Intergovernmental Relations in Kwazulu Natal District Municipalities

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ABSTRACT

This paper advocates on the understanding the challenges of Intergovernmental Relations (IGR) in KwaZulu Natal district municipalities owing to non-functionality of IGR.

The theoretical viewpoint of this study connects organisational contextual issues that affect IGR functionality with contingency theory of the organisational theories. The contingency theory provides for culture, goals and environment as dimensions which inform the conceptual framework that connects closely to the aim of this study, which is to understand challenges affecting the functionality of IGR in KZN District municipalities.

The study involves Uthungulu, Ugu and Harry Gwala District municipalities. In the study that was conducted by the Deaprtment of Cooperative Government and traditional affairs, the three district municipalities were found to have challenges on the functionality of their IGR. Data collection methods include focus groups, interviews and document analysis and have contributed to research objectives. Participants comprised of Municipal Managers, IGR Officials, and Mayors within the identified municipalities.

Findings suggest that multiple cultures, uncertain environment and inability to implement IGR decisions and goals affect IGR functionality within the district municipalities. The study reinforces and expands on the existing theory realm of the contingency theory, which its main argument is on organisations as social entities that are goal directed, linked to the external environment and characterised by size, culture, environment, technology and goals. The thesis main argument as it relates to environmental uncertainty, view this as an overarching and central theme consisting of physical and social factors that influence organisational achievement of goals and culture relative to IGR. Environmental uncertainty requires proper management through planning and forecasting. The second argument relates to goal setting and implementation as determinants of organisational effectiveness. It's my view that discussions within IGR institutions should lead to decisions being taken and implemented and this is invariable in relation to goal setting. The third and last aspect relates to multiple cultures and dominant culture. IGR institutions are formed by different role players with diverse norms, values and standards which counter or support the dominant culture and affect the achievement of organisational goals. In my view, cultural management is necessary to mitigate the effects of counter cultures and improve achievement of organisational goals.

Given the above, further study is recommended on how an interface could be improved on IGR issues between political and administrative leadership.

Keywords: *Intergovernmental relations, district municipality, goals, culture, environment*

INTRODUCTION

Intergovernmental Relation (IGR) is about cooperative governance or cooperation amongst the three spheres of government in the manner in which they conduct their activities. This cooperation means that the three spheres of government i.e. National, Provincial and Local government should cooperate with one another in the delivery of services to the community. In the study conducted by the Department of Cooperative Governance and Traditional Affairs (DCOG, 2012), the functionality of IGR in South Africa and KwaZulu Natal to be specific was assessed where UGU, Harry Gwala and Uthungulu district municipalities were part of.

The study concluded that IGR is non-functional in that district municipalities have not established IGR structures; the role and mandate of IGR is not clear; policy documents were not in place and there was lack of dedicated officials to coordinate IGR activities, lack of cooperation and commitment (DCOG, 2012).

The functionality in the referred to study (DCOG, 2012) was looked at in relation to the ability of IGR forums to discuss new and existing government policies; to discuss progress and problems in service delivery within the district; coordination of planning initiatives by a district municipality; support given to other municipalities within the district; the manner in which the IGR forums are constituted in terms of membership; the role and mandate of IGR forums in ensuring vertical and horizontal coordination of programs and other service delivery issues; frequency of meetings of the IGR forums; and availability of technical operational support to coordinate all IGR activities within the district.

In examining the challenges affecting functionality of IGR in KwaZulu Natal (KZN) district municipalities, the researcher believes that certain contextual issues or dimensions that shape the organisational functionality should be examined which have a bearing on the functionality of IGR. According to Daft (2013) organisations are not static, they continuously adapt to shifts in the external environment, which normally affects the functionality and hence the research of this nature. In this study, IGR is looked looked at from a district municipality perspective. This is due to the legislative role of the district municipalities in coordinating IGR activities within their jurisdiction as stipulated in the IGR Framework Act of 2005 (DCOG, 2005).

PROBLEM STATEMENT

The problem is that of non-functionality of IGR and it relates to three district municipalities which are, Harry Gwala, Ugu and Uthungulu district municipalities as informed by the assessment that was conducted by the Department of Cooperative Governance (DCOG) in 2012. It is the researcher's view that when functionality is a problem it depicts the rationale for existence of IGR which is regarded as the ability to ensure cooperation amongst the spheres of government on the provision of services to the community.

