THE DEVELOPMENT OF A TOTAL QUALITY MANAGEMENT ORGANISATIONAL CULTURE FOR EDEN DISTRICT MUNICIPALITY

By

XAVIER JANTJIES

Submitted in partial fulfillment of the requirement for the degree of

Magister in Business Administration

at the

NMMU Business School

Research supervisor: Prof JJ Pieterse

November, 2008
DECLARATION

I hereby declare that this dissertation submitted in partial fulfillment of the requirements for the degree of Magister in Business Administration at the Nelson Mandela Metropolitan University, is my own original unaided work and has not previously been submitted to any other institution of higher education. I further declare that all sources are cited or quoted or are indicated or acknowledged by means of a comprehensive list of references.

__________________

Xavier O Jantjies

November 2008
ACKNOWLEDGEMENTS

The successful completion of this research project would have been impossible without the support, assistance and encouragement of others. I would like to express my sincere gratitude and appreciation to the following:

- To God, our Father for providing me with the strength and ability to complete this research.
- My wife, Veronica for her continued love, motivation and support during my academic studies.
- My research supervisor, Prof JJ Pieterse who provided persistent guidance, useful clarifications and constructive criticism during the course of my research efforts.
- All the respondents to the questionnaire for their sincerity and willingness to respond.
- The lecturers of the Master’s in Business Administration and staff members of the Nelson Mandela Metropolitan University Business School for their contribution to my learning and growth.
- The staff at Nelson Mandela Metropolitan University Hurteria Campus for their excellent assistance in finding research information.
- Mr Godfrey Louw and the Council of Eden District Municipality for granting me the opportunity to conduct the research at the municipality.
- To my family, friends, colleagues and syndicate group members for their support and encouragement throughout my studies.
ABSTRACT

Local governments are under tremendous pressure to control their costs and improve their services. Managing quality at local government level implies an enormous upheaval in organisational culture.

The changing environment calls for new approaches to meeting the organisation’s mission. Total quality management is one of the tools, which government organisations are embracing to meet the growing demand of a changing environment.

This paper will discuss the quest for service excellence and continuous improvement and the role of employees in total quality management and how this can be maximized by managers. It will also focus on cultural transformation principles that are useful in promoting quality processes and output and consequently service excellence in an organisation.

The main objective of this research study is to investigate how a total quality management organisational culture can be developed at Eden District Municipality. To realize it, the current organisational culture at Eden District Municipality was analysed to determine what should be done. A literature review was conducted to determine the components of a total quality management organisational culture. All this information was used to formulate an approach for the development of a total quality management organisational culture.

The empirical study involved a questionnaire, a sample and statistical analysis adapted to solve the main and sub-problems of the study.

The research data indicated that Eden District Municipality does not support a total quality management organisational culture.
# TABLE OF CONTENTS

| DECLARATION | i |
| ACKNOWLEDGEMENTS | ii |
| ABSTRACT | iii |
| TABLE OF CONTENTS | iv |
| LIST OF FIGURES | xi |
| LIST OF TABLES | xii |

## CHAPTER 1  1

1. INTRODUCTION  1

1.1 INTRODUCTION AND BACKGROUND  1

1.2 RESEARCH PROBLEM QUESTION  3

1.3 SUB-PROBLEMS  4

1.4 PURPOSE OF THE RESEARCH STUDY  4

1.5 DELIMITATION OF THE STUDY  4

1.6 ASSUMPTIONS  5

1.7 OBJECTIVE OF THE RESEARCH STUDY  5

1.8 RESEARCH DESIGN AND METHODOLOGY  5

1.8.1 Sampling  5

1.8.2 Measurement instruments  6

1.8.3 Data collection procedures  6

1.8.4 Data analysis and interpretation  6
<table>
<thead>
<tr>
<th>1.9</th>
<th>DEFINITION OF CONCEPTS</th>
<th>7</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.9.1</td>
<td>Total quality management</td>
<td>7</td>
</tr>
<tr>
<td>1.9.2</td>
<td>Organisational culture</td>
<td>7</td>
</tr>
<tr>
<td>1.9.3</td>
<td>Integrated development plan</td>
<td>7</td>
</tr>
<tr>
<td>1.9.4</td>
<td>ISO 9000</td>
<td>7</td>
</tr>
<tr>
<td>1.9.5</td>
<td>District municipality</td>
<td>7</td>
</tr>
</tbody>
</table>

