PROMOTING INTERGOVERNMENTAL RELATIONS THROUGH KWANALOGA GAMES: A CASE STUDY OF SELECTED MUNICIPALITIES IN KWAZULU-NATAL

By

ZANDILE F. NHLABATHI

2011

PROMOTING INTERGOVERNMENTAL

RELATIONS THROUGH KWANALOGA GAMES:

A CASE STUDY OF SELECTED MUNICIPALITIES

IN KWAZULU-NATAL

By

ZANDILE F. NHLABATHI

(Student Number: 204001067)

Submitted in partial fulfilment of the requirements for the degree of

DOCTOR OF PUBLIC ADMINISTRATION

in the School of Management IT and Governance,

University of KwaZulu-Natal,

Supervisor: Professor Betty C. Mubangizi

June 2011

DECLARATION

I, Zandile F. Nhlabathi, declare that

(I) The results/findings reported in this dissertation, except where otherwise indicated, are my original research.

(II) This dissertation has not been submitted for any degree or examination at any other university.

(III) This dissertation does not contain other persons' data, pictures, graphs or other information, unless specifically acknowledged.

(IV) This dissertation does not contain other persons' writing, unless specifically acknowledged as being sourced. Where other written sources have been quoted then:

- their words have been rewritten but the general information attributed to them and referenced;
- where their exact words have been used, their writing has been placed in quotation marks, and appropriately referenced.

(V) Where I have reproduced a publication of which I am author, co-author or editor, I have indicated in detail which part of the publication was actually written by myself alone and have fully referenced such publications.

(VI) This dissertation does not contain text, graphics or tables copied and pasted from the Internet, unless specifically acknowledged, and the source detailed in the references section.

Signed _____

DEDICATION

This dissertation is dedicated to my daughter and son, Nozibusiso Mathapelo and Ngomusa Sibonokuhle, whose endless patience and endurance I cannot repay.

ACKNOWLEDGEMENTS

For her expert and professional guidance, I thank my Supervisor, Professor B. C. Mubangizi of the School of Management IT and Governance, who was generous with her time, interest and patience in helping me to complete this dissertation

Special thanks go to the Dean and Head of School of Management IT and Governance, Professor H. Wissink, as well as the entire staff of the Public Governance Programme for their support and encouragement.

I would also like to thank:

- The Council of uThungulu District Municipality for granting me a bursary to further my studies;

- The National Research Foundation which through my supervisor's Research Grant generously funded my studies and research activities;

- District Municipal Managers for allowing me to conduct my research in their respective District Municipalities:

  - Mr B.B. Biyela (uThungulu District Municipality);

  - Dr V.J. Mthembu (Amajuba District Municipality); and

  - Mr L. Mahlaka (Ugu District Municipality).

Mnyandu, and my sister Siphelele Mnyandu-Luthuli, whose constant support and lifelong encouragement have been instrumental in my success.

Lastly, I gratefully acknowledge the support, affection and patience that I have received from my husband, Boni Nhlabathi, who has encouraged and motivated me to complete this enormous task.

ABSTRACT

Worldwide all multi-level governance systems face the challenges of co-ordination and the alignment of scarce resources for the common good while maintaining their distinctiveness and independence. South Africa is no exception. Since 1994 when decentralisation became government policy in South Africa, intergovernmental relations have evolved at both the formal and informal levels. While each level of government has a specific mandate prescribed by the Constitution, the challenges of poverty, inequality and marginalisation of vulnerable communities are best addressed through a concerted effort by all spheres of government.

Held annually for the past thirteen years, under the aegis of the KwaZulu-Natal Local Government Association (KwaNaloga), the KwaNaloga Games have successfully been staged as a collaborative effort between South Africa's three spheres of government: national, provincial and local (municipal). This dissertation argues that if the various spheres of government can align their objectives, processes and resources around a specific outcome like the KwaNaloga Games, then it should be possible for the same spheres of government to align objectives, processes and resources for the provision of housing, water, electricity, safety, security and other critical developmental local government outcomes. In exploring this argument, qualitative and quantitative research was conducted with a range of stakeholders (Technical Sport Planning Committee, sport

federation representatives, district and municipal officials) involved in the organisation and delivery of the KwaNaloga Games.

The study followed the theoretical framework of co-operative government, intergovernmental relations and multi-level governance. 'Co-operative government' suggests a partnership between the three spheres of government where each sphere is distinctive and has a specific role to fulfil. 'Intergovernmental relations' are concerned with the political, financial and institutional arrangements regarding interactions between different spheres of government and organs of the state within each sphere. 'Multi-level governance' has vertical and horizontal dimensions where the emphasis is on the linkages between higher and lower levels of government, and on co-operation arrangements between regions and local government where agreements are the means by which to improve the effectiveness of local public service and implementation of development strategies.

The findings indicate that the partnerships and relationships established by government and non-government actors during the Games are crucial to accomplish governmental objectives, be they social or economic, and enhancing service delivery in the three spheres of government. The relevant committees and structures for execution of the Games provide good platforms and fora for networking and promoting IGR, which facilitate team-work in other functions of service delivery.

The study concludes that KwaNaloga Games provide and present the spheres of government with a unique opportunity to forge new relationships and partnerships in the internal and external environments that shape local government. These relationships and

partnerships further strengthen existing parameters in order for the spheres of government to be more effective, efficient and responsive to the needs of communities.

This study recommends that the co-operation and collaboration among the three spheres of government should be strengthened through agreed service level agreements, viable communication channels and functional oversight structures   (such as co-ordinating fora of senior management, political leaders and office bearers) to meet the set goals of service delivery programmes and projects. The study further recommends that monitoring and evaluation systems should be incorporated into the KwaNaloga Games and that through reviewing the binding implementation of agreements and protocols these systems are further extended to indicate progress in various spheres of government in the pursuit of local government developmental objectives.

ABBREVIATIONS

APRM: African Peer Review Mechanism

CDW: Community Development Worker

COGTA: Co-operative Governance and Traditional Affairs

DoE: Department of Education

DPLG: Department of Provincial and Local Government

DSR: Department of Sport and Recreation

DM: District Municipality

ETU: Education Training Unit

FFC: Financial and Fiscal Commission

FOSAD: Forum of South African Directors-General

HOD: Head of Department

HPC: High Performance Centre

IG: Intergovernmental

IGRFA: Intergovernmental Relations Framework Act

IGR: Intergovernmental Relations

IDP: Integrated Development Plan

KwaNaloga: KwaZulu-Natal Local Government Association

LED: Local Economic Development

LGSA: Local Government Strategic Agenda

LGTAS: Local Government Turn-Around Strategy

LM: Local Municipality

LOC: Local Organising Committee

MEC: Member of the Executive Council

MinMECS: Ministerial Forum (of national ministers and provincial MECs)

MoU: Memorandum of Understanding

MTAS: Municipal Turn-Around Strategy

MSA: Municipal Structures Act

NCOP: National Council of Provinces

NEPAD: New Partnership for Africa Development

NGO: Non-governmental Organisation

NPM: New Public Management

SRSA: Sport and Recreation South Africa (National Department of Sport and

                Recreation)

PIMS: Planning and Implementation Management Support

PAC: Political Advisory Committee

PAR: Public Administration Reform

PRC: Presidential Review Commission

PCC: President's Co-ordinating Council

PC: Project Consolidate

RDP: Reconstruction and Development Programme

SDBIP: Service Delivery Business Implementation Plan

SALGA: South African Local Government Association

TLC: Transitional Local Council

UNDP: United Nations Development Programme

USSASA: United School Sport Association of South Africa (USSASA)

TABLE OF CONTENTS

LIST OF FIGURES

LIST OF TABLES

xvi

CHAPTER ONE: INTRODUCTION TO THE STUDY

1.1 INTRODUCTION

Through a case study of selected municipalities in KwaZulu-Natal (KZN), this study examines the role of the KwaZulu-Natal Local Government (KwaNaloga) Games in enhancing intergovernmental relations (IGR).   It analyses the planning and implementation processes at play between the three spheres of government (national, provincial and local -municipal). In so doing, the study extrapolates lessons that can be learnt for the promotion of IGR as a strategy for the attainment of developmental local government objectives.

This study is theoretically grounded in the work of Stoker (1995), Roux *et al.* (1996), Hattingh (1998) and Malan (2005),who maintain that spheres /levels of government have to be autonomous, form self –governing networks that blend their resources, skills and goals into long term partnership to achieve institutional and constitutional goals. In addition, the study is positioned in relation to the theory and practice of IGR as embedded in the Constitution of the Republic of South Africa (Act 108 of 1996). The study also draws on the Intergovernmental Relations Framework Act (No. 13 of 2005). The Act ensures that local government has access to intergovernmental dispute resolution structures in order to resolve disputes without hindrance to service delivery. The IGRFA's objective is to provide, within the principle of co-operative government set out in Chapter Three of the Constitution, a framework for the three spheres of government (and all organs of state within them) to facilitate co-ordination in the

implementation of policy and legislation, including coherent government, effective provision of services, monitoring implementation of policy and legislation, and realisation of national policies.

Steytler, Fessha and Kirkby (2006) define IGR as involving complex and interdependent relations amongst the three spheres of government and how these could work together for the good of the country. IGR are needed for the co-ordination of public policies through programme reporting requirements, planning budgetary processes and formal and informal communication among the three spheres (Levy & Tapscott, 2001). This is supported by Mubangizi (2005) who notes that the manner in which governmental bodies or departments conduct their relations translates into actions and interactions which impact on the delivery of services to the communities.

Chapter Three of the Constitution of the Republic of South Africa (Act 108 of 1996) highlights the strategic purposes of IGR. It outlines principles of co-operative government and provides guidelines on how all three spheres of government should engage in IGR. Although elusive, the possibility of sound IGR has been manifested through the KwaNaloga Games.

The KwaNaloga Games are an annual provincial event in which ten District Municipalities (DMs) and one Metropolitan Municipality in KZN participate in different sport codes. The Games have been held for the past thirteen years since 1998.

Since all three spheres of government are directly involved in the planning and implementation of the KwaNaloga Games, the Games provide an example of IGR at

work. It is important to understand how the different spheres align their activities, processes and resources in organising the Games.

This study is timely and necessary. It is timely because the KwaNaloga Games have already celebrated ten years in existence. Therefore, organisers and participants alike have a rich repository of knowledge and experience which can be analysed, documented and disseminated so as to inform future practice. The study is also necessary because service delivery protests appear to be increasing in both frequency and level of violence. This compels researchers and practitioners to find sustainable ways of improving IGR for the fulfilment of developmental local government objectives.

1.2   BACKGROUND OF THE STUDY

The neo-liberal arguments of the 1980s and 1990s were influential in Public Administration Reforms (PAR) as state institutions were desired to be democratic and efficient in the use of public resources. These Public Administrative Reforms include comprehensive process changes in areas of organisational structures, democratic governance, decentralisation, personnel management, public finance, results-based management and regulatory reforms. According to the United Nations Development Programme (UNDP Practice Note 1995), the Public Administrative Reforms have three main intellectual threads, namely new public management; structural adjustment reforms; and transition from central planning to a market economy and from single-party systems to multi-party democracies. The New Public Management (NPM) seeks to roll back the role of the state by applying private sector management principles to government organisations. The language of NPM and the principles of client focus,

decentralisation, the separation of policy-making from implementation and the use of private partners for service delivery, continue to inform current thinking on PAR.

The structural adjustment reforms in the mid 1980s focussed on reducing overall costs of the government, mainly through privatisation of state-owned enterprises and reduction of the wage bill. The aim was to bring government spending down to sustainable levels and free resources for other uses that were more beneficial to the overall economy and effective in delivering public goods, but also strong and capable of standing up to powerful global forces. Van Dijk (2008) emphasises that the state and its public administration must act as a social and economic promoter, capable of ensuring equitable access to opportunities (political, social, economic and cultural).

PAR are about fostering dynamic partnerships with civil society and the private sector to improve the quality of service delivery, enhancing social responsibilities and ensuring the broad participation of citizens in decision-making and feedback on public service performance. PAR encourage governance approaches that embrace transparency, accountability and stakeholder participation in policy debates, as well as the efficient use of government resources to allow citizens to compete in a global market and to reduce the gap between the poorest and richest inhabitants of the world.

PAR also promote decentralised government that will have a centre that enables fiscal transfer mechanisms; mechanisms for ensuring local-level planning and budgeting informed by and integrated in national planning and budgeting; systems for monitoring and oversight linked to budget; and appropriate human resource regimes. PAR also encourage and are committed to democratic governance that derives from the

commitment to a rights-based approach to development, for which good governance is essential.

According to UNDP (1997), there are four key components of human rights approach that can only be achieved with the aid of an effective public administration. The first is participation and transparency in decision-making. Participation through the development process is a right, and obliges the state and other actors to create an enabling environment for the participation of all stakeholders. The second component is non-discrimination. Equity and equality cut across all rights and are the key ingredients for development and poverty reduction. The third component is empowerment. People should be enabled to exercise their human rights through the use of tools such as legal and political action. The last component is accountability of actors. Public and private institutions and actors should be accountable to the public, especially to poor people, to promote, protect and fulfil human rights – and be held responsible if these are not enforced.

Since 1994, administrative reforms in the South African government have led to decentralisation, which in turn have led to the emergence of multi-level governance. Peters and Pierre (2001) point out that this concept challenges the traditional and bureaucratic understanding of how states operate, what determines their capacities, and the organisation of democratic and accountable government. As is the case in other countries that have decentralised, there is a need in South Africa to facilitate greater engagement in intergovernmental relations (IGR) between different spheres of government in order to promote a stable and responsive system of governance (Peters & Pierre, 2001). In South Africa, the Constitution recognises that spheres of government

are distinctive, interdependent and interrelated; and that each sphere has its own unique role to play in managing vertical and horizontal relations for mutual interest and support.

Over the last ten years the IGR system in South Africa has evolved and matured through a number of key trends and milestones. Various commissions and reports, including the Presidential Review Commission (PRC) of February 1998 and the *IGR Audit Report* of 2003, have highlighted a shift in the way IGR are viewed. Previously the focus in IGR was at the legislative, conceptual and policy level. This focus on the content and substance of IGR led to the creation of IGR structures, procedures and processes and a primarily 'silo'-based sectoral focus.

Currently, the focus is more on the implementation of IGR through the development of actual processes to support co-ordinated service delivery priorities of various sectors; the facilitation of intergovernmental (IG) dialogue and collaboration; the creation and support of municipal IGR fora; and integrated development planning for all spheres of government.

The theory and practice of IGR were embedded in the Constitution of the Republic of South Africa (1996), but the Intergovernmental Relations Framework Act (IGRFA) (No. 13 of 2005) was not promulgated until August 2005. This was after the Presidential Review Commission (PRC) of February 1998 and the *IGR Audit Report* of 2003 highlighted critical challenges in implementing IGR in practice.

A range of collaborative models have been tested in response to this development, one of which is the KwaNaloga Games in KZN. According to the KwaNaloga Blueprint document (KwaNaloga, 2003) these Games were implemented in 1998 by the then Transitional Local Councils (TLCs), with the aim of nurturing IGR in the Province. Planning, organising and co-ordinating the KwaNaloga Games between municipalities and provincial levels have since provided an opportunity for the various spheres of government to work together to achieve a specific outcome.

KwaNaloga is a Provincial Local Government Association representing all categories of municipalities in the province of KwaZulu-Natal (KZN). There are 61 local municipalities in the province. KwaNaloga is affiliated to the South African Local Government Association (SALGA), which is a constitutional body of organised local governments established under Section 163 of the Constitution to represent all municipalities in the country. The main objective of SALGA is to co-ordinate the activities of local government, ensuring that its matters are acknowledged in the policies and actions of other spheres. The KwaNaloga Games are an annual, provincial sport event during which municipalities and one metropolitan municipality come together to participate in fifteen sport codes, namely Athletics Males/Females (M/F), Basketball M/F, Boxing M, Cricket M/F, Dance Mix, Soccer M/F, Golf M/F, Indigenous Games M/F, Netball M/F, Rugby M/F, Swimming M/F, Table Tennis M/F/D (Disabled),Tennis, Karate and Volleyball M/F. The Karate and table tennis as sport codes have only been included as from 2011.

KwaZulu-Natal (KZN) is one of nine provinces in South Africa and is divided into eleven districts. All of these, namely, uThungulu, Amajuba, Ugu, iLembe,

uMkhanyakude, uThukela, uMgungundlovu, uMzinyathi, Sisonke, Zululand and the eThekwini Metro, participate in the Games. The three maps of uThungulu, Amajuba and Ugu are attached as Appendix IV as they cover the research area. The KwaNaloga Games are hosted annually in one of the municipalities on a rotational basis that is decided upon by the Provincial Executive Committee of the KwaNaloga Association.

The *KwaNaloga Games – Years of Sporting Excellence* document (KwaNaloga, 2008) indicates that the KwaNaloga Games were introduced as a vehicle to promote reconciliation, reconstruction, nation building, civic pride and service delivery in the participating municipalities. The document reports that the various sport codes have the ability to transcend being 'just games', and can contribute to creation of peace, reconciliation, hope, unity and harmony among the participants and across the province.

The *KwaNaloga Games' Terms of Reference* document (2006) and The *KwaNaloga Blueprint* document (2003) highlight that firstly the Games promote IGR between municipalities across the province and the development of sport in KZN. Secondly, the Games encourage effective participation and co-ordination among all stakeholders in facilitating high quality and sustainable Games.

At one stage they were known as SALGA KZN but the Games have now come to be known as the KwaNaloga Games, because the Games were historically dominated politically by the Inkatha Freedom Party, thus the province elected to retain a more regionally-specific name. The local government elections of May 2011 have resulted in the change of the name from KwaNaloga Games to SALGA again and the Games for 2011 that took place on 9-13 December 2011 were known as KZN SALGA Games.

The inaugural KwaNaloga Games were staged in 1998 by the then Transitional Local Councils (TLCs). Only seven TLCs participated at that time, namely uThungulu, Zululand, Ugu, Umzinyathi, uThukela, Ilembe and Indlovu (known as uMgungundlovu). In the year 2000, local government became fully fledged and the districts of Sisonke, uMkhanyakude and Amajuba joined the KwaNaloga Games. The Games have since evolved and developed as an event that is celebrated annually.

The KwaNaloga Games Terms of Reference document (2006) states that the goal of KwaNaloga Games is to promote sound inter-district relationships by using sport as a vehicle to forge sustainable partnerships and strengthen existing relationships, thus achieving sustainable teamwork and partnerships. The Games encourage effective participation and co-ordination among all stakeholders in facilitating high quality and sustainable Games. In this way the KwaNaloga Games assist in identifying and nurturing sporting talent.

After thirteen years of staging the KwaNaloga Games, there ought to be many interesting lessons for the three spheres of government to share, analyse and interpret. It is important that the procedures, processes, challenges and solutions that have arisen within the specific mandate of the Games be documented and disseminated. In this regard, it is important to establish empirically whether the KwaNaloga Games are useful in the context of the current focus on implementing IGR, and if so, what lessons in terms of IGR practice can be learnt from the initiatives. It is against this backdrop that this study was conceived.

1.2.1   LOCAL GOVERNMENT FRAMEWORK

The Constitution of the Republic of South Africa Act (Act 108 of 1996) provided a framework for a system of local government that became operational in the year 2000. In terms of Section 151 (1), local government is made up of 283 municipalities in South Africa which are based on three constitutional categories: six metropolitan municipalities, 46 district municipalities and 231 local municipalities. Municipalities are divided into three categories: Category A – the so-called metropolitan areas; Category B – municipalities with an urban character, but falling within a larger rural district; and Category C – municipalities that cover larger, rural areas within which one or more urban areas or Category B municipalities might exist.

The municipalities have been allocated certain matters to deal with, while provincial and national government supervise others. Section 53 of the Constitution (Act 108 of 1996) states that "a municipality must structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community, and participate in national and provincial development programmes."

According to Section 156 of the Constitution, municipalities are to administer local government matters contained in schedules 4B and 5B of the Constitution, and make and administer by-laws about matters which they have the right to administer. Subject to conditions set by national and provincial government, they can also administer matters that are mostly effectively administered locally, and that they have the capacity to administer. This means that municipal councils have the authority to legislate, through

resolutions or by-laws, on local matters that concern service delivery and developmental issues. However, the extent of a municipal council's authority is limited to its geographical boundaries.

The constitutional objectives for local government are set out in Section 152 of the Constitution as follows:

- to provide democratic and accountable government of local communities.
- to ensure the provision of services to communities in a sustainable manner.
- to promote social and economic development.
- to promote a safe and healthy environment and to encourage the involvement of communities and community organisations.

Two of these overall objectives impose specific developmental duties on local government. For example, priority must be given to the basic needs of the community and the social and economic development of the community must be promoted. The purpose of the district municipality referred to in the Constitution as a Category C municipality, which shares authority with the local municipality in the district, can be deduced from Section 155 (4). The Category C must take into account the need to provide municipal services in an equitable and sustainable manner. When dividing functions and powers between districts and local municipalities, national legislation must also take into account the need to provide municipal services in an equitable and sustainable manner.

The objects, purposes, functions and powers of district municipalities are derived from the Constitution, the *White Paper on Local Government* (1998) and the Municipal Structures Act (No. 117 of 1998) (MSA). A district has the following functions: to redistribute resources within a district according to need; to assist and capacitate local municipalities in order for them to provide and sustain the provision of services in their area; and to promote economic development in the district because sustainability of the provision of services (as well as the general wellbeing of the inhabitants) is dependent upon a productive local economy.

The specific outcomes that a district must achieve include integrated development, sustainable development and equitable development. The MSA elaborates on these functions as follows. Firstly, it is responsible for integrated social and economic development – the development planning and services of the district must be coherent, and local municipalities should not pursue divergent or conflicting policies which can be detrimental to municipalities in the district. Secondly, its purpose is sustainable social and economic development – the development of the district must be self-reliant and cost-effective through the promotion of bulk infrastructural development and services for the district as a whole, and building the capacity of local municipalities where such capacity is lacking. Thirdly, a DM is intended to bring about equitable social and economic development – to promote the equitable distribution of resources between local municipalities to ensure appropriate levels of municipal services within the district.

The Department of Provincial and Local Government (DPLG, 2007a) summarises the role of a district municipality as being to provide assistance to local municipalities,

integrate planning for the district as a whole, deliver bulk infrastructure and ensure direct service delivery to areas where municipalities are not established.

In order to achieve integrated development outcomes there should be an integrated development plan (IDP) for the district, which includes a framework for IDPs for all the local municipalities. The IDP is one of the key tools for local government to cope with its new developmental role since it adds to the legal framework regulating co-operative governance. The IDP process is meant to result in decisions on issues such as municipal budgets, land management, promotion of local economic development and institutional transformation being made in a consultative, systematic and strategic manner.

Every municipality has to draw up an IDP. An IDP is a 'super-plan' that provides a framework for development. It aims to address the needs of the people in the area, draws in stakeholders and other spheres of government, and plans infrastructure and local development. IDPs should guide the activities of any agency from amongst the three spheres of government, corporate service providers, NGOs and the private sector within the municipal area (Local Government Project, 2009).

In the *Paralegal Manual* (ETU, 2008), Hofmeyr maintains that the IDP aims to co-ordinate the work of local and district municipalities with other spheres of government in a coherent plan to improve the quality of life for all people living in the district. It should take into account the existing conditions, problems and resources available for development for the whole district. Above all, the IDP must set out a framework for

how land should be used, what infrastructure and services are needed and how the environment should be protected.

In order to achieve sustainable development, districts must ensure the development of infrastructure for the bulk supply of water, electricity and sewerage. They in turn supply water, electricity and sewerage directly to local municipalities. In doing so, districts must ensure that services are provided in a sustainable manner, that is, that the consumer of services can afford them and the supplier can provide them within its own means on an ongoing basis.

The capacity of local municipalities should also be built where such capacity is lacking. The economy of the district should be developed through the promotion of local tourism for the district as a whole, and through the establishment of and control of fresh produce markets and abattoirs serving the area of a major proportion of its local municipalities.

In meeting the basic needs of the community, the district must ensure that services are provided throughout the district in an equitable manner according to need. To achieve equitable development, the district should supply the following: potable water supply systems, domestic waste disposal sites, municipal health services, fire fighting services, cemeteries and crematoria. Grants received from the national or provincial government are distributed to local municipalities in need. The health of many local municipalities will depend on the effective and efficient functioning of district municipalities.

1.2.2 LEGISLATIVE FRAMEWORK FOR LOCAL GOVERNMENT

The Constitution of the Republic of South Africa (1996), the *White Paper on Local Government* (1998) and the legislative framework for local government provide municipalities with a structure to manage their administration. The legislative framework for Local Government includes, but is not limited to, the following: the Constitution (Act 108 of 1996); the *White Paper on Local Government* (1998); the Municipal Demarcation Act (No. 27 of 1998); the Municipal Structures Act (No. 117 of 1998); the Municipal Systems Act (No. 32 of 2000); the Municipal Finance Management Act (No. 53 of 2003); the Division of Revenue Act (No. 12 of 2009) (DORA); the Intergovernmental Fiscal Act (No. 97 of 1997); and the Intergovernmental Relations Framework Act (No. 13 of 2005) (IGRFA). The next section elaborates on the IGR framework.

1.2.2.1 The Intergovernmental Relations Framework Act (IGRFA)

The IGRFA provides a framework for local government's participation in IGR as required by the Constitution of the Republic of South Africa (1996). The Act ensures that local government has access to intergovernmental dispute resolution structures in order to resolve disputes without hindrance to service delivery.

The IGRFA's objective is to provide, within the principle of co-operative government set out in Chapter Three of the Constitution, a framework for the three spheres of government (and all organs of state within them) to facilitate co-ordination in the

implementation of policy and legislation, including coherent government, effective provision of services, monitoring implementation of policy and legislation, and realisation of national policies.

The IGRFA does not seek to replace existing IGR structures established in terms of Acts of Parliament dealing with sectoral IGR. The Act seeks to formalise all the previous non-statutory IGR relations, fora, structures and committees that were not established in terms of any Act of Parliament (IGRFA, Section 9). The Department of Provincial and Local Government (2007b) clarifies that the objective of the IGRFA is to give effect to the constitutional requirement regarding structures and institutions to promote IGR and mechanisms and procedures to facilitate dispute resolution. The purpose of the IGRFA is to encourage co-ordination by the three spheres of government in the implementation of policy and legislation. Another requirement of the IGRFA is to promote certainty, stability and predictability in the system of IGR, as well as transparency and accountability. The IGRFA seeks to achieve its purpose through the implementation of a broad statutory framework dealing with:

• key principles of co-operative government and IGR;

• intergovernmental fora that form the institutional spine of IGR;

• implementation protocols that facilitate integrated service delivery; and

• rules for the settlement of intergovernmental disputes.

Edwards (2008) maintains that the IGRFA is a key piece of legislation for intergovernmental relations. Before its adoption there was no system or formal law that defined IGR, set the basic framework for IGR and provided procedures for the

settlement of intergovernmental disputes. Therefore, the IGRFA provides a framework for local government's participation in intergovernmental relations.

The Department of Provincial and Local Government (2007c) indicates a number of actors that are central to the IGR system. These include national parliament, departments and institutions falling within the national sphere of government; Provincial Legislatures, departments and institutions falling within the provincial sphere; and Municipal Councils, district and local municipalities and departments and other organs such as municipal entities fall in the local sphere of government.

The *Paralegal Manual* (ETU, 2008) concludes that the Act as a framework sets parameters for the establishment and functioning of intergovernmental fora; however it is up to each forum to find its way within that framework. The Act is not intended to be a one-size-fits-all approach but to allow sufficient scope for growth and diverse fora. The Act aims to bring about better co-ordination, which will improve service delivery.

1.2.2.2 The key IGR institution

The Department of Provincial Local Government (DPLG) is the key institution for IGR. The DPLG is now referred to as the Department of Co-operative Governance and Traditional Affairs (COGTA). The DPLG plays a key role in guiding the evolution of IGR, in conjunction with the Cabinet Governance and Administration Cluster. The DPLG's vision is a well co-ordinated system of government consisting of national, provincial and local spheres working together to achieve sustainable development and service delivery.

The DPLG's mission is to develop appropriate policies and legislation to promote integration in government's development programmes and service delivery, and to provide strategic interventions, support and partnerships to facilitate policy implementation in the provinces and local government. Van Ryneveld (2007) notes that the Department of Provincial and Local Government derives its mandate from Chapter Three of the Constitution, which deals with local government, and Chapter Seven, which deals with traditional leaders.

1.3   STATEMENT OF THE PROBLEM

The framework for IGR is clearly defined in the Constitution of the Republic of South Africa (Act 108 of 1996). This framework enables government to facilitate and achieve common goals within the three spheres of government. IGR are operationalised through legislative imperatives, agreements, contracts and legally binding instruments. Reddy (1999) maintains that IGR are one way for government to demonstrate to the citizenry the value of working together for the common good of the country.

The development of the people and the country is re-iterated in the preamble to the Intergovernmental Relations Framework Act (No. 13 of 2005) (IGRFA) which acknowledges that the challenges of poverty, inequality and marginalisation of vulnerable groups and communities are best addressed through a concerted effort by all spheres of government.

The KwaNaloga Games aim to promote sound inter-district relationships and social cohesion between districts using sport as a vehicle to forge sustainable partnerships. Games further strengthen existing relationships, enhancing co-operation between the different districts across the KZN Province and contributing to local socio-economic development in the area where the Games are staged (KwaNaloga Games Blueprint, 2003).

However, for the Games to be staged successfully, fundamental requirements, obligations and actions have to be met by the district and local municipalities, sport federations, the Department of Sport and Recreation (DSR), the KwaZulu-Natal Local Government Association (KwaNaloga) and other stakeholders. KwaNaloga owns the Games and appoints the Local Organising Committee (LOC) responsible for the organisation and co-ordination of the Games on its behalf (KwaNaloga Games Rules and Regulations, 2006).

Despite the numerous challenges associated with these Games, according to the District Post-Mortem Reports (2005-2009), the KwaNaloga Games have continued for thirteen years. The challenges have been in the areas of equipment, playing facilities (venues), accommodation, transport, funding and affiliation fees, and catering and meals. While these challenges have persisted, and their likely effect on IGR notwithstanding, no empirical studies have been conducted. This position is regrettable as information derived from such studies would inform policy about the use of Games to improve IGR in the municipalities. As an attempt to fill the gap, this study was proposed.

It is argued in this study that if the various spheres of government can align their objectives, processes and resources around a specific outcome like the KwaNaloga Games, then it is possible for the same spheres of government to align objectives, processes and resources for the delivery of housing, electricity, roads, sanitation, water, safety, waste and disaster management, security and other critical developmental local government outcomes.

1.4. OBJECTIVES OF THE STUDY

The study's aim was to examine how the KwaNaloga Games can be used to enhance intergovernmental relations in selected municipalities. The objectives of this study were to:

I.   Investigate the role played by the KwaNaloga Games in promoting IGR in selected municipalities.

II. Examine the administration challenges experienced by major participants in the Games.

III. Evaluate the sustainability of relations and partnerships forged among provincial, district and local spheres during the KwaNaloga Games and how sustainable are the relationships between municipalities.

IV. Examine the best practices learnt from the Games for IGR improvement.

1.4.1 KEY QUESTIONS

The following are the key questions of the study:

I.   To what extent have KwaNaloga Games succeeded in promoting IGR?

II. What and how are the challenges posed by the KwaNaloga Games solved?

III. How sustainable are the relationships forged prior to, during and after the Games between district and local municipalities?

IV. What best practices are learnt from the Games for IGR improvement?

1.5.   CONCEPTUAL REVIEW

The principal theories on administrative reform, participatory democracy, governance networks and decentralisation, together with the policies and processes of IGR, provided a conceptual and theoretical framework for the study. In South Africa, the work of Du Toit (1998), Van der Waldt (1997), Cloete (1995) and Reddy (1999) was consulted. At an international level, the work of Gurr and King (1987), Pickavance and Preteceille (1991) and others informed this study.

A one-on-one interview was held with 25 representatives from district municipalities, government departments and KwaNaloga Institution. Focus group discussions (FGDs) were held with seven focus groups, namely: the three district sport officers who are involved in sport administration; representatives of the Sport Federations; three District Team Managers and technical staff; government departments; sport officers from local municipalities; municipal officials who assist during the KwaNaloga Games; and athletes representing different sport codes. The questions posed focused on issues such as co-ordination, administration and management of the Games; partnerships and working relationships before, during, and after the Games; and IGR lessons provided by

the Games. For the analysis of this qualitative data, a phenomenological approach was used.

In gathering the quantitative data, a questionnaire was administered among members of the three districts' Technical Sport Planning Committees to determine the challenges experienced during the Games and the nature of relationships before, during and after the event. The questionnaire also included the roles and responsibilities of stakeholders in the Games.

Mouton (1996) and Silverman (2002) emphasise the importance of the validity and reliability of research findings. To arrive at valid and reliable results, this study used both quantitative and qualitative research methods in collecting data. The qualitative aspect made use of both one-on-one interviews and focus group discussions, while the quantitative research aspect made use of a survey in which questionnaires were distributed to carefully selected informants. The phenomenological method was followed for the analysis of qualitative data. In analysing the quantitative data, the Statistical Package for Social Sciences (SPSS) was used as an analysis tool for the research questionnaire.

1.6   VALUE OF THE STUDY

This study is important for the following reasons:

I.   The study indicates the role that has been played by the KwaNaloga Games in promoting IGR.

II. The study provides strategies for sustaining district-local relations and partnerships using the KwaNaloga Games in achieving the developmental objectives of local government.

III. The study provides best practices learnt from the KwaNaloga Games for IGR development.

IV. The study will benefit districts, local municipalities, sport federations and KwaNaloga Association in improving the co-ordination of the Games.

V. Since little is known about the effect of the Games in fostering IGR, this study makes a contribution to the body of knowledge on local governance.

