CHAPTER SIX
CONCLUSION AND RECOMMENDATIONS

South Africa and Nigeria can be termed giants of the African continent given that they have played and continue to play prominent roles in the political and economic forums in the continent. This is further demonstrated in the leadership role both played with regard to the re-emergence of the former OAU into the new AU (that is visibly pan African in nature), the OMEGA plan, the conceptualization of the NEPAD, the promotion of the Peer Review Mechanism and the Millennium Development Plan, among others initiatives. Clearly, the leadership demonstrated by both countries in the programmes reflected above suggests to the broader global community that efforts are being made to ensure that acceptable democratic, economic, political and corporate governance is promoted continentally and of course nationally (in the respective countries).

Chapter One introduced discussion concerning the nature of the research and provided the background to the study. The histography of both selected countries as power houses in their respective sub regions and the African context have been discussed, and Nigeria and South Africa's role as visible and emerging power brokers among developing countries was explored. The significance of the research as well as the objectives have been clearly outlined, with a research question posed to provide focus for the work. The explanatory overview of critical concepts have also been explored, and these enabled the researcher to ground the work within the origin of IGR in an African context but more specifically, the study has focused on both countries and lastly a mind map reflecting the breakdown of each chapter was outlined.

Chapter Two focused on the methodological issues that guided the execution of the research study. The approach selected, which is qualitative, has been rationalised, with the value of the case study method which was deployed having been adequately discussed, given that this method suited the research activity which needed to take into consideration context specific issues for which the case study method provided. The value of the case study approach has however been enhanced by the utilisation of the triangulation approach that incorporated the historical and ethnography methods. The value of the triangulation was critical as attempts have been made to minimise errors. No singular method measures perfectly, whereas triagualtion allowed for complementarity. The information gathered for this research has been utilised using the content analysis method that seeks to establish and identify trends, allowing such trends arising from the findings to be aligned in a manner that makes deductions emerging from the study, feasible.

Chapter Three, examined relevant literature in the form of theoretical approaches that underpin the study of intergovernmental relations. The systems approach and functionalist approaches were singled out and adopted for this study as they provided understanding of intergovernmental relationships in a coherent manner. The researcher was also carried out an in-depth discussion of the Public Administration principles and functions that govern governmental processes irrespective of contexts or system (federalism in the Nigerian context and unitarism in the South African context). With increasing pressures to meet public service expectations and to improve service delivery in post democratic South Africa and in the Nigerian Third Republic, the current activities of the public service in both countries provided the platform to determine the extent to which public administration principles in the management of these decentralised states was important and attainable. In that regard, governmental systems in both countries have been discussed in detail and an overview of the

public administration approach that IGR must take cognisance of was provided through discussions on planning, organising, staffing, directing, coordinating, reporting and budgeting.

Chapter Four focused on analysing the IGR concept in greater detail. With the aid of the funnel approach, the researcher started from a global perspective, discussed the impact of globalisation on governance and moved on to profile the selected countries with a view towards show-casing the IGR trends from an international angle. The countries profiled from an international perspective were, Canada, Australia and Switzerland. Having provided broad strokes on what works, how it works, eminent challenges that exist, the researcher further developed a justification for the study as there was room for improvement even in the so-called developed countries.

Next, Nigeria and South Africa were profiled and due consideration was given to the historical and socio-political context of countries, the structures, the facilitative role of IGR in development and current delivery imperatives. Some of the IGR complexities such as the management of structures, the inevitability of overlaps, the need to strike a balance between independent and alignment between government units, emerged. The apparent need to reassess the value of coordination in IGR arrangements in terms of its efficiency and effectiveness were discussed. And finally, the context was further narrowed to key pre-selected cases in the Nigerian Public Service (Ministries of Power and Steel, Housing and Urban Development, Water Resources and Petroleum Resources) and the South Africa Public service (Departments of Housing, Health, Provincial and Local Government as well as Agriculture) cases profiled in the selected countries were introduced in the study.

