A study of the competencies and skills required by Senior municipal managers in the O.R. Tambo District Municipality

by

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Research treatise submitted in partial fulfilment of the requirements for the degree **Magister Technologiae**: Public Management, Faculty of Arts, Nelson Mandela Metropolitan University

**PROMOTER:** Prof. Derek Taylor
ACKNOWLEDGEMENT

It is through collective work that so much is accomplished. Therefore, I take this opportunity to thank...

- My heavenly father, uNkulunkulu for His grace, love and blessing. Thy will be done.
- My ancestors, Izinyanya and the Kwinana family for their guidance, love and nurturing until I complete this academic vision. Yes, I do believe in you.

And the following:

- My father, Michael and my late mother, Esther Kwinana.
- My wife, Ayanda and children, Asithandile; Ntobeko; and Zizo, for your patience again. Now I have completed this treatise, we can go and play!
- My brothers, David and Bhidi and my sisters, Nomawethu and Thandi, you did it again, boo Bhayi, Mavundle, Magobodi.
- My “boesem” friends, Prof L.L. Luvuno, Dr. M. Mashiyi and Dr. N. Nkwali.
- The members of the high research committees of N.M.M.U. and for sponsoring my studies.

My first study colleagues at the N.M.M.U. and at Work, *viz.:

- Socikwa, B.K.
- Socikwa, M.C.
- Kayitshana, Z.
- Miss S Xego, S.
- Sotshongaye, S.

- Prof. Binza, S. M. you were a source of inspiration. Working with you was never a mistake, but a blessing in disguise. Prof Masango, R.S., many thanks for your support.
- Nolitha, you relieved us from our domestic errands, thus we studied knowing there shall be food on the table. You did understand my urge to do this study, Zolani Hlutwa, thanks “bra”.

• All the supportive Nelson Mandela Metropolitan University who assisted and encouraged me I salute you too.

Finally to my Promoter, mentor and role Model,

• Prof. Dereck J. Taylor, I once said, ‘I want to be like you’ now I am saying ‘I am going to make you proud of me’ The experience and frustration journey you took me through made me realize this was nothing compared to what has to come. There is still much to be learned and to be done in South Africa. Therefore, you really have developed and transformed me into a useful academic and government tool. I will be forever grateful to you. *Bayethe* walking-living library.
There can be no science without people respecting human life, there can be no science without confirming human dignity and equality, and science is meaningless unless it improves the world within which mankind lives

— Mahatma Ghandi —

This script is dedicated to:

My late mother, Mrs Ester Nominithi Kwinana, Ntombi ka Nokwindla, Xhamela. Now you can rest in peace, for I have achieved my major promise to you.

My father, Mr Phoko Michael Kwinana, Vundie, Bhayi ka Ketshe. Whose love, guidance and wisdom I needed the most.

The passionate and handicapped Public Officials and Academics in South Africa.

DECLARATION

I hereby declare that this treatise, submitted by me for the degree Magister Technologiae, Public Management at the N.M.M U., is my own work and has not previously been submitted to any other university for this or any other purpose. I furthermorecede copyright of this treatise in favour of the Nelson Mandela Metropolitan University.

JT Kwinana
Port Elizabeth, 1 November 2010
A study of the competencies and skills required by Senior municipal managers in the O.R. Tambo District Municipality.
Thozamile Jimmy Kwinana
This research document addresses the study of the competencies and skills required by executive municipal managers in the O.R. Tambo District Municipality. Dissertation focuses on questions such as “What is it that executive municipal managers, manage?” “What generic management processes do these executive municipal managers, apply?” “What management technique and strategies do these managers employ to deliver services?”; “Under what circumstances do executive municipal managers manage?”

In order for executive municipal managers to claim proficiency (competitiveness and skills), a clear discussion of the meaning and competency and skills is provided in this. Identifying and providing a meaningful narration of the characteristics of a competent and skilful executive municipal manager as being a person who has self-respect, high level of emotional intelligence, qualitative in nature, with reasonable adaptive ability by continuously learning and developing with high ethical and professional integrity. In all his/her attempts these executive municipal managers need to be innovative in nature, undertake constant networking and always be informative by character. Such a person is productive problem solver and continuously communicates vertically and horizontally within the hierarchy of the organization. All these discussions are denoted in the diagram indicate below.

This research document has undertaken an empirical research to analyze the perception of executive municipal managers in terms of the diagram below and ultimately provide a narrative analysis of the developmental government such as the O.R. Tambo District Municipality.
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A study of the competencies and skills requirements of senior managers in the O.R. Tambo District Municipality

Jimmy Thozamile Kwinana
INTRODUCTION

The recent concern regarding poor service delivery by certain senior or executive public officials in South Africa leaves a string of questions regarding their competencies and skills for ensuring efficient, effective and productive management practices in local public administration. The apparent lack of certain management competencies and skills will inevitably affect South African public service organisations, especially at the local sphere of government where it is closest to local communities. Public service delivery units (municipalities) should, in the new millennium, engage in business-like approaches when managing their day-to-day activities (Luvuno, 2002:1).

Senior or executive managers in public organisations should critically analyse and evaluate their competencies and skills in order to ensure that the organisations in which they operate improve customer satisfaction and empower bottom line management. Furthermore, service improvement which is the basic reason for the transformative and economic restructuring processes and strategies in order to improve efficiency, effectiveness and productivity in public service organisations such as municipalities, should continually be reviewed (Department of Provincial and Local Government, Notice No 805 of 2006).
In the context of this research project, the term “senior or executive managers” refers specifically to those public officials who occupy senior managerial positions in local government. These managers are required to be competent in their respective areas of expertise and are appointed in terms of section 56 of the Local Government: Municipal Systems Act, Act 32 of 2000, by the relevant municipal council in consultation with the municipal manager.

The above mentioned Act further postulates that senior or executive managers in local government are accountable to the municipal manager, who heads the administration. In terms of legislative prescriptions senior or executive managers should ideally possess the relevant skills and competencies to perform their duties efficiently and effectively. It is further required of them to be competitive and skilful (Institute for Social Development 2007:173).

It is proposed for the purposes of this study that to be competitive and skilful requires a comprehensive understanding of the following questions: What is it that is managed? Under what circumstances do these managers, manage? What management techniques and strategies do they apply to achieve efficiency, effectiveness and productivity? What management processes do they follow and what are the extrinsic and intrinsic values of being an effective and efficient manager?

Extrinsic and intrinsic values according to Reber (1985:198), “are behaviours that are motivated by rewards and/or punishments administered by outside
or inside forces. In the context of this research, extrinsic and intrinsic values as identified by the Department of Provincial and Local Government, Notice No 805 of 2006, are the core managerial skills and competencies that senior or executive municipal managers should possess. These competencies and skills include, *inter alia*, strategic and leadership capabilities programme and project management, financial, change and knowledge management, service delivery innovation, problem-solving and analysis skills.

Further competencies include people management and empowerment, client orientation and customer focus, communication, honesty and integrity, self-management, interpretation and implementation of public policies and legislation, knowledge of performance management and reporting, knowledge of developmental local government, and understanding of the South African political, social and economic context” (Department of Provincial and Local Government, Notice No 805 of 2006:15-16).

The assumption is, therefore, that executive or senior managers employed by the O.R. Tambo District Municipal should be productive, problem-solvers, communicators, informative, conduct global networking, undertake innovative service delivery, and be adaptive, ethical and professional. Taken further in terms of prescriptions contained in Notice 805 of 2006 from the Department of Provincial and Local Government, senior or executive municipal managers, in the context of expertise, should also possess technical and conceptual skills, negotiation and implementation skills, managerial and communication skills in order to meet the management
competency levels and to assure service delivery in local municipalities (Department of Provincial and Local Government Notice No 805 of 2006:16).

The proposed study will focus on the issues of competencies and skills required of senior or executive municipal managers to find innovative ways to improve local service delivery. It is envisaged that the research results will assist the Department of Human Resources at the O.R. Tambo District Municipality to empower and capacitate senior or executive municipal managers in the execution of their duties and responsibilities.

Further, the anticipated findings from this study should encourage the senior or executive managers from the seven local municipalities which fall under the jurisdiction of the OR Tambo District Municipality to comprehend the prescribed competencies and skills requirements of senior or executive municipal managers to enhance basic service delivery at the third sphere of government.

The primary reason for this study is to investigate whether poor service delivery is linked to the perceived lack of skills and competencies of senior or executive municipal managers falling under the jurisdiction of the OR Tambo District Municipality or is poor service delivery due to a lack of sufficient resources in the affected municipalities. The research is also undertaken to find possible solutions to the current lethargic delivery of basic services at the O.R. Tambo District Municipality.
The study seeks to propose that by understanding the required and prescribed competencies and skills of senior or executive municipal managers stipulated in the Department of Provincial and Local Government Notice No. 805 of 2006, the O.R. Tambo District Municipality could possibly improve on the efficiency and effectiveness of basic service delivery to communities.

1.1 Scope of the Research Project

The research is confined to the O.R. Tambo District Municipality, which is situated in Mthatha. The focus will be restricted to senior or executive managers from the O.R. Tambo District Municipality. The O.R. Tambo District Municipality comprises of seven local municipalities, viz: Mhlontlo, King Sabata Dalidyebo, Nyandeni, Ntabankulu, Ngquza Hill, Mbizana, and Port St. Johns Local Municipalities.

The poor service delivery observed in all seven local municipalities (Institute for Social Development 2007:105), prompted an interest in the topic as the researcher is employed as a Senior Manager in the Human Resources Directorate of the O.R. Tambo District Municipality.
1.2 Problem statement

According to Luvuno (1999:2), numerous government institutions in South Africa are facing national and international scrutiny primarily because of the apparent poor service delivery. This includes the O.R. Tambo District Municipality, which is facing significant challenges in terms of providing adequate basic service delivery. Poor service delivery has become a cause for concern among local communities, tourists and investors.

Paradoxically, more services were and are demanded from the local sphere of government as compared to those provided by the two other spheres, namely the provincial and national government. The primary reason for this is the close proximity of the local sphere of government (municipalities) to its customer base namely the communities it serves.

Cloete (1997:45-49); Hill (2010:108-117) and Fox, Schwella and Wissink (1991:5-6) state that the analysis of poor service delivery due to a possible lack of competencies and skills can be divided into three parts, viz.:

- **First**, the argument of poor service delivery by municipalities falling under the jurisdiction of the O.R. Tambo District Municipality can be attributed to, *inter alia*, incompetence and a lack of relevant skills by senior or executive municipal managers. For example, certain senior or executive managers are not entirely familiar with municipal management processes. Management
processes, in terms of public administration, constitute public policy-management; public financial management; organisational analysis, development and management; provisioning and retaining of human resources; application of work methods and procedures; and exercise of control. In terms of effective, efficient and productive management in local government an in-depth knowledge and application of planning; communicating; directing; motivating; and leadership are essential requirements of every senior manager who is now required to function within a “developmental” local government framework (The White Paper on Local Government, 1998).

An overview of the above will be provided in chapter three where it will be explained that numerous senior or executive managers in the public sector are experiencing problems in terms of inter alia, exercising control; applying work methods and procedure as well as formulating and implementing public policies; planning and leading.

In most cases quick-fix solutions in the form of short training courses are provided to address this dilemma although systematic in-depth training could instil life-long learning and develop local government capacity and expertise. In addition to this, the needs of local communities are ever-changing and require senior or executive municipal managers with the relevant skills, knowledge
and expertise to perform their functions in the best interests of the said communities.

- **Secondly**, the policy of political deployment, which often does not consider the demands made on senior or executive managers who are required to function in a changing administrative and political environment, can contribute to ineffective, inefficient and unproductive management in local government. In this context, senior political bodies and institutions influencing local government need to comprehend the challenges that face senior or executive municipal managers in terms of complying with a vast array of legislative prescriptions pertaining to the new developmental mandate that has been assigned to the third sphere of government. The management environment consists of general management which encompasses economics, social welfare, cultural differences, political challenges and differences and the ever-changing technological environment. Senior or executive municipal managers should ideally be well-versed in dealing with the above.

It is proposed for the purposes of this study, that an apparent lack of comprehension of the management environment by certain senior or executive managers from the O.R. Tambo District Municipality, contributes to the miscalculation of what services are needed, where, when, by whom and how much. Of further
concern is that senior or executive municipal managers must be acutely aware of the exact costs of the intended services that are to be provided and the impact thereof on the municipality’s operating and capital budgets.

- **Thirdly**, the sustained argument of not fully comprehending the meaning of the required competencies and skills that senior or executive municipal managers must possess, inclusive of the resources they manage, possibly adds to the O.R. Tambo District Municipality’s poor service delivery record (Institute for Social Development 2007:27-31). As such, senior or executive managers from the O.R. Tambo District Municipality appear to assume that they only manage the financial and human resources components. This is of concern as all senior or executive managers in local government need to understand that not only do they manage these two component resources but also those of information, institutional, authoritative and natural resources.

The researcher proposes to investigate and address the above mentioned problems as well as finding possible solutions or recommendations in order to effectively, efficiently and productively improve basic service delivery by the O.R. Tambo District Municipality.
1.3 Hypothesis formulation

Fox and Meyer (1995:59) view a hypothesis as a testable statement or proposition about reality. In statistics it refers to a testable proposition about the relationship of two or more variables or phenomena. That is, poor service delivery in the O.R. Tambo District Municipality is attributed to incompetencies and lack of skills of certain senior or executive managers.

Welman and Kruger (1999:11) suggest the hypothesis as a tentative assumption or preliminary statement about the relationship between two or more things that need to be examined. In other words, a hypothesis is a tentative solution or explanation of a research problem and the task of the researcher is to investigate it. This implies that the suggested or preliminary answer to a research problem can yield a positive or a negative outcome after completion of a research.

For the purposes of this study, the following hypothesis is proposed: the development of adequate competencies and skills for senior or executive managers from the O.R. Tambo District Municipality will improve organisational performance and accelerate basic service delivery.
1.4 Research Objectives

A primary objective of the proposed study is to investigate whether there is a link between the level of competence and skills of senior or executive managers and the delivery of basic services by the O.R. Tambo District Municipality. In this regard, the proposed study will investigate, *inter alia*, the following:

- What the required competencies and skills are of senior or executive managers from the O.R. Tambo District Municipality to enable them to perform their duties effectively and efficiently as required in terms of the Constitution of the Republic of South Africa, 1996;

- To establish the reasons why certain senior or executive managers from the O.R. Tambo District Municipality do not appear to possess the required competencies and skills;

- To propose recommendations on how best to develop the required competencies and skills that may be identified from the empirical survey so as to enable the municipality to improve its productivity in the rendering of basic services.
1.5 Research Questions

In order to prove or disprove the hypothesis set out above, the following questions will need to be addressed in the research:

- What constitutes the required competencies and skills of senior or executive municipal managers in the employ of the O.R. Tambo District Municipality?

- How are the senior or executive municipal managers’ competencies and skills developed?

