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DEPARTMENT LOCAL GOVERNANCE STUDIES

CROSS –EXAMINING THE DYNAMICS OF INTER GOVERNMENTAL RELATIONS IN
ZIMBABWE IN THE CONTEXT OF THE CONSTITUTION OF ZIMBABWE
AMENDMENT (No 20) ACT 2013.

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DECLARATION

‘I undertake that all material presented for examination is my own work and has not been written for me , in whole or in part, by any other person(s). I also undertake that any quotation or paraphrase from the published or unpublished work of another person has been duly acknowledged in the work I present for examination’

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My utmost gratitude belongs to God Almighty for protecting, guiding and inspiring me throughout my life. Unrivalled gratitude goes to my parents and brothers for being pillars of strength and believers of my dream even when I did not believe in me.

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This project and all it represents belongs to Leo Ndiweni and Patricia Ndiweni, my parents. I am proud to present this to you and hope I have made you proud.

ABSTRACT

The new constitution which was adopted in 2013 saw the constitutionalisation of Local government and Provincial government in Zimbabwe creating a three tier government. Consequently they are three spheres of government, which are national, provincial and local levels. These tiers of government are obliged to work together and mutually cooperate and support each other through peaceful coordination and interactions termed intergovernmental relations (IGR). The basis for IGR in Zimbabwe lies with Sect 5 of the constitution which sets a three tier government and Sect 265 which provides for the creation of an Act of Parliament which will cater for mechanisms and procedures which will facilitate coordination between the tiers of government. Formal structures like the Provincial council and Metropolitan councils have been created by the new constitution to enable IGR thus Chapter 14 Part 2. Sustained intergovernmental relations leads to a coordinated and integrated system of government which can improve public sector governance and service delivery. This research study was to cross examine the dynamics of Intergovernmental relations in Zimbabwe in the context of the Constitution of Zimbabwe Amendment (No 20) Act 2013. The study adopted a qualitative research method in which information was extracted through interviews and secondary data collection techniques. Research population included Inter governmental relation experts who included lecturers in the field, activists and individuals involved in developing the practice of IGR in different spheres of government. Furthermore, Provincial officers and Municipal officers were also part of the research population to gather relevant information to the study. To choose the sample size, purposive sampling was adopted due to the confinement of the study to a certain audience. The study identified dynamics which included political influence, structural deficiencies and poor legislation guiding IGR in Zimbabwe. The effectiveness of IGR is affected and driven by the aforementioned dynamics and conclusions were drawn that the alignment of local government legislation should be completed quickly and help create a conducive environment for IGRs. Furthermore political and administration dichotomy, improved IGR communication and granting of local authorities management autonomy would help improve IGR in the country.

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CHAPTER ONE

1.0 INTRODUCTION

This research intends on discussing the changes and dynamics presented by the Constitution of Zimbabwe Amendment number 20 of 2013 on IGR and cooperative government issues. The focus will be on structural and legislative changes that came with the new constitution and the research shall seek to explore the challenges and underlying opportunities presented by the constitution of Zimbabwe. This chapter gives out the research background, problem statement, and research objectives. The chapter will also outline the research questions and shed light on the limitations and delimitations of the study.

1.1 BACKGROUND TO THE STUDY

The founding provisions of the republic as stated in Chapter 1 of the Constitution reads, “Zimbabwe is a unitary, democratic and sovereign republic” .This means Zimbabwe is an undivided, politically autonomous country with a system of government based on the exercise of power by the people through representatives who are elected by a system of election”.

This constitutional provision sets Zimbabwe as a multi party government that allows for diverse political representation in all spheres of government. Ultimately the power lies with the people for they are the electorate that chooses the President, Members of Parliament and councilors.

1.1.1 Spheres of Government.

Section 5 of the constitution states that “there are three levels of government in Zimbabwe; National Government, Provincial Government and Metropolitan councils and local government which consist of urban and rural councils which will represent and manage the affairs of the people ...”

Prior to this constitutional provision, provincial and local government were creatures of statutes with no constitutional mandate or bearing. Their functions, creation and structure were catered for by secondary legislation passed through the legislature and governed by the Minister responsible for local government. However, the new provision stated above grants the two spheres of government with the highest recognition and direction derived from the Constitution

of Zimbabwe. It is befitting to note that this changes the status quo of IGR environment with regards to issues of power, discretion and autonomy.

The constitution of Zimbabwe Amendment (No 20) Act 2013 is a product of much deliberations conducted by the government and all interested parties in the nation. After over two decades of using a constitution that was hurried through to cease fire of the colonial government and amendments that barely scratched the surface of the evolving democracies, Zimbabwe needed a new constitution that would address issues pertinent to contemporary politics.

1.1.2 National Government.

National government is the first tier of government and is made up of three arms of authority. This tier yields much influence and power over horizontal and vertical relations amongst government departments, institutions and entities. Not only does it influence legislation, it enforces and abolishes policies and laws that govern the country. The President of the country is at the helm of the National Government retaining most powers in the legislature and the Executive.

1.1.3 The Executive

The first arm being the executive which authority is vested in the President of the country, derived from the people through the principle of universal suffrage and exercised through Cabinet in accordance with the constitution thus as stated in chapter 5 sect 88. Sections 88 to 108 set out the functions and authority and composition of the executive with chapters 2, 3 and 4 providing supportive literature to the arm of government. The President is mandated to uphold, defend, obey and respect the Constitution as the supreme law of the nation and must ensure that the Constitution and all other laws are faithfully observed. The president as stated in sect 110 has to take the advice of his or her cabinet in executing functions although appointing and removal of cabinet and executive members remain at the Presidents discretion. Section 104 of the constitution provides that the President appoints Ministers and assigns functions to them which include the administration of any Ministry, or Department, or any Act of Parliament. The President is the head/chair of the cabinet with the cabinet consisting of the Vice Presidents and ministers appointed by the President.

1.1.4 The Legislature

The Legislature is the second arm of the national government and consists of Parliament and the President. Chapter 6 of the constitution provides for this arm of government and section 117 states that it is derived from the people and is vested in and exercised by Parliament and the President. It has the power to amend the constitution, make laws, and bestow some secondary legislative powers and responsibilities on other authorities all for the good of the nation. Parliament is made the steward over all government and state agencies and authorities abide with the constitution and preserve the integrity of the nation. As noted by the constitution of Zimbabwe part 3 and 4, the legislature is made up of a house of senate and the National Assembly. The senate consists of 80 senators; six are elected from each of the provinces, 16 are chiefs, the President and his/her vice of the national council of chiefs and members and 2 representatives of people living with disabilities. The National Assembly consists of 270 members, with 210 members being democratically elected and 60 women representatives from the 10 provinces of the country.

The legislature has the power to ensure legislation is prepared and implemented by the different agencies and authorities in government and ensure that they act constitutionally and practice good governance in the best interest of the citizens of Zimbabwe. It also holds parliamentarians accountable for decisions and actions taken on public resources. In terms of section 134 of the Constitution, parliament may, in any Act of parliament, delegate legislative power to subordinate institutions to pass subordinate or subsidiary legislation but subject to review by parliament itself. However contentious debates have been leveled over legislatures who manipulate these delegated powers and legislation to advance parallel interests to the ones expected of them hence Chakunda (2015) suggests parliament should institutionalize sufficient systems to safeguard delegated legislative authority against abuse to the detriment of citizens.

1.1.5 The Judiciary

Chapter 8 sections 162 to 191 vests the judiciary authority upon the constitutional court, supreme court, the high court, the labor court, the administrative court, the magistrates court, the customary law court and other subsidiary courts created under Acts of Parliament. The Chief Justice is appointed by the President, who is the head of the judiciary and Supreme and High court judges after consultation with the Judicial Service Commission. Section 164 emphasizes

the independence and impartiality of the courts as the cornerstone of any credible justice delivery system. The chapter stresses the need for independence, impartiality and effectiveness of courts in order to implement rule of law and inspire good democratic governance within the nation. Courts need to remain impartial and execute duties without prejudice so as to uphold principles of rule of law and safeguard human rights and freedoms. Henceforth members of the judicial system must not take part in any political activities; divorce themselves from any political affiliation or acquaintance.

1.2 Provincial and Metropolitan councils

The second tier of government is provincial and metropolitan councils. Section 5 provides for the tier and part 2 of the constitution articulates the structure and functions of provincial and metropolitan councils. This tier is founded through the principle of decentralization of central government power and devolution of responsibilities to lower tiers of government. This was done to enhance citizen participation in matters of local governance and to ensure equitable sharing of local and national resources. Provincial and Metropolitan councils are made up of 8 Provincial councils and 2 Metropolitan councils. Section 267 provides for the provinces which are namely Bulawayo Metropolitan Province, Harare Metropolitan Province, Manicaland Province, Mashonaland Central, Mashonaland East Province, Mashonaland West, Manicaland Province, Masvingo Province, Midlands province, Matebeleland North province, Matebeleland South. An Act of Parliament sets the boundaries of each province and fixes each provinces area of jurisdiction.

There are metropolitan councils for both Metropolitan councils consisting of the Mayor of the city who assumes chair of the council and in the case of Harare, deputy chairperson is mayor of second largest urban local authority, all Members of Parliament and Senators of the Province, all mayors and deputy mayors and all chairpersons and deputy chairpersons from all local authorities within the province. On the other hand, Provincial councils are made up of; provincial chairperson, all members of Parliament and Senate from the province, two senator chiefs from the province, all, mayors and chairpersons from local authorities in the area and ten persons elected through proportional representation.

1.3 The Local Government.

The third and last tier of government is local government which consists of local authorities both rural and urban councils. Chapter 14 of the constitution provides for the creation of local government and section 5 notes it as the third tier of government. Local authorities have been empowered by the constitution and subsidiary legislation to govern on its own initiative the local affairs of the local people in areas under their jurisdiction. According the Combined Residents Paper of 2014, Zimbabwe has 91 councils in total, 31 urban councils and 60 rural district councils. Local authorities are managed by elected members and presided over by an elected Mayor or chairperson by whatever name called.

The history of inter governmental relations has been forever evolving but with little notable milestones as the one accomplished by the constitution of 2013 Amendment number 20. The Rhodesian government created a racial and centralized intergovernmental structure of government meant to maintain constant supervision on black majority. Chakunda (2015) noted that the colonial government created national, regional and local institutions under racial connotations that favored whites over blacks in order to establish a strong colonial economy. The Southern Rhodesia Order in council of 1898 which is largely perceived as the first constitution of this country had the colonizers practicing direct rule over each and every aspect of African lives. The European administration descended orders to the Rhodesian government which also set orders to the native commissioners through traditional leaders hence managing natives and maintaining power at the same time.

Years gone by during the colonial administration, whites sought to maintain exclusive power over all resources and administration of the land. The local white government focused on the demand for ever increasing white autonomy (Machingauta 2010). These developments set the tone for inter governmental relations for the next decades to follow. When Zimbabwe attained its independence in 1980, the Lancaster House Constitution did not dispose the centralistic structure of intergovernmental relations. A number of Amendments were done to the constitution by the independent government of Zimbabwe over the past 30years but none gave autonomy and discretion to provincial and local government, only maintaining them as creatures of statues subject to central government control and direction.

1.4 STATEMENT OF THE PROBLEM.

Section 2 states the Supremacy of the Constitution over every other law of the land. It states, “The Constitution is the Supreme Law of the country. As such no law, practice or custom or conduct is valid if it is inconsistent with the Constitution”.

