CHAPTER 2

RESEARCH METHODOLOGY

1. INTRODUCTION

In order to address the research problem and research question to this study, it is important that a correct methodology is followed. It is also deemed important to clarify what is meant by methodology and in this regard, (Baily, 1987:32-33) defines a methodology as the philosophy of the research process. A researcher's methodology determines such factors as how he or she writes a hypothesis and what level of evidence is necessary to make the decision whether to reject the hypothesis and it includes the assumptions and values that serve as a rationale for research and the standards or criteria the researcher uses for interpreting data and reaching conclusions (Baily, 1987:33).

The methodology of the physical sciences is somewhat more rigorous and elegant than the methodology of the social sciences, but this may not always be the case. Specifically, physical scientists are much more likely than social scientists to state the relationship between variables in exact terms, usually in the form of mathematical equations. The social scientist is often satisfied to be able to prove the existence of a relationship between two variables, while saying nothing about the nature of the relationship. Further, the fact that the physical scientist's methodology results in formulations that are more quantitative and precise than the results of the sociologist's methodology does not necessarily mean that the former's explanation is superior. In fact, some sociologists argue that the quantitative explanations are artificial and tend to dehumanise, or at least oversimplify, social phenomena. These researchers argue that the more emotional kind of understanding that can be gained through interaction with the subject or through sharing his or her experiences may

yield more satisfactory explanations than the more logically precise explanations that may be achieved though mathematical modelling.

(Bailey, 1987:33)

Further to the above debate, Bailey (1987:33) correctly points out that the question of whether social science methodology will ever duplicate physical science methodology is a philosophical issue that is not meant to be resolved here, and is probably unimportant. The main point is that there is a wide range of alternative methodologies, or approaches and criteria for understanding social phenomena in social science. These approaches range from qualitative to quantitative. Having described the term methodology, the description of the method used to collect data follows. A research method according to Bailey (1987:32) simply means a research technique or tool used to gather data. In the case of this study the dominant method used was an extensive study of literature, the City of Tshwane Metropolitan Municipality's publications such as the budget and the Integrated Development Plan as well as the national legislation such as the Constitution of the Republic of South Africa, 1996 and other legislation pertaining to local government. This study is also based on the experience and some of the direct observations of the researcher in the field of local government over the past eight years.

2. APPROACHES TO RESEARCH

In order to bring clarity and understanding why the case study was chosen as a research tool on the role of intergovernmental relations in the performance of the local sphere of government, the author deemed it important to give some background on the various approaches to research, hence the discussion that follows. Fouche & Delport (2002:79) have identified that at present there are two well-known and recognised approaches to research, namely the quantitative paradigm and the qualitative paradigm and that these two methodological paradigms differ vastly from each other as follows:

2.1 The Quantitative Paradigm

The quantitative paradigm is based on positivism, which takes scientific explanation to be based on universal laws. Its main aims are to measure the social world objectively, to test hypotheses and to predict and control human behaviour. A quantitative study may, according to Creswell (1994:1-2), therefore be defined as an enquiry into social or 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 as identified by Mouton and Marais (1990:155-156):

- the quantitative approach is more formalised as well as more explicitly controlled than the qualitative approach;

- the range of the quantitative approach is more exactly defined than the qualitative approach;

- the quantitative approach is relatively close to the physical sciences.

According to Reid and Smith (1981, in De Vos, 2002:80), the following can be added with regard to a quantitative approach:

- the researcher's role is that of objective observer;

- studies are focused on relatively specific questions or hypothesis;

- data collection procedures and types of measurement are constructed in advance of the study and applied in a standardised manner;

- data collectors are to avoid adding their own impressions or interpretations;

- measurement is focused on specific variables that are quantified through rating scales, frequency counts and other means;

- analysis proceeds by obtaining the statistical breakdown of the distribution of variables;

- statistical methods are used to determine associations or differences between variables.