This has led to the researcher's interest in examining why there are challenges on the functionality of IGR and in relation to key contextual dimensions or issues identified of the organisation. The organisational dimensions in this study relate to the important concepts that inform the building blocks for theoretical framework and can either be contextual or structural in nature (Daft, 2001).

As indicated, a number of significant studies have recently been conducted on IGR functionality and

given different perspectives. Sokhela (2006) conducted a study in which its purpose was to establish if the intergovernmental relations in South Africa facilitate the performance of the local sphere of government with a view to help improve the role of intergovernmental relations, especially the extent to which it impacts on the local sphere of government in the delivery of services, with specific reference to City of Tshwane Metropolitan municipality. The study looked at the role of IGR in relation to the Constitutional perspective and including the relevant legislation which underpins the need for IGR.

The Knowledge Gap

The need for this research is informed by the knowledge gap identified by the researcher. This relates to the previous studies conducted on IGR functionality, in that there has been no explanatory research on the challenges or issues that affect the functionality. Whilst IGR is a function, performed by organisations, functionality has always been linked to constitutional and legislative imperatives, the suggested studies have fell short in looking at this issue from the perspective of an organisation, to be specific on contextual dimensions affecting the functionality within an organisation. Therefore, in bridging this gap, the researcher has built on the already existing knowledge explored on IGR functionality and introduced organisational contextual dimension aspect.

AIM AND OBJECTIVE

Aim

The area of non-functionality have already been explored, however the researcher's aim is to understand why functionality within the referred to district municipalities is a problem. Understanding this, the researcher will move from the premise of understanding certain and specific dimensions that underlie the functionality of IGR.

Objective

The study aims at achieving the following objectives:

Understanding organisational contextual dimensions associated with the functionality of Intergovernmental relations within Ugu, Harry Gwala and Uthungulu district municipalities;

To provide an understanding as to how can the identified organisational contextual dimensions effects be managed in order to ensure functional Intergovernmental relations; and

Given the organisational contextual dimensions, the study seeks to understand why there are challenges affecting the functionality of Intergovernmental relations within Ugu, Harry Gwala and Uthungulu district municipalities.

LITERATURE REVIEW

General Overview of IGR in SA

According to Wright (1988) IGR originated in the United States, during the Roosevelt's New Deal Era. The origin of IGR was however as a result of the challenges posed to the different tiers of government in the coordination of their state affairs. After 1994, South Africa adopted a democratic model of cooperative governance which is enshrined in the Constitution and provides a platform for IGR and cooperative governance (Levy and Tapscott, 2001). The Constitution makes provision for a three-sphere system of government comprising national, provincial and local spheres which are distinctive, interdependent and interrelated in nature.

Notwithstanding the above, Opeskin (1998) indicated that IGR concerns itself with interactions and transactions conducted by executives between and amongst governments in the country. Whilst IGR intends to promote and facilitate cooperative governance and decision making by ensuring that policies and activities across all spheres encourage service delivery to meet the needs of citizens in an effective way, Agranoff (2004) discovered that ineffective IGR and coordination is regarded as being due to problems of capacity and management rather than of structures and procedures. Various efforts, such as the establishment of intergovern-mental structures, procedures, and tool kits have been initiated by the government, but the question remains whether these efforts are sufficient to ensure that effective IGR take place in all spheres of government (Thornhill, C., Malan, L.P., Odendaal, M.J., Mathebule, F.M., Van Dijk, H.G. and Mello, D. (2002), 2002).

According to Venter (2001), the question remains as to whether the different role players have the capacity to implement effective IGR at the three spheres of government. Attention should therefore be given to the challenges of cooperative IGR. The problem areas and challenges of IGR that have surfaced to date are detailed as:

Lack of Formal Structures for Dispute Resolution

According to Agranoff (2004), there are no formal structures to facilitate intergovernmental disputes. Consequently, if there is a conflict, the matter is settled through the courts. Although the Constitution makes provision for formal structures for dispute resolution that has not yet been established.