The environment for intergovernmental relations in Zimbabwe is not conducive for developing the growth of the three spheres of government and nurturing the relationship amongst them. Appreciating the accomplishments of the new Constitution Amendment No 20 of 2013, the legislative provisions of local government and provincial government are in discord with the new constitution hence hindering cordial inter governmental relations. Chakunda(2015) echoes that the legal basis and framework for managing IGR in Zimbabwe is not transparent, inconsistent, lacks clarity and is subject to political manipulation. The lines of authority between local government and central government have been blurred with the constitution granting local government the power to self govern, and yet Urban Councils Act and Rural Councils Act still contain strong Ministerial intervention purporting to represent the best interest of the people.

1.5 RESEARCH OBJECTIVES.

1. To analyze the state of IGR in Zimbabwe
2. To critically assess the changes, both positive and negative, brought in by the Constitution of Zimbabwe on issues to do with IGR.
3. To suggest ways in which IGR could be improved.

1.6 RESEARCH QUESTIONS.

1. What is the current state of IGR in Zimbabwe?
2. What has been the major shift brought in by the Constitution of Zimbabwe Amendment number 20 Act 2013 on issues to do with IGR?
3. How will the Local Government Act improve IGR amongst government institutions?
4. Besides aligning Local Government legislation, what other strategies could be adopted to improve IGR in the country?

1.7 SIGNIFICANCE OF THE STUDY.

The research is significant to the researcher, Midlands State University and the Ministry of Local Government.

To the researcher;

The student, who is the researcher, will develop analytic skills and employ relevant tools to explore the study of IGR. The use of secondary sources will illuminate on the concepts familiar with the study of IGR and it would be great experience to obtain information from IGR experts and stakeholders.

To the Local Government Ministry;

The researcher will greatly contribute to the budding concept of IGR in unitary states as the topic is greatly researched in federal states. This study will help relevant policy makers to put into consideration issues raised by this research and create better inclusive policies that drive the ministry and the nation. New knowledge on policy and structural deficiencies currently bedeviling the government of Zimbabwe will be brought forward by the researcher.

To Midlands State University;

The research will contribute to vast knowledge and literature that already exist at the institution and contribute to the study of local government studies in the institution. Furthermore it will provide a foundation to the study of IGR in the country.

1.8 LIMITATIONS TO THE STUDY.

The researcher expects to encounter the following limitations;

1. Limited access to financial, time and other logistical resources may affect the process of this research.
2. There is limited acquiring of practical information from respondents due to sworn confidentiality.
3. Much available material on this study focuses on federal IGR hence debunking the information to help understand the same concept in unitary states was a challenge.

1.9 CONCLUSION

This sections major highlight was the problem statement and the background to the study which help both the researcher and the reader gain preliminary understanding of the research hypothesis. Research objectives and questions set the path the research will take and narrowed down on specific intentions sought out by the researcher. The following chapter, thus chapter two will present the literature used to develop the research and understand the very foundation of the need of research. Chapter two shall contain conceptual and theoretical framework.

CHAPTER TWO

LITERATURE REVIEW

2.0 INTRODUCTION

This chapter seeks to define key terms and explore the works of authors who have studied the research topic in question. A critical analysis on the topic and key concepts will be done using work written by scholars who have been and still are studying the research topic. Literature review is defined by Taylor (2001) and Bless et al (2006) as a structured evaluation and classification of what reputable scholars previously have written on a topic, the sources and identification of a particular research problem. Haurovi(2012) sums it up by noting that literature review section of a study anchors the whole study for it has the ability to unfold the research problem and wrap it up all again.

This chapter presents theoretical and conceptual framework to IGRs. Conceptual framework explores the concepts, assumptions, theories and beliefs that make up a research topic (Miles and Huberman 1994) and Robson (2011). Miles and Huberman (1994) defined conceptual framework as a visual or written product one that explains either graphically or in narrative form the main concept to be studied. An assortment of research studies will be explored to bring out an understanding of the research question at hand. Relatively a theoretical framework preempts the researcher understanding of the research question and draws the relationship between the existing understanding of the topic by some researchers and that of the researcher. It cooperates the philosophical basis of the research and the practical basis of the research. The theoretical framework hence preempts the methods, theoretical perspective and epistemology underpinning the research.

2.1 CONCEPTUAL FRAMEWORK OF INTER GOVERNMENTAL RELATIONS

Inter governmental relations refers to the complex relationship shared by different spheres of government through formal and informal structures and processes all intended to achieve a common national goal. “IGR includes a range of activities and meanings that are neither explicit

nor implicit in federalism” Wright (1988). These spheres differ from country to country, with some having national, provincial and local governments, whilst others have national and state governments or national and local government creating either a three tier government or a two tier government. Malan (2005) presents that IGR also relates to fiscal and administrative dynamics between different spheres government whereby the channels for revenue collection and distribution is determined.

Van der Walt and Due Toit (1997) argue the term IGR refer to the horizontal and vertical interactions between government institutions done on mutual grounds. Chakunda(2015) echoes the same sentiments as he asserts that IGR are reflective of the horizontal and vertical power dynamics between three tier governments. IGR are concerned with the links between the different tiers of government in a decentralized system of government Sunday (2014). Kuye, Thornhill and Foure (2002) indicate that for the successful interaction of these spheres of government, they ought to be guiding legislation, structures and institutions to guide and facilitate the relationship.

The setting of different policies and mechanisms that will ultimately guide the ground on which different spheres of government in a country relate to each other is the essence of IGR Malan (2005). This relation is reflective of the countries constitutional framework and complex underlying issues of power, religious beliefs, racial and ethnic status. IGR encompasses issues to do with the different mandates and responsibilities awarded to a sphere of government .The distribution of revenue and responsibilities forms the discussion on IGR rendering it a discussion on functional allocation Malan (2005).

Opeskin (1998) suggests the essence of IGR lies with the cooperative consensual coordination and interaction of different levels in government aimed at achieving one common goal. This implies that for successful IGR to prevail, they isgreat need to have cooperation and adopt mechanisms and policies conducive for the relationship. Different facets of the government need to the reach a consensus in order to achieve IGR , thus as Thornhill, Ordendal, Malan,Mathebula, Van Dijk and Mello (2002) suggest IGR is concerned with the interaction and practices of politicians and government officials in national, provincial and local government. This co

operation does not only entail formal structures and legislation but also include the informal structures, committees and boards that characterize the day to day running of governments.

Anderson (1960) notes IGR are the interactions inherent within government institutions in all its spheres. Wright (1978) further suggests the growing complexity and interdependency of government environment due to dynamic political systems has given IGR room for growth and development. Some of these complexities include multiplicity of units, growth in number of public officials, importance of government office bearers amongst others. Therefore it is fundamental to note IGR leans upon cooperation within spheres of government. IGR hence gives character to cooperative governance, thus as suggested by Simeon and Murray (2001).

Contrary to most studies, IGR are not entirely limited to federal states. Different political systems practice different IGR suited to their political environment this leads to the varying models of IGR. Anderson (1960) defined IGR as activities and interactions between different levels of government in federal states. Ibok&Ntekim (2014) further reiterated IGR as the interaction between units and agents of the federal state, in formal or informal conduct. However, Wright (1960) reflects IGR exists in federal states but not in entirety hence can be applied in any political system characterized by national-state-local levels of government. Wright (1999) further noted “it is normal to talk about intergovernmental relations in a federation or confederation system. It also can be possible in any political system where there is a central government and local or provincial governments”.

According to Opeskin (1998), IGR simply refers to relations between central, regional and local governments that facilitate the realization of common objectives through cooperation. The dynamic socio-political, macro-political and geo-political environment the country goes through affects and shapes IGRs in a vast way. Chakunda (2015) argues that the conceptual elasticity of IGR is concerned with the interaction between government spheres and levels. These interactions are influenced by the political, social, macro finance and geographic events taking place in and around the country.

The study and practice of IGR began in federal states where multi interactions between the state and nation were paramount to maintain federal balance and provide effective and efficient services to the people Elazar (1962). Anderson (1960) argued the study and practice of IGR is indigenous to United States (a federal state) and not widely used or understood by many. However Anderson (1960) defines IGR as a range of activities and interactions taking place between government institutions. This network of relationships in government and governance issues necessitated the study and practice of IGR centuries ago and contemporary public administration and management for effective and improved service delivery and governance.

Mathebula (2004) notes IGR originated in the United States, during the Roosevelt's New Deal era. It is pointed out that the practice was necessitated by challenges experienced by the different tiers of government in coordination of State affairs. The complex environment characterized by socio-economic, macro economic and political changes inspired federal states to decentralize in order to pay attention to the welfare of this dynamic society and provide much needed service delivery. This development brought forth devolution which influenced governments to decentralize power and resources and have a sufficiently decentralized service delivery system.

However the growing need for improved relations between institutions and organizations in governments, either unitary or federal has prompted the adoption of IGR in different political systems. Wright (1988) noted "IGR includes a range of activities and meanings that are neither explicit nor implicit in federalism". Wright (1999), states that IGRs is possible in any political system whether it is a federalism, confederation or unitary state. It mainly is concerned with interactions and relations amongst government spheres and levels. Furthermore it explores the behaviors and actions of these tiers amongst one another. This shows IGR exists in all governments where there exists more than one tier of government. It is a relationship between national and state, national, provincial and local governments and also between national and local government.

It can further be understood as the process by which national resources are shared and distributed amongst government levels for the development of the nation. Haurovi (2012), states that IGRs refers to the fiscal and administrative processes through which spheres of government allocate

resources and the prerequisite conditions surrounding the assisted aid. The distribution of financial resources amongst the three levels raises a dynamic to IGRs that is fundamentally vital. Financial autonomy granted to local or provincial governments determines the amount of autonomy and discretion these spheres have on issues to do with development in areas under their jurisdiction.

2.2 CO-OPERATIVE GOVERNMENT.

No sphere of government could ever work in isolation. Cooperative governance involves principles of interdependency and interrelatedness in the creation of an efficient network of government institutions. De Villiers (1994) states that cooperative governance involves spill overs in government resources, shared responsibilities and challenging socio-economic environment which require cooperation in order to adequately provide services.

The concept of cooperative governance entails creation of a partnership between the three spheres of government, maintaining their distinctive responsibilities and cultivating inter relationships to fulfill their designated duties. DCD (1995) argues cooperative government is a constitutional norm that guides all government institutions and organizations and draws the mutual environment for coordination between the three spheres of government. It is paramount that spheres of government work together guided by a set of principles constitutionally set out.