| 1.10 | SIGNIFICANCE OF THE RESEARCH | 7 |

| 1.11 | OUTLINE OF THE CHAPTERS | 8 |

| 1.12 | CONCLUSION | 8 |

CHAPTER 2

2. LITERATURE STUDY

2.1 INTRODUCTION

2.2 TOTAL QUALITY MANAGEMENT

2.2.1 The meaning of quality

2.2.2 Definition of TQM

2.2.3 History of quality

2.2.4 The importance for TQM in local government

2.3 TQM MANAGEMENT TECHNIQUES, TOOLS AND SYSTEMS

2.3.1 TQM and ISO 9000

2.3.2 The role of ISO 9000

2.3.3 The relationship between TQM and ISO 9000

2.4 THE DIFFERENCES BETWEEN BUSINESS AND GOVERNMENT

2.4.1 Implementation of ISO standards in local government

2.4.2 Customers and employees

2.4.3 Performance management
2.9.1 Framework 42
2.9.2 Alignment 42
2.9.3 Commitment 42
2.9.4 Engagement 43

2.10 THE IMPLEMENTATION OF TQM 43
2.10.1 Plan of action 44
2.10.2 Vision 44
2.10.3 Guiding principles 45
2.10.4 Administrative practices and policies 46
2.10.5 Financial implications 47
2.10.6 Results 48
2.10.7 Continuous improvement 49
2.10.8 A model for TQM 50

2.11 CONCLUSION 51

CHAPTER 3 53
3. RESEARCH DESIGN AND METHODOLOGY 53

3.1 INTRODUCTION 53

3.2 RESEARCH DESIGN 53

3.3 RESEARCH METHODOLOGY 54

3.4 RESEARCH APPROACH 54

3.5 DATA COLLECTION DESIGN AND METHODOLOGY 56
3.5.1 Unit of analysis 56
3.5.2 Identification of variables 56
3.5.3 Sampling 56
3.5.4 Data collection 58
3.6 THE DEVELOPMENT OF THE QUESTIONNAIRE 58
3.6.1 Reasons for using a questionnaire 60
3.6.2 Structure of the questionnaire 60
3.6.3 Questionnaire cover letter 61
3.6.4 Response rate 62

3.7 PILOT STUDY 62

3.8 DATA ANALYSIS 62

3.9 RELIABILITY AND VALIDITY OF MEASUREMENT 63

3.10 CONCLUSION 64

CHAPTER 4 65
4. PRESENTATION AND DISCUSSION OF RESULTS 65

4.1 INTRODUCTION 65

4.2 ANALYSIS AND INTERPRETATION OF THE BIOGRAPHICAL INFORMATION 65

4.3 ANALYSIS AND INTERPRETATION OF TOTAL QUALITY MANAGEMENT 68

4.4 ANALYSIS AND INTERPRETATION OF TQM TOOLS 69

4.5 ANALYSIS AND INTERPRETATION OF TQM AND ISO 9000 70

4.6 ANALYSIS AND INTERPRETATION OF BUSINESS AND GOVERNMENT 73
4.7 ANALYSIS AND INTERPRETATION OF BATHO PELE AND THE IDP 79