Given the above characteristics of quantitative research, it is evident that they are primarily premised on the assumption that the researcher plays a passive role in the research process and that certain aspects of human behaviour can be controlled in a particular way. The author submits that intergovernmental relations as defined in this study entail *inter alia* human interactions and relationships which no law or procedure can dictate. Thus it is concluded that the quantitative research method, as discussed above, is not appropriate as a tool in the study of intergovernmental relations.

2.2 The Qualitative Paradigm

In contrast, the qualitative approach stems from an antipositivistic, interpretative approach, is ideographic and thus holistic in nature, and aims mainly to understand social life and the meaning that people attach to everyday life. The qualitative research paradigm in its broadest sense refers to research that elicits participant accounts of meaning, experience or perceptions. It also produces descriptive data in the participant's own writing or spoken words. It thus involves identifying the participant's belief and values that underlie the phenomena. The qualitative researcher is therefore concerned with understanding rather than explanation; naturalistic observation rather than controlled measurement; and the subjective exploration of reality from the perspective of an insider as opposed to the outsider perspective that is predominant in the quantitative paradigm. (Denzin & Lincoln, 1994:1-2)

The various strategies of enquiry used by the qualitative researchers differ from each

other depending on the purpose of the study, the nature of the research question, and the skills and resources available to the researcher. However, as each of the possible strategies has its own perspective and procedures, the research process will also reflect the procedures of the chosen strategy. The qualitative research strategy differs inherently from the quantitative research design in that it does not usually provide the researcher with a step-by-step plan or fixed recipe to follow. In quantitative research the design determines the researcher's choices and actions, while in qualitative research the researcher's choices and actions will determine the design or strategy. Thus, qualitative researchers will, during the research process, create the research strategy best suited to their research, or even design their whole research project around the strategy selected.

(Fouche, 2002:272)

There are number of strategies for those who undertake qualitative studies. Tesch (1990:72-73) provides a popular classification of qualitative methods of inquiry that identifies 28 different approaches, while Miller and Crabtree (1999:27) identify 18 types, using a different system of classification. Creswell (1998:47) identifies only five traditions of inquiry, selecting those which, according to him, represent different disciplines, have detailed procedures and, most importantly, have proved to be popular and mostly frequently used. For the same reasons espoused by Creswell above, the five research strategies are selected for discussion here. Creswell (1998:47-64) identifies the following five strategies of inquiry that could be used to design qualitative research. These strategies as will be discussed below are the biography, phenomenology, grounded theory, ethnography and case study.

2.2.1 Biography

This strategy is used to report on and document an individual's life and his experiences as told to the researcher or found in documents and archival material. The biographical forms of research vary, as in portraits, memoirs, life stories, life

histories, case studies and autobiographies, but all forms represent an attempt to construct the history of a life. As such the researcher may decide not to begin the study with a theoretical perspective that guides the study. The methods of data collection in this strategy are primarily interviews and documents, with a detailed picture of an individual's life being the product of the research.
(Fouche, 2002:272–273)

As a result, the researcher needs to do the following (Creswell, 1998:51):

- collect extensive information from and about the subject of the biography;

- have a clear understanding of historical, contextual material;

- have a keen eye to determine the particular stories or angles that work in writing a biography;

- bring himself into the narrative report and acknowledge his stand point.

2.2.2 Phenomenology

This approach aims to understand and interpret the meaning that subjects give to their everyday lives. Creswell (1998:54) regards a phenomenological study as a study that describes the meaning of an experience for a number of individuals. Eventually, the individual utilising this approach reduces the experiences to a central meaning or the essence of the experience and the product of the research is a description of the essence of the experience being studied (Fouche, 2002:273). In accomplishing this, the researcher should be able to enter the subject's life world and place himself in the shoes of the subject. This is mainly done by means of naturalistic methods of study, analysing the conversations and interaction that researchers have with subjects. Researchers using this strategy of interpretive inquiry will mainly utilise participant observation and long interviews as methods of data collection. Multiple individuals who have experienced the phenomena must be identified and data are

systematically collected and meanings, themes and general descriptions of the experience analysed within a specific context.