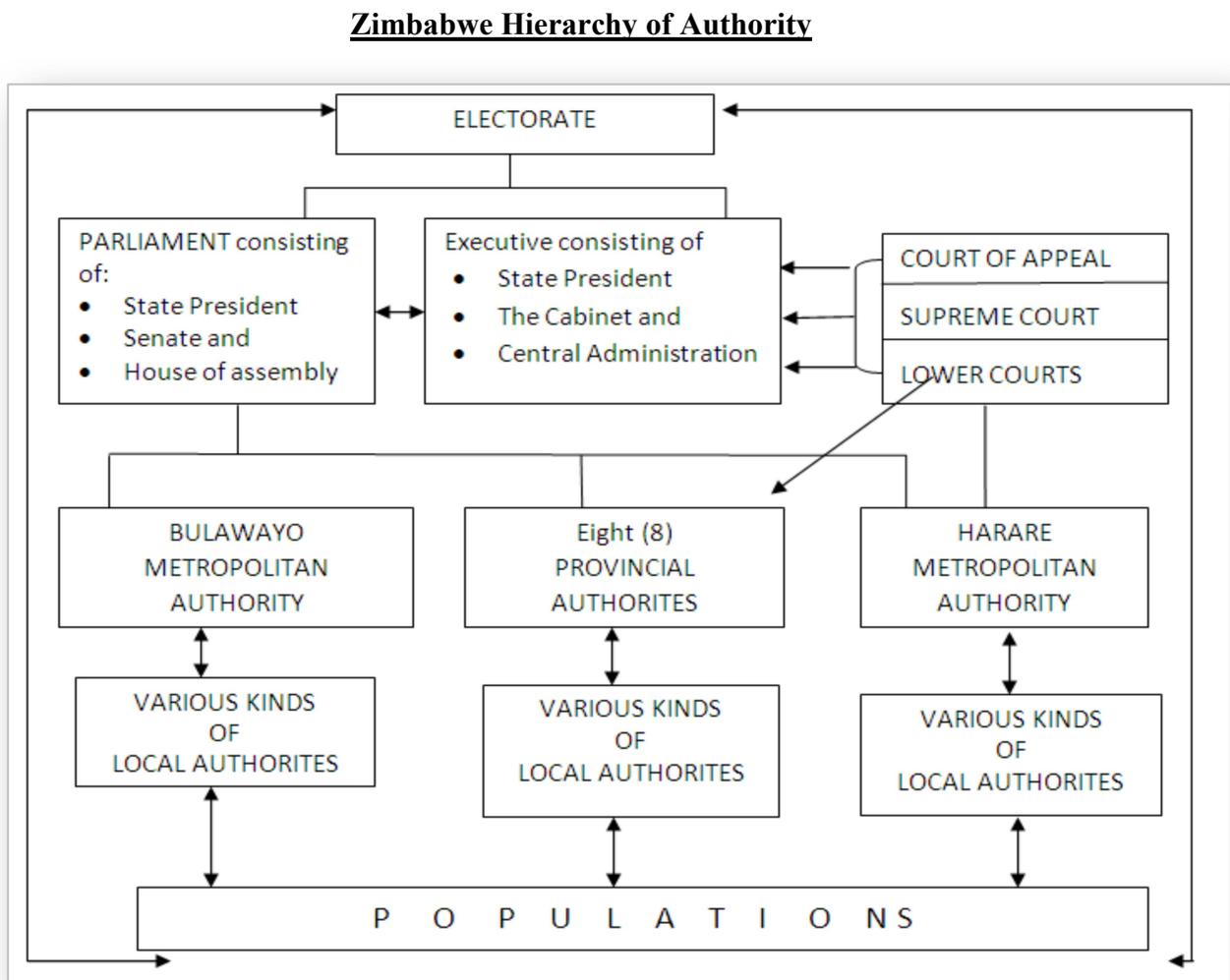
Cooperative government encompasses collaborative decision making amongst government departments and organizations. Malan (2005) states cooperative government does not ignore differences in approaches viewpoint amongst the government spheres but encourages constructive debates and conflicts to bring out the best solutions towards issues bedeviling the government. It brings together organizations and unites people from different ethnics and racial groups to create a united front in creating policies and programs that resonate with a diverse population.

The combined Harare residents association green paper of 2014 gave the fundamental reasons for cooperative government in Zimbabwe which are; to promote cooperative decision-making, coordinate and align priorities, budgets, policies and activities across interrelated sectors,

to ensure a smooth flow of information within government, and between government and communities, with a view to enhancing the implementation of policy and to prevent and or resolve conflicts and disputes. In order to fulfill these mandates and functions, the three spheres of government need to work together.

2.3 THE STRUCTURE OF ZIMBABWEAN AUTHORITY

Figure 1



Adapted from Chakunda 2015.

In understanding IGR, one has to be familiar with the structures and mechanisms of IGR. Zimbabwe operates on a three tier government thus as provided by section 5 of the constitution. These are namely the national government, provincial and metropolitan and local authorities which shall comprise of urban and rural councils. The electorate is the primary customer for whom these structures have been constructed hence chapter 1 of the founding provisions of the Republic. The diagram above shows the horizontal and vertical relations and interactions of the three spheres of government.

2.4 THE FEATURES OF INTER GOVERNMENTAL RELATIONS.

2.4.1 Multiplicity of units.

IGR is not implicitly confined to federal states that concentrate mainly on nation-state relations. IGR takes into consideration the relationship between multiple spheres of government that expand beyond the nation-state but cuts through national-local, state –local, national-state-local and inter-local relations. Wright (1988) states IGR includes the combination of relations among the units of government. In the case of Zimbabwean IGRs, multiplicity of units entails the relationship between central, provincial and local authorities.

2.4.2 The primacy of public official’s attitudes and actions.

Wright argues the thrust of IGR depends on the interaction and attitudes and behavior of government officials who hold office. The human resources that run the day to day activities and functions of government create and maintain the environment of IGR. Anderson (1960) noted “it is the human beings clothed with office who are the real determinants of what the relations between units of government will be”. The evaluation and interaction of these officials with one in another sets the tone for IGR and provide either for its growth or demise.

2.4.3 Informal working patterns.

The continuous ongoing interaction of government office bearers is regarded as one of the features of IGR. It is made up of both the formal and informal structures and channels of government that help maintain communication and coordination. Corwin (1950) describes this

scenario as one in which government departments is complimentary to each other in achieving one universal goal. It should be stressed that IGR is not a once off event but a continuous and sometimes intangible process of cooperative governance between spheres of government. The fusion of both the formal and informal practices and principles in government, should seek to enhance IGR so as to achieve the common goal of the government.

2.4.4 Importance of administrators.

Anderson (1960) states the awareness of the roles played by public officials contributes to the fabric of IGR. IGR appreciates the role played by government administrators in effectively cultivating the environment for IGR. It recognizes the important part played administrators, councilors, mayors and governors in the effective execution of IGR. Administrator's interaction in formal and informal circles plays a pivotal role in allowing cooperation between private and government relations.

2.4.5 Policy emphasis.

IGR focuses on policy and political issues that affect the nation and the local spheres of government. The dynamic and complex political and policy environment that is experienced by contemporary governments requires complex adaptation and this includes adoption of IGR. Wright (1960) notes that "the secular shift from regular politics to distributive and redistributive politics signaled new power relations..." IGR focuses on issues to do with citizen participation and improved service delivery within government. Furthermore IGR facilitated the discussion on "fiscal fixation" as Wright would put it. The question on national provincial local revenue allocation and generation is one of the contentious policy issues rocking most either federal or unitary states.

2.5 THE FACTORS THAT SHAPE INTERGOVERNMENTAL RELATIONS.

According to Cameroon (2001), "IGR operates at the interface between what the constitution provides and what the practical reality of the country requires". This observation calls for this research to lay down the factors that influence and shape IGR. However, as these have been

discussed in the context of federal states, they are not limited to national state relations but also apply to national-provincial and local state relations which are synonymous with unitary states. These influencers include; Demographic and geographical factors, Historical factors, constitutional and institutional factors, social and cultural factors and political factors.

2.5.1 Demographic and geographical factors.

IGR is greatly shaped by the population size and landscape of a country. The shape that IGR will take will depend on the number of provinces and the population density of each province in that nation. Zimbabwe has a population of over 14.15 million, encompasses 10 provinces that differ in population distribution. South Africa holds a population of over 51.7 million and has 9 provinces across the country. The federal state of Nigeria holds an estimated 173.6 million (Worldometers online (2015)). Evidently the shape and structures of IGR in these three countries are expected to be different to cater for the difference in population size and the complexities that come with it.

2.5.2 Social and cultural factors.

The language, race, culture and religious distribution of a country greatly determines the shape IGR takes. This sets out the tone for the minority or the majority group and determines which policies pass and which ones fail which ultimately influences the shape of IGR. Cameroon (2001) states “profound socio-cultural differences within a country may create mutual ignorance and suspicions that inhibit effective intergovernmental relations”. For a country like the United States it is easier to implement IGR unlike a nation such as Nigeria that has over 300 ethnic groups.

2.5.3 Historical factors.

The force of historical cultural events of a nation can make or break IGR. Its development or demise greatly is influenced by these shared historical episodes that create the root of IGR. The history of Zimbabwe is characterized by colonial prejudice that created IGR structures favorable to the white colonial government. The colonial government ravaged, dismantled and attenuated African political government systems replacing them with colonial legislation, systems and institutions lucrative for a sustainable colonial enterprise, Chakunda (2015).

2.5.4 Constitutional and institutional factors.

Cameroon (2001), states that the nature and structure of the government influences the shape of IGR. The number and size of the different tiers/spheres of government each country has plays a part in molding the type of IGR of that country. Zimbabwe has 10 provinces that have over 50 local authorities and institutions of government that work amongst it. In comparison with a country like the United States that has over 50 states that cannot conduct business in one board room but can do so from different states to achieve one national goal. Furthermore the dynamic constitutional provisions stipulated by a country give shape to IGR greatly. Some countries like Zimbabwe operate on a parliamentary system where the President heads the executive and holds considerable power whilst some countries have congressional system where power is diffused amongst actors like in the United States. These differences define the nature IGR will take suit the different actors involved in the dissemination of power.

2.5.5 Political factors

The political principles adopted by a country greatly influence the IGR likely to emanate in that nation. The electoral system that makes sure every person gets a chance to vote for their favorable government representatives determine whether the minority are equally represented just as the majority. Multiparty systems inherent in different governments pose a political threat and opportunity for IGR. Furthermore the extent to which a country adopts and practices the principles of centralization and decentralization plays a significant role in shaping IGR. The extent to which decentralization or centralization is practiced draws the line of authority, discretion, autonomy and for each tier or unit of government thereby setting out the nature of intergovernmental relations.

2.6 GLOBAL PERSPECTIVES OF INTERGOVERNMENTAL ORGANISATIONS

IGR is a global phenomenon with different countries adopting it the best it suits them. Countries inhabiting different political systems practice IGR all with the goal of effectively delivering public services and retaining national sovereignty. Canada, Zimbabwe, South Africa and United States all have different forms of IGR and these will be discussed below.

2.6.1 The South African Inter Governmental Relations.

Inter governmental relations in South Africa are constitutionally provided for in chapter three section 4. IGR in South Africa comprise of relations between national – provincial and local authorities. The constitution of South Africa (1996) states IGR in that country is interdependent, distinct and interrelated. This therefore presents that IGR in South Africa recognizes each spheres' autonomy, discretion and geographical boundaries. However it reiterates the importance of cooperative governance and provides for mechanisms and policies to guide the day to day relations.

Section 41(1) of that constitution specifies eight specific principles of cooperative government and intergovernmental relations. The three spheres of government are encouraged to preserve peace , national unity and sovereignty of the country. They are to secure the welfare of the people through practicing effective, transparent and accountable governance. The constitution is the Supreme law of the land and they are obliged to follow and be loyal to it and the people of South Africa. The three spheres are cautioned to exercise their delegated powers over areas under their jurisdiction and not encroach on other spheres of government. Mutual trust and cooperation is encouraged amongst the spheres of government to avoid conflict, Constitution of South Africa (1996).