- In what way do a lack of competencies and / or skills of senior or executive municipal managers impact on basic service delivery?

- How do these competencies and skills link to both the primary functions of the municipality and individual performance contracts?

1.6 Research Methodology

Strauss and Corbin (2007:241-248) define research methodology as the analysis of the principles of the methods or rules employed by a discipline or the systematic study of methods that are, can be, or have been applied within a discipline. These authors further state that research methodology
refers to strategies, techniques, methods and procedures adopted to carry out research. Qualitative research is categorised as scientific research. In general terms, scientific research consists of an investigation that seeks answers to a question; systematically uses a predefined set of procedures to answer the question; collects evidence; produces findings that were not determined in advance or produces findings that are applicable beyond the immediate boundaries of the study (Yin 2004:139).

Furthermore, certain research methodologies seek to understand a given research problem or topic from the perspectives of the local population it involves. Qualitative research is especially effective in obtaining culturally specific information about the values, opinions, behaviours and social context of particular populations. In the context of this study this refers to the senior or executive municipal managers who will form the sample for the empirical survey. A major strength of the qualitative approach is the depth to which explorations are undertaken and descriptions are written, usually resulting in sufficient details for the reader to grasp the idiosyncracies of a research problem (Myers, 2010:306).

The ultimate aim of qualitative research is to offer a perspective of a situation and provide well-written research reports that reflect the researcher's ability to illustrate or describe the corresponding phenomenon. One of the greatest strengths of the qualitative approach is the richness and depth of explorations and descriptions (Myers, 2010: 307).
According to Smith (1983:93), research methodology is a generic term for investigative methodologies described as ethnographic, naturalistic, anthropological, field or participant observer research. It emphasises the importance of looking at variables in the natural setting in which they are found. Interaction between variables is important. Detailed data is gathered through open ended questions that provide direct quotations. The interviewer is an integral part of the investigation (Jacob, 1988).

Smith (1983:102) further states that the method differs from quantitative research which attempts to gather data by objective methods to provide information about relations, comparisons, and predictions and attempts to remove the investigator from the investigation. Qualitative researchers view transcripts, listen to interview recordings, study the notes of focus group interviews or participant research.

It is, however, important to recognise the advantages and disadvantage of both quantitative and qualitative research methods and to accept that qualitative methods are appropriate for some types of research and not for others. The same principle applies to quantitative research. Quantitative measurements often rely on qualitative assumptions, about which constructs are worth measuring and conceptualising (Myers, 2010:312-319).

For the purposes of this study, the quantitative research methodology will be employed. Results from the completion of the questionnaire, which will form part of the empirical survey, will require statistical analysis in order to
determine the core competencies and skills levels of senior or executive municipal managers at the O.R. Tambo District Municipality.

Thus, by choosing the descriptive research strategy, the researcher will seek to explore and explain the in-depth competencies and skills required of senior or executive municipal managers in local government and in particular those serving the O.R. Tambo District Municipality. A pilot study will be conducted to refine the questionnaire so that there is a greater chance that the final questionnaire will achieve its aims and objectives. The questionnaire for the pilot study will be constructed by the researcher working under the guidance of the promoter and a qualified statistician.

In the context of this research, questionnaires will be used to provide statistical analysis. A questionnaire is a research instrument consisting of a series of questions and other prompts for the purpose of gathering information from respondents. Although they are often designed for statistical analysis of the responses, this is not always the case. One method used for collecting data, could be a set of written questions which calls for responses on the part of the client and may be self-administered or group-administered (Grinnell, 1990:16). The questionnaire contains predetermined questions to be answered by respondents with appropriate instructions (www.rigneyassc.com).

A sample is a finite part of a statistical population whose properties are studied to gain information about the whole (Webster, 1985:62). When
dealing with people, it can be defined as a set of respondents selected from a larger population for the purpose of a survey. A population is a group of individuals, objects, or items from which samples are taken for measurement, for example, a population of presidents or nurses, books or students. A sample in which the population is first divided into strata, that is, classes or elements. Within each stratum, each element has an equal chance of being chosen for the sample.

For the purposes of this study, the sample has been determined by the number of senior or executive municipal managers who fall under the jurisdiction of the O.R. Tambo District Municipality. This number has been identified as 18 and all 18 senior or executive municipal managers will form part of the empirical survey because of the strategic positions they hold within the municipality. The sample size is justified on the grounds of the number of senior or executive municipal managers being prescribed as 18.

The researcher will furthermore also undertake a literature review regarding senior or executive municipal management competencies and skills requirements. It is proposed that much of this information will be gleaned from legislative prescriptions contained in a variety of “developmental” local government Acts of Parliament. In this regard the Local Government: Municipal Structures Act 117 of 1998, the Local Government: Municipal Systems Act 32 of 2000 and the Local Government: Municipal Finance Management Act, Act 56 of 2003, are of particular importance. The data collected from the eighteen (18) O.R. Tambo District Municipality senior or
executive managers will be analyzed and presented in pie- and histogram chart form. The research will focus on senior or executive municipal managers of O.R. Tambo District Municipality competencies and skills.

Due to the fact that research is a scientific study involving human subjects, permission to undertake the research will be sought from the relevant committees of the Nelson Mandela Metropolitan University, hereafter called the NMMU. Written consent to form part of the sample group and to partake in the empirical survey will be obtained from the eighteen senior or executive municipal managers from the O.R. Tambo District Municipality. Every effort will be made to protect the identity of participants and they will be informed that they may withdraw from the study at any point without any adverse consequences. Permission to undertake the study and empirical survey will also be sought from the Municipal Manager of the O.R.Tambo Municipality.

1.7 Literature Review

The literature to be used in this study will come from both primary and secondary sources. The primary sources of information will come from government policies; national and international journals on public administration, national and international management journals and other scientifically accredited journals on e-libraries and web sites. However, as numerous legislative prescriptions pertaining to the functions, duties and
responsibilities of senior or executive municipal managers are contained in a variety of Acts of Parliament, such Acts will form a valuable source of information for purposes of the literature review. Specific emphasis will be placed on Acts that pertain to the new “developmental” local government mandate that has been assigned to local government in South Africa.

1.8 Delimitation of the research

The research will be confined for purposes of this study to the O.R. Tambo District Municipality, located in the Province of the Eastern Cape. As previously mentioned all eighteen senior or executive municipal managers will form part of the empirical survey.

1.9 Proposed chapter sequences

The content of this study which will address issues related to the required competence and skills of senior or executive municipal managers of O.R. Tambo District Municipality, will be dealt with as follows:

Chapter 1: Introduction:

This chapter introduces the subject matter and describes the contents of the proposed research treatise. It is here that the background concerning senior
management competency and skills requirements is introduced. This is followed by the problem statement, namely, whether poor service delivery is caused by the lack of competencies and skills of senior or executive municipal managers of the O.R. Tambo district municipality or not. The hypothesis is discussed next, followed by the aims and objective of the research. The research methodology and research questions are then discussed, followed by the literature review and finally, a proposed sequence of chapters is provided.

Chapter 2: An overview of developmental local government mandates

Here a brief overview will be provided on the new developmental mandate assigned to local government. Specific attention will be focussed on a variety of legislation that has a direct bearing on the roles and responsibilities of senior or executive municipal managers.

Chapter 3: Theories and concepts of the study:

In this chapter, revolving theories and concepts regarding the required competencies and skills will be discussed as narrated by various authors. Concepts that appear frequently will also be clarified and discussed. Furthermore, issues regarding the competency of senior or executive public managers will be addressed focussing on the management environment, management techniques, management processes and all the public resources that are managed. The chapter will also address issues of technical, conceptual, negotiation, communication, managerial, problem-solving skills, ethical and professional skills, continuous learning and
development, global networking skills, informative skills and productivity. Emotional intelligence skills, self-respect and quality will be addressed. This chapter will conclude by focussing on effectiveness, efficiency and productivity as a requirement of public officials at management level. Thus focussing on the processes of managing for efficiency, managing for effectiveness and managing for productivity will be addressed.

**Chapter 4: Research methodology:**

Various issues under sub-headings are discussed. The survey area, background to the survey, questionnaire analysis, and data collection is discussed in detail. The chapter also include the sampling process and sample demography.

**Chapter 5: Conclusion and Recommendations:**

The final chapter deals with the conclusion and recommendations. In this chapter, hypothesis verification is discussed after which conclusions and recommendations drawn from the data sources collected and from the qualitative and quantitative approaches of research done in order to warrant a scientific outcome in terms of public service delivery in the O.R. Tambo District Municipal.
1.10 Conclusion

In this chapter, the subject matter was briefly introduced and the background to the research concerning senior or executive management competencies and skills requirement was explained. This was followed by the problem statement where the current problems of the O.R. Tambo District Municipality were discussed in terms of the competencies and skills required for senior or executive public managers to deliver services. Thereafter the hypothesis was discussed, followed by the aims and objective of the research. The research questions and the research methodology were explained whereafter the intended literature review was laid out. Finally, the proposed sequence of chapters was explained.
In this chapter, the developmental implications for O.R. Tambo District Municipal executive managers is discussed focussing on regulatory directives on local municipal development; leadership for development in the O.R. Tambo District Municipal environment; local economic growth and development constraints; the development role of the O.R. Tambo District Municipal executive managers and the conclusion.

2.1 Regulatory directives on local municipal development

In terms of the Constitution of the Republic of South Africa, Act 108 of 1996, section 195(1)(c), public administration must be development-oriented while section 152(1)(c) states that one of the objectives of local government is to promote social and economic development. Development according to Trumble (2001:259-260), is synonymous with terms such as evolvement, growth, improvement, progress and upgrade.

Trumble states that development implies advancement. Thus development is attributed to a new stage in a changing situation in terms of the advancement of O.R. Tambo executive municipal managers who are the embodiment of public administration and thus commanded by the Constitution to be development-oriented. The Local Government: Municipal
Systems Act, Act 32 of 2000, in section 11(3)(a) and (b), provides local
government with directives to develop and adopt policies, plans, strategies
and programmes for the advancement of local community economic and
social conditions; and to promote and undertake developmental activities.
Similar to other South African local municipalities, O.R. Tambo District
Municipal executive managers developed the 2010/2011 integrated
development plan (IDP) in an attempt to narrow the gap between
marginalized and developed communities.

2.2 Characteristics of a developmental O.R.
Tambo District Municipality

four basic interrelated development characteristics in which the author
identified and discussed them as maximising social development and
economic growth; integrating and co-ordinating; democratising
development and leading and learning.

2.2.1 Maximising social development and
economic growth in O.R. Tambo District
Municipality

The powers and functions of local government, inclusive of O.R. Tambo
District Municipality, is to perform service delivery activities that maximise
the social development of communities, in terms of meeting basic needs of
the community within the seven local municipalities and to stimulate the
local economy. Through its traditional responsibility (service delivery and regulation), local government influences the social and economic well-being of local communities.

The closeness of O.R. Tambo District Municipality to the seven local municipal communities makes it an ideal agent for social and economic growth. As such, O.R. Tambo District Municipality is responsible for rendering quality goods and services through its preferential supply chain policies and progressive taxation policies.

According to Tsatsire (2008:117), local government, such as O.R. Tambo District Municipalities and its seven local municipalities, has a large workforce thus providing jobs for the local pool of human resources in the municipality. O.R. Tambo District Municipality is strategically located in a manner that can boost local black economic empowerment and facilitate the development of small businesses. Aspects of Local Economic Development (LED), therefore becomes important for municipalities in the O.R. Tambo district.

As with any other local government institution in South Africa, O. R. Tambo District Municipality influences local economic development. As a local government closes to the community, O. R. Tambo District Municipality is expected to provide an environment conducive to local investment, growth and prosperity. In addition, O.R. Tambo District Municipality can initiate new policies and programmes aimed at alleviating poverty and enhancing
employment opportunities. Hence local municipalities need to have a crystal clear vision for the local economy, and thus work in close partnership with local business to maximise job creation and investment (White Paper on Local Government, 1998 as in Tsatsire 2008:117).

Local government can also promote social development through arts and culture related activities, the provision of recreational and community facilities, and delivery of aspects of social welfare services. The empowerment of marginalised and disadvantaged groups is a critical contribution to social development. Municipalities should also seek to provide an accessible environment for disabled people, so as to facilitate their autonomy and independence.

Through their international relations programmes, a number of municipalities are engaged in cultural exchange as part of social development through arts and culture. This assists local groups in obtaining exposure to other cultures and thereby possibly developing their capacity. Local artists exhibit at international exhibitions, competing and comparing favourably with international artists. This could boost economic growth and tourism (White Paper on Local Government, 1998 as in Tsatsire 2008:118).

Local government cannot provide services in isolation from other spheres of government. All spheres of government operate within a specific local area. Co-ordination is therefore important, in order to ensure integrated and joint planning, so as to enhance the optimal utilisation of resources. In addition to
the spheres of government, parastatals, non-governmental organisations and the private sector also operate within these spheres (White Paper on Local Government, 1998).

2.2.2 Integrating and co-ordinating developmental municipal plans

The White Paper on Local Government (1998) in Tsatsire (2008:119) states explicitly that developmental local government must provide a vision and leadership for all those who have a role to play in achieving local prosperity. Poor co-ordination between service providers and their suppliers and clients could severely undermine the developmental effort. Municipalities should actively develop ways to leverage resources and investment from both the public and private sectors to meet developmental targets.

The desired co-ordination and integration can be achieved through integrated Development Plans (hereinafter referred to as IDPs), which constitute powerful tools for municipalities to facilitate integrated and co-ordinated delivery within their localities. Local government should therefore establish co-ordinating structures, systems and processes to regulate joint planning. Sector departments from both national and provincial departments, parastatals, the private sector and other stakeholders can and should play a meaningful role in IDPs.
It is clear that the establishment of sustainable and liveable settlements depends on the co-ordination of a range of services and regulations, including land-use planning, household infrastructure, environmental management, transport, health and education, safety and security, and housing. Municipalities therefore need to work closely with other spheres of government and service providers and assume an active integrating and co-ordinating role (White Paper on Local Government, 1998).

2.2.3 Democratising development, empowering and distributing

Municipal councils play a central role in promoting local democracy. In addition to representing community interests within the Council, municipal councillors should promote the involvement of citizens and community groups in the design and delivery of municipal programmes, with specific emphasis on the participation of marginalised sectors of the communities and excluded groups in community processes.

These marginalised sectors include residents who are not receiving services, women, youth, the aged and the physically challenged. Appropriate systems, structures, policies, strategies and resources should be made available for this purpose (White Paper on Local Government, 1998).
2.2.4 Leading and learning

Local government operates in a global and ever-changing environment. New and unique challenges arise from time to time, and they need to be addressed. Furthermore, local government needs to be sustainable to fulfil the principles of development local government.

