INTERGOVERNMENTAL RELATIONS IN KZN DISTRICT MUNICIPALITIES – MULTI CASE STUDY

WITS UNIVERSITY
PhD RESEARCH
By VUYIWE PRINCESS TSAKO
KZN ILGM SECRETARY
2017/11/16

OVERVIEW OF THE PRESENTATION

PURPOSE OF THE PRESENTATION

INTRODUCTION AND BACKGROUND

SUMMARY OF LITERATURE REVIEW - AN OVERVIEW OF IGR

THEORETICAL AND CONCEPTUAL FRAMEWORK

RESEARCH METHODOLOGY

UNDERSTANDING IGR FUNCTIONALITY IN KZN DISTRICT MUNICIPALITIES (FINDINGS)

CONCLUSION AND RECOMMENDATIONS

1. PURPOSE

Main - Information and knowledge sharing purposes

Understand the likely causes of challenges in our municipalities, IGR

Contribute to the body of knowledge and create more understanding on IGR

OBJECTIVE OF THE RESEARCH

Understanding organisational contextual dimensions associated with the functionality of intergovernmental relations................

2. LEGISLATIVE CONTEXT – COOPERATIVE GOVERNANCE

CHAPTER 3, Section (h) of the RSA Constitution state that:

All spheres of government and all <u>organs of the state</u> within each sphere **must**

(h) co-operate with one another in mutual trust and good faith by-

(1) fostering friendly relations

(2) assisting and supporting one another;

(3) informing one another of, and consulting one another on matters of common interest;..............

Basic principles – Interdependence – only collectively and in cooperation with one another can we provide government that meets the needs of our country

IGR Framework Act, 13 of 2005, preamble:

WHEREAS all spheres of government must provide effective, efficient, transparent, accountable and coherent government for the Republic to secure the well-being of the people and the progressive realization of their constitutional rights; this understanding the distinctive, interrelatedness and interdependent nature of the spheres of government

3. INTRODUCTION AND BACKGROUND

✓IGR defined

✓Background stems from the study by the Department of Cooperative Governance and Traditional Affairs (COGTA, 2012 – Study conducted since 2014) (What is functionality in relation to legislative provisions) Malan (2010 – support)

✓What transpired? <u>Likely causes of IGR challenges</u>?;

✓How is IGR functionality defined? (discussions, coordination, support, constitution of forums, role and mandate and frequency and attendance of meetings,.......);

✓Why IGR must be functionality?
  ✓Constitutional imperative – s41
  ✓**<u>Impact on service delivery</u>**

✓Therefore, what is the purpose?
  ✓Explanatory (understand and explain), build on the already existing knowledge.

4. IGR FUNCTIONALITY

Coherent execution of key national priorities

Mechanisms for managing service delivery across spheres

Vertical and horizontal planning

Identification of areas of support

Role clarification and goals

Constitution of IGR structures ability to achieve IGR objectives

Cooperation by role players

Ability to monitor performance/ service delivery

Culture of shared and common understanding/ values

(Source: Cogta (2012); Malan (2010)

5. CHALLENGES DUE TO LACK OF COOPERATION

Jan 2011
Human Settlements Minister Tokyo Sexwale during his Parliamentary Speech delivery on 24 November 2010 warned members of Parliament that fundamental problems with the provision of bulk infrastructure such as water, sanitation and electricity are slowing down Government's housing delivery programmes. Sexwale said the main risk to meeting delivery targets is the challenge of providing bulk infrastructure to human settlements projects "There can be no viable let alone sustainable human settlements without the urgent rollout of large scale electrification projects, the construction of new water treatment and sewage processing plants, including pipelines to bring fresh and clean water to the people"

He further mentioned provincial challenges pertaining to housing delivery in that; "In one Province, 500 out of 5000 units in a certain district have been completed and are due to be handed over in two weeks' time

. A lack of bulk services in this case, major waterworks such as a desalination plant to treat water, a plant to clean river water, or construction of a new dam – is delaying the rollout of the remaining 4 500 homes."
He added: "What is even more onerous is that the mandates for the rollout of these critical large-scale bulk infrastructure projects do not lie with the Human Settlements Ministry. Thus the need for a more integrated planned and coordinated approach across relevant spheres of government"

6. LITERATURE REVIEW – OVERVIEW OF IGR

➢Acknowledges that IGR originated due to challenges posed by different spheres of government (Wright, 1988), led to adoption of the RSA Constitution – principles of cooperative governance;

➢**Emerging views/ dimensions on IGR**:

Dimension 1: Botha (1996); Sizane (2002); Agranoff (2004) – Provincial capacity and their role to support and strengthen district IGR – capacity and management;

Dimension 2: Du Plessis (2004), Jordaan (2008), Taylor (2003) – lack of coordination, monitoring, communication, capacity, commitment, alignment of policies and decision making; Forums exist in name;

Dimension 3: Gildenhuys (2005) – Interactions through IDP, attitudes and behaviours.

Dimension 4: Edward (2008) and Kirkby, Steyler and Jordaan (2007) – policy implementation, service provision, district planning, performance planning;

(Commonalities – organisational problem)

7. THEORETICAL FRAMEWORK

➢Why organisational theories? WHY?

  ➢Organisations are regarded as social entities, are goal-directed, structured, coordinated, and are linked to the external environment (Daft, 2001);

  ➢Organisational theories are regarded as a body of thinking and writing that tries to describe, explain and sometimes influence what goes on in an organisations (Fox, 2006);

➢Organisational thoeries - Classical theories (Taylor's scientific management theory; Weber's bureaucratic theory; Administrative theory) Neoclassical theory; and Modern organisation theories (Systems theory; Socio-technical theory; and Contingency theory)

Emerging views/ dimensions on **contingency theory:-**

Dimension 1: Hersey & Blanchard (1969); Daft (2001) – technology, size, goals, culture, environment

Dimension 2: Woodward (1985) - Technology

Dimension 3: Scott (2001) – Environment

Dimension 4: Fiedler (1986) – Contingency model of leadership and favourableness of the situation

8. CONCEPTUAL FRAMEWORK

Culture

Environment

Goals

INTERGOVERNMENTAL RELATIONS
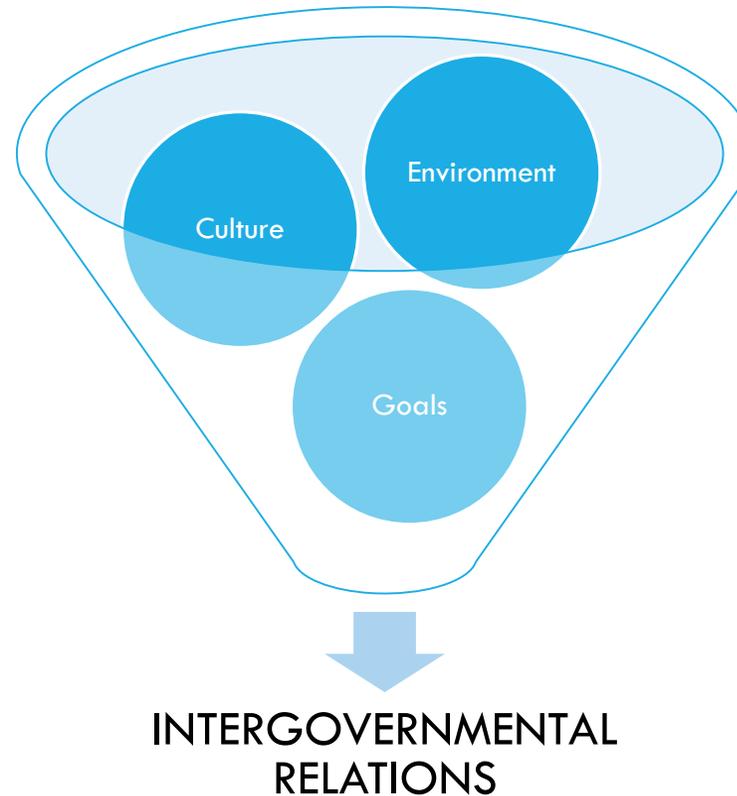
Assumptions, beliefs that supports or informs the research
Presumed relationship between these concepts and IGR
Aligns with goals and objectives of the study
Took in account concepts underpinning contingency theory