1.7   LIMITATIONS OF THE STUDY

The main limitation of this study relates to the challenge of drawing descriptive conclusions about a larger group from sample data. This study focuses on only one of the nine provinces in the country, which happens to be the only province that stages these Games. Nonetheless, an attempt was made to source information from a wide cross-section of role players in the Province, and this ensured the generation of valid data applicable to KZN.

1.8   ORGANISATION OF THE STUDY

This study is organised in the following manner:

Chapter One provides an introduction, the background of the study, a statement of the research problem, the objectives of the study, the research methodology used, an

explanation of the value of the study, an acknowledgement of the limitations of the study, a description of the organisation of the study and a conclusion.

Chapter Two provides a literature review on public administration and IGR in South Africa. It sets the conceptual framework within which this study is located. In addition, this chapter examines the constitutional framework of IGR in South Africa. It also highlights the current state of local government in the context of IGR. Lastly this chapter presents the objectives of IGR in relation to the developmental objectives of local government.

Chapter Three discusses the research design and methodology as well as the research strategies and procedures applied in the study. The study used both quantitative and qualitative research methods. The former involved both one-on-one interviews and focus group discussions, while the latter entailed a survey using a questionnaire. Phenomenological and statistical methods were used to analyse the respective data.

Chapter Four provides a presentation, analysis and interpretation of the research study's findings. This is done on the basis of themes generated from the key research questions. The results of the one-on-one interviews, focus group discussions and questionnaire are also interpreted and analysed.

Chapter Five provides a summary of the study findings, then draws conclusions and makes recommendations flowing from the study.

1.9   CONCLUSION

This introductory chapter has provided a background to the study, a statement of the problem, the study's objectives, the value of the study the limitations of the study and the organisation of the study. The next chapter presents a literature review on Public Administration and intergovernmental relations in South Africa.

CHAPTER TWO: LITERATURE REVIEW

2.1   INTRODUCTION

This chapter sets out the conceptual framework for this study by highlighting the critical role of intergovernmental relations in the attainment of local government objectives. It does so by critically explaining the normative guidelines of public administration; the precepts of decentralisation, governance networks and the role of intergovernmental relations in this regard. Against this backdrop, this chapter then reviews recent literature on various aspects of IGR and provides an analysis of how IGR systems, processes and structures have evolved in South Africa. This chapter also discusses the state of local government in South Africa and highlights the dire need for a collaborative framework between all spheres of government. Lastly, the chapter shows how better IGR can contribute to the turnaround strategy and vice versa to better achievement of local government objectives.

2.2 PUBLIC ADMINISTRATION AND INTERGOVERNMENTAL RELATIONS: A CONCEPTUAL FRAMEWORK

According to the United Nations Development programme, public administration refers to the aggregate machinery (policies, rules, procedures, systems, organisational structures and personnel) funded by the state budget and in charge of the management and direction of the affairs of the executive government and its interaction with other stakeholders in the state, society and external environment. Public administration also includes the management and implementation of the whole set of government activities dealing with the implementation of laws, regulations and decisions of the government and the management related to the provision of public services (UNDP, 2003).

Ostrom and Ostrom (1968) state that according to Woodrow Wilson in 1887, administration was everywhere and the functions of government had become more complex and difficult where administration was achieved through hierarchically structured and professionally trained public service. Waldo (1955) elaborated on the concept by stating that administration is a type of co-operative human effort that has a high degree of rationality that should serve a purpose, be a collective action done by people, and be the product of rational decision-making. Waldo (1955) further indicated that administration subsumes the concepts 'organisation' and 'management', where organisation is the structure of administration and management would be its functioning. The public sector is seen as created for a purpose, displaying a specific direction and characterised by interrelationships.

Van Dijk (2008) maintains that the administrative structure depicted by Wilson and Waldo coincides with the classical view of organisational theorists such as Frederick Taylor, Max Weber, Gulick and Urwick, who maintained that the administrative function is much more complex and the administration much more chaotic. Administrative theory developed from its neo-classical approach to more contemporary approaches such as New Public Administration, conceptualised in 1968, and the New Public Management, conceptualised in the 1980s and 1990s. The view of New Public Administration and Management is that creating better public organisations requires a balance between remaining responsive to the societal needs and reinforcing employer branding to attract, develop and retain competent public servants.

In South Africa, public administration is guided by Section 195 of the Constitution of the Republic of South Africa, 1996, which states that public administration must be governed by the democratic values and principles enshrined in the Constitution. These basic values and principles apply to all spheres of government, organs of state and public enterprises. Section 158 (1) of the Constitution highlights the following basic values and principles that promote democratic governance:

- A high standard of professional ethics must be promoted and maintained.
- Efficient, economic and effective use of resources must be promoted.
- Public administration must be development-oriented.
- Services must be provided impartially, fairly, equitably and without bias.
- People's needs must be responded to, and the public must be encouraged to participate in policy-making. Public administration must be accountable.

- Transparency must be fostered by providing the public with timely, accessible and accurate information. Good human-resource management and career-development practices, to maximise human potential, must be cultivated.

- Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation.

Du Toit and Van Der Waldt (1997) cite six generic processes or functions in public administration which are referred as normative guidelines of public administration. These are interdependent and overlap in their execution by different people and divisions and departments at the same time. These functions include policy-making, organising, budgeting, personnel provision and utilisation, determination of work procedures and control. In the broad field of administration, the normative guidelines are referred to by the acronym POSCORB (planning, organising, staffing, co-ordinating, reporting, budgeting), depicting the function of administrators. These functions are relevant in intergovernmental relations activities. According to Cloete (1995), these functions of public administration should take into account the basic values and principles that promote democratic governance in the provision of public services.

Schwella (1991) advises that these functions are all important for the effective management of the various components that governmental administration relies on in any sphere of government. Gildenhuys and Knipe (2002) confirm that any public institution should reflect these functions and embody these basic values and principles

of public administration. According to Du Toit *et al.* (1997), these values emanate from the supremacy of the Constitution of South Africa (1996) which sets up the legal framework of the nation as well as its social value systems which include the maintenance of public accountability and public efficiency. Du Toit *et al*. (1997) further emphasise that the normative guidelines of public administration provide the framework in which IGR are performed, while the basic values and principles of public administration provide the cornerstone for IGR's foundation. It is constitutional imperative therefore, that the three spheres of government should adhere to the values and principles of public administration and good governance.

Stoker (1995) defines the concept of governance as the process of decision making and the process by which decisions are implemented or not implemented. This means a creation of a structure or an order which cannot be externally imposed but is the result of the interaction of the multiplicity of governing and mutually influential actors. The concept of governance has five propositions. According to Stoker (1995), the first is that governance is a set of institutions and actors that are drawn from but also beyond government. Secondly, governance identifies the blurring of boundaries and responsibilities for tackling social and economic issues. Thirdly, governance identifies the power dependence involved in collective action. Fourthly, governance is about autonomous self-governing networks of actors. Fifthly, governance recognises the capacity to get things done which does not rest on the power of government to command or use its authority, but it sees government as able to use new tools and techniques to steer and guide. Therefore the propositions are complementary and the governance perspective draws the attention to the increased involvement of the private and voluntary sectors in service delivery and strategic decision-making.

The United Nations Economic and Social Commission for Asia and Pacific (UN ESCAP) indicate that good governance comprises eight major characteristics, namely, participation, consensus-orientation, accountability, transparency, responsiveness, effectiveness and efficiency, equity and inclusivity, and following the rule of law. Good governance assures that corruption is minimised, the views of minorities are taken into account, and the voices of the most vulnerable in society are heard in decision-making. Good governance is responsive to the present and future needs of society. Bad governance, in contrast, is characterised by fraud, corruption, misuse of public assets and funds, lack of capacity building and skills in leaders and managers, lack of accountability measures, maladministration and mismanagement.

Participation can be either direct or through legitimate intermediate institutions or representatives. Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community. It requires a long-term perspective on what is needed for human development and how to achieve the goals of such development. Good governance requires fair legal frameworks. The full protection of human rights and the impartial enforcement of laws require an independent judiciary and an impartial and incorruptible police force.

Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. It also means that enough information is provided and that it is provided in

easily understandable forms and media. Organisations and institutions are required to be accountable to the public and to their institutional stakeholders. Accountability cannot be enforced without transparency and the rule of law.

The concept of 'effectiveness and efficiency' means that processes and institutions produce results that meet the needs of society while making sustainable use of natural resources and protecting the environment. 'Equity and inclusiveness' mean that all groups, but particularly the most vulnerable, have opportunities to improve or maintain their wellbeing.

In order to understand the complexities involved in adhering to these values and principles, it is critical to examine South Africa's democratisation and decentralisation process.

2.3   DEMOCRATISATION, DECENTRALISATION AND THE EVOLUTION OF INTERGOVERNMENTAL RELATIONS

Aristotle defined democracy in the 4th century BCE as rule by the people (*demos*), where stability and justice prevail and the interests of rich and poor are balanced. Democracy is a system of government in which every individual participates in the process of government maximally or minimally (DPLG, 2007b). It is only in a democratic political system that members of the society in principle have an opportunity to influence public policy. O'Donnell and Schmitter (1986) maintain that democracy is linked to the notion of participatory democracy. Democratisation is a process subdivided into three phases. Firstly, the liberalisation phase when the authoritarian

regime opens up or crumbles; secondly, a transition phase often culminating when the first competitive elections are held; and thirdly, the consolidation phase when democratic practices are expected to become more firmly established and accepted by the relevant actors.

Few of the African countries that have launched democratic institutions have so far developed into institutional, consolidated democracies. There are major differences in terms of democratic developments between countries on the African continent. The New Partnership for Africa's Development (NEPAD), formally adopted in July 2001 by African heads of state, is now seen as the continent's main official development framework. Among other things, the Partnership states that African development is impossible in the absence of true democracy, respect for human rights, peace, and good governance. It commits African leaders to promoting these principles in their own countries.

The African Peer Review Mechanism (APRM) has been created as an initiative to use peer pressure and demonstration effects to assess progress and performance among participating countries towards achieving agreed goals in the areas of democracy and political governance. The APRM is a self-monitoring African mechanism voluntarily acceded to by member states of the African Union. Its purpose is to ensure that policies and practices of participating states conform to agreed political, economic growth and corporate governance values, codes and standards and promote integration. The APRM is the first self-monitoring mechanism to emerge from the region to promote some form of mutual accountability among African governments.

Participatory democracy refers to the community in which every citizen is recognised to participate directly or actively in the dialogue and practices which define, build and sustain the common life and the general will (DPLG, 2007b). Participatory democracy involves a systematic accumulation of continuous and relatively deliberatively organised participation in the processes of policy and governance. In a participatory democracy, the government also needs to provide sufficient space in which civil society might influence policy-making. O'Donnell (1996) highlights that participatory governance is not equal to representative democracy which is regular election of members of parliament; instead, it refers to the manner in which elected bodies and in particular locally-elected ones govern between elections. Participatory governance refers also to a set of structural and procedural requirements to realise community participation (more commonly known as public participation).

Public participation is one of the objectives of the legislation and participatory governance is the mechanism through which this is to be realised. In the case of South Africa, participatory democracy has been embedded in constitutional and applied through the multiple governmental and non-governmental institutions, processes and political-cultural orientations which all add to a substantial complex of participatory practices. By the time electoral democracy was introduced in South Africa 1994, South African had already developed a system of multi-dimensional participatory democracy. This was positioned within a framework of constitutional and electoral democracy, but extended through a relatively wide range of initiatives that introduced multiple levels of engagement between government and citizens. The conceptualisation of South African democracy and the notion of participatory democracy, according to Whitehead (2002), is a multi-level, multi-focused and interactive complex of actions.

Multi-level governance is a public administration approach rather than a theory, which originated from studies on European integration. Liesbet and Gary Marks were the first to develop the concept of multi-level governance in the early 1990s. Multi-level governance gives expression to the idea that there are many interacting authority structures at work in the emergent global political and economic economy.

Multi-level governance was first developed from a study of European Union policy and then applied to EU decision making more generally. Marks (1993) referred to multi-level governance as a system of continuous negotiation among nested governments at several territorial tiers and described how national, regional and local governments are enmeshed in territorially overarching policy networks.

The approach of multi-level governance emphasises both increasingly frequent and complex interactions between governmental actors and the increasingly important dimension of non-state actors that are mobilised in cohesive policy-making. Multi-level governance raised new and important questions about the role, power and authority of states.

The vertical dimension of multi-level governance refers to the linkages between higher and lower levels of government, including their institutional, financial and informational aspects. In vertical multi-level governance, the local capacity and incentives for effectiveness of sub-national levels of government are crucial issues for improving the quality and coherence of public policy. The horizontal dimension refers to co-operation arrangements between regions or between municipalities. These

agreements are increasingly common as a means by which to improve the effectiveness of local public service and implementation of development strategies.

Network governance, in the public sector, is viewed by some as a phenomenon that promotes efficient and effective delivery of public goods and services. According to Sorensen and Torfing (2005), governance networks are defined as a relatively stable horizontal articulation of interdependent, but operationally autonomous, actors who interact through negotiations that involve bargaining, deliberations and intense power struggles. Governance networks take place within a relatively institutionalised framework of contingently articulated rules, norms, knowledge and social imaginations. It is also self-regulating within limits set by external agencies which contribute to the production of public purpose in the broad sense of visions, ideas, plans and regulations.

According to Jones *et al.* (1997), network governance as a concept explains increased efficiency and reduced agency problems for organisations existing in highly turbulent environments. Efficiency is enhanced through distributed knowledge acquisition and decentralised problem solving. Effectiveness, in turn, is improved through the emergence of collective solutions to global problems in different self-regulated sectors of activity. Due to the rapid pace of modern society and competitive pressures from globalisation, network governance has gained prominence and development among sociological theories.

According to Deduurwaerdere (2007), network governance (in terms of relationship between actors) can be described as a pluricentric governance system that involves a large number of interdependent actors who interact in order to produce public purpose.

In terms of decision-making, governance network is based on 'negotiation rationality' as opposed to the 'substantial rationality' that governs state rule and the 'procedural rationality' that governs market competition. In network governance, compliance is ensured through trust and political obligation which, over time, becomes sustained by self-constituted rules and norms.

Sorensen and Torfing (2005) identify four points of democratic anchorage for use in assessing the democratic performance of a governance network. These are that the governance network is controlled by democratically elected politicians; governance network represents the membership basis of the participating groups and organizations; governance network is accountable to the territorially defined citizenry; and governance network follows the democratic rules specified by a particular grammar conduct. Network governance is the mode most commonly associated with the concept of governance in which autonomous stakeholders work together to achieve common goals.

The emergence of governance network can be characterised by an attempt to take into account the increasing importance of NGOs, the private sector, scientific networks and international institutions in the performance of various functions of governance. Van Alstyne (1998) points out that governance networks are able to provide an innovative environment of learning, laying the way for adaptive and effective governance through integration of actors from different sectors. Decentralisation, a phenomenon in several democratic states, further necessitates governance network. Growing sub-national assertiveness, growing collaboration between sub-national and transnational institutions as well as the independent and distinct nature of sub-national units, all point to governance network as a logical extension of decentralisation. In South Africa,

decentralisation is implicit in the constitution and greatly informs all policy implementation.

Decentralisation policies are part of vigorous initiatives to support development. In its most basic definition, decentralisation is the transfer of part of the powers of the central government to regional or local authorities. Decentralisation is a response to the demand for diversity. There seems to be consensus since the 1980s that too much centralisation or absolute local autonomy are both harmful and it is necessary to put in place a better system of collaboration between the national, regional and local centres of decision-making. The renewed interest in this type of structure of the state comes from the recognition that less centralised decision-making would make national public institutions more effective, and that it would make local government and civil society more competent in the management of their own affairs.

Decentralisation is a complex and multifaceted concept that embraces a variety of concepts. Steinich (2000) reveals that the different types of decentralisation show different characteristics, policy implications and conditions of success. For example, political, administrative, fiscal and market decentralisation are the types of decentralisation that could appear in different forms and combinations across countries, within countries and even within sectors.

In South Africa democratisation and decentralisation in the context of IGR are interrelated as far as the formulation and execution of programmes in the three spheres of government are concerned. The Constitution of the Republic of South Africa (1996) states in Section 1 that the Republic is a sovereign, democratic state and is founded on

the values of human dignity, the achievement of equality and the advancement of human rights and freedoms, non-racialism and non-sexism, the supremacy of the Constitution and universal suffrage.

The Constitution of the Republic of South Africa (1996) emphasises the duty of local government to address the basic needs of communities, to provide services and to engage in social and economic development. Democratisation and decentralisation are further reinforced by the provisions of Section 151(4) of the Constitution where it is stated that another level of government may not compromise or impede a municipality's ability or right to exercise its powers or perform its functions. Cameron (1999) maintains that the values of democratic governance require the spheres of government to act with integrity, which demands fairness, reasonableness and equity. Reddy (1999) argues that each person should achieve welfare and prosperity, and provincial and local governance should be organised so that mutual deliberations and consultation are promoted.

In terms of the *White Paper on Local Government* (1998), national and provincial governments are constitutionally permitted to devolve powers and functions to local government. The provincial government should monitor the extent to which co-ordination of government activities within the local areas is taking place. It is also accepted in principle that the delegation of functions from national to local government should be the result of a Cabinet decision and take place after consultation with both provincial and local government. The *White Paper on Local Government* (1998) committed the government to the process of democratisation and decentralisation through policy, and provided a developmental and legislative framework.

Reddy (1999) concurs with Cameron (1999) that democratic governance contains a pledge to redress past discrimination and commands the state to satisfy a variety of economic and social rights. Democratic governance is also committed to the notion that all people be treated equally.

Smith (1985) refers to decentralisation as the transfer of legal and political responsibility for planning, resource use and resource allocation and management from national jurisdictions and agencies to sub-national jurisdictions, field decision centres, semi-autonomous bodies of government and governance, regional and functional authorities and voluntary non-governmental bodies.

Reddy (1999) points out that the source from which power is decentralised is inherently democratic and the body to which power flows is also democratically organised. As a result, democratisation and decentralisation facilitate the combining of programmes and co-operation between and among spheres of government. Du Toit (1997) argues that democratisation and decentralisation enable the national and provincial government to decongest some of their respective roles and responsibilities, providing local government with an opportunity for meaningful, grassroots involvement in governance.

Both national and provincial governments have legislative and executive authority to regulate municipal executive authority and ensure municipalities' effective performance of their functions. However, it should be noted that the provincial government has an adjunct to its obligations within a system of co-operative governance. Section 151 (3) of the Constitution (1996) states that, subject to national and provincial legislation, a

municipality has the right to govern on its own initiative the local government affairs of its community.

Of the three spheres of government, local government is the level closest to the people, and through decentralised political decision-making and management it allows people actively to participate in affairs that affect them directly. Most of the literature by Reddy (2001), Powell (2001), Steytler *et al.* (2006) and Van Ryneveld (2007) on local government concurs that at the local level, democracy is experienced and practised more directly than at any level of government. It is at the local government level that collective needs are identified and the equitable allocation and application of scarce public resources among potential recipients are determined.

The transfer of power and resources to the local government will help empower communities to work together to define and resolve their problems. Decentralised structures can bring government closer to the people and have the potential to enhance efficiency and democratic accountability. National government is committed to developing a stable and enabling framework for democratisation and decentralisation processes, and to providing a range of support mechanisms to assist provincial and local governments. Local government has a substantial contribution to make to the improvement of the quality of life of the people and the development of the country as a whole. South Africa's *White Paper on Local Government* (1998) has identified the key objectives of democratisation, decentralisation, transformation and development as being to provide a decent life and to meet the social, economic and material needs of communities in a holistic way.

2.3.1 BENEFITS OF DEMOCRATISATION AND DECENTRALISATION

Decentralisation strengthens democracy at the national level as well as reinforcing central government's commitment to rural development. It has contributed to better management of the co-ordination of integrated rural development projects and ensuring their sustainability. Decentralisation has led to the promotion of co-operation between the government and NGO, while increasing transparency, accountability and response capacity in institutions. The local level/government ceases to be the point of implementation of development policies decided by external actors, to become a place where local actors themselves determine the direction of their development and implement them.

Public policy decision makers also accept the necessity of citizen participation in order to make government action more effective and sustainable. The building of roles and responsibilities for civil society and local level governments further the objective of participatory democracy and the desire to establish consultations at all stages by ensuring that decentralisation is geared toward more citizen participation in local public life, (www. ciesin. org. decentralisation).

Democratisation and decentralisation have the potential to improve the relationship between the spheres of government. Reddy (1999: 18-19) highlights the following benefits of the democratisation and decentralisation process:

- It results in effective mechanisms for overcoming the serious limitations of centrally-controlled national planning.

- It promotes equity in the allocation of resources.

- It could develop management capacity among local government and provinces, thereby taking over functions that are performed efficiently and effectively by national departments.

- It could provide a co-ordinating structure for central government ministries and agencies, non-governmental organisations and local leaders involved in development initiatives in different spheres of government.

- It could promote more flexible, innovative and creative management of policies and programmes.

- It could increase the number of public goods and services rendered and the efficiency with which they are delivered.

- It could provide an important vehicle for mass participation by local citizenry.

- It could facilitate the exchange of information relative to local needs and channel them directly to the national government.

- It could increase the number of public goods and services rendered and increase efficiency in that they are delivered at reduced costs by reducing the diseconomies of scale inherent in over-concentration in the national capital.

It is recommended that for the democratisation and decentralisation processes to succeed there should be an appropriate support system in the form of political, financial and administrative backup. Where this is lacking or inadequate, network governance

becomes useful as other role players other than the state increasingly play a role in governance processes particularly in the implementation of state policies.

2.3.2 OBSTACLES TO DEMOCRATISATION AND DECENTRALISATION

The obstacles facing democratisation and decentralisation in South Africa are not unique from those experienced by other African states and the entire world. Authors such as O'Donnell (1996), Steinich (2000) and the DPLG (2007b) highlight a number of challenges in this regard. For example, poor political participation outside elections and weak governmental accountability lead to a sense of collective public frustration about what democracy can deliver and what can be achieved through formal political institutions. The rule of law, which is intended to establish formal rules and regulations a priori to order political interactions and make politics more transparent and predictable, is at best applied unevenly. This means that the equality of citizens before the law cannot be guaranteed. All of these practices and dynamics lead to the further de-institutionalisation of fragile democratic structures.

Corruption and clientelism exist where high levels of corruption often persist in hybrid regimes, especially when citizens have few means of holding elites to account except during election times. Elections themselves can be a source of corruption, since election campaigning is expensive and politicians often seek to raise funds or win votes in various illicit ways, for example through government controlled procurement processes. The civil service continues to suffer from a mix of ethnic/regional and political clientelism, ranging from the creation of additional ministries or positions to

accommodate favoured support groups to the abuse of civil servants to rally support for incumbents during pre-election periods.

The state capacity may be overwhelmed by the new demands brought by democratic pressures and unable to respond adequately because it lacks the necessary institutional and administrative capacity. The elite reversals may occur where presidents have sought to reverse the term limits imposed on them by amending the constitutions adopted. There are limited leadership skills and expertise in financial management (budgeting, expenditure) among the elected and among officials. Institutional reforms have frequently failed to produce influential watchdogs and counter-forces against state malpractice and corruption as assumed in democracy theory. The example of democratic institutions includes parliaments, courts, with powers of judicial review, institutions of restraints human rights commissions, electoral commissions and ombudsmen.

The presence of many non-governmental organisations (NGOs) at provincial and local level requires a coherent development strategy for integration and co-ordination with regard to financial powers. Their sustainability remains a concern since, while it is relatively easy and cheap to set up an NGO, establishing an association that speaks on behalf of a certain constituency and has an impact on policy formulation is far more time-consuming and takes long-term commitment. There is also a shortage of skilled and trained personnel and insufficient capacity for the implementation of reforms.

Powell (2001) maintains that if the devolution of a function to local government occurs without the financial and administrative capacity required to sustain it, this results in a

lack of service delivery. Challenges in this regard include backlogs in service delivery, the need to transform administration in municipalities, the need for municipalities to rebuild relationships with communities, backlogs in the provision of household infrastructure and services, and challenges in the promotion of economic development and community empowerment and redistribution.

At the Commonwealth Round Table on Democratisation and Decentralisation for Senior Local Government Policy Makers in Africa (Reddy, 1999:24), the following programme of action to promote democratic local government was endorsed:

- recognition of the role that participatory local government can play in support of the consolidation of democracy and development objectives;
- the promotion of co-operative policy and an institutional framework for intergovernmental relations in the area of local government;
- an adequate enabling environment for local government including the necessary constitutional, legislative and financial safeguards and allocations;
- effective devolution of power to ensure that local government is recognised by central government as a distinct sphere of government and a partner in development; and
- consolidation of the democratic process by support for post-election capacity building and induction or training programmes for elected local representatives.

The promotion of decentralisation notwithstanding, local government is seen as part of the wider state and not as a separate entity. The discussion on democratic

46

decentralisation therefore occurs within the ambit of co-operative governance – on which the discussion will now focus.

2.4   CO-OPERATIVE GOVERNMENT

Co-operative government can be traced back to the German Bundestreue concept, which entails a set of written principles on which relationships between national and regional government are based. The German Constitutional Court ensured that different parts of the German federation act in good faith and mutual trust. It implied that national and sub-national jurisdictions have certain political and legal obligations to support and consult one another on matters of common interest, to co-operate and maintain friendly relations (Edwards, 2008).

Chapter Three, Section 40 of the Constitution of the Republic of South Africa (Act 108 of 1996) outlines the three spheres of government: national, provincial and local. Co-operative governance means that the three spheres of government should work together (co-operate) to provide citizens with a comprehensive package of services. The nature of the relations between the different spheres of government is reflected in Section 40 (1) of the Constitution (1996), which states that the three spheres of government are "distinctive, interdependent and interrelated".

2.4.1 DISTINCTIVE

Distinctiveness means that the Constitution allocates certain functions and powers to each sphere, which then has final decision-making powers on those matters. The *IGR Report* (1999) explains distinctiveness as the degree of legislative and executive autonomy entrenched by the Constitution. The spheres of government are distinguished from each other by their power to make and execute laws. Malan and Mathebula (2002) maintain that the distinctiveness of the various spheres of government refers to the degree to which each sphere is autonomous in the legislative and executive sense.

Section 41 (1) (e) of the Constitution dictates that there should be respect for the constitutional status of institutions and the powers and functions of government in other spheres of governance. This suggests that each sphere of government has its own status with a clear mandate. Hence Section 41 (f) adds that spheres must not assume any power or function except those conferred on it in terms of the Constitution. Further to this, Section 41 (e) notes that the spheres must exercise their powers and functions in a manner that does not encroach on the geographical, functional or institutional integrity of government in another sphere. Finally, Section 41 (g) spells out the manner in which this is to be achieved, which is co-operation in mutual trust and good faith.

2.4.2 INTERDEPENDENT

Levy and Tapscott (2001) note that the interdependence of the spheres of government refers to the degree to which one sphere depends on another for the proper fulfilment of its constitutional functions and obligations. The interdependence of spheres emphasises

48

the co-relationship between national, provincial and local government and may include aspects such as the duty of the spheres to empower one another, as well as monitoring or intervening in the activities of the dependent sphere. The interdependence of government spheres is reflected in Section 41 (h) of the Constitution which states that if the goals of the nation are to be achieved, the three spheres of government must co-operate with one another through mutual trust and good faith by fostering friendly relations; assisting and supporting one another; informing one another of and consulting one another on matters of common interest; co-ordinating their actions and legislation; adhering to agreed procedures; and avoiding legal proceedings against one another.

No sphere can operate in isolation; all spheres are inter-reliant, mutually dependent and supportive of one another, especially in terms of capacity support for provincial and local government. The spheres should be closely supervised and monitored to ensure that national objectives are met through effective oversight by the appropriate institutions. Malan (2005) adds that the notion of interrelatedness is therefore about co-operation through joint planning, fostering friendly relations and avoiding conflict.

2.4.3 INTERRELATED

Interrelatedness is reflected in Section 49 (a) of the Constitution, which submits that spheres must preserve the peace, national unity and indivisibility of the Republic through the provision of effective, transparent, accountable and coherent government for the Republic as a whole. Interrelatedness means that the spheres are parts of a holistic system of government and that through these interrelated spheres, a solid and unified government can evolve (Edwards, 2008).This implies that the spheres are

crucial parts that collectively form the government of the country. If they are parts of a whole, then for the whole to function effectively as required, the parts must relate amicably. Levy and Tapscott (2001) emphasise that the decision to describe the different spheres of government as spheres rather than tiers was a conscious attempt to move away from the notion of hierarchy with its connotations of subordination.

In this regard the *White Paper on Local Government* (1998) points out that co-operative government assumes the integrity of each sphere of government but also recognises the complex nature of government in modern society. Layman (2003) alludes to the fact that for the government to implement its national priorities and effectively deal with socio-economic challenges such as poverty alleviation, job creation and enhanced service delivery, all spheres of government are required to work together in partnership.

The Constitution states that the three spheres should assist and support one another, share information and co-ordinate their efforts. Malan and Mathebula (2002) define co-operative government as a partnership characterised by national unity, peace, co-operation and co-ordination, effective communication and an infinite conflict-avoidance attitude.

The different spheres of government depend on one another for support in policy, programme and project implementation and regular communication. In many development projects, more than one sphere of government may be involved in implementation. Where necessary, the different spheres may enter into an implementation protocol that describes the role and responsibilities of each organ of

state. The three spheres may also outline priorities and desired outcomes, and provide for monitoring, evaluation, resource allocation and dispute settlement procedures.

For example, when a municipality proposes the development of a new township in its Integrated Development Plan (IDP), health and education services have to be provided by national government, and funds for housing development have to be transferred from national to provincial government, from where they go to the housing developers approved by the municipality.

Provincial and local government are spheres of government in their own right, and are not a function or administrative implementing arm of national or provincial government. This implies that the three spheres of government have original powers which are derived from the Constitution, and no sphere of government is subordinate to the other sphere. The *IGR Audit Report* (1999) explains that in a sphered type of government, organs of state are not subject to one another in any way, and any relationship can only be a product of their joint endeavours, where joint action must be characterised by consensus.

Each sphere of government has distinctive legislative and executive competencies. For example in the national government, legislative authority is vested in the National Assembly and the National Council of Provinces, and executive authority is vested in the Cabinet. At the provincial government level, legislative authority is vested in the nine Provincial Legislatures. Executive authority is vested in the Premier. In 2003 the Municipal Demarcation Board proclaimed 284 municipalities across the country. These are the forms of government closest to the communities and their legislative and

executive authority is vested in Municipal Councils (Section 151 (1&2) of the Constitution, 1996).

2.5. DEVELOPMENT OF AN IGR SYSTEM IN SOUTH AFRICA

The concept of IGR originated in the 1930s in the United States of America, where it can be traced back to Roosevelt's New Deal era and was confused with federalism. After the Intergovernmental Relations Commission was established in the US, the notion of IGR was then repositioned. The concept of IGR has been defined as the interactions that take place among the different levels of government within a state. By the 1950s it was internationally accepted following the creation of a United States permanent body called as the Advisory Commission on Intergovernmental Relations in 1959, and the promotion of the Canadian experience of co-operative federalism in the 1950s and 1960s. The evolution of IGR, whether in the United States of America or Canada, came to the forefront when the beginning of economic and social development programmes by the federal governments in these countries began to have great impact on other levels of government.

The origin of IGR in Sub-Saharan Africa can be traced from the colonial era by the British where regionalism was a strong feature that led to the changes from unitary government to a federal system. For example in Nigeria the British Government became dissatisfied with the system of maintaining three separate administrative units with boundaries, and this resulted in the amalgamation of the country. The constitution of 1954 was further improved as it IGR clauses. The need for administrative mechanisms

was paramount and several provisions in their Constitution of 1979 were related directly or indirectly to IGR (Ile, 2007).

IGR is essential to any system of government regardless of whether the state is federal or unitary in nature. The interdependence of different levels of government requires a certain degree of harmonisation and co-ordination of social, financial, economic policies. Intergovernmental relations exist in both federal and unitary structures.

Intergovernmental relations in South Africa, according to Edwards (2008), originated from the various federal governments systems pioneered during the era of British colonial administration from 1806 until 1910 and from 1910 to 1961. The 1910 Constitution departed from the two-sphered Westminster system by interposing a three-sphere government system comprising of a provincial government that had four provinces, a national and a local government. The 1983 Constitution recognised the importance of co-ordination and most powers were decentralised and devolved to sub-national units of government. After 1994 South Africa adopted a basic unitary system with strong and broad federal characteristics. The Constitutional Assembly conferred specific constitutional mandates on provinces and local authorities in an attempt to democratise South African society, by bringing government closer to the people (Levy & Tapscott, 2001).

In South Africa, the IGR system evolved as a result of the democratic and decentralised system of government. The development of IGR in South Africa can be traced back to the adoption of the Interim Constitution and the final adoption of the Constitution in 1996. A culture of consultation and co-operation was embedded in the Constitution

53

through principles of co-operative government and IGR. Chapter Three in particular provides principles for all three spheres of government on how to engage in IGR. The existence of spheres of government and the need to nurture relationships in an effort to accomplish governmental objectives is emphasised.

An Inaugural Report (2005/06-2006/07) categorised the development of the IGR system in South Africa according to three main phases, namely transforming the macro – organisation of the state and creating an IGR system (1994-2000), operationalising the IGR System (2001-2004) and consolidating the IGR system (2005-to date).The section below elaborates on the three main phases.

2.5.1 TRANSFORMING THE MACRO-ORGANISATION OF THE STATE AND CREATING AN IGR SYSTEM (1994-2000)

This phase centred on the creation of a single public service that incorporated the former homeland administrations; establishing the nine provincial governments; and Cabinet reforms such as the introduction of the cluster system and an end to the transitional phase of local government transformation, culminating in the demarcation of 284 municipalities. The primary focus was initially the creation of specialist intergovernmental (IG) fora and processes, especially in regard to concurrent functions.