2.2.3 Grounded Theory

Grounded theory is a term used with reference to the creation of theory based primarily on observation than on deduction (Rubin and Babbie, 2001:392). And, according to Creswell (1998:56), the researcher in this type of study generates an abstract analytical schema of a phenomenon, namely, a theory that explains some action, interaction or process. Strauss and Corbin (1998:12) comment further that a grounded theory is discovered, developed and provisionally verified through systematic data collection and the analysis of data pertaining to that phenomenon. Therefore data collection, analysis and theory stand in a reciprocal relationship with one another and the researcher does not begin with a theory, then prove it – rather he begins with an area of study, and what is relevant to that area is gradually allowed to emerge (Fouche, 2002:273–274).

Grounded theory involves the usage of a systematic set of procedures for data collection and analysis. Data are collected by means of interviews with multiple individuals who have participated in a process about a central phenomena to saturate categories and detail theory. The researcher needs to locate a homogeneous sample. Analysis takes place through open, axial and selective coding in an attempt to deliver a theory or a theoretical model as the product of the research. A grounded theory is one that is systematically developed from the data inductively derived from the study of phenomena.
(Fouche, 2002:274)

Mark (1996:215) explains that the grounded theory approach is concerned exclusively with the generation, rather than the testing, of theory. A distinction is made between substantive and formal theory. A substantive theory is a description

and abstraction of what goes on in a particular kind of social setting, e.g. hospital wards with dying patients. Analytical abstractions are used in discussing such settings, but no claim is made that the abstractions apply to other situations. In formal theory, abstractions and hypotheses about the relationships among these abstractions are developed. These hypotheses should then explain phenomena in many kinds of settings. Formal theory is concerned with a conceptual area of study, such as deviant behaviour, or organisational theory. Ideally, one should begin by developing a substantive theory in a particular area, then broaden it to formal theory by using several substantive theories (Schuerman, 1983:111).

The grounded theory may be summarised by stating that it allows the researcher to be scientific and creative at the same time, as long as the researcher follows the following guidelines (Babbie, 2005:305): periodically steps back and review the data; maintains an attitude of scepticism; and follows the research procedures.

2.2.4 Ethnography

Ethnography may be defined as the study of an intact cultural or social group (or an individual or individuals within that group) based primarily on observations over a prolonged period of time spent by the researcher in the field (Creswell, 1998:58). The ethnographer examines the group's observable and learned patterns of behaviour, customs and way of life, and listens to and records the voices of informants. The final product of this study is a descriptive and interpretive, holistic cultural portrait of the group. Rubin and Babbie (2001:391) state that a good ethnographic study will give one an intimate feel for the way of life observed by the ethnographer. However, ethnography in this case could potentially be coloured by the ethnographer's point of view, biases, methods and experiences.

This strategy of enquiry is characterised by observation (participant observation) and description of the behaviour of a smaller number of cases. Data analysis is mainly

interpretive, involving descriptions of the phenomena. The main aim is to write objective accounts of lived experiences (fieldwork experiences). Qualitative researchers use a range of data collection methods during extended time in the field, which usually include interviewing and documentary analysis. However, participant observation is the method that is usually utilised in the fieldwork settings of the ethnographer. According to Punch (1994:86-87), ethnography is definitely not a soft option, but rather represents a demanding craft that involves both coping with multi negotiations and continually dealing with ethical dilemmas and such pitfalls can, as a rule, not be identified beforehand, but have the potential to totally alter the nature of the research.

2.2.5 Case Study

A case study can be regarded as an exploration or in-depth analysis of a bounded system (bounded by time and/or place) or single or multiple cases, over a period of time (Creswell, 1998:61). As Babbie (2005:306) points out, there is little consensus on what may constitute a case. The case being studied can refer to a process, activity, event, programme, or individual or multiple individuals. It might even refer to a period of time rather than a particular group of people. Stake (2000:235-236) argues that the sole criterion for selecting cases for a case study should be the opportunity to learn and emphasises that a case study is both a process of enquiry about the case and the product of that enquiry. Where multiple cases are involved, it is referred to as a collective case study.