Provinces Lack Capacity

Provinces suffer from major capacity constraints in the areas of administration, strategic planning and finance (Centre for Development Enterprise, 1999). It is also generally accepted that although the provinces have common interests, they certainly do not have the same capacities and will not develop simultaneously (Botha, 1996). Consequently, in relation thereto, Sizane (2000) suggests the need for greater clarity on the role of provincial government relative to concurrent functions.

Efficiency and Effectiveness of Decision Making

Wright (1988), observed that the alignment of policies and programmes, the relationship between inter-governmental structures, the cabinet as well as the respective provincial executive committees have not really stabilised to the extent that they are working in concert with each other. Botha (1996) viewed this as having hampered accelerated integrated service delivery. However, Malan (2005) suggests that decisions that are taken at IGR level should encompass spill-overs in services, scarce resources, poor economic conditions and popular accountability as well as grass-root pressures. This requires those involved in IGR to effectively take decisions for the betterment of the nation.

Overwhelming Bureaucracy

According to Ille (2010), this refers to the fact that large number of intergovernmental structures, the procedures which govern the coordinated functioning of the intergovernmental system and the frequency of meetings have also impacted negatively on the process. The resultant effect would be a saving on valuable resources (Botha, 1996). According to Ismail, Bayat and Meyer (1997), cooperative governance is an innovative concept to resolve problems and make decisions related to IGR. It should attempt to address the difficulties experienced by most large bureaucracies in coordinating their government functions and streamlining their administrative activities.

Participation in Provincial Legislative Process

Botha (1996) further reiterated on the fact that provincial local government associations have to be accommodated within the legislative processes of the province. Notwithstanding this, Wright

(1988) regards IGR as concerning itself with interactions and transactions conducted by executives between and amongst governments in a country. Furthermore and according to Agrannof (2004) the equality of stakeholders within IGR environment is important as it removes the hierarchy status in favour of providing an operational platform where no level assumes superiority except that of ultimate accountability.

Figure 1 below is a graphic and compact exposition of intergovernmental relations in South Africa, as suggested by Gildenhuys (2005). A concise explanation of intergovernmental relations reflected in this figure is necessary to put specific actions for excellence in perspective. In relation to figure 2.1, the outer context includes such elements as the social, economic, political, and competitive environment in which the organisation exists. The inner context refers to such elements as structure, corporate culture, and political context that exist within the organisation and through which ideas for organisational change have to proceed.
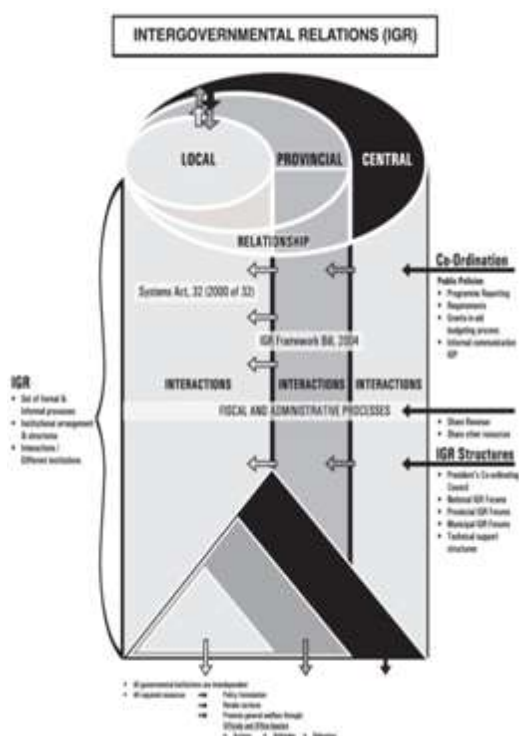

Figure1. *Intergovernmental relations in SA*

Source: *Gildenhuys (2005)*

IGR within the Context of Local Government

Wright (1974) demonstrated five distinctive features or characteristics of IGR system; firstly, IGR occurs within the federal system, where the emphasis is on national-state relationships with occasional attention to interstate relationship;

secondly, it is human beings clothed with office who are the real determiners of what the relations between units of government will be, meaning the concept of IGR necessary has to be formulated largely in terms of human relations and human behaviour; thirdly, IGR are not one time, occasional occurrences, formally ratified in agreements or rigidly fixed by statutes or court decisions, rather a continuous day to day pattern of contacts, knowledge, and evaluations of government officials; fourthly, this characteristic deals with the role played by all public officials. It is automatically assumed that Mayors, Councillors, State legislators are integral and important to IGR; and lastly, the fifth characteristic recognizes IGR as a policy issue.