9. CONCEPTUAL FRAMEWORK - INFORMED LITERATURE REVIEW

Culture	Environment	Goals
Culture (Deal & Kennedy 1982; Handy, 1985; Brown, 1998; Brown, 1998) Beliefs, understanding, values, shared meaning, norms, principles, ways of doing things, assumptions, relationship, routine processes, distinctive personality, ethical behaviour. Steele, 1981; Schein, 1999; Fullar & Hargreaves (1992); Kotter & James (1992) Notion of multiple cultures/ sub-culture/dominant culture. Cultural analysis and awareness of cultural composition	**Environment** (Trist (1965); Harrington & Kandall (2007); Barton (2000); Muller (2009); Daft (2001); Caroll (1983); Unpredictable changes in the organisation, all organisation operates within the external environment, general environment economic, social, political, technological and socio-cultural. Higgs (2002); Lee (2006) Environmental uncertainty – patterns and events indicates whether environment is stable, unstable, complex, simple…; adaptation, planning and forecasting, effect on planning	**Goals** Mintzburg (1994); Gross (1968); Barton (2000); Wagner a& Hollenberg (2010); Simms, Prince & Ervin (1994); Klein & Janckiewics (2007); Fiedler & Garcia (1987) Purpose and competitive advantage; central concept of the study of the organisational, internal source of motivation and commitment; provide guide to action and means for measuring performance; allow for common understanding, what organisation intends to accomplish, when/how; setting goals increase effectiveness; levels of functionality are

10. RESEARCH METHODOLOGY

➢Qualitative approach and case study focusing on few district municipalities ;

➢Data collected through documents analysis (entry), interviews and focus groups; Reponses rate was good;

➢Data analysed using content analysis for specific case and categorical aggregation for analysis across cases (Stake, 1998) – established patterns and looked at correspondence between categories;

➢Emerging themes led to validation of conceptual framework

➢Validity and reliability (<u>conformability</u> – documented procedures, audit trail, <u>transferability</u> – results not transferable, <u>dependability – changes in the context, credibility</u> – well recognised approaches and triangulation); and

➢Limitations and/ areas of concern (elections, availability, re-determination of municipal boundaries)

11. SUMMARY OF FINDINGS

Coherent execution of key national priorities affected by the constitution of IGR structures, clear strategies, lack of coordination

Mechanisms for managing service delivery across spheres being affected by lack of coordination and service delivery monitoring tool

Vertical and horizontal planning being affected by the capacity challenges, coordination and clear procedures

Identification of areas of support – available tools and lack of knowledge

Goal setting, implementation

Constitution of IGR structures ability to achieve IGR objectives – role clarification, nature of IGR discussions, implementation of resolutions

Cooperation by role players – lack of commitment, cooperation and participation

Environment – political instability, uncertainty and patronage

Ability to monitor performance – lack of procedures, coordination, independent nature

Culture of shared and common values – lack of accountability, sub culture/ dominant cultures/ counter cultures – cultural analysis and management

12. MODIFIED CONCEPTUAL FRAMEWORK

A schematic presentation of the modified conceptual framework:-

13. CONCLUSION

This research presents three major arguments that clarify and illuminate on the challenges of IGR in KwaZulu-Natal district municipalities. The first and over-arching argument relates to municipal political environment. The study views the environment in which these municipalities operates as being characterised by political instability, uncertainty and patronage and highlight the effect that this environment has on the effective functionality of IGR. Findings confirmed that political instability affects IGR goal achievement and the culture within these municipalities.

13. CONCLUSION

The second argument relates to municipal culture and bring to light the existence of multiple cultures that manifest themselves within the dominant culture of the municipalities studied. Findings on the effects of culture on IGR provide evidence that multiple cultures exists within these IGR arrangements, which oppose the required culture and affect the achievement of IGR objectives. Literature suggests that cultural assessment and management might contribute in mitigating the effects of multiple cultures and improve the achievement of municipal IGR goals.

The third and last argument relates to goal setting as it forms the integral part of IGR functionality within the municipalities studied. Literature suggests that effective goals setting requires monitoring and evaluation on their implementation. These three arguments sustain the theoretical view point of this study and connects these with the contingency theory of organisational theories.

Whilst the breadth of the theory guiding this investigation associate IGR functionality with the three contextual issues such as goals, culture and environment, the theoretical viewpoint associated with this study has helped to cultivate the relationship between the contingency theory and IGR.

The study underscore and expand on the value of culture, goals, and environment as depicted in the conceptual framework to help understand the challenges of IGR functionality in KZN. This relates to the fact that, proper consideration of the environment in which the municipalities operate is important and the impact this has on the organisational culture and the achievement of IGR goals.

END

THANK YOU