The focal point of Chapter Five was to critically analyse the information that emerged from the cases presented in the previous chapter, in greater detail. This required a discussion of service delivery imperatives and an overview of the Public service in the selected countries. With an overview of public service delivery in the countries presented, the researcher proceeded to analyse the case studies from which a discussion resulted, with emerging trends carefully identified and the extent to which they can facilitate or hinder delivery in a particular department or ministry was explored. This pattern was repeated with each case and trends identified each time. This analytical approach assisted the researcher identify the critical elements for IGR management. Furthermore, the researcher carried out a period specific analysis of the nature of IGR in both countries given that each era had possibly different governance attributes/character as some level of change was constant and inevitable. This assisted in understanding the key contextual issues. In the South Africa cases, the period for analysis were the apartheid period, the new democratic period, and the era of consolidation (10 years after democracy) while the Nigerian context was categorised as the independence, military and post military eras.

Finally, the researcher carried out a cross country analysis, which showed that the elements needed for successful IGR management in both unitary and federalist systems were largely the same and linked to the functions of Public Administration. These elements have been captured into a formula as: $\mathbf{C+\ 3C+\ 3P+\ L,}$ namely: commitment which provided the basis for success of all the other elements such as coordination, communication, capacity building, project management, planning, policy management and leadership,

Chapter Six provided a summary of all the chapters of the study from Chapter one to Chapter six, as well as the major findings with regard to managing and utilising the facilitative element of intergovernmental relations in governance, especially as an opportunity for fostering improved service delivery. The study then concluded with recommendations that may provide further insight into the management of IGR.

The thrust of this research was to determine "To what extent Public Administration principles underpin the management of intergovernmental relations in Nigeria and South Africa? This required an understanding of the extent to which the selected countries had managed IGR, in a manner that is consistent with Public Administration principles and have promoted service delivery. Against the background, it is hoped that the management of IGR can be improved, because to the citizen it does not matter which level or sphere of government is meant to execute a particular role; the important point is that desired needs are adequately met.

Recommendations

The nature and state of the management of IGR in the selected countries could be more effective if properly managed given the need to meet the challenges of the public service. In this regard, a number of issues have been identified and possible recommendations for the resolutions of the issues identified are presented below.

Issue 1: The nature of IGR could be weakened if the relationship element in IGR is not strengthened with due consideration to the peculiar socio-political relationship tensions that may have existed or still exist in a particular country.

Recommendation: The very nature of IGR suggests that the understanding of human relations in terms of class, racial, ethnic or religious tensions that exist in various societies should not be underestimated. Rather they should be taken into consideration in an effort to strengthen relations across spheres or levels of government. The South African 1996 Constitution advanced a cooperative government model, where spheres interact and cooperate with one another on a continuous basis, in mutual trust and good faith. In the Nigerian situation, levels of government are expected to co-deliver on various functions and this requires collaboration. In both instances, service delivery attainment could benefit from stronger relationships between the spheres or levels of government. This requires acknowledgement that spheres/tiers of government are not without peculiarities (racial, class, ethnic, religious and so on). An understanding of the background with visible attempts being made to manage these power relations will ease some of the challenges and manage the conflicts, harness the benefits of diversity and address some of the difficulties that governments face.

As governmental objectives have to be met, the emphasis should be appropriately placed on relationships and is legislated in certain instances. *IGR* reflects this emphasis relationship, rather than *IGr* where the relationship is secondary. This understanding of the role of relationship management in IGR and the eminent benefits that could be derived should thus drive countries to reinvent approaches that will best suit their particular needs. Any approach adopted in terms of the management of IGR, should be multi dimensional/hybrid as a single approach, such as the transactional approach (as is currently the practice in both countries) is insufficient. This hybrid approach by contrast, with stronger relational emphasis should be considered as it will help manage the current gaps that are evident in the management of IGR in the selected countries. Ultimately, officials, politicians and, in fact, where possible civil society should work

together to develop stronger relationships, which over time will be beneficial for a long time to come.

Issue 2: Service delivery challenges may sometimes arise owing to lack of political and administrative interface between the vision crafters (politicians) and the vision implementers (the administrators).

Recommendation: While it may be expected that the politicians and the administrators work together towards the achievement of governmental goals, this does not always simply fall in place and tensions between the political and administrative heads very often affects the pace which services are delivered to the public. Firstly, what is required is that intergovernmental consultations and collaborations need to recognize the value of role clarification in the business of government and take advantage of opportunities to clarify these roles as they will minimise the negative effects that affect IGR mechanisms. Secondly, government has to continually seek ways to improve communication strategies between politicians and administrators. If this is proactively managed, it will over time build trust, diminish conflict, lead to higher levels of effectiveness and ensure the workability of the emerging IGR system. These issues of role clarity and effective communication should assist not only the relationships within specific departments, but across departments and ease tensions that arise in relationships across spheres and tiers of government.