Local government should, inclusive of O.R. Tambo District Municipality, therefore, be innovative and become learning institutions. Social and economic growth and knowledge management must become key issues. This should include investing in human capital, which also accommodates citizens. New ways should be found to create sustainable economies and preserve the environment. Internal human resources; ward committees and councillors should be empowered so that all stakeholders are mobilised to build developmental institutions (White Paper on Local Government, 1998).

Developmental local government requires that municipalities become more strategic, visionary and ultimately influential in the way they operate. Municipalities have a crucial role as policymakers, as thinkers and innovators, and as institutions of local democracy. A developmental municipality should play a strategic policy-making and visionary role, and seek to mobilise a range of resources to meet basic needs and achieve developmental goals (White Paper on Local Government, 1998).
2.3 Leadership for development in the O.R. Tambo District Municipal environment

The advancement of municipal development depends entirely on the leadership of its municipality. Executive municipal managers, in this regard are deemed to be administrative and/or political leaders. Thus, executive municipal managers not only represent their respective departments in municipalities, but also leadership positions in their municipalities. This analysis applies to O.R. Tambo District Municipal managers as a whole.

According to (Herbest 2003:103), leaders who pursue development need to watch current trends and vocabulary in assuring development. This is confirmed by Okri (2006:52) where he states that leadership must not only watch their vocabulary such as “fight for your service delivery or rights”; “fight against poverty”; “fight against colonialism”; “defeat underdevelopment” or “narrow the gaps between the have nots”, which instigates mass mobilization for promoting negative discourse towards development.

Not only do O.R. Tambo District Municipality executive managers need to be observant of developmental trends and their vocabularies, but be observant of their public resources. At present, many executive municipal managers are faced with local economic growth and development constraints in their local municipalities. These constraints also apply to O.R. Tambo District
Municipal executive managers. These constraints are discussed below as follows.

2.4 Local economic growth and development constraints in O.R. Tambo District Municipality

To underscore the development challenges confronted by O.R. Tambo District Municipality leadership, leadership needs to be aware of their general and specific management environment as discussed in chapter 1 of this treatise. These executive municipal managers, as administrative and political leaders of the O.R. Tambo District Municipality are to be aware of the language they use and to move away from language reminiscent of a nation at war and to propagate a language concerned with a nation building itself (Herbest, 2003: 114).

Due to the high developmental expectations of the O.R. Tambo District Municipal community, some of the conflicts of the apartheid regime in terms of employment, service delivery, high quality leadership and management are still visible. The Institute of Social Development (2007:80) indicated in its study the lack of appropriate means to drive development. These means range from public resources, participation, and hearings, a co-operative government forum and adequate by-laws.

Luvuno (1999:97) states that leadership in the current dispensation is to be pro-cultural. The author maintains that, executive municipal managers as
pro-cultural leaders are leaders that comprehend convergent societal needs in terms of divergent services. Hence forth, the leadership of O.R. Tambo District Municipal executive manager needs to be governed by the type of leadership style they exhibit such as autocratic-; paternal-; laissez faire; charismatic-; situational-; and democratic leadership.

Luvuno (1999: 100) further argues that for current leadership, inclusive of the leadership in O.R. Tambo District Municipality, to be developmental in nature, they need leadership traits such as intelligence; knowledge; diplomatic; integrity; tolerance and maturity, behavior such as considerate; initiatives and motivational as well as contingency leadership styles such as interpersonal relationships and task-oriented.

The Institute for Social Development (2007:89) also indicates the challenges of public education regarding available programmes for assuring developmental initiatives for the community within their local municipalities. These programmes in turn are minimally utilized and thus put a strain on executive municipal managers to engage and venture into fields that are not part of their scope of work performance. As such, the developmental role of the O.R. Tambo district municipal executive managers is discussed next.
2.5 Conclusion

In this chapter developmental implication of the O.R. Tambo district senior managers has been discussed. The chapter did elaborate on the terminological essence of development vis-à-vis local municipalities and senior public administration inclusive of executive municipal managers. The chapter focus of regulatory directives on local municipal development; leadership for development in the O.R. Tambo District Municipal environment; local economic growth and development constraints in O.R. Tambo District Municipality.
In this chapter, concepts and theories that are applicable and appear frequently in this study are analysed to depict a specific meaning related to this research. Like other South African local government institutions, OR Tambo District Municipality faces new challenges and demands in view of the fact that the South African system of local government has been significantly altered since the first democratic local government elections, held in November 1995 and July 1996. Soon after taking office in the newly-established democratic local government institutions, councillors faced the reality of public demands, needs and expectations.

Councillors were further hampered by limited public resources, categorized by Luvuno (2002:9) as natural resources; financial resources, information, human, organizational and authoritative resources to fulfil the public demands, needs and expectations. OR Tambo District Municipality, therefore, is referred to as that sphere of government, which is commonly defined as a decentralized, representative institution with general and specific powers developed for local government by a higher tier of government within a geographically defined area.

As such, senior municipal management constitutes a professional and practical effort at reaching objectives effectively and efficiently and requires
not only theoretical knowledge but also practical management skills. Senior municipal managers are confronted with challenges in various fields as a result of managing a complex and dynamic environment and thus require generic skills for competent decision-making, constructive negotiation, effective and efficient management of conflict and change and skilful bargaining. To undertake a comprehensive study of senior municipal management, specific terms related to the investigation need to be defined and clarified, viz.:

3.1 A brief analysis of executive/senior municipal management

According to Trumble (2001:333) the term ‘senior’ refers to a person, such as a public official, with senior managerial responsibility in a public service organization, such as O.R. Tambo District Municipality, having the power to implement plans, actions or laws. The term ‘public’ postulates a group of people forming a centre of population inhabiting a specific area, village or district (Horowitz, 2008:117). Management in the public administration context would refer to the processes of Public Policy Analysis and Determination, Financial Arrangement and Management, Macro and Micro Organizational Analysis, Development and Management, Personnel Provisioning and Maintenance, Work Methods and Procedures, and Control and Accountability.
In the context of O.R. Tambo District Municipality, senior municipal management would simply indicate the selected influential group of expert leaders at both political and administrative levels, who occupy respectively senior managerial positions in a public service organization. Senior municipal management, therefore, implies expert leaders who are appointed by the municipal council in consultation with the municipal manager in terms of section 56 of *Act 32 of 2000, Local Government Municipal Systems Act.*

In this regard, to be a senior manager both in the public and private sector requires these selected influential groups of experts to be globally competitive and skilful in nature. To be considered an expert, one needs to be able to understand and articulate responses to the following questions:

- *What management skills do senior municipal managers employ to achieve their objectives and goals (generic skills)?* The term “generic skills” according to Harrison (2007:253), refers to the overall ability of a senior municipal manager to engage in a set of managerial behaviours that are functionally related to one another and lead to a desired performance level in a given area. This implies that the individual has the ability to interact coherently with colleagues and to act decisively in achieving the desired outcomes efficiently, effectively and economically in terms of public resources and as discussed in section 3.2, which follows.
• **What is it that is managed by senior municipal managers (public resources)?** According to Luvuno (2002:203), all municipal managers, including senior municipal managers, must be able to answer this question. Failure by senior municipal managers to comprehend what it is that is managed will result in managers focussing on financial and human resources management only. O.R. Tambo District Municipality senior municipal managers, are required to manage all categories of public resources as will be discussed in section 3.4. Horowitz (2008:221) confirms what Luvuno proposes (1999:102) that municipal managers inclusive of O.R. Tambo District Municipal senior municipal managers, are to be fully aware of the public resources at their disposal and to manage these public resources in a manner that will achieve efficiently, effectiveness and productively the pre-determined public policy decisions with regard to service delivery.

• **What management processes are employed by senior municipal managers to achieve the pre-determined goals of service delivery?** Fox and Meyer (1995:78) and Smit and Cronjé (1999:9), generally refer to management processes as the basic function of planning; organizing; staffing; leading and controlling. Whereas in the public administration context, Public Policy Analysis and Determination; Financial Arrangement and Management; Macro and Micro Organizational Analysis, Development and Management, Personnel Provisioning and Maintenance, Work Method and Procedures, and Control and
Accountability can be added as a group of management processes and will be discussed further in section 3.5.

- **What management techniques and strategies do managers apply to achieve efficiency, effectiveness and productivity (management tools or techniques)?** Marx and Van Aswegen (1983:96) define management technique or strategy as a systematic and structured procedure or method according to which a manager must execute a particular task or solve a particular problem. O.R. Tambo District Municipality senior municipal managers are required to be systematic and follow procedures when executing the public policy of service delivery. Management tools or techniques are viewed by Luvuno (2002:25) as Public Sector Management Techniques (PSMT), which are administrative devices that constitute a philosophy of management reflecting a pro-active rather than a re-active way of managing service delivery. These PSMTs are discussed in section 3.6.

- **Under what circumstances do O.R. Tambo District Municipal senior municipal managers manage (Management environment)?** Senior municipal managers head up departments that are components of the whole organization. Like any organization, public sector organizations at administrative and management levels are influenced by the general and specific management environment as discussed below in section 3.7.
When managing public service organizations such as OR Tambo District Municipality, senior municipal managers are to take note of the management environment in which they operate so as to remain within the current trends of political, economic, cultural, social, and technological developments (Lindblom 2007:179).

In addition to the above concepts, an in-depth analysis of the required generic skills of senior municipal managers is discussed below. This is followed by an analysis of the public resources necessary for efficient, effective and productive delivery of services, which in turn is followed by a discussion of management processes, techniques and the environment.

### 3.2 An overview of the competencies and skills of O.R. Tambo District Municipal senior managers

As stated above, the term “generic skills” according to Harrison (2007:253) refers to the overall ability of a senior municipal manager to engage in a set of managerial behaviours that are functionally related to one another and lead to a desired performance level in a given area.

This implies the ability to interact coherently with colleagues and to act decisively in achieving the desired outcomes efficiently, effectively and economically in terms of public resources. Some of these generic skills include but are not limited to, the following:
• **Managerial skills:** Senior municipal managers at O.R. Tambo District Municipality are to possess certain skills to ensure that authority is exercised in a responsible and effective manner. Lehmann and Bouh (2008:193) state that managerial skills are practical and are taught, and learnt practically. Management skills include but are not limited to, leadership; motivation; team-building; resolution of conflict and controlling.

• **Leadership Skills:** Leadership is critical to satisfactory performance in public service delivery. It can be defined as the ability of a senior municipal manager to influence the behaviour of subordinate officials to support goal attainment (Harrison, 2007; 253). Leadership involves motivating staff to follow certain traits that are important such as high personal commitment to institutional goals; inspiring and maintaining commitment by others to the attainment of goals; and taking action to give effect to the attainment of goals. According to Dessler (1986:353), leaders have a responsibility to strike a balance between task and employee orientation. Task orientation is characterized by behaviour which stresses efficient, effective and productive service delivery including the technical aspects of this function. An employee-oriented leader views subordinates as human beings of intrinsic importance and accepts subordinate individuality and personal needs. The effectiveness of senior municipal managers can be improved by giving consideration to both the task needs as well as the team and individual needs of subordinates.
Senior municipal managers responsible for managing service delivery in OR Tambo District Municipality, need to have a high task orientation in that their total focus should be the effective, efficient and productive attainment of overall service delivery objectives through high performance. Municipal managers can adopt different styles of leadership such as the following (Alchian 2005:102):

- **Directive style**, whereby instructions are issued and the work performance of subordinates is closely supervised and controlled.

- **Supportive style**, whereby the senior municipal manager listens to team members, provides support for efforts and facilitates involvement in problem-solving and the decision-making of team members.

- **Coaching style**, entails directing work performance of subordinates but also soliciting suggestions and encouraging progress.

- **Delegating Style**, whereby minimum supervision and support is provided by the senior municipal manager and the responsibility for decision making and problem-solving is turned over to the subordinates.
The above mentioned styles are dependent on the competence, commitment and level of development of public officials. The current service-delivery setting in the OR Tambo District Municipality, favours a task-oriented leader although there are certain situations which necessitate an employee-oriented style. Therefore senior municipal managers are to assess the situation and be sufficiently flexible to adapt the leadership style to the particular conditions of the situation. In ensuring the effective, efficient and productive attainment of service-delivery in local municipalities, motivating subordinate municipal officials becomes essential and will be discussed elsewhere.

- **Motivational Skills.** Motivated subordinates are efficient, effective and productive, and thus obtain satisfaction from achieving or striving towards group objectives. Kerzner (1992:519), is of the view that team motivation has been identified as having the strongest overall influence on service delivery success and is an important factor in all phases of a government service delivery project. In respect of motivation, the task of the senior municipal manager is to ascertain what motivates the staff and then ensure that these motivations are fulfilled in the service-delivery setting. A variety of theories exist which motivate people such as approval, praise, recognition, trust, job enrichment and effective communication which enhance motivation. Argumentatively, Fukoa (2010:12) postulates that senior municipal managers should take into account the following principles of motivation.
A municipal manager in local government should distinguish between low-level needs and attempt to motivate the staff by appealing to relatively high-level needs. Tie rewards and incentives for performance and ensure that staff has the ability to perform the tasks assigned to them. Anderson (1984:289) further states that senior municipal managers should motivate subordinates by clearly defining roles, responsibilities and performance expectations of their staff. Assigning tasks that are challenging. Giving honest appraisals of performance and giving credit where it is due. Provide a positive working environment and involve the staff in decisions relating to service-delivery.

The motivation of the staff or employees to perform well is a crucial aspect in determining the success or failure of a development project undertaken at local government level. Therefore, the senior municipal manager needs to actively learn the skill of motivating staff by taking note of what motivates people and then ensuring that these factors are given due consideration during the various phases of service-delivery.

- **Team-Building Skills:** Senior municipal managers require team-building skills when supervising team members drawn from different work units or municipal departments. Harrison (2009:269) defines a team as any group of individuals involved in a joint undertaking such
as a project where interaction and interdependency between the individuals is required for efficiency and effectiveness. Therefore, senior municipal managers responsible for a development project require the skill of taking individuals often from different work units or municipal departments and building an effective team. There are various techniques whereby team-building can be achieved by senior municipal managers in the O.R. Tambo District Municipal, all of which if performed effectively can lead to desired outcomes such as the exchange of quality information among team members, improved decision-making and problem-solving as well as a more effective system of control and feedback regarding performance. Ineffective team-building may result in interpersonal conflict among team members which will be detrimental to service-delivery. Conflict situations often arise in the process of a service delivery setting even where team-building has been effective.

- **Conflict Resolution Skills:** Senior municipal managers responsible for overseeing the implementation of development projects require a high tolerance for conflict as well as specific skills to resolve conflict. A number of research studies indicate that senior municipal managers can resolve conflict irrespective of the source by making use of various conflict resolution modes namely:
  - Withdrawal or retreating from an actual potential disagreement;
Conflict is inevitable in project settings and the senior municipal manager responsible for overseeing the implementation of a development project requires conflict resolution skills. Senior municipal managers should examine the situation and identify potential sources of conflict which may range from personality differences to competition for scarce resources. Based on this examination, a senior municipal manager can adopt the mode of conflict resolution deemed to be most suitable in addressing conflict situations. Senior municipal managers must not only resolve conflict but also manage conflict by identifying potential sources of disagreement and dealing with them before they become disruptive.