Dipholo and Gumede(2013)The Constitution of the Republic of South Africa allocates functions to these spheres of government on either an exclusive or shared basis. This means the central and provincial governments are mandated with providing social services like education, health care, social security roads and welfare services with central government being the policy formulator, standard evaluator and responsible for regulating framework whilst provincial governments are largely implementers of government policies. National government plays an evaluation role on provincial and local government hence it retains the power to intervene in local government issues when necessary.Dipholo&Gumede (2013)“Provinces and municipalities enjoy relative autonomy and remain accountable to their constituencies to reflect local preferences but are nevertheless subject to supervision and regulation by the national government”.

2.6.2 The Canadian Inter governmental relations.

Canada is a former British colony and still exercises parliamentary democracy in the Westminster way and adopted a federal political system of governance. Canada has 10 provinces and amongst these they are two largely populated states of Quebec and Ontario. They are two houses of Parliament within the Canadian government, thus the Senate and the House of Commons, both which are lead by the executive who is the Prime Minister of the Land. The executive arm of government consists of the Prime Minister and selected Ministers.

Canadian system of government is a fusion of federalism and parliamentary structure making it one of the unique governments to adopt the two systems concurrently. According to Herperger (1991), the Canadian government gives legislative powers lower levels of government, thus to provincial and local levels of government. The author notes the distribution of powers is uniquely marked by the inclusion of several government unilateral powers, were it can overrule provincial powers. The national government provides the lower levels of government with policies and they implement as per national government directions. Furthermore, central government intervenes into provincial and local government business if and when they don't perform optimally hence establishing the central governments supremacy in the Canadian IGR matrix.

Johns, O'Reilly and Inwood (2007) give an outline of the formal and informal structures of Canadian IGR and stress the evolutionary work obtained by the government. The structures have grown from fiscal local government structures, to management and administrative structures in all states and provinces in Canada. Over the years, IGR has had increasing number of multilateral and bilateral intergovernmental agreements and partnerships indicates more intergovernmental activity in all policy areas, even in exclusive jurisdictions such as health, education and trade. However they have been continued centralization of intergovernmental structures, allowing first ministers to exert greater influence on the system of IGR. Johns, O'Reilly and Inwood (2007) the intergovernmental administrative machinery in Canada has evolved to reflect an increasingly interdependent federation.

2.6.3 The American federalism.

Haurovi(2012) suggests that the constitution of America left the multi layered federal system after independence. This necessitated cooperative intergovernmental relations in America and the continued evolution of the concept in government. America prioritized a government with units closer to the people and tuned local needs. Henceforth all social welfare needs of the state were catered for by the different federal states within the government whilst the Federal government maintained control on security services, foreign policy and diplomatic policies Glick (1989).

The American constitution asserts that authority lies in the hands of the people by stating “we the people” hence it devolved powers of administration to local levels, structures and institutions of government. This limits over powering of one sphere on another since their functions are distinct, independent and autonomous in their own right.Chandleir (1993) states that states are allowed to regulate their own framework outside the mechanisms and legal framework set by the federal government. Local government has the authority over the form of policing, criminal and civil law, public works and education and planning.Russel (1995) points out relationships between local governments and states are illustrated in the constitution and the laws governing each state however, the constitution is silent on the issues of IGR.

While the Constitution does provide a framework for intergovernmental relations, the document does not provide all the details on how governments should relate to each other. In fact, the Constitution can be particularly vague in laying out the balance of power between the levels of government.As mentioned above, the American Constitution gives power to the people, hence the same concept exists in shaping IGR through the Tenth Amendment which states “the powers not delegated to the United States by the Constitution,nor prohibited by it to the states, are reserved to the states respectively, or to the people”. Hence since United States is a rainbow nation characterized by people with different cultures and beliefs, race and tribes, language and religion, IGR is shaped by these differences.

Local government is not enshrined in the Federal constitution because they ar/e regarded as agents of state hence lie under supervision or authority of Federal law. Ferguson &

McHenry(1971) justify that the exclusion of local government from the constitution is due to their status subject to state responsibility.Hence the environment of local governments is left to state laws and constitutions in which they exist. This already poses both advantages and disadvantages to local governments and intergovernmental relations. Chandelier (1993) argues that restraints on local government came from states not from the Federal government. Legally local governments are created by the state constitution or legal legislation.

2.7 THE PRINCIPLES OF NATIONAL PROVINCIAL AND LOCAL GOVERNMENT RELATIONS.

The country does not have defined structures and policies guiding IGR within government institutions. This creates confusion and vague lines of authority to whom belongs the power and autonomy to do what when and how. However,Sokwanele Legal Resources (2010) presented principles that could be followed by the three spheres of government. All institutions of government within each of the national, provincial and local spheres mustpreserve the peace national unity and the indivisibility of Zimbabwe secure the well-being of the people of Zimbabwe and provide effective, transparent, accountable and coherent governance for Zimbabwe as a whole. Government’s institutions are urged to be loyal to the Constitution, and the people of Zimbabwe. Furthermore they are expected to respect the status, institutions and functions of government in the other spheres and not assume any function except those lawfully conferred on them.

To help maintain cordial and peaceful interactions, government and non governmentinstitutions are encouraged to exercise their functions in a manner that does not encroach on the geographicalfunctional or institutional integrity of government in another sphere andco-operate with one another in mutual trust and good faith. These initiatives foster friendly relations and assist cooperative governance. It is important for the institution to coordinate their actions with the legislation. All institutions are encouraged to refrain from legal proceedings against each other for this creates a hostile working environment characterized by conflict.

2.7.1 Measures to promote intergovernmental cooperation and settlement of disputes.

An Act of Parliament must establish or provide for structures and institutions to promote and facilitate inter-governmental relations and co-operation and provide for mechanisms and procedures to facilitate the settlement of inter-governmental disputes, sect 265. An institution of government, whether in the national, provincial or local sphere, which is involved in a dispute with another such institution, whether in the same or a different sphere, must make every reasonable effort to settle the dispute by means of mechanisms and procedures provided for that purpose, and must exhaust all other remedies before it approaches a court to resolve the dispute. If a court is not satisfied that the requirements of subsection (2) have been met, it may refer a dispute back to the institutions of government involved.

THEORETICAL FRAMEWORK

2.8.1 Network Government

Nearly five decades ago David Waldo propounded the networks theory in which he stressed that democracy is more than the political context in which administration is conducted. Waldo pointed out that public administration is now less hierarchical and insular and is augmented by a wide system of networks. According to O'Toole (), Waldo's research into democracy and administration brought out the need for handling democracy as more than just a part of political context help analyse the concept in hierarchical administration. His study brought themes of whether democratic ideals can be woven more tightly into the structure of administration.

However this theory has a very large following with wide array of scholars tabling different but almost similar definitions that have been evolving with years. In other studies, terms such as "network organisations" (Miles and Snow, 1986), "interfirm networks" (Uzzi 1996), "flexible specialisation" (Piore and Sabel) have been used to explain and understand the concept of network governance. Dubini and Aldrich (1991) defined network government as patterned relationships among individuals, groups and organisations. Powell (1990) propounded network forms of organisation is a lateral or horizontal patterns of exchange, independent flows of resources, reciprocal lines of communication. These definitions help the reader gain understanding of the concept and development of network government.

Network governance involves the collaboration and interaction of different organizations in accomplishing one universal goal or objective. O'Toole (1997) notes public administration is now less hierarchical and insular and is increasingly networked. It is a pattern of two or more units, in which not all major components are encompassed within a single hierarchical array. Network governance is encouraged to institutions and organizations that share similar functions or responsibilities in order to fully utilize the optimal resources available. Laurence and O'Toole (1997) states that networks are structures of interdependence involving multiple organisations. These structures display structural permanence and go further than formal interactions and linkages.

The advantages of network government are that there is improved learning, efficiency in use of scarce resources and increased capacity to create, implement and evaluate and monitor policies and programs. This also breeds a competitive culture amongst members of networks in both public and private organizations which will lead to improved service delivery to consumers Provan and Kenis (2007).

Networks are made up of self-governing organizations and institutions that essentially are involved in cooperative activities. In practicing their day to day functions, these organizational networks need mechanisms, policies and laws that will guide them and ensure conflict addressed resources adequately and equitably shared amongst units and that resources are utilized effectively and efficiently. Provan and Kenis (2007) state that network governance involves groups of three or more legally autonomous organizations that work together to achieve not only their own goals but also a collective goal. Networks involve interagency cooperation activities, IGR program and project management structures and forums, multifaceted constricting selection and PPP's.

In the case of public sector organizations, these networks are created by the government and have a set of mandated responsibilities and duties. Kilduff and Tsai (2003) present 'goal oriented networks' which they argue are typical of government departments, organizations and institutions that come together to accomplish a goal. Agronoff and McGuire (2003) concur with

this assertion and stress that goal-oriented networks have become the contemporary phenomenon as formal mechanisms for achieving multi-organizational outcomes, especially in the public and nonprofit sectors where collective action is often required for problem solving.

The backbone of goal oriented networked government is on solving socio-economic and political issues that require multi sector collaboration. Issues like poor social services and infrastructure development require more than one department or sphere of government to solve them; hence the need for networked government. According to Provan and Kenis (2007), network governance would occur through a single organization, acting as a highly centralized network agent, or lead organization, regarding issues that are critical for overall direction of the network. A single organization might take on some key governance activities while leaving others to network members. Alternatively, network members may delegate governance responsibilities among various units of network members, without necessarily giving one single organization a significant governance tasks.

2.9 Models of Intergovernmental Relations

Many authors and researchers have come up with different ways of understanding the concept of IGR in its dynamic forms but Deil Wright predicted the shape IGR would take in 1978 and 1988 presenting three models of IGR. Radin & Agranoff (2014) discuss the three models along with various researchers in the field. Firstly, the coordinate authority model describes the clear separation between national and state/local relationships and the distinct boundaries separating the levels of government. Wright (1978) presented the inclusive authority model, a clear depiction of a centralized form of government where IGR were structured in a hierarchical manner. Thirdly, the overlapping authority model which in contrast depicted IGR as overlaps in functions, processes, responsibilities and structure. The three levels of government have limited discretion and power over their areas of jurisdiction and it is greatly characterized by competition, coordination and compromise Wright (1988) in Agranoff & Radin (2014).

2.9.1 Coordinate authority model

Burke (2014) states that “Constitutional and legal bases are the foundation for the coordinate authority model, with adjacent, “dual” authority between the national and state government levels”. The national government is the dictator on a combined local government comprising of provincial and local authorities. The central government enjoys unlimited powers over local government and controls its existence. In Zimbabwe the enactment of laws like Salisbury Sanitary Board 1891, 2ND Ordinance of 1894 and the Municipal Law of 1897 followed by the Matebeleland Order in council and a number of legal instruments enacted after these were an instrument of maintaining European colonial rule over the African majority Chatiza (2010).

2.9.2 Inclusive model authority

In this model the states, local and provincial governments are independent from each other but dependent on the central government following provisions stipulated by the constitution and legal provisions of the country. According to Agranoff and Radin (2014), inclusive authority model by contrast, “presented a system in which intergovernmental relations were based on essentially a hierarchical set of relationships and emphasized the predominant role of the national level”. In Zimbabwe this was the case during the periods from 1980 to 2013 before the passing of the new constitution that removed local and provincial government from being creatures of statutes to being recognized and guided by the constitution. The central government created, controlled and abolished local authorities and provinces as it deemed fit and this has created conflicts between the parent ministry and local authority citing issues of over interference of the Minister responsible for local government affairs.