The exploration and description of the case take place through detailed, in-depth data collection methods, involving multiple sources of information that are rich in context. These can include interviews, documents, observations or archival records. As such, the researcher needs access to, and confidence of, participants. The product of this research is an in-depth description of a case or cases (Fouche, 2002:275). The researcher situates this system or case within its larger context, but

the focus remains on either the case or an issue that is illustrated by the case (Creswell, 1998:61). This implies, as Babbie (2005:308) points out, that case study researchers, in contrast with grounded theorists, seek to enter the field with the knowledge of the relevant literature before conducting the field research.

Mark (1996:219) refers to the three types of case studies, all with different purposes. These three types are discussed below:

- Firstly, the intrinsic case study is solely focused on the aim of gaining a better understanding of the individual case. The purpose is not to understand a broad social issue, but merely to describe the case being studied.

- Secondly, the instrumental case study is used to elaborate on a theory or to gain a better understanding of a social issue. The case study merely serves the purpose of facilitating the researcher's gaining of knowledge about the social issue.

- The collective case study furthers the understanding of the researcher about a social issue or population being studied. The interest in the individual case is secondary to the researcher's interest to the group of cases. Cases are chosen so that comparisons can be made between cases and concepts and so that theories can be extended.

As described above, the case study of the City of Tshwane Metropolitan Municipality is one of the research strategies as identified by Creswell [*supra*] and can be regarded as an in-depth analysis of the City of Tshwane Metropolitan Municipality on the facilitation role of intergovernmental relations in the delivery of services. It takes place through in-depth collection methods such as documentation study, observation and archival records. Regarding Mark's [*supra*] type of case study, this case is more of an instrumental case study in that the case is used to elaborate on a theory, the theory being that: "Intergovernmental relations in South Africa facilitate the performance of the local sphere of government with specific reference to the City of Tshwane Metropolitan Municipality".

The word performance is defined by Garson & Williams (1982:407) as any output that is desired but improbable without an effort to produce it. In this study the word performance is used in line with definition above.

3. CLARIFICATION OF TERMS

With regards to the contents of this study, the key terms used include the following:

3.1 Basic Household Infrastructure

Basic household infrastructure refers to essential municipal services such as water, sanitation, electricity, roads, storm-water drainage and street lighting that are needed to sustain a healthy and safe standard of living (White Paper on Local Government, 1998:158).

3.2 Equitable Share of Nationally Raised Revenue

In terms of Section 227(1) of the Constitution of the Republic of South Africa, 1996, local government is entitled to a share of the income which is raised by the national government. The proportion of nationally generated revenue which goes to local government must be equitable. In other words, nationally generated revenue must be shared fairly between national, provincial and local government, based on the functions that each has to fulfil, and the amount of revenue they are able to generate on their own (White Paper on Local Government, 1998:158).

3.3 Organised Local Government

Organised local government refers to the national organisation recognised by the

Minister in terms of Organised Local Government Act, 1997 (Act 52 of 1997) or in relation to a provincial intergovernmental forum, means a provincial organisation recognised by the Minister in terms of that Act for the relevant province (Section 1 of Intergovernmental Relations Framework Act, 2005 (Act 13 of 2005).

3.4 Tax Base

The tax base is that part of the object of taxation on which the tax payable is calculated and the tax value or tax base of a property is determined by the valuation process (White Paper on Local Government, 1998:163).

3.5 Rollover Funds

Rollover funds are savings realised in one financial year which are made available for utilisation in the next financial year (White Paper on Local Government, 1998:163).

3.6 Fiscal Autonomy

Fiscal autonomy refers to the degree to which a sphere of government can take its own decisions and determine its own priorities with regard to taxation and municipal expenditure (White Paper on Local Government, 1998:164).

3.7 Local Government

Local government refers to that level (or sphere) of government which is commonly defined as a decentralised, representative institution with general and specific powers devolved to it by a higher tier (sphere) of government within a geographically defined area (Ismail *et al.*, 1997:2-3).