- **Controlling skills:** Controlling implies that the senior municipal manager assesses actual work performance against time; cost and quality standards to ascertain whether pre-determined goals are being met. An essential element of controlling is monitoring progress
and taking corrective action in time. Project control is closely linked to the function of planning in that it is necessary for effective control to be exercised (Elhezer, 2009:129). The following points are important:

- Project objectives have been identified and clearly explained to project team members;
- The work to be done to achieve the objectives has been allocated to individual team members;
- Standards for work performance have been established; and
- Resources such as time and money have been scheduled.

Senior municipal managers require the skill of exercising control effectively. In this way, the senior municipal manager can ensure that the time, cost and quality targets of the project are met and that the project objectives are attained in an efficient, effective and economical manner (Thompson, 2006:93).

- **Conceptual skill:** This generic skill refers to the ability of senior municipal managers to see in detail the organization and its parts in a holistic manner. This skill enables senior municipal managers to process a significant amount of information about the internal and/or external environment of the organization and determine the concept and cultural nature of the envisaged organization and its product or services (Thompson, 2006:93).
• **Interpersonal skill:** Is the ability to work with people. The ability to work effectively with group members, as well as with other work groups within the organization. The senior managers within the work group must manage the group dynamics, encourage cooperation and resolve conflicts. Create a work environment where group members can express themselves freely, offer ideas and participate in the planning activities of the unit. When interacting with outside work groups, senior managers serve as liaison, communicating the needs and issues of their teams to other members of the organization and conveying information from other groups back to their units. Fulfilling these responsibilities requires the constant use of interpersonal skills (Coleman, 1996: 139 and Thompson, 2006: 98).

• **Analytical skill:** Refers to the ability to analyze or scrutinize skills that employees possess so as to structure the organization or compile an organogram of the organization. Different departments with sections may be properly placed through skills analysis and the vision and mission of an organization can be reached. Management processes can be undertaken – planning, organizing, leading and control. Looking at objectives and setting of these, the levels and time-frames of planning, basic principles of organizing, specialization, authority, power and motivation. Establishing standards, observing actual performance, evaluations and deviations (Thompson, 2006: 99).
• **Technical skill:** This refers to the ability of senior municipal managers to use knowledge or techniques of a particular discipline to attain goals. Technical skills are most important for first-line managers as it enable them to use knowledge of the tools, techniques and procedures that are specific to a particular field of service delivery. Technical skills are teachable and can be taught to subordinate municipal officials in the same department or work group where necessary. Computer programmers, personal assistants, data capturers and surgeons use technical skills everyday. Managing individual performance involves motivating and disciplining subordinates, providing feedback and improving communication (Elhezer, 2009: 130).

• **Negotiation skill:** means a meeting between two or more parties to reach consensus on aspects in which they differ, a give and take process where parties agree on certain conditions. Negotiation is necessary particularly in the presence of conflict attributed to various factors such as the different ideologies and points of view of the parties, the expression of a public conflict, for example, violence, a difference in the position of authority of parties and a negative relationship between parties. There must be a desire to resolve the conflict so that it can benefit both parties. These also include the distance that exists between management and subordinates. The potential for conflict of an autocratic management style which allows little or no participation for workers, is greater than that of a
democratic management style. Different approaches such as compromise, bargaining, coercion, emotional and logical reasoning are required in the negotiation process. So negotiating skills refer to the skills a person has to negotiate with another party so that a joint solution can be found. Each negotiation has unique dynamics and therefore experience is the best option. Senior municipal managers need to negotiate with employee associations, with managers from other institutions on resource allocation, and even with the political leaders on the application of policy.

- **Communication skill**: Communication simply refers to the transfer of relevant information as soon as the receiver understands the information. Communication aims to transmit information to someone by verbal means, written reports, visual images and symbols and also by means of gestures with the aim of getting the person to respond. Communication implies a two way “street” in that not only are messages transmitted but messages are also received. According to Smith and Cronje (1992:374), communication consists of five key elements namely:

  o The communicator who sends the message;
  o The message which is the actual physical product;
  o The medium whereby the message is sent;
  o The receiver who responds to the message; and
  o The feedback which indicates that the message was received.
Communication can take place downwards in a hierarchal order from management to the lower levels or can take place upwards from the subordinate. Horizontal or lateral communication also takes place between people at the same management level, internally and externally. Communication strategies therefore are regarded as specialized fields of communication and require more skills from senior municipal managers than simply communicating with subordinates. Communication is known as an umbrella concept and can also be non-verbal to create awareness or change perceptions over a long period.

The senior municipal manager communicates everyday to perform general management functions and tasks. Comprehensive organizational measures such as communication channels should be created in order to:

- Keep staff informed of the objectives of the institution;
- Give reasons why these objectives are necessary;
- Provide information on the methods and procedures that must be followed to achieve objectives;
- Motivate staff and give them guidance;
- Acknowledge performance if the objectives are achieved effectively and efficiently;
- Ability of managers to transfer information accurately, clearly and fully; and
- Willingness to listen, interpret information correctly within the context and to respond accordingly.
In terms of communication, during times of conflicting points of view, senior municipal managers should be aware of factors that necessitate negotiation.

- **Problem-solving skills:** Means a rational approach or strategy developed to disentangle a specific predicament. Problem-solving skills enable the manager to solve problems rationally. As such, the need to get the information first from both affected parties arises, followed by the need to analyze the information so as to look for an alternative solution to the problem that provides a satisfactory outcome to all parties concerned. The simplest alternative is not always the most effective solution to a problem. Thus creative techniques such as brainstorming and group discussions can be used for this purpose (Elhezer, 2009: 132).

- **Implementation skills:** Implementation skills can be viewed as a process of taking into account the setting of goals and the actions geared to achieving those goals. Implementation skills entail the development of operating skills or detailed statements of the means to be used to achieve objectives in the long-run. Implementation skills are selected according to a policy to direct the thinking, decisions and actions of managers and employees. When a skill is implemented, the skill must be controlled and evaluated constantly to determine the extent to which objectives are being achieved. Implementation skills require a high degree of personnel motivation in achieving objectives. O R Tambo District Municipality senior municipal managers should
ensure that adequate public resources are allocated for strategies to be executed. The challenge of implementation is that of moving from a decision to operate in such a way that what is put in place bears a reasonable resemblance to the decision and the functioning of the decision in the public service environment of implementation.

Senior municipal managers are confronted by numerous challenges in terms of implementation skills. Challenges and demands are constantly being defined and redefined in the policy process by senior municipal managers including problem definition for communities who have not defined problems as individuals and implementation skills are also part of strategic management. Local government in South Africa consists of senior officers, senior managers and local authorities who work in conjunction with municipal subordinates to put together large–scale implementation plans to achieve service delivery targets.

These plans include programmes, budgets and procedures. Implementation strategy means designing and initiating a programme of action and therefore involves management which includes planning, organizing, staffing and directing. Implementation by a senior municipal manager in the O.R. Tambo District Municipality is an operational oriented process due to implementation objectives which must be established and public resources allocated for effective and efficient pursuance of public objectives. Implementation skills by a senior municipal manager require the following:

- Re-allocating resources to departments;
Setting performance standards;
Installing information systems;
Establishing a reward system;
Altering organization structure;
Training new employees;
Motivating individuals;
Obtaining new capital; and
Developing budgets and programmes.

This means that implementation skill requires a planned and insightful management effort on the part of OR Tambo District Municipality employees and all involved should be committed to the process and be knowledgeable and skilful in management skills, generally. Necessary authority is of importance and is delegated to relevant employees to be able to effective and efficiently exercise a degree of flexibility in the management of the implementation process.

3.3 An overview of public resources necessary for delivery of services in the OR Tambo District Municipality

O.R. Tambo District Municipal senior managers need to understand what is managed and are thus required to comprehend the categories of public resources which Luvuno (1999:16) asserts are miscellaneous by character. For clarity purposes, senior municipal managers, manage public resources categorized as follows:
• Legal or authoritative resources: This refers to resources such as power, that according to Earl (2001:105) amount to the ability to make people do what they would not have done willingly; laws are explained by Van Niekerk et al. (2001:307) as the body of rules and regulations made by state or government for the people who live in that particular state. These laws are aimed at protecting the society in general; Dilnot (2000:100) states that delegated power; and policies, in their simplest explanation refers to whatever public service organizations choose to do or not to do, or a purposive course of action followed by an actor or set of actors in dealing with the problem or matter of concern; by-laws refer to legislation passed by municipal councils referred to in section 157(1) of the Constitution of the Republic of South Africa, 1996, and regulations refer to rules made by the public institutions to expand the provisions of Acts of Parliament or provincial ordinances; while ordinances refer to legislation passed by a provincial legislative body (Anderson, 1997:7).

• Institutional or organizational resources: This refers to resources such as land; referring to the solid part of the surface of the earth as opposed to water, constituting a part of such surface, especially to oceans; rivers, lakes, dams and seas; office buildings, referring to human habitation structures in which the administrative personnel, are working or a place in which professional activities are conducted in order to deliver public services; equipment, denotes the materials
and machinery needed for a purpose such as the tasks of delivering services; and vehicles, referring to a self-propelled medium by which means resources and processes of service delivery can be transported or transmitted (http://www.dictionary.com).

- **Information resources**: Information resources may include *computers*, which refers to programmable electronic machines that perform high-speed mathematical or logical operations or that assembles, stores, correlates and processes information; *data bank*, an information storage medium where qualitative and quantitative information is stored or mostly, can be found; *news media*, which refers to a group of journalists and television networks that constitute the communication industry and profession; *grapevines*, which may be viewed by many as unpleasant yet sometimes can be worthwhile. Grapevine refers to an informal transmission of information, gossip or rumour from person to person; *researchers*, which refers to a collection of scientists who devote themselves to doing and capturing data; and *programmers*, refers to a number of information technology specialists who prepare or write instructional programmes for computers (http://www.dictionary.com).

- **Financial resources**: According to Mondy et al. (1994:25), *capital* refers to money. For the sole purpose of clarity, financial resources will include a *monetary fund* that refers to financial supply, legal tenders, currency, property or wealth and interest rates. *Economic*
efficiency, refers to utilizing factors of production in the least cost combination and in resources consumption, allocating expenditures to maximize public service delivery (Todaro, 1997:687), Financial Investments denotes that part of public funds or national income or national expenditure devoted to the production of capital goods over a given period of time. Market economy denotes a free private-enterprise economy governed by consumer sovereignty, or a price system, and the forces of supply and demand.

- **Natural resources**: This may include resources such as oil, minerals, gas, chemicals, wood, land and energy and even time. Whereas Mondy et al. (1994:25) state that natural resources consist of all those resources made available to human beings through nature and thus cannot be increased once depleted.

- **Human resources**: In this regard, human resources may include professionals, public human resources mostly refer to individual employees with more than a two year higher academic qualification coupled with in-depth or in-service training and skills. Skilled personnel, refers to public personnel who do not meet professional requirements, yet possess advanced technical conceptual behavioural economic-business managerial and implementing skills.
o **Semi-skilled personnel**, refer to public personnel with no professional requirements and minimal skills identified from skilled personnel.

o **Unskilled personnel**, refer to personpower identified in the Public Service Review Report of 1999/2000 as those public personnel whose occupation is classified under cleaners, labourers, shelf packers, messengers, tea-makers, nightwatch men, guards, waiters/waitresses and cooks who are in the employ of public sector organizations.

Public human resources, according to Mondy et al. (1994:25), refer to all the abilities of reasonably qualified people who can be used to provide products and services in exchange for payments. This resource is also known as human capital, which is a productive public investment, embodied in human persons. These include skills, abilities, ideals and health resulting from experience and education, and on-the-job training programmes.

### 3.4 An overview of management processes to be employed by O.R. Tambo District Senior Municipal Managers

Fox and Meyer (1995:78) and Smit and Cronjé (1999:9) generally refer to management processes as the basic function of planning, directing, communicating, leading, and delegating as discussed in section 3.2. Whereas in the public administration context, Public Policy Analysis and Determination; Financial Arrangement and Management; Macro and Micro
Organizational Analysis, Development and Management; Personnel Provisioning and Maintenance; Work Method, Procedures, and Control and Accountability can be added as a group of management processes.

Thus, for any senior municipal manager to turnaround their local municipality in terms of basic service delivery they need to be theoretically and pragmatically capacitated sufficiently in the management processes.

3.5 An overview of Public Sector Management Techniques (PSMT) to be applied by O.R. Tambo District Municipality executive managers

Although there are numerous Public sector management techniques or tools that can be applied to improve efficient, effective and productive service delivery in the O.R. Tambo District Municipality, a few are mentioned as follows:

3.5.1 Information communication technology (ICT) and electronic data processing

Use of the internet in the South African public sector is emerging as one of the promising vehicles for electronic service delivery. In this regard, attempts have been made by the South African Government Communication and Information System (GCIS) Department to make downloadable public service information available for an increasing number of public service transactions, including procurement of service delivery resources, payment of taxes, vehicle registration and the issuing of permits.
and licenses. While the internet is emerging as a dominant form of information technology within the public sector, information technology in the form of e-Services, e-Governance, e-Meetings, e-Citizen Participation (in the form of protest), e-Mails, e-Commerce, and e-State or cyber State, other technological advances such as mobile telephones, laptop computers and advanced desktop systems are flooding the market and even in the Public Administration domain technological advances in governance are emerging (Hodes and Anthony, 1984:122).

These methods of service delivery are becoming more convenient than over-the-counter transactions in terms of more locations, better hours, and shorter queues, since they provide instant service delivery. Services that cannot be delivered instantly are being completed through speed post or couriers (Garson, 1999:133). From the White Paper on the Transformation of the Public Service (1995:3.1.1.(f)), the lack of an effective Information System, as a challenge from the past, needs to be addressed in South African public service organizations. This will have to include the eradication of computer illiteracy in South Africa. The planning of public service information flow, computer networks, information communication networks, and social marketing approaches, therefore, become the municipal managers' and the information technologists’ concern.

Information Systems and Electronic data processing, according to Hodge and Anthony (1984:125), is the science of producing and distributing information in a particular manner to suit the needs of the end users. Taggart (1980:5)
further refers to information as the most important resource for effective decision-making in progressive corporations. In defining an information system, Fox and Meyer (1995:64) give two suggestions, *viz.*:

- As a structured way of processing data and providing information which is, often, but not always computer-based; and

- As a system of gathering, reporting, analysing, accepting, storing, retrieving and using information in the organization.