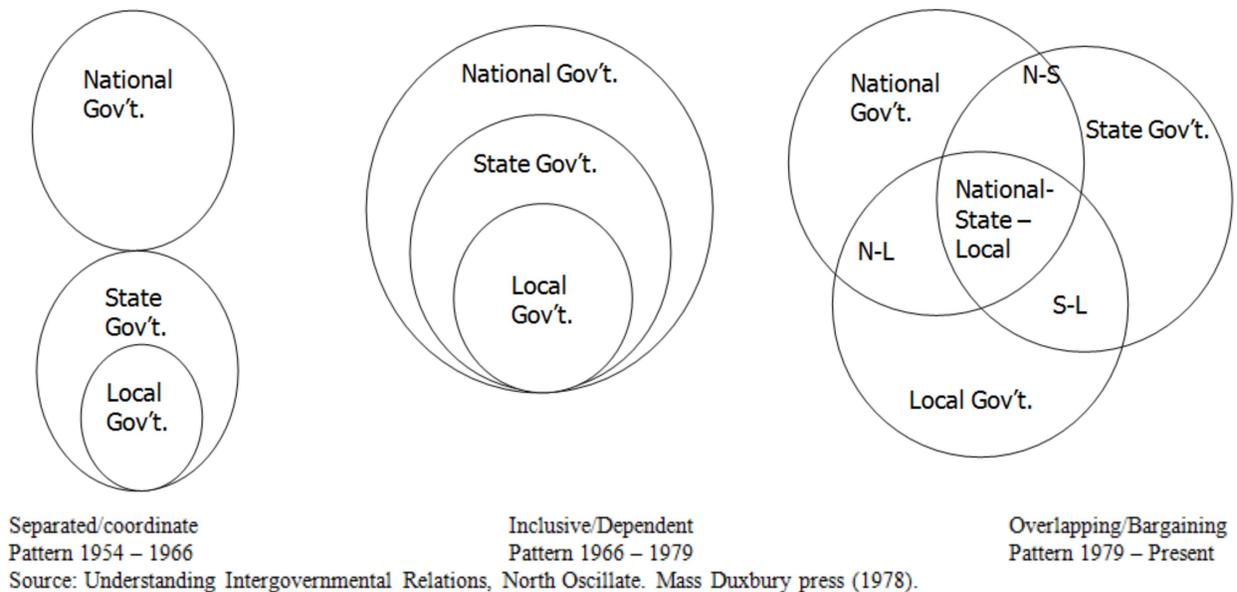
This model of IGR left local government powerless since it has always been on the bottom of the hierarchical nature of IGR. The central government directs upon provincial governments and in turn provincial governments upon local government leaving local government with less discretion and autonomy over areas under its jurisdiction. CAFRED (1999) noted that in an inclusive authority model, the state and local levels are kinds of extension of the central government. The national government decides on what state and local governments can do or can have.

2.9.3 Overlapping authority model.

In this sphere there is no clear division of autonomy and definitive boundaries. Interactions, interconnections and overlapping of duties and functions are characteristic of this model. Burke (2014) points out that the evolving political landscape and shifting philosophies toward decentralization of power in many countries, overlapping of authority model exists. Power is shared amongst spheres of government although each sphere will remain with specific delegated functions and autonomy. It is the 21st century model of IGR that allows for competition, coordination and negotiation within government levels. Ibok&Ntekim (2014) stated that in this model all tiers of government share functions.

Relations in this model are safe guarded through negotiations and bargains since agreements and partnerships are the order of the day. Since it is a competitive environment of shared responsibilities and functions, conflict is rife and institutions need to adopt effective measures of conflict management.

Figure 2



Adopted from Enefiok, Ibok, Ekpe and Ntekim (2014)

2.10 CONCLUSION

The context of IGR in Zimbabwe is best discussed in horizontal and vertical interaction of the three tiers of government. The structures and legislation guiding the relations is the focal point for improving the important concept. This chapter explored the theories and different approaches that may be used and have been adopted to study and understand the subject and practice of IGR.

CHAPTER THREE

RESEARCH METHODOLOGY AND DESIGN

3.0 INTRODUCTION

This chapter seeks to illuminate on the methods and techniques used to gather and analyze data concerning the research topic. It also gives rationale on the use of the methods adopted in data collection and on the data analysis techniques implemented. The researcher will make use of interviews, questionnaires and observations. Henceforth this chapter focuses on aspects of data collection methods, data analysis that is going to be adopted, the research design adopted in the study and the target population.

3.1 RESEARCH DESIGN

The research design is a model created by the researcher in order to maintain control over the outcomes of the findings. Parahoo (1997) describes research design as a plan that describes how, when and where data are to be collected and analyzed. It ultimately has to help the researcher answer the research questions posed in chapter one. Van Wyk (2014) states a research design sheds light on what data is required, what methods are going to be used to analyze and collect data and how all of this is going to help answer the research question. This research focuses on the dynamics presented by the constitution on IGR issues bedeviling the government. The research approach to be adopted in understanding the challenges, impacts and improvements brought by the legislative instrument, the researcher will adopt a qualitative approach, exploratory and descriptive design.

Burns and Grove (2003) define a research design as “a blueprint for conducting a study with maximum control over factors that may interfere with the validity of the findings”. Like any research undertaken, results should be valid and accurate to the study pursued. Henceforth a researcher needs to come up with research design that suits the relevant study and minimize errors by maximizing reliability and validity of the data gathered. A research design should

however help the researcher answer research questions accurately, validly and objectively. Hedge (1987) further states a research design provides the structure by which the researcher can control and manipulate the variables to the study.

3.1.1 Qualitative research.

Burns and Grove (2003:19) describe a qualitative approach as “a systematic subjective approach used to describe life experiences and situations to give them meaning”. In most cases, qualitative research is based on inductive findings, thus empirical evidence. It is a descriptive approach to research and the results have a descriptive interpretation Luck and Rubib (2005). The researcher creates the conditions and does not have a step by step structured procedure hence results can be dynamic. The researcher also needs to come up with a research design that is going to help him/her to answer the research question or else change the design or questions. Shurink (2009) emphasizes the methods used to collect information should manage to produce the data required, if not, then the researcher needs to change the methods or questions.

Qualitative research requires the researcher to maintain close relation or contact with the subject under study. This helps bring out a multi faceted reality to the study and adopt a person-centred holistic and humanistic perspective to understand human lived experiences without focusing on the specific concepts (Field & Morse 1996). Webb and Auricombe (2006) states qualitative research is an exploration of what is assumed to be a dynamic reality. This means the researcher tends to come out with a dynamic spectrum to the research study. Qualitative research methods adopted for this study include observations, interviews and secondary data. These methods allow the researcher to gain personal, intimate sub conscious thoughts, feelings and opinions on the issue under study from the target population.

3.2 Target Population.

According to Newman (2006) target population is a group of potential participants or cases from which the researcher wishes to draw a sample from and from which results from the sample are generalized. A population refers to the entire group of people, events or things of interest that researcher wishes to investigate" Sekaran (2000). From the target population the researcher draws

out his/her sample from which conclusions and generalizations about the study will be obtained. The sample is a representative of the large population that could not be put under study all at once. Haurovi (2012) states that the target population is the “universe of interest” from which all conclusions and generalizations about the study will be assumed. The target population is important in that it narrows down the audience the researcher shall use to obtain relevant information to the study.

3.2.1 Population Sample.

Population sample are individuals who participate in the study and from which data is collected. Wisker(2001) states that a population sample is a chosen group upon which a research is done. The sample is miniature expression of the larger target population under study. Sampling is the process of selection of the target individual or group to help the researcher answer the research questions. Arkava and Lane (1983) in De Vos ,Strydom, Fouche and Delpont (2005) stated that a sample is comprised of elements distinct characteristics of the population considered for inclusion in the research study .The researcher made use of stratified random sampling to select the participants in this research. The researcher stratified the respondents into Municipal Directors, IGR Experts, and Provincial Government officials. Purposive sampling was used for all target population groups due to the limited and elite nature of the research population.

3.2.2 Sampling Techniques.

Sampling is done for feasibility and reliability of the research study. They are two major sampling techniques which are namely probability and non probability sampling techniques. Simple random sampling, interval or systematic sampling, stratified random sampling and cluster sampling are the commonly used probability sampling designs. The probability sampling technique gives every member of the population target a fair chance of being chosen to be part of the sample to be used by the researcher. However the non probability sampling technique relies on the researcher’s discretion and judgment and only reaches the researcher realm of knowledge on the subject. This design is used when the researcher is not well versed with study being undertaken and makes use of snowballing, purposive and judgmental sampling techniques.

3.2.3 Purposive /Judgmental Sampling

The researcher makes use of their knowledge and judgment in selecting the sample for the study. It is a research utterly based on the researcher's judgment and the sample is representative of the elements and characteristics needed to answer the research question Singleton and Straits (2004). The researcher makes use their academic, social and intellectual knowledge to draw out a sample from the population that will be representative of the target population. It is a procedure based on case, individuals or communities judged as being appropriate or informative for the research underway Haurovi (2012). This method can also be used to select a sample from a target population that is considerably small and confined to that area of study. In this research, purposive sampling was adopted in choosing a sample for Provincial Administrators, Municipal Directors and IGR experts because they are few in numbers and have the specific information needed for the study. The researcher chose from key departments at Provincial offices and Municipal. Only officers in the administration and management departments were targeted for this research. With IGR experts, the researcher purposively picked individuals who displayed adequate knowledge in the study and obtained background intellectual information to evaluate their level of education and exposure to the subject in question.

3.3 Data collection procedure.

This section will discuss the methods used by the researcher to gather data from the sample population and the manner in which this was done. The researcher in this case made use of interviews and secondary data to obtain information about the study. For the need of reliability and validity, the researcher made use of primary method of data collection, unstructured interviews since the population sample belonged to a group of elite and specific individuals and the information required demanded personal and in-depth answers. To augment the information provided by the interviews, the researcher studied and analysed secondary data such as newspapers and legal statutes linked to the research study.

3.3.1 Interviews

Kahn and Carnell (1957) describe interviews as a conversation with a purpose. Kumar (1999) notes that interview is a conversation initiated by the interviewer to gain information from the

respondent. In interviews, the researcher obtains information face to face from the respondent and has the ability to gather more in depth data. Interviews enable clarity on the part of the researcher on issues previously overlooked or not understood. This is achieved through face to face conversations that allow for explanations, descriptions and quotes that may be useful to understating the study. Interviews allow respondents to say out issues that are most important to them and give new light on population's view or opinion over the study problem.

The researcher will conduct interviews with a small sample of the targeted population due to the nature of research aimed at. Interviews will be held with IGR practitioners, Provincial Administrators and Directors to gain in depth understanding towards the research study. Personal interviews enable respondents to get an in-depth explanation and understanding of complex terms questions not understood. It also enables clarity of facts and opinions. In this research, securing an interview date and time from all respondents was a challenge but the researcher was successful in conducting interviews with key officers. An application to conduct a study with the organisation was written and sent to the Bulawayo Municipality and Bulawayo Province. The researcher got responses from both offices and at the Municipal office she was asked to complete a memorandum of agreement.

With IGR experts the researcher approached individual intellectuals in the field and secured impromptu interviews. With all interviews, the researcher requested permission to record the interview for the sake of capturing all the details and some obliged whilst others wished to not be recorded for confidentiality reasons. Some intended respondents could not be located for interviews hence affected the researcher's response rate but did not affect the reliability and viability of the interviews.

3.2.1 Advantages of Interviews

Interviews are useful for gaining insight and context into a research topic. When respondents give responses to a question, they explain in depth the context of the subject and opens new avenues for the researcher. Kumar (2005) noted the face to face impression of interviewees has a positive effect and people can open up their minds and the conversation can bring light to a study. The respondents further describe what is of great importance to them regarding the topic.