Malan (2005) described this system of IGR as crucial if policies are drafted or projects and programmes planned are implemented. This author further argued that through the establishment of various institutional arrangements for IGR and the successful operation of these structures, it is expected that all three spheres of government will continually strive to co-operate with one another in mutual trust and good faith. However, without the effective operation of IGR in South Africa, projects and programmes cannot succeed.

Pierre and Peters (2004) suggested a model of multi-level governance, features collaborative exchanges and joint decision making between institutions at different levels of the political system. Pierre and Peters (2004) further argues that this type of IGR will play a more prominent role in the future as a result of what appears to be an increasing degree of institutional overlap in terms of competencies and of growing political, economic and administrative interdependencies.

In particular, the emphasis is made by Kirkby, Steytler and Jordaan (2007) on the establishment of the district IGR forums by the district Mayors in order to realize the goal of cooperative governance within the district. The forum is suggested by the author to be consisting of the district mayor and the mayors (or designated councillors) of all local municipalities in the district. The author further suggests that the district IGR forum establishes a consultative forum to facilitate IGR between a district and its local municipalities; the forum's first role should be to discuss national and provincial actions affecting municipalities, including implementing enacted, or commenting on draft, policy and legislation; and secondly, the forum members must consult on development in the district, such as service provision, district planning, and harmonising strategic and performance plans.

Edward (2008) alluded that these forums are consultative bodies designed to facilitate intergovernmental dialogue on matters of mutual interest, such as the implementation of national policy and legislation, the co-ordination of development planning and the co-ordination and alignment of provincial and local strategic and performance plans. At a municipal level Integrated Development Plan is a key IGR instrument. IGR approach to service delivery can be summarised by giving regard to Mathebula (2011) publications in IGR. In his research, he referred to IGR as being interactive in nature. As stated by this author, this is about cooperating with one another for the sole purpose of achieving the common, and in some instances different, service delivery goals. The author further aligned himself with Wright (1974), by mentioning that the interactive nature of IGR manifests itself as contact, communication, connecting as well as creating some form of no-transactional synergies often at service delivery level. The researcher's view and understanding of IGR can be further attributed by the fact that local sphere of government is central in ensuring that IGR functions properly.

Cross-Country Comparisons on IGR and System of Government

Table1. *Cross country comparison on IGR*

Issues	Sa	Nigeria	Canada	Switzerland	Australia
System of government	Unitary state with three tier system of government , national, provincial and local	Federal system of government;	Decentralised federal parliamentary democracy	Federal state; asymmetrical federalism	Centralised federalism, delegation of legislative authority from state to federal government
Distribution of powers	Powers distributed amongst the three spheres and derived from RSA constitution. Central government remain supreme	Exclusive to federal and concurrent to residual lying at regions, Centre remains powerful.	Federal, provincial and concurrent powers	Power sharing with cantons – residual power belongs to cantons	Political interdependence; powers distributed amongst organs of state
IGR System	Cooperation amongst the three spheres; institutional structures to ensure vertical and horizontal IGR	Highly decentralised federation; institutionalisation centred around horizontal relations; cooperation and commitment	Highly decentralised federation; institutionalisation centred around horizontal relations; cooperation and commitment	Close cooperation between subnational entities (cantons) and between cantons and centre (confederation); partnership and solidarity	Highly centralised federation; vertically institutionalised IGR

Source: *Own (2016)*

Table 1 provides for the comparison across the identified countries in relation to the system of government, distribution of powers and the IGR system applicable in a country. The comparison reflects different systems of government ranging from unitary, federal, centralised, decentralised, asymmetrical federalism. The system of government has direct relationship with the distribution of power, which informs the IGR system. The importance of this reflection is to create an understanding different IGR systems within these countries, which serve the same purpose – that of ensuring cooperation and partnership.