These strategies of promoting role clarification and effective communication strategy will require openness through dialogue with various targeted institutions, in addition to the further opening up of policy processes, improved stakeholder involvement, participation and promoting accessibility of opportunities for social dialogue for citizens. These elements form part a

comprehensive strategy that must be considered prior to drawing up regulatory guidelines and should be promoted in both formal and informal avenues, so that debates which could deepen democratic governance and strengthen IGR in particular, are not stifled.

Issue 3: The fact that a framework for cooperation and collaboration does exist in the IGR framework, does not imply that the provisions will be properly implemented and service delivery will be effective and efficient.

Recommendation: The framework for delivery is only effective if it is implemented properly and monitored. Firstly, very often, those who have the insight into implementation are left out and their insights are lost. Attempts should therefore be made towards the comprehensiveness of various policy stakeholders utilising the systems approach, as this promotes alignment and ensures that implementations may benefit from the vision crafters. For instance, if implementers are in touch with policy crafters, feedback obtained during implementation could be adequately channelled and could lead to reassessment of various aspects of a policy decision and subsequent modification of the policy. This would add value to the policy process and bring about policy innovation through their expert insights into the subject matter. This should lead to the proactively management of current situations where very often the legislative framework and the policies have been put in place, but there is a disjunction between the desired state of affairs and the ability of the current status quo to translate the plans into action and achieve the vision set.

Secondly, the issues of implementation, monitoring and evaluation have emerged as weak links in service delivery in both countries. The strengthening of project monitoring and evaluation related activities should ensure that there is a timely review against agreed standards to ensure

that expected outcomes will be met. In several of the cases profiled, the need to strengthen project evaluation and to develop a database of tried and tested private sector partners in a bid to manage unscrupulous contractors (who have defrauded government), has become clear. Project monitoring will also enable the development of a rating system and ensure that unscrupulous elements are blacklisted as a deterrent to others. This will complement the activities of relevant agencies to manage corruption in the public service. It may be useful to separate the implementation and the monitoring agencies. This would ensure that standards are up held and people are held accountable should they fail meet the agreed targets.

Furthermore, research could assist with impact assessment of such programmes. Monitoring and evaluation tools in the public service of both countries have to be closely overseen and strengthened with the aid of management tools including performance indicators, agreed service standards and service level agreements.

Issue 4: Lessons from the management of IGR are not properly harnessed and taken advantage of to improve governance.

Recommendation

Over the years, there have been lessons that could be taken advantage of in the current IGR systems, and the act of organising research activity could be fundamental and play a crucial role in helping government harness the lessons. What seems to emerge, is that there is not enough stocktaking of the successes and failures in the systems. Inadequate research in intergovernmental relations may greatly affect improvement efforts and in this regard, a fully funded institute of IGR may be critical as its main mandate would be to document and share what works, what does not work and why. The IGR research centre should be fully funded,

effectively administered, visible to the public and should provide support to agencies of government in order to improve service delivery. In Nigeria, although an Institute of IGR exists, its effectiveness could be improved with appropriate government support and funding. If IGR research is properly harnessed and placed in the public domain, it will assist in improving services as the wheels of knowledge will not be reinvented and it will add value to the monitoring activities of senior officials and executives through in-depth analysis and timeous reporting of topical issues.

Issue 5: Officials and politicians alike are deployed into these IGR structures and expected to function optimally without any training/orientation in preparation for the roles that they are expected to play.

Recommendation: The quality of IGR management rests on the quality of managers who are expected to drive the processes. The extent to which these IGR players are capacitated and orientated to meet the expectations is crucial for success. While the players may have the technical skills required for the specific IGR structure or task, other softer skills such as their ability to manage relationships and resolve conflicts may be crucial. These softer skills will assist in managing tensions that are bound to arise in teams, and could be attained through a range of options, including mentoring, coaching, training and quality enhancement techniques, such as quality circles.