Sainsbury (1993:3:7) explains that an information system is the effective analysis, design, construction, delivery, management and use of information technology in organizations and society. It can also refer to an organized collection of people, procedures, data, machines, and services that work together to make information available. According to Garson (1999:156), computer applications in the public sector are classified in two ways, *viz.*:

**The application area:** The application area, in information system and electronic data processing constitutes:

- **Procedure systems:** This relates to the need for public service organizations to design and utilize standard work procedures and methods when undertaking the process of service delivery. These procedures involve data preparation, service delivery workflow, filing and specification checking. Without this, public service organizations will rapidly lose track of information.
• Public service operational processing: This involves the presence of information needed for the daily provisioning of services and goods to the public. This may include processing and supporting transactions such as those of municipal water and electricity payments, licenses and taxes, enquiries from the public and systems that provide databank information on supplies, plant and budget allowances.

• Strategic information processing: In this regard, information is compiled and presented in a format to provide the necessary answer to a public problem at a strategic level – that is the policy-making level; for instance the planning of annual budgets. This also includes the planning of parks, urban and regional planning as well as infrastructure planning such as road networks, airline navigation, bridges, and government buildings (Xiao-Chang, 1998:221).

The monitoring and control of these service delivery activities require feedback from information systems in a particular format to facilitate political and administrative decisions concerning service delivery.

• The application type: Information systems application type constitutes:

  o Off-line and on-line systems: The former is used in cases where transactions are collected in batches and processed sequentially at the most convenient and economical time. Whereas the latter application
type caters for registered end-users of desktops and laptops in the mainframe or Central Processing Unit (CPU). This allows an alteration of data by registered end-users as if the CPU was serving them individually (Xiao-Chang, 1998:221).

- **Multiprocessing and multiprogramming information system**: This application type refers to systems that can execute two or more service delivery programmes simultaneously, using the same CPU. It indicates a basic characteristic of multi-programming. Therefore, the system performs several operations in various sequences by means of the application of a ‘supervisory programme.’ (Xiao-Chang, 1998: 222)

- **A sharing information system**: This application type provides a number of users with simultaneous access to one CPU, sharing one available computer minimizes waste of time. Therefore, the pressure during peak time is removed from the operators (Xiao-Chang, 1998:222).

- **Integrated information systems**: Integrated information systems are formed on the basis of mutual interest in the same computer software. These programmes are recorded at the source and utilized by the same processing CPU in various public service organizational departments. Integrated information systems minimize the need to convert data into a computer programme where one standard programme can be used.
o **Distributed data processing systems**: Distributed data processing systems facilitate the sharing of central public resources. These public resources include the design, application and maintenance tasks of information systems. In this regard, the system offers shared benefits to all its users such as larger and more effective hardware and software systems at a lower cost of individual systems. Data processing human resources can be shared in the light of the importance of having computer specialists such as system analysts, computer programmers, communication specialists, database administrators, computer operators and maintenance engineers.

### 3.5.2 System Analysis (SA)

Dror (1968:24) explains that system analysis is the examination of an activity, procedure, method, technique or organization to determine what must be accomplished to optimize public service objectives. Fox and Meyer (1995:77) assert that system analysis is the continuous process of reviewing service delivery objectives, designing alternative methods to realize these objectives. This also involves the consideration of the effects and costs of alternative choices or preferences.

Senior municipal managers, as system analysts, need to delve deeper into service improvement and service delivery programmes in order to
determine the relevancy and the true difficulties of current plans and activities. This would require the finding of new solutions and the implementation thereof. Hence, Moynihan (1993:57) argues that analysing public sector goods and service delivery systems would lead to the design of new goods, products and services. When system analysis is integrated with Social Network Programming, the chance of improving the proper design of a government macro service delivery framework is enhanced.

Iman (2009:221) maintains that the amplified macro service delivery framework affects the micro service delivery framework at the provincial and local spheres of government. Moynihan (1993:6) explains that, with system analysis, feasibility studies can be undertaken to determine whether it is worth continuing with the development of the current service programmes. The combination of other public sector management techniques with system analysis, can provoke feasibility studies being undertaken to enhance basic service delivery by municipalities.

A feasibility study, in this regard, is a separate component of system analysis. It highlights the study of service delivery and its workability, attainability and probabilistic Social Network Programming as discussed in section 3.5.1. This study, ultimately leads to the design of improved public services delivery processes in order to conceive, execute and evaluate the current public service programmes.
3.5.3 Management by Results (MBR)

Management by Results (MBR) is a process whereby senior and line management of public service organizations jointly identify common goals. This tool further defines each individual manager’s major area of responsibility within a specific organization matrix or multi-level public sector personnel structure. In terms of the results expected, measurements are recorded in order to serve as guidelines for tactical management of the public service organization.

Management by Results as a Public Sector Management Technique makes the assessment of the contribution of individual public officials towards service delivery and improvement possible (Odiorne, 1979:53). By combining MBR with other public sector management techniques, senior municipal managers will be able to establish individual multi-level objectives and sectionalized organization objectives. These pre-determined objectives are communicated as follows:

- **Vertically:** That is communication undertaken throughout the hierarchical structure within the public service organization such as departments, divisions, sections and units.
• **Horizontally**: That is communication directed to all the individual public officials who are at the same managerial level such as senior, management, line and supervisory management.

These forms of communicating pre-determine service delivery objectives, as the expected public work-performance results are established. Posavack and Carey (1980:151) stress the importance of Management by Results by stating that:

• Public service organizational goals are clearly established and communicated to all senior and other municipal managers within the public service setting. This is one of the requirements of public sector management techniques that goals must be established for each public sector unit.

• MBR requires municipal managers to set individual goals that conform to the interests of public service organizational goals and objectives. Hence, the micro service delivery objective designed at provincial and local spheres of governments are planned and managed in conformation with national macro service delivery objectives.

• Recurrent reviews of the degree to which senior municipal managers are achieving their service delivery objectives are necessary and Management by Results can satisfy this requirement.

Humble (1970:3) states that MBR is a dynamic Public Sector Management Technique that seeks to integrate public service organization needs for clarification and the achievement of service goals. MBR maximizes the long-
term returns on public resources consumed by public service organizations. The results of the maximized returns of public resources consumed provide a format for the maintenance and orderly growth of public service organizations. These results are derived in the form of statements of what was expected from public programme managers compared with the statement of what has been achieved.

Within the public service organization structures, more vitality and personal involvement is brought about. This enhances the possibility of obtaining coordination, effort and teamwork without eliminating personal risk taking. At the same time, the relationship between senior public officials and subordinate public officials is strengthened (Odiorne, 1979:54-55). Adler (2007:423) also states that Management by Results expose municipal managers to questions such as:

- What are my service delivery objectives?
- What are my major elements of work to be performed?
- How must I relate the elements of these Public Sector Management Techniques to others?
- Who shall I charge with the various responsibilities for accomplishing service objectives?

This forces senior and other municipal managers to revisit the question behind the question (Q-b-Q) approach in order to contribute to the efficient, effective and productive improvement and delivery of services. MBR as one of the Public Sector Management Techniques is an appropriate tool to be combined with other relevant Public Sector Management Techniques to
compel answers to the Q-b-Q. Furthermore, municipal managers can use Management by Results to determine the reasons for failure and how to overcome these failures by closer supervision, tighter control, promise of benefits or threats of negative sanctions, pressure coercion or some other form of control and direction.

3.5.4 Strategic Public Management


Strategic Public Management involves processes such as the formulation, implementation, as well as the assessment and evaluation of service activities to enable public service organizations to attain pre-determined goals and objectives. Strategic Public Management also refers to the set of
municipal managerial decisions, functions and actions that determine the long-term service delivery performance (Wheelen & Hunger 1998:6; Fox et al. 1991:222).

Cox and Burns (1992:23) explain that the purpose of Strategic Public Management is to determine the most economical, tactical approaches and a well calculated risk for undertaking service delivery activities. This strategic undertaking should also enhance the public organizations’ effective and efficient service delivery activities. In essence, Strategic Public Management Techniques are basically divided into strategic planning and operational planning.

- **Strategic planning**: According to Callaway et al. (2010:2) strategic planning is a planning process undertaken at a senior management level. At this level of planning unique organizational vision, mission, aims, goals and objectives are formulated. The formulated organization mission would, therefore, reflect the public service organizational capabilities, image, identity and culture. Therefore, the strategic planning is undertaken at senior public management level and it involves the determination of the macro service delivery goals, objectives; action plans and expected results (Goodstein et al. 1993:3).

- While strategic planning focuses on the macro and long-term aspect of planning as a whole, operational planning, focuses on the micro and short-term plan. This involves the planning of detailed service
improvement and delivery activities, operational budgets, costs and productivity processes. The essence of operational planning concerns the participation of both supervisory municipal managers and public officials. These groups of human resource practitioners plan in detail how service delivery programmes, determined by senior municipal managers, will be undertaken.

Goodstein et. al. (1993:3) argue that the two types of planning in Strategic Public Management are different, but in practice, they are incorporated into one plan due to the fact that they form a co-ordinated planning process. Strategic Public Management is a self-motivated tool for public sector managers in determining particular services needed by the public. Hence Mintzberg (2008:23-29) views this tool as a guide or course of action into the future, a path to get from here to there, a pattern that is consistent in behaviour over time.

3.5.5 Social Benefit Analysis

In the new transforming and democratic South Africa, it is essential for senior municipal managers to utilize all public resources to the maximum benefit of all the people living in the country. The process of cost benefit analyses, as frequently used in private sector management, allows comparative analysis of both costs and benefits in a common monetary value. Social Benefit Analysis postulates the study of the costs involved in delivering a specific service and the benefits that might be derived in
delivering the specified service. According to Fox et. al. (1991:288), Cost Benefit Analysis is a technique that compares the various decision-alternatives on the basis of the cost/benefit ratio assessed in monetary value.

In the context of Social Benefit Analysis, senior municipal managers would be investigating and comparing the availability of public funds with the benefit the society might derive if such a service is delivered. This comparative analysis is done within the context of priority indicators identified in Henama (1999:40) as:

- **Highest priority**: This means that the cancellation or postponement of these specific service delivery programmes could have catastrophic consequences, such as the loss of life and property.

- **Essential priority**: This applies to existing infrastructure or new service delivery programmes that cannot be cancelled or postponed without seriously affecting the public.

- **Useful priority**: This priority indicator applies to existing infrastructure or new service programme which serves a useful purpose and which should be undertaken in the interests of the public but which could nonetheless be postponed without prejudice to the public.
- **Dispensable priority**: This indicator applies to existing infrastructure or new service delivery programmes that may be cancelled or postponed without prejudice to the public, select the top critical few, write demands as productivity targets and stretch productivity targets to higher percentages.

Gildenuys (1993:511) confirms this statement by stating that rational decision-making on the allocation of public resources demands the comparison of alternative ways in which service delivery objectives can be realized. Social Benefit Analysis, therefore, can facilitate such comparative analyses. According to Beechold and Culbert (2010:39), the consideration of estimate of service income and expenditure is not easily assessed as the state is a non-profit organization and its budgetary muscle is derived from the taxpayers. Therefore, it is not enough for senior municipal managers to express the benefits and costs of public services in monetary terms only. They have an obligation to compare, prioritize and ensure a service outcome that *satisfies* the majority of public needs with the least available public resources.

The abovementioned Public Sector Management Technique evaluates, during a planning period, the benefit that might be expected from a decision to go ahead with the purchase of public resources. It also evaluates the value of pursuing public projects or service delivery programmes as well as the expected returns from the start of a service delivery programme (Stettler, 1993:93). This implies that, before public services can be approved
a budget should undergo analysis to ensure that maximum benefit is obtained by the planned expenditure.

Social Benefit Analysis looks at options or alternatives that might give other beneficial effects. Decisions to adopt any one option are based on several reviews of the available prioritised options analysed (Stettler, 1993:94). Public Sector Management Techniques vary such as Programme Budgeting Systems, Cost Performance Improvement and Social Network Programming can be used for different reasons, viz.:

- budgeting of services;
- reduction of service delivery costs;
- plotting of service delivery activities; and
- for the allocation of public resources, where output can be quantified (Beechold & Culbert, 2010:88).

As such, Social Benefit Analysis alone cannot provide adequate criteria for comparative resource/benefit analysis. It should be used together with considerations of political expediency and the priority indicators identified (Henama, 1999:18). Since Social Benefit Analysis has measured both public resources and involved the benefit in a common monetary value, the decision packages are aggregated under each service delivery programme cost.

Senior municipal managers can then determine the benefits at a certain level of expenditure to meet existing or new service delivery priorities (Tec &
Glenn, 1990:17). Social Benefit Analysis is a priority-setting tool with two parameters, viz.: public resources and benefits.

In this analysis, probability of occurrence is the risk factor and the degree of uncertainty in realizing the benefit. Therefore, municipal managers can see that the highest potential benefit with the least cost is not necessarily the option to select. The probability of occurrence, in this regard, might not be attractive according to the priority indicators. By means of Social Benefit Analysis improvement in productivity, trade-offs and compromises in service delivery can be made.

3.5.6 **Service Quality Management**

Service Quality Management, known to the private sector as Total Quality Management (TQM), is an external and an internal customer focus instrument. It is mainly a process improvement oriented technique that attempts to improve and exceed customer requirements in terms of quality service standards. In the context of public service deliver, Service Quality Management addresses three important aspects, viz.:

- customer focus;
- process improvement; and
- citizen involvement.

The use of this tool promotes continuous improvement of quality goods and services in public service organizations. As such Waller et al. (2006:212) state
that Service Quality Management is an affinity tool of Public Sector Management Techniques used for planning and managing the quality of service delivery work-performance. This tool is known by various names suggested by Hannegan (1995:168) such as Total Quality Control, Quality Measurement and Total Quality Improvement. Schmidt and Finnigen (1992:172) state that Service Quality Management is the same as Continuous Quality Improvement or Quality Control.

Jablonski (1992:21) defines Service Quality Management as ‘... a co-operative form of doing administrative functions that relies on the talent and capabilities of both labour and management continuously to improve quality service and productivity using teams and facts in decision-making.’ Whereas Hakes, (2001:3) describes Service Quality Management as a management philosophy striving to make the best use of all available public resources and opportunities by constant improvement.

Luvuno (2002:198) asserts that the term ‘Service Quality Management’ would be more appropriate as a Public Sector Management Technique. This is due to the fact that the term, ‘total’, derived from Total Quality Management, may relate to confusing terms such as absolute; authoritarianism and certainty. Since public sector managers perform their functions in an unstable general but specific management environment, terms such as absolute, authoritarianism and certainty would denote obsolescence in public service delivery. The combination of Service Quality Management with other Public Sector Management Techniques gives
municipal managers a basic knowledge of facilitating cross-functional co-operation, co-ordination, and team building.

It will also assist in the scheduling of public resources, departmental referrals, communication, productivity, trust building within the multi-level and sectionalized service delivery programmes (Bounds et al. 1995:92-170). Therefore, the essence of Service Quality Management, according to Cohen and Brand (1993:5) rotates around the continuous improvement of quality services by means of:

- **Customer focus**: Quality service is based on the concept that the public service organization has a customer and that the requirements, needs and expectations of that customer must be met every time if the public service organization as a whole is going to meet the needs of the external customer. This concept requires a thorough collection and analysis of customer requirements and when these requirements are understood and accepted, they must be met by public organizations.