Organisational Contextual Dimensions and IGR

Table2. *Reflection on culture*

	Major sources	Major arguments
Conceptual framework (Culture)	Martins and Martins (2003)	A system of shared meaning held by members, distinguishing one organisation from another.
	Deal and Kennedy (1999)	Shared understanding of organisational missions including goals, strategies and values that guides decision making
	Kotter and James (1992); Fillan and Hargreaves (1992);	**Multiple cultures** associated with different functional groups, existence of sub-cultures. Cultural analysis is important to understand interactions of different teams. **Sub-culture** may not be consistent with organisational culture. **Absence**

| | Wallace and Hall (1994); Schein (1999) | **culture** denotes shared understanding of being away from scheduled task. **Counter culture** oppose organisational core values and dominant culture. Sub-cultures may be **supportive** or hinder organisational functionality. |
| | Walker and Dimmock (2002); Roman-Velazquez (2005) | Importance of leadership in creating and managing culture. Leadership creates and changes culture, whilst management and administration act within. |

Source: *Own (2016)*

Table 2 above reflects on key arguments on the culture perspective of an organisation. The key arguments are summed up and provide for the importance of culture within the organisation. The importance of the argument within the IGR context is provided for in the last chapter of this report and refers to norms, standards and values that IGR role players brings into the context of Intergovernmental relation and how they affect the achievement of IGR goal, which is to ensure cooperation on amongst the spheres of government.

Reflection on the Environment

Table3. *Reflection on the environment*

	Major sources	Major arguments
Conceptual framework (Environment)	Howard (1998)	Every uncertainty represents an important contingency for organisational structure and internal behaviours.
	Deal and Kennedy (1999)	Uncertain environment increase planning and forecasting. Planning can soften the adverse impact of external shifting and some organisations establish planning departments. Coordination becomes difficult and more time and resources get devoted to achieve coordination.
	Quinn and Rohrbaugh (1983)	Task environment impact on external environment and on organisational goals setting.
	Lawrence and Lorsch (1967)	Lack of understanding of organisational environment creates difficulties in various organisational processes like strategic planning and project evaluation.

Source: *Own (2016)*

Table 3 make a reflection on the environment as the organisational contextual issue that affect the IGR function. Major contributions reflect on the notion of the general environment and it is characterised by environmental uncertainty and the task environment as it reflects on the understanding of the task by the role players in which the organisation is mandate to perform. From an IGR perspective this reflection is key in ensuring that environmental effects within the context of IGR are minimised so as to ensure the functionality of IGR as this relates to environmental uncertainty.

Reflection on goals

Table4. *Reflection on goals*

	Major sources	Major arguments
Conceptual framework (goals)	Barton (2000)	Goals serve as internal source of motivation and commitment and provide guide to action and measure performance.
	Simms, Price and Ervin (1994)	A goal is specific when it provides for a description of what is to be accomplished and understanding by those involved in its achievement.
	Klein and Jaskiewicz (2007)	Setting goals increase the likelihood of organisational effectiveness.
	Locke and Bryan (1969)	Objectives are drawn from mission statements and become the bridge between the often intangible mission and very tangible goals an organisation must have to get its work done effectively.
	Levy (2006)	Goals must be written for an organisation to be effective. Written goals provide motivation to achieve and serve as reminder.
	Fiedler and Garcia (1987)	Levels of functionality are highest when goals are clearly stated and contain specific objectives.

Source: *Own (2016)*

Table 4 above make a clear reflection as provided for in the key arguments or contributions. In relation to IGR, key to goals is the ability of IGR institution to set realistic goals and ensure that

those are implemented and reported on. This applied the same in decision making, where IGR institutions are regarded as having the ability to take certain decisions in complying with IGR goals, which such decisions should be implemented and reported on.

RESEARCH METHODOLOGY

The case study makes use of qualitative approach and involves three district municipalities in KwaZulu Natal Province, which are Ugu, Harry Gwala and Uthungulu. Data collected was analysed using cross case analysis method and specifically categorical aggregation which has been used to seek the collection of instances from data, look for issue relevant meaning and establish patterns or correspondence. The study used primary methods of data collection such as focus groups, interviews and document analysis in order to achieve the research objectives as validly as possible. Participants in the study comprised of Municipal Managers, IGR Officials, and Mayors within the identified district municipalities and the respective local municipalities.