Although remarkable progress has been made with the establishment of IGR system, it became evident that the issues of capacity in legislative, administrative fiscal and intergovernmental capacity had to be attended to through creation of IGR structures and fora. The concerns were on the functioning of the IGR system specifically and the

weaknesses in the structures and practices that led to poor co-ordination within and between different departments and spheres of government creating incapacity to implement national programmes and failure to delivery basic services (Presidential Review Commission, 1998).

2.5.2 OPERATIONALISING THE IGR SYSTEM (2001-2004)

During this phase the IGR system unfolded rapidly with minimal regulation. To give operational substance to the concept of co-operative government, many non-statutory national and provincial IG fora emerged, such as the President's Co-ordinating Council (PCC) in 1999, the Forum of South African Directors-General (FOSAD) in 2000 and provincial IG fora, 2001-2004. This period also saw increased organised local government's engagement in IGR as well as increased collaborative joint work, programmes and projects across the three spheres. Examples include the water project known as Masibambisane in 2001-2004; the Build, Operate, Train, Transfer (BOTT) in 1997-2001; the Reconstruction and Development Programme (RDP); Project Consolidate (PC); the Consolidated Municipal Transformation Programme (CMTP); Siyenza Manje and the Bucket Eradication Programme.

2.5.3 CONSOLIDATING THE IGR SYSTEM (2005 TO DATE)

The introduction of the Intergovernmental Relations Framework Act (IGRFA) (No. 13 of 2005) sketched out a broad statutory framework for the practice of IGR, provided for the establishment of IG fora and offered a basic framework for the settlement of IG disputes. With the increased formalisation in the regulatory environment came a shift of

emphasis to IG instruments facilitating the effective practice of IGR. DPLG (2007a:3) summarises the strategic purposes of intergovernmental relations as: to promote and facilitate co-operative decision making; to co-ordinate and align priorities, budgets, policies and activities across interrelated functions and sectors; to ensure a smooth flow of information within government and between government and communities to enhance the implementation of policy and programmes; and the prevention and resolution of conflicts and disputes.

The development of a whole government planning framework encompassing all the three spheres of government was a milestone in the evolution of the IGR system. As a result the national planning had sectoral or functional areas and the focus by then was to expand to the provincial and local plans and inter-sphere co-ordination and alignment. Each sphere of government is expected to comply with and align to priority provincial and local government developmental goals and each sphere plays its unique role in managing intergovernmental relations.

The effectiveness of the IGR system is gauged not only by IG fora and legislative imperatives but also the extent to which it adds value in service delivery, development and good governance across the three spheres of government. There are also other informal factors which condition the formal practice of IGR. These factors include politics, budget, capacity issues, trust, leadership and quality of relationships. When taken together, the informal and formal components of the IGR system can result in integrated service delivery and good governance being practised by participants in each sphere of government. However, informal operational factors can limit the

implementation of IGR, leading to poor co-ordination and supervision and poor oversight and integration roles within the three spheres of government.

2.5.2   CONCEPTUAL FRAMEWORK OF IGR

An Inaugural Report (2005/06-2006/07:11) refers to IGR as the complex and interdependent relations amongst three spheres of government as well as the co-ordination of public policies amongst the national, provincial and local government. According to Anderson cited in Malan (2005:228) IGR is defined as an important body of activities or interactions occurring between governmental units of all types and levels. Cameron (cited in Mathebula, 2004:19) maintains that IGR involve the geographical division of powers amongst the various spheres of government in the nation state, wherein the division of powers relates to the distinct and independent role each sphere has to play in the intergovernmental domain.

According to Fox and Meyer (quoted in DPLG, 2007a), IGR encompasses the complex and interdependent interactions among various spheres of government. This includes the co-ordination of public policies among the three spheres of government through programme reporting requirements, grants-in-aid, the planning and budgetary process and informal communication among officials. Van der Waldt and Du Toit (1997) characterise IGR as the mutual relations and interactions between government institutions at horizontal and vertical levels.

The *White Paper on Local Government* (1998) defines IGR as the set of multiple formal and informal processes, channels, structures and institutional arrangements for bilateral

and multilateral interaction within and between spheres of government. This is in line with Opeskin's (1998) definition of IGR as commonly used to refer to relations between central, regional and local governments as well as between governments within any one sphere, that facilitate the attainment of common goals through co-operation.

The Discussion Paper on "Strategic Initiatives to Enhance the Effectiveness of IGR" (DPLG, 2000:vii) suggests that IGR is a process of interaction that cannot and should not be confined to mere structures as it operates at the interface between what the Constitution provides and what the country requires. According to Dion (cited in Mathebula, 2004:19) maintains that the IGR approach is not only an effective method of governance but also an apprenticeship in negotiation, the art of conflict resolution, which is an inevitable dimension of life in society. In adopting IGR as a method, governments demonstrate to citizens the value of working together for the common good of the country (Reddy, 1999).

Mentzel (2000) suggests that IGR are interactions and mechanisms for multi-and bi-lateral, formal and informal, multi-sectoral and sectoral, legislative, executive and administrative interactions entailing joint decision-making, consultation, co-ordination, implementation and advice between spheres of government at both vertical and horizontal levels and touching on every sphere of governmental activity.

Besdziek (2001) describes IGR as entailing the conduct of the affairs between different public sector institutions where such relations occur both vertically and horizontally. For Kuye (2002), IGR are all the official actions and interactions amongst politicians and officials of national, provincial and local spheres of government, requiring them to

perform their duties regarding other functions and powers efficiently and effectively, to the benefit of society as a whole.

According to the Local Government Project (2006), IGR are taken to mean the relationships between the three spheres of government. Although these three spheres are autonomous, they exist in a unitary South Africa and they have to work together on decision-making and must co-ordinate budgets, policies and activities – particularly for those functions that cut across the spheres.

Steytler, Fessha and Kirkby (2006) define IGR as relations that are all about complex and interdependent relations amongst the three spheres of government and how these could work together for the good of the country. Further to this definition, the DPLG Inaugural Report (2005/06-2006/07) views the term "intergovernmental relations" as a system of the various components of the governance, administrative and fiscal arrangements operating at the interface between national, provincial and local governments.

Ile (2007:18) defined IGR as the "glue" – in the form of interactions, relationships and the conduct of officials – between governmental activities that ensure the achievement of common goals through mutual relationships, between and across vertical and horizontal governmental arrangements, towards alignment and cohesion across all spheres of government.

The aim of IGR is to seek synergy for efficiency and effectiveness in the delivery of services, and to sustain democracy in a number of ways, including the strengthening of capacity across all spheres of government for the common good.

In broad terms, IGR constitutes a negotiation and consultation process between the spheres of government aimed at harmonising government's actions and decision-making. An IGR system consists of facilitative systems and relationships that enable the units of government to participate effectively and to carry out mandates so that governmental goals are achieved. This includes executive mechanisms, co-ordinating mechanisms, co-operative agreements, and judicial and legislative mechanisms that all facilitate delivery by government machinery.

2.5.3 CLASSIFICATION OF GOVERNMENTAL RELATIONS

The relations between governmental bodies can be classified into three basic categories, namely inter-governmental, intra-governmental and extra-governmental relations (Du Toit, 1998).

Intergovernmental relations refer to the mutual relations between government institutions and according to the Constitution these relations and interactions between the three government levels are at both horizontal and vertical levels. According to Du Toit (1998), for example, the vertical intergovernmental relations can be divided into three that is relations between the national governments and provincial governments, between national governments and local governments and between provincial governments and local governments. Whereas horizontal intergovernmental relations

are between governments institutions at the same level, for example at the local government level, the municipal associations and co-operation agreements. The manner in which these governmental bodies conduct their relations will have an impact on the delivery of services to the communities. Therefore, it is crucial that these governmental bodies conduct themselves within the framework of the Constitution.

In the national sphere of government, examples of vertical structures of authority include Parliament, Cabinet Ministers and departments (governmental bodies in the same sphere of government but on different hierarchical levels) or the relations between a Cabinet Minister and the Head of his/her Department (individuals in the same sphere of government but on different hierarchical levels). Vertical intra-governmental relations are important for the establishment of lines of authority and for maintaining accountability and responsibility as well as facilitating control.

Intra-governmental relations refer to the relations within governmental bodies and institutions, whether national, provincial and local levels. Horizontal intra-governmental relations occur when governments within the same sphere interact. Intra-governmental relations occur when departments within one government, such as in a province, liaise with one another. Horizontal intra-governmental relations occur in governmental bodies between individuals and institutions on the same hierarchical level, for example between ministers and Cabinet in the national sphere of government.

Extra-governmental relations occur between governmental institutions and external institutions. These relations can be social, political, economic and institutional. Social

extra-governmental relations come into play, for example, when governmental bodies are involved in welfare matters affecting the community in general.

In South Africa, political parties represent a diversity of opinions and values and it should at all times be assumed that parliament represents the community and will thus behave as a community would. With regard to economic extra-governmental relations, these relations come into play when government institutes measures to serve as a framework within which the community and organised trade and industry can operate (Hattingh, 1998).

2.5.4 APPROACHES TO INTERGOVERNMENTAL RELATIONS

Du Toit (1998) highlights approaches to IGR as "democratic", "constitutional or legal", "financial" and "normative operational". The democratic approach aims at effectiveness and efficiency in public service, where common goals and a common agenda are promoted, leading to the reduction of conflict and competition. The supporters of this approach favour greater devolution to subordinate authorities and the autonomous right of existence of every sphere of government *per se,* which emphasises regional uniqueness (Hattingh, 1998).

Supporters of the Democratic approach maintain that every provincial/local government has the right to autonomy. As a result, they are opposed to centralisation of authority and favour decentralisation. The autonomy and independence of government bodies entail that each sphere of government has power to act independently of any higher authority. In the South African context, the principle of co-operative government means

that the three spheres of government have an obligation to trust and support one another in the co-ordination of programmes for delivery service.

The Constitutional or legal approach accepts that it is a constitutional fact that there is a hierarchy of governments. It sees the Constitution as the instrument for determining IGR and achieving harmony. The supremacy of the Constitution requires an Act of Parliament to establish or provide for structures and institutions to promote and facilitate IGR and appropriate mechanisms and procedures to facilitate the settlement of intergovernmental disputes. This constitutional requirement led to the passing of the Intergovernmental Relations Framework Act (No. 13 of 2005).

The Financial approach views IGR from a financial point of view. It places emphasis on what responsibilities each sphere of government has and what financial resources are attached to it. Fiscal, budgetary and financial matters are constitutionally regarded as significant in South African IGR, as the Constitution requires that a specific Act be passed to regulate these matters among the three spheres of government, with an equitable division of nationally-raised revenue.

The Normative Operational approach comprises elements of different values including cultural, spiritual, social, institutional and political values, as well as technical limitations, geographical factors and resource distribution issues. Normative is that which ought to be, while operational is that which must be able to work. IGR is practised within a public administration environment which is guided by the values and principles provided in Section 195 of the Constitution of South Africa (1996). This

means there are norms and values to which it should subscribe, such as the norms and values that guide the behaviour of public officials in the performance of their duties.

The section below discusses the current state of local government in the context of intergovernmental relations.

2.5.5 INSTITUTIONAL COMPONENTS FOR EFFECTIVE OF IGR

The *IGR Toolkit* (DPLG, 2007a) highlights the components that contribute to the effective functioning of IGR:

- Legislation and regulations related to IGR, which, *inter alia*, describe the distribution of powers and functions between and within spheres of government.
- IGR structures (such as fora and other bodies).
- IG processes such as planning and budgeting.
- IGR instruments (such as implementation protocols, guidelines and mechanisms for monitoring, communication, support and supervision).
- Intergovernmental dispute resolution procedures.

2.5.4.1 IGR co-ordinating statutory and non-statutory structures

Prior to the introduction of the Intergovernmental Relations Framework Act (No. 13 of 2005), various co-ordinating statutory and non-statutory structures of IGR were established after 1994 to ensure sound IGR in the three spheres of government. These

co-ordinating structures took the form of bodies such as councils, committees, fora and associations. Examples of such structures follow.

2.5.4.1.1 *IGR Co-ordinating Statutory Body: Local Government Budget Forum*

The Local Government Budget Forum was established in terms of Section 5 of the Intergovernmental Fiscal Relations Act (No. 97 of 1997). The Forum must consult with national, provincial and local government on any fiscal, budgeting and financial matters affecting the local sphere of government. These include any proposed legislation or policy which has financial implications for local government; and any matter concerning financial management or the monitoring of finances of local government. The Minister of Finance acts as Chairperson of the Forum. Members include provincial Finance MECs, five representatives from the South African Local Government Association (SALGA) and five representatives nominated by each of the nine provincial local government associations.

2.5.4.2.2 *Budget Council*

The Budget Council was established in terms of Section 2 of the Intergovernmental Fiscal Relations Act (No. 97 of 1997). The Minister of Finance acts as the Chairperson of the Council, whose members include the member of each provincial executive committee responsible for financial matters in each province. Members of the Financial and Fiscal Commission may attend the meetings. The Council allows for consultation between national and local government regarding any fiscal, budgeting or financial matter affecting the provincial sphere of government. This includes any proposed legislation or policy which could have financial implications for the province; any

matter concerning financial management or the monitoring of the finances of a province; and any matter referred to the Council by the Minister of Finance.

2.5.4.1.3   *Loan Co-ordinating Committee*

This Committee was established in terms of Section 2 of the Borrowing Powers of Provincial Governments Act (No. 48 of 1996). The Minister of Finance is the Chairperson of the Committee. The members of the executive council responsible for finance in each province are members of the committee. The committee's responsibilities include co-ordinating the borrowing requirements of provincial governments, taking into account the aggregate demand for capital market funds during a particular financial year. It also reports to the Financial and Fiscal Commission on the total debt of each province, the debts of the bodies controlled by it, and their contingent liabilities, risks and abilities to service their debt.

2.5.4.1.4   *Financial and Fiscal Commission (FFC)*

This Commission has been established in terms of Section 220 of the Constitution of the Republic of South Africa (Act 108 of 1996) as an independent and impartial institution which operates subject only to the Constitution and the laws of the state. The FFC is an independent body set up to advice government on the portion of revenue that should go to provincial and local government to subsidise services for the poor (the equitable share). The Commission appoints its own Chairperson. Its members include nine people nominated by the executive council of each of the nine provinces, two people nominated by the SALGA to represent organised local government, and nine others. The Commission's functions include: being a consultative body for organs of state (for example, government departments, universities and other public institutions created by

the state in the three spheres of government); making recommendations and giving advice to organs of state.

2.5.4.1.5 *South African Local Government Association (SALGA)*

The SALGA is recognised in terms of Section 2 (g) of the Organised Local Government Act (No. 52 of 1997) to represent local government in South Africa. Each province has its own association to handle the co-ordination of local government within the province. SALGA provides representatives to serve on various bodies to co-ordinate activities in which local government is involved – for example, representatives (without a vote) in the National Council of Provinces (NCOP), representatives in the Budget Forum, and representatives in the FFC.

SALGA plays a role in co-ordinating the activities of local government. The Association also ensures that local government matters are acknowledged in the policies and actions of other spheres of government. SALGA is also an employer's organisation for all municipal workers and sits as the employer in the South African Local Government Bargaining Council. SALGA's main source of funding is membership fees payable by municipalities.

2.5.4.2 Non-statutory co-ordinating structures

The non-statutory co-ordinating structures are as follows**:**

2.5.4.2.1 *Presidential Co-ordinating Committee (PCC)*

This committee has the President of the Republic of South Africa as its Chairperson. The Committee is responsible for, amongst other things: developing provincial policies;

preparing and initiating legislation for provinces; implementing national legislation within the framework of Schedule 4 of the Constitution; implementing national legislation within the framework of Schedule 5 of the Constitution; promoting the development of local government and preventing interventions in local government, in terms of Section 139 of the Constitution; developing rural strategies; facilitating the use of information technology and sound management systems; and overseeing the planning process to integrate planning in the three spheres of government.

The PCC is the main co-ordinating body at national level. The PCC meets regularly to oversee the implementation of national policies and legislation, and ensure that national, provincial and local development strategies are aligned to one another. The PCC deals with cross-sectoral issues and presents an opportunity for provinces to impact on national policy to ensure the co-ordinated and integrated implementation of national policies and programmes at provincial and local levels. The PCC consists of the President, the Deputy President, key Ministers, Premiers and SALGA representatives.

2.5.4.2.2   Forum for South African Directors-General (FOSAD)

According to the Department of Public Service and Administration, the role of FOSAD is to act as an interface between political structures and the administration in national and provincial spheres; to improve horizontal and vertical co-ordination of national policies; and share information on best practices in public management. As a result, the IGRFA recognises FOSAD as an intergovernmental structure in terms of Section 1 of the Act and refers to it as an intergovernmental technical structure. In addition to this Forum, a provincial forum of Directors-General (DGs) has been established, which operates at the provincial level with the same functions as the national FOSAD.

The President and the Cabinet are responsible for overall monitoring and making sure that plans are implemented. They use mechanisms like the Ministers and Members of the Executive Council Committees (MinMECs), where all MECs meet with the Minister, and the PCC, where the President meets with all Premiers and some ministers.

2.5.4.2.3   *Ministers and Members of the Executive Council Committees (MinMECS)*

MinMECS are established for the various functional areas of concurrent national and provincial legislative competence, in terms of Schedule 4 of the Constitution, 1996. The MinMECS aim to provide advice on policy issues of concurrent interest to both the national and provincial spheres of government. MinMECS identify problems or potential problems in policy formulation, policy co-ordination and policy implementation. They comment on proposed national and provincial policies and legislation about concurrent competencies and determine short-and long-term priorities about matters of concurrent competencies.

2.5.4.2.4   *The Premier's Forum*

The Premier of each province is responsible for co-ordinating relationships between national, provincial and local government in the province. The Premier's Forum promotes and facilitates IGR between the province and local governments in the province. The Forum meets regularly and consults on broad development initiatives in the province, as well as on the implementation of national and provincial policy and legislation. It also seeks to co-ordinate the alignment of provincial and municipal development planning and strategic planning. The Forum reports through the Premier to the PCC. Forum meetings are usually preceded by Provincial Advisory Forum (PAC)

meetings, where provincial heads of department (HODs) meet with all municipal managers.

The Premier's Forum is chaired by the Premier of the province and consists of the Premier, the Member of the Executive Council (MEC) who is responsible for local government in the province, any other provincial MEC nominated by the Premier, the mayors of district and metropolitan municipalities in the province, the administrator of any municipality under intervention in terms of Section 139 of the Constitution, and a municipal councillor designated by organised local government in the province (Section 17 of the Intergovernmental Relations Framework Act).

2.5.4.2.5 *Provincial Fora*

The nine provincial governments have established IG fora to co-ordinate provincial and local government matters within particular provinces. A Premier must establish a Premier's IG Forum with the following membership: the Premier, at least the MEC for local government, at least the mayors of district municipalities (DMs) and where applicable, of metropolitan municipalities, and a representative of organised labour.

The objective of this Forum is to promote and facilitate IGR within the province. It performs this function by being a consultative forum for the Premier and the mayors. The Forum discusses matters arising from the PCC and other national intergovernmental fora affecting local government, the implementation of national policies and legislation, and matters of mutual interest.

2.5.4.2.6   *Municipal Intergovernmental Forum*

The municipal IGR fora are intended to promote and facilitate IGR between the district municipality and the local municipalities in the district. Their role is to serve as a consultative forum that discusses and consults on matters of mutual interest, including policy and legislation, service delivery and coherent planning and development in the district.

The mayors are expected to establish a district intergovernmental forum. The District Mayor is the forum's Chairperson. The forum determines how often it meets, but it must meet at least once a year with service providers and other stakeholders concerned with development in the district, with the aim of co-ordinating effective service delivery and planning. Metropolitan councils and district councils are also developing co-ordinating structures to promote co-operation among municipalities located next to each other.

The significant role played by the IGR fora in the strategic management of integrated planning service delivery is clearly evident from the IGR structures and committees cited above. These IGR fora play a valuable role in guiding a coherent response to the challenges of co-ordination and joint decision-making in the three spheres of government.

Successful co-ordination of activities and project implementation among the three spheres of government requires the definition of clear mandates for IG and inter-departmental task teams, and regulatory guidance in managing integration. The budget for integrated service delivery presents logistical and accountability challenges for local government.

2.5.4.3 Structures and fora of KwaNaloga for effective IGR

The stakeholders in the KwaNaloga Games consist of districts, local municipalities, sport federations, provincial departments including the provincial Department of Sport and Recreation (DSR), local sport structures, and the business and private sector. The National Department of Sport and Recreation plays a pivotal role in shaping the development of sport in the province of KZN. Funding is allocated to provincial structures that, in turn, are expected to facilitate the devolution of those funds to district-level federations (Burchell, 2009). The Department of Sport and Recreation both at national and provincial are also charged with advising and assisting with the co-ordination of the Games at all levels, whereas the federations provide the technical expertise required for the Games at all levels.

In her presentation on behalf of the National Department of Sport and Recreation (SRSA) at a Sport Management Conference held in January 2009, Burchell (2009) emphasised that partnerships are fundamental to sport success and that it is important to recognise the respective lead roles of various stakeholders. She indicates that the SRSA has a constitutional obligation to ensure the success and responsible governance of sport and recreation. The SRSA also aims to build capacity in coaching, officiating, and sport science and school sport. The SRSA assists federations by providing funding.

The Provincial KwaNaloga Local Government Association management committee represents all categories of municipalities in the KZN Province. The KwaNaloga Stakeholders' Forum is a forum led by the KwaNaloga Association and takes full responsibility for the strategic management of the Games. The Local Organising

Committee (LOC), in partnership with KwaNaloga, sport federations, the Department of Sport and Recreation (DSR), South African Police Services (SAPS), the medical team, and COGTA, is responsible for the technical preparation of the Games. These bodies also liaise with the Political Advisory Committee (PAC) to ensure political buy-in at the district level and the provision of and preparation of facilities. The Local Organising Committee takes full responsibility for the technical staff.

The District Municipalities are responsible for the overall co-ordination and implementation of the Games, dissemination of information and engagement of stakeholders, management of resources and securing playing venues. They are also responsible for accommodation, meals, and refreshments for their athletes, coaches, managers and officials as well as the provision and transportation of teams and team management to and from the respective venues. The local municipalities provide the district with athletes who participate in the KwaNaloga Games, and are also responsible for organising the Mayoral Cup.

The District Sport Planning Committee advises on all matters relating to participation in the KwaNaloga Games. The Head of Delegation ensures that the code of conduct and discipline are maintained among athletes during the KwaNaloga Games. The Head of Delegation is made up of three to five members (Chef de Mission, General Manager, Assistant Manager and support staff) who are given leadership responsibility for the district team during the Games.

The involvement of sport federations is crucial since they form a link with relevant sport institutions. The sport federations are responsible for the provision of technical

expertise and support. The Sport Planning Committee identifies and recommends playing venues, draws up venue requirements, produces fixtures and schedules, prepares and submits tournament administration requirements to KwaNaloga and appoints members of the Dispute Technical Committee.

The *KwaNaloga Games Blueprint* (2003) reveals that in preparation for the KwaNaloga Games, a Local Organising Committee (LOC) is formed to assist in establishing good working relationships between all stakeholders. The LOC is made up of KwaNaloga officials and other officials co-opted by the KwaNaloga office, government department officials, provincial federations and officials from the hosting district.

The main aim of the LOC is to assist the host district to host the Games successfully. The LOC is expected to have an oversight role in organising the opening and prize-giving ceremonies of the KwaNaloga Games; the identification of suitable venues for playing each sport code; making sure that the fixtures have been distributed to all participants; and that commissions such as support and logistics, game services, emergency services, PR, marketing services, sport services, security and the medical committee, are well-organised.

The LOC of the host municipality works with the participating districts and relevant stakeholders to make sure that all is in order for the KwaNaloga Games to take place. The host district should have another separate team (representatives from different stakeholders) that focuses on the team's preparations. This team focuses on preparing a winning team for the district. The host district should be able to separate such functions. The host district is responsible for the following: Organising relevant services such as

traffic control, disaster management, safety and security, signage, emergency services, competition venues and facilities, cleaning and other essential services; Providing promotional material and mobilising communities to support and participate in the Games; Identifying and preparing sport facilities and equipment for the Games; Providing communication expertise and facilities for the Games office, nerve centre and media centre; Hosting a civic reception as part of the opening ceremony; and providing hospitality for the VIPs for the duration of the Games.

2.6   THE CURRENT STATE OF LOCAL GOVERNMENT IN THE CONTEXT OF IGR

The *COGTA Overview Report on the State of Local Government* (2009) points out that municipalities have distinct differences in capacities and institutional context. Not all municipalities have gone through the phases of establishment, consolidation and sustainability at the same rate. As a result municipalities have faced challenges in matters of fiscal, spatial and functional governance.

In local government, various programmes, projects and interventions have been initiated to advance service delivery and institutional support. Examples include the Reconstruction and Development Programme (RDP) which envisaged new roles for local government; Project Consolidate (PC), a hands-on local government support and engagement programme which aimed at addressing the need for a better understanding of how municipalities are discharging their constitutional mandate at grassroots level; the five-year Local Government Strategic Agenda (LGSA); Planning and

Implementation Management Support (PIMS) centres; Integrated Developmental Planning (IDP) and the Bucket Eradication Programme.

Though the government has made some progress, the *COGTA Overview Report* (2009) reveals that there are still a number of governance and service delivery challenges in local government, including the following: Huge service delivery and backlog challenges, e.g. housing, water and sanitation; Poor communication and accountability relationships with communities; Problems with the political administrative interface; Corruption and fraud; Poor financial management, e.g. negative audit opinions and reports; A number of service delivery protests; Weak civil society formations; Intra and inter-political party issues negatively affecting governance and delivery; and Insufficient municipal capacity due to the lack of scarce resources.

The Constitution of the Republic Of South Africa (1996) requires national and provincial governments to support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and to perform their functions. Failure in this regard may result in the invocation by the national sphere of government of Section 100 of the Constitution, which allows the national sphere to intervene in the province. The provincial government can intervene in a municipality within its jurisdiction in terms of Section 139 of the Constitution. To give effect to these obligations, the departments of local government were established with the specific mandate of overseeing and supporting municipalities. The principle for the application of Section 100 and 139 has always been to invoke them as a last resort.

The *COGTA Overview Report* (2009) indicates that more than thirty municipalities had experienced an intervention for the following reasons: firstly, it had become apparent that these mechanisms were not well supported by national government or sufficiently institutionalised; secondly because of a lack of post-intervention measurement of improvement; and thirdly because there was a weak application of intergovernmental checks and balances (that is, the oversight and review process by the Minister, the NCOP and provincial legislature).

The most common failures that have triggered Section 139 provincial interventions are summarised by the *COGTA Overview Report* (2009) into three broad categories:

- **Governance**: political in-fighting, conflict between senior management, councillors and human resources management.
- **Financia**l: inadequate revenue collection, ineffective financial systems, fraud, misuse of municipal assets and funds.
- **Service delivery**: breach of Section 152 and 153 of the Constitution, which outline the service delivery obligations of municipalities.

Provincial departments and the offices of the Premier in relation to local government are responsible for overseeing, supporting and leading governance entities in the provinces. However, the National State of Local Government Assessments conducted throughout the country in 2009 highlight that these offices have previously been found to be under-resourced, poorly-structured and incapacitated, and often lacking in a core focus on their oversight and governance mandates.

How government can bring the necessary checks and balances into the system before a legislative intervention becomes necessary has become a critical issue. Integral to this would be mechanisms for improved monitoring, an early warning system and strengthened means of intergovernmental oversight and support measures, particularly in the aftercare phase.

The provincial reports on local government have provided substantive evidence that the capacity of national and provincial government to effectively resolve these challenges is weak, resulting in the introduction of the Local Government Turn-Around Strategy (LGTAS).

The LGTAS has been developed to address the root causes of municipal problems as identified during the National Local Government Assessments. The LGTAS has two broad objectives: firstly, to restore the confidence of the majority of citizens in municipalities as the primary delivery machine of the developmental state at a local level. Secondly, it is to rebuild and improve the basic requirements for a functional, accountable, responsible, effective, efficient developmental local government.

According to the National Local Government Assessments (2009), the root causes of municipal problems include the following:

- **Systemic factors**: the two tier system, limited revenue base and demarcation.
- **Legislative factors:** inappropriate legislation, over- and under-regulation.
- **Political factors**: inter-and intra-political conflicts and polarisation.

- **Accountability systems**: lack of performance management systems, poor community participation mechanisms.

- **Capacity and skills**: lack of capacity in small and rural municipalities.

- **IGR support and oversight**: fragmented national and provincial support and weak oversight.

- **Intergovernmental fiscal regime**: poor grant design, limited impact and grant dependency.

The *COGTA Overview Report* (2009) highlights that the democratisation of the local sphere, which is so well envisioned in the *White Paper on Local Government* of 1998, is currently hampered by community frustration over poor institutionalisation of systems, poor service delivery and poor political governance. There is a culture of patronage and nepotism in some local government municipalities which is so widespread that the formal municipal accountability system is ineffective and inaccessible to many citizens. As a result there is a lack of citizen confidence and trust in the local government system, as evidenced by community protests over service delivery all over the country.

Figure 2.1 Service delivery protests January – July 2009 (COGTA, 2009)
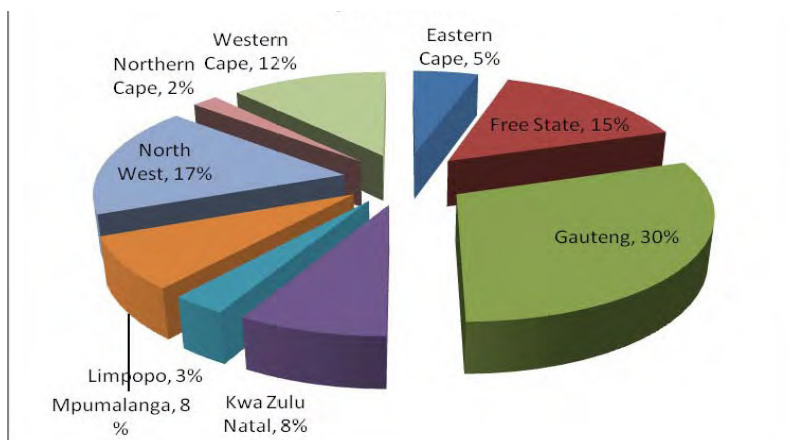
Figure 2.2 Major service delivery protests by year (COGTA, 2009)
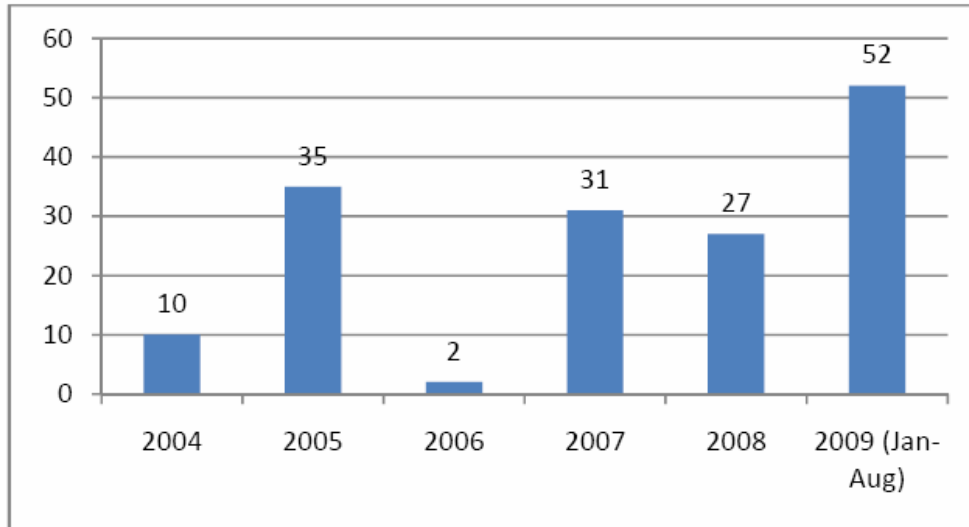
The Municipal Hotspots Monitor indicated that it is not easy to predict the occurrence of protests, given that protests do not necessarily take place in the poorest municipalities in South Africa. Protests do not only occur in wards or municipalities with the worst service delivery backlogs. Population growth and urbanisation are key determinants from which a link with protests can be made. Housing administration and management also some of the key concerns of residents, followed by the cost of services. According to the *COGTA Overview Report* (2009) councillors have been accused of being arrogant and insensitive to the needs of the community. There is also a lack of effective complaints management and no coherent systems in place to measure service delivery or the quality of client interface, resulting in protest action.

According to the 2010 Local Government Turn-Around Strategy (LGTAS), the Local Government Ten Point Plan commits to the development of a coherent and cohesive

system of governance and a more equitable intergovernmental fiscal system. The administrative, institutional and financial capabilities of municipalities should be built and strengthened. The quantity and quality of municipal basic services to the people in the areas of access to water, sanitation, electricity, waste management, roads and disaster management should be improved. All forms of maladministration affecting local government (including fraud, nepotism and corruption) must be uprooted in order to restore the institutional integrity of municipalities. A single window of co-ordination for the support, monitoring and intervention in municipalities should be created. There is a need to deepen democracy through a refined ward committee model. The ensuring of the development and adoption of reliable and credible Integrated Development Plans (IDPs) remains pivotal – as does the enhancing of the municipal contribution to job creation and sustainable livelihoods through Local Economic Development (LED) initiatives.   Improving the quantity and quality of municipal basic services to the people in the areas of access to water, sanitation, electricity, waste management, roads and disaster management is also crucial, according to the Ten Point Plan.

This means that national and provincial government should improve the quality of their regulation, oversight and support local government in the ways that reconnect citizens to the state in order to overcome the public protests. Developmental local government cannot work without skilled, capable and ethical people serving the citizens of the country to their best ability. The challenges listed above also indicate that there are serious weaknesses in the system of public accountability.