- **Process improvement**: The concept of continuous improvement is built on the fact that work is the result of a series of interrelated steps and activities that result in an output. Continuous attention to each of these steps in the work process is necessary to reduce the variability of the output and improve the reliability of the process. Reliable in the sense that they produce the desired output each time with no variation.
• **Public Participation:** This approach begins with the active leadership of senior municipal managers and includes efforts that utilize the talents of all employees in public service organizations as required by the concept of Management by Results. Even so, the public is empowered to improve their services by coming together in new work structures to solve problems, improve and identify their needs and put forward suggestions on service processes and customer satisfaction. These activities are undertaken in terms of improving the effective, efficient, and productive outcome of public services.

### 3.5.7 Public Project Management

In order to comprehend the meaning of Public Project Management within the public management context, terms such as ‘public’ and ‘project’ will first be defined. After the definition, the concept of ‘Public Project Management’ will be explained. The term ‘public’ according to Renoux (1992:53) denotes a group of individual members of a community living together as a result of common values, needs and protection forming an organized society. The term is further associated with the term ‘society’ which refers to a body of people living in the same locality and bound together by common interests (Cloete, 1993:29).

The term ‘project’ refers to a short-term, usually technical undertaking made up of two or more interrelated tasks. A project has a well-defined set of objectives, a schedule and a budget (Segers & Tubiana, 1996:101).
Therefore, ‘Public Project Management’ can be assumed as referring to those interrelated tasks provided at public expense and managed by public authority or representative(s) of the public authority. In Burk’s (2001:3) view, Public Project Management is defined as the application of knowledge, skills, tools and techniques to project activities in order to meet public needs and expectations from a project.

Segers and Tubiana (1996:101-117) assert that a project is an organizational process whose mission is completion of a set of objectives. Achievement of these objectives represents completion of the project and a milestone achievement in the service delivery programme. Targeted objectives may often involve research, development, design, construction and installations. A project, therefore, has a finite and fairly well defined life span, usually short.

It is not an activity that will continue as part of the existence of the organization. Each project has a public project manager or engineer with a team of specifically selected public officials. These specifically selected public officials ultimately form a project team committed to the completion of service programmes (Segers & Tubiana, 1996: 101-117).
Fig.1 below denotes a multi level sphere of government or public service organizational matrix (Van Straaten, 1984:196)

In this regard, Smith and Venice (2009:31) further contribute to this argument by stating that authority for making project decisions is defined by senior municipal managers in the remaining organization. Most organizations that practice public project management have a network matrix of an organization that can be denoted in Fig. 1 above.
According to Voghel and Mitch (2010:453), a good public project manager must have a view of public project completion within a certain budgetary constraint and time, in accordance with the public service delivery objectives. They further argue that in the organization and management of a public project, it is useful to think in terms of project phases. These project phases may include the project proposal, project direction, project execution and project evaluation phases. The benefits of utilizing Public Project Management in the public sector is listed by Burke (2001:8-9) as follows:

- **Estimating**: Project estimation forms the basis of the project plan that can assist municipal managers with the estimations and measurement of the progress of a public project. The performance of current public projects will form the estimating database for future public projects.

- **Critical Path Method (CPM)**: The CPM calculates the activity start and finish dates, together with the critical activities that determine the duration of the public project. Senior municipal managers, therefore, will be in a position to identify any delaying elements of a critical activity that might lead to a delay in the completion of the public project.

- **Project integration**: Assist municipal managers with the co-ordination and integration of contributions made by all project participants.
• **Reporting interfaces:** The planning and control of data can be structured around the work breakdown structure (WBS) for project reporting. This can also be structured around the organization’s breakdown structure (OBS) for public service organizational reporting. Without an integrated system the two reporting requirements would have to be processed separately.

• **Response time:** Timely response on public project performance is essential for effective project control. The project planning and control system can adjust the content and frequency of feedback to address the needs of the public project. Consider an accounts department for example – they generally use a monthly reporting cycle where feedback on invoices may be 4 to 6 weeks behind schedule.

• **Trends:** monitoring the progress in time, cost and performance is the best control public projects provide. This information may not be available to public project managers if the parameters are derived from a number of different functional sources.

• **Procedures:** The planning and control system enables public project managers to develop procedures and work instructions that are tailored to the specific needs of public projects.
• **Client (community):** The public project manager is the single point of responsibility and represents the community. During meetings with the community the planning and controlling system will provide information about every aspect of the public project.

### 3.5.8 Programme Budgeting Systems

In financing service improvement and delivery programmes, various financial Programme Budgeting Systems are identified by Gildenhuys (1993:512). The most frequently used financial management systems are the Performance Budgeting System (PBS), Zero-Base Budgeting System (ZBBS) and Programme Planning Budgeting Systems (PPBS). Additional Programme Budgeting Systems constitute Multi-Year Budgeting System; Single-Year Budgeting System; Item Budgeting System; Social Benefit Analysis, Rationalization des Choix Budgetaire (RCB), and Cost Performance Improvement (CPI). The absence of these financial management tools would amount to poor and unwise utilization of public resources. Hence Gildenhuys (1993:512) writes, ‘Unless the total benefit of a service is compared to its cost at some point in the budget process, poor budget decisions are likely.’

Programme Budget Systems are capable of identifying and describing public service objectives. The process of evaluating programmes leads to the comparison of the service objectives with the programme target. These budgeting systems determine the total cost of each national macro and
provincial and local micro service delivery framework. The tools can also evaluate other alternative economic preferences of service delivery programmes that are effective and efficient. They can also integrate service delivery activities with programme decisions during the budgetary process (Gildenhuyys 1993:512-527).

Similar to MBR, Programme Budgeting Systems also involve all municipal managers at all public service organization structures in the budget process. It emphasizes the justification of discrete service programmes or activity evaluation for each public service unit through the use of Programme Budgeting Systems. Furthermore, Programme Budgeting Systems assess alternative methods of accomplishing service delivery objectives. They analyse the probabilistic effects of different budget amounts or work-performance levels of each public service organization.

To some extent, these Public Sector Management Techniques also provide a credible rationale for re-allocation of public resources, especially from old activities to new activities. This is due to the fact that service delivery programmes frequently require public resource re-allocation or levelling. Public Sector Management Techniques such as Workload Analysis and Social Network Programming are the appropriate tools for determining public resources re-allocation and levelling.

Deduced from the above Programme Budgeting Systems identified by Gildenuyhs (1993: 512-527), the primary function of Performance Budgeting System, therefore, is activity classification, establishment of performance
measurements and feedback. The Multi-year Budgeting System requires careful and correct definition of service delivery programmes. The Zero-Based Budgeting System requires each micro service delivery structure of the public sector to review systematically all activities and services, existing as well as new. This review is done on the bases of performance, results and cost to give budgetary preferences to decision-makers on financial figures. This manner supports and enhances the scientific analysis of budget processes (Gildenhuys, 1993:517-526).

3.5.9 Cost Performance Improvement

Cost Performance Improvement is a deliberate, systematic, and planned effort with year-in and year-out consistency investigation of cost cutting and slashing for better-cost performance (Calano, 2006:214). In the context of public sector management, the term would thus imply the exploration and acquisition of different advancement methods towards the improvement of service delivery. To give a comprehensive explanation of Cost Performance Improvement, cost, improvement and analysis will be defined within the ambit of Public Sector Management Techniques and then towards the end of this definition, an integrated definition will be provided. The concept of cost, in terms of monetary value, is defined in the Oxford Advanced Learner’s Dictionary (1998:262) as the required payment of a particular amount of money in order to purchase goods or services. This also refers to the
performance of (a) specific function(s) or renders a particular service in exchange for a legal tender.

The Cambridge International Dictionary of English (1997:309) adds to this definition ‘...the calculation of something’s future cost...’ In the context of Public Sector Management Techniques, this means the careful calculation of the public resource cost required for service delivery programmes. Improvement, in Blitz’s (2007:193) view, is associated with terms such as advancement, betterment, development, amelioration, recuperation and upliftment. The term is used in conjunction with many accompanying terms to give definite meaning for the discussion of the accompanying terms.

Analysis, on the other hand, implies the investigation, research or study of something by examination of its unit or component parts of a whole system and their relationship with each other. In this regard, Cost Performance Improvement refers to the examination of the various components involved in the calculation of public resource costs required for service delivery programmes. The relationship between the resources inputs consumed and the results of public goods and services are thus calculated and compared. Though, Cost Performance Improvement is also known as Cost Performance Improvement, this constitutes the examination of managerial cost attitude, cost planning and budgeting, cost avoidance, cost reduction process, cost control and cost effectiveness.
3.5.10 **Workload Analysis (WA)**

Workload Analysis is a time and cost conscious tool and thus emphasizes the research and gathering of information of each public service organizational unit for service, quality and management improvement purposes. According to Currie and Maxwell (1999:18), Workload Analysis is the systematic examination of service improvement methods and procedures to improve the effective use of public resources. The tool is also used to set standards of services to be delivered as the activities are being carried out. For example, the issuing of passports, provision of houses, speedy response to queries, processing of customer forms and grants payments. These are just a few of the service standards that can be set as stipulated by the Batho Pele Principles (Government Gazette No. 18340).

WA consists of method and procedure study, and work measurements that are used in the examination of public officials’ work-performance in all its contexts. This also refers to the systematic investigation of all public resources and factors affecting the economic, effective and efficient service delivery processes being reviewed, in order to improve public services. This tool, as one of the Public Sector Management Techniques, investigates and identifies service delivery defects and problems not only in public service organizational structures but also in the specialization of service delivery methods and procedures to propose better ways of utilizing and managing service programmes.
Workload analysis ensures that no factors affecting the efficiency of an operation is overlooked whether in analyzing the original practice or in developing the new work-performance methods, procedures and measurements of service delivery activities. The tool assists in gaining all the facts about public operations so that informed decisions to improve services can be initiated (International Labour Organization 1981:35-36).

Workload analysis can be used everywhere, even in the public sector, with success wherever manual service delivery activities are done or public service organizations are managed. This includes public works workshops; laboratories and public service industries since it sets standards of performance for the effective control of public sector programmes (Beechold & Culbert, 1993:75). Since senior municipal managers have to take into consideration the planning of service programmes and the implementation of delivering such services, Workload Analysis makes an excellent tool for attending to inefficient planning of services. It also investigates one set of problems thereby exposing the weaknesses of all the functions affecting service delivery activities.

In this regard, Workload Analysis is a method and procedure analysis mostly concerned with the reduction of the work content of servicing activities. While work measurement, which is also part of Workload Analysis, investigates and reduces any ineffective time associated with service delivery, subsequently establishing time standards for the duration of services to be delivered. Hence Beechold and Culbert (1993:75) argue that Workload Analysis intends to measure how long the process of service
delivery should take to be completed and what is the best way to deliver these services? Van Niekerk (1979:33) contends that Workload Analysis can serve as a means of developing and applying easier and more effective methods and reducing public service costs. Combining the Workload Analysis tool with specific Public Sector Management Techniques, for example, Management by Results; Programme Budgeting Systems; Social Network Programming and System Analysis processes can bring about improvements in public service delivery. Here, the plans for public service delivery layout and the design of organizational resources are undertaken by means of the application of Public Sector Management Techniques.

Even work conditions are planned in conjunction with the Work-study directorate that is responsible for creation of micro service delivery frameworks and the standard time of implementing these micro services delivery frameworks are laid down. The method of selecting suitable candidates for managing and delivering these services as well as programmes for training public officials are thus designed (Raymond 1991:393). This is especially relevant to the local sphere of government where basic service delivery is critical.

Quinet et al. (1999:328) support this argument by stating ‘... all of these activities are made possible through the use of Workload Analysis and a combination of a few Public Sector Management Techniques.’ Workload Analysis further deals with aspects of how senior municipal managers must analyse and implement work measurement and possible motion study.
Implementing work measurement and motion study as part of Workload Analysis assists municipal managers in avoiding an unnecessary overload of public officials. Overloading public officials with such huge service delivery activities ultimately leads to some of these public officials becoming idle or doing work that could have been finished by a limited number of public officials (Raymond, 2000:393).

3.5.11 **Performance Management System**

The Performance Management System is a management approach that seeks to establish clear links between public service organizational development and cultural changes with personal and professional development of public officials while at work. This Public Sector Management Technique ensures, within the productivity realm, that public service organizations become responsive to the needs, desires and public resources of the community. In defining the Performance Management System, McLagen (1994:23) states that this term has different meanings for different people.

In Masukela’s (1999:3) point of view, the South African public service organizations historically saw Performance Management System as an integrated process of defining, assessing and reinforcing public officials work behaviour and outcome. The intention of a Performance Management System is to investigate the types or methods for appraising individual public officials and the public sector as they interact with each other.
As a Public Sector Management Technique, the overriding objective of the Performance Management System, according to Holzer (1992:162-163), is to promote public service organizational efficiency. This aims at improving service delivery by means of positive management of performance on an individual and institutional basis. Holzer further argues that a Performance Management System can help to improve the decision-making process. This technique can also improve accountability of government to electorates and public officials to politicians.

It can be used to improve public resource allocation, planning and scheduling of service delivery operations as well as evaluating the productive outcome of the public sector. Derived from the various explanations and definitions of the Performance Management System, senior municipal managers may, therefore, assume that this particular Public Sector Management Technique denotes a formal, structured system of appraisal. This formal, structured system of appraisal is designed to measure the actual service delivery performance of municipal managers and public officials compared to designated performance standards.

Senior municipal managers, in this regard, should use this management technique to accomplish certain definite service delivery objectives, viz.: 

- Provide feedback on the success of previous training and disclose the need for additional training;
• Develop individual plans for improvement based on agreed-on goals, strengths, and weaknesses;
• Identify growth opportunities;
• Document present performance to provide superiors with information to make decisions on salary, promotion, demotion, transfer and termination; and
• Provide opportunity for formal feedback.

Senior municipal managers, like any managers, are normally required to conduct formal performance appraisal sessions annually or biannually. If the manager has given continuous feedback to public officials, this should merely provide an opportunity for formal documentation, open discussions and the development of growth plans for personnel. Unfortunately, in many public service organizations this is not the case. Performance Management Systems can be used as a Public Sector Management Technique to obtain quality public human resources, expected service delivery results and planning.

Verma and Rosenau (1998:73) stipulate that the Public Sector Management Techniques discussed above, are practiced successfully in the United States, Brazil, Britain, Canada, Japan, Germany, France, Italy, Mexico, India, and other countries. Since management techniques vary from organization to organization, the South African public sector, to some extent, has to incorporate these management tools into:
• their day-to-day management functions;
• decision-making activities;
• planning of public service delivery;
• co-ordination of public services;
• exercising of accountability and control;
• motivating public officials; and
• promoting the improvement of services.