Summary of Key Questions

Goals

The ability of IGR to ensure coherent execution of key national priorities within the district and across all spheres of government; the mechanism for managing service delivery within the district and whether that results in proper and integrated delivery of services; the extent in which IGR is able to ensure service delivery considerations that affects each and every sphere of government through deliberations by all role players; the manner in which vertical and horizontal planning is conducted in ensuring that integrated delivery of services to the community is done in a coherent and well-structured manner; the ability of IGR to ensure an opportunity exists for identification of areas of support by the municipalities and implementation; and the extent in which the constitution of IGR structures is aligned to the IGR objectives, which is to ensure cooperation by all spheres of government in the delivery of services to the community.

Environment

Comments on the impact of political environment on the functionality of IGR; cooperation by all role players; and the ability of elected members of the local sphere of government to monitor, scrutinise, oversee and debate on how their municipalities are performing within the district and whether that is evident in their meetings and discussions.

Culture

The existence of a sense of shared and common values and purpose, which emphasise the need for cooperation and for consensus OR whether the relationship is a more competitive one and commitment of leaders at every level in relation to the conduct AND functionality of IGR.

The following table present the planned and actual response rate of the participants across all district municipalities

Table5. *Face to face interview responses*

District Municipality	Number of Participants	Targeted Number	Reasons for Variance
Ugu District Municipality	12	14	Non availability of participants
Harry Gwala District Municipality	11	12	Non availability of participants
Uthungulu District Municipality	12	14	Non availability of participants
Total	35	40	

Source: *Own (2016)*

It should be noted that, from table 1 above, 40 participants were targeted across all district municipalities. Out of 40 targeted participants, 35 were available for interviews. The variance of 5 was due to the non-availability of the participants.

Table6. *Focus group responses*

District Municipality	Number of Participants	Targeted Number	Reasons for Variance
Ugu District Municipality	6	6	N/A
Harry Gwala District Municipality	6	6	N/A
Uthungulu District Municipality	6	6	N/A
Total	18	18	N/A

Source: *Own (2016)*

It should be noted from table 2 that three focus groups were planned, each with six participants, who are municipal managers in the selected districts. All planned focus groups were conducted with maximum attendance from the participants.
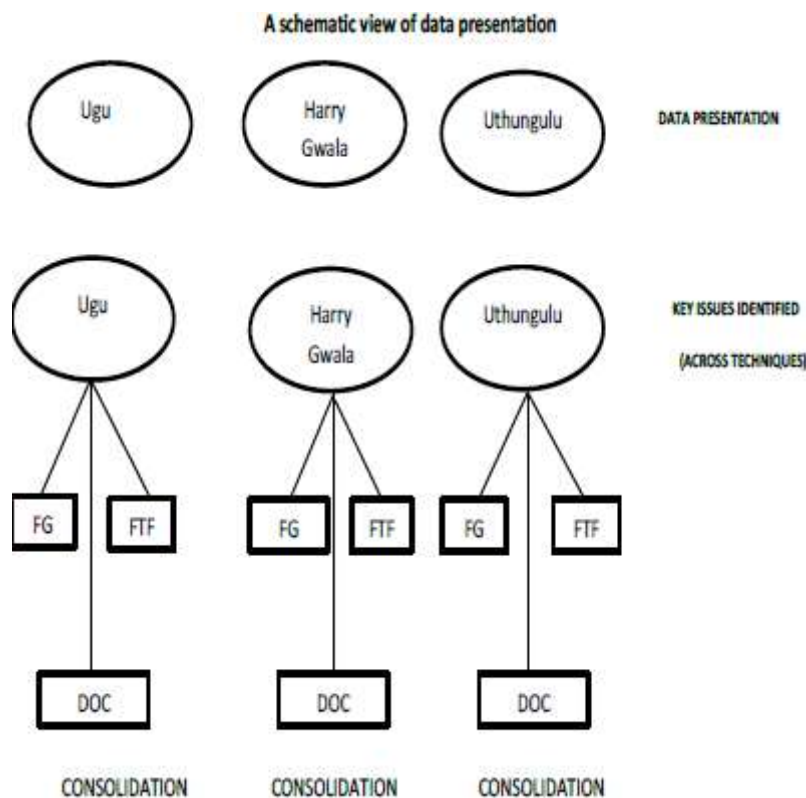

Figure2. *A schematic view of data presentation*

Source: *Own (2016)*

Figure 1 above presents the approach undertaken in presenting data for each case. The approach starts with presentation of data for each case, identification of key issues across different techniques and for each case and finally consolidation the identified key issues for each case.