3.8 Local Governance

The shift in emphasis from "government" (the power to govern) to "governance" (the act of governing) is linked to the global acknowledgement that organs of civil society need to be empowered to share the responsibility of governance (Ismail *et al.*, 1997:3). In essence, government institutions require a new citizen oriented approach to management and in this sense, relationships and partnerships have became much more important for local government than in the past (Ismail *et al.*, 1997:3).

3.9 The Budget

A budget may be regarded as being representative of the activities of an organisation for a given period, expressed in financial terms which indicate expenditure plans and the anticipated method of financing such expenditures (Ismail *et al.*, 1997:78).

3.10 Capital Expenditure

Capital expenditure can be defined as expenditure that is incurred in the acquisition of a durable asset or in the extension of the useful life of such a durable asset, in regard to any long-term work (Ismail *et al.*, 1997:79).

3.11 Operating Expenditure

Operating expenditure refers to the day-to-day expenditure of a local authority, and just as the family spends money on food, clothing and accommodation, a local authority also has to spend money on a daily basis to render services to citizens (Ismail *et al.*, 1997:79).

3.12 Integrated Development Plan (IDP)

The Integrated Development Plan (IDP) can be described as a participatory planning process aimed at integrating sectoral strategies, in order to support the optimal allocation of scarce resources between sectors and geographical areas and across the population, in a manner that promotes sustainable growth, efficiency and the empowerment of the poor and the marginalized (Tshwane 2020 Plan, 2002:ii). According to the author, the Integrated Development Plan (IDP) may be regarded as a business plan for the municipality through which it fulfils its developmental service delivery mandate in line with relevant legislation.

3.13 Apartheid

This was a system of separation that formally came into being in South Africa in 1948 under the National Party government which determined the role and function of a person within a state according to racial classification (Van Niekerk *et al.*, 2001:297).

4. STRUCTURE OF THE THESIS

Chapter 1 deals with the introduction of the research study as well as the research problem. It also looks at the historical overview of the transformation of local government with specific reference to the apartheid policy of separate development. It gives a brief overview of the community struggles leading up to the launch of the Local Government Negotiating Forum in 1993 as well as the holding of the first democratic local government elections in November 1995. The promulgation of the various legislation impacting on local government up to the year 2000 is also discussed. Chapter 1 also gives an historical overview on the establishment of the City of Tshwane Metropolitan Municipality with specific reference to the geographical area of the City of Tshwane, the origin of the name Tshwane, the governance structure as well as the administrative structure of the City of Tshwane Metropolitan Municipality. With regards to the administrative structure, an overview of each of the line functions is given.

Chapter 2 concerns the research methodology of this study. With regards to methodology, the methodology of social sciences and physical sciences is also discussed and compared. The different approaches to research are also discussed with specific reference to the differences between the qualitative and quantitative paradigm. With regards to the qualitative paradigm, five strategies of enquiry that could be used to design qualitative research are discussed: namely biography, phenomenology, grounded theory, case study, and ethnography. Lastly, chapter 2 gives the definition of some of the terms that are used in the study and the structure of the thesis.

Chapter 3 contains the literature review which focuses on the available literature that is relevant to this study. In this regard, different approaches to intergovernmental relations are discussed which include the democratic approach, constitutional approach, legal approach, financial approach, and the normative-operational approach. The forms of government and their influence on intergovernmental relations are also discussed with specific reference to the unitary and the federal forms of government. The classification of governmental relations into intra-governmental, intergovernmental, and extragovernmental relations is also discussed. The normative guidelines in the study of intergovernmental relations are discussed and are described as principles that may be idealistic and which form the basis for all public action and decision making in the public sector. Some of these guidelines are: the political supremacy of the constitution, maintenance of public accountability, maintenance of public efficiency, adherence to South African administrative law, and the acknowledgement of current community values. Intergovernmental relations in public administration are discussed with specific reference to policy and policy-making, finance, human resources, and the organisation of government institutions. The people in intergovernmental relations are also discussed with reference to basic values and principles and the fundamental rules of conduct.