3.6 An overview of the management environment under which the O.R. Tambo District Municipality operates

Similar to the private sector, administrative and management functions of senior municipal managers is influenced by the general and specific management environment. In this regard, the general management environment constitutes of the Political Economic Cultural Technological and Social environments while the specific management environment constitutes Consumer Competitor Regulatory and Supplier environment. Failure to analyze these management environments, leads further to the detriment of the O.R. Tambo District Municipality.

• **Political Environment:** The government of the day is under the control of the current ruling political party. As such, the current political party manifestos and canvassed policies are being implemented and thus serve as directives from the political party at national, provincial and local areas to all senior municipal managers. Goods and services are to
be delivered by senior municipal managers through their municipal officials on behalf of the ruling political party. Thus, senior municipal managers are influenced by national policies, structures and processes such as political parties; pressure- and interest group; political policies; governmental laws; acts and regulations.

- **Economic Environment:** The local economic environment of O.R. Tambo District Municipality is the way in which the municipality creates and distributes wealth. The cardinal wealth being funds. The ability of an institution to deliver quality goods and services to the public is determined by its economic strength. In this regard, economic strength would refer to all the public resources needed to provide goods and services to the public. Public resources refer to authoritative; information; institutional; organizational; natural and human resources. These resources, in turn, must be of high quality and reasonable enough to pursue government objectives.

- **Cultural Environment:** This refers to the basic beliefs, attitudes, role definitions and interactions within the O.R. Tambo District Municipality work environment. Senior municipal managers, in general, serve a dynamic society of South Africa constituting various ethnic groups with different goods and service needs. They also manage a pool of human resources that is culturally diverse. Culture refers, *inter alia*, to the customs, institution or way of life or manner of exercising public administration. If senior municipal managers do
not comprehend the way of life or doing public administration in the O.R. Tambo District Municipality, maladministration becomes the order of the day. Here, municipal officials managed by senior municipal management become disorientated due to a sudden unfamiliar way of performing public administration.

- **Technological Environment:** Technology is the use of equipment and processes to produce and distribute goods and services. Technological change refers to changing the means or tools by which services can be rendered effectively and faster, taking note that a surplus thereof may exist. Major technological advances such as television; computers; mobile telephone and others, have changed and influenced the social values of communities.

- **Social Environment:** Social environment refers to the patterns of interaction or interacting social roles and institutions within a particular society. Social change refers to whatever may happen in the course of time to the roles, the institutions, or the orders comprising of social structure, their emergence, growth and decline. These changes may have an influence on the different societal components such as group activities; structure and functioning of the municipality. Thus senior municipal managers must be aware of social trends, such as demography; population; urbanization; housing; education and training; and human development through the process of undertaking local economic development (LED) research.
• **Consumer Environment:** The consumer component of the environment is constituted by the end users of municipal goods or services. These consumers may voluntarily or involuntarily consume these goods or services. In the case of involuntary consumption of goods and services, law enforcement is needed to ensure the unwilling customers pay for the goods or services supplied. This criterion identifies the extent to which customer focused behaviour, such as the Batho Pele Principles, is practised both internally, within the public service organization and externally, with the customers.

• **Competitor Environment:** This refers to municipal institutions which compete for scarce resources with particular public organizations, namely local municipalities competing for scarce resources such as the O.R. Tambo District Municipality. In many instances municipal organizations are ostensibly in a monopolistic market situation where there are no competitors for the services they deliver. This may be the situation in general but strategies such as privatisation and deregulation may create economic competitors in respect of service provision for municipal organization.

• **Regulatory Environment:** Regulators mediate, control or regulate the relationship between the O.R. Tambo District Municipality and its suppliers, consumers and competitors. Regulators are usually vested with some form of authoritative resources to provide enforceable rules by which the O.R. Tambo District Municipality is obliged to abide.
In terms of their authority these regulators also have power to sanction deviant organization or deviant behaviour of O.R. Tambo District Municipality functionaries and community members.

- **Supplier Environment**: Suppliers produce, mobilise and allocate various kinds of resources to particular organizations. Considering the importance of resources for the continued functioning of a municipal organization an analysis of suppliers is of paramount importance to senior municipal managers. Such analyses are to identify the most important sources of supply and devise strategies to optimally exploit these suppliers.

### 3.7 Conclusion

In this chapter the concepts and theories of the research study have been provided. An analysis of the answers to the research questionnaire administered to the senior municipal managers to establish their knowledge of competencies and generic skills is presented in chapter 4.
Chapter four of this treatise pertaining to senior management competencies and skills requirements analyzes the administered questionnaires. The survey area, background to the survey, questionnaire analysis, and data collection are discussed in detail. It also includes the sampling process and demography.

### 4.1 Background and survey area

As stated in chapter 1, this treatise addresses an investigation of the global competencies and skills required of senior municipal managers in South Africa with specific reference to OR Tambo District Municipality. Thus the survey was directed towards the selected Oliver Reginald Tambo District Municipality personnel. In total, the OR Tambo District Municipality consists of eighteen (18) senior managers who comprised the sample for the empirical survey.

Eighteen questionnaires were prepared in order to assess whether or not the O R Tambo District Municipality selected personnel met the generic competencies and skills requirements of the national government. The data produced from this sample was sufficient to enable a complete analysis to
be done which in turn enabled conclusions to be drawn. The sampling procedure requires only a random sampling of 5% yet a sample of 100% was selected. The questionnaires were analyzed and diagrams designed to illustrate the findings and to make it possible to interpret and understand as discussed in section 3.2. It must be noted that a descriptive data analysis approach was selected in order to provide a reflective understanding of the O.R. Tambo District Municipality demography.

Although the questionnaire might appear to be complex, care was taken to simplify the questionnaire in order to gain a comprehensive answer from the sample and an analysis thereof. The questionnaire takes gender, age, qualification, skills knowledge, resources identification, and management techniques and processes into consideration. Hence, the result enabled the researcher to draw reasonable conclusions and to focus on identified needs. The section that follows deals with the results of the analysis of the questionnaires. The presentation adheres to the pattern used in the questionnaire itself.

4.2 Questionnaire analysis

Fig. 2 on page 94 represents a pie chart where the gender composition of OR Tambo District Municipality is noted. Thus 38% of the respondents are female while 62% were male. Clearly this indicates that males are in the majority in terms of gender in the OR Tambo District Municipality.
Fig 2 above denotes gender composition of OR Tambo District Municipality Senior management personnel.

The O.R. Tambo District Municipality Local Economic Development (LED) research document (2007:69) states that the population of the municipality consists of 48% males and 52% females. There is a wide gender disparity between the O.R. Tambo District Municipality population and senior management personnel in terms of gender equity representation.
Fig. 3 above indicates that the senior management personnel of the O R Tambo District Municipality consist of 38% between the ages of 20-39 years, 50% between the ages of 40-59 years whilst 12% are in the age group of 60 and above. In terms of the diagram above (Fig. 3), the majority of the O R Tambo District Municipal senior management positions are filled by middle-aged personnel who are required to be highly experienced in terms of management competencies and skills.

Furthermore it should be noted that the personnel in the 60 plus age group are expected to mentor and coach the younger groups so that skills transference takes place in the O.R. Tambo District Municipality.
Figure 4 denotes the marital status of OR Tambo District Municipal senior management personnel.

According to Fig. 4 above, 29% of the O R Tambo District Municipal senior management personnel are single, 55% claim to be married while 11% are divorced and a mere 5% admit to co-habiting. From the above statistics it can be deduced that married personnel are in the majority.
Figure 5 denotes educational level of OR Tambo District Municipal senior management personnel

Fig. 5 above indicates that the highest qualification among the respondents, is a masters degree (14%); Honours degree (10%); Bachelors Degree (46%); 5% have Postgraduate Diplomas; 14% have a higher diploma; and 11% have a diploma.
Fig. 6 denotes current educational activities of O.R. Tambo District Municipal senior management personnel

In terms of Fig. 6 above, approximately 98% of the senior O R Tambo District Municipal personnel are currently studying further at an institution of higher learning. Less than 2% of the senior municipal management personnel are not engaged in further education at present.

To some extent, this may indicate an eagerness on the part of the O R Tambo District Municipal senior management personnel to improve their management competencies and skills for climbing the corporate ladder or to improve their service delivery abilities. More and more young senior municipal managers seem to pursue further education in preparation for higher posts that are performance-based.
Fig. 7 denotes formal training status of O.R. Tambo District Municipal senior management personnel

According to Jemal and Cock (2010:73) training implies the transfer of knowledge from one person to another. In Fig. 7 above, more than 98% of the personnel from O R Tambo District Municipality are currently undergoing training while less than 2% of the personnel are not engaged in any training at all.
Fig. 8 denotes seminar, conference and workshop attendance level of O.R. Tambo District Municipal senior management personnel.

In order for senior municipal management of O.R. Tambo District Municipality to keep abreast of new developments in local government; community and business issues, it is important for personnel to attend seminars; conferences and workshops.

Fig. 8 above indicates that the majority of the senior municipal managers from the O R Tambo District Municipality are actively engaged in seminars, conferences and workshop attendance at national, provincial and local level.
Fig. 9 indicates the willingness of O. R. Tambo District Municipal senior management personnel to attend further education and training

Based on Fig. 9 above, more than 98% of the respondents are willing to study further and to be trained to equip themselves with skills and competencies to manage their departments effectively and efficiently while a mere 2% of the O.R. Tambo District Municipal senior managers indicate no commitment to undergo further education and training.

This unwillingness can be attributed to various reasons such as nearing retirement, over-tasked with work; unbudgeted training or educational items; binding by-laws and requirements or age restrictions.
In terms of Fig. 10 above, more than 83% of the respondents require training in communication while 17% of the senior managers of O R Tambo District Municipality indicated that they did not require such training. Approximately 90% of the respondents require training in management skills while only 10% did not require this training. In terms of conflict resolution, 65% required training while 35% declined. 93% required training in negotiation skills while 7% indicated no need for such training. Approximately 79% required training in interpersonal skills and 21% did not. In terms of departmental personnel motivation abilities, 60% of the senior municipal
management indicated that they required training while 40% indicated no need for training.

In terms of group dynamics or group cohesion management in O.R. Tambo District Municipality, 49% of the senior municipal managers required training while 51% indicated no need. 16% wished to acquire controlling skills while 84% use authoritative resources derived from their position to exercise control and thus see no need to be trained. In terms of conceptual skills, 87% of the senior municipal managers state that they require training while 13% indicated no need for training. In terms of analytical skills, 71% of the senior municipal managers required training while 29% indicated no need for training.

In the context of technical skills, 94% of the senior municipal managers required training while a mere 6% indicated no need for training. In terms of problem-solving skills, 79% of the senior municipal managers required training while 21% indicated that they did not and finally, in terms of implementing public policies of decisions made, 92% of the senior municipal managers required training while a mere 8% indicated no need for training.
Based on Fig. 11 above, 100% of the respondents would like their staff to receive continuous training in relation to their work. The assumption is that such training could have a positive impact on service delivery.
Fig. 12 the utilization of the skills gained by senior municipal managers of O. R. Tambo District Municipal through training

Fig. 12 above, indicates that 100% of the respondents do apply the skills they gain through training while 0% indicate non application of the skills.
On the question of whether O.R. Tambo District Municipal senior managers needed continuous assistance in enhancing their competencies and skills, Fig. 13 above, indicates that 100% of the respondents require coaching and mentoring or continuous capacity building programmes to enhance their competencies and skills.
On the question of what public resources O.R. Tambo District municipal senior managers manage and know, Fig. 14 above indicates that approximately 91% of the respondents are well conversant with authoritative resources and how to apply them while 9% indicate otherwise. In terms of financial resources, 86% of the respondents are aware but lack skills in terms of managing this resource while 14% indicate that they do not know much about financial resources under their control.
In terms of organizational resources, only 12% appear to know how to manage this resource while 88% have a vague idea of what constitutes organizational resources and thus have limited knowledge of how to manage this resource. In terms of human resources, approximately 59% of the respondents indicate an understanding of human resource and manage these resources fairly well while 41% do not know much about human resources or the management thereof.

9% of the respondents indicated that they are aware of what constitutes human resources and 91% do not spend sufficient time in learning and managing this resource. In terms of information resources, 29% indicated knowledge of this resource and 71% do know about information resource but have limited knowledge of how to manage it adequately. As such, O.R. Tambo District Municipal senior managers give a clear indication of the requirement for coaching and mentoring on issues regarding public resources in order for them to be capacitated.
On the question of public resources needed the most by senior municipal managers of O.R. Tambo District Municipality, Fig. 15 above indicates that 50% of the respondents need more authoritative resources while the other 50% are content with the authoritative resources they have. In terms of financial resources, 27% stated that they do not need financial resources while 73% indicated a need for financial resources. Regarding organizational resources, 80% of the respondents did not need training while 20% did. In the context of human resources the opposite is indicated, namely, 20% of the respondents indicated that they did not need human resources while
80% did. In both the natural and information resources, more than 98% of the respondents indicated no need for these resources while a mere 2% indicated positively the need for these two resources.

In terms of the discussion in chapter 3, all public resources are equally needed in a department. The notable exceptions being departments that deal with a single public resource, namely the finance department or the Information and Communication Technology (ICT) department.

Fig.16 public resources known to and are aware of by senior municipal managers of O. R. Tambo District Municipality
On the question of public resources that senior municipal managers are aware of and know, Fig. 16 above indicates that more than 80% of the respondents do know and are aware of authoritative resources while less than 20% do not know or are not aware of authoritative resources at their disposal. Fig. 15 above indicates that 83% of the senior municipal managers need more authoritative resources while 17% of the senior municipal managers are content with the authoritative resources they have.

In terms of financial resources, 27% of the respondents stated that they have sufficient financial resources while 73% indicated a need for financial resources. Regarding organizational resources, 81% of the respondents do need organizational resources while 19% are content with the current provision.

In the context of human resources, 44% of the respondents indicated that they did not need human resources skills while 56% did need skilled human resources. In terms of natural resources, 58% did not need natural resources while 42% indicated a need for the said resources. Lastly, information resources are needed by 56% of the respondents while 44% indicated no need for these resources.
On the question of Public Sector Management Techniques, Fig. 17 above indicates that 23% of the respondents do not know and are not aware of Service Quality Management (SQM) while the remaining 77% do know and are aware of this public Sector Management Technique. In terms of Cost Performance Improvement (CPI), 21% of the respondents do not know and are not aware of the Cost Performance Improvement tool. They further explained by stating that “...hence public officials constantly waste paper by printing even if it is not necessary.”
79% of the senior municipal managers of O R Tambo District Municipality do know and are aware of CPI but do not apply it completely. In terms of Performance Management systems (PMSs), 41% do not know and are not aware of the PMSs while 59% know and are aware of PMSs tool. In terms of the Programme Budgeting Systems (PBS), 100% of the respondents indicated that they do know and are aware of programme Budgeting Systems although they do not know the various types of systems.