4.8 ANALYSIS AND INTERPRETATION OF TQM COMPONENTS 81

4.9 ANALYSIS AND INTERPRETATION OF ORGANISATIONAL CULTURE 83

4.10 ANALYSIS AND INTERPRETATION OF TRAINING AND DEVELOPMENT 85

4.11 CONCLUSION 87

CHAPTER 5 88
5. CONCLUSIONS AND RECOMMENDATIONS 88

5.1 INTRODUCTION 88

5.2 CHAPTER SUMMARIES 88

5.3 ADDRESSING THE RESEARCH PROBLEMS 89

5.4 PROBLEMS AND LIMITATIONS 92

5.5 IMPLICATIONS OF THE RESEARCH 92

5.6 IMPLEMENTATION STRATEGY FOR EDEN DISTRICT MUNICIPALITY 93

5.7 RECOMMENDATIONS 95
5.7.1 The TQM part 95
5.7.2 The organisational culture part 96
LIST OF FIGURES

Figure 2.1: A systematic model of training 32
Figure 2.2: Employee participation through the team structure 34
Figure 2.3: Levels of culture in multinational management 39
Figure 2.4: Positive impact of a company’s core values and ethical principles 41
Figure 2.5: The framework for implementation of TQM 42
Figure 2.6: TQM implementation 49
Figure 2.7: A model for TQM 51
Figure 4.1: Graphic representation of the gender composition 66
Figure 4.2: Graphic representation of the different departments 67
Figure 4.3: Graphic representation of the current post levels 67
Figure 4.4: Graphic representation of years of service 68
Figure 4.5: Compliance with ISO 9000 71
Figure 4.6: Importance of ISO 9000 72
Figure 4.7: Relationship between TQM and ISO 9000 73
Figure 4.8: Commonalities between leadership styles 74
Figure 4.9: TQM the answer to serve the public better 76
Figure 4.10: Surveys conducted to assess customer satisfaction 77
Figure 4.11: Top management taking the lead in TQM 78
Figure 4.12: Persons responsible for quality 78
Figure 4.13: Teamwork encouragement 79
Figure 4.14: TQM’s inclusion in the IDP 81
Figure 4.15: Training methods and evaluations 87
LIST OF TABLES

Table 2.1: TQM techniques, tools and systems 17
Table 2.2: Relationship between Batho Pele and TQM 28
Table 2.3: Major elements of TQM 30
Table 3.1: Research approaches 55
Table 3.2: Stratified random sampling 58
Table 3.3: Data collection methods 58
Table 4.1: Responses to TQM closed questions 69
Table 4.2: Responses to TQM tools closed questions 70
Table 4.3: Competencies and responsibilities of TQM leaders 75
Table 4.4: Batho Pele principle and the IDP 80
Table 4.5: TQM components 81
Table 4.6: Organisational culture 83
Table 4.7: Aspects in the organisational change process 84
Table 4.8: Training and development 85
Table 5.1: Implementation strategy for Eden DM 93
CHAPTER 1
INTRODUCTION

1.1 INTRODUCTION AND BACKGROUND

Governments around the world are under tremendous pressure to control their costs and improve their services. In response to chronic fiscal constraints, local governments are considering management tools used in the private sector such as activity based costing and management, total quality management (TQM), benchmarking, process re-engineering and the balanced scorecard (Naidoo, 2007: 68).

Quality has become one of the main methods by which increasing economic pressures on public expenditure have been challenged. Restructuring of a government organisation along the lines of TQM is believed to increase customer orientation, timeliness and service performance while reducing costs. According to Naidoo (2007: 68), taxpayer revolts and growing demands for higher quality public services have increased pressure on government to deliver quality services in a cost effective manner.

Van Amsterdam (1999: 13), argues that the quality of service delivery in South African cities is questionable, given the high expectations created by urban and economic growth. Fragmentation of city structures, poor management and lack of public participation are but a few of the problems. The adoption of TQM with its focus on managed process improvement is a necessary strategy in addressing, overcoming and improving these problems. Municipal management deals with the effective and efficient administration of an entire municipality using a variety of strategic themes to encourage investment, promote economic development, integrate and manage growth, create institutions for delivery and build habitable and safe environments.
It is generally known that municipalities are not able to meet these demands due to a host of either inherited or created problems. It is postulated that the main obstacle to any improvement in service delivery is the monopolistic position that municipal governments currently hold (Naidoo, 2007: 69).

Quality assurance and management at the urban interface is one of the means to deliver improved value for taxpayers’ money. However, efficiency enhancement is only one step along the road to a better quality of urban life in general (Naidoo, 2007: 69).

Business executives from the private sector, trained in management techniques, could have a great deal to offer the public sector to make it more productive and promote organisational change.

The TQM philosophy can make the connection between the needs for efficiency in production and for greater efficiency in municipal management and can thereby make great strides towards improving the quality of life for all in the 21st century (Naidoo, 2007: 69).