A literature review is done of the conceptual framework of local government as a

sphere as well as the foundation of intergovernmental relations and co-operative governance, and in this manner the analysis of the distinctive features of intergovernmental relations and co-operative governance among the three spheres of government are explored. This chapter also looks at the norms that are applicable to a system of intergovernmental fiscal relations. Various intergovernmental relations structures are named and discussed with regards to the roles they play in promoting intergovernmental relations. A distinction is made between statutory and non-statutory intergovernmental relations structures. Structures such as the National Council of Provinces (NCOP), the South African Local Government Association (SALGA), the Budget Council and the Budget Forum are identified as part of statutory structures that facilitate intergovernmental relations. Whereas structures such as the President's Co-ordinating Council, the Ministers and Members of Provincial Councils (MINMECs), and the Premiers' Forums are identified as part of the non-statutory structures that facilitate intergovernmental relations. With the passing of the Intergovernmental Relations Framework Act, 2005 (Act 13 of 2005), all the non-statutory structures have been formalised and have to function in terms of the Intergovernmental Relations Framework Act, 2005 within a year of the passing of the Act. The focus of the study is on the period prior to the passing of the Act and since the Act has not yet been fully implemented, a detailed analysis of its impact does not form part of this study.

It is concluded that although legislation on intergovernmental relations has recently been passed in South Africa, the statutory and non-statutory intergovernmental relations structures do play a meaningful role in ensuring effective intergovernmental relations in the local sphere of government and in the facilitation of performance of local government in the delivery of services – with specific reference to the City of Tshwane Metropolitan Municipality. And that this conclusion is in line with the objectives and the hypothesis of this study. The objectives of this study being: to assess and evaluate the role of intergovernmental relations, and to evaluate the extent to which intergovernmental relations facilitate the performance of the local sphere of government in the delivery of services with specific reference to the City of

Tshwane Metropolitan Municipality. The hypothesis of this study being that: intergovernmental relations in South Africa facilitate the performance of the local sphere of government with specific reference to the City of Tshwane Metropolitan Municipality.

Chapter 4 discusses in detail the role of the National Council of Provinces (NCOP) and the South African Local Government Association (SALGA) which are the key intergovernmental relations structures as provided for in the Constitution of the Republic of South Africa, 1996. It is described in detail how these intergovernmental relations structures are established and function in facilitating the performance of the local sphere of government with specific reference to the City of Tshwane Metropolitan Municipality. And a brief reference is made of similar structures in other countries.

Chapter 5 deals with the case study of the City of Tshwane Metropolitan Municipality's document called "Tshwane 2020 Plan" which is the IDP of the municipality with a view to establishing the facilitation role of intergovernmental relations in the development phase and the implementation phase of the Integrated Development Plan. With regards to the development phase of the Integrated Development Plan, the facilitation role of intergovernmental relations and co-operative governance is discussed with respect to each of the development phases of the Integrated Development Plan.

With regards to the implementation phase of the Integrated Development Plan, the facilitation role of intergovernmental relations and co-operative governance is discussed with specific reference to special development initiatives such as the Mandela Corridor. Overall, it is concluded that intergovernmental relations and co-operative governance do play a facilitation role in the development and the implementation of the Integrated Development Plan and that the Integrated Development Planning structures do in turn play an intergovernmental relations and

co-operative governance role which leads to the facilitation of the performance of the City of Tshwane Metropolitan Municipality in the delivery of services. However, it is also concluded that despite the facilitation role of intergovernmental relations and co-operative governance, certain interventions be implemented in view of the generic concerns expressed by the Portfolio Committee on Provincial and Local Government on their study tour of municipalities.