The Local Government Ten Point Plan is to be managed through the establishment of arrangements of Institutional structures (NCU: single window of co-ordination, policy

clearing house); Mobilisation of resources and stakeholders (priority for rural development, vulnerable municipalities, IDP participation); Support for LGTAS priorities (differentiation, spatial prioritisation of budgets, IG agreements, and providing enabling environment for service delivery); and Monitoring, reporting and learning (intergovernmental agreements and intergovernmental monitoring and reporting good practice).

The municipalities are expected to develop their Municipal Turn-Around Strategies (MTAS) and the roll out of MTAS should be in phases. The MTAS should be in line with the LGTAS priorities for 2011 and Vision 2014. The priorities for 2011 include accelerating the service delivery programme on basic services, addressing immediate financial and administrative problems in municipalities, strengthening ward committee capacity and implementing a new ward governance model. In comparison, the 2014 Vision outlines the following priorities: universal access to affordable basic services; training of competent councillors, officials, ward committee members, Community Development Workers (CDWs) and community activists; significantly reducing infrastructure backlogs; and a single election for national, provincial and local government. Moreover, the MTAS is to be incorporated into each municipality's IDP and Service Delivery Business Implementation Plan (SDBIP). The implications for IGR would be: simplification of structures, mandates and systems; improving good governance accountability and transparency; and finally, greater co-ordination, effectiveness, efficiency and coherence in intergovernmental relations involving local government.

2.9 IGR, TURN-AROUND STRATEGY AND LOCAL GOVERNMENT DEVELOPMENTAL OBJECTIVES

Several studies of Ile, Sokhela and Mathebula have shown that sound IGR would lead to effective attainment of developmental government objectives. Ile (2007) established that sound management of IGR presents opportunities for improving government service delivery. IGR structures are regarded as having a facilitative role in the development of service delivery. Ile's study also highlighted the complexities around the management of IGR structures and suggested that the three spheres of government should align their roles. The study further pointed out that the elements of co-ordination, commitment and co-operation and leadership are important for successful IGR management. In her conclusion, Ile (2007) proposed a model of IGR management that is transactional, collaborative and relational in nature in order to improve service delivery.

An earlier study by Sokhela (2006) regarded IGR as a practical instrument for ensuring co-operative government in the delivery of services by the various spheres of government. Studies elsewhere point to similar findings. While examining multi-level governance in Australia, Painter (2001) points out that without IGR, there would be tensions that would block effective problem solving. Painter proceeds to suggest that the use of collaborative models of joint decision-making could resolve such problems.

In an attempt to unravel IGR and the effectiveness of local government, Gilsing (2007) uses a case study of the Dutch youth policy and shows that diffusely defined responsibilities, as well as strong mutual dependencies between various spheres of

government, create a complex arena for public administration that could impede policy implementation.

It is clear from the foregoing discussion that sound IGR are critical to policy implementation and the attainment of local government objectives. What is not entirely clear to date is how to operationalise sound IGR. Mathebula (2004) argues that the IGR system in emerging democracies should be obligatory and driven through constitutional provisions and arrangements. Mathebula's study further suggests that the political system has an impact on how spheres of government relate. He further maintains that IGR is a technocratic activity that should accommodate the reality of being a terrain of contestation between elected and appointed officials.

In this regard, COGTA has designed better IGR institutional arrangements that can form the baseline for effective and responsive service delivery – with the proviso that: there are clear and realistic policies; there is appropriate allocation of powers, functions and financial resources; organs of state are accountable for the implementation of policies; there is co-ordination between organs of state, public participation and there is a level of self-reliance in communities.

The local government developmental objectives require that municipalities become more strategic, visionary and ultimately influential in the way they operate. Municipalities have a crucial role in contributing to policy making, as thinkers and innovators and as institutions of local democracy. A developmental municipality should play a strategic policy-making and visionary role and seek to mobilise a range of resources to meet basic needs and achieve developmental goals. The approaches in

LGTAS also create a framework in which municipalities can develop their own strategies for meeting local needs and promoting the social and economic development of communities.

The national and provincial governments are committed through institutional and reporting arrangements to provide support to enable municipalities to utilise approaches and tools put forward in the IGR processes and LGTAS to meet the developmental objectives of local government. The COGTA Department has established the following institutional arrangements for implementing the LGTAS:

- The National Command Centre will become the single window of co-ordination for improved support to government until 2014. Its key units are responsible for rapid response, monitoring and evaluation, intelligence and intergovernmental co-ordination.

- The Rapid Response Unit will be critical in the turn-around strategy, especially before 2011. The Unit will send skilled technicians to resolve service delivery problems, such as broken sewage works, dry standpipes and water management before they escalate into more serious and costly problems for municipalities and communities.

- The Intelligence Unit will create a knowledge management system to analyse the MTAS and direct the action elements accordingly, disseminating information and recording the processes adopted. This Unit, together with the Intergovernmental Co-ordination Unit, will be responsible for managing a close, evidence-based interface with policy, research and legislative work within the COGTA Department,

in order to create a cohesive response to adjustment in the structural and institutional environments of government.

The institutional arrangements for implementing the LGTAS also have the following reporting systems:

- The Command Centre will report to the Minister of Co-operative Governance and Traditional Affairs and the President.
- At provincial level, there will also be a Command Centre managed by the heads of department (HODs) of local government departments and with oversight provided by the MEC's task team, which will ensure that the provincial role in the MTAS is monitored, guided and supported.
- The MECs for local government and sector portfolios and the DG in the offices of the Premiers will also ensure that sector commitments to the MTAS teams will report to the provincial cabinets and to MinMECS.
- At local level the municipal Councils and district intergovernmental fora will report on MTAS implementation to respective provincial oversight bodies.

Therefore, the co-ordinating framework for the LGTAS is designed to ensure that a close interface with municipalities is maintained, while at the same time providing for clear lines of reporting and accountability within the governance environment.

The ultimate objective of the IGR institutional arrangements and LGTAS is to strengthen the local sphere and rebuild the confidence of both local government and its citizens through the achievement of a responsible, accountable, effective and efficient

86

local government. This will be accomplished through a coalition-based approach which entails a number of policy and legislative reforms; the adoption of a differentiated approach to allow better government and support of socio-economically vulnerable municipalities; improved intergovernmental monitoring and supervision; improved facilitation of interventions; and hands-on support.

The LGTAS framework is designed and developed such that better-functioning IGR institutional arrangements can contribute to the MTAS, leading in turn to the better functioning of IGR and achievement of Local Government Developmental Objectives.

For better IGR to contribute to a turn-around strategy towards the achievement of local government objectives, Local Government Project (2009b) suggests that the turn-around strategy should be built on three pillars with short and long-term measures. The three pillars should include firstly, simplification of structures, mandates and systems, secondly improving good governance and accountability and thirdly coherence in intergovernmental relations involving local government.

The first pillar is the simplification of structures, mandates and systems. There is a need to simplify monitoring, support and reporting lines and ways should be created to differentiate local government mandates. In simplifying structures, mandates and systems, the short-term solution should be regulation, where the object is to ensure that all municipalities provide a suite of basic municipal services. Legislation that sets out priorities should be considered and each individual function needs to be disaggregated into its respective components. The focus should be on establishing core basic services that every municipality must deliver in a sustainable manner. Politics and policy need to

be clarified (particularly with regard to COGTA, the National Treasury and the Presidency, and the responsibilities with regard to local government at national level – particularly with regard to the turn-around strategy).

Long-term measures include regulation, finance and capacity. Regulation should focus on the repositioning of district municipalities as regional service delivery and planning units, emphasising regional planning co-ordination, support and shared services. Changes to the intergovernmental fiscal system need to be considered, including stronger redistribution of grants to support non-viable municipalities, providing more institutional support through equitable share, stronger supervision of conditional grants and the improvement of targeting through conditional grants. Finally, there is a need to establish and nurture centres of excellence in local government leadership and administration. Municipalities' operational systems should be streamlined, making common monitoring and support more effective.

The second pillar relates to improving good governance and accountability. The quality of local democracy in municipalities, as well as the professionalisation of municipal administration, needs urgent attention. The challenge of the political administration interface within municipalities is integral to this pillar.

Improving good governance and accountability at the municipal level must be directed at three broad relationships, which often overlap according to Steytler *et al.* (2009). These relationships include the appointment and management of municipal staff, appropriate oversight within municipalities, checks and balances of power and the relationship between the municipality and the public. Internal oversight within

municipalities should be strengthened and the role of public accounts committees must be strengthened and clarified. Central oversight over financial administration needs to be enhanced and more intrusive measures considered. Ward committees' involvement in IDPs also needs to be improved. There should be more emphasis on and enforcement of performance management systems, and performance evaluations should be conducted in line with the legislative framework. More attention should be given to building the capacity of political leadership. Citizens' voices and their participation in municipal affairs need to be strengthened. The role of traditional leaders in local government also needs to be enhanced.

Long-term measures under Pillar Two focus on sound municipal administration that requires greater insulation from the insecurities of local politics. The legal framework should be revisited to ascertain how it can help strike a new balance between the principles of, on the one hand, political synergy at the top and, on the other, professional administration. Eligibility for political leadership should be made subject to certain qualifications. The advantages and disadvantages of the conflation of legislative and executive powers in the municipal council must be investigated, with the possibility of introducing a parliamentary system of governance for large councils.

The third pillar deals with the need for coherence in IGR involving local government. The fragmentation of approaches to local government at both national and provincial levels is a key theme for improvement. The issues of national roles *vis à vis* local government, integrated development planning as an IGR tool, and the role of cities are part of this pillar.

Both short- and long-term measures under this pillar include policy coherence and support at national, provincial and local government level. The role of local government in spatial planning should be enhanced and clarified. In building capacity, for example, intersectoral co-ordination around IDPs at both provincial and national levels needs to be improved and sharpened in focus. More use should be made of best practices surrounding co-ordination. In line with the theme of simplification, the alignment responsibility and drive should be asymmetrical, focusing on priority functions, and regionally sensitive. This means alignment should be outcomes-oriented and not compliance-based. It is also important that any reconfiguration of powers and functions be done on the basis of a costed approach, so that the financial impact and cost shifts of any reconfiguration are clear. A more stringent and coherent regulation of municipal services is therefore required. The above short and long-term measures can progressively pave the way to functional, efficient, and accountable municipalities, which are able to achieve IGR and local government developmental goals.

2.10   CONCLUSION

This chapter has dealt extensively with the constitutional and legislative framework on IGR, including normative guidelines for public administration, co-operative government, democratisation and decentralisation in the context of IGR. The main discussion reveals the critical role of sound IGR in operationalising development objectives, as well as the complexities involved in adhering to IGR in a democratised and decentralised model. The key challenge for the IGR system in South Africa seems to be to provide the platform from which to drive the goals of a developing state to overcome poverty and underdevelopment. Overcoming South Africa's socio-economic

legacy requires a capable and effective state, structured to deliver social and infrastructural services and economic growth.

This chapter has also considered the problematic state of local government as evidenced by, among other factors, widespread service delivery protests and the dire need for a collaborative framework for local government in South Africa. Lastly, the chapter has shown how better IGR can contribute to a turn-around strategy for better achievement of local government objectives.

CHAPTER THREE: RESEARCH METHODOLOGY AND DATA ANALYSIS

3.1   INTRODUCTION

This chapter discusses the research methodology and data analysis used to achieve the study objectives, as set out in the first chapter. The following sections are covered in the chapter: data collection strategy and methods; research area; population size and sampling; stratified random and purposive sampling; validity and reliability; data analysis strategies; and ethical considerations.

3.2   DATA COLLECTION STRATEGY

The study is exploratory in nature and both qualitative and quantitative approaches are used. The collection of data through different methods enhances validity of the research study. Mouton (1996) and Babbie (1986) both argue that to enhance the utility of the study, data needs to be collected and analysed through triangulation. Accordingly, the research study used a triangulation method to improve the accuracy of judgments and results. Bless and Higson-Smith (1995) emphasise that the triangulation method leads to an increase in understanding both on the part of the researcher and of the client. This results in richer information, patterns and theories that help understand the phenomenon under investigation.

3.2.1 QUALITATIVE METHOD

The qualitative research method is defined by Silverman (2002) as characterised by in-depth inquiry, immersion in a setting, emphasis on context, concern with participants' perspectives and description of a single setting, not generalisation to many settings. Most of the qualitative researches are regarded as purposive in nature. According to McNabb (2002), the qualitative approach is based on broad strategic classes; namely, explanatory, interpretive and critical research studies. Explanatory research studies involve a process of developing a causal explanation for some social phenomenon. The researcher seeks to identify the set of variables and cause of a consequence. The explanatory research affords the researcher some degree of control over the research events. For example, the evolution of the KwaNaloga Games and the historical nature of IGR place this study within the explanatory class of qualitative research. In identifying the role of the KwaNaloga Games in promoting IGR, the study provides a platform for gaining insights and drawing conclusions about the phenomenon.

While causal explanations account for most human events, it is the interpretation of such variables that gives subjective meanings to social events. Interpretive research requires a researcher also to understand events in historical context; hence the study takes this point into consideration. Interpretive research has the ability to assume that humanity's understanding of reality is a function of meanings assigned to social phenomena including shared experiences, publications and other artefacts.

Critical qualitative research aims at altering the distortions of reality thereby generating social action through advocating objectivity. Critical research has an objective need to

help people change their beliefs and actions so that emerging alternatives as a process are considered. McNabb (2002) contends that there is a need to use all classes in a research process and refers to these classes as part of the triangulation research method.

The qualitative research approach is characterised by Ghauri *et al.* (1995) as a process-oriented, exploration-oriented, holistic perspective, based on interpretation and a rational approach. The objective of the qualitative approach demands an in-depth insight into a research phenomenon. Babbie (2005) maintains that a qualitative approach is suitable for observing and assessing causality in organisational affairs in their natural setting. The focus of this study is on understanding how the KwaNaloga Games as a social phenomenon promote IGR.

Henning and Smit (2004) elucidate that in this type of research approach the researcher needs skills that include abstract thinking, stepping back and critically analysing situations. Further, the researcher needs to recognise and avoid biases; obtain valid and reliable information and be able both to observe the process and interact with it. Creswell (2003) points out that the researcher will learn from this process of observation and interactive experience and apply that learning to bring about the best opportunities for improvement or change.

There are many research approaches which are supported by a number of tools and techniques. This study has utilised the triangulation approach, the case study approach and the phenomenological approach. The **triangulation approach** has the benefit of taking advantage of different methodological viewpoints and arrives at more accurate discussion. This approach remains powerful in the field of social and human sciences

research. The **case study approach** is an exploration of a bounded system or case over time through detailed, in-depth data collection involving multiple sources of information in context (Creswell, 1997). It is believed that the case study approach is more appropriate when the researcher is attributing causal relationships within the explanatory- interpretive-critical classes of qualitative research design.

The **phenomenological approach** is described by Corbin and Strauss (1990) as aiming at understanding and interpreting the meaning of an experience for a number of individuals. Researchers using this strategy of interpretive inquiry mainly utilise participant observation and interviews as the method of collection. Multiple individuals who happen to experience the phenomenon must be identified; data must be systematically collected; and meanings, themes and general descriptions of the experience must be analysed within a specific context.

3.2.2 QUANTITATIVE METHOD

The objective of a quantitative data approach in research is to measure the social world objectively, test hypotheses and to predict and control human behaviour. Mouton (1996) reports that a quantitative approach may be used in a study that enquires into social or human problems. The quantitative approach is based on the testing of a theory composed of variables; these variables are measured numerically and analysed statistically in order to determine whether the predictive generalisations of the theory are correct. Mouton and Marais (1998) regard the quantitative approach as more formalised, explicitly controlled and relatively close to the physical sciences.

A quantitative study, according to Creswell (1994), is defined as an enquiry into social and human problems, based on testing a theory composed of variables, measured with numbers and analysed with statistical procedures in order to determine whether the predictive generalisations of the theory hold true. The quantitative approach has the following characteristics according to Mouton and Marais (1998): the researcher's role is that of an objective observer, studies are focussed on relatively specific questions, and data collection procedures and types of measurement are constructed in advance of the study and applied in a standardised manner. The measurement is focussed on specific variables that are quantified through rating scales and frequency counts.

3.3   DATA COLLECTION METHODS

For the purposes of qualitative data collection methods, interviews (one-on-one) and Focus Group Discussions were conducted using a questionnaire (survey). In addition, secondary data was obtained from municipal reports, unpublished documents, agendas and minutes of meetings, correspondence and memoranda. The written texts include books, periodicals, narratives, reports and other published materials. The character of written texts is that they are secondary in nature and thus require interpretation and analysis. The primary source documents include formal and informal documents, archival information, government records, statistics, letters and other informal and written material. Other formal documents are also regarded as secondary sources. Non-written communications such as graphic displays, photographs, cartoons, films and videotapes fall into both the primary and secondary service realm of categorisation. The data collection methods used in the study for the qualitative and quantitative research are discussed in the section below.

3.3.1   QUALITATIVE DATA COLLECTION METHODS

The qualitative data collection methods used in the study include interviews (one-on-one) and Focus Group Discussions (FGD).

3.3.1.1 Interview (one-on-one) Strategy

The one-on-one interviews were of an open-ended nature in order to explore each participant's perceptions of the events or phenomena being studied. According to Maree (2007) the aim of qualitative interviews is to obtain rich, descriptive data so as to understand the participant's construction of knowledge and interpretation of his/her social reality.

The one-on-one interviews were conducted with senior and middle management representatives of municipalities, including three district municipal managers, three district mayors or deputy mayors, the district Community Services Portfolio Chairpersons, three Senior Managers or Directors from the Community Services Department, three District Teams Heads of Delegation, one Chairperson of the KwaNaloga Association, one relevant Chief Executive Officer and two sport officials from the KwaNaloga institution and six officials from government departments (DoE and DSR). In all a total of 25 senior/ middle management persons and representatives were interviewed.

3.3.1.2 The Focus Group Discussion (FGD) Strategy

The Focus Group Discussion was based on the assumption that group interaction is productive in widening the range of responses. Participants are able to build on one another's ideas and comments to provide an in-depth view not obtainable from individual interviews. A total of seven focus group discussions were held with the following categories:

(I)   District sport officers involved in sport administration;

(II)   Sport Federation representatives;

(III)   Team Managers of the three District teams;

(IV)   DoE and DSR: Representatives of Government Departments;

(V)   Sport officers from local municipalities;

(VI)   Municipal officials assisting in the KwaNaloga Games; and

(VII) Athletes representing sporting codes.

An Olympus Digital Voice Recorder was used during the one-on-one interviews and FGD's. A Canon DC 310 Video Camera was used during the KwaNaloga Games of 2009. These were used for the purposes of record keeping and assisted in the recording and interpretation of data.

3.3.2   QUANTITATIVE COLLECTION METHOD

The quantitative data collection method used in the study was a survey (questionnaire).

3.3.2.1 Survey (questionnaire)

To generate quantitative data, a formal questionnaire was constructed and administered to 60 respondents. The aim of the questionnaire was to determine the challenges experienced and the status quo of relations before, during and after the KwaNaloga Games, and the response rate was 100%. The respondents were drawn from the Technical Sport Planning Committee of the districts and were selected using random sampling techniques. The questionnaire was distributed to the following: Councillors of Community Services Portfolio Committee, Councillors from local municipalities, municipal officials (district and local), sport officers, directors/senior managers, Technical staff, Team managers, representatives from sport federations, athletes and officials from the DoE and DSR. Both the qualitative and quantitative data collection approaches selected met the objectives of the study in that they enabled the researcher to establish how useful the Games are in promoting IGR.

3.4   DATA COLLECTION INSTRUMENTS

For the qualitative data collection instruments, the Interview Guide or Schedule was used for one-on-one interviews. One-on-one interviews were conducted to gather qualitative data with senior/middle management representatives including three district municipal managers, three district Mayors, three district Community Services Portfolio Chairpersons, three Directors from the Community Services Department, three District Teams' Head of Delegation, one Chairperson and one Chief Executive Officer of the KwaNaloga Association, two sport officials from the KwaNaloga institution, and six

officials from government departments. In all a total of 25 senior management persons/representatives were interviewed.

The questions posed were categorised into four broader sections with subset questions which included the following: Understanding IGR and KwaNaloga Games in the municipal environment; Co-ordination, administration and management of the intergovernmental and KwaNaloga Games; Partnerships and working relationships before, during, after the KwaNaloga Games; and the KwaNaloga Games and local government developmental objectives.

The FGD guide instrument was also used as part of the qualitative data collection method. The Focus Group discussions were held with the three district sport officers, who are involved in sport administration, Federation representatives, three District teams of Team Managers or technical staff, Government Departments, sport officers from local municipalities, Municipal officials assisting in the KwaNaloga Games, and athletes representing sporting codes. The study used a total of seven focus group discussions. The questions were around relations and partnerships forged during the KwaNaloga Games; the challenges associated with co-ordination, administration and management of the KwaNaloga Games; and the positive and negative impact of politics, leadership, budget, sport attire and equipment, infrastructure, accommodation, catering, transport and affiliation fees.

For the quantitative data collection instrument, a questionnaire was used to generate quantitative data and a survey was administered to the Technical Sport Planning Committee of the districts to determine the challenges experienced and status quo of

relations before, during and after the KwaNaloga Games. The questions were divided into the following sections: respondent profile; IGR and KwaNaloga Games involvement; rating of relationship before, during and after the Games between local and district municipalities; stakeholder roles and responsibilities; and respondents' viewpoint of local government developmental objectives. The sample was selected using random and non-random sampling techniques. Depending on how the Technical Sport Planning committee is made up in each district municipality, a total of 60 questionnaires were administered.

The overall cohort for the questionnaire was drawn from the Technical Sport Planning Committees in each of the three district municipalities studied, and included the following categories of people: the chairpersons of the Community Services Portfolio Committee; councillor/s from the Portfolio Committee; councillors and an official from the local municipality; district municipal officials from the Community Services Department including the Director, Assistant Director and Sport Officer; a Chef de Mission; a Deputy Chef de Mission; a General Manager; an Athletes Officer; Federation representatives of each sport code participating in the Games (depending on the sport codes entered by each municipality); representatives from government departments (in particular Sport and Recreation, Education and Local Structures such as SAFA); and representatives (such as coaches, Technical staff, Team managers) from sporting codes including Golf, Netball, Football, Rugby, Volleyball, Swimming, Boxing, Basketball, Cricket, Dance sport, Athletics, Table Tennis, Tennis, Karate and Indigenous games.

3.5 RESEARCH AREA, POPULATION SIZE AND SAMPLING

3.5.1 RESEARCH AREA

The research area covers three district municipalities – Amajuba, Ugu and uThungulu – which together constitute fifteen local municipalities. uThungulu district hosted the Games in 2006 and 2010, Ugu in 2007 and Amajuba in 2008. The geographic location of each of these district municipalities (DMs) was appropriate for the study since Ugu is the most south easterly district in the province, Amajuba is the most north westerly district in the province, and uThungulu is central and is the province where the researcher works (and is most familiar with vis-à-vis the organisation of the Games). The choice of three district municipalities provides a good spread and is representative of what is happening in the rest of the province of KwaZulu-Natal.

3.5.2 RESEARCH POPULATION

The research population is the larger group from which individuals are selected to participate in a study. The selected individuals are referred to as the population sample. For this study the sampling population is three district municipalities out of 11 in the province, and 15 local municipalities out of a total of 61 in the province. The population of the uThungulu district that is made up of six local municipalities: uMlalazi, Nkandla, Mthonjaneni, uMfolozi (formally known as Mbonambi), uMhlatuze and Ntambanana. The Amajuba district comprises three local municipalities, namely Utrecht, Dannhauser and Newcastle. Ugu has the following six local municipalities: Vulamehlo, Umdoni, Umzumbe, Ezinqoleni, Hibiscus and Umuziwabantu. A total of fifteen local

municipalities thus comprise the research area. Maps of the three district municipalities are attached as Appendix IV.

3.5.3 SAMPLING STRATEGIES

Sampling is the process of selecting a number of individuals for a study in such a way that the individuals represent the larger group from which they were selected. Sampling refers to the process of choosing a sample of elements from a total population of elements. According to Black (1999) a sample is the representative selected for a study whose characteristics exemplify the larger group from which they were selected. The purpose for sampling is to gather data about the population in order to make an inference that can be generalised to the population. The usual goal of sampling is to produce a representative sample that is similar to the population on all characteristics, except that it includes fewer people because it is a sample rather than a complete population (Seidel & Klaus, 1995).

The sampling strategies used in this study for the qualitative and quantitative research are both simple random sampling and non-random sampling because the research design used the triangulation method.

3.5.3.1 Simple random sampling

Simple random sampling was used to select the sample. Simple random sampling is the process of selecting a sample that allows each individual in a defined population to have an equal and independent chance of being selected for the sample. Silverman (2002)

maintains that the simple random sampling technique minimises the factor of bias and gives every member of the research population an equal probability of being selected. The strategy requires minimum knowledge of the population to be sampled.

3.5.3.2 Stratified random sampling

Among the random sampling methods, the stratified sampling method was used. Seidel and Klauss (1995) explain that stratified sampling is the process of selecting a sample that allows identified subgroups in the defined population to be represented in the same proportion that they exist in the population. The aim of the stratified random sample is to reduce the potential for human bias in the selection of cases to be included in the sample. The stratified random sample also improves the representation of particular strata or groups within the population as well as ensuring that these strata are not over-represented. This helps the researcher to compare strata, as well as make more valid statistical inferences from the sample to the population. Stratified sampling ensures that specific groups are represented in the sample, can provide greater precision, can guard against an unrepresentative sample, and can also ensure that there are sufficient sample points to support a separate analysis of any group.

According to Silverman (2000), stratified sampling has some of the following advantages: a sample represents the desired strata; it is a mini-reproduction of the population that is divided into characteristics or identifiable groups or subgroups; it provides the study with a sample that is highly representative of the population being studied; it allows for the study to make generalisations (that is, statistical inferences) from the sample to the population; and the selection of units using stratified procedure

improves the potential for the units to be more evenly spread over the population. It has a disadvantage in that it can require more administrative effort than a simple random sample.

3.5.3.2 Non-random sampling

The non-random sampling method used for qualitative research is known as purposive sampling. The purposive sample is a sample selected in a deliberate and non-random fashion to achieve a certain goal. As a result purposive sampling is regarded as the process whereby the researcher selects a sample based on experience or knowledge of the group to be sampled. A purposive sample is a non-representative subset of some larger population and is constructed to serve a very specific need or purpose. It preferentially recruits subjects on the basis of specific characteristics, and who have the knowledge and experience in the field being researched. For example in both the interviews (one-on-one) and FGD, the aim was to ensure that respondents at both ends of the spectrum, as well as some in the middle, are adequately represented, in order to ensure balance of group sizes when multiple groups were to be selected.

The study used both the stratified random and purposive techniques to accommodate the triangulation method in order to facilitate a proper proportion of the respondents taken independently within each district municipality.

3.6   VALIDITY AND RELIABILITY

The validity and reliability of the results were ensured through different methods (triangulation) used in the collection of data, thus enhancing validity. The triangulation method improves the accuracy of judgments and results. For validity and reliability purposes, the researcher used various sampling methods including stratified random and purposive sampling. The study considered accuracy (in terms of how close a sample statistic is to a population parameter) and precision (how close estimates from different samples are to each other in terms of the results of the study).

3.7   DATA ANALYSIS STRATEGY

For the qualitative data, responses were obtained through one-on-one interviews and FGDs. These responses were classified according to each question on the interview schedule and then presented. Weber (1990) and Seidel and Klauss (1995) highlight certain steps that are applicable to both qualitative and quantitative data analysis. The discussion below elaborates on these steps.

3.7.1 QUALITATIVE DATA ANALYSIS

The qualitative data analysis process followed steps that were fluid – meaning that it was possible to move back and forth between the steps as new insights and understanding emerged from data sources. **Understanding and recording**: The data was read and re-read, tape recordings were listened to several times and impressions emerging from the data were written down. **Establishing patterns**: The researcher

focused the analysis on how individuals and groups responded to each question or topic, time period or event. The data was organised by question to compare all respondents and their answers in order to identify consistencies and differences. The connections and relationships between the questions or topics were explored. **Categorising information**: The process of categorising information was followed by coding or indexing the data. In coding the data, themes and patterns were identified, including ideas, concepts, behaviour, interactions, incidents, terminology or phrases. Themes and patterns were also organised into coherent categories that summarise and bring meaning to the text.

Identifying patterns and connections within and between categories: Assessing the relative importance of different themes and highlighting variations is important to analysis. As data was organised into categories either by question or topic, the researcher began to see the patterns and connections both within and between the categories. For example, within the category description, the researcher was interested in summarising the information pertaining to one theme, or capturing the similarities or differences in people's responses within a category.

The data pertaining to the particular theme or category of the research objectives was assembled. The researcher worked up from more specific categories to larger ideas and concepts and how the parts relate to the whole, and created larger 'super categories' by combining several categories. The researcher established the relative importance of themes and ideas by counting the number of times a particular theme came up or the number of unique respondents who referred to certain themes. The researcher also

discovered that two or more themes occurred together consistently in the data, which allowed her to establish cause and effect relationships or sequences through time.

Interpretation, bringing it all together: The researcher used themes and connections to explain the findings. This is known as interpreting the data – attaching meaning and significance to the analysis. This was achieved by developing a list of key points or important findings discovered as result of categorising and sorting data. The researcher reflected on what major lessons had been learned, and what those who would use the results of the study would be in interested in knowing.

3.7. 2 QUANTITATIVE DATA ANALYSIS

The quantitative primary data obtained through questionnaires was further analysed using the Statistical Package for Social Sciences (SPSS) programme. The data from the questionnaire was coded and indexed per question and the statistical information revealed the following: validity, mean, standard error of mean, median, mode, standard deviation, variance, skewness, standard error of skewness, range, sum and percentiles. The frequency tables were also done per question with the results showing: validity, frequency, percent, valid percentage and cumulative percentage. Lastly, the pie charts were created through the categories of each question's response, considering the key elements of each question.

In terms of quantitative data analysis, the conclusions were drawn from the collected data, analysed and interpreted. The researcher used the inferential statistics method which gave the researcher the opportunity to use correlation and regression analysis in

analysing the research questionnaire. Using the SPSS computer programme, it was possible to produce frequency tables and pie charts from the data and so to determine the role played by KwaNaloga in promoting IGR.

3.8   ETHICAL CONSIDERATIONS

Prior to conducting the fieldwork, the researcher obtained ethical clearance approval from the University of KwaZulu-Natal.   The interviewees and respondents who participated in the questionnaire, one-on-one interviews and FGDs did so voluntarily and signed letters of consent. The three municipal managers gave permission for the study to be conducted in their municipalities. The questions were phrased in such a way that they did not compromise the respondents in any way. Overzealousness during the face-to-face interviews was avoided. Ethics were taken into consideration in the use of information taken from the Internet.

3.9   CONCLUSION

This chapter has discussed the qualitative and quantitative research methods that were used in the data collection process, and also the instruments used. The qualitative collection instruments included one-on-one interviews and FGDs and a survey was used for the quantitative aspect. The research area, population size and sampling were also discussed, and stratified and purposive sampling were discussed as the chosen sampling methods for this study. Validity and reliability, the data analysis strategy and ethical considerations were also included in this chapter. The next chapter presents the study's findings, analysis and interpretation.

CHAPTER FOUR: PRESENTATION, ANALYSIS AND INTERPRETATION

4.1   INTRODUCTION

This chapter presents the analysis and interpretation of the study findings. It examines the findings in accordance with the research objectives as identified in Chapter One, and the methodology presented in Chapter Three. The findings that are presented were obtained through one-on-one interviews (attached as Appendix I: One-on-one Interview Guide), Focus Group Discussions (see Appendix II: Focus Group Discussions) and a questionnaire (see Appendix III: Questionnaire).

For the interview, a total of 25 people who are directly involved in the organisation of the KwaNaloga Games were interviewed. This cohort comprised three district municipal managers, three district mayors, three district Community Services Portfolio Chairpersons, three Directors from the Community Services Department, three District Teams' Head of Delegation, one Chairperson of the KwaNaloga Association, one Chief Executive Officer and two sport officials from the KwaNaloga institution, and six officials from government departments.

The Focus Group Discussions were held with a total of seven categories of people involved in KwaNaloga Games – district sport officers, Federation representatives, district teams (made up of Team Managers or technical staff), Government departments,

sport officers from local municipalities, municipal officials assisting in the KwaNaloga Games, and athletes representing sporting codes.

The questionnaires were distributed through the Sport Technical Planning Committee. Participants varied according to how the Sport Technical Planning Committee in each municipality is structured. Sixty questionnaires were completed in total by the members of the Technical Sport Planning Committees in the three district municipalities (see section 3.4). The analysis of the data was done through running frequency tables, cross-tabulation tables and pie charts with the purpose of establishing the perceptions of respondents regarding the role of KwaNaloga in promoting IGR. The questions for this survey included respondents' profile; age in years; length of employment at municipalities; years worked in the Games; importance of IGR in the work environment; Games' contribution to IGR; promotion of IGR between municipalities across the province; and whether Games contribute to the Local Government Developmental objectives. There was a 100% response rate to the 60 questionnaires.

In order to establish the role played by the KwaNaloga Games in promoting IGR in selected municipalities, it was important to establish the respondents' common understanding of intergovernmental relations (IGR) as well as their experience of the KwaNaloga Games. Respondents were asked how long they had been engaged with the KwaNaloga Games; how important IGR are in the work environment; the challenges faced during the Games; and how they feel the Games contribute to IGR. The interview respondents were probed further about their history with the Games, their sense of IGR in the work environment; and the highlights of the Games. The latter issues are discussed in the section below to establish respondents' overall context and frame of

reference. Sections 4.3 to 4.6 deal with the study findings in relation to each of the four study objectives.