TQM is a complex process of organisational change for virtually all government organisations. It demands visionary leadership, organisation-wide skills development and, above all, sustained commitment (Naidoo, 2007: 71).

Managing quality at local government level implies an enormous upheaval in organisational culture. It includes the improvement of internal communication, the joint training of civil servants, leadership by political and executive management and the design and introduction of an incentive system to encourage the evaluation of quality (Naidoo, 2007: 72).

Esterhuyse (2003: 7) argues that employee participation is the best way of getting people to buy-in to changes in their organisations. Newstrom and Davis (1997:
44), further describe organisational culture as a set of assumptions, beliefs, values, and norms that are shared by an organisation’s members.

In an attempt to address the above research problems, the proposed study will focus on the development of a TQM organisational culture at the Eden District Municipality (Eden DM) as a strategy in delivering quality services to all its stakeholders.

1.2 RESEARCH PROBLEM QUESTION

Local government is constantly accused of inefficiency, wastefulness and remoteness from those whom they are supposed to serve. The environment it is operating in, is changing due to an increasingly hostile public, a growing number of mandates, reduced funding and conflicting goals and the desires of various stakeholders.

The changing environment calls for new approaches to meeting the organisation’s mission. TQM is one of the tools government organisations are embracing to meet the growing demand of a changing environment. Through the approach of TQM an organisational culture will be established to satisfy and exceed agreed internal and external customer requirements at the lowest overall cost to increase institutional performance (Oschman, Ströh & Auriacombe, 2005: 177).

Quality should become part of the culture of an organisation as well as part of the personal lives of employees. This paper will discuss the quest for service excellence and continuous improvement and the role of employees in TQM and how this can be maximized by managers. It will also focus on cultural transformation principles that are useful in promoting quality processes and output and consequently service excellence in an organisation (Matlhape & Lessing, 2002: 22).
The research problem question is: “How can a total quality management organisational culture be developed at Eden District Municipality?”

1.3 SUB-PROBLEMS

To develop a research strategy to deal with and solve the main problem question the following sub-problems have been identified:

- What is the nature of the current organisational culture at Eden District Municipality?
- What does the literature say about the relation between TQM and organisational culture?
- What are the components/variables of a TQM organisational culture?
- What is the attitude of the staff of the Eden District Municipality towards these components/variables?
- How can this information be applied to formulate an approach/strategy for the development of a total quality management organisational culture?

1.4 PURPOSE OF THE RESEARCH STUDY

The purpose of the research is to include the development of a TQM organisational culture in the Integrated Development Plan (IDP) of the municipality. The IDP is the principal strategic planning instrument that guides and informs all planning, management, investment, development and implementation decisions and actions in the local area and supercedes all other plans for local development.

The research is needed to find answers for the struggling municipalities not only in the Eden region, but also for the rest of South Africa.

1.5 DELIMITATION OF THE STUDY

The research will be confined to local government and the analysis will specifically focus on the Eden District Municipality.
1.6 ASSUMPTIONS

The main assumption in this research is that the development of a TQM organisational culture at Eden District Municipality can be the one solution for the current inefficiency in local government.

1.7 OBJECTIVE OF THE RESEARCH STUDY

The main objective of this research study is the development of a total quality management organisational culture at Eden District Municipality. To realize it the current organisational culture at Eden District Municipality will be analysed in order to determine what should be done. A literature review will also be conducted to determine the components of a TQM organisational culture. All this information will be used to formulate an approach for the development of a TQM organisational culture.

1.8 RESEARCH DESIGN AND METHODOLOGY

To promote the logical solution of the stated sub-problems a literature study was undertaken to investigate the components and principles for the development and implementation of a successful TQM organisational culture at Eden DM.

A qualitative research approach was followed, because the data to be gathered is richer and less able to be generalized (Collis & Hussey, 2003: 252). The method that was used is grounded theory research, which is best suited and follows to answering the main research question: “How to develop a total quality management organisational culture at Eden District Municipality”. The theory evolved through the use of multiple stages of data collection and interpretations.

1.8.1 Sampling

The sample group included officials who are employed by Eden DM. The towns that are affected are Riversdale, Mossel Bay, George, Knysna, Plettenberg Bay, Oudtshoorn and Ