents literature regarding frameworks and how they are developed. This will assist in developing an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health as a significant contribution to this thesis.

7.3 FRAMEWORKS

Most research studies are built around frameworks that establish research objectives, explain methodologies, and connect them to the body of existing literature on the subject (Ainley & Schulz, 2020:36). However, there is currently no published guidance on how to create a framework or formal description of what one is, despite the growing recognition of the advantages of adopting them (McMeekin, Wu, Germení & Briggs, 2020:1). The authors argue that the academic community does not have a clear definition of a framework. Though there is no clear definition of a framework(s), Van Der Walldt (2016:51–53) emphasises the function of conceptual and analytical frameworks in research. The author explains that a solid theoretical framework, which is situated on a much wider cognitive scale of abstraction, is typically the foundation upon which a conceptual framework is built. The author explains further that in order to comprehend the possible (causal) relationships between concepts in the pursuit of meaning, the author argues that an analytical framework is created from a conceptual framework. Partelow (2023:510) states that in the environmental social sciences, governance research and practice, sustainability sciences, and social-ecological systems research frameworks play

a crucial role in organising empirical investigation and theoretical development about the related disciplines.

George (2024:7) explains that research frameworks that explicitly combine pertinent ideas, theoretical structures, and notions that will permeate every facet of the study are necessary for good qualitative reporting. This assertion is important for this study, since this study followed a mixed method approach (for one operational phase that included a questionnaire), but was predominantly qualitative in nature. In this regard, the study combined pertinent ideas and theoretical structures to develop an intervention framework. Partelow (2023:510), in addition, argues that although frameworks help to express and summarise fundamental ideas in a discipline, their development and application are frequently opaque. Therefore, understanding the goal and benefits of using frameworks can be facilitated by placing them within a scientific theory.

McMeekin, Wu, Germeni, and Briggs (2020:2) explain that there is an implicit consensus that a framework offers structured practical direction or a tool to lead the user through a process utilising a stage or a step-by-step approach. Thus, a framework may be defined as a system of rules, ideas, or beliefs that are used to plan or decide something, or a set of ideas that is used when forming decisions and judgments (George, 2024:5). It may be argued in this instance that the fundamental structure of something is called a framework. Conley (2016:1) also explains that a framework is a collection of concepts or information that supports something. According to the author, it establishes the fundamental framework that provides the issue which a researcher is attempting to address with direction and support.

Furthermore, McMeekin, Wu, Germeni, and Briggs (2020:2) state that a framework is a set of structured principles, a body of methods, rules, and postulates used by a specific procedure or set of procedures, a method for structuring how a given task is or should be performed, or a series of methods. As a result, many well-established frameworks are commonly utilised to collect new data (Partelow, 2023:510). According to George (2024:5), a single formal theory or a portion of it, any combination of many theories, or pertinent constructs from other theories, models (which are streamlined representations of formal theories), ideas from the literature, and the experiences of researchers can all

be included in a framework. This is significant for the purposes of this study, since the study comprised of theories such as intergovernmental relations and cooperative governance, (see Chapters 2 and 3) that are guiding this research, including ideas from the literature (good governance and decision-making, including statutory and regulatory prescripts for national government interventions in South Africa) that could potentially be included when developing an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health.

Furthermore, Partelow (2020:35) states that frameworks can be developed by researchers based on their knowledge, values, or interests, or by synthesis supported by empirical evidence. However, Crawford (2020:35) cautions that, for the mere fact that different authors define and describe conceptual and theoretical frameworks differently, and that the definition of what constitutes a framework differs from different authors, this might present a challenge for novice researchers when developing a framework. In this regard, Johnson (1993:3) clarifies that a framework outlines the steps for breaking down a problem. This means that researchers may follow the steps followed in their study through a literature review and empirical investigation, to break down a problem that their study intends to address. According to Nilsen (2015:2), a framework typically refers to a structure, overview, outline, system, or plan made up of different descriptive categories, such as concepts, constructs, or variables, and the relationships between them that are thought to explain a phenomenon.

Furthermore, Nilsen (2015:5) argues that in terms of research, recommendations, interventions, innovations, and evidence, that is, broadly speaking, research-based knowledge, frameworks define implementation objects (Nilsen, 2015:5). For the purposes of this study, implementation objects would include intergovernmental relations, cooperative governance, good governance and decision-making practice, and regulatory and statutory prescripts for national government intervention in South Africa. In addition, it is important to note that the structure of many frameworks consists of identifying a collection of ill-defined or vague concepts and their general associations, frequently represented by box-and-arrow diagrams (Partelow, 2023:511). Based on this assertion, it is argued that existing literature informs frameworks (Ainley & Schulz, 2020:23).

According to the Cambridge Dictionary, a framework is a system of rules, ideas, or beliefs that is used to plan or decide something, and a supporting structure around which something can be built (Partelow, 2023:512). This means that a framework provides a set of assumptions, concepts, values, and practices, by highlighting the normative or fundamentally subjective logic of framework construction (Binder, Hinkel, Bots & Paul-Wostl, 2013:2). Consequently, Ainley and Schulz (2020:27) argue that implementation techniques can also be described by frameworks. In this instance, a framework assists researchers in identifying the best strategy and techniques to use in a certain circumstance, depending on what researchers are attempting to learn.

To conclude and for the purposes of this study, an intervention framework will be developed by means of following a set of principles deemed important to sustain Section 100 interventions; a body of methods, rules, ideas and beliefs that were presented in Chapters 2, 3, 4, 5 and 6 of this thesis. The authors above however caution that with frameworks, an intervention might be considered complex, due to the properties of the intervention itself, such as the number of components involved, the range of targeted behaviours, the expertise and skills required by those delivering and receiving the intervention, the number of groups, settings, or levels targeted; or the permitted level of flexibility of the intervention or its components. Despite the complexity of interventions (since this study's primary objective is to develop an intervention framework), the literature review conducted in this study, including an empirical investigation from the participants within the North West Provincial Department of Health, will inform the framework.

Taking the above literature into consideration, the following section presents an intervention framework to sustain implementation of Section 100 as a significant contribution for this thesis.

7.4 AN INTERVENTION FRAMEWORK TO SUSTAIN IMPLEMENTATION OF SECTION 100

The following intervention framework made use of the literature review and the empirical findings. The intervention framework below identified five main contributions that would

potentially contribute to the intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health. This is presented below:

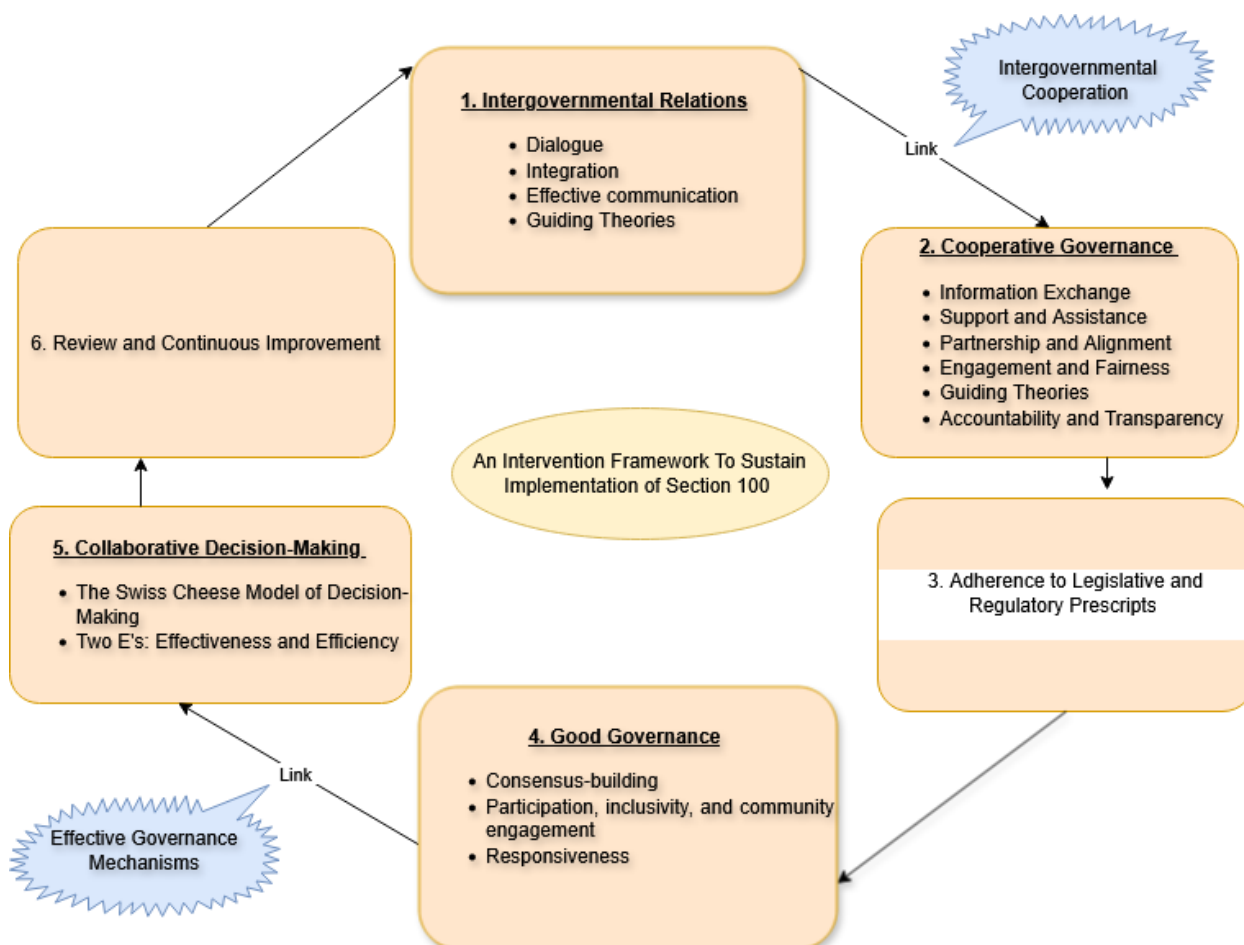


Figure 7-1: An intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health

Source: Researcher's own construction

7.4.1 Description of the intervention framework

The problem statement of the study investigated the reasons for invocation of Section 100 within the North West Provincial Department of Health, and how to remedy the situation by means of an intervention framework. Based on the empirical investigation, the reasons for invocation of Section 100 within the North West Provincial Department of Health were based on six major areas, namely service delivery, finance and supply chain management, human resources management, labour relations and consequence management, and Information and Communication Technology (ICT) infrastructure,

including governance and leadership. Senior managers that were included during the empirical investigation are employed in units surrounding these six major areas. Moreover, during the empirical investigation, it was found that there were one hundred eleven (111) actions in the Intervention Plan overall. The handover report within the North West Provincial Department of Health specifies that ninety-four percent (94%) of the activities in the Intervention Plan have been completed and resolved thus far within the Department. However, the handover report explicitly specifies that the Head of Department and Executive Management Team should handle the remaining 6% of the operations (budgeting, approval of an organisational structure, stabilisation of pharmaceuticals, infrastructure unit, digitalising records, and disciplinary cases) which call for more time and resources. This assertion of the remaining 6% of the operations as found during the empirical investigation, in Chapter 6, Section 6.4.5.1 and 6.4.5.2, reiterate the need for an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health (North West Provincial Government, 2022:11).

Taking the above background into consideration, sustaining implementation of Section 100 within the North West Provincial Department of Health warrants establishing intergovernmental cooperation. Intergovernmental cooperation for this study is described as relations and cooperation amongst the three spheres of government (in particular the provincial and national sphere of government), including a combination of elements in relation to effective intergovernmental relations and cooperative governance, that would ensure that the spheres of government collaborate effectively and efficiently. This is because participants in Chapter 6 of the thesis demonstrated sufficient knowledge about intergovernmental relations and cooperative governance. It was however found during the empirical investigation that the knowledge was not sufficiently utilised amongst the participants when invocation of Section 100 was implemented in 2018, and post the intervention amongst the participants. This is because there were some inconsistencies regarding the results of invocation of Section 100, including the challenges that the Department was facing and the processes and procedures that were used to invoke Section 100 within the North West Provincial Department of Health (see Sections 6.4.5.1, 6.4.5.2 and 6.4.5.3). Thus, the knowledge that the participants have regarding intergovernmental relations and cooperative governance (see Sections 6.4.2), need to be

put into practice, and not only remain knowledge acquired through theory. It is argued that this combination would play an important role into sustaining implementation of Section 100 within the North West Provincial Department of Health.

Firstly, this means that dialogue and information exchange amongst the three spheres of government play an important role. This is because the Stewardship Theory presented in Chapter 3 advocates that public leaders and the employees that they are stewarding have similar goals, or will have similar goals in the main, if the leaders and managers: (a) have a dialogue with the employees about goals, tools, and boundaries based on trust; (b) give them the authority to exercise limited self-control and invite them to take on team-related leadership tasks; and (c) involve them in making decisions that affect the organisation as a whole (Torfinn & Bentzen, 2020:6). It is argued that trust would play an important role amongst leaders within the national sphere of government, including the executive management team, by means of information exchange and constant dialogue every quarter regarding decisions related to Section 100 interventions, particularly regarding the six remaining areas that need to be resolved and the progress made to avoid regression. Moreover, intergovernmental cooperation entails that integration, support and assistance are required from all stakeholders involved, such as the national sphere of government and the executive management team within the North West Provincial Department of Health. In this regard, integration requires reciprocal engagement, rather than one-sided control from the national sphere of government. It is argued that if integration mechanisms to ensure cooperation are not strong, this confusion might create an implied ranking, where the national government dominates amongst the other spheres of government.

Thus, for this study, it is important that sustaining Section 100 interventions within the North West Provincial Department of Health requires not only the national government oversight, but also entails active and direct participation from the provincial sphere of government and cooperation from the local sphere of government. This consequently embodies integration into practice, rather than hierarchy or ranking. For this study, integration is perceived as the most effective and abiding approach. This is because this approach looks for solutions that address the needs of all of the people involved, without coercion and compromise (Metcalf & Urwick, 2014:35). This means that a reciprocal obligation of spheres of government to trust, support and assist one another in

coordinating service delivery is important to the communities (Motingoe, 2012:55). In this regard, support and assistance would be through the sharing of resources (such as budgeting), as this is one of the areas remaining as outlined in Chapter 6 (see Section 6.4.5.1 and 6.4.5.2) to be resolved within the North West Provincial Department of Health, including financial resources and shared ideas amongst the three spheres of government.

For effective intergovernmental cooperation, this warrants effective communication from the three spheres of government, regarding any issues concerning Section 100. This means that partnership, alignment, engagement and fairness are important, as specified in the figure above. The thesis argues that all of these elements entail that rather than implying centralised control, the study advocates for vertical intergovernmental relations as argued in Chapter 2 of this thesis (see Section 2.6). This is because vertical intergovernmental relations view vertical relations as a collaborative framework, where each sphere of government exercises differentiated autonomy, shares information, and engages in mutual accountability. The study argues that by following this approach, it would allow the national sphere of government to provide policy direction, the provincial sphere of government to lead implementation, and the local sphere of government to contribute to contextual insights and service delivery, since it is the closest to the people. Moreover, it is further contended that following this approach allows vertical intergovernmental relations to create structured opportunities for the spheres, to jointly address challenges that may arise on matters relating to Section 100 and to resolve these challenges collaboratively. This consequently would enhance the effectiveness and sustainability of implementation of Section 100 within the North West Department of Health.

Furthermore, to successfully sustain implementation of Section 100 interventions within the North West Provincial Department of Health, the study argues that intergovernmental cooperation entails acknowledging the guiding theories presented in this study (see Chapter 2, Section 2.8 and Chapter 3, Section 3.5). The theories include the Collaboration Theory, the Federalism Theory, the Systems Theory, the Social Exchange Theory, the Stewardship Theory and the Decentralisation Theory. For the Collaboration Theory, this is because collaboration decreases ambiguity in projects and helps to detect risks and uncertainties. This assertion is also motivated by the fact that participants were uncertain regarding the processes and procedures that took place during invocation of Section 100,

including the challenges and results which the invocation of Section 100 produced. Moreover, if a public institution, such as the North West Provincial Department of Health, has uncertainties on how to address a certain challenge, in particular Section 100 interventions, the public institution could make use of the Collaboration Theory to ensure that there is collaboration amongst the three spheres of government to solve any uncertainties that might occur. This means that concerns about the legitimacy of knowledge, power, control, and stakeholder involvement are significant, and should be addressed at every stage of the collaborative process when addressing issues of Section 100 interventions within the Department (Jamal & Stronza, 2009:173).

The Federalism Theory as argued in Section 2.8.2 of this study, underscores the importance of autonomy amongst the three spheres of government. This would allow each sphere to establish its regulations and responsibilities within its domain, by also consulting with each other. The theory also encourages consultation amongst the other spheres of government when issues arise, that necessitate cooperative decision-making and mutual agreement. For the purposes of this study, it is argued that this collaborative approach to decision-making is crucial, as it ensures that the processes involved when mitigating issues such as sustaining implementation of Section 100 interventions within the North West Provincial Department of Health are effectively managed by following prescribed processes of decision-making. With reference to the Systems Theory, Ramoganyane and Jarabandhan (2018:156) argue that the theory enhances intergovernmental relations by fostering shared visioning, decision-making, communication, governance, and accountability. This would consequently enhance service delivery and assist in sustaining implementation of Section 100 within the North West Provincial Department of Health, when these elements are acknowledged fully by the three spheres of government. Moreover, the crucial need to use a systems approach and to address complex problems (such as Section 100) that are interconnected and intertwined in both their nature and operation are evident in this theory. The authors above explain that this is because intergovernmental relations are essentially about administering a government system that involves intricate interlinkages and interrelationships between different spheres of government, which also offer a pertinent and coherent theoretical frame of reference, which is important and would play an important role in sustaining the implementation of Section 100 interventions within the

North West Provincial Department of Health. In summary, the study argues that the Systems Theory could investigate the six remaining areas outlined and sustain progress made by invocation of Section 100 comprehensively, holistically and as a whole by acknowledging the Systems Theory.

Under the Social Exchange Theory, the study argues that positive and negative hedonic value in social exchange relationships is important, and holds significance in sustaining implementation of Section 100, as argued in Section 3.5.1. This is because the positive hedonic value would take place when an actor, in this regard, the national or provincial sphere of government, provides support in terms of resources (personnel or financial support) to the actor or target in need, such as health professionals or health institutions within the North West Province. This, in return, illustrates a high-quality social exchange relationship, whereby the target in need returns or reciprocates the relationship by means of increased motivation and high performance, including providing high-quality health services to the citizens of the North West Province, and consequently supporting the sustained implementation of Section 100 interventions. Moreover, a negative hedonic value would occur when actions from either national or provincial spheres of government harm the target, by means of providing less support to health professionals, including inadequate resources to health institutions. This may lead to low-quality relationships. The study argues that this low-quality relationship prompts demotivated health professionals, slow service delivery, and would demonstrate less support to sustain the implementation of Section 100 within the North West Provincial Department of Health. Thus, the study argues that both positive and negative actions in intergovernmental and intragovernmental exchanges have direct implications for sustaining Section 100 interventions. This direct implication highlights the critical need for collaboration, reciprocity, and avoidance of harmful practices, both provincially and across the spheres of government in South Africa.

Furthermore, the Stewardship Theory warrants significance in sustaining implementation of Section 100 interventions. This is because the theory states that for the various spheres of government to operate effectively, there must be a complementary and collegial connection in which all parties are willing to support and aid one another to enhance service delivery (Maluleke, 2015:68). Moreover, the Decentralisation Theory is also important to be acknowledged when sustaining implementation of Section 100

interventions. This is because the Decentralisation Theory advocates for the responsibility of the national government to decentralise authority to the lower spheres of government. However, for successful decentralisation to occur, the study argues that there should be adequate resources, effective processes, and procedures (that specify the role of each sphere of government), which also include accountability measures that must be presented across the three spheres of government. Overall, it is contended that while decentralisation in South Africa seeks to empower lower levels of government, the New Public Governance paradigm offers an essential framework for enhancing this process. The paradigm argues that if collaborative networks, shared accountability, and inclusive governance are emphasised amongst the spheres of government, the NPG can provide the necessary tools to overcome the challenges that have impeded successful decentralisation in rural provinces like North West. Moreover, the NPG Model could strengthen decentralisation by shifting the focus from isolated decision-making to collaborative networks, where diverse stakeholders engage in policy formulation and service delivery. Ultimately, integrating NPG with decentralisation will help to ensure the successful sustainability of Section 100 interventions, which would facilitate a more responsive, effective, and efficient healthcare system in the North West Province (Osborne, 2006:382).

In general, intergovernmental cooperation to sustain implementation of Section 100 within the North West Provincial Department of Health entails demonstrating overall accountability and transparency, as demonstrated on the figure above. This is because, as argued in Chapter 4 of this thesis, globally, there is broad agreement that transparency and accountability mechanisms are essential to helping nations attain developmental goals (Mothasedi, 2020:74; Letsoara, 2021:24; Malinga, 2021:23). Moreover, as emphasised by participants in Chapter 6 of this thesis, the participants argued that accountability at all levels is important within the Department. One participant also argued that there is no accountability within the Department, which they advised should be practiced and considered to ensure that implementation of Section 100 interventions is successfully sustained. The study argues that accountability and transparency could potentially assist in eradicating corruption, by means of transparent and fair consequence management practices within the North West Provincial Department of Health. This would consequently ensure that implementation of Section 100 is successfully sustained within

the Department. Thus, mutual accountability amongst the spheres of government would ensure that funds allocated to the North West Provincial Department of Health are used for their purpose. However, considering the complexity of accountability in practice, Legodi (2017:15) advises that accountability should be improved by increased document disclosure openness that complies with transparency policy and encourages effective oversight, internal control, and auditing (Legodi, 2017:15; Mariti, 2018:16). Moreover, the literature review presented in Chapter 4 argues that transparency would play a significant role in establishing effective decision-making, while treating it as a problem-solving process (Sedio, 2023:52). The framework argues that if this is acknowledged effectively and transparently, this would consequently ensure that implementation of Section 100 interventions is successfully sustained within the North West Provincial Department of Health.

Furthermore, to sustain implementation of Section 100 interventions, adherence to statutory and legislative prescripts that guide invocation of Section 100 interventions and could assist in sustaining such interventions is required. This means that the North West Provincial Department of Health needs to continuously adhere to statutory and legislative prescripts pertaining to Section 100 interventions. As presented in Chapter 5 of this thesis, these statutory and legislative prescripts for the purposes of this study include the Health Professions Act 56 of 1974, the White Paper on the Transformation of the Public Service, 1995, the Constitution of the Republic of South Africa, 1996, the Public Finance Management Act 1 of 1999, the Intergovernmental Relations Framework Act 13 of 2005, the National Evaluation Policy Framework, 2012, the National Development Plan Vision 2030, and the Medium-Term Strategic Framework 2019-2024.

The Health Professions Act 56 of 1974 is important because, according to Motswakae (2023:111), health professionals are central to South Africa's health system and are essential to providing high quality health services. Moreover, as also argued in the problem statement of this study, the 2020 health professionals' protests had an effect on service delivery in the North West Province. Therefore, acknowledging this Act and its provisions could help the North West Province to provide services effectively and assist in sustaining implementation of Section 100. The White Paper on the Transformation of the Public Service, 1995 is deemed important, because its principles are centred on equality, accountability, responsiveness, and citizen-focused service delivery, which

remain important in the context of Section 100 interventions. This is because the study argues that the successful and sustainable implementation of Section 100 interventions must be guided by the values stipulated in the White Paper, 1995. The values include a commitment to transformation, professional ethics, and putting people first. Thus, it is important that when sustaining such Section 100 interventions, full acknowledgement of the White Paper's principles is important. It is argued in this regard that if both the national and provincial departments do this, it will not only align with governance imperatives, but it will also ensure that effective service delivery and milestones made during invocation of Section 100 remain meaningful and sustainable in the long term.

In addition, the Constitution, 1996, remains imperative. This is because the Constitution, 1996, is known as the guiding Act governing South Africa, including Section 100 interventions. As argued in Chapter 5 of this thesis, the Constitution, 1996 is important for the purposes of this study, because it explicitly sets out the powers, responsibilities, and limitations of provinces. While these powers, responsibilities, and limitations are set, it simultaneously ensures national oversight where necessary. This oversight includes Section 100 interventions. In this regard, the study argues that to sustain the implementation of Section 100 interventions effectively, both the national and provincial governments should fully understand and respect the constitutional boundaries of authority and responsibility. This includes continuously acknowledging the pivotal role of the Premier and the National Council of Provinces (NCOP). This pivotal role includes coordinating and overseeing interventions within provinces. In general, this entails that the NCOP and Premiers' active involvement would not only ensure that the Constitution is adhered to, but it would also promote cooperative governance between the spheres of government and consequently assist in sustaining implementation of Section 100 within the North West Provincial Department of Health.

Furthermore, the Public Finance Management Act 1 of 1999 remains pivotal for the purposes of this study. This is because the Public Finance Management Act 1 of 1999 assists in adherence to using public finances and promoting accountability and transparency, since one of the reasons why the Department was placed under administration was due to corruption and fraud, as also explained in Chapters 1 and 6 by the participants. This indicated that appropriate legislative directives like the Public Financial Management Act 1 of 1999 were not appropriately followed or effectively

implemented within the Department. It is thus argued that although the Department regularly acknowledges this Act, as stipulated by the participants in Chapter 6, implementation of this Act was not properly practiced within the Department, otherwise the invocation of Section 100 would not have taken place. Therefore, the study argues that the Department should properly execute this Act and hold public authorities accountable for non-compliance according to this Act. This would consequently assist in successfully sustaining the implementation of Section 100 interventions within the North West Provincial Department of Health.

The Intergovernmental Relations Framework Act 13 of 2005 is also important to sustain implementation of Section 100 within the Department, as also argued by the participants in Chapter 6 of this thesis. This is because this Act would ensure that Section 100 interventions are successfully sustained by means of delineating the functions and responsibilities of each sphere of government, as argued in Chapter 2, Section 2.6. However, the study argues that these roles cannot be effectively exercised in isolation. Thus, the practical realisation of these functions depends on the mechanisms and processes that enable interaction, coordination, and cooperation across the national, provincial, and local spheres, as stipulated in the Act. Moreover, the Act serves as a framework that the various spheres of government can adhere to, in order to maintain cordial ties. This would also assist in mitigating confusion regarding roles and responsibilities of the three spheres of government.

Furthermore, the National Evaluation Policy Framework, 2012, plays an important role within the context of this study. This is because, as argued in Chapter 5 of this thesis, the National Evaluation Policy Framework, 2012 plays an important role in ensuring effective governance, accountability, and performance amongst the three spheres of government. For the purposes of this study, the National Evaluation Policy Framework, 2012, provides a structured approach that assists in identifying challenges, improving decision-making, and ensuring improvements in service delivery. It is argued that the framework's emphasis on regular monitoring, accountability, and performance evaluation, aligns directly with this study and would potentially contribute to sustaining implementation of Section 100 within the North West Provincial Department of Health successfully. This is because the National Evaluation Policy Framework's call for collaborative evaluation efforts, capacity-building, and integration of findings into organisational improvement,

reinforces the need for cooperative governance and shared responsibility between national and provincial spheres of government, consequently contributing to sustaining the milestones achieved regarding Section 100 within the North West Provincial Department of Health.

Moreover, the National Development Plan (NDP) Vision 2030, as well as the Medium-Term Strategic Framework 2019-2024 have significance in this study. The NDP is important to ensure that sustainable development is fostered and that accountability is established. The emphasis of the NDP on cooperation, capable leadership, and performance-based planning aligns with and supports the effective and sustained implementation of Section 100 interventions. This means that when provincial efforts are aligned with national development goals, it demonstrates that the three spheres of government work collaboratively. Moreover, the NDP provides a strategic foundation for restoring functionality in struggling provincial departments. Therefore, the NDP is not only a strategy for national progress, but is also an important strategy to ensure effective service delivery in provinces which could potentially assist in sustaining implementation of Section 100 within the North West Provincial Department of Health. In addition, the Medium-Term Strategic Framework 2019-2024 is also important for the purposes of this study. The importance of the Strategic Framework is that it acknowledges that poor accountability and corruption undermine the state's capacity, which is also why the North West Provincial Department of Health was placed under administration in 2018, as explained in Chapters 1, 4 and 6 of this thesis (Republic of South Africa, 2023:8). Thus, improving government planning and intervention coordination, coherence, and integration, as stipulated in the Strategic Framework, is important for the purposes of sustaining implementation of Section 100 interventions within the North West Provincial Department of Health.

The study argues that establishing intergovernmental cooperation and adherence to legislative and regulatory prescripts leads to effective governance mechanisms (good governance and collaborative decision-making) as demonstrated in the figure above. This study defines effective governance mechanisms as elements that would ensure inclusiveness of all stakeholders that are deemed important and that could contribute to sustaining implementation of Section 100 within the North West Provincial Department of Health. Firstly, the study argues that establishing intergovernmental cooperation

enhances consensus-building from the three spheres of government. The framework above argues that if consensus-building is strengthened within the North West Provincial Department of Health by means of finding common ground on matters concerning Section 100, particularly with regard to the six remaining areas and the progress made by the Department, rather than following the majority rule principle, this would demonstrate good governance from the Department and consequently enhance sustaining implementation of Section 100. Moreover, governance mechanisms that would assist in sustaining implementation of Section 100 interventions rely heavily on participation, inclusivity and community involvement. This is because, as argued in Section 4.3 in Chapter 4 of this thesis, the New Public Governance Model places a strong focus on teamwork and contends that solving society's issues requires the participation of numerous stakeholders, including the commercial sector, civil society, and, last but not least, the general public. It is believed that these stakeholders ought to collaborate with the public sector to create innovative solutions to issues that bureaucracy and New Public Management have failed to resolve (Kann-Rasmussen, 2024:583). For this study, yet again this includes issues such as the six remaining areas that the North West Provincial Department of Health did not resolve when it was placed under administration.

Furthermore, as argued in Chapter 4, Section 4.5, inclusiveness serves to guarantee that minorities' opinions are considered, corruption is kept to a minimum, and the voices of the most vulnerable in society are heard in decision-making (Ebi, 2021:15). This, however, again relies on stakeholders and the three spheres of government, including senior managers, to be responsive to teamwork. This assertion was also motivated by the fact that one participant in Chapter 6, Section 6.4.5.2 of this thesis argued that there is no responsiveness in the Department. Moreover, as argued in Chapter 4 of the thesis, good governance serves as a critical enabler to enhance effective decision-making. This is motivated by the fact that good governance ensures and facilitates effective decision-making by ensuring that all relevant stakeholders are involved, whether formally or informally, on issues such as Section 100 interventions. Thus, effective governance mechanisms for the purposes of this study include collaborative decision-making.

Under this element (collaborative decision-making), the study proposes that the North-West Provincial Department of Health adopts the Swiss Cheese Model of Decision-Making by Turner (2020a:4), when sustaining implementation of Section 100. This is

because, as argued in Chapter 4 of this thesis, Section 4.8, the model argues that organisational failures often occur when weak or uninformed decisions pass through multiple layers of governance, namely policy, strategy, tactics, and operations, without being intercepted. For the purposes of this study, this means that each layer represents an important reference. This means that when there are weaknesses (the gaps in the cheese, see Section 4.8, Figure, 4.7), it means that poor decisions can pass through, which would lead to service delivery failures or challenges, such as being unable to sustain implementation of Section 100 within the North West Provincial Department of Health (Reason, 1990). In this regard, the study argues that good governance functions as a protective framework that closes these gaps through principles such as accountability, transparency and inclusiveness, as presented in Chapter 4, Section 4.5, 4.6 and 4.8.

It is argued that employing these principles at each level in the decision-making process (see Section 4.8.1 for the decision-making process) within the North West Provincial Department of Health would not only assist in responsiveness, efficiency and effectiveness, but could potentially assist in sustaining the implementation of Section 100 interventions successfully within the North West Provincial Department of Health. To ensure that this is achieved, the study proposes that the North West Provincial Department of Health utilises the decision-making checklist by Ombudsman (2023:7) presented under Section 4.8.1 as a practical guide, to ensure that informed, transparent, and accountable decisions are taken that would consequently ensure that collaborative decisions are made in relation to sustaining implementation of Section 100 within the North West Provincial Department of Health.

In conclusion, the intervention framework argues that an establishment of intergovernmental cooperation (intergovernmental relations and cooperative governance), and adherence to legislative and regulatory prescripts including effective governance mechanisms (good governance and collaborative decision-making) are core elements deemed significant to successfully sustain implementation of Section 100 within the North West Provincial Department of Health. This, however, relies heavily on the review and continuous improvement of the elements presented in the framework above. In conclusion, the study argues that the successful implementation of this intervention framework requires not only the national government oversight, but also entails active

and direct participation from the provincial sphere of government and cooperation from the local sphere of government. This consequently embodies integration into practice rather than hierarchy or ranking.

7.5 ADDITIONAL RECOMMENDATIONS TO SUSTAIN IMPLEMENTATION OF SECTION 100

The recommendations below derive from the empirical investigation conducted in Chapter 6 (see Section 6.4.5.4 and Section 6.4.5.5) of this thesis, and are deemed important in addition to the intervention framework presented above, to successfully sustain implementation of Section 100 within the North West Provincial Department of Health. These are presented below:

1. In addition to the intervention framework presented above (see Section 7.4), the participants recommended that to successfully sustain implementation of Section 100 within the North West Provincial Department of Health, **skilled personnel** are imperative. This is also motivated by an argument made in Chapter 4, Section 4.4 of this thesis, in that the availability of qualified employees with the necessary skills seems to be a challenge in achieving effective governance, which is essential to the pursuit of good governance in South Africa (Mlambo, Zubane & Thusi, 2022:11). Thus, ensuring that individuals with the necessary skills are recruited within the Department is important in sustaining implementation of Section 100. The participants opined that a **baseline budget** is also important to sustain implementation of Section 100 interventions within the North West Provincial Department of Health. This is important because, as stipulated in Chapter 2, Section 2.5, an annual budget serves as the main foundation for the national government's planning cycle and intent declarations exchanged between ministers and heads of government departments (Cheyne, 2008:32). In this regard, the study argues that indeed a baseline budget is important, because as contended in Chapter 4, Section 4.6, this would ensure that budget processes are transparent within the Department. They would ensure that finances allocated to the Department are used for that purpose through accountability measures and transparency processes, as also emphasised in the intervention framework presented in Section 7.4 above.

Furthermore, the participants argued that managers within the North West Provincial Department of Health should play **a role in national and provincial policies**. This is because public managers are constantly faced with the duty of carrying out decisions made, which could also include decisions made regarding national and provincial policies (see Section 4.8 of this thesis). The participants advised that for successful sustainment of implementation of Section 100 interventions, there should be **no political interference in appointments, including financial and procurement matters**. The participants maintained that politicians should remain as the representatives of the people who put them into the leadership positions, and ensure that people receive services through the implementation of the national and provincial policies. Moreover, participants recommended that **staff should be appointed by virtue of merit**. This means that staff appointed within the Department should have the necessary qualifications and experience to ensure that services are effectively and efficiently delivered to the citizenry of the North West Province. This is also motivated by the assertion made by Lefafa (2022a) that some challenges still persist in the Department, due to a lack of skilled leadership with proper qualifications, which consequently leads to poor service delivery and could have a detrimental effect in sustaining implementation of Section 100.

Furthermore, **accountability, commitment, and effective communication** would play a significant role in sustaining implementation of Section 100 interventions within the North West Provincial Department of Health. This was also demonstrated in the intervention framework presented in Section 7.4 of this thesis. In general, the participants advised that **following prescripts and laws, doing the right thing and having an internal system** that can internally detect a downward spiral and improve on certain areas without waiting for the national sphere of government to intervene are all important. The participants also advised that addressing pending matters (such as the six remaining activities identified in Chapter 6, Section 6.4.5.1.1) and that led to the invocation of Section 100 interventions would play an important role. Moreover, **sustaining effective and efficient performance management** is necessary (this is because before the

intervention, the handover report explains that “*there was a lack of clarity about HR delegations and several technical positions reported directly to the MEC, leading to role conflict and problems with performance management*”). In addition, **continuous monitoring** of areas identified as reasons for administration would play a significant role. Lastly, the participants advised that **collaboration amongst universities** regarding Section 100 would play a pivotal role in sustaining implementation of Section 100 within the North West Provincial Department of Health.

2. There are significant skills necessary to sustain implementation of Section 100 within the North West Provincial Department of Health. Based on the empirical investigation conducted in Chapter 6, Section 6.4.5.5, the following are the necessary skills recommended to the North West Provincial Department of Health to ensure that implementation of Section 100 is successfully sustained within the Department. Based on the responses from the participants, the study recommends that the North West Provincial Department of Health **recruit individuals who are qualified** to do the job and have the **necessary qualifications and experience**. Moreover, **ethical leadership, managerial, and technical skills** would contribute to successfully sustaining implementation of Section 100. However, the study argues that all of these components and skills can be traced back to the Human Resources Unit, whereby the North West Provincial Department of Health needs to ensure that the **organisational structure** developed aligns with these critical skills identified, ensuring that qualified candidates are recruited according to merit. In general, it is important that all of the necessary skills obtained during the invocation of Section 100 are stored in a secure database, so that anyone who is new within the Department can acquaint themselves with all of the necessary information, to continuously and effectively sustain implementation of Section 100 interventions, without any regression.

7.6 POLICY RECOMMENDATIONS

- During the empirical investigation, it was discovered that there is no structured policy framework besides the Constitution of the Republic of South Africa, 1996, in particular for Section 100 guiding provincial interventions. Although there is a Bill currently at the introduction stage in Parliament, entitled the Intergovernmental Monitoring, Support and Interventions Bill (B11- 2025), the Bill also recognises that, according to Section 100 of the Constitution, 1996, there is currently no national law governing interventions in provinces. However, the Bill aims to close this gap and control interventions in accordance with the Constitution's Provisions 100 and 139. It is crucial to remember that the Bill's main goal is to support and supervise municipalities and provinces (Republic of South Africa, 2025-43-44). In this regard the Bill, particularly in Chapter 3 regarding national interventions in provinces, outlines processes to determine whether an intervention is appropriate. The study proposes that responses made by knowledgeable participants in Chapter 6, Section 6.4.5.3 be taken into consideration to develop a policy framework pertaining to senior managers, particularly for provinces on matters concerning Section 100.

Amongst others, although the Bill makes a provision about the Notice of Intervention to Provinces, in Part 7 particularly, it is equally important that senior managers are engaged from the initial process, by means of a structured policy framework. This would outline collaboration processes within provincial departments, rather than when the intervention is already taking place, to avoid any resistance and doubts regarding invocation of Section 100 amongst public officials within provinces. As explained above, this is motivated by the fact that the majority of senior managers during the empirical investigation provided inconsistent responses of the processes that took place when invocation of Section 100 was implemented within the North West Provincial Department of Health. Although the participants had sufficient knowledge about intergovernmental relations, cooperative governance, good governance and decision-making, sufficient and practical application regarding processes and procedures of Section 100 amongst senior managers within provinces in particular

is lacking. Thus, the study recommends that knowledge regarding intergovernmental relations, cooperative governance, and decision-making should be properly practiced on a practical basis, between the national government and provincial departments, and not only on paper, to ensure effective coordination and collaboration. This means that senior managers in all units within the North West Provincial Department of Health should be included in the decision-making process, particularly processes that are being followed when Section 100 is invoked in provincial departments.

- In Chapter 5 of this thesis, a gap was identified regarding Section 100 within the Intergovernmental Relations Framework Act 13 of 2005. As an act that contributes to regulating interventions in South Africa, this is concerning. Under this Act, Section 100 interventions lack the intergovernmental relations forum found for Section 139 interventions under this Act. The study argues that considering this gap of Section 100, disputes will undoubtedly arise, due to the lack of an intergovernmental relations forum for Section 100 interventions. As a result, the study argues that the two interventions cannot be treated equally in the Act, as is currently demonstrated. This is because they have differing mandates, as clearly outlined in the Intergovernmental Monitoring, Support and Interventions Bill (B11-2025). Another issue is that the Intergovernmental Relations Framework Act 13 of 2005, particularly in Section 39, recognises disputes regarding Section 100 interventions. This is worrisome, because Section 100 interventions were not referenced elsewhere in the Act, but a disclaimer regarding disputes, when Section 100 interventions are invoked, is made. The study recommends that to prevent misunderstandings and disagreements including disputes when Section 100 is invoked and sustained within provincial departments; the Act must be reviewed and a provision similar to the one made about Section 139 be made for Section 100, to ensure that Section 100 interventions are fully supported and understood by all spheres of government through establishing an intergovernmental relations forum for Section 100. This in general would assist in mitigating disputes amongst the spheres of government and ensure that Section 100 interventions are successfully implemented.

7.7 RECOMMENDATIONS FOR FUTURE RESEARCH

- The study discovered during the empirical investigation that invocation of Section 100 leads to mixed outcomes, where some areas that had led to interventions are resolved and some areas are not resolved. In this regard, future studies can engage with evaluating the reasons why some areas are easily resolved when interventions are invoked (particularly Section 100), and why some are not. This would also contribute to successfully sustaining implementation of Section 100 interventions within provincial departments without any regression.
- The study recommends that future studies could develop an assessment framework to provide thorough elements and assessments that constitute Section 100 interventions within provinces. This would assist in determining whether departments are rightfully placed under administration, and that the reasons are not mainly political. Although, there is a Bill (the Intergovernmental Monitoring, Support and Interventions Bill, B11- 2025), and an Act (the Constitution of the Republic of South Africa, 1996) that includes and indicates the reasons why departments deserve to be placed under administration under Section 100, it remains unclear which assessment is used to determine such interventions.
- It is recommended that future studies include district and sub-district senior managers during the empirical investigation of Section 100 within the North West Provincial Departments. This is because this study only focused on senior managers within specific units in the Department, that were deemed important to achieve the primary objective of the study. This inclusion of senior managers within specific units did not have an impact on the research findings. It is observed that including such senior managers in districts and sub-districts could potentially assist future studies to get a broader understanding of processes and procedures of Section 100, and determine whether district and sub-district managers are included in such an important process of Section 100.

7.8 FINAL CONCLUSION

In summary, the study aimed to develop an intervention framework to sustain the implementation of Section 100 within the North West Provincial Department of Health. To operationalise this, the study made use of a literature review conducted including the

empirical investigation. The proposed intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health comprises of significant elements such as: intergovernmental relations, cooperative governance, adherence to legislative and regulatory prescripts, good governance and decision-making. The final chapter commenced with reflecting on the research objectives of the study. The summary of all of the findings was presented. Considering the literature review and empirical investigation conducted in this study, it is argued that invocation of Section 100 leads to mixed outcomes and does not always lead to all areas being resolved fully. To monitor this, the study contends that intergovernmental collaboration and effective governance mechanisms would play a significant role. The clarification of the intervention framework, including its elements and the additional recommendations made, should serve as a valuable foundation for other provincial departments placed under administration according to Section 100 and aiming to sustain such interventions. In general, the study concludes that the successful implementation of the intervention framework requires not only the national government oversight, but also entails active and direct participation from the provincial sphere of government and cooperation from the local sphere of government. This consequently embodies integration into practice rather than hierarchy or ranking.

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ANNEXURE A: INFORMED CONSENT

Dear participant

The intended purpose of this study is to evaluate the reasons for invocation of Section 100 interventions within the North West Provincial Department of Health; and how to remedy the situation. The study therefore aspires to develop an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health.

For the purposes of this study, Section 100 of the Constitution, 1996, outlines that the national executive may intervene by taking appropriate steps to ensure the performance of that commitment when a province cannot and does not fulfil an executive obligation. Hence, the national government may step in if the province fails to fulfil its duty.

Please take note of the following:

- Anonymity of participatory results and confidentiality are guaranteed.
- The information provided will be used for research purposes only.
- Interviews with identified participants could last up to 35 minutes.
- Participation in the study is voluntary, and participants can withdraw at any time if they were somehow uncomfortable.