4.1.1 UNDERSTANDING IGR AND THE KWANALOGA GAMES

4.1.1.1 Length of time engaged with the KwaNaloga Games

Responses from the **one-on-one interviews** indicated that the length of time that they had been involved with the Games varied: 40% of the respondents indicated that they had been engaged with the Games for between one and four years; 20% for between four and eight years; and the remaining 40% for between eight and thirteen years. The respondents from the mayors and councillors' category indicated that they had first encountered the Games as founders, pioneers, politicians, technical officials or as municipal officials. Twenty percent of the respondents were founding members of the Games when the Games were conceptualised in 1996 and finalised in 1997. They revealed that the Games emanated from an idea of a social get-together to play friendly matches.

The aims of the Games were described by senior managers and councillors during the interviews as follows: to bring peace to the KwaZulu-Natal province that had hitherto been affected by violence; to promote infrastructural development in the province; to forge mutual understanding among the then Regional Councils; and to learn from one another.

The technical officials interviewed indicated that they had first encountered the Games as a result of being requested by the district municipalities "to provide and offer expertise and technical skills at the Games while working in government departments". The government departments they were working in included the Department of Education (DoE), Department of Sport and Recreation (DSR), and sport federations such as the South African Football Association (SAFA).

The municipal officials also indicated that they "first encountered the Games while working for other local municipalities as co-ordinators and officers for sport". Some of these officials currently occupy the position of Sport Manager or Director in district municipalities. It is clear from these findings that the majority of officials had a rich experience of over five years with the Games. This provides stability and continuity to the procedures and processes of relating to the various role players in the delivery of the Games.

The **questionnaire** respondents were asked their age, gender, number of years worked at the municipality and number of years worked at the Games.

The frequency table below of the respondents' gender profile (Table 4.1) indicates that out of the 60 respondents, 27 (45%) were female and 33 (55%) were male.

Gender profile				
			Valid	Cumulative
		Frequency	Percent	Percent	Percent
Valid	females	27	45.0	45.0	45.0
	Males	33	55.0	55.0	100.0
	Total	60	100.0	100.0	

Table 4.1 Questionnaire respondents' gender profile

From the above figures, it can be seen that the municipalities' Sport Technical Planning Committees are an environment with more male than female representation. The reason could be that sport in general is dominated by men. In the history of the sport fraternity in general, males have dominated in the administration of sport.

To establish the perceptions of respondents regarding the role of KwaNaloga Games in promoting IGR, it was also important to consider the age of the respondents. From the frequency table (Table 4.2) and pie chart (Fig. 4.1) below, it can be seen that 28.3% of the questionnaire respondents were in the age group of 20-30 years, 43.3% were in the age group of 31-40, 18.3% were in the age group of 41-50 and 10% were 51 and above.

Age (in years)					
				Valid	Cumulative
		Frequency	Percent	Percent	Percent
Valid	20-30	17	28.3	28.3	28.3
	31-40	26	43.3	43.3	71.7
	41-50	11	18.3	18.3	90.0
	51-Above	6	10.0	10.0	100.0
	Total	60	100.0	100.0	

Table 4.2 Questionnaire respondents' age profile

The dominant age group of the respondents in descending order was 31-40, followed by the 20-30 group, and finally 41-50 – a total of 89.39%. It can be concluded that the majority of employees (77%) in the municipalities (Sport Technical Planning Committees) are below 40 years of age.

In response to how long they had been employed at the municipality, more than half (51.7%) of the questionnaire respondents indicated that they had been employed there for 5 years or longer. As Table 4.3 shows, only 8.3% of respondents had been employed at the municipality for less than a year and 13.3 % between 1-4 years. The 26.7% of respondents who indicated that they were not employed by municipalities are employed by sport federations and government departments. Since the majority of the respondents had been employed by municipalities for between five and eight years, it can be concluded that they were familiar with the Games. The research shows that many people had been involved with the Games continuously for over five years.

How many years have you been working in the municipality?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	0-1 years	5	8.3	8.3	8.3
	not working	16	26.7	26.7	35.0
	1-4 years	8	13.3	13.3	48.3
	5-8 years	18	30.0	30.0	78.3
	9-12 years	9	15.0	15.0	93.3
	13 years plus	4	6.7	6.7	100.0
	Total	60	100.0	100.0	

Table 4.3 Questionnaire respondents' years worked at the municipality

When asked how many years they had been working with the KwaNaloga Games, Figure 4.1 shows that 43.3% of the respondents had worked at the Games for between 1-4 years; 33.3% between 5-8 years; 15% between 9-12 years; and 1.7 % for 13 years and more. Only 3.3% had been employed for less than a year, while 3.3% had not worked at the Games.

Figure 4.3 Questionnaire respondents' years worked at the Games
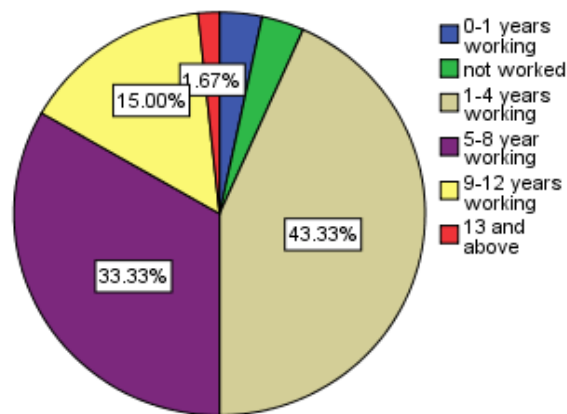
Overall, Figure 4.1 shows that 96.7% of the respondents had worked previously at the Games, and only 3.3% of the respondents would be encountering the Games for the first time in 2010.

The overall picture created by these demographic questions is that the majority of questionnaire respondents were between the ages of 20 and 40, who had worked at the municipality and the Games for between 1 and 8 years. This suggests a familiarity with the Games which gives the process stability and provides the organisational memory required for efficient and effective service delivery.

4.1.1.2 Understanding of IGR and its importance for success in the work environment

Interview respondents – and the senior and middle managers in particular – highlighted a number of common key words in their explanations of the concept of IGR. These included "co-operation", "collaboration among government departments", "interaction", "working together of three levels of government", "spheres of government complementing each other", "structural relationships", "structures created to deliver services", "working together", "co-ordinated plans towards achieving goals of service delivery", "better ways of resolving tensions/conflict", "a way of maximising the resources between the three spheres of government" and "sharing resources".

The senior managers in the interviews indicated that IGR – and hence the success of the Games – require working together and interaction between all participants (such as athletes, politicians and municipal officials, together with the programmes of the three spheres of government). The respondents from the councillors' category added that participants in the different spheres of government (municipalities, sport federations and government departments) are expected to complement one another in the delivery of services. They further indicated that IGR are also about the organisational structures and committees created to deliver services to communities by government departments. Respondents from the KwaNaloga Association revealed that "IGR are also a platform where the three spheres – that is national, provincial and local government – work together to achieve common goals of development".

The respondents from the municipal officials' category noted that IGR entail co-ordinated plans towards achieving the common goal of service delivery. The senior managers indicated that IGR are regarded "as a means towards better ways of resolving tensions and a way of maximising the limited or scarce resources of government departments".

Government department representatives indicated during their interviews that IGR are crucial in enhancing service delivery, and as a result government departments are expected to work together. They also stated that the action plans, programmes and services at municipal level must be aligned with the key priorities of national and provincial governments so as to provide better services to the community. What emerges from these findings is that the interview respondents have a clear understanding not only of what intergovernmental relations are, but also the critical role they play in the delivery of services that typically cut across various spheres of government.

Asked about the importance of IGR in their work environment, the **questionnaire** respondents replied as follows: 30 respondents (50%) confirmed that IGR are important in their work environment because they promote a good working relationship; 19 respondents (31.7%) believe IGR are important for interaction, for socialising and for networking purposes; eight respondents (13.3%) maintained that IGR are important for co-operation and team spirit; and two respondents (3.3%) were of the view that IGR lead to integrated service delivery. Only one respondent (1.7%) indicated that IGR are important for sharing experiences.

Are IGR important in your work environment?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	good working relationship, unity	30	50.0	50.0	50.0
	co-operation, team spirit	8	13.3	13.3	63.3
	interaction, socialising and networking, settle disputes	19	31.7	31.7	95.0
	sharing experiences	1	1.7	1.7	96.7
	integrated service delivery	2	3.3	3.3	100.0
	Total	60	100.0	100.0	

Table 4.4 Importance of IGR in the work environment

4.1.1.3 Highlights of the Games

In order to gauge their understanding of the KwaNaloga Games, respondents were asked what, in their opinion, the highlights of the Games were.

Interview respondents said that "the Games are a fulfilling experience in which the youth from all KwaZulu-Natal districts come together to participate and display their sporting talents. In the hosting district, upgrading and development of infrastructure takes place. Athletes progress from the Games to different sporting levels and achieve a place in professional clubs like the Premier Soccer League (PSL)".

Another highlight of the Games cited by respondents in the technical managers' category is that "empowerment of technical managers by building their capacity as sport administrators is strengthened". They revealed that the organising of the KwaNaloga Games is an event of such magnitude that participation at a managerial level is regarded as an indication of good leadership and builds the self-esteem and confidence of those involved. Planning and co-ordinating skills are acquired by all the districts and federations in the process of preparing district teams. These skills go a long way towards contributing to the general work environment beyond the Games.

According to the respondents from the coaches and team managers' category, one of the highlights of the Games is that youths are exposed to a wide audience and in the process their talents are developed. As a result of such exposure, some youths are recruited into professional soccer, rugby and athletics clubs. Players discovered through the exposure from the Games have gone on to become professional players who earn a living through sport. A further highlight of these Games indicated by the senior managers and Councillors is that "the sporting facilities of the hosting district are upgraded and the local economy is boosted as a result of the benefits that accrue from the hospitality industry and the tourism sector".

In addition, the Games provide social benefits in that long-term relationships are built between the athletes themselves, since they spend time together and interact quite closely. It is not only the participating youth that establish good social relations, but also various role players and stakeholders. The respondents also reflected on the history of the KwaZulu-Natal province, considering where the province has come from in terms of political violence, especially between supporters of the African National Congress

(ANC) and the Inkatha Freedom Party (IFP). Respondents from the mayors and councillors' category were of the opinion that "over time, the Games have built a culture of tolerance among districts in the province which was previously divided along political lines. In many instances, the political party one belongs to is no longer that important in the organisation of the Games." In this regard, the respondents stated that "through the Games, peace has prevailed and there has been reduced political conflict".

Based on the above findings, it emerges that respondents in senior and middle management are well versed in the concept of IGR. The findings show that the KwaNaloga Games promote and facilitate leadership and technical skills across government and non-government sectors, ensuring the flow of information within and between spheres of government. The findings reveal that the KwaNaloga Games provide a platform for all spheres of government to work together as a team and perform meaningful roles and responsibilities in the delivery of the Games. This is similar to what is expected of IGR where spheres of government are expected to respect one another and provide systems for achieving collaborative, integrated plans with the programmes of government departments.

The next section deals with the findings of the study *vis-à-vis* each of the four research objectives, namely to:

I. Investigate the role played by the KwaNaloga Games in promoting IGR in selected municipalities.
III. Examine the administration challenges experienced by major participants in the Games.

III. Evaluate the sustainability of relations and partnerships forged among provincial, district and local spheres during the KwaNaloga Games and how sustainable the relationships between municipalities are.

IV. Examine the best practices learnt from the Games for IGR improvement.

4.3   FINDINGS *VIS-A-VIS* THE ROLE PLAYED BY THE KWANALOGA GAMES IN PROMOTING IGR IN SELECTED MUNICIPALITIES

In order to establish the role played by the KwaNaloga Games in promoting IGR in selected municipalities, some of the factors addressed in the interviews, FGD's and Questionnaires were whether the Games have succeeded in promoting IGR; how IGR between municipalities across the provinces have been promoted through the KwaNaloga Games; and whether the Games contribute to the Local Government Developmental Objectives.

4.3.1 GAMES' CONTRIBUTION TO IGR

Of the 60 questionnaire respondents, 57 respondents (95%) thought that the Games do contribute to IGR. Only one (1.7%) believed that the Games partly contribute to IGR, and two respondents (3.3%) were not sure whether the Games contribute to IGR or not.

Do you think the Games contribute to IGR?				
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	yes	57	95.0	95.0	95.0
	partly	1	1.7	1.7	96.7
	not sure	2	3.3	3.3	100.0
	Total	60	100.0	100.0	

Table 4.5 Whether the Games contribute to IGR

The majority of the respondents (96.7%) maintained that the Games do contribute to IGR because players are being scouted; peace has prevailed between municipalities and sport tourism is promoted. The two respondents (3.3%) who were not sure cited limited policies and procedures guiding the Games, and the presence of political interference, as reasons for their response.

The interview respondents all agreed that the KwaNaloga Games have promoted IGR between municipalities across the province because these municipalities have worked together as a unit in co-ordinating the Games. They explained that local municipalities send their teams to participate and become, or form, the district team; and they pointed out that the Games have developed into district competitions that are known in every corner of the province. They felt that the fact that the Games are a single, jointly co-ordinated event between ten district municipalities and one metropolitan municipality is proof that – even in matters pertaining to service delivery – the three spheres of government have the potential to work together as a team.

The interview respondents from the KwaNaloga, the Chef de Mission and government departments' categories, elaborated that "sport and recreation is a service that is not only provided by local government but also by other national and provincial government departments, institutions and organisations". As a result, the development of relationships and planning with other departments and stakeholders in a systematic and co-ordinated way to ensure that sport services are delivered in a better way and that the public benefits from such services was strongly emphasised. This suggested that KwaNaloga Games could be a model applicable to some if not all service delivery functions, where duplication and backlogs of service delivery could be eliminated or minimised.

Interview respondents also highlighted that in co-ordinating the Games, there is sharing of information and the exchange of leadership, administration and management ideas, skills and expertise among the participants. This happens through the establishment of consultations and agreed implementation protocols within sport planning committees and structures, as a result of which stakeholders reach consensus on matters pertaining to the Games. It is also through these committees and structures that sport managers give reports on their district teams, and the sport federation representatives give guidance on each sport code.

4.3.2 HOW IGR BETWEEN MUNICIPALITIES ACROSS THE PROVINCE HAVE BEEN PROMOTED THROUGH THE KWANALOGA GAMES

The respondents from almost all categories in the FGDs highlighted that "their role in the Games entails co-ordination and management", emphasising that they are knowledgeable about the co-ordination of the Games. The FGD respondents explained that the organisation of the Games starts at the municipal ward level, then proceeds to district municipality level before culminating at the provincial level. The various institutions, committees and structures in the three spheres of government (such as Mayors' Co-ordinating Forum, Local Organising Committee and KwaNaloga Executive Committee) are involved in the organisation of these Games. This happens through formal and informal meetings as the officials plan, co-ordinate and execute the Games. This creates an opportunity for the different spheres of Government to work together, thus promoting sound IGR.

The focus groups added that after the Games, employees of the various spheres of government continue to work together on service delivery-related issues, indicating that the established relations are extended beyond the Games. The focus group discussions further established that the Games can be regarded as a tool that brings officials together, encouraging them to put together successful events despite the different political affiliations of individual municipalities.

When asked whether the Games had promoted IGR between the district and local municipalities across the KZN province, 51 questionnaire respondents (85%) felt that

the Games had promoted IGR between municipalities across the province; seven (11.7%) were not sure and two respondents (3.3%) had no comment.

Have the Games promoted IGR between municipalities across the province?				
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	yes	51	85.0	85.0	85.0
	no	2	3.3	3.3	88.3
	not sure	7	11.7	11.7	100.0
	Total	60	100.0	100.0	

Table 4.6 Whether the Games have promoted IGR between municipalities

The majority (96.7%) of the respondents felt that the KwaNaloga Games promote IGR between municipalities across the province. Their reasons included: peaceful interaction among the municipalities; good working relationships; joint projects; the fact that the friendly relations established continue even after the Games; and the fact that the Games are a platform for the exchange of ideas to achieve service-delivery goals. The 3.3% of the respondents who were not sure cited political interference and barriers as reasons.

4.3.3   SUMMARY BY CROSS-TABULATION OF THE ROLE PLAYED BY THE KWANALOGA GAMES IN PROMOTING IGR IN SELECTED MUNICIPALITIES

From the percentages in Table 4.7 below and the presentation of the findings above, one can see that the role played by KwaNaloga Games in promoting IGR in selected municipalities is quite substantial.

Role played by KwaNaloga Games in promoting IGR in selected municipalities	Yes	Partially	Not sure
Importance of IGR in work environment	50%	48.33%	1.67%
Contribution of Games to IGR	95%	3.3%	1.7%
Promotion of Games between municipalities	85%	11.67%	3.3%

Table 4.7 Role of the Games in promoting IGR in selected municipalities

4.3.4   LOCAL GOVERNMENT DEVELOPMENTAL OBJECTIVES

The four local government developmental objectives are as follows: (1) the provision of democratic and accountable government for local municipalities; (2) ensuring the provision of services to communities in a sustainable manner; (3) promoting social and economic development; and (4) encouraging the involvement of communities and community organisations in matters of local government.

To orientate the Games in relation not just to IGR but to the achievement of the Local Government Development Objectives, it was important for the researcher to establish whether the Games contribute to the Local Government Developmental Objectives. The interview and questionnaire participants were asked to comment on the degree to which the Games promote these objectives.

The responses to this question on the questionnaire are shown in Table 4.8 below. With regard to whether the Games contribute to the provision of democratic and accountable

government for local municipalities, 61.7 % of respondents agreed, 20% strongly agreed, and 10% of respondents disagreed. Some 8.3% of respondents had no comment. In response to whether the Games ensure the provision of services to communities in a sustainable manner, 50% of respondents agreed, 28.8% strongly agreed, 6% disagreed, and 1.7% strongly disagreed. Again, some 8% of respondents had no comment. A slightly smaller proportion (46.7%) of respondents strongly agreed that the Games promote social and economic development, 35% agreed, and 8.3% disagreed. Ten percent of respondents had no comment. Finally, with regard to whether the Games encourage the involvement of communities and community organisations in matters of local government, 45% of respondents strongly agreed, 43.3% agreed, 3.3% disagreed and 1.7% strongly disagreed. Only 6.7% had no comment.

Do the Games contribute to Local Government Developmental Objectives?	Strongly Agree	Agree	Disagree	Strongly Disagree
Provision of democratic and accountable government for local municipalities	61.7%	20%	10%	8.3%
Ensure the provision of services to communities in a sustainable manner	50%	28.8%	6%	1.7%
Promote social and economic development	46.7%	35%	8.3%	10%
Encourage the involvement of communities and community organisations in matters of local government	45%	43.3%	3.3%	1.7%

Table 4.8 Whether the Games contribute to Local Government Developmental

Objectives

Interview respondents explained that the Games have provided a democratic and accountable government model for local municipalities as the Games start at ward level and progress to provincial level. They indicated that the Games have contributed to

local government's roles and responsibilities through leadership development of the youth at all levels, as well as through the regular formal and informal discussions with municipal officials.

Interview respondents from the Sport Committee category highlighted that the Games have contributed to the broad promotion of social development through the interaction and co-operation among the eleven municipalities and between participants, business and the hospitality industry. The Games promote economic development at district level since the hosting district, accommodation establishments, service providers and retailers receive an economic boost from them. The Games have also led to the development of sport infrastructure. The respondents also indicated that the hosting district benefits a lot in terms of sporting tourism. There is also a social benefit since long-term relationships are established between athletes, and at the levels of administration and management of the Games.

4.3.5   FINDINGS INTERPRETATION

The findings of the interviews, focus group discussions and questionnaire all show that most of the respondents have been in the municipal environment for some time. The implications of this are that the municipalities have mastered the processes and co-ordination system of the Games, benefitting the communities not only with sustainable delivery of the Games, but also with a more comprehensive service delivery package.

Respondents confirmed that through the KwaNaloga Games, the people of KwaZulu-Natal have become unified after years of political fighting. Through the Games,

remarkable unity has been witnessed among all municipalities in the Province. This unity has promoted reconciliation, reconstruction, civic pride and above all service delivery in the participating municipalities. The KwaNaloga Games have enabled municipalities to build relationships with communities by upgrading infrastructure and promoting economic development, thus meeting the mandate of district municipalities.

The findings reveal that the KwaNaloga Games provide a platform for all spheres of government to work together as a team and perform meaningful roles and responsibilities. This is similar to what is expected of IGR where spheres of government are expected to respect one another and provide systems for achieving collaborative, integrated plans with the programmes of government departments.

From the findings it emerges that sport and recreation is a service that is not only provided by local government but also by other national and provincial government departments, institutions and organisations. This requires the development of relationships and planning with other departments and stakeholders in a systematic and co-ordinated way to ensure that sport services are delivered in a better way and that the public benefits from such services. This could be a model for all service delivery functions, where duplication and backlogs could be eliminated or minimised.

There are also interactions and divisions of power (roles and responsibilities) between government departments at horizontal and vertical levels in the KwaNaloga Games. These interactions result in multiple formal and informal relationships for the attainment of the common goals of the KwaNaloga Games. As the activities or functions of the KwaNaloga Games are executed by different spheres of government, they overlap and

their interdependence fulfils the principles and guidelines of public administration. It could be interpreted that the KwaNaloga Games further fulfil the strategic purposes of IGR.

The Games are a single, jointly co-ordinated event which has produced players that have represented the country at national level. Respondents indicated that the Games have grown and developed into district competitions that are known in every corner of the province. The Games assist the youth and help referees to become properly qualified so that they can make a career out of sport. Any host district requires adequate infrastructure, and hosting districts benefit from the upgrading of sport facilities. The financial resources spent in host districts provide an economic injection, with spin-offs for local economic development. Though the Games were created with friendly matches in mind, they have developed into competitions.

From the focus group discussions one can conclude that respondents who are not in senior management positions are not fully familiar with the concept of IGR, but are more knowledgeable about the co-ordination of the Games. It is interesting to note that the Games embrace the approaches of 'democratic', 'financial' and 'normative operational'. For example the findings revealed that it is known what responsibilities each sphere of government has and the financial resources attached to it. It can be deduced from the findings that the KwaNaloga Games are guided also by the values and principles of good and co-operative governance. In this sense the Games seem to have contributed to the local government developmental objective of the provision of democratic and accountable government for local municipalities.

The next section presents, analyses and interprets the study findings *vis à vis* research objective two.

4.4 FINDINGS *VIS-A-VIS* RESEARCH OBJECTIVE TWO: THE ADMINISTRATION CHALLENGES EXPERIENCED BY MAJOR PARTICIPANTS IN THE GAMES

It was important to examine the administration challenges experienced by major participants in relation to the Games. The following issues were explored as part of the research objective two: challenges experienced by major participants; comparison of co-ordination and communication systems; what motivates participants in the KwaNaloga Games; what the logistical challenges and other factors impacting on the Games are; managing the challenges associated with the Games; and how districts, sport federations and participants or stakeholders can best manage these challenges.

4.4.1 CHALLENGES EXPERIENCED BY MAJOR PARTICIPANTS IN THE KWANALOGA GAMES

4.4.1.1 Limited resources

During the interviews, the Chief Executive Officer and staff of the KwaNaloga Association revealed that at the provincial level, the KwaNaloga Association is the custodian of the Games. Currently there are no full-time officials for the co-ordination of the Games; however the staff of the KwaNaloga Association assists in the operational plans and administration of the Games. As a result, in 2010 the KwaNaloga

Association contracted the services of a consultant as Games Co-ordinator and Project Manager.

The sport officers interviewed highlighted that the KwaNaloga Games are housed in the Community Services Department at municipalities, where directors, sport managers and officers take charge of co-ordination and administration. Respondents indicated that the sport officers are not only responsible for sport but also have to deal with other youth programmes, arts and culture as well as tourism.

Respondents indicated that the KwaNaloga Games draw most of their players from schools. The provincial DoE has a programme called Mass Participation in Sport where school players between 12 and 19 years of age participate in different sport codes. Respondents indicated that, other than municipal and provincial officials, the stakeholders that are involved in the Games are representatives from sport federations, the DoE and DSR, the South African Police Services (SAPS), and the Department of Health and Emergency Services (EMRS). Respondents indicated that although DSR is responsible for sport development, its role and involvement in the KwaNaloga Games is seen as minimal. Respondents highlighted that the KwaNaloga Association should explore other alternatives in obtaining sponsorships for the Games.

4.4.1.2. Differing agendas

Politicians are represented by Community Services Portfolio Chairpersons and councillors from local and district municipalities. The sport federations from the fifteen sport codes (namely, Athletics, Basketball, Boxing, Cricket, Dance, Football, Golf,

Indigenous Games, Karate, Netball, Rugby, Swimming, Table Tennis, Tennis and Volleyball) sit on the District Technical Sport Planning Committee or Sport Council in order to provide the districts with technical support and advise them on sport codes' rules and regulations. Respondents from the municipal officials category highlighted that the co-ordination of the Games is solely the duty of sport officers' managers (through the setting up and planning of meetings and the drawing up of operational plans and budgets).

The municipal sport officers indicated that one of the challenges is that "councillors and sport federations have different interests, expectations and requirements, especially regarding the selection of athletes, which sometimes causes conflict in the co-ordination of the Games". Another challenge is political interference in some operational decisions such as the budget allocation for athletes' attire.

4.4.1.3 Politics

Respondents from the FGD and questionnaire agreed that the effective functioning of a municipality has to begin with its political leadership. However they indicated that political allegiances are a problem since they are a dominant factor in selecting athletes. There have also been tensions between the political and administrative interface as a result of political factionalism and patronage. Therefore, some respondents suggested that if party politics could be eliminated, there would be greater sustainability of relationships among stakeholders.

4.4.1.4 Sport attire

The team managers indicated that "the playing attire for some sport codes is not up to standard and the districts' failure to consult with the sport federations during the procurement process often means that athletes' needs are not met and appreciated". They also indicated that sport equipment can become a challenge, especially if prior arrangements are not made on time. Municipal officials also stated that service providers often fail to deliver the sport attire/clothing on time.

4.4.1.5 Accommodation

Respondents indicated that accommodation challenges stem from the fact that while the Executive Committee (EXCO) of KwaNaloga takes decisions on a hosting district, not all districts can host the Games as they do not meet certain minimum requirements in terms of sport facilities and accommodation. The districts have hence been grouped into three categories.

Category A comprises the district municipalities that have both the necessary accommodation and sport facilities. These include uThungulu, uMgungundlovu and eThekwini – home to the three major towns in the province, namely, Richards Bay, Pietermaritzburg and Durban respectively. Category B municipalities are those that would only be able to host Games with difficulty because of limited accommodation and sport infrastructure. These include Amajuba, Ilembe, Ugu and uThukela – districts with smaller towns like Newcastle, Stanger, Port Shepstone and Ladysmith. Category C municipalities have never hosted the Games because they cannot accommodate the

more than 40,000 athletes. These include Sisonke, Zululand and uMkhanyakude, which have smaller towns such as Kokstad, Vryheid and Mtubatuba. The municipalities belonging to Category C will only be able to host once they have sufficient accommodation and have developed adequate sport infrastructure. It was also highlighted that accommodation costs tend to escalate during the Games.

4.4.1.6 Transport

Respondents stated that the co-ordination of the collection points is a logistical nightmare. Transporting athletes to different residential areas in rural areas and the distances to be travelled are major challenges. It is also difficult to co-ordinate the collection of players from different corners of wards during the District Elimination Games, before training camps and after the Games. It was pointed out that the issue of insurance in the case of an accident poses a challenge because it increases the expenses of the Games.

4.4.1.7 Catering

The district municipalities are responsible for feeding their athletes. The procurement of caterers was reported to be a major challenge as most of them allegedly fails to fully meet the district supply chain management procedures – such as producing an up-to-date Tax Clearance Certificate and Letter of Good Standing from Workmen's Compensation – and not all comply with specifications. Respondents highlighted that food quality and quantity are also a challenge. For example, Boxing as a code of sport needs a particular type of diet. Respondents pointed out that food will always have an

impact on players' performance during the Games; therefore it is crucial for players to get the correct diet. Catering for large numbers of athletes has become a challenge for some service providers, and food poisoning has occurred.

4.4.1.8 Affiliation Fees

Respondents revealed that not all local municipalities pay affiliation fees, and sometimes the affiliation fees are paid only after the Games. As a result the districts carry much of the financial burden. The three local municipalities under Amajuba District were cited as an example of local municipalities being exempted from payment of affiliation fees because they are poor and have an inadequate budget.

Affiliation fees are regarded as part of the culture of sport. However, some local municipalities cannot afford to contribute, and others do not pay on time. The respondents noted that while the districts are generally willing to make a financial commitment to the Games, the commitment of some local municipalities is not always forthcoming. This is the result of the country's history of inequity where some areas remain with limited financial and economic resources in spite of attempts at redress and development. Financial constraints impact on the provision of sport equipment and playing attire, as well as the development of sport infrastructure.

4.4.1.9 District Elimination Games before the KwaNaloga Games

Respondents indicated that the co-ordination of different playing venues per sport code and transport during the District Games is also a challenge. The municipal officials who

work during the KwaNaloga Games are paid overtime, which also adds to the expenses of the Games. However in the Ugu District, no overtime is paid to municipal officials; they participate on a voluntary basis.

4.4.1.10 Training Camp before the KwaNaloga Games

The municipal managers indicated that the training camp has become a waste of money as not all players report at the camp, despite bookings having been made. The municipal managers suggested that the duration of the camp be reduced from two weeks to one week, or that one or two days be added before the Games in order to reduce accommodation and catering costs, and address other logistical challenges. The team managers emphasised that the training camp is essential as it enables the district team to come together before the Games. They conceded, however, that it should be monitored by professional people so that the athletes do not become exhausted before the Games.

From this, one can see a tension between the municipal mangers who favour less days for financial reasons, and the team managers who maintain that an increase in the camping days would yield the necessary performance results.

4.4.1.11 Psychological challenges

Questionnaire and FGD respondents indicated that there are also challenges associated with the psychological preparation of a team. Officials meet athletes for the first time during the Games and it is not easy to exert control and discipline. Some athletes are concerned less with the goals of the Games and more with touring and obtaining sport

attire. Another concern cited by the respondents was that talented athletes are sometimes overlooked because of bias on the part of the sport federations.

4.4.2 FACTORS HAVING AN IMPACT ON THE GAMES AND IGR

From the questionnaire the following factors were found to have an impact on the Games:

Factors impacting on the Games	Major impact	Average impact	Impact	Partial impact	No impact	No comment
Politics	56.67	13.33	16.67	1.67	3.33	8.33
Leadership	56.67	20.00	11.67	0	3.33	8.33
Trust	35.00	21.67	20.00	6.67	8.33	8.33
Relationships	41.67	26.67	13.33	1.67	8.33	8.33
Resource capacity issues	41.67	21.67	18.33	0	10.00	8.33
Financial resource capacity issues	46.67	18.33	13.33	3.33	10.0	8.33
Community dynamics	23.33	35.9	16.67	6.67	8.33	10.0
Travelling distance	36.67	21.67	21.67	3.33	8.33	8.33
Meeting space	35.0	16.67	26.67	3.33	10.0	8.33

Table 4.9 Factors having an impact on the Games

4.4.2.1 Politics

Respondents indicated that politics have a substantial impact. The Games exist as a result of a political decision, making politics central to the Games' *raison d'être*. An example of a positive political impact would be that the Games unite and inspire

citizens and athletes to work together towards delivery of the Games irrespective of their political affiliation.

The district teams have learned to participate at the provincial level as one united team and party politics are now generally forgotten during the Games. The fact that politicians can come together across colour lines and participate at the Games is a positive sign.   There have been examples of the negative impact of politics, where political statements promoting one party are made (from ward level to provincial level and vice versa), undermining the objectives of the Games.

4.4.2.2 Leadership

Respondents indicated that leadership has a positive impact as the Games start from ward (grassroots) level and extend to provincial level. Without good and co-operative leadership at all levels there could be no Games at all. It has been pointed out that the political leadership has influenced the manner in which the Games are managed – for example, when there are political changes including elections, the different decisions and agendas will be set for the Games by the new political leadership. However, during the sport planning meetings, team selections and finals, quality leadership and skills are displayed by officials, politicians and federations. This contributes to the success of the Games.

4.4.2.3 Trust

Respondents indicated that mistrust is a very real problem as each political party would like to outsmart the other. However, for the sake of the Games they eventually have to trust one another and compete as a united district team**.**

4.4.2.4 Quality of relationships

Respondents pointed out that the quality of relationships is important because as participants communicate and interact, relations are promoted. Good relationships enhance team spirit and performance. The sport codes are made up of different athletes from all races which perform as one team. If good relationships did not exist, the Games could not succeed.

4.4.2.5 Capacity issues

Municipalities and the KwaNaloga Association do not have sufficient staff dedicated to sport and recreation. Some districts have limited facilities and infrastructure, resulting in a shortage of physical, human and financial resources. Respondents indicated that the duties that are performed during the Games are beyond the available human resources in the Community Services Department in all districts; as a result extra hands are needed during the Games. It was highlighted that during the Games, municipal officials, DSR officials and sport federations all come together to assist.

4.4.2.6 Finance and budget implications

Respondents were concerned about the escalating cost of the Games. A number of suggestions have been put forward to curb expenditure. These include reducing the length of the training camp, competing in only two or three sport codes each year, and having an ongoing sport development programme rather than a five-day event. The sport federations and the DSR should openly contribute financially towards the Games. Other respondents indicated that the Games do not fulfil their original objectives and therefore that there is no value for money. The athletes do not receive further sport development training sessions to boost their talents. Some respondents indicated that municipalities feel that the budget spent on the Games is unjustifiable when viewed in the light of backlogs in the delivery of water, sanitation and other core services.

From the above findings it is clear that for the Games to be successful there should be synergy among many of the factors discussed above. Mobilising strategies need to be put in place to deal with limited resources. It was pointed out that in the deep rural areas, athletes do not participate in predominately 'white' sport codes as these codes are not yet accessible. For those who do have an interest in such sporting codes, the distance required to reach suitable facilities has remained a barrier. Above all, transformation should take place in some codes of sport in order for all athletes to benefit. At the ward level, there are a series of planning meetings, fora and events which generate a lot of interaction and empower the youth, coaches and sport administrators in organisational and leadership skills.

4.4.3 COMPARISON OF CO-ORDINATION AND COMMUNICATION SYSTEMS

The interview respondents were asked to compare the current co-ordination and communication systems of the KwaNaloga Games with its initial co-ordination and communication systems. Respondents from the councillors' category who had been involved in the Games in 1998 indicated that "at that time there were no formal co-ordination systems; it was a matter of trial and error and of bringing whoever was available on board. The Games were driven by politicians unlike in the present situation where officials, sport federations and stakeholders are part of the co-ordination system. In the past only politicians aligned to one political party were involved, whereas currently all politicians participate irrespective of their political affiliation".

Municipal officials and technical staff stated that in the past, there were also no dedicated personnel to run the Games on a daily basis. Instead, people involved in the administrative and technical processes of the Games were driven by passion and offered their services voluntarily. Currently, the personnel involved in the Games are employed by municipalities, the DSR and sport federations. There are still people at ward level who volunteer in their sport clubs for sport development in some codes of sport.

Councillors and sport federations added that, in the beginning, the selection of players was random, and the infrastructure and facilities were poor. The dominant sport codes were football and netball, but today these have expanded to a total of fifteen sport codes. They added that the Local Municipalities' areas of jurisdiction used to be fragmented and concentrated around towns, and as a result participants from some rural

areas were left out of the Games. After the transformation of local government in the year 2000, which created local government units for the whole country, the number of participants and sport codes became more inclusive.

Respondents from the municipal and government officials' category highlighted that from the year 2000 onwards, the co-ordination systems became more organised and support was given from the Office of the Premier and the MEC of Education. Both political leaders and officials became involved in the co-ordination and logistics of the Games and federations gave technical support. Respondents added that not only has there been an increase in the number of participating sporting codes, but the sport codes previously dominated by whites – for example, Cricket, Golf and Rugby – are also played. This has altered perceptions that cricket, golf and rugby are sport codes for white people only.

The senior managers responded by adding that no organising structures and fora had existed previously, and that the current-day structures and committees had emanated from the need to co-ordinate the Games. In 1998 there were Regional Councils; after the transformation of local government in the year 2000, these became local and district municipalities.

The municipal officials explained that co-ordination between the various offices occurs through attending of meetings. The forms of communication include e-mails, telephone calls and faxes. Although phone calls are faster, letters and faxes are recommended because they show proof that communication took place. Respondents indicated that e-

mails remain problematic as not everyone has access to e-mail. The municipal officials also pointed out that it is not advisable to rely on one form of communication.

From the findings it is clear that the co-ordination and communication mechanisms in the delivery of the Games have improved over time. In the main these systems have evolved out of need rather than decree. While statutory bodies may be useful in initiating IGR, this research has shown that intergovernmental relations cannot be forced or indeed legislated. Rather, interaction and trust building in the long run create sound IGR that will be of benefit to all parties involved. Clearly, an array of stakeholders and role players contributes to the delivery of the Games. In such a scenario, conflict is likely to develop as various role players often have different expectations of the Games. This research has shown that despite all this, the popularity of the Games has continued to grow and that successful Games continue to be held each year.

4.4.3   WHAT MOTIVATES PARTICIPANTS IN THE KWANALOGA GAMES

The focus group respondents were asked what motivates them to participate in the KwaNaloga Games. They reported that they were motivated to participate in the Games because of their love of sport. Other great motivating factors cited included the friendly relations established, and the networking with different people during and after the Games. Some municipal officials also highlighted the financial incentive of working overtime during the Games as a motivating factor. This was further corroborated by other municipal officials whose municipal job descriptions have nothing to do with the

Games, but whose assistance is requested during the Games because they have assisted the athletes in previous years. These municipal officials stated that they "would not involve themselves in the strenuous activities of servicing of athletes during the Games if there were no monetary incentive for overtime".

The coaches and team managers were motivated by the possibility of athletes being scouted by professional clubs and of identifying sport talent from rural, disadvantaged players. The respondents maintained that through the Games they were making a contribution towards keeping athletes from getting involved in drugs and other social ills.

4.4.4 MANAGING THE CHALLENGES ASSOCIATED WITH THE GAMES

Having gained insight into some of the challenges faced by various spheres in delivering successful Games, the researcher proceeded to ask what the role players perceived to be the solutions to these challenges. Respondents suggested that districts should have meetings earlier in the year to bring all stakeholders on board. There should be early sharing of information and visits to assess the needs of districts. Districts should also dictate the terms and the rules of the Games as they are the ones who foot the bill. The respondents said that manuals should be written to assist all to understand the roles and responsibilities of participants.

Focus group respondents indicated that the administration of the Games should be left to municipal officials. Selections should be done by the sport federations without any

political interference, and be guided by the approved Rules and Regulations of the Games. The respondents felt that the districts should create sport units to deal with sport development programmes. They added that the districts should engage other stakeholders in early planning and timeous booking of accommodation, and allocate a separate budget to cater for accommodation at the beginning of the year. Districts should be guided by sport federations in buying playing attire and provide the necessary standard of attire by involving coaches and managers in choosing it.

The respondents felt strongly that there should be a culture of working together and partnerships with all relevant stakeholders. Some respondents highlighted that more training sessions and more team practice and preparations are needed to meet the competition standards. There should be a workshop for coaches, team managers, technical staff and athletes and proper utilisation of the pre-competition camp time to yield better performances.

4.4.4.1 How districts could co-ordinate and manage the challenges associated with the Games

Table 4.10 indicates that 36% of questionnaire respondents felt that districts could best co-ordinate and manage the challenges associated with the games through proper planning. A smaller 21% of respondents cited working hand in hand with all major participants and stakeholders as the best course of action. Only 8.3% of respondents opted for post mortem meetings including the rules and regulations of the Games, and another 8.3% of respondents cited the removal of politics as the best solution. Significantly, just 6.7% of the respondents cited communication and cascading of

147

correct information, and 5% who cited soliciting funding from the business sector as essential. Some 13.3% had no comment.

How best could districts co-ordinate and manage the challenges associated with the Games?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	no comment	8	13.3	13.3	13.3
	post mortem	5	8.3	8.3	21.7
	proper planning	22	36.7	36.7	58.3
	communication & cascading of correct information	4	6.7	6.7	65.0
	solicit funding	3	5.0	5.0	70.0
	work hand in hand with all major participants & stakeholders	13	21.7	21.7	91.7
	remove politics	5	8.3	8.3	100.0
	Total	60	100.0	100.0	

Table 4.10 How districts could best co-ordinate and manage the challenges associated with the Games

The study reveals that the districts could better co-ordinate and manage the challenges associated with the Games through proper planning; working together with all major participants and stakeholders; removal of politics; post mortem meetings which will assist to benchmark previous games and improve on upcoming Games; soliciting funding from the business sector; and communicating and cascading information on time.

4.4.4.2 How Sport Federations could best provide the technical expertise required

       for the Games

Table 4.11 below indicates that 21% of respondents highlighted adherence to the rules

and regulations of the Games as the best way of improving the technical expertise

required for the Games, while 21% indicated the need for workshops with technical

staff. The use of accredited referees and coaches was cited by 11.7% of respondents.

The federations are expected to promote fair play by 13.3 % of respondents; 8.3% of

respondents cited clearly defined roles and responsibilities of stakeholders; and 6.7% of

respondents felt that sport federations should submit their sporting code plans on time to

the districts. Just 3.3% of respondents maintained that the selection of players should be

left to the federations who have the technical expertise. Some 15% of respondents had

no comment.

How could Sport Federations best provide the technical expertise required for the Games?				
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	no comment	9	15.0	15.0	15.0
	stick to rules & regulations of games	13	21.7	21.7	36.7
	use accredited referees & coaches	7	11.7	11.7	48.3
	workshop for technical staff	12	20.0	20.0	68.3
	selections of players be left to federations	2	3.3	3.3	71.7
	promote fair play	8	13.3	13.3	85.0
	federations submit plans on time to districts	4	6.7	6.7	91.7
	clearly defined roles & responsibilities of stakeholders	5	8.3	8.3	100.0
	Total	60	100.0	100.0	

Table 4.11 How Sport Federations could best provide the technical expertise required for the Games

4.4.4.3 What each participant/stakeholder should do differently in order to improve the Games

In order to improve the Games, 28.3% of respondents indicated that each participant/stakeholder should be familiar with his/her roles and responsibilities – which

150

involves acting in the best interests of the Games, being responsible, and being committed to achieve objectives of the Games. Timeous dissemination of the Games' rules and regulations was cited as important by 13.3% of respondents, who further explained that rules and regulations should be in accordance with the standards and policies of the Games. Another 13.3 % of respondents maintained that politics should be minimised by rising above political interference. The proper selection of players by federations was recommended by 11.7% of respondents, who maintained this would ensure that the best athletes are selected. The provision of resources and sponsorships was cited as important by 8.3% of respondents who also explained that this would afford sponsors and the business sector an opportunity to showcase their products through advertising material. Just 6.7% of respondents recommended the development of sport programmes that will run throughout the year, and 5% of respondents cited the advertising of Games so that interested partners can be lobbied for resources and financial assistance. The remainder (13.3%) of respondents had no comment.

What do you think each participant/stakeholder should do differently in order to improve the Games?				
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	no comment	8	13.3	13.3	13.3
	familiar with roles & responsibilities	17	28.3	28.3	41.7
	rules & regulations disseminated on time	8	13.3	13.3	55.0
	proper selections by federations	7	11.7	11.7	66.7
	provision of resources & sponsorships	5	8.3	8.3	75.0
	advertise games	3	5.0	5.0	80.0
	develop sport development programme	4	6.7	6.7	86.7
	minimise politics	8	13.3	13.3	100.0
	Total	60	100.0	100.0	

Table 4.12 What do you think each participant/stakeholder should do differently in order to improve the Games?

4.4.5 FINDINGS INTERPRETATION

The involvement of the DoE and DSR and the community at large could lessen some of the co-ordination challenges being experienced by districts. Respondents indicated that the DSR should be given more responsibility and jointly be involved in the co-ordination of Games with municipalities, as well as offering sport development

programmes. The respondents maintained that the co-ordination of the Games should be left to the DSR, whose core function is to develop sport. The KwaNaloga Association should keep a record of players developed through the Games, including professional players at national and international level. KwaNaloga should do away with the adding of other sport codes to the current 15 as municipalities cannot afford the financial burden of the sport codes they presently participate in. The organisational structure of the KwaNaloga Association also has to be improved in terms of personnel responsible for the Games.

The training camp should be run strategically and professionally by people who have the necessary skills. Sport officers indicated that some senior managers in the municipalities are of the opinion that the Games are a waste of money, and further suggested that municipalities be reminded why the Games had been introduced in the first place. Functional commissions should be established to deal with the different challenges of the Games. The DSR should design sustainable programmes that can assist the youth and should formalise strict guiding rules that would work with all sport federations.

Respondents suggested that the activities and the organisation of the KwaNaloga Games should be improved by scaling the event down to one or two days and having friendly games, not competitions. All interested major participants and stakeholders, including federations and the KwaNaloga Association, should contribute financially in an equal manner. The current budget of the Games has to be reduced dramatically and those savings should be used for other youth development projects and programmes.

It is important to encourage participation in other sport codes and involve organisations that are well-versed in sport development programmes. Respondents felt that the KwaNaloga Association seems to demand high affiliation fees from the districts but seems not to be accounting fully to district municipalities. They also suggested that the Games become an ongoing annual programme rather than a once-off event of five days.

Respondents indicated that the Games need to be properly marketed in the host district so that spectators can watch. This would include organising buses to ferry them to and from the Games. National television should also broadcast and publicise the Games. There should be fairness in the adjudication process of the Games and the KwaNaloga Association should learn to be professional in dealing with complaints. KwaNaloga should also reduce the penalties to be paid by districts when lodging complaints. There should be advocacy for the inclusion of other provinces in intergovernmental games so that infrastructure in other provinces and districts is also developed.

The findings of the study confirm that factors such as politics, leadership and financial resources have a substantial impact on the co-ordination, administration and management of the Games. The findings also show that KwaNaloga, as custodian of the Games, has a lot to improve in terms of its organisational structure and functioning. For example, there should be dedicated officials for the co-ordination of the KwaNaloga Games. Despite the challenges, the fact that the Games have continued on an annual basis for thirteen years suggests that the benefits of the Games far outweigh the challenges.

The continuation of the Games in spite of certain challenges also suggests that the Games are not only about winning, but that they build positive relationships and shape athletes' characters by instilling discipline and confidence. Moreover, the Games also uplift athletes intellectually, economically, emotionally and spiritually.   There is evidence of many players having got their breakthrough as a result of the Games and enjoying successful sporting careers over the years. There is also evidence of municipalities sharing information and delivering better on their social programmes beyond the Games.

It is through the Games that the formation of the Junior Leagues that play through the seasons has taken place. These are the structures upon which the selections for the KwaNaloga Games from local and district levels are based. Sport federations are encouraged to flood the KwaNaloga Games with their talent scouts and ensure that emerging talent flows into their leagues.

The KwaNaloga Games leave a legacy of magnificent sport infrastructure as well as various skills among the people and the youth. Therefore, the Games are regarded as a catalyst for sport infrastructural upgrades within the municipalities. The interviews and focus group discussions revealed that the Games have acquired a new dimension of competition, unlike in their formative stages. However, not all respondents are happy about this new development. This unhappiness could be attributed to the pressures brought on by the competition process and the cost of the Games against the need to address backlogs in delivery of services (such as water). Nevertheless, it was also pointed out that the Games are a priority equal to other services.

4.5 FINDINGS *VIS-A-VIS* RESEARCH OBJECTIVE THREE: THE SUSTAINABILITY OF RELATIONS AND PARTNERSHIPS FORGED AMONG PROVINCIAL, DISTRICT AND LOCAL SPHERES DURING THE KWANALOGA GAMES AND THE SUSTAINABILITY OF THE RELATIONSHIPS BETWEEN MUNICIPALITIES

In order to gauge the sustainability of the relationships and partnerships of the Games, the relations and partnerships among municipalities had first to be evaluated. The respondents were asked about the relationships before, during and after the Games; how the relationships and partnerships of the Games were sustained afterwards; the important committees of the Games; and which structures/fora are considered important and why.

4.5.1 RELATIONSHIPS BETWEEN THE DISTRICT AND LOCAL MUNICIPALITIES BEFORE, DURING AND AFTER THE GAMES

In order to evaluate the sustainability of relations and partnerships forged among the provincial, district and local spheres because of the KwaNaloga Games, respondents were asked to rate these relations before, during and after the Games. The questionnaire asked respondents to rate these relations generally, while the one-on-one interviews explored the changes in the relations before, during and after the Games.

156

Sixty percent of the questionnaire respondents rated the relations between the province, districts and local municipalities before, during and after the Games as average; 30% indicated that the relationship was good; and 10% saw the relationship as poor.

The interviews provided a more revealing look at the changes in these relations, and possible explanations for the overall assessments given above. Table 4.13 below shows that the relationships between the district and local municipalities before the Games were rated fairly negatively, with only 18.3% of respondents regarding them as good and 41.7% regarding them as average, while 25% regarded them as poor. Respondents rated these relationships significantly better during the Games themselves – where 40% rated them as good, 31.7% rated them as average, and only 13.3% as poor. The positive impact of the Games appears to continue after the Games, with 46.7% of respondents classifying relations after the Games as good and 23.3% as average. The fact that district-local relations improve during and after the Games suggests that the Games have great potential to strengthen IGR in the longer term.

Rating of the relationships between municipalities before, during and after the Games	Good	Average	Poor	No comment
Relationship before Games	18.3	41.7	25.0	15.0
Relationship during the Games	40.0	31.7	13.3	15.0
Relationship after the Games	46.7	23.3	15.0	15.0

Table 4.13 Rating of the relationship between the district and local municipalities before, during and after the Games (in percentages)

The interview responses provided significant insights into the trend identified above. While respondents pointed out that relations before and after the Games depend on the issues being put on the agenda for discussion at meetings, they felt that the overall improvement in relations during the Games was due to municipalities and government departments trying to work together towards a common goal.

Respondents highlighted that the fact that Games start at ward or cluster level (known as the Mayoral Cup Games) where sport federations' structures are involved to select players prior to the district and provincial Games, is evidence of average to good relations. They also pointed out that the fact that all municipalities compete at provincial level suggests that a good relationship prevails, especially during the Games. However this does not rule out tensions that occur during the preparations, like bias in the selection of athletes.

Respondents also indicated that the attitude of a few local municipalities in terms of non-payment of affiliation fees sours relations because some districts end up being fully responsible for the Games. The relocation of players to other districts through the offering of better incentives by municipalities (such as cell phones and expensive sport attire) also spoils relations between some districts. The respondents also highlighted the fact that relations between the province, district and local municipalities vary from district to district because of other operational factors such as municipal health services and water services which are expected to be provided by the districts.

The good district-local relations following the Games imply that the Games continue to improve the relations between municipalities even after they are concluded. This is

probably because after the Games, the working relations (such as joint planning, joint budgeting, joint projects and delivery of services) continue. When good relations exist, these functions are improved.

Respondents highlighted that the spirit of co-operation at the Games was so high that it had motivated the former Local Government MEC (Mr Mike Mabuyakhulu) to escalate the Games to another level of Intergovernmental Games where provinces, including KwaZulu-Natal, Gauteng, the Eastern Cape, Free State and Mpumalanga, participated. A Memorandum of Understanding (MoU) was concluded between KwaZulu-Natal and other provinces that mandated all municipalities to engage in promoting and strengthening IGR between and within the three spheres of government.

4.5.2 THE IMPORTANT COMMITTEES AND FORA OF THE GAMES

4.5.2.1   Statutory and non-statutory fora for the Games and IGR

Interview respondents indicated that the statutory fora for the Games include the Technical Committee, the Mayor's Co-ordinating Forum, the Premier's Co-ordinating Committee and the KwaNaloga Executive Committee. Non-statutory fora include the Sport Council, Sport Desks, Sport Planning Committee, Daily Management Committee, Stakeholders' Forum, the Provincial Social Development structure, Portfolio Committee and Local Organising Committee (LOC). Respondents pointed out that the LOC is mainly responsible for organising the Games and is constituted by the hosting district and all its local municipalities, sport code representatives appointed by provincial federations, and any other body or government department appointed by KwaNaloga.

Moreover, the LOC takes full responsibility for the provision and preparation of facilities.

Respondents explained that the KwaNaloga Executive Committee is made up of 35 members and is a decision-making body that has the responsibility for oversight and accountability. The Sport Planning Committee advises on all matters pertaining to municipalities' participation in the Games. The Stakeholders' Forum represents all districts and takes full responsibility for the strategic management of the Games. It is constituted by representatives of councillors, municipal officials and sport federations.

Respondents indicated that these structures assist in the organising and co-ordination of the Games, and are responsible for the success that the Games have enjoyed thus far.

4.5.2.2   The Role of the Mayor's Co-ordinating Forum in the KwaNaloga Games

Respondents revealed that the Mayor's Co-ordinating Forum plays a political role in terms of leadership from ward to provincial level. The KwaNaloga Games are also known as the Mayoral Cup Games. In some districts, unresolved matters pertaining to the Games are taken to the Mayor's Co-ordinating Forum or Sport Council. An example is the increase in affiliation fees.

The Mayor's Forum has other responsibilities such as the allocation and control of resources. Some mayors also sit on the Executive Committee of KwaNaloga where decisions on the Games, including who will be the hosting district, are taken. Respondents indicated that the Games include an event known as the Mayoral Function,

at which all mayors are welcomed by the hosting district's mayor. This implies that the Games have an impact at the level of political leadership.

4.5.2.3   The Conventions of Committees and Fora

Respondents revealed that the Local Organising Committee (LOC) meets twice a month in the hosting district. It is made up of six commissions, namely, Support and Logistics, Public Relations and Marketing, Games Services, Sport Services, Emergency Services and Disaster Management Services. The Stakeholders' Committee also meets every month at hosting district level. In this committee municipalities give reports and indicate their state of readiness for the Games. The Social Development Committee meets quarterly at the KwaNaloga office. This Committee supports community-related projects. The Sport Planning Committee is housed in local and district municipalities and meets monthly as and when required. Closer to preparations for District Eliminations Games and the Games themselves, the frequency of meetings increases to twice a month. Its function is to co-ordinate the logistics of the KwaNaloga Games.

4.5.2.4 Relative importance of committees/fora/structures in the Games

To establish the main role-players in the Games, it was crucial to find out which committees and structures were regarded by respondents as the most important. Figure 5.14 below indicates that 31% of respondents felt that all sport committees and structures are equally important for the success of the Games because they play various roles that add value to the vision of the event. The Local Organising Committee (LOC) was regarded by 18.3% of respondents as an important committee or structure because it

represents everybody (stakeholders, federations, local representatives and district representatives). It was highlighted that the failure or success of the Games lies with the LOC.

The District Sport Planning Committee was regarded by 16.7 % of respondents as important because that is where planning and co-ordination of the Games take place. The District Sport Council and stakeholders were cited by just 3.3% of respondents as important, while a negligible 1.7% regarded the Executive Committee as important because it gives guidance and support. A quarter of respondents had no comment, possibly because they are not within the municipalities and are hence not involved.

Which of the Games Committees/fora/structures do you consider most important and why?				
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	no comment	15	25.0	25.0	25.0
	all sport committees	19	31.7	31.7	56.7
	District Sport Planning Committee	10	16.7	16.7	73.3
	District Sport Council	2	3.3	3.3	76.7
	stakeholders	2	3.3	3.3	80.0
	Local Organising Committee	11	18.3	18.3	98.3
	Executive Committee	1	1.7	1.7	100.0
	Total	60	100.0	100.0	

Table 4.14   Important committees/structures of the Games

4.5.2.5 Sustaining working relationships and partnerships among the participants

Respondents indicated that sustainability of working relationships at the level of the province, district and local municipalities requires the adoption of agreed protocols by all stakeholders. The roles and responsibilities of all participants and stakeholders should be clear. Respondents added that there should be ongoing engagement and consultation with institutional structures, fora and committees. Sport officers should bring sport development programmes to the table and not only deal with the co-ordination of the Games. Talent identification and promotion, together with team selections, should be left to the sport federations. There should be a reciprocal approach among the stakeholders towards the expenses related to the Games as opposed to the utilisation of districts' budgets only. Through evaluations and research work, there should be a review of the impact of the Games in terms of funds spent, challenges and benefits.

4.5.2.6   The Strengthening of Stakeholders' Collaborative Efforts

The respondents indicated that joint planning of the Games is important. Communicating with and ensuring the involvement of all relevant stakeholders as soon as the commencement date of the Games is known is crucial. Respondents indicated that the involvement of stakeholders and community participation, as reinforced by legislation in the Municipal Systems Act (No. 32 of 2000), should also be applied. It was also mentioned that the Department of Sport and Recreation (DSR) in particular should be fully involved in capacitating or training coaches, administrators and technical staff.

The respondents highlighted that the Games have become an expensive event for the municipalities. It was suggested that the DSR could assist municipalities with playing equipment and paying stipends for coaches through its budget. It was also pointed out that the districts are expected to take cognizance of sport federations' own calendar of events; therefore municipalities should incorporate federation plans into their district plans.

All interested stakeholders are encouraged to contribute towards financial resources in order to lessen the expenses incurred by municipalities. There should be mutual understanding in terms of the roles and responsibilities of all major participants. Some respondents suggested that the KwaNaloga Association could establish a website for communication, networking and partnerships to teach the youth the skills of sport development.

A few of the respondents felt that politics should be put aside in sport. Others maintained that while it is not possible to divorce politics from sport, there should be a way of understanding the different roles of officials, politicians and sport federations. Respondents indicated that there should be evaluation meetings with different sport federations and those recommendations should be put forward for consensus and be shared among districts. The issue of the stipend paid to technical officials by municipalities needs to be reviewed as it is not sufficient. There should be a memorandum of understanding among the immediate role-players and stakeholders.

4.5.2.7   Sustainable Provision of Technical Expertise by Sport Federations

Respondents indicated that the assessment of technical expertise like coaching is crucial and that technical people should be knowledgeable. Sport federations should have a database of personnel and services – such as how many football coaches are in the area – as well as manuals on how to coach. This would help to boost the athletes' skills. To encourage sponsors, the business sector and all stakeholders, a database of athletes should be formulated indicating their progress.   Respondents indicated that the DSR in particular should be fully utilised in capacitating and training coaches, administrators and technical staff.

The DSR is perceived as playing a minor role in the KwaNaloga Games. Respondents highlighted that although the DSR has invested money in sport developmental programmes for sport federations; these are not sustainable enough because of squabbles between sport federations. Respondents were of the opinion that the DSR should promote and align the objectives of the Games, as it is their core function to give support and leadership in sport. They felt that the technical expertise required for the Games could be provided if there are formal meetings with coaches of different sport codes and a memorandum of understanding among districts, the DSR and sport federations.

Respondents felt that sport administrators and coaches should be trained to enable the Games to be played according to rules and regulations. The sport codes such basketball and dance should have sport federations. Sport at lower levels should be well-structured and organised, as is the case at national and provincial levels. Respondents also

indicated that sport federations should co-fund the Games, bring in people with the highest expertise, and contribute towards accommodation and sport attire.

Respondents added that sport federations have their own politics and problems such as petty jealousy, favouritism and in-fighting. This has impacted negatively on the Games as sometimes people with the required expertise are overlooked, affecting the quality of coaches.

It is clear from the foregoing discussion that for intergovernmental relations to promote service delivery, it is essential to put in place statutory structures and fora that meet on a regular basis and maintain collaborative relations. Moreover, it is important that such structures enjoy capacity building in the form of technical expertise. Such support would enable them to carry out their functions efficiently and effectively.

4.5.2.8 Sustaining working relationships and partnerships in the KwaNaloga
      Games

Focus group respondents indicated that relations between the districts, local municipalities and the province are nurtured during the preparatory and competition stages. Respondents indicated that sustaining these working relationships in the spheres of government requires agreement and input by all stakeholders. The roles and responsibilities of all major participants and stakeholders should be adhered to. The relations and partnerships built during the Games become more real because the spirit of co-operation is strengthened as all government departments and partners try to work towards one goal of delivering the Games and participating as one district team.

166

According to the respondents from the FGD, the sustainability of relations and partnerships forged among the spheres of government during the KwaNaloga Games is ensured through the planning meetings, practice sessions and team selections that are essential activities for the success of the KwaNaloga Games. The stakeholders and role players involved in sport federation structures and sport planning committees begin to share a common interest and goals which result in agreed working protocols by all stakeholders. These working relationships are extended to the programmes and projects of service delivery as per FGD suggestions.

The relationships and partnerships established amongst stakeholders during the KwaNaloga Games lead to ongoing engagement and consultation within the sport planning committees, fora and institutional structures in all government spheres as per responses from the questionnaire. The commitment displayed by sport federations, municipalities and government departments during the preparatory and competition stages extend beyond the Games. Respondents cited the example of the evaluation meetings that are held at the beginning of each year between sport federations, municipalities and the departments of Sport and Recreation and Education with the intention of guarding against mistakes or weaknesses of the previous year's KwaNaloga Games. It was highlighted that in these meetings recommendations for improvement are made and participants/ stakeholders are expected to comply with them even after the Games.

Respondents indicated that after the Games the working relations and partnerships are sustained through joint planning meetings and defined responsibilities between sport

federations, municipalities KwaNaloga and government departments in the provincial and local government spheres. This leads to improvement in the delivery of other services apart from the Games.

4.5.3   FINDINGS INTERPRETATION

These findings suggest that there can be no Games if there are no good working relationships among local and district municipalities, government departments and sport federations. The Games committees and structures are all equally important for the success of the event. When stakeholders are engaged in working together there will be better relationships, resulting in better delivery of sport and other services.

The Games have served as a perfect platform to establish and sustain progressive partnerships among all participants and stakeholders involved in advancing the municipal mandate. The partnerships emphasised by government departments, and commitment to the development of sport in all wards across the Province, are fundamental to the Games' success and to the improvement of IGR.

It could be interpreted from the findings of the research that the success of the Games has to do with the different governmental spheres entering into an implementation protocol, and the roles and responsibilities of each organ of state being clarified in the interest of co-operative governance. The fact that the Games have been sustained for the past thirteen years is sufficient evidence of relations having been nurtured among all participating districts and major stakeholders from government departments and sport

federations. The KwaNaloga Games have improved municipal relations, as municipalities can participate together at the provincial level.

It is also evident from the responses in the interviews and the questionnaires that for IGR to succeed, the efficiency and effectiveness of the Games could be enhanced through multi-sectoral structures for consultation and joint decision-making. The respondents expect government institutions to work as a team to achieve service delivery targets.

4.6 FINDINGS *VIS-A-VIS* RESEARCH OBJECTIVE FOUR: EXAMINING THE BEST PRACTICES LEARNT FROM THE GAMES FOR IGR IMPROVEMENT

In reaching this objective, the study examines the best practices of the Games in order to extrapolate strategies for the improvement of IGR. FGD participants were asked what IGR lessons are provided as a source of learning, reflection and development by KwaNaloga Games. Responses are indicated below.

4.6.1 BEST PRACTICES OF KWANALOGA GAMES

4.6.1.1 Promotion of individual talent

Respondents indicated that the Games are a fulfilling experience in which the youth come together from all KwaZulu-Natal districts to participate and display their sporting talents. According to the respondents, one of the best practices has to do with the fact

that youth get exposure to a wide audience and in the process their talents are developed. From such exposure, some youth are scouted and recruited into such professional clubs like soccer, rugby and athletics. Moreover, the Games also uplift athletes intellectually, economically, emotionally and spiritually. There is evidence of many players who got their breakthrough as a result of the Games and who have had notable and successful sporting careers over the years.

4.6.1.2 Promotion of national sport culture

Sport remains one of the key pillars of youth development because by actively participating in sport, young people are protected from various social ills which impede their development at large. The Games are a single, jointly co-ordinated event which has produced players that have represented the country at national level. The Games have grown and developed into district competitions that are known in every corner of the province. The Games assist the youth and help referees to become properly qualified so that they can make a career out of sport. It is through the Games that the formation of the Junior Leagues that play through the seasons has taken place. These are the structures upon which the selections for the KwaNaloga Games from local and district levels are based. Sport federations are encouraged to flood the KwaNaloga Games with their talent scouts and ensure that emerging talent flows into their leagues.

4.6.1.3 Promotion of social development

The Games have also brought some redress *vis-à-vis* disparities of the past. By promoting equal opportunities and access to infrastructure, skills and skilled technical

officials, the Games align with the local government developmental objectives of (1) ensuring the provision of services to communities in a sustainable manner, and (2) involving communities and community organisations in matters of local government. Further to this, the Games embody all the objectives of government, particularly when it comes to ensuring that the poorest of the poor, people with disabilities and women athletes, are afforded the opportunity to participate in sport and recreational events throughout the Province.

4.6.1.4 Promotion of infrastructural and economic development

In the hosting district, upgrading and development of infrastructure takes place in preparation for the Games. Not only are the sporting facilities of the hosting district upgraded, but the local hospitality industry and the tourism sector are boosted too. The financial resources spent in host districts provide an economic injection with spin-offs for local economic development. The KwaNaloga Games leave a legacy of magnificent sport infrastructure as well as various skills among the people and the youth. Therefore, the Games are regarded as a catalyst for sport infrastructural upgrade within the municipalities.

4.6.1.5 Promotion of empowerment and capacity-building

Another best practice of the Games is the empowerment and capacity building that the Games' organisers undergo – such as the technical managers in their role as sport administrators. The organising of the KwaNaloga Games is a task of such magnitude that participation at a managerial level is taken as record of good leadership and builds

the self-esteem and confidence of those involved. Planning and co-ordinating skills are acquired by all the districts and federations in the process of preparing district teams. These skills no doubt go a long way in contributing to the general work environment beyond the Games.

4.6.1.6 Relationship-building and promotion of peaceful relations

Another best practice derived from the Games in the long-term relationships that are built between and among athletes who spend a long time together and interact quite closely. It is not only the participating youth that establish good social relations. Respondents were of the opinion that over time, the Games have built a culture of tolerance among districts in the province which were previously divided along political lines. Currently, in many instances the political party one belongs to is no longer that important in the organisation of the Games. In this regard, the respondents stated that through the Games, peace has prevailed and there has been reduced political conflict.

4.6.1.7 Promotion of unity

Through the Games, remarkable unity has been witnessed among all municipalities in the Province. This unity has promoted reconciliation, reconstruction, civic pride and above all service delivery in the participating municipalities. The KwaNaloga Games have enabled municipalities to build relationships with communities by upgrading infrastructure and promoting economic development, thus meeting the mandate of district municipalities.

4.6.2 LESSONS FOR IGR

It can be argued that in the final analysis, the KwaNaloga Games have provided better ways in which the three spheres of government can achieve their objectives.   The Games embody all the objectives of government, particularly when it comes to ensuring that the poorest of the poor, people with disabilities and women athletes, are afforded the opportunity to participate in sport and recreational events throughout the Province.

The promotion of social and economic development is one of the developmental objectives of local government. The KwaNaloga Games have become a vehicle for advancing municipal integration and cohesion. They are a testimony to the fact that by working together, much can be achieved in service delivery programmes and projects in the Province.

The Games have served as a perfect platform to establish and sustain progressive partnerships among all participants and stakeholders involved in advancing the municipal mandate. The partnerships emphasised by government departments, and commitment to the development of sport in all wards across the Province, are fundamental to the Games' success and to the improvement of IGR.

The Games are an ideal opportunity for participants to witness the IGR processes in a relaxed environment, which could be replicated in IGR matters. All three spheres of government have identified sport as one of the key priorities that has to be advanced vigorously. The government departments have a role to further drive the process of

sport development and transformation in all communities. This has begun with the KwaNaloga Games and can be replicated.