A critical element which has to do with capacity requires the re-orientation of the entire civil service. In this regard, the *Batho Pele* philosophy and the SEVICOM as commendable, but governments must make every effort to ensure that these are translated into practice. The efforts to establish the right or desired culture should be embraced in the IGR interactions and visible

for all to see. The capacity enhancement strategy adopted must be comprehensive and include human resource development as well as human resource maintenance strategies of the entire public service as, generally, salaries are not attractive, morale is low, and this invariably affects performance in service delivery.

Issue 6: Without the desired level of commitment from officials, (especially with regard to programme and policy implementation) service delivery will not be at the desired level, resulting in limited attainment of goals.

Recommendation: The commitment of key officials in the management of IGR is essential and will assist in the attainment of government service delivery objectives. The commitment of officials can be improved through a more participatory approach to governance. This requires involving people in the decision making process and ensuring buy-in. The buy-in in turn will strengthen commitment and the officials will take ownership of the processes and collectivity they will form the critical mass for a vision community (at all management levels of government) that propels governments vision. The commitment of the officials in any IGR activity will need to be grounded in the systems approach and requires understanding that, to the public, government is an integral whole and not a set of departments, so it does not matter that a service was not delivered by a particular department, to the public, government is government.

Thus commitment grounds everything else as it build stronger teams that focus on common goals, and will require strong and convincing leadership that should be cascaded to all levels of management through the development of a vision community, including middle and junior managers and is not only relevant to the top management only.

Issue 7: A lot of effort goes into programme articulation and development, but not enough effort goes into ensuring that the context is ready for implementation and on implementation, the system begins to show signs of stress.

Recommendation:

Given that the best programmes, projects, policies will fail if the appropriate systems are not in place, it is important that more effort be spent at forecasting some of the possible challenges that may crop up on implementation. This will require the anticipation of possible challenges, extensive stakeholder engagement, proper planning and a proactive approach to problem solving. Although driven by top management, care should be taken to ensure that input is gathered from all relevant groups and levels of government. The input will assist in instances where roles have been decentralised. The need to ascertain systems readiness prior to implementation is important and may result in different spheres/levels of government implementing at different paces, depending on their readiness, however, the levels/spheres of government that are implementing must assist the others (not yet implementing) through administrative support and capacity transfer.

Issue 8: The levels of ethics, accountability and professionalism exhibited in the government activities (including the management of IGR) need to be improved and tackled decisively in an effort to improve the quality of leadership.

Recommendation: There is a dire need to re-orientate the public officials to promote a change of attitudes and ethos across countries. The drive to build and strengthen the public service must include re-training. In order to carry out governance mandates effectively, the state must invest heavily in programmes that refocus the ideals and attitudes of officials and politicians alike

towards service. The challenge ahead with regard to public service reform and the provision of better services within the framework of *Batho Pele* (South Africa) and SERVICOM (Nigeria) can only be rewarding and positive if there is an attitudinal change among officials. In Nigeria, the level of moral decay is alarming as people who have defrauded government are accepted and in fact applauded as having forcefully taken their "rightful" share of the national cake. This demonstrates a negative shift in societal norms but, sadly, such people are embraced by their communities.

Leadership does play an important role in reshaping the values required for nation building, managing conflicts and competing interests as well as giving direction that is required by the Public Service. Given the role that IGR can play, if its management is championed by the leadership of the country, it is important that leadership demonstrates unequivocal commitment to system reform and to the improvement of administrative processes. Such reforms must be led by the central government in order to provide the necessary vision for all the other levels or spheres of government to plug into and thereby create the required vision community for governments' programmes. This emphasises the value of sound leadership, first at the centre and then at the other spheres/tiers of government given that tensions always exist, and thereby assisting IGR management to overcome complexities and the inherent challenges that governments contend with in developed or developing countries.

Issue 9: The facilitative nature of IGR is not fully harnessed as a result of poor planning and coordination among spheres or levels of government thereby hindering service delivery.