In terms of Public Project Management (PPM), 74% of the respondents indicated that they are aware of and understand this administrative tool while 26% indicated that though they are aware of this administrative tool they would like to receive training as they do not have sufficient information to manage municipal projects effectively and efficiently. In terms of Strategic Public Management (SPM), all senior managers of the O.R. Tambo District Municipality are aware and know the SPM tool. In terms of Information and Communication Technology (ICT), 46% of the respondents state that they are aware of ICT although they cannot use this administrative tool adequately while 54% do know and are aware of ICT.

In terms of Systems analysis (SA), 100% of the respondents indicated that they are not aware of this administrative tool and indicated a keen interest in learning about Systems analysis and then possibly applying it. In the context of Management by Results (MBR), 49% of the respondents do know and are aware of MBR while 51% indicate that they do not know MBR.
Lastly, 48% do know and are aware of Social Benefit Analysis (SBA) while 52% of the respondents indicated ignorance of SBA.

![Public Sector Management Techniques applied by OR Tambo District Municipal executive managers](image)

Fig. 18 is an indication of Public Sector Management Techniques (PSMT) applied by senior municipal managers of OR Tambo District Municipality

On the question of Public Sector Management Techniques that are applied by the OR Tambo District Municipal senior managers, Fig. 18 above indicates that 22% do not apply Service Quality Management (SQM) techniques while the remaining 73% do. In terms of Cost Performance
Improvement (CPI), 20% do not apply Cost Performance Improvement and do not have in-depth knowledge of the CPI process.

After an explanation of this tool, 80% of the respondents indicated that they do apply this technique but would benefit from proper training as they do not apply the tool as it should be used. 100% of the senior municipal managers of O.R. Tambo District Municipality claim to apply Performance Management systems (PMSs). As regards Programme Budgeting Systems (PBS), 47% do not use this while 53% do. In terms of Public Project Management (PPM), 44% of the respondents indicated that they do apply PPM while 56% indicate that they do not apply PPM in their work environment. In terms of Strategic Public Management (SPM), almost all senior managers of the O.R. Tambo District Municipality do apply this while approximately 18% do not apply the tool.

In terms of Information and Communication Technology (ICT), 48% of the respondents stated that they do not apply ICT while 52% do apply it fully. In terms of ICT, many of the senior managers still insist that they need training on the utilization of the computer as currently they only use MsWord in the Ms Office suite.

In terms of Systems analysis (SA), 100% of the respondents indicated that they do not apply Sa since they have no knowledge of it which indicates that there is a need for training. In the context of Management by Results (MBR), 29% of the respondents do not apply MBR while 71% indicate that they do
apply MBR. In terms of Social Benefit Analysis (SBA), 24% do apply SBA in their departments while 76% do not apply SBA nor are they aware of the administrative tool.

![Bar chart showing public sector management techniques](chart.png)

**Fig.19** is an indication of Public Sector Management Techniques (PSMT) in which senior municipal managers of OR Tambo District Municipality wish to be trained.

On the question of training needs by senior managers of O.R. Tambo District Municipality, Fig. 19 indicates that 32% do not wish to be trained in Service Quality Management (SQM) while the remaining 68% do wish to be trained. In terms of Cost Performance Improvement (CPI), 9% do not wish to receive...
training while 91% wish to be trained. With regard to Performance Management Systems (PMSs), 19% of the respondents do not wish to be trained in PMSs while 81% emphasise the need for training. In the context of Programme Budgeting Systems (PBS), 28% do not wish to be trained in Programme Budgeting Systems (PBS) while 72% express a need for training in Programme Budgeting Systems (PBS).

In the context of Public Project Management, 30% of the respondents indicated that they do not need training while 70% indicate that they do in (PPM). In terms of Strategic Public Management (SPM), almost 90% of the respondents indicated the need for further training while 10% do not wish to be trained. In terms of Information and Communication Technology (ICT), 15% of the respondents stated that they do not need training in ICT while 85% do require further training. As indicated in fig 17, this is confirmed again in fig 18 that senior managers still insist that they need computer training.

In terms of Systems analysis (SA), 100% of the respondents indicated that they do not wish to be trained in Systems analysis since this management technique appears to be more useful at the lower departmental staff level. In the context of Management by Results (MBR), 9% of the respondents did not wish to be trained in MBR while 91% indicate that they do need training in MBR. In terms of Social Benefit Analysis (SBA), 20% do not need training in SBA while 80% do need training in SBA.
Fig. 20 is an indication of Public Management Processes known to and are aware of by senior municipal managers of O. R. Tambo District Municipality.

On the question of public management processes that are known to O R Tambo District Municipal senior managers, Fig. 20 above indicates that 38% do not know but are aware of public policy management while the remaining 62% do know and are aware of public policy management processes. In terms of public financial management, 71% do know and are aware of public financial management while 29% do not know the exact
legislative requirements but are aware of public financial management processes.

11% of the senior municipal managers of O.R. Tambo District Municipality do know and are aware of organization theory and IGR (better known as organizational theory, development and management) while 81% have a limited idea of organization theory and IGR. In terms of public human resource management, 91% do know and are aware of public human resource management while 9% do not know much but are aware of public human resources management processes. In terms of exercising control, 80% of the senior municipal managers of O.R. Tambo District Municipality indicated that they do know and are aware of the control exercising process while 20% indicated that they are not aware.

In terms of Public Project Management (PPM), 74% of the respondents indicated that they are aware and know this administrative tool while 26% indicated that they are aware of this administrative tool but would like to receive training so as to be able to manage municipal projects effectively and efficiently.

In terms of work method and procedure, 90% of the respondents are aware of and know work methods and procedure process. In terms of strategic planning, 84% of the respondents stated that they are aware of the strategic planning process while 16% do not know and are not aware of the strategic planning process. In terms of directing, 60% of the respondents indicated
that they do know and are aware of the directing process although they indicate a keen interest to know more and thereby employ this process more adequately. Thus, 40% are not aware of the directing process. In the context of leadership process, 92% of the respondents do know and are aware of the leadership process while 8% indicated that they do not know much about the leadership process. Lastly, 63% do know and are aware of the communication process within their department while 37% of the respondents indicated no knowledge of the communication process.

**Public Management Processes applied by OR Tambo District Municipal executive managers**

Fig.21 is an indication of public management processes applied by senior municipal managers of OR Tambo District Municipality
On the question of public management processes that are applied by the O R Tambo District Municipal senior managers, Fig. 21 indicates that 22% do not apply public policy management process adequately in their department while the remaining 78% do apply the public policy management process. In terms of public financial management process, 85% of the respondents do apply the public financial management process, while 15% do not apply it adequately and stress the need for further training in the public financial management process.

17% of the senior municipal managers of O.R. Tambo District Municipality claim to apply organization theory and inter-governmental relations (IGR) while 83% indicated that they do not apply organization theory and inter-governmental relations process. In terms of public human resources management, 76% postulate that they do apply public human resource management process extensively while 24% do not apply the public human resource management process. In terms of exercise of control, 34% of the respondents indicated that they do apply control process in their department while 66% indicated that they do not exercise control process in their department. In terms of work methods and procedures, almost 90% of the respondents indicated that they do apply work methods and procedures, approximately 10% do not apply work methods and procedure in their department.

In terms of strategic planning, 86% of the respondents indicated that they do apply strategic planning while 14% stated that they do not apply strategic
planning process. In terms of directing, 28% of the respondents do apply the directing process in their department while 72% postulate that they do not apply the directing process. In terms of leadership, 18% of the respondents stated that they apply the leadership process while 82% appear not to apply the leadership process. In terms of communication, 43% do apply the communication process while 57% admit that they hardly apply the communication process.

**Fig. 22** is an indication of public management processes in which senior municipal managers of OR Tambo District Municipality wish to be trained in.
On the question of capacity building in public management processes for senior managers of O.R. Tambo District Municipal, Fig. 22 indicates that 32% of the respondents do not wish to be trained in public policy management while 68% do wish to be trained in public policy management process.

In terms of public financial management process, 29% do not wish to be trained in public financial management process while 71% wish to be trained in public financial management process. In terms of organization theory and inter-governmental relations, 16% of the respondents do not wish to be trained in organization theory and inter-governmental relations while 84% express a need for training in organization theory and intergovernmental relations. In the context of public human resources management process, 64% do not wish to be trained in Public human resources management process, while 36% express a need for training in public human resources management process.

In the context of exercising control, 45% of the respondents indicated that they do not need training in the process of exercise control while 55% indicated that they do need training in process of exercising control. In terms of work methods and procedure, almost 89% of the respondents expressed their need for further training in work methods and procedures while 11% do not wish to be trained in the process of work method and procedure. In terms of strategic planning, 84% of the respondents stated that they do need training in strategic planning while 16% do not require further training.
In terms of leadership process, 90% of the respondents indicated that they do wish to be trained in the leadership process while 10% do not wish to be trained. In terms of communication process, 32% do not need training in this area while 68% do need training in communication process.

4.3 Data collection

The method of data collection used in this research treaties, was derived from the utilisation of primary sources of information such as academic literature; developmental literature; government documents and accredited electronic journals as indicated in chapter 2. Collecting the data, administering the questionnaires to the participating senior municipal managers of O.R. Tambo District Municipality was dealt with and analyzed in chapter 3. This is inclusive of consulting other scientifically researched social science studies undertaken by other researchers. The researcher worked closely under the guidance of a qualified statistician in the refinement of the questionnaire and analysis of the collected data from the empirical survey.

The reason for focussing mainly on primary sources is that most secondary sources of information such as newspapers or magazines when commenting on government performance or administrative competencies and skills may exaggerate facts to create sensational effects or to glamorise viewpoints. Thus the researcher attempted to avoid such viewpoints which tend to be subjective, unproved and therefore unscientific.
4.4 Conclusion

This chapter dealt with research methodology and questionnaire analysis. This information was processed and converted into charts. The concept of competencies and skills required for managing efficiency, effectiveness and productivity in a public service organization and the attempt to address competencies and skills that are still lacking in terms of work performance for O.R. Tambo District Municipality senior managers, was discussed. Chapter 3 indicates that the improvement of O.R. Tambo District Municipality senior managers competencies and generic skills in order to improve effectiveness, efficiency and productivity is important as a requirement for public sector senior managers.

This means reaching improved service delivery goals and objectives with the least public resource expenditure. The competencies and generic skills of the O.R Tambo District Municipality senior managers must first, however, be improved. Accordingly, competencies and generic skills training for O.R. Tambo District Municipality senior managers is warranted to ensure public management practices that are efficient, effective and productive in terms of service delivery, as denoted by Figs. 18 and 21 of this chapter. Improvement of O.R. Tambo District Municipality senior managers’ skills may include in depth training of said managers in public management processes such as policy analysis and determination; macro and micro organizational analysis and development; financial arrangement; public
human resource provisioning and utilization; planning, co-ordination; directing; delegation; control and accountability.

In this regard, the quantitative research approach covered in this chapter should provide public managers with a respectable repertoire for moving the process of efficiency, effectiveness and productivity to a higher degree of quality service delivery in the O.R. Tambo District Municipality and for the South African public service organizations as a whole. This chapter has also probed some of the issues and concerns relating to managing public resources; the applied public sector management techniques and management environment.

It is proposed that the findings from the empirical survey will inform the municipal council of the concepts of competencies and generic skills that need to be improved. As such, chapter 3 of this treatise discussed research methodology and questionnaire analysis by focusing on background and survey area of the participants. The chapter provided an analysis of the questionnaire administered to all eighteen (18) O.R. Tambo District Municipality senior managers as well as the manner in which the data was collected and processed.

In the chapter that follows, certain recommendations are proposed to improve the skills of senior municipal managers from the O.R Tambo District Municipality. These recommendations are primarily based on the results which emanated from the empirical survey.
As was indicated in Chapter 1 of this treatise, Chapter 5 provides conclusive comments and recommendations, regarding the investigation of the competencies and skills required of executive municipal managers in the O.R. Tambo District Municipality.

5.1 Recommendations

The continuous attempts at rural development is a recognition that the task of executive managers is now shifting away from a generic method of public administration and management towards a business-like management of service delivery. Competency and skills requirements have come to the fore bearing in mind the differences between the public and private sectors, and between public and private organizations in their attempt to improve services to become effective, efficient and productive in nature. Due to the four problems identified in this treatise, viz.:

- **Firstly**, the argument of poor service delivery by local government inclusive of O.R. Tambo District Municipality can be attributed to incompetence and lack of skills of the executive municipal managers.

- **Secondly**, many executive managers of the O.R. Tambo District
Municipality have a problem with exercising control; applying work methods and procedure as well as formulating and implementing public policies; planning and leading.

- **Thirdly**, political deployment which does not take into account general and specific management environments, contribute to the ineffective, inefficient and unproductive management of local government.

The following recommendations are made, *viz.*:

- O.R. Tambo District Municipal executive management must consult and familiarize themselves with government gazettes related to municipal management competencies and skills as well as all related municipal related documents.

- O.R. Tambo District Municipal executive management must receive in depth training of at least six months (in blocks) that have after care-programmes coupled with coaching and mentoring programmes. These training, coaching and mentoring sessions should focus on generic public administration and management processes; Public Sector Management Techniques; public resources management; public management environments and related executive municipal management programmes such as Municipal Service Partnerships (MSPs).

- O.R. Tambo District Municipal executive managers must also be
trained, coached and mentored in the processes of managing for effectiveness; managing for efficiency and managing for productivity in the O.R. Tambo district Municipality. Each of these three service improvement elements has phases and step-by-step processes that need to be followed in order to warrant quality service delivery.

5.2 Conclusion

O.R. Tambo District Municipal executive managers have been allotted mammoth and complex rural developmental tasks that are to be achieved in the short-; medium-; and long term. These municipal activities in contemporary municipal institutions can be simplified and made comprehensive through the use of Public Sector Management Techniques and strategies provided that the approach in the use of these administrative tools, competencies and skills are adapted to rationalise quality service improvement and delivery. This treatise has identified that O.R. Tambo district Municipal executive managers:

• Manage public resources as recounted in chapter 3;
• manage public resources applying Public Sector Management Techniques;
• manage within the ambit of a general and specific management environment;
• manage by constant decision making through generic management processes.
This management environment, public resources, Public Sector Management Techniques and generic management process ultimately mould the executive municipal managers of O.R. Tambo district Municipality into highly competent and skilful managers. Thus, using their competencies and skills to rationalise decision-making for improvement and delivery of services, the process of combining and integrating these competencies enhances executive municipal managers' technical, human and conceptual skills.

Consequently, it can be argued that by enhancing O.R. Tambo District Municipal executive management competencies and generic skills, with concise; accurate; and quantified information, to rationalise decision-making for the purpose of achieving pre-determined municipal service delivery objectives at minimum resources input for a maximum beneficial outcome can be acquired. Therefore the following are recommended.
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