A new array of opinions and feelings on the subject is observed as the respondents express a point and answer a question to reveal the intensity of the subject to them. During interviews, the researcher is likely to gather useful quotes and phrases that may be useful to the study.

3.2.2 Disadvantages of Interviews.

The major disadvantage to using interviews for data collection is that it is time consuming and expensive and expensive compared to questionnaires and secondary data. In this case, the researcher had to travel three times to a different city to obtain interviews and permission to conduct the interviews. In some instances respondents would cancel stating they have more pressing events to attend to and the researcher would be scheduled for another day. This proved very expensive since the researcher had to travel constantly. Some respondents at the Town House were concerned with their confidentiality hence some maintained neutral responses and bias.

3.3.2 Secondary Data Sources

It is the information that already exists which has been collected for another purpose and can be in the form of textbooks, journals, reports such as census reports, maps, internet articles and newspaper articles among others Chabata (2012). The researcher made use of a wide range of secondary sources obtained from the internet, institution library and legal documents to help understand the study. Secondary sources provide a good foundation of information that helps understand the study and build a concrete research study. Some issues that have been overlooked and less studied may be picked through the use of secondary data.

3.4 CONCLUSION

The above chapter gave an account of the research designs which the researcher adopted which are descriptive and exploratory since the researcher seeks to generalize the respondent's characters and attributes at the same time bringing in new knowledge of the issues around IGR in Zimbabwe which is a new phenomenon. The researcher used methods such as interviews, questionnaires and secondary data to obtain information pertinent to the study. Findings of the

research will be presented through pie charts, bar graphs, tables, narratives. The next chapter is the presentation of the research findings in the study area.

CHAPTER FOUR

DATA ANALYSIS AND PRESENTATION

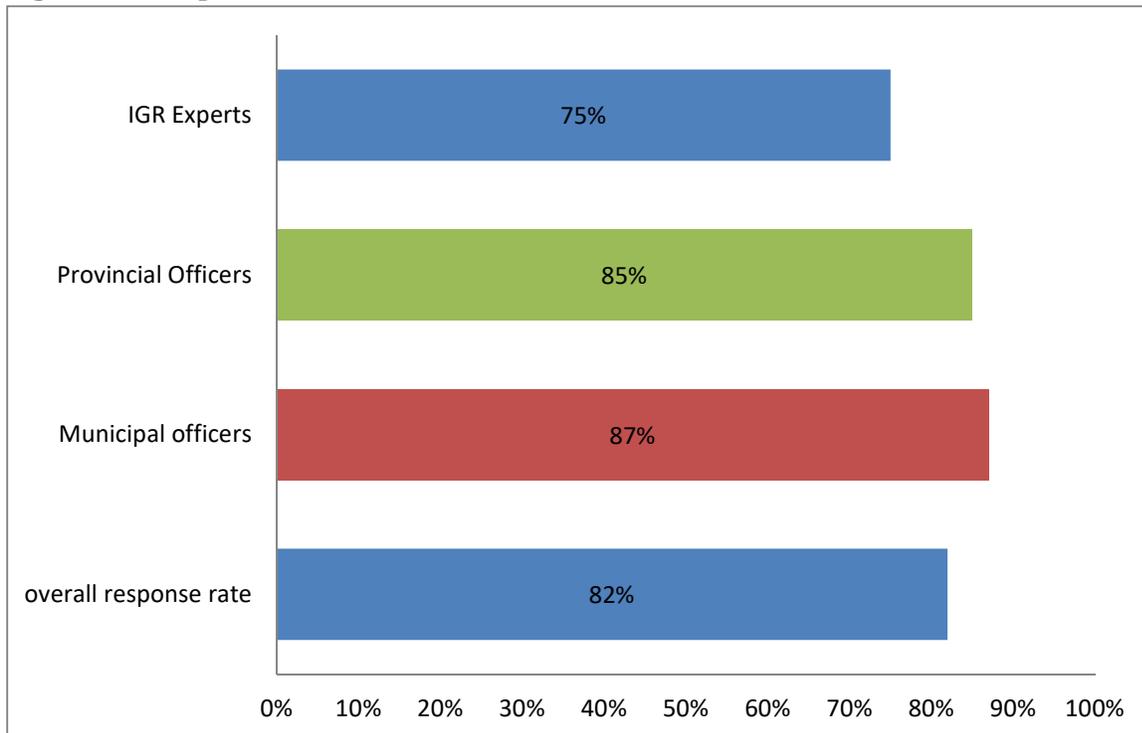
4.0 INTRODUCTION

This chapter is a presentation of data gathered through primary research instruments. The researcher made use of interviews and secondary information to gather data about the research topic. Findings will be discussed, presented and analyzed with the research objectives and questions in mind. Qualitative data is usually narrative description and explanations predictions of processes, outcomes and activates the specific issue under discussion. However the researcher will make use of pie charts and graphs to represent the data collected. The findings obtained from the field research will be the bases for the recommendations and conclusions in the later chapter.

4.1 RESPONSE RATE

The respondents to the interviews included Municipal Directors, IGR experts, and Provincial officers. Amongst the expected respondents of 15 Municipal officers, only 13 managed to keep their appointments with the researcher giving a response of 87%. The intended 20 Provincial officers to be interviewed only 17 managed to give audience to the researcher resulting in 85% response rate. 20 IGR experts were targeted for research but only obtained 15 making a response rate of 75% in that sample size. Altogether the response rate was 82%.

Figure 4.1 Response rate



4.2 RESEARCH FINDINGS AND DISCUSSION.

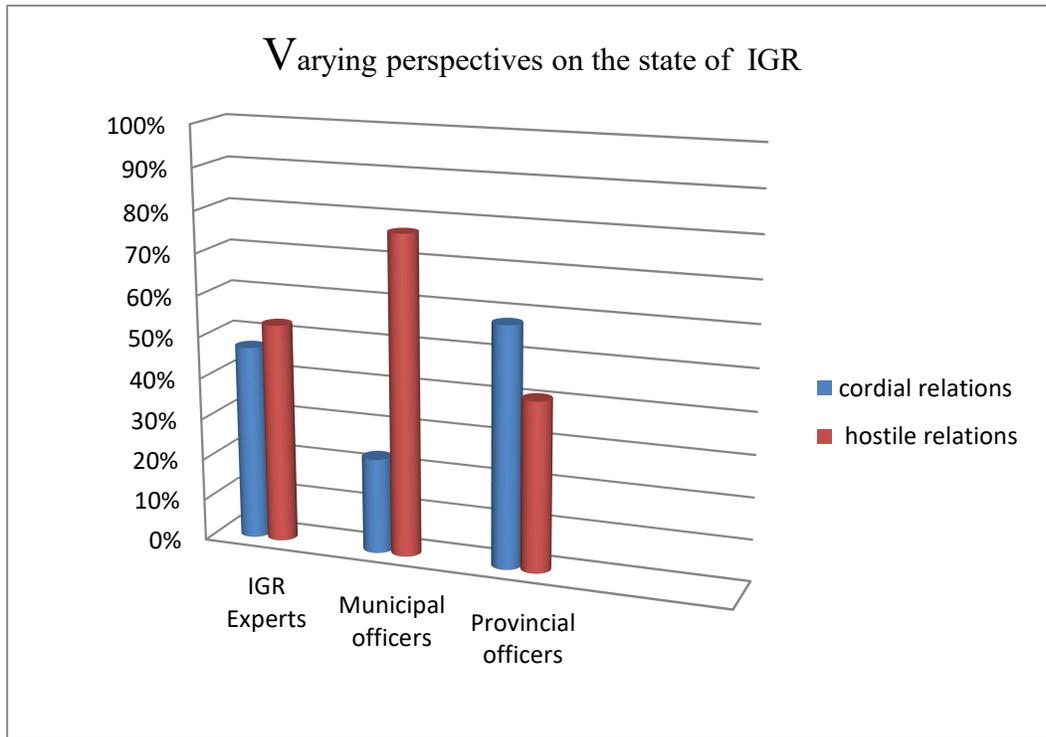
4.2.1 Views on the current state of IGR in Zimbabwe.

The study found out that local government officers feel that the IGRs environment is gradually developing since they have been given constitutional status. 60% of Provincial officers expressed the relations between the three spheres as “cordial”, a two way communication channel evident in that the three spheres through reports and meetings. A large number of municipal officers felt IGR were more centralized with directives being constantly cascaded down to them by the central government. A case in point is the 70/30% budget principle that directs councils to spend only 30% on labor and administration costs and direct 70% towards service delivery. Council officials feel this was done without their consultation and considerations hence creating tense relations. These views provide light on the first research objective and question tabled in chapter one on finding out the different perspectives on the state of IGRs in Zimbabwe.

Council officials feel accountable to the central government more due to the Ministers’ recurring intervention into council business which they feel is more politically driven than professional. This has created a hostile relationship between local authorities and central government resulting in legal proceedings of local authorities against the state and the state against local authorities, a case of Gweru City Council legal tribunal after suspension of council officials. Such events breed an unhealthy relationship that spill over to provincial councils leading to disrupted government administration which becomes evident in poor service delivery. They were split sentiments amongst respondents in the same organisation for example whilst 23% of Municipal officers felt the environment around IGR in Zimbabwe is cordial, 77% in the same organisation felt it was hostile. Similarly at Province, 58% feel it is cordial whilst 41% expressed a hostile and unreceptive relationship. 47% IGR experts expressed that the environment is cordial and 53% expressed that they are cordial and the Ministers’s interventions are legally justified.

Figure 4.2 presents the data discussed above.

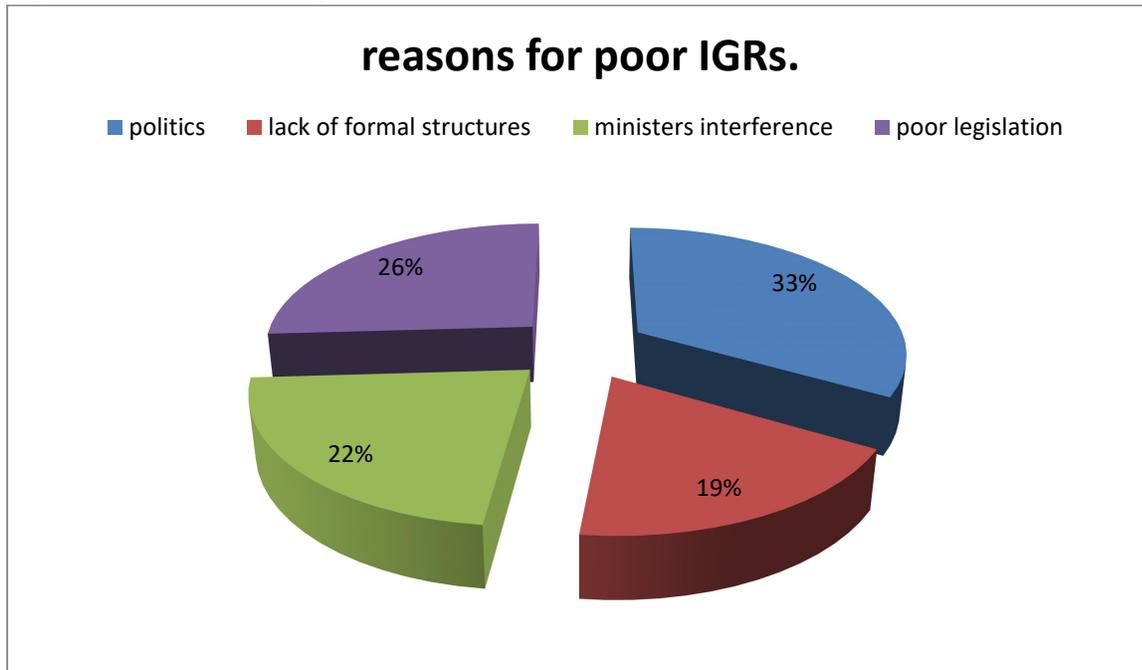
Figure 4.2 State of IGR in Zimbabwe



4.2.2 Reasons for poor IGR.

It is however against this backdrop that Municipal administrators feel politics is getting in the way of constructive IGR between national, provincial and local authorities. Most urban local authorities have MDC councilors whilst the parent ministry has an appointed Minister who belongs to the ZANU PF. This has resulted in political and administration squabbles and conflict with councilors and Minister acting ultra vires to the law.