Recommendation: Coordination ensures that the totality of intergovernmental relations networks are harnessed to the developmental needs of the state. Effective IGR management

requires managers to provide the central coordination that will ensure that outcomes of many separate activities become complementary to other developmental projects. In this way, the state should ensure that economies of scale are achieved as they tap into lessons that would otherwise have been lost, with the wheel of knowledge being recreated each time, a process which is very inefficient and could benefit from better integration of services. In the Nigerian case, a principal element with regard to the lack of integration across the various levels of government could be very easily linked to accessibility to political power as there are deep-rooted divides in the country (which has not been assisted by the federal character clause as provided for in the 1999 constitution of the Federal Republic of Nigeria which may have sought to promote inclusiveness of all sections). IGR coordination therefore requires integration of role players to achieve a unified action and proactive management of the challenges of synchronisation through improving staff competencies. The latter may be limited to amongst others problems solving skills and information availability and utility in decision making.

Very often, in the public service, it has been demonstrated from the cases profiled that planning needs to be more integrated and structured to bring about the desired benefits in coordination. The need for adequate planning and subsequent integration is important for all developing countries. In South Africa, the emphasis has been to plan, plan, and plan. The key is to ensure that these plans are well integrated into the objectives of the organisation, be it local municipality or the department and also to ensure that the plans are implemented as envisaged and not tackled as a stand-alone activity. In this regard, more effort is required to forge synergy within the National plans: Provincial Growth and Development Plans as well as the Integrated Development Plans. In the Nigerian case, a culture of planning has to be rekindled with a genuine involvement of stakeholders such that the planning process derives the benefits of both

the top-down and bottom-up approaches of planning. Central to this is the involvement of local governments in planning forums as a planning weakness at this level will exclude vital attempts at involving the people.

Issue 10: The nature of IGR in the selected countries has been somewhat shaped by the nature of the governance systems in these two countries over the years; visible efforts must be proactively refocused towards the attainment of the new democratic ideals, now embraced in the two countries.

Recommendation: The nature of IGR is shaped by the nature of governance systems that have been employed in a particular country. In the Nigerian context with many more years under military administration than the civilian administration, the nature of has imbibed some of the traits of militarised institutions, such as the provision of inadequate opportunities for consultation. Therefore, what has emerged is a governmental system that is centralist and dictatorial in nature. The present government must make a strategic and calculated effort to open more opportunities for debate that promote and deepen democracy on the IGR front as well as in all areas of governance. Furthermore, IGR systems that are designed proactively and continually reviewed and adjusted, with due consideration to various linkages with the broader government delivery structure as well as its functionality will be better able to respond to public sector challenges.

In South Africa, following the 1994 democratic elections, the government has been faced with a challenge of servicing the entire nation as against the previous government that selectively serviced some areas and was very fragmented. The adoption of a unitary styled government,

strong elements of federalism (which promotes cooperation amongst spheres in Chapter 3 of the 1996 Constitution) should create space for bottom-up approaches in governance. In practice, however, it has emerged that a big brother approach is evident as policies are largely top-down and do not quite factor in regional inequalities.

What has emerged in the Nigerian system is a federalist system, with military and unitary characteristics. Although there is division of power among the various levels of government, the centre has remained very strong with the proliferation of states making the individual states even weaker. In South Africa, a unitary state with federal characteristics has evolved. This mix of characteristics in both countries is increasingly blurred as both countries have three spheres or levels, operate different systems, and yet, struggle to manage decentralisation. The effectiveness of government therefore does not lie on systems, but the manner in which the decentralisation which is inevitable in all systems is managed and the extent to which civil society holds government accountable for service delivery or lack of service delivery.

Areas for further research

The study of IGR provides exciting opportunities for further research. This research has detailed and explored the issues relating to the administrative processes that are critical for the management of IGR in any given state, regardless of the governance system selected. Further investigation on the role of the arms of government in the management of IGR, especially the with regard to the judiciary and legislative arms providing regulatory functions that effectively support the executive, could be beneficial to the future study and management of IGR.

A further area of attention that did not form part of the scope of the present research would be an examination of global IGR trends, particularly testing the legislative provisions of different

countries against actual current practices. On a continental level, a pan Africanist study would also be necessary for an in-depth analysis of the role of colonial governance structures that have continued to be reflected in present-day systems, and the extent to which they have negated indigenous systems that would have evolved naturally. Such an investigation could consider the fact that colonial systems created false nation-states (nations with several nations) and may be complicating the effective management of IGR. Finally, the fact that both selected countries are Anglophone may warrant comparative study of IGR management trends across the Francophone countries of Africa.