Chapter 6 deals with the 2001/2002 budget of the City of Tshwane Metropolitan Municipality and the main purpose is to discuss the facilitation role of intergovernmental fiscal relations and co-operative governance in ensuring the performance of the local sphere of government in the delivery of services with specific reference to the 2001/2002 budget of the City of Tshwane Metropolitan Municipality. The role of the national intergovernmental relations structures such as the Budget Council in facilitating intergovernmental fiscal relations is also discussed as well as the supportive role played by the national sphere of government towards the municipalities. It is concluded that the facilitation role of intergovernmental fiscal relations and co-operative governance contributes to the performance of the City of Tshwane Metropolitan Municipality in the delivery of services.

Chapter 7 deals with the review and analysis of strategies for improved service delivery in the City of Tshwane Metropolitan Municipality. In so doing, the national perspective on strategies for improved service delivery is discussed with specific reference to the definition of the term strategy, and the three capacities that the municipality needs to develop in order to effectively play a developmental role and improve its performance with respect to service delivery. These capacities being the strategic capacity, integrating capacity, and a community orientation capacity. The workshops held by the City of Tshwane Metropolitan Municipality are further discussed to demonstrate that they are used to help the municipality to show its strategic capacity to assess, plan, and develop innovative programmes to meet its local needs.

It is also contended that the intergovernmental relations structures which facilitate the development and the implementation of the Integrated Development Plan do help the City of Tshwane Metropolitan Municipality to demonstrate and fulfil its integrating capacity to co-ordinate and integrate inputs from inside and outside the administration to ensure developmental outcomes. It is also contended that the intergovernmental structures discussed in paragraph 4.6 of chapter 5, do enable the City of Tshwane Metropolitan Municipality to demonstrate and fulfil its community orientation capacity to develop mechanisms to interact with community groups to identify service needs and priorities as well as the community resources that can be unlocked and channelled for developmental ends.

It is therefore concluded that intergovernmental relations are critical in the facilitation of service delivery in the City of Tshwane Metropolitan Municipality due to their role in helping the municipality to play its integrating role as well as a community orientation role. However, the role that is played by the Mayoral Committee of the City of Tshwane Metropolitan Municipality through its strategic workshops and their monitoring strategies, is critical in ensuring that the municipality demonstrates and fulfils its strategic capacity to plan, assess, and develop innovative programmes.

Chapter 8 deals with the conclusions and recommendations of the study. In so doing, the research question is reviewed to establish if it has been answered. After a brief summary of the study is given, it is concluded that research question has been positively answered. The research question being the following: Do intergovernmental relations in South Africa facilitate the performance of the local sphere of government with specific reference to the City of Tshwane Metropolitan Municipality? It is also concluded that the hypothesis of the study has been proven as correct. The hypothesis being that: Intergovernmental relations in South Africa facilitate the performance of the local sphere of government – with specific reference to the City of Tshwane Metropolitan Municipality.

With regard to the extent to which intergovernmental relations facilitate the performance of the City of Tshwane Metropolitan Municipality, it is concluded that although intergovernmental relations provide a critical integrating capacity as well as a community orientation capacity for the City of Tshwane Metropolitan Municipality, the strategic capacity of the municipality is provided for by the Mayoral Committee and Senior Management, primarily through the strategic workshops that are held to plan and develop innovative programmes, and which are used to monitor progress on implementation. To effectively play a developmental role and improve performance with respect to service delivery, municipalities, according to the White Paper on Local Government (1998:102), need to have a strategic capacity, integrating capacity, and a community orientation capacity. In view of this, these capacities are therefore used as a norm in establishing the extent to which intergovernmental relations facilitate the performance of the local sphere of government with specific reference to the City of Tshwane Metropolitan Municipality.

Based on the above, recommendations are made regarding the further research that needs to be done, based on the results of the study. With regards to further research, it is recommended that further research be done on the extent to which intergovernmental relations and co-operative governance contribute to the performance of the City of Tshwane Metropolitan Municipality after the passing of an Act on intergovernmental relations. With regards to the recommendations based on the results of the study, the management of change and the development of human resources interventions are recommended as mechanisms that should be implemented to further enhance the understanding and the practice of intergovernmental relations in the City of Tshwane Metropolitan Municipality.