4.7   CONCLUSION

The findings of the study reveal that the KwaNaloga Games provide a platform for all spheres of government to work together as a team and perform meaningful roles and responsibilities in the delivery of the Games. This is similar to what is expected of IGR where spheres of government are expected to respect one another and provide systems for achieving collaborative, integrated plans with the programmes of government departments. The next chapter summarises the study's findings and conclusions and presents recommendations for the future.

CHAPTER FIVE: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1   INTRODUCTION

This study examined the role of the KwaNaloga Games in promoting intergovernmental relations (IGR) in selected district municipalities of KwaZulu-Natal. It also considered what lessons could be learnt from the Games in helping municipalities achieve broader developmental local government objectives. This final chapter presents the salient features of the study according to the research objectives, draws conclusions from the findings of this study, makes recommendations and suggests areas for further research.

5.2   SUMMARY OF THE STUDY

Chapter One presented the background of the study, a statement of the research problem, the objectives of the study, an explanation of the value of the study, an acknowledgement of the limitations of the study, a description of the organisation of the study and a conclusion.

Chapter Two presented a literature review on public administration and IGR in South Africa through a conceptual framework that   critically explained the normative guidelines of public administration; the precepts of decentralisation, governance networks and the role of intergovernmental relations in this regard.   Against this

backdrop, this chapter then reviewed recent literature on various aspects of IGR and provided an analysis of how IGR systems, processes and structures have evolved in South Africa. It also highlighted the current state of local government in the context of IGR.

Chapter Three discussed the research design and methodology as well as the research strategies and procedures applied in the study. The study used both qualitative and quantitative research methods. The former method involved both one-on-one interviews and focus group discussions, while the latter entailed a survey using a questionnaire. The chapter described the researcher's data collection strategy and methods, the research area, the population size and sampling method (stratified random and purposive sampling), validity and reliability criteria, data analysis strategies and the ethical considerations of the study.

Chapter Four presented, analysed and interpreted the findings of the study. This was done on the basis of themes generated from the key research questions. This chapter examined the findings in accordance with the four research objectives as identified in Chapter One, and the methodology presented in Chapter Three. The findings presented were obtained through data collection instruments attached as appendices I, II and III. The presentation, analysis and interpretation followed the four research objectives and questions of the study.

Chapter Five presents the summary, conclusions and recommendations of the study. The conclusions were drawn from the findings of the study and the recommendations were made on this basis.

5.3   CONCLUSIONS WITH REGARD TO THE STUDY OBJECTIVES

The study findings indicate that the partnerships and relationships established by government and non-government actors during the Games are crucial in accomplishing the Games' objectives. Because the Games are in many ways a microcosm of the interactions that take place between role players in other social and economic developmental contexts, it can be argued that the KwaNaloga Games do indeed embody and promote IGR – especially in the area of service delivery. This is so because the relevant committees and structures for execution of the Games provide good platforms and fora for networking, which in turn facilitate team-work in other functions of service delivery.

The study concludes that KwaNaloga Games provide and present the spheres of government with a unique opportunity to forge new relationships and partnerships in the internal and external environments that shape local government. These relationships and partnerships further strengthen existing parameters in order for the spheres of government to be more effective, efficient and responsive to the needs of communities.

The specific conclusions that can be drawn regarding each of the study objectives are detailed in the next section.

5.3.1   THE ROLE PLAYED BY THE KWANALOGA GAMES IN PROMOTING IGR IN SELECTED MUNICIPALITIES

The study concludes that the KwaNaloga Games have played a role in promoting IGR for the following reasons:

- The original aims of the Games were to bring peace to the strife-torn KwaZulu-Natal province; to promote infrastructural development in the province; to forge mutual understanding among the former Regional Councils; and to learn from one another. In mobilising around these shared aims and delivering thirteen successful years of KwaNaloga Games, the various governmental and non-governmental actors have succeeded in working together and sharing expertise and resources – thereby giving substance to the principles of IGR.

- The KwaNaloga Games provide a platform for all spheres of government to work together as a team and perform meaningful roles and responsibilities in the delivery of the Games. This is similar to what is expected of IGR, where spheres of government are expected to respect one another and provide systems for achieving collaborative, integrated plans with the programmes of government departments.

- The KwaNaloga Games are a service provided not only by local government but also by other national and provincial government departments, institutions and organisations. As a result, the development of relationships and planning with other departments and stakeholders in a systematic and co-ordinated way to ensure that sport services are delivered effectively and to the public's benefit, is crucial.

During the preparations for the Games, various institutions (local and district municipalities, the Department of Sport and Recreation, fifteen sport federations, the KwaNaloga Association and the DoE) work together to co-ordinate activities and budgets across sectors. There is sharing of information and the exchange of leadership, administration and management ideas, skills and expertise among the participants. This happens through the establishment of consultations and agreed implementation protocols within sport planning committee and structures, as a result of which stakeholders reach consensus on matters pertaining to the Games.

- Because the organisation of the Games starts at ward level and progresses through the district level to the provincial level, formal and informal relations are established, skills and leadership are developed, and information flow is facilitated at all levels and across government and non-government sectors.

- The Games contribute to local government's roles and responsibilities through leadership development from the ward level, through the district to the provincial level. Leadership development has the potential to provide democratic and accountable government for local municipalities. It is at these same levels of government that community leaders strive to promote social, economic and political leadership, giving priority to the needs of the community.

- The Games provide a model for the attainment of the Local Government Development Objectives by means of joint, cross-function action – in this case, the interaction and co-operation of no fewer than eleven municipalities and a multitude of non-government stakeholders. For example, the Games promote economic

development at district level since the hosting district, accommodation establishments, service providers and retailers receive an economic boost from them. The financial resources spent in host districts provide an economic injection, with spin-offs for local economic development and sport tourism.

- The Games were found to be a tool that brings people together, unites them and allows them to co-operate and compete as one district team at the provincial level, despite their political differences and affiliations. The partnerships established are crucial and are necessary to accomplish governmental objectives, be they meeting socio-economic challenges or enhanced service delivery. The study also established that employees, officials, politicians and community leaders from these institutions continue networking even after the Games have ended – which suggests the real potential of the IGR interactions fostered during the Games to impact developmental projects beyond the Games themselves.

5.3.2 ADMINISTRATIVE CHALLENGES IN THE KWANALOGA GAMES

The study identified the following administrative challenges experienced by participants in the KwaNaloga Games:

- Responsibilities are not equally shared between municipalities, the DSR and other stakeholders in each district and from one district to another. The involvement of the DoE and DSR and other stakeholders is not yet fully harmonised for the benefit

of the community at large, resulting in co-ordination challenges being experienced by districts.

- Financial challenges arise from (1) the rising costs of hosting the Games; (2) the lack of parity in financial contributions by major participants and stakeholders, including federations and the KwaNaloga Association; (3) a lack of clarity regarding the budgets of stakeholders or their financial contributions, which makes advance planning difficult; (4) the costs of buying sufficient sport equipment, paying for accommodation costs, transport and playing attire; (5) the non-payment of affiliation fees by a few local municipalities, putting pressure on some districts to foot the bill; and (6) the perception that incentives (such as cell phones and expensive sport attire) are necessary to attract good players to a municipality.

- Skills present a challenge. For example, there are limited persons with the necessary professional skills to run the training camp.

- Human resources also present challenges. At the provincial level, the KwaNaloga Association is the custodian of the Games, but currently has no full-time officials for the co-ordination of the Games. Instead it relies on internal staff and consultants to assist in the operational plans and administration of the Games. The duties that are performed during the Games are far beyond the human resources available in municipal Community Services Departments. The sport officers, for example, are not only responsible for sport but also have to deal with other functions, such as Youth, Gender, Art and Culture and Tourism.

- There are limited functional commissions to deal with the different challenges of the Games and to formalise strict guiding rules that would be applicable to all sport federations.

- Not all municipalities can currently host the Games, highlighting the need for infrastructure development and basic services provision in some rural areas to be fast tracked.

- Some sport codes, such as cricket, rugby, golf and tennis, are not yet fully racially representative. It is important to encourage participation in other sport codes and involve organisations that are well-versed in sport development programmes.

- Although the KwaNaloga Games have enabled municipalities to build relationships with communities by upgrading infrastructure and promoting economic development, thus meeting the mandate of district municipalities, not all municipalities are developing at the same pace.

- Factors such as politics, leadership style and differing agendas have a substantial impact on the co-ordination, administration and management of the Games. Because of the many different stakeholders, each with their own interests, agendas, priorities and expectations, conflict is still experienced in the intergovernmental co-ordination of the Games.

- The study concludes that the challenges experienced by major participants in the KwaNaloga Games are inclusive of the functional areas of policy making, administration, managing, organising, financing, personnel provision and utilisation, and work procedures and control. These areas are all essential for the effective management of the various components of governmental administration in any sphere of government.

5.3.3 SUSTAINING WORKING RELATIONSHIPS AND PARTNERSHIPS IN THE KWANALOGA GAMES

The study drew the following conclusions regarding the sustainability of the working relationships and partnership in the KwaNaloga Games:

- The sustainability of relations and partnerships forged between the spheres of government during the KwaNaloga Games is a positive indicator for post-Games IGR. These working relationships are extended to the programmes and projects of service delivery. An example is the Flagship Programme known as Sukuma Sakhe, whereby all government departments' programmes provide interventions aimed at assisting communities at the same time.

- The sustainability of working relationships at the level of the province, district and local municipalities requires the adoption of agreed protocols by all stakeholders. The roles and responsibilities of all participants and stakeholders are clear. After the Games the working relations and partnerships are sustained through joint

planning meetings and defined responsibilities between sport federations, municipalities, the KwaNaloga Association and government departments in the provincial and local government spheres.

- The long-term relationships established between and among major participants and athletes at the levels of administration and sport planning committee meetings, further contribute to the development and promotion of networks between participants, the business sector, sport tourism and the hospitality industry.

- The Games committees and structures are all equally important for the success of the event. When stakeholders are engaged in working together there will be better relationships, resulting in better delivery of sport and other services.

- The relevant committees and structures for planning, co-ordinating and executing the Games provide good platforms and fora for networking and promoting IGR. In this way, there is social interaction between different levels of government and relations are forged during and after the Games, which facilitate team-work in other functions of service delivery. The study concludes that the KwaNaloga Games, being jointly co-ordinated and multi-sectoral events, create a synergy for effectiveness – not only in the delivery of the Games, but by instilling ideals of democracy through consultation, negotiation, co-operation and capacity-building across all spheres of government.

- The stakeholders and role players of the KwaNaloga Games provide financial, administrative and political support systems which could also contribute to the

success of the delivery of other services, not only the KwaNaloga Games, through sharing resources and responsibilities in the implementation of activities. These are the same stakeholders that, through negotiation, have the will and power to solve and avoid conflict in the spirit of co-operative government.

5.3.4 THE BEST PRACTICES LEARNT FROM THE KWANALOGA GAMES FOR IGR IMPROVEMENT

The following are the best practices derived from the KwaNaloga Games as a model for IGR improvement:

- The KwaNaloga Games fulfil the strategic purposes of IGR because of the interactions and divisions of roles and responsibilities between government departments at horizontal and vertical levels in the KwaNaloga Games. These interactions result in multiple formal and informal relationships for the attainment of the common goals of the KwaNaloga Games. As the activities or functions of the Games are executed by different spheres of government, they overlap and their interdependence fulfils the principles and guidelines of public administration.

- Sport remains one of the key pillars of youth development because by actively participating in sport, young people are protected from various social ills which impede their development at large. In coming together from all KwaZulu-Natal districts to participate, the youth gain exposure to a wide audience and in the process their talents are developed. From such exposure, some are scouted and recruited into professional clubs, or advance to higher levels in provincial and

national sport. The Games also assist referees and sport administrators to become properly qualified so that they can make a career out of sport. It is through the Games that the formation of the Junior Leagues that play through the seasons has taken place.

- The KwaNaloga Games have provided better ways in which the three spheres of government can achieve their objectives. The Games embody all the objectives of government, particularly when it comes to ensuring that the poorest of the poor, people with disabilities and women athletes are afforded the opportunity to participate in sport and recreational events throughout the Province.

- The Games are an ideal opportunity for participants to witness IGR processes at work in sport development. All three spheres of government have identified sport as one of the key priorities that has to be advanced vigorously. The government departments have a role to further drive the process of sport development and transformation in all communities.

- The Games have also brought some redress *vis-à-vis* equal opportunities and access to infrastructure, skills and skilled technical officials. This is in line with the local government developmental objective of ensuring the provision of services to communities in a sustainable manner, and also the involvement of communities and community organisations in matters of local government.

- Where conflict has arisen between different parties, these have been resolved in the spirit of working together for the sake of delivering successful Games. Having a

clear mandate plays an important role both in individuals' role in IGR (as in sport councils mobilising the best possible expertise for Games administration) and in the focus of the IGR process itself (in this case, uplifting communities through sport and promoting good inter-district relationships).

- As a result of the Games, remarkable unity has been witnessed among all municipalities in the Province. This can be explained by (a) the presence of open channels of communication and a climate of trust and (b) the mobilising power of a transcendent goal which can only be reached collaboratively. This unity has promoted reconciliation, reconstruction and civic pride, with the Games building a culture of tolerance among districts in the province which were previously divided along political lines. The Games have also enabled municipalities to build relationships with communities by upgrading infrastructure and promoting economic development, thus meeting the mandate of district municipalities. Long-term relationships are also built between and among athletes who spend a long time together and interact quite closely.

- The Games deliver practical, tangible results even as they carry out their relationship-building mandate. Hosting districts' sport facilities are upgraded and the local economy is boosted through inputs to the tourism and hospitality sector. Skills are also developed among organisers and the Games participants themselves, giving them a competitive edge. The Games may therefore be regarded as an important all-round development catalyst.

- The Games have served as a platform to establish and sustain progressive partnerships among all participants and stakeholders involved in advancing the municipal mandate. The partnerships emphasised by government departments, and commitment to the development of sport in all wards across the Province, are fundamental to the Games' success and to the improvement of IGR.

- The KwaNaloga Games provide local government with an opportunity for meaningful, grassroots involvement in governance, which is a central part of democratisation. This kind of involvement requires local government to work with citizens and groups within the community to find sustainable ways to meet their social and economic needs and improve their quality of life. This is further supported by legislation which provides mechanisms for public participation, including Ward Committees, Ward Councillors and Community Development Workers – which are all mechanisms designed to foster open, transparent and consultative governance.

- The KwaNaloga Games embrace the principles of democracy which promote and facilitate the values and principles of co-operative governance. The ideals of co-operative government are that the three spheres of government should work together to provide citizens with a comprehensive package of services; to assist, empower and support one another; to share information and to co-ordinate their efforts in partnership – guided by national unity, peace, co-operation, effective communication and an infinite conflict-avoidance attitude.

- The KwaNaloga Games provide the facilitative system and relationships that enable spheres of government to participate effectively and to carry out mandates so that government goals are achieved. Games have succeeded in attaining these ideals through the formal and informal interactions of various committees, fora and structures. In sharing in matters of resource allocation, information, communication and responsibilities through mutual agreement, they thus also fulfil the local government's developmental objectives.

- The multi-sectoral structures and committees established during the organising of the Games take cognizance of the culture of consultation and co-operation when making joint decisions, and this benefits communities in terms of delivery of other services. The Games' structures and committees facilitate and discuss matters of mutual interest such as coherent planning, mobilising resources, service delivery and development.

- The staging of the KwaNaloga Games for the past thirteen years is a reflection of healthy intergovernmental relations amongst the three spheres of government. A remarkable commitment and leadership is displayed by all the participants and stakeholders in the KwaNaloga Games, from ward level upwards. Wards form the basic units for participatory and democratic local government and are also crucial for IGR improvement.

5.4   RECOMMENDATIONS OF THE STUDY

Based on the conclusions of this study, the recommendations can be made:

5.4.1 THE ROLE PLAYED BY THE KWANALOGA GAMES IN PROMOTING IGR IN SELECTED MUNICIPALITIES

- The findings of the study reveal that the majority of people have worked with the Games for more than eight years. They have gained experience and established good working relations with various stakeholders. The social networking on the part of those involved in Games delivery appears to contribute greatly to the success of other service delivery programmes. It is recommended that mechanisms to retain staff in these municipalities be established and that older staff serve as mentors in inculcating co-operative values in the workplace through promoting internship programmes.

- The findings established that there is a common conceptual understanding by role players of the nature, relevance and role of IGR in the staging of the Games. This common conceptual understanding is also a contributing factor in the success of these Games. It is recommended that in the delivery of Games and other services, all role players like senior managers in all government departments, sport federations, the KwaNaloga Association, the private sector and non-government organisations, be conscientised as to the 'bigger picture' – to think beyond their sphere of government and to seek out the contribution of other spheres of government to achieve developmental local government objectives. This can be done through sharing leadership skills, facilitation and capacity building, as well as organisational and management development by senior managers and political leaders.

- While executive leadership is important for the success of the Games, as provided by the Mayor's Co-ordinating Forum at local government level and the KwaNaloga Executive Council at the provincial level, the study recommends that political maturity and co-operative governance be strengthened through respecting the political and administrative powers of oversight committees within the spheres of government by senior managers and politicians.

- It is recommended that the co-operative agreements and facilitative systems of the KwaNaloga Games need to add an element of monitoring and evaluation (M&E) across the three spheres of government. These systems should assist in reviewing not only the binding implementation agreements, roles and responsibilities of the KwaNaloga Games, but also whether the developmental objectives of local government are being accomplished.

- It is recommended that the monitoring and evaluation mechanisms should incorporate the strategies of the comprehensive intergovernmental Municipal Turn-Around Strategy (MTAS) and Service Delivery Business Implementation Plans (SDBIP) into municipalities' Integrated Developmental Planning (IDP). This will facilitate the identification of progress in matters of governance, service delivery, financial management, leadership development, policy regulation and oversight environments in the three spheres of government through monitoring progress and reports.

5.4.2 ADMINISTRATIVE CHALLENGES IN THE KWANALOGA GAMES

Regarding the administrative challenges of the Games and IGR, the following recommendations are made:

- The findings also show that the KwaNaloga Association, as custodian of the Games, has a lot to improve in terms of its organisational structure and functioning. For example, there should be dedicated officials for the co-ordination of the KwaNaloga Games.

- Proper staffing is needed in order for the sport function operating at national, provincial and local government to be harmonised in terms of aligning the budgets and activities of interrelated functions in order to maximise resources and service delivery. The limited human resources and capacity issues that are familiar challenges in public administration in almost all spheres of government should be addressed through skills development and internship programmes.

- The forms of communication between the various co-ordinating structures appear to play a critical role in the success of the Games. It is recommended that advanced forms of communication, including email and social media, should be made available to all institutions and participants for easy access to information.

- Infrastructural development in the municipalities that could not host the Games within the KwaZulu-Natal province because of limited sport infrastructure and backlogs in basic services should be fast tracked through mobilisation of resources, together with the transformation and development of certain sport codes.

- The building and strengthening of sustainable support systems in the areas of financial, administrative and leadership development is recommended. This will benefit both IGR and the achievement of developmental local government objectives.

- The major institutions and participants involved in the KwaNaloga Games should keep records of athletes developed through the Games, including professional players at national and international levels. Records such as these could assist in monitoring athletes' progress at higher levels of the Games. It is recommended that recording and monitoring systems should be made accessible to the major stakeholders and communities for transparency and accountability purposes.

- A network form of governance exists in the co-ordination, administration and management of the KwaNaloga Games. This should be maintained as it has a positive ripple effect for the different spheres of government.

- Given the variety of stakeholders involved in the planning and delivery of the Games, it is important to strengthen specific departments at local government level

to ensure that there are clear communication lines to relevant structures in the spheres of government.

- The mobilisation of financial resources remains a critical task in meeting the needs of the KwaNaloga Games and other related services. The DSR should assist municipalities with playing equipment and paying stipends for coaches.

5.4.3 SUSTAINING WORKING RELATIONSHIPS AND PARTNERSHIPS IN THE KWANALOGA GAMES

- The joint planning of the Games is important. Communicating with and ensuring the involvement of all relevant stakeholders as soon as the commencement date of the Games is known is crucial. The involvement of stakeholders and community participation is also reinforced by legislation in the Municipal Systems Act (No. 32 of 2000), and should be continued.

- This study has shown that because of the cyclical nature of the Games, the co-ordinating structures involved in their delivery are established with clear objectives, mandates and specific time frames. It is recommended that in the delivery of developmental local government objectives, specific structures should similarly be given clear objectives and mandates and specific time frames.

- The findings reveal that the Games are a tool that unites people and allows them to co-operate and compete as one district team, despite their political differences and political affiliations. Further to this, employees, officials, politicians and

194

community leaders continue networking even beyond the Games. In order to meet and enhance service delivery targets, as well as developmental local governmental objectives, it is recommended that the partnerships established during the Games be sustained through agreements specifying roles and responsibilities of each role player and stakeholder.

- This study established that the KwaNaloga Games are a jointly co-ordinated event that creates a synergy for effective delivery of the Games and also promotes IGR through consultation, negotiation, co-operation and capacity building across all spheres of government. This social interaction between and among spheres of government further facilitates teamwork in other service delivery programmes. It is recommended that the relationships and partnerships forged among major participants, the business sector, the sport fraternity, the tourism and hospitality industries and others, be promoted and sustained through consultation and negotiation to further achieve developmental local government objectives.

- This study reveals that the relationships and partnerships between participants and stakeholders involved in the KwaNaloga Games display co-operation and commitment on the part of all three spheres of government in promoting developmental local government objectives. These relationships and partnerships are seen as a vehicle for advancing municipal integration and cohesion, and are fundamental to the Games' success. They should also be useful to the improvement of IGR. It is recommended that co-operation and collaboration among the three spheres of government should be strengthened through agreed, viable protocols and

functional oversight structures in order to accomplish the set goals of service delivery programmes and projects at large.

- The KwaNaloga Games provide the spheres of government with the opportunity to work together with communities, forging relationships and partnerships in the internal and external environment of local government. These relationships and partnerships further increase the likelihood of improved, functional, effective, responsive governance in all spheres of government. It is recommended that the spheres of government be encouraged to engage communities in matters of local governance through the mechanisms of forum consultative structures designed to foster open, transparent and consultative forms of government. These mechanisms may include public participation in Ward Committees, or as Ward Councillors and Community Development Workers.

- The DSR in particular should be fully involved in capacitating or training coaches, administrators and technical staff. There should be ongoing engagement and consultation with institutional structures, fora and committees. Talent identification and promotion, together with team selections, should be left to the sport federations. There should be a reciprocal approach among the stakeholders towards the expenses related to the Games, as opposed to the utilisation of districts' budgets only.

- The coaches and technical officials from the sport federations should do selections properly, adhere to the approved rules and regulations of the sporting codes, and not allow interference from politicians. It is recommended that the DSR should

strengthen capacity in the areas of coaching, officiating, sport science and school sport development.

5.4.4 STRATEGIES FOR ACHIEVING LOCAL GOVERNMENT DEVELOPMENTAL OBJECTIVES USING KWANALOGA GAMES

It is recommended that the following strategies be adopted for achieving the local government developmental objectives:

- The existing structures and committees of the KwaNaloga Games should be characterised by tolerance, consultation and continuous communication. Therefore, these structures need to be respected since they are the product of joint endeavours and joint action characterised by consensus – which is no different from the envisaged recipe for success in IGR matters. Furthermore, these structures should relate peacefully in order to work together in partnership and improve the delivery of the Games and the broader developmental objectives of local government.

- The administration of the KwaNaloga Games should be carried out by municipal officials, technical officials and coaches, and be guided by the DSR which should subscribe to the norms and values that guide the behaviour of public officials in the performance of their duties. For example, sport federation personnel should do selections properly, without allowing any political interference, and be guided by the approved rules and regulations of the Games, while coaches should be allowed to take decisions as they work with athletes without influence from politicians. The

DSR should aim at building capacity in coaching, officiating and sport science and school sport development.

- It is recommended that in the Games, as in IGR, there should be a culture of working together (co-operation) and partnerships with all relevant stakeholders. The major participants should maintain friendly relations and respect one another's powers and functions. In sharing financial resources and responsibilities among the participants, stakeholders within the spheres of government should maximise the limited resources to allow many community groups to benefit. Community participation mechanisms (including Ward Councillors and Ward Committees) should be strengthened in order to add value to the matters of local government.

In summary, this study recommends that the co-operation and collaboration among the three spheres of government should be strengthened through agreed service level agreements, viable communication channels and functional oversight structures   (such as co-ordinating fora of senior management, political leaders and office bearers) to meet the set goals of service delivery programmes and projects. The study further recommends that monitoring and evaluation systems should be incorporated into the KwaNaloga Games and that through reviewing the binding implementation of agreements and protocols these systems are further extended to indicate progress in various spheres of government in the pursuit of local government developmental objectives.

5.5   AREAS FOR FURTHER RESEARCH

This study has shown that while sound IGR are critical to the attainment of governance networks objectives, developing and nurturing them is a difficult challenge to deal with. Using the KwaNaloga Games as a case study, the study has however shown that it is possible to establish sound IGR in situations where a specific goal is identified and where all role players are conscientised as to the details pertinent to achieving such goals.

The study has shown how formal and informal IGR processes in the province of KwaZulu-Natal have been drawn upon to achieve a specific objective, namely the successful staging of the annual KwaNaloga Games. While it may be problematic to generalise these findings, there is no doubt that the present staging of the KwaNaloga Games could provide a basis for further empirical research on how these findings can be extrapolated to similar settings. There is a dearth of information on how IGR can be operationalised within the South African setting. This study has made a contribution in this regard but further research ought to be done with a view to understanding how local government objectives can be achieved through sound IGR.

The main limitation of this study relates to the challenge of drawing descriptive conclusions about a larger group from sample data. This study focuses on only one of the nine provinces in the country, which happens to be the only province that stages these Games. Nonetheless, an attempt was made to source information from a wide cross-section of role players in the Province, and this ensured the generation of valid data applicable to KZN.

This study suggests further research ought to be done in the following areas:

- An assessment of the expenditure of the Games in relation to the value added by the Games should be conducted for future research.

- A study should be conducted on the role of the DoE, the DSR and Sport Federations in the development of sport programmes, together with their strengths and weaknesses.

- Research should be undertaken on ways of strengthening financial management systems so that financial resources dedicated to sport are utilised fruitfully to the benefit of communities and in the interests of good governance.

- SALGA as custodian of the Games should evaluate the impact of Games on inter-municipal relations from a different perspective.

- The utilisation of sport opportunities created by the Games and marketing of the Games as a business needs further exploration.

- A final area for further research would be to consider ways of maintaining and improving the developmental (as opposed to competitive) nature of the Games.

APPENDIX I

ONE-ON-ONE INTERVIEW

School of Public Administration and Development Management [UKZN]

D. Admin. Research Project

Promoting Intergovernmental Relations (IGR) – a case study of KwaNaloga Games in selected municipalities of KZN

Background

1) Welcome & introductions

2) Clarification of one-on-one interviews

3) Consent form – clarification and signing

IGR definition - the White Paper on Local Government (1998) defines intergovernmental relations as the set of multiple formal and informal processes, channels, structures and institutional arrangements for bilateral and multilateral interaction within and between spheres of government.

_____

General Questions (will help to establish whether or not the respondents will have the answers needed)

a) How long have you been working in the municipality?

b) What do you understand by IGR?

c) Are IGR important in your work environment?

d) Why is it important for IGR to succeed?

e) When was your first encounter with the Games?

f) Tell me about your involvement with the Games – the joys and frustrations?

g) What in your view are the benefits of these Games?

Research Question 1

To what extent have KwaNaloga Games succeeded in promoting Intergovernmental Relations?

1.1 Have KwaNaloga Games promoted IGR between municipalities across the province? If yes, in what ways?

1.2 What were/are the relations between district and local municipalities (stakeholders/participants, sport federations, etc.) before, during and after the Games?

1.3 How would you rate the above relationship – poor, average, good? Give reasons for your answer.

1.4 If the relations are good, how have you sustained the working relationships among the participants of the KwaNaloga Games?

1.5 What other fora (statutory and non-statutory) are in place for IGR and the Games?

1.6   What role is played by the Mayor's Co-ordinating Forum in the KwaNaloga Games?

1.7   What other fora (statutory and non-statutory) are in place for IGR and the Games?

Research Question 2

How have district and local municipalities' relations and partnerships forged prior to and after the KwaNaloga Games been sustained from 1998-2009?

2.1   Give an account of what co-ordination mechanisms existed in 1998 compared to today.

2.2   How have these changed over the years?

2.3   What new structures/fora are in place now? Why was it necessary to introduce these?

2.4   What structures/fora are no longer in place and why?

2.5   How often do such structures meet? Where do they meet?

2.6   In between meetings, how do they communicate? (e-mail, fax, letters, phone?) Comment on the ease of these forms of communication. What is preferred over what and why?

2.7   What could be done to strengthen collaborative efforts of stakeholders?

2.8   How could sport federations (and other structures) provide the best possible technical expertise required for the Games?

Research Question 3

What are the challenges posed by the co-ordination, administration and management of the Games?

3.1   What operational factors are in place?

- Who manages the Games?

- Who does administration of these Games?

- Who co-ordinates between the various offices? How?

3.1.1   Which stakeholders are involved other than municipal/provincial

officials?

3.1.2   What is their role? How do you encourage their involvement?

3.2   What are the challenges before and during the Games associated with accommodation, transport, catering, affiliation fees, district elimination games, training camp?

3.3   How best could districts co-ordinate and manage the challenges associated with the Games?

3.4   What could be done (and how) to sustain partnerships (between officials and stakeholders) forged before, during and after the Games?

3.5   Do you consider the following factors as having an impact (positive/negative) on the co-ordination, administration and management of KwaNaloga Games and IGR?

    I.   politics

    II.   leadership

    III.   trust

    IV.   quality of relationships

V.   capacity issues (mobilisation & facilitation skills, physical, human resources, IT, etc.)

VI.   budget

VII.   community dynamics

VIII.   distance / space

3.8   What advice could you give the KwaZulu-Natal Local Government Association to improve the organisation of the Games?

3.9   What learning could you share about the KwaNaloga Games?

Research Question 4

Do the Games contribute to the local government's developmental objectives?

4.1   Do the Games contribute to local government's roles and responsibilities?

4.2   How in your view do they contribute to any of the following?

- Provision of democratic and accountable government for local municipalities

- To ensure the provision of services to communities in a sustainable manner

- To promote social and economic development

- To encourage the involvement of communities and community organisations in matters of local government.

4.3   Are the Games still accomplishing the objectives they were created /established for? If no, what is new?

4.4   What would you like to add which you think is of interest and is not covered by the questions asked?

THANKS

APPENDIX II

FOCUS GROUP DISCUSSION

School of Public Administration and Development Management [UKZN]

D. Admin. Research Project:

Promoting Intergovernmental Relations – a case study of KwaNaloga Games in selected municipalities of KZN

IGR definition - the White Paper on Local Government (1998) defines intergovernmental relations as the set of multiple formal and informal processes, channels, structures and institutional arrangements for bilateral and multilateral interaction within and between spheres of government.

Background

1. Welcome & introductions

2. Clarification of Focus Group Purpose

3. Consent form – clarification and signing

4. Establishing ground rules

    a) Set participants at ease

    b) Emphasis on confidentiality

    c) Clarify that each one's input is valued

Research Question 1

To what extent have the KwaNaloga Games succeeded in promoting Intergovernmental Relations?

Research Question 2

How have district and local municipalities' relations and partnerships forged prior and after KwaNaloga Games been sustained from 1998-2009?

Research Question 3

What are the challenges posed by co-ordination, administration and management of the Games?

Research Question 4

What intergovernmental relations lessons are provided as a source of learning, reflection and development by KwaNaloga Games?

Research Question 5

What impact (positive/negative) do the following factors have on the Games: politics, leadership, budget, sport equipment, sport attire, infrastructure, accommodation, catering, and transport and affiliation fees?

Research Question 6

How best could districts and local municipalities manage the challenges associated with the Games?

Research Question 7

What motivates you to participate in the KwaNaloga Games?

General

Is there anything you would like to add about the Games and IGR?

Thank you for your participation.

APPENDIX III

SURVEY QUESTIONNAIRE

School of Public Administration and Development Management [UKZN]

D. Admin. Research Project

Promoting Intergovernmental Relations (IGR) – a case study of KwaNaloga Games in selected municipalities of KZN

Researcher: Zandile Nhlabathi (0824703526)

Supervisor: Dr. B. Mubangizi (0312608730)

Research Office: Ms P. Ximba (0312603587)

IGR definition - the White Paper on Local Government (1998) defines intergovernmental relations as the set of multiple formal and informal processes, channels, structures and institutional arrangements for bilateral and multilateral interaction within and between spheres of government.

PROFILE

FEMALE

MALE

□

AGE (IN YEARS)

20 – 30

□

31 – 40

□

41 – 50

□

51 – Above

□

---

1. How many years have you been working in the municipality? ____

2. How many years have you worked on the Games? ____

3. Are IGR important in your work environment? Please explain.

4. Do you think the Games contribute to IGR? Please explain.

5. Have KwaNaloga Games promoted IGR between municipalities across the province?

6. How would you rate the relationship between the district and local municipality before, during and after the Games?

Ratings	Before	During	After
a. Poor			
b. Average			
c. Good			

7. What are the challenges associated with the following:

- Accommodation

- Transport

- Catering

- Affiliation Fees

- District Elimination Games

- Training Camp before the Games

8. How best could districts co-ordinate and manage the challenges associated with the Games?

9. How could Sport Federations provide best technical expertise required for the Games?

10. What do you think each participant/stakeholder should do differently in order to improve the Games?

11. Which of the Games Committee/Forum/structures do you consider most important and why?

12. On a scale of 0-4, where "4" means there is a lot of impact and "0" means there is no impact, how would you rate the impact of the following factors on the co-ordination, administration and management of KwaNaloga Games and IGR:

|		
I.	Politics	____
II.	Leadership	____
III.	trust	____
IV.	quality of relationships	____
V.	Physical (IT, Venue etc) resource capacity issues	____
VI.	Financial resource capacity issues	____
VII.	community dynamics	____
VIII.	travelling distance	____
IX.	meeting space	____

You may add your comments.