Figure 4.3 Reasons for poor IGR



Source; Raw data (2015)

Whilst IGR experts stress the constitutionally ordained oversight role given to the Minister of Local Government IGR experts feel the office is being manipulated and ill used to serve political intentions. The MLG at provincial and district levels provide for interface, facilitation and coordination of local government. 70% of IGR experts expressed the need for the Ministers intervention stressing the importance of keeping local authorities in check and avoiding neglect towards service delivery.

Municipal officers and IGR experts expressed the negative effects posed by the lack of functional formal and informal IGR structures in government. Municipal officers highlighted that some meeting and committees are “ad hoc” and not adequately legislatively or financially supported. Constant communication through these structures is essential for IGR development like in the case of South Africa that has a wide array of legally supported IGR structures that are well budgeted for and recognized. Figure 4.3 illustrates the reasons for poor IGR experienced in Zimbabwe.

4.2.3 Structures of IGR and their effectiveness.

The researcher deduced they are no formal IGR structures created to deal with IGR in Zimbabwe. Provincial councils act a mediatory role between the central government and the local authority. All respondents concurred that the only formal structure for IGR is the channel that sets from the Permanent Secretary of Local Government to the Minister then the Minister directs to the Minister of state and the Provincial Administrator who in turn directs to the Townclerk in local authority.

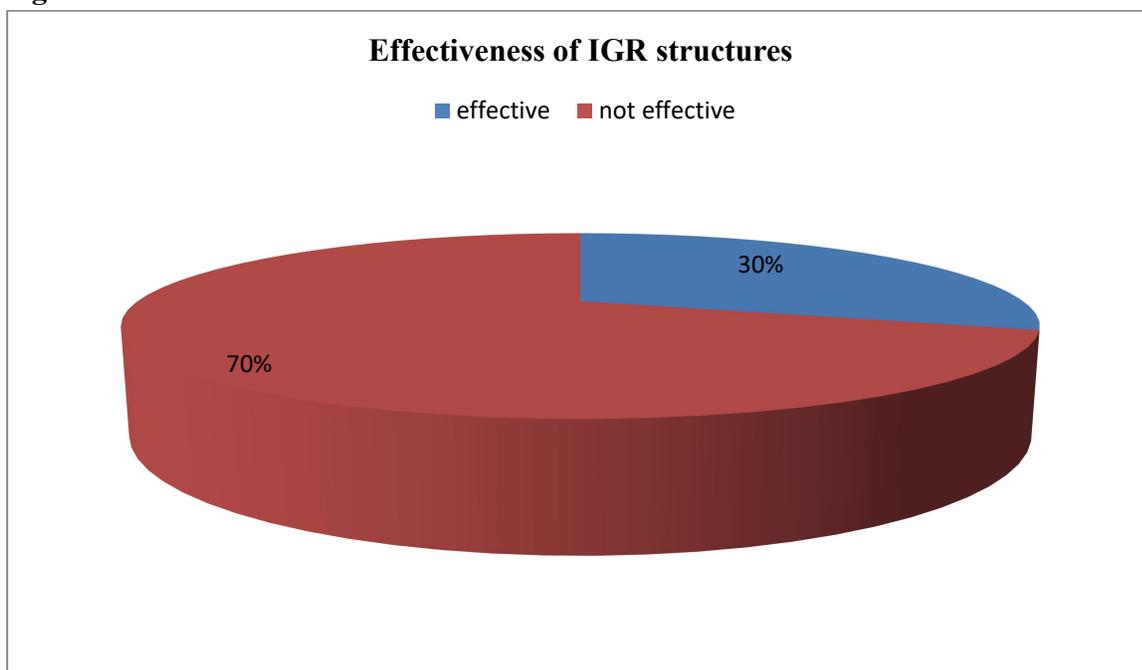
However they are Local Government Forums that attract audience like the town Mayor, Traditional Leaders, Local Government Association, Minister of Local Government, The President of the country and civil society. Furthermore they is the Provincial Development Committee (PDC).The PDC also calls for the PA to be present, Town clerk ,District Administrators and members of the civil society. The PDC comes together to discuss policy formulation and implementation .In Bulawayo the PDC was successful in organizing the Zone 6 Under20 Youth Games in 2014.

There are also the state occasion's committees that bring together members from the town council, Provincial office, minister of state and district administrators. This platform creates synergies between these spheres and pulls together scarce resources for the attainment of positive goals. However respondents seemed not to have an idea of the informal structures that cultivate IIGR in the country. One respondent expressed that some of the meetings by the Provincial and local authorities are ad hoc in the midst of a pressing problem or challenge like disaster management and urgent service delivery problems.

In the event of an epidemic or floods which may be declared a national disaster, central ministries call for national effort with the directive from central government. Cooperation to alleviate disaster on citizens creates a platform for cooperative government with relevant supporting Ministries. This forum helps coordinate financial, human and legislative resources available in abundance in one sphere compared to another. It helps engage government tiers with provate organizations and NGO's to alleviate disaster severity.

The available structures encourage shared vision and similar goals towards improving service delivery thus one response from a provincial officer. However local authority respondents felt the available structures are depriving local authorities a voice to be heard on issues to do with budgeting, human resources and basic administration. Local authority officials feel the communication between the formal structures is one way and top down hence rendering it ineffective for improved IGR. To this effect 70% of all respondents reported the existing structures are not effective in encouraging IGR only 30% expressed confidence in them delivering intended cordial relations. Figure 4.6

Figure 4.4 Effectiveness of IGR structures



4.2.4 The Constitutional provision on IGRs and issues surrounding it.

Research findings displayed that local and provincial governments have been enshrined in the constitution citing section 5 of the constitution of Zimbabwe Amendment 20 Act 2013, giving these two spheres of government a constitutional status (Chp 14). A Local Government Act is pending to be drafted following a provision stated in Sec 265 (3) of the constitution. This Act will provide directions, guidelines, mechanisms and procedures for cooperative governance between the three tiers of government. An improved status of local and provincial governments from being creatures of statues without significant authority and autonomy to being

constitutionally governed and recognized is well appreciated with the hope of attaining desired discretion and autonomy for improved service delivery and citizen participation.

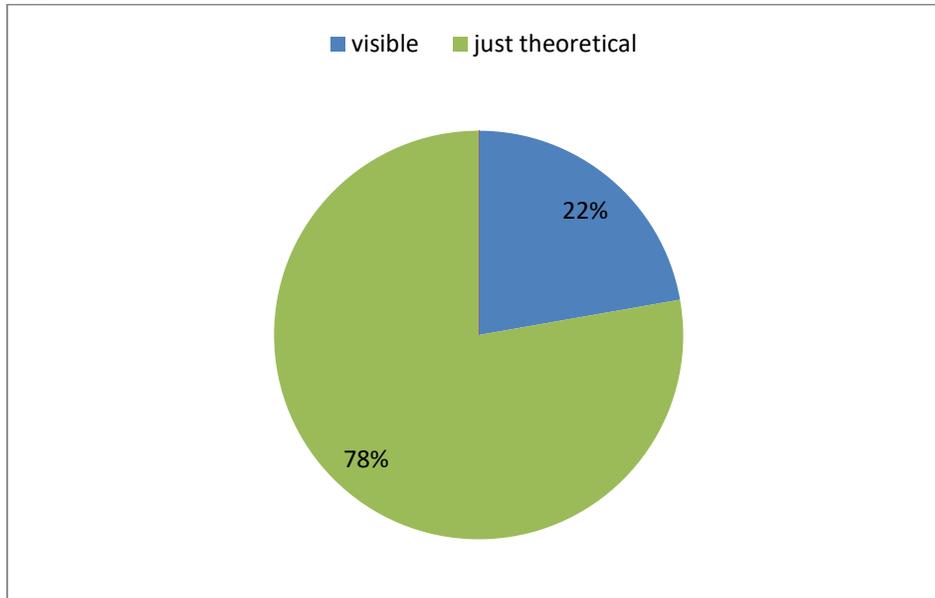
Municipal and local authorities appreciate that local government has been given a new mandate to promote devolution for the fulfillment of development in areas under their jurisdiction, Section 264. However they feel it is more theoretical than practical since the old laws are still the ones in place and ultimately no visible change is being felt. The vague nature of the powers and discretion granted to local authorities by its constitutional status poses conflict between the central government through the Ministry responsible for Local Government and local authorities hence the need for urgent alignment of existing legislation to current constitution requirements.

Section 267, 268 and 273 provide for the creation and constitution of Provincial and Metropolitan Councils and their functions are outlined in section 269. Prior to this provision the structure of Provincial Councils was catered for by the Provincial Administration Act 29:11 hence the need for structural change brought by the new constitution. The constitution stipulates they shall be a Local Government Act which shall provide mechanisms and coordination of Municipal and Provincial councils.

Since the adoption of the new constitution amendment 20 Act 2013, local government has been patiently waiting for the alignment of the old legislation with the new provisions in the Constitution. It has not come to fruition causing much discord and discomfort within IGRs. The discretionary powers of the Minister of Local Government over local and provincial councils would be clearly set with the new Local Government Act. The Act stipulates they shall be a Metropolitan councils and Provincial Councils. However these councils have not been put to effect due to delay in alignment of the Acts to the constitution. This has resulted in Provincial and Metropolitan councils working in old legislation and Provincial Councils abandoning meetings due to lack of legislative authority. Furthermore Provincial Councils are now a decision making body which requires financial discretion to administer these functions, but the delay in alignment has rendered it ineffective halting some development plans. 78% expressed the provisions of the constitution are merely theoretical and not yet visible on the ground hence proving less impact.

The remainder 22 % noted they have begun experiencing the difference brought by the constitution to local government. Figure 4.5 illustrates these sentiments.

Figure 4.5 Influence of the constitution on IGR.



Source;Raw Data (2015)

Furthermore local authority officials feel the delay has caused conflict between the Minister and local authorities since in the old legislation the Minister was entitled to oversight powers that included rescinding, dissolving and reversing council decision and committees. However the constitution takes back that power and grants it to local authorities and the Local Government Act. This discord has landed the Minister acting ultra vires in suspending council officials resulting in the Ministry losing an appeal in the tribunal court. Hence the need for a Local Government Act to addresses all these issues.