RESULTS AND DISCUSSIONS

Goals

For IGR to be functional, the role players should set realistic goals to be achieved and ensure monitoring and reporting on the achievement of such goals. Decisions that are taken at an IGR level must be implemented and implementation should be monitored at IGR meetings. In order to achieve the desired goals, IGR should have a strategy and clear plan of action that will indicate what needs to be achieved. Implementation and monitoring of the plan should be done on a regular basis.

IGR functionality is determined by the nature of IGR discussions and it is the nature of such discussions that leads to the achievement of IGR goals. Service delivery focus as it relates to nature of discussions is one element that has a bearing on the functionality of IGR. IGR reporting is necessary for all role players from all spheres of government and guarantee commitment and cooperation by all. The following figure demonstrates the relationship between IGR and key issues as alluded to in relation to goals:
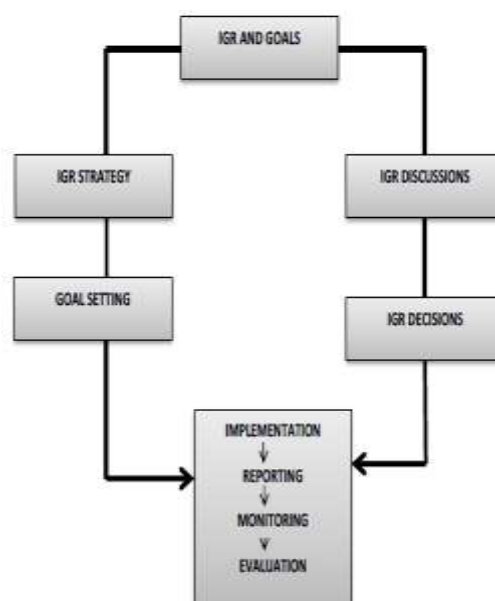

Figure3: *Goals and IGR*

Source: *Own (2016)*

Figure 1 above exhibit the relationship between organisational contextual issue (goals) and IGR functionality. This figure shows an important aspect of IGR functionality and link IGR decisions and goal setting to implementation, reporting, monitoring and evaluation. This further implies that within an organisation, there should be a strategy in which goals setting should be based and such should be implemented.

Environment

Thus, managing environmental uncertainty is an important aspect of IGR functionality and affects future plans on IGR, therefore education and awareness is key in mitigating the impact on an environment on the functionality of IGR. Increased planning and environmental scanning as one way of responding to organisational uncertainty and may soften the adverse impact of external shifting that may affect the functionality of IGR. For IGR to be effective, the management of IGR structures should be properly legislated to ensure accountability and commitment. To improve effectiveness, capacity development from coordination to implement-tation perspective is important.
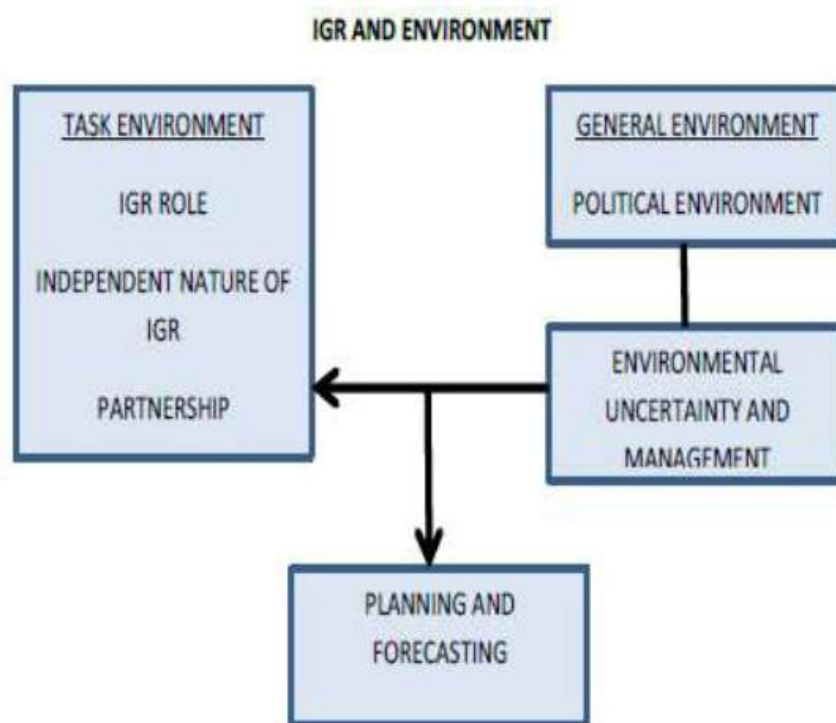