13. With regard to whether the Games contribute to local government's developmental objectives, how much do you agree with each of the following statements?

| Local government's developmental objectives	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE
Provision of democratic and accountable government for local municipalities				
To ensure the provision of services to communities in a sustainable manner				
To promote social and economic development,				
To encourage the involvement of communities and community organisations in matters of local government				

THANK YOU FOR YOUR PARTICIPATION.
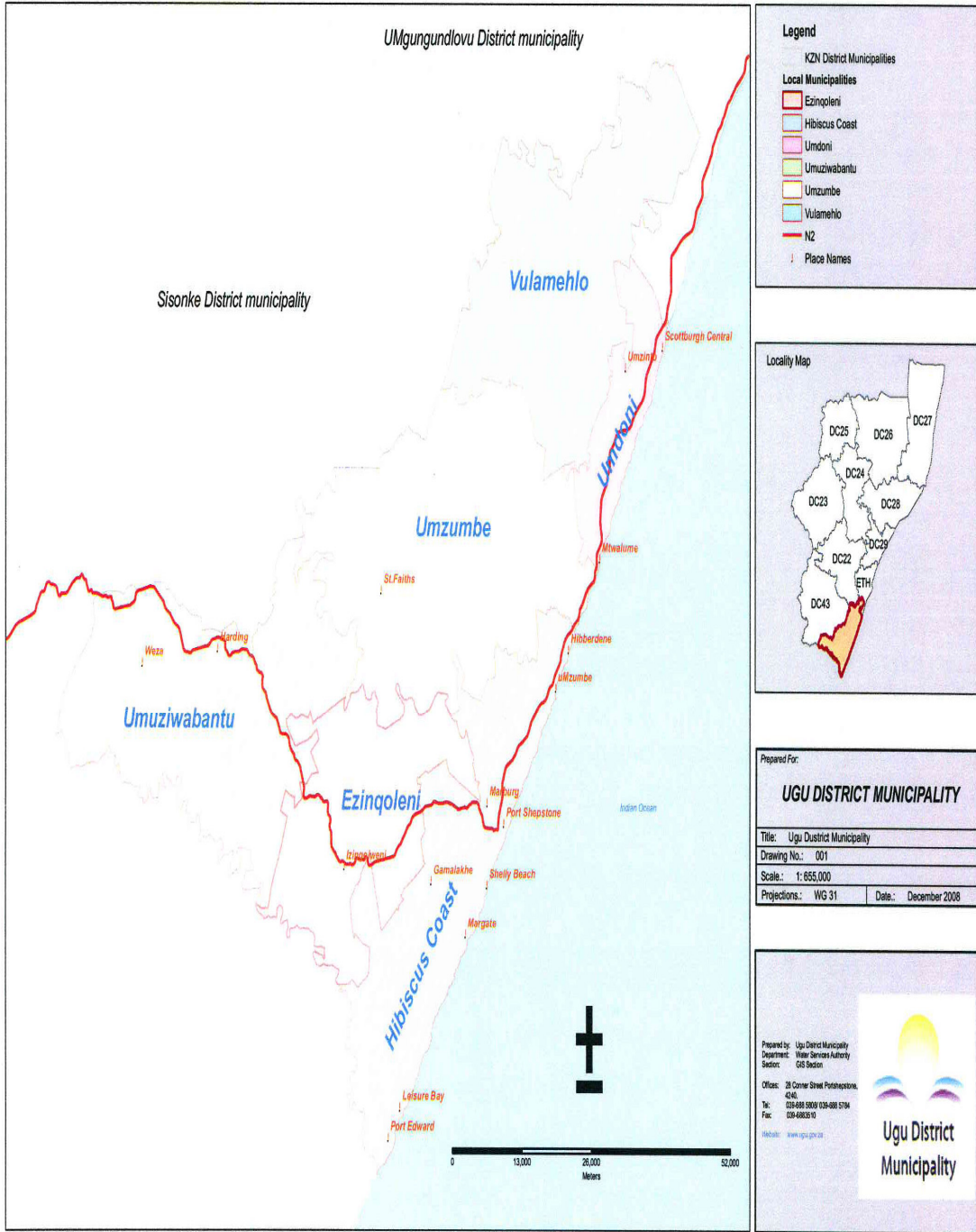
APPENDIX IV

MAPS OF THE UTHUNGULU, AMAJUBA AND UGU DISTRICT

MUNCIPALITIES
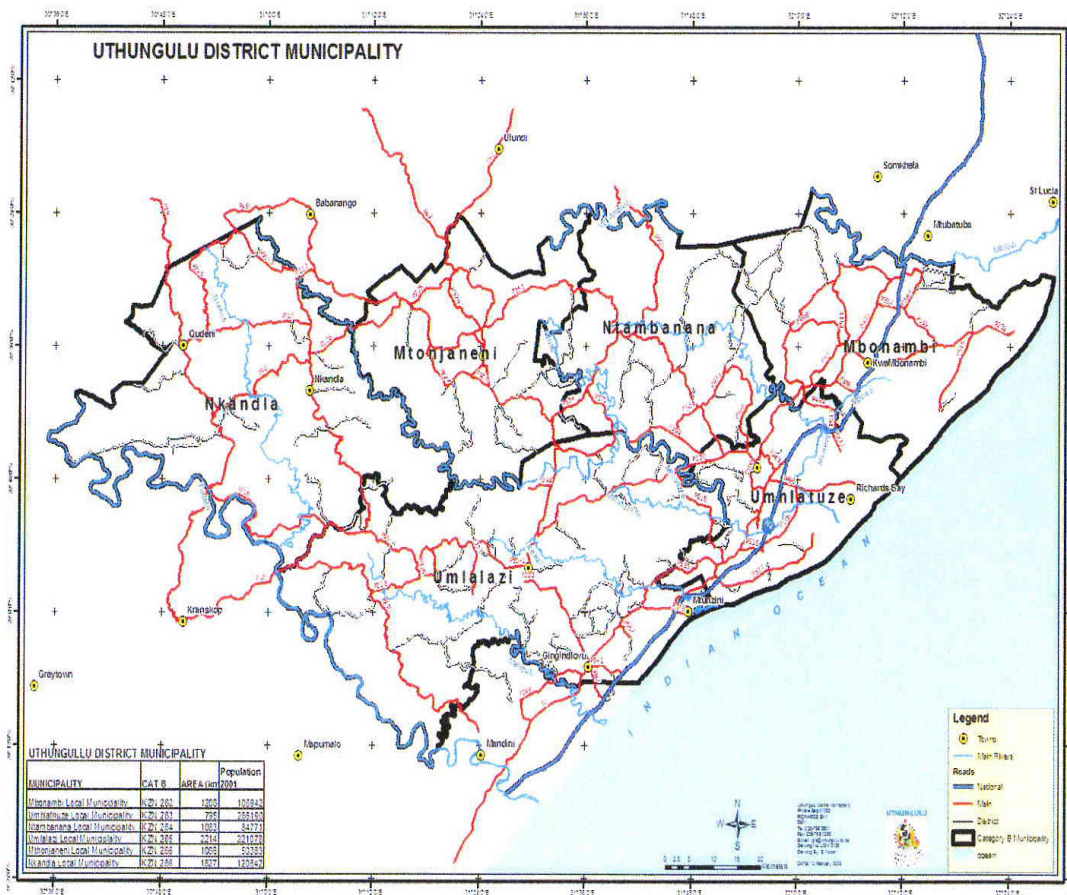
Map 1: uThungulu District Municipality
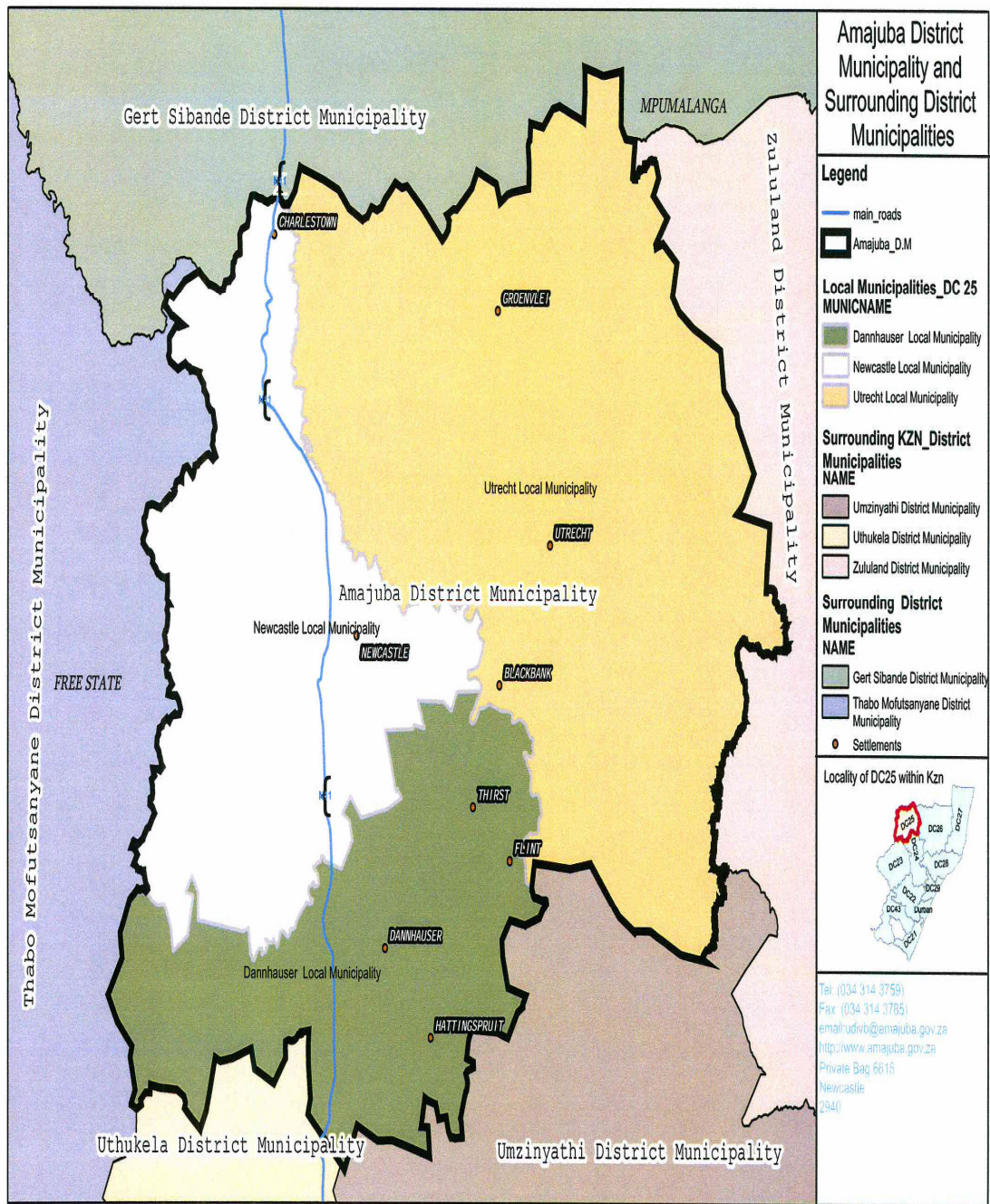
Map 2: Amajuba District Municipality

Map 3: Ugu District Municipality

APPENDIX V

LETTERS OF PERMISSION

UTHUNGULU

uThungulu District Municipality
uThungulu Disirik Munisipaliteit
uMasipala Wesifunda Waso Thungulu

Our Reference:
DM#/BB/cr

Your Reference:

12 August 2009

To Whom It May Concern

RESEARCH: MS ZANDILE NHLABATHI: ID NO. 6404210582084

Your correspondence dated 12 August 2009 refers.

Permission is hereby granted for you to conduct research in uThungulu District Municipality subject to the project title being approved by the University of KwaZulu-Natal.

Yours sincerely

BB Biyela
Municipal Manager

Private Bag 6615
Newcastle
2940

Tel: (034) 329 7200
Fax: (034) 314 3785
E-mail: lindom@amajuba.gov.za

AMAJUBA

Umkhandlu Wesifunda   **District Municipality**   **Distrik Munisipaliteit**

Imibuzo:
Enquiries:

Inkomba:
Ref No:

07ᵗʰ October 2009

To Whom It May Concern

This serves to confirm that we have received Zandile Nhlabathi's request for assistance in her research exercise. We wish to declare our intention to assist her in everyway possible.

For further enquiries, do not hesitate to consult the undersigned.

Thanking you.

Yours truly

D. NGWENYA
DIRECTOR: COMMUNITY SERVICES

B9356 Section 1 Madadeni 2951

PO Box 33, Port Shepstone 4240
KwaZulu / Natal
South Africa

28 Connor Street
Tel: (039) 688 5704
Fax: (039) 682 1720

Ugu Distrik Munisipaliteit   **Ugu District Municipality**   **Ugu Umasipala Wesifunda**

OFFICE OF THE MUNICIPAL MANAGER

TO WHOM IT MAY CONCERN

Dear Sir / Madam

This letter serves to confirm that, Ms Zandile Nhlabathi is granted permission to conduct a study / research within Ugu District Municipality jurisdicted area.

Yours Faithfully

MUNICIPAL MANAGER
Mr Luvuyo Mahlaka

6 NOVEMBER 2009

MRS. ZF NHLABATHI (204001067)
PUBLIC ADMINISTRATION & DEVELOPMENT STUDIES

Dear Mrs. Nhlabathi

EXPEDITED APPROVAL
ETHICAL CLEARANCE APPROVAL NUMBER: HSS/0813/09D

I wish to inform you that your application for ethical clearance has been granted full approval for the following project:

"**Promoting intergovernmental relations through KwaNaloga Games: A case study of selected Municipalities of KZN**"

PLEASE NOTE: Research data should be securely stored in the school/department for a period of 5 years

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully

....
PROFESSOR STEVEN COLLINGS (CHAIR)
HUMANITIES & SOCIAL SCIENCES ETHICS COMMITTEE

cc. Supervisor (Dr. B Mubangizi)
cc. Mrs. C Haddon

REFERENCES

BOOKS, ARTICLES AND PAPERS

Babbie, E. (1986). *The Practice of Social Research*. Chicago: Wadsworth

Babbie, E. (2005). *The Basics of Social Research*. Belmont: Thomson Wadsworth.

Bamgbose, J.A. (2008). "Intergovernmental Relations and Political Opposition in Nigeria's Fourth Republic, 1999-2004." *Ozean Journal of Social Science* 1(11), 75-89.

Black T.R. (1999). *Doing quantitative research in the social sciences: An integrated approach to research design, measurement, and statistics*. Thousand Oaks, CA: Sage Publications.

Bless, C. & Higson-Smith, C. (1995). *Fundamentals of Social Research Methods*. Cape Town: Juta & Co.

Botes, P., Brynard, P., Roux, N.L. & Fourie, D. (1996). *Critical Issues in Public Management and Administration in South Africa*: Pretoria: Kagiso Tertiary.

Breuss, F. & Eller, M. (2004). "Fiscal Decentralisation and Economic Growth: Evidence from State-Level Cross Section Data for United States. *Journal of Urban Economics*, Vol. 52, 93-108.

Cameron, R. (1999). *Democratisation of South African Local Government: A Tale of Three Cities*. Pretoria: van Schaik.

Cloete, J.J.N. (1995). *Public Administration and Management: New Constitutional Dispensation.* Pretoria: van Schaik.

Coffey, A., Holbrook, B. & Atkinson, P. (1996). "Qualitative Data Analysis: Technologies and Representations". *Sociological Research Online*, Vol. 1(1). Accessed on 03 April 2009 from http://www.socresonline.org.uk/1/1/4.html.

Corbin, J. & Strauss, A. (1990). *Basics of Qualitative Research: Grounded Theory Procedures and Techniques.* Newbury Park, CA: Sage.

Creswell, J.W. (1997). *Qualitative Enquiry and Research Design: Choosing Among Five Traditions.* Thousand Oaks: Sage.

Creswell, J.W. (2003). *Qualitative, Quantitative and Mixed Method Approaches.* London: Sage.

Deduurwaerdere, T. (2007). "The Contribution of Network Governance to Sustainability Development". Accessed online on 1 June 2011 from http://www.iddri.org/activities/seminars impact assessment, 209-228.

Dion, L. (2000). Opening Address at the Mexico Conference of the Forum of Federations. Accessed on 11 February 2009 from http://www.ciff.on.ca.ciff Html/documents/bg papers/docbg dion.html

Du Toit, D.F.P. & Van Der Waldt, G. (1997). *Managing for Excellence in the Public Sector.* Cape Town: Juta & Co.

Du Toit, D.F.P. (1998). *Public Administration and Management for Effective Governance.* Cape Town: Juta & Co.

Education and Training Unit. (2008). *Paralegal Manual.* Accessed on 10 May 2011 from www.paralegaladvice.org.za

Edwards, T. (2008). "Key Challenges of Improving Intergovernmental Relations at Local Sphere: A Capacity Building Perspective." *Journal of Public Administration: SAAPAM Conference Special Issue,* Vol. 43.

Ghauri, P., Gronhaung, K. & Kristianslund, I. (1995). *Research Methods in Business Studies*. London: Prentice Hall.

Gildenhuys, J.S.H. & Knipe, A. (2002). *The Organisation of Government*. Pretoria: van Schaik.

Gilsing, R. (2007). "Intergovernmental Relations and the Effectiveness of Local Governance: The Case of Dutch Youth Policy." *International Review of Administrative Sciences*, Vol. 73(1), 45-64.

Gurr, T. & King, D. (1987). *The State and the City*. London: Macmillan.

Hattingh, J.J. (1998). *Governmental Relations: A South African Perspective*. Pretoria: University of South Africa Press.

Henning, E., van Rensburg, W. & Smit, B. (2004). *Finding Your Way in Qualitative Research*. Pretoria: van Schaik.

Isaac, T.M. (1998). "EMS on Economics and Politics of Decentralisation." *The Marxist*, Vol. 14(01-02).

Ismael, N., Bayat, S. & Meyer, I. (1997). *Local Government Management*. Halfway House: International Thomson.

Jones, C., Hesterly, W. & Borgatti, S. (1997). "A General Theory of Network

Governance: Exchange Conditions and Social Mechanisms." *Academy of Management Journal*, Vol. 22(4), 911-945. Accessed on 1 June 2011 from http://wwwjsor.org/stable/259249

Kuye J.O. (2002). *Critical Perspectives on Public Administration*. Sandown: Heinemann Publishers.

Layman, T. (2003). *Intergovernmental Relations and Service Delivery in South Africa: A Ten Year Review.* Accessed on 22 January 2009 from http://74.125.95.132/www.sarpn.org.za/documents

Levy, N. & Tapscott, C. (2001). *Intergovernmental Relations in South Africa: The Challenges of Co-operative Government*. Cape Town: University of the Western Cape School of Government and IDASA Political Information and Monitoring.

Malan, L.. & Mathebula, F. (2002). "Intergovernmental Relations and Co-operative Governance in South Africa." Unpublished article. Pretoria: Pair Institute.

Malan, L. (2005). "Intergovernmental Relations and Co-operative Government in South Africa: The Ten Year Review." *Politeia*, Vol. 24(2).

Maree, K. (2007). *First Steps in Research.* Pretoria: van Schaik.

Marks, G. (1993). "Structural Policy and Multi-level Governance in the European Community." Accessed on 12 June 2011 from http://www.wikipedia.org/wiki/Multi-level governance.

Mouton, J. (1996). *Understanding Social Research*. Pretoria: van Schaik.

Mouton, J. & Marais, H. (1998). *Basic Concepts in the Methodology of the Social Sciences*. Pretoria: HRSC.

Mouton, J. (2001). *How to Succeed in your Master's & Doctoral Studies: A South African Guide and Resource*. Pretoria: van Schaik.

Mubangizi, B.C. (2005). "Improving Public Service Delivery in the New South Africa: Some Reflections." *Journal of Public Administration,* Vol. 14(1), 633-648.

Mubangizi, B.C. (2008). "Utilising Available Resources: A Community Development View to Make Local Government work." *Journal of Public Administration*, Vol. 43(3.1).

O'Donnell, G. & Schmitter, P. (1986). *Transitions from Authoritarian Rule: Tentative Conclusions about Uncertain Democracies*. Baltimore, MD: Johns Hopkins University Press.

O'Donnell, G. (1996). "Illusions about Consolidation." *Journal of Democracy*, Vol. 7(2), 34-51.

Ostrom, V. & Ostrom, E. 1965. "A Behavioral Approach to the Study of Intergovernmental Relations." *Annals of the American Academy of Political and Social Science 359*, 137-146.

Opeskin, B. (1998). *The Reform of Intergovernmental Fiscal Relations in Developing and Emerging Market Economies*. Washington, DC: World Bank.

Painter, M. 2001. "Multi-level Governance and the Emergence of Collaborative Federal Institutions in Australia." Vol. 29(2), 137-150.

Peters, B. & Pierre, J. (2001). "Developments in Intergovernmental Relations: Towards Multi-level Governance." *Policy and Politics,* Vol. 29(2): 131-135.

Pickvance, C. & Preteceille, E. (eds.) (1991). *State Restructuring and Local Power: A Comparative Perspective*. London: Printer Publishers.

Pollitt, C., Burchell, J. & Putman, K. (1998). *Decentralising Public Service Management*. Basingstoke: Macmillan.

Powell, D. (2001). "South Africa's Three-Sphere System: The Challenges for Governance." In Levy, N. & Tapscott, C. (eds.): *Intergovernmental Relations in South Africa: The Challenges of Co-operative Government*. Cape Town: University of the Western Cape School of Government and IDASA Political Information and Monitoring.

Pridham, G. (2006). "European Union Accession Dynamics and Democratisation in Central and Eastern Europe: Past and Future Perspectives." *Government and Opposition,* Vol. 41:373-400.

Ramakantan, N. (2008). "Federalism, Decentralisation and Democratisation in a Multicultural Polity: Some Critical Issues in the State of Federalism in India." Discussion paper for IFF Summer University 2008.

Reddy, P.S. (1996). "Local Government Restructuring in South Africa." In Reddy, P.S. (ed.): *Readings in Local Government Management and Development: A Southern African Perspective*. Cape Town: Juta & Co.

Reddy, P.S. (1999). *Local Government Democratisation and Decentralisation: A Review of the Southern African Region*. Cape Town: Juta & Co.

Reddy, P.S. (2001). "Intergovernmental Relations in South Africa." *Politeia*, Vol. 20(1).

Schwella, E. (1991). "Organisational Development." In Schwella, E., Fox, W. & Wissink, H.: *Public Management*. Kenwyn: Juta Publishers.

Seidel, J. & Klauss, U.K. (1995). *Different Functions of Coding in the Analysis of Data*. Thousand Oaks, CA: Sage.

Silverman, D. (2000). *Doing Qualitative Research*. London: Sage.

Silverman, D. (2002). *Qualitative Research Theory Method and Practice*. London: Sage.

Smith, B.C. (1985). *Decentralisation: The Territorial Dimension of the State*. London: George Allen & Unwin.

Sorensen, E. & Torfing, J. (2005). "The Democratic Anchorage of Governance Networks." *Scandinavian Political Studies,* Vol. 28(3), 195-218.

Steinich, M. (2000). "Monitoring and Evaluating Support to Decentralisation: Challenges and Dilemmas." ECDPM Discussion Paper 19. Maastricht: ECDPM.

Steytler, N., Fessha, Y. & Kirkby, C. (2006). *Status Quo Report on IGR*. Cape Town: Local Government Project Community Law Centre, University of Western Cape.

Stoker, G. (1998). "Governance as Theory." *International Social Science Journal*, Vol. 50(155): 17-28.

Taylor, C. & Gibbs, G. (2010). "What is Qualitative Data Analysis (QDA)?" Accessed on 23 April 2010 from the *Online QDFA Web Site:* http//www.qualisresearch.com/http//onlineqda.hud.ac.uk/intro_QDA/what_is_qda.php

Thornhill, C. (2002). *An Overview of IGR in Africa: South African Development Community*. Pretoria: SAFPUM Publishers.

United Nations Development Programme. *Governance for Sustainable Human Development.* UNDP policy document. Accessed on 1 May 2011 from http://mirror.undp.org/magnet/policy/

United Nations Development Programme. 2003. *Democratic Governance Group:*

Public Administration Practice Note. Bureau for Development Policy.

United Nations Food and Agriculture Organization. n.d. "A history of decentralization." Accessed on 1 October 2011 from http:/www.ciesin.org/decentralisation

Van Alstyne, M. 1997. "The State of Network Organization: A survey in Three Frameworks." *Journal of Organizational Computing*, Vol. 7(3), 88-151.

Van Der Waldt, G. & Du Toit, D. (1997). *Managing for Excellence in the Public Sector*. Cape Town: Juta & Co.

Van Dijk, H. (2008). "The Talent Management Approach to Human Resource Management: Attracting and Retaining the Best People." *Journal of Public Administration*, Vol.43 (3.1), 385-395.

Van Ryneveld, P. (2007). "Co-operative Governance and Intergovernmental Relations." Paper commissioned by the Department of Provincial and Local Government as part of the Policy Process on the Review of Provincial and Local Government.

Waldo, D. (1955). *Study of Public Administration*. Garden City, N.Y.: Doubleday.

Weber, R. (1990). *Basic Content Analysis*. Newbury Park, CA: Sage.

Whitehead, L. (2002). *Democratisation Theory and Practice.* Oxford: Oxford

GOVERNMENT REPORTS AND GUIDELINES

Amajuba District Municipality. (2005). *District Post Mortem Report – KwaNaloga Games*.

Amajuba District Municipality. (2006). *District Post Mortem Report – KwaNaloga Games*.

Amajuba District Municipality. (2007). *District Post Mortem Report – KwaNaloga Games*.

Amajuba District Municipality. (2008). *Amajuba District Report on KwaNaloga Games 2008*.

Amajuba District Municipality. (2009). *Amajuba District Report on KwaNaloga Games 2009*.

Besdziek, D. (2001). "Provincial Government." In Venter, A. (ed): *Government and Politics in the New South Africa: An Introductory Reader to its Institutions, Processes and Policies*. Pretoria: van Schaik.

Burchell, A. (2009). "The Role of External Influences on Sport." Department of Sport and Recreation Presentation, Conference of Sport Management, 29-30 January.

Department of Co-operative Governance & Traditional Affairs – KwaZulu-Natal Provincial Government. (2009). *State of Municipal Development Planning Report 2009/2010*.

Department of Co-operative Governance & Traditional Affairs. (2009). *State of Local Government in South Africa: An Overview Report.* National State of Local Government Assessments, South Africa.

Department of Provincial and Local Government & UWC School of Government. (1999). *The IGR Audit: Towards a Culture of Co-operative Government*. Final IGR Audit Report. Pretoria: Department of Provincial and Local Government.

Department of Provincial and Local Government. (2000). "Strategic Initiatives to Enhance the Effectiveness of Intergovernmental Relations." Discussion Paper. Pretoria.

Department of Provincial and Local Government. (2006). *Intergovernmental Dispute Prevention and Settlement Practice Guide*. Notice 1770 of 2006, Government Gazette, 27 November 2006.

Department of Provincial and Local Government. (2007a). *IGR Toolkit: Practitioners' Guide to the Intergovernmental Relations System in South Africa.* Pretoria: Global Print.

Department of Provincial and Local Government. (2007b). *IGR Toolkit: Implementation Protocol Guidelines*. Pretoria: Global Print.

Department of Provincial and Local Government. (2007c). *IGR Toolkit: Intervening in Provinces and Municipalities: Guidelines for the Application of Sections 100 and 139 of the Constitution.* Pretoria: Global Print.

Department of Provincial and Local Government. (n.d.). *Implementation of the Intergovernmental Relations Framework Act.* Inaugural Report (2005/06-2006/07).

Integrated Sustainable Rural Development Strategy. (2000). Pretoria: South African Government.

KwaNaloga. (2003). *KwaNaloga Games Blueprint*. Durban: KwaNaloga Association.

KwaNaloga. (2005a). *Local Organising Committee Report.* Durban: KwaNaloga Association.

KwaNaloga. (2005b). *Status Report on KwaNaloga Games*. Durban: KwaNaloga Association.

KwaNaloga. (2006a). *KwaNaloga Games Terms of Reference.* Durban: KwaNaloga Association.

KwaNaloga. (2006b). *KwaNaloga Games Rules and Regulations*. Durban: KwaNaloga Association.

KwaNaloga. (2007). *Local Organising Committee Report.* Durban: KwaNaloga Association.

KwaNaloga. (2008). *KwaNaloga Games – Years of Sporting Excellence.* Durban: KwaNaloga Association.

KwaNaloga. (2009). Correspondence from 24 November 2009.

Layman, T. (2003) *Intergovernmental Relations and Service Delivery in South Africa: A Ten Year Review*. Report commissioned by the Presidency.

Local Government Project. (2006). *Local Government Bulletin¸* Vol. 8(5).

Local Government Project. (2007a). "Redefining the Role and Application of District Municipalities." Cape Town: Community Law Centre, University of the Western Cape.

Local Government Project. (2007b). "Developmental Local Government: Determining Appropriate Functions and Powers." Cape Town: Community Law Centre, University of Western Cape.

Local Government Project. (2009a). *Local Government Bulletin 1999-2008*, Vol. 11(3). Cape Town: University of the Western Cape Community Law Centre.

Local Government Project. (2009b). *Debating the Turnaround: Local Government Bulletin,* Vol. 11(5). Cape Town: University of the Western Cape Community Law Centre.

Memorandum of Understanding. (2005). Memorandum signed by the Provincial Governments of KwaZulu-Natal, Mpumalanga, Free State and Eastern Province. Pietermaritzburg: Office of the Premier.

Mettler, J. (2000). "Provincial-municipal Relations: A Few Challenges." Cape Town: Community Law Centre, University of the Western Cape. Accessed on 10 February 2009 from http://www.communitylawcentre.org.za/local-government/working-papers03/wp003-2000-mettler-provincial- municipal relations-a few-challenges.-PDF. 868.

Ministry of Provincial Affairs and Constitutional Development. (1998). *White Paper on Local Government*, 13 March. Notice 423 of 1998, Government Gazette Vol. No.18739. Accessed from Department of Local Government at http://www.dplg.gov.za.

Presidential Review Commission. (1998). *Developing a Culture of Good Governance: Report of the Presidential Review Commission on the Reform and Transformation of the Public Service Commission in South Africa*. Pretoria.

Ugu District Municipality. (2005). *District Post Mortem Report – KwaNaloga Games.*

Ugu District Municipality. (2006). *District Post Mortem Report – KwaNaloga Games.*

Ugu District Municipality. (2007). *District Post Mortem Report – KwaNaloga Games.*

Ugu District Municipality. (2008). *Ugu District Report on KwaNaloga Games 2008.*

Ugu District Municipality. (2009). *Ugu District Report on KwaNaloga Games 2009.*

uThungulu District Municipality. (2005). *District Post Mortem Report – KwaNaloga Games.*

uThungulu District Municipality. (2006). *District Post Mortem Report – KwaNaloga Games*.

uThungulu District Municipality. (2007). *District Post Mortem Report – KwaNaloga Games.*

uThungulu District Municipality. (2008.) *uThungulu District Report on KwaNaloga Games 2007-2008.*

LEGISLATION

Republic of South Africa. (1993). Local Government Transitional Council Act (No. 5 of 1993).

Republic of South Africa. (1996a). Borrowing Powers of Provincial Governments Act (No. 48 of 1996).

Republic of South Africa. (1996b). Constitution of the Republic of South Africa (Act 108 of 1996).

Republic of South Africa. (1997a). Organised Local Government Act (No. 52 of 1997).

Republic of South Africa. (1997b). Intergovernmental Fiscal Relations Act (No. 97 of 1997).

Republic of South Africa. (1997c). Financial and Fiscal Commission Act (No. 99 of 1997).

Republic of South Africa. (1998a). Local Government: Municipal Demarcation Act (No. 27 of 1998).

Republic of South Africa. (1998b). Local Government: Municipal Structures Act (No. 117 of 1998).

Republic of South Africa. (2000). Local Government: Municipal Systems Act (No. 32 of 2000)

Republic of South Africa. (2003). Local Government: Municipal Finance Management Act (No. 53 of 2003).

Republic of South Africa. (2005). Intergovernmental Relations Framework Act (No. 13 of 2005).

Republic of South Africa. (2009). Local Government: Division of Revenue Act (No. 12 of 2009).

South African Local Government Association. (1997). Constitution of SALGA.

White Paper on Reconstruction and Development. (1994). Pretoria: Office of the President.

DISSERTATIONS AND THESES

Ile, I.U. (2007). "A Public Administration Approach to Managing Intergovernmental Relations Systems in the Governance of the State: A case of Nigeria and South Africa." Unpublished PhD thesis. Pretoria: University of Pretoria.

Jordan, J. (2006). "Towards Co-operative Relations between District and Local Municipalities." Unpublished Masters Thesis. Cape Town: University of the Western Cape.

Mathebula, F.M. (2004). "Intergovernmental Relations Reform in a Newly Emerging South African Policy." Unpublished doctoral thesis. Pretoria: University of Pretoria.

Mentzel, C. (2000). "Development Perspective on Policy Management and the Dynamics of Intergovernmental Relations in South Africa." Unpublished Doctoral Thesis. Potchefstroom: Potchefstroom University.

Sokhela, P.M. (2006). "Intergovernmental Relations in the Local Sphere of Government in South Africa with Specific Reference to the City of Tshwane Metropolitan Municipality." Unpublished doctoral thesis. Pretoria: University of Pretoria.