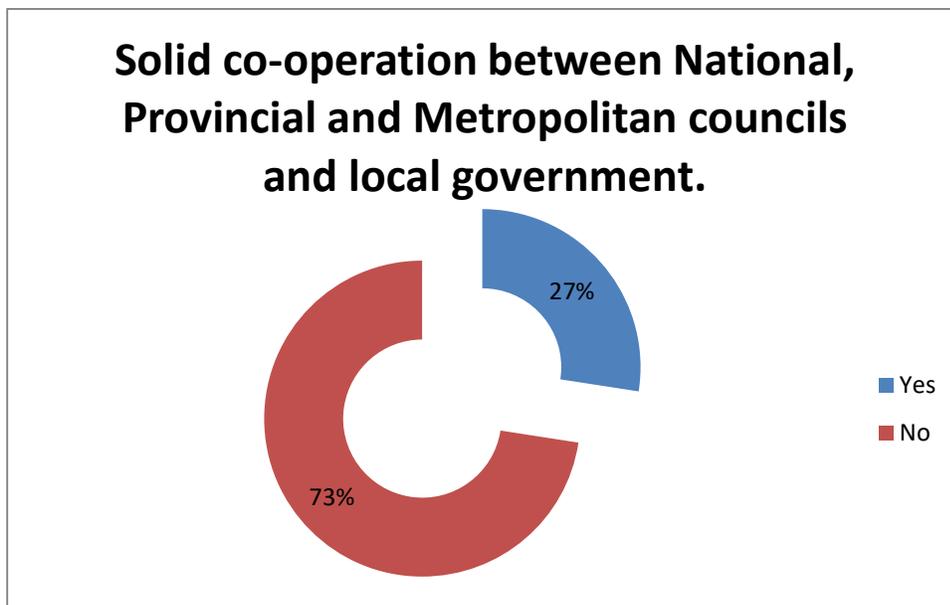
4.2.5 Cooperative government between the three spheres.

The researcher gathered the level of cooperation between the three tiers of government is very low considering 80% of all respondents expressed divorced coordination. 50% of Municipal officers felt the ground guiding cooperative government is not level leaving local authorities as merely directed institutions without autonomy.40% of Provincial Office responses shared same

sentiments with Municipal Officers with 70% expressing positivism towards the existing structures in promoting cooperative government.

Largely respondents blamed political interference into administration issues as the main cause of fragmented cooperative government practices. Some respondents in Municipal officers expressed their disregard for partisan practices in council affairs, yet a great number of council officials are engaging in political activities affecting their objectivity. Lack of dedication amongst leaders to improve IGR was highlighted with one official stating Directors of council and senior Provincial officers missing important IGR meetings or sending junior representatives who will not contribute meaningfully to meeting proceedings.

Figure 4.6 Co-operation within the three spheres.



Source; Raw Data (2015)

4.2.6 Recommendations and way forward for improved IGR in Zimbabwe.

The granting of lower spheres of Government constitution status is a new phenomenon into Zimbabwean administration. The Zimbabwean Government has a lot to learn and experience before it perfects the practice of IGR for improved governance and service delivery. Mechanisms, structures and forums to encourage cooperative governance need to be encouraged

and established professionally in all government departments with key stakeholders in place. Principles of cooperative governance need to be implemented, enforced and obeyed by all institutions impartially for the improvement of IGR in the country.

Findings of this study showed they are urgent need to create the Local Government Act for sanity to prevail in Local Government Ministry. The Act will set parameters for the structures, functions and powers of each tier of government which is what cooperative governance is anchored on, the clear distinction of each tier of government. As much as they are inter dependent and inter related, the Act will draw out each spheres mandates and responsibilities. Furthermore the Act needs to stipulate punitive measures on those that disregard cooperative government principles.

Political and administration dichotomy in IGR is essential for improved cooperative government. Appointment and dismissal of competent administrators on unclear and unjustified manner stalls the progress of developing IGR policies and practices that are fundamental to improving service delivery and public administration and governance. Hence unquestionable professionalism is sought for in both politicians and administrators as well legislators in charge of cultivating rich IGR within organizations. Practice of good governance should be the anchor for developing cordial and productive IGRs in Zimbabwe.

The lack of IGR practitioners and structures poses a wide gap of knowledge and development of both the practice and the study. Since it is a new phenomenon in Zimbabwe, there is great need to capacitate IGR experts so they can assist and advise accordingly policy issues surrounding IGR in the country. Workshops and seminars would be a starting point to discuss issues pertinent to the study and practice attracting audiences from all affected organizations and institutions. A skills training for key organizational managers on IGR practices, principles and policies is essential in order to inspire change of organizational culture from the top –down. For these efforts mentioned above to be fruitful, there is great need for resource mobilization and equitable distribution of available resources to ensure synergies and common purpose in service delivery.

4.5 CONCLUSION

The chapter outlined the general findings obtained from the field research on the dynamics of IGR presented by the Constitution Amendment 20 Act 2013. It provided the respondents views and perceptions on IGR and the dynamics inherent in the study and practice in Zimbabwean government structures. Legislative and structural dynamics were discussed and gaps in legislation such as the delay in aligning local government legislation to the new constitution and vague directives by the constitution stood out to be some of the main contentious issues brought forth by the research study.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.0 INTRODUCTION

The chapter gives a summary of the whole study, concludes the research and gives recommendations based on the research findings discussed in chapter 4. The Summary will be elaborated chapter by chapter and an overall conclusion will follow. The chapter dwells more on fulfilling the research objectives and bringing a fresh eye to the concept of IGRs as presented by the constitution of Zimbabwe Amendment 20 Act 2013.

5.1 SUMMARY

Chapter one was to introduce the topic to the reader and elaborate on the major concepts of the research. These concepts included the background to the study which helped the reader gain understanding to the dynamics of IGRs presented by the constitution of Zimbabwe Amendment 20 Act 2013. The statement of the problem which spelt out the environment for IGRs in Zimbabwe is not structurally, legally or politically friendly to help it develop which has caused the delay to alignment of the Local Government statutes to the Constitution. Objectives of the study were to analyze the state of IGR in Zimbabwe, to critically assess the changes, both positive and negative, brought in by the Constitution of Zimbabwe on issues to do with IGR and to suggest ways in which IGR could be improved. Furthermore chapter one outlined the research questions, gave the significance to the study, limitations and delimitations to the study.

Chapter two literature review gave the theoretical and conceptual framework of the research topic. Networked governance and Deil Wright's three models of IGR as the theoretical frameworks were used to understand the study and relate to it. The conceptual framework to the study involved the influences that shape IGR and global perspectives of IGR as practiced in different political systems. Different perspectives and views from scholars were explored in this study in relation to the research question.

Chapter three outlined the research methodology. It discussed the research design and instruments adopted for the study. Exploratory study design is what the researcher used and adopted a qualitative approach to gather information. Interviews and secondary data were the researcher's source of raw data and judgmental/ purposive sampling was employed by the researcher to come up with the population sample.

Chapter four gave detail on the research findings. It provided the respondents view of the current situation of IGR within the country. The respondents expressed their thoughts on the legislation surrounding IGRs in the country, the structures present for the practice, the challenges being faced in effectively implementing the practice and the underlying opportunities in the practice. The dynamics presented by the constitution were discussed and IGR experts gave their view of the positive and negative issues surrounding the research question.

Some of the challenges expressed by officials were financial constraints and political interference in administration issues, legislative constraints that have hindered the smooth functions of the PDC in budgetary constraints. The dynamics illuminated by this research through participants responses included the fiscal dynamic to IGR, administration dynamic, political dynamic and structural dynamic. These are the viewpoints one has to look through when studying IGR in Zimbabwe.

Respondents gave their different perspectives based on their organization orientation and issues pertinent to them. Provincial officials have expressed the need for enhancing provincial and central government involvement into urban area's full council meetings which will enhance cooperative government. Furthermore Provincial government awaits the alignment of the local government Act so as to have PDC and with the hope of a provincial budget that will enhance project formulation and implementation which is now a new mandate for Provincial councils.

5.2 CONCLUSION.

From the research findings, the researcher concludes;

5.1.1 IGR in Zimbabwe is still a new phenomenon.

Many respondents displayed little or no knowledge of the term yet they understood the concepts and practice of IGR. By creating a three tier government, the country has introduced the system of institutionised IGR that requires structures and laws to guide the day to day formal and informal relations of these tiers.

5.1.2 The relations differ from one level to the other, with provincial government maintaining they are cordial and local authorities perceiving them as hostile and top down without adequate consideration of local authority's views. Local authorities are semi-autonomous institutions that should be given autonomy and discretion to make financial, human

resources and structural decisions. National government is playing more than a supervisory role with local government which results in unreceptive relations between the tiers.

5.1.3 Politics plays a vital role in influencing IGR. It however, negatively stands in the way of professional cooperative government and legislative advancement of IGR. For successful IGR in Zimbabwe there is great need to practice professional administration and management of local authorities and Provincial Councils. Most of the challenges faced by local authorities emanate from failure to separate politics from management hence disrupting the development of IGR.

5.1.4 The changes introduced by the constitution have only been felt theoretical with no practical implementation of the law experienced yet. Since the adoption of the constitution in 2013, the alignment of the Local Government Acts is still pending causing uncertainty in the application laws. IGR structures provided for in the Constitution like the Municipal Councils and Provincial Councils are still pending implementation for their structure and functions will be guided by the Act of Parliament. This has further slowed down the effectiveness of the new structures.

5.1.5 The two lower spheres of government desperately require financial autonomy to adequately execute their functions. Provincial and Local Government require strong financial base for them to adequately facilitate development and encourage independence rather than dependence on national Government for grants and loans.

5.3 RECOMMENDATIONS

5.1.6 The Minister of Local Government and senior government officials in Local Government need to show and practice political will to improve IGR in Zimbabwe.

- 5.1.7 The alignment of the Acts of Parliament governing IGR needs to be done urgently to curb mishaps in administration and close the grey areas that have caused uncertainty in Local Government.
- 5.1.8 Local authorities are semi-autonomous organizations and central government should recognize them as such and grant them the discretion they deserve.
- 5.1.9 Political and administration dichotomy is essential in realizing improved IGR.
- 5.1.10 Regular updates by all spheres of government to each other would help improve IGR.

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APPENDIX 1

Interviews guide for IGR Practitioners and ZILGA representatives on cross examining the dynamics of IGR in Zimbabwe in the context of the constitution of Zimbabwe Amendment Number 20 of 2013.

My name is Nonsele N Ndiweni. I am studying for a Bachelor of Science Honours Degree in Local Governance Studies with the Midlands State University. I am carrying out a study on cross examining the dynamics of Inter Governmental Relations in Zimbabwe in the context of the constitution of Zimbabwe Amendment Number 20 of 2013. Your responses will be kept strictly confidential and will be used entirely for academic research. The results of this research will only be shared with those interested in the study. May you kindly assist by responding to the questions I am going to ask.

Section A. The dynamics to inter governmental relations.

1. In your own perspective, what is the state of the current IGR in the country?
2. How many IGR structures, if any, does the government have at the moment?
3. If there are any, how effective are they in promoting IGR within government institutions and structures.
4. What changes to IGR have been introduced by the constitution of Zimbabwe Amendment Number 20 Act 2013?
5. Amongst the contentious issues surrounding IGR and cooperative government, which ones have been addressed by the Constitution?
6. What implication does the delay in creating a local government act pose on progressive IGR?

Section B. Possible solutions and recommendations.

7. Are IGR principles being followed respectively? If not, why, and how can they be enforced?
8. Is there a need for skills training and capacity building on the part of IGR practitioners in order to fully execute their duties and contribute to the development of the practice?

9. What recommendations can you give to help towards improving IGR practice and study in Zimbabwe?