Hereby, the respondent agrees to take part in a research study entitled: An intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health

Respondent's response to participate in study

Yes		No	

Date.....

ANNEXURE B: BIOGRAPHICAL INFORMATION

SECTION A: BIOGRAPHICAL INFORMATION

The following is significant for research and statistical purposes.

Please fill in the following information:

Please mark with an x

1. Gender

Male	
Female	

2. Age

18-25	26-38	39-45	46-53	54-60	60+

3. Highest qualification

Matric	Diploma	Bachelor's degree	Honour's degree	Master's degree	PhD	Other

Specify other:

4. Job position

Senior manager	Other

Specify other:

5. Years of experience within the North West Provincial Department of Health

1-2 years	3-5 years	6-10 years	11-15 years	16-20 years	Over 20 years

ANNEXURE C: QUESTIONNAIRE FOR SENIOR MANAGERS

SECTION B: STATEMENTS REGARDING COOPERATIVE GOVERNANCE, INTERGOVERNMENTAL RELATIONS, GOOD GOVERNANCE AND DECISION-MAKING INCLUDING LEGISLATIVE AND REGULATORY PRESCRIPTS FOR NATIONAL GOVERNMENT INTERVENTION

This section evaluates knowledge of intergovernmental relations, cooperative governance, good governance and decision-making including legislative and regulatory prescripts for national government intervention.

Please indicate to what extent you agree with the following statements by marking the appropriate box with an x (cross).

STATEMENT	SCALE				
	<i>Strongly disagree</i>	<i>Disagree</i>	<i>Neutral</i>	<i>Agree</i>	<i>Strongly Agree</i>
1. I have sufficient knowledge about intergovernmental relations, cooperative governance, good governance and decision-making including legislative and regulatory prescripts regarding national government intervention.					
2. Intergovernmental relations, cooperative governance and good governance including decision making are significant to sustain implementation of Section 100 within the North West Provincial Department of Health.					
3. Intergovernmental relations and cooperative governance played a pivotal role when the North West Provincial Department of Health was placed under administration.					

4. The three spheres of government coordinated and consulted one another during invocation of Section 100 interventions within the North West Provincial Department of Health.					
5. There is overall good governance within the North West Provincial Department of Health.					
6. It is of importance to ensure that there is collaboration amongst the three spheres of government for successful sustainment of Section 100 interventions within the North West Provincial Department of Health.					
7. I have knowledge regarding the functions, roles and responsibilities of intergovernmental relations.					
8. For implementation of section 100 interventions to be successful, intergovernmental relations, cooperative governance and good governance should be acknowledged					
9. The principles of intergovernmental relations and cooperative governance are sufficient to ensure that Section 100 interventions are sustained within the North West Provincial Department of Health.					
10. Proper legislative and regulatory prescripts were followed by national government during invocation of Section 100 interventions within the North West Provincial Department of Health.					

11. Well thought decision-making processes amongst the three spheres of government would play a significant role to sustain implementation of Section 100 within the North West Provincial Department of Health.					
12. The principles of cooperative governance and intergovernmental relations are regularly practiced within the North West Provincial Department of Health.					
13. Understanding the functions, roles and responsibilities of the three spheres of government would play a vital role in sustaining implementation of Section 100 interventions within the North West Provincial Department of Health.					

ANNEXURE D: SEMI-STRUCTURED INTERVIEWS WITH SENIOR MANAGERS

SECTION C: SEMI-STRUCTURED INTERVIEW QUESTIONS REGARDING INVOCATION OF SECTION 100 INTERVENTIONS

1. Are you involved in any intergovernmental relations structures/forums? If yes, please provide your role and experiences on participating in these structures.

2. What were the challenges that the North West Provincial Department of Health was facing for national government to invoke Section 100 interventions within the Department and were these challenges addressed?

3. Based on your experience, what do you think could be done to improve intergovernmental relations and cooperative governance within the North West Provincial Department of Health?

4. In your view, do you think invocation of Section 100 interventions produced fruitful results within the North West Provincial Department of Health? Please elaborate

5. Please explain the processes and procedures that took place when Section 100 interventions were invoked within the North West Provincial Department of Health?

6. In your opinion, what do you think could be done to sustain implementation of Section 100 interventions within the North West Provincial Department of Health?

7. In your opinion, what are the skills required to successfully sustain implementation of Section 100 interventions within the North West Provincial Department of Health?

8. Do you think an intervention framework to sustain implementation of Section 100 within the North West Provincial Department of Health is important and could be of good use?

THANK YOU FOR YOUR CONTRIBUTION!

ANNEXURE E: PERMISSION LETTER TO THE NORTH WEST DEPARTMENT OF HEALTH



1711 Motlhopi street
Boitumelong
Bloemhof
2660
Cell no: 0735735959
Email: motswakaethato@gmail.com

The Gatekeeper/ Director: Research, Monitoring & Evaluation

North West Department of Health

Private Bag X2068

Mmabatho

2735

PERMISSION TO CONDUCT RESEARCH WITHIN THE NORTH WEST DEPARTMENT OF HEALTH

Dear Director

I, Ms. Thato Motswakae currently a full time PhD student, kindly seek your approval to conduct research within the North West Department of Health. The research is part of the compulsory thesis fulfilment of the requirements for the degree Doctor of Philosophy in Social Sciences with Public Management and Governance at the North-West University, Potchefstroom Campus which I am currently enrolled for.

The research title is: An intervention framework to sustain implementation of section 100 within the North West Provincial Department of Health. The primary objective of this study is to provide an intervention framework to sustain implementation of section 100 within the North West Provincial Department of Health. The reason for wanting to conduct this research is due to the fact that the researcher would like to understand the reasons for invocation of section 100 interventions and the processes including procedures that were followed within the Department. Moreover,

the adequate research indicates that the North West Provincial Department of Health is currently facing significant challenges, despite being placed under administration in 2018. Therefore, the researcher is interested to investigate on whether invocation of section 100 interventions produced fruitful results within the Department. In addition, this study is conducted due to the reason that several studies have been conducted regarding interventions in South Africa, however, these studies do not outline how such interventions could be sustained. This study is therefore undertaken to understand the aforementioned and to provide an intervention framework that could assist into sustaining implementation of section 100 within the North West Provincial Department of Health as significant contribution.

To achieve the primary objective of this study, the participants would be top and senior managers from specific units who directly or indirectly participated in the administration process of the department. This would include the head of department, senior managers within the finance unit, monitoring and evaluation unit, strategic management unit, the human resources unit, the budgeting and reporting unit including the risk management unit.

In conducting this study, the following research ethics would be considered:

- Incorrect reporting will not be practiced, which includes, reporting findings in a way to serve the researchers own interest.
- The researcher will seek consent/permission from the gatekeeper of the North West Provincial Department of Health before conducting interviews with participants.
- The researcher will seek ethical clearance from the North-West University's Basic and Social Sciences Research Ethics Committee (BaSSREC).
- The researcher would provide a consent form to the participants before undertaking the study.
- The researcher would also make sure that the information presented in this study is based on truths and no information would be exaggerated or misinterpreted.
- The researcher will maintain confidentiality and anonymity regarding interviewees responses.
- The participation in the study will be voluntary.
- Research participants will be treated with respect.

Permission is hereby requested to please interview the above identified participants for purposes of this research. Completion of the semi-structured interviews and questionnaires would be as brief as possible, and anonymity of participatory results and confidentiality are guaranteed. Interviews with identified participants could last up to 35 minutes.