Figure4: *Environment and IGR*

Source: *Own (2016)*

Figure 2 above reflect key aspects for consideration in an organisational environment and include task and general environment. Of importance is the notion of environmental uncertainty as imposed by the political environment which requires proper planning and fore-casting.

Culture

IGR is characterised by multiple cultures which affect the dominant culture of IGR. This implies that these multiple culture either support or counter the dominant culture and affect the achievement of the IGR objective or goal, which is to ensure cooperation amongst the spheres of government. Cultural change programmes should include stakeholder management, information sessions, face to face sessions, implementation of training and stabilisation period and involve all role players.
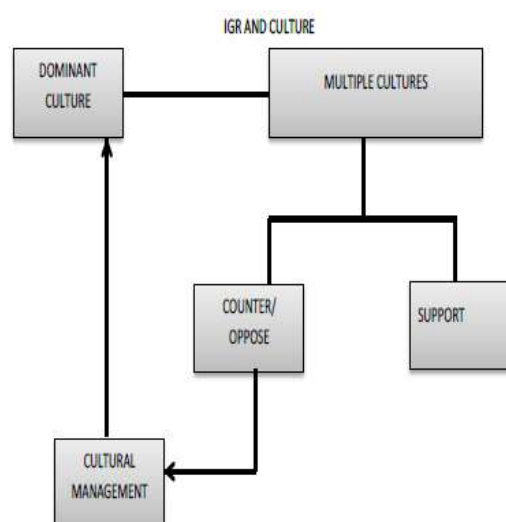

Figure5: Culture and IGR

Source: Own (2016)

Figure 4 above reflects key aspect of the organisational culture as they relate to IGR functionality and make reference to multiple cultures which tend to oppose or support the dominant culture and lead to either achievement on non-achievement of IGR objectives. Cultural management is necessary in order to mitigate the effects of counter cultures and improve achievement of IGR goals.

RECOMMENDATIONS

The district municipalities are required by the Constitution and the IGR Framework Act to ensure cooperation amongst the spheres of government on the delivery of services to the community and this should ensure through IGR. In relation to goals, this suggests that the district municipality should have an IGR Framework that stipulates the vision, mission and goals of the municipality in relation to IGR. These goals should translate to goal setting, which such leads to activities to be performed and to be encapsulated in the municipal strategic documents. Municipal goals on IGR should be crafted in relation to what the municipality required to do in ensuring functional IGR (refer chapter one). The IGR goals and activities should be reported on, monitored and evaluated on a regular basis. This led to the responsibility of each sphere of government to ensure that activities are implemented and reported on. When reports are made to IGR forum, certain decisions are taken which further requires implementation and follow up. Whilst the role players within IGR are interdependent and interrelated, enforcement of decisions taken is necessary and the role or political IGR – whose role is to oversee activities of IGR.

In relation to the environment, municipalities operates in a political environment which is characterised by changes in political and administrative leadership given the year term of office, that leads to instability within the municipalities. Given this environment and since IGR is led by both political and administrative leadership, it is important that municipalities are ahead in terms of their plans so that any change that happens doesn't affect IGR functionality. This requires proper planning, forecasting and education on IGR activities as new leadership comes in.

Lastly, IGR is affected by multiple cultures which tend to oppose or support the dominant culture. Given that perspective, IGR objectives are bound to suffer as the culture affect the commitment and cooperation of role players within IGR. This requires the need for the district municipalities to

instil an acceptable culture within the role players and embark in a process of cultural change and management. For cultural management to be successful, more education and awareness initiatives are necessary and through the involvement of all role players.

CONCLUSION

IGR functionality is affected by those contextual organizational dimensions within the organization and they are goals, culture and environment. In order for the district municipalities to ensure the functional IGR issues of environmental uncertainty, multiple cultures and goal setting should be dealt with.

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