If there are any further enquiries, please contact myself, as researcher at the above-mentioned contact details, or my promotor, Prof Melvin Diedericks at 018-299 1629 or Melvin.diedericks@nwu.ac.za

Kind regards

Prof. M Diedericks
Promotor

Ms Thato Motswakae
Doctoral Researcher

I (Gate Keeper/ Director: Research, Monitoring & Evaluation)
hereby grant/does not grant permission to Miss Thato Motswakae to conduct her research using identified top and senior managers within the North West Provincial Department of Health as a unit of analysis for her Doctor of Philosophy in Social Sciences with Public Management and Governance Degree study.

Signature: Date:

ANNEXURE F: PERMISSION LETTER FROM THE NORTH WEST DEPARTMENT OF



health

Department:
Health
North West Provincial Government
REPUBLIC OF SOUTH AFRICA



1st Floor, Health Office Park
Private Bag X 2068
MMABATHO
2735

RESEARCH, MONITORING & EVALUATION

Tel: +27 (18) 391 4030
Email: MbuleloT@nwpg.gov.za
www.nwhealth.gov.za

Name of Researcher: Ms. T Motswakae

North West University

Physical Address:

1711 Motlhapi Street

(Work/ Institution)

North-West University

HEAD OF DEPARTMENT

2024 -07- 26

NORTH WEST DEPARTMENT OF HEALTH
PRIVATE BAG X 2068, MMABATHO, 2735

Subject:

Research Approval Letter – An intervention framework to
sustain implementation of section 100 within the North West
Provincial Department of Health.

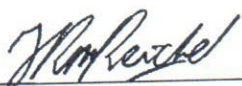
This letter serves to inform the Researcher that permission to undertake the above mentioned study has been granted by the North West Department of Health. The Researcher must arrange in advance a courtesy meeting with the District Chief Director and the Chairperson of the District Health Research Committee (DHRC) (as per their details below), to introduce their research team/members on the proposed research to be undertaken. The researcher can thereafter proceed to the identified institution/s and/or facility and produce this letter to the Management as proof that the research was approved by the NWDoh.

This letter of permission should be signed and a copy returned to the department. By signing, the Researcher agrees, binds him/herself and undertakes to furnish the Department with an electronic copy of the final research report. Alternatively, the Researcher can also provide the Department with an electronic summary highlighting recommendations that will assist the Department in its planning to improve some of its services where possible. Through this, the Researcher will not only contribute to the academic body of knowledge but also contributes towards the bettering of health care services and thus the overall health of citizens in the North West Province.

Below are the contact details.

Office of the Chief Director: Ngaka Modiri Molema District	Chairperson of the DHRC
Ms. M. Mokhutswane-Kaudi	Dr. K Akbinga
Contact person: Ms Boitumelo Sethaiso	Contact person: Ms Keagisa Angela Modise
018 384 0240	066 582 0602
BSethaiso@nwpg.gov.za	KAModise@nwpg.gov.za

Kindest regards,



Dr. FRM Reichel
Director: RM&E

Date: 26/7/2024



Researcher

Date: 30/07/2024



Private Bag X1290, Potchefstroom
South Africa 2520

Tel: 018 299-1111/2222
Fax: 018 299-4910
Web: <http://www.nwu.ac.za>

**Basic and Social Sciences Research Ethics
Committee (BaSSREC)**

**Faculty of Humanities Ethics Office for Research,
Training and Support**
Tel: 018 285 2457

Email: Erhabor.Idemudia@nwu.ac.za

Senate Committee for Research Ethics
Tel: 016 103 4446
Email: Feziwe.Mseleni@nwu.ac.za

26 June 2024

ETHICS APPROVAL LETTER OF STUDY

Based on approval by the **Basic and Social Sciences Research Ethics Committee (BaSSREC)** on **26/06/2024**, the Basic and Social Sciences Research Ethics Committee hereby **approves** your study as indicated below. This implies that the North-West University Senate Committee for Research Ethics (NWU-SERC) grants its permission that, provided the special conditions specified below are met and pending any other authorisation that may be necessary, the study may be initiated, using the ethics number below.

Study title: An intervention framework to sustain implementation of section 100 within the North West Provincial Department of Health.

Study Leader/Supervisor (Principal Investigator)/Researcher: Prof. M. Diedericks

Student/Research Team: T. Motswakae (26624400)

Ethics number:

N	W	U	-	0	0	9	8	5	-	2	4	-	A	7

Institution

Study Number

Year

Status

Status: S = Submission; R = Re-Submission; P = Provisional Authorisation; A = Authorisation

Application Type: Single Study

Commencement date: 26/06/2024

Risk:

Low risk

Expiry date: 26/06/2025

Approval of the study is initially provided for a year, after which continuation of the study is dependent on receipt and review of the annual (or as otherwise stipulated) monitoring report and the concomitant issuing of a letter of continuation.

Special in process conditions of the research for approval (if applicable):

General conditions:

While this ethics approval is subject to all declarations, undertakings and agreements incorporated and signed in the application form, the following general terms and conditions will apply:

- *The study leader/supervisor (principal investigator)/researcher must report in the prescribed format to the BaSSREC:*
 - *annually (or as otherwise requested) on the monitoring of the study, whereby a letter of continuation will be provided, and upon completion of the study; and*
 - *without any delay in case of any adverse event or incident (or any matter that interrupts sound ethical principles) during the course of the study.*

- The approval applies strictly to the proposal as stipulated in the application form. Should any amendments to the proposal be deemed necessary during the course of the study, the study leader/researcher must apply for approval of these amendments at the BaSSREC, prior to implementation. Should there be any deviations from the study proposal without the necessary approval of such amendments, the ethics approval is immediately and automatically forfeited.
- Annually a number of studies may be randomly selected for an external audit.
- The date of approval indicates the first date that the study may be started.
- In the interest of ethical responsibility, the NWU-SCRE and BaSSREC reserves the right to:
 - request access to any information or data at any time during the course or after completion of the study;
 - to ask further questions, seek additional information, require further modification or monitor the conduct of your research or the informed consent process;
 - withdraw or postpone approval if:
 - any unethical principles or practices of the study are revealed or suspected;
 - it becomes apparent that any relevant information was withheld from the BaSSREC or that information has been false or misrepresented;
 - submission of the annual (or otherwise stipulated) monitoring report, the required amendments, or reporting of adverse events or incidents was not done in a timely manner and accurately; and / or
 - new institutional rules, national legislation or international conventions deem it necessary.
- BaSSREC can be contacted for further information or any report templates via BaSSREC-Admin@nwu.ac.za.

The BaSSREC would like to remain at your service as scientist and researcher, and wishes you well with your study. Please do not hesitate to contact the BaSSREC or the NWU-SCRE for any further enquiries or requests for assistance.

Yours sincerely



Prof. E. Idemudia

Chairperson NWU Basic and Social Sciences Research Ethics Committee

ANNEXURE G: LANGUAGE EDITOR'S CERTIFICATE

KNG LANGUAGE EDITING SERVICES

“Say It With Style”

K.N. Groenewald
22 Marais Street
Bailey's Muckleneuk
Pretoria
0181
0829366250

19 March 2026

To Whom It May Concern

CONFIRMATION OF LANGUAGE EDITING OF A PHD DISSERTATION:

**An intervention framework to sustain implementation of
Section 100 within the North West Provincial Department of
Health**

Herewith confirmation that the abovementioned dissertation, by Ms Thato Motswakae, has been language edited and proofread. I did no structural re-writing of the content, and did not influence the academic content in any way.

I am unable to take responsibility for any revisions made, unless I have reviewed them.

Yours sincerely



K.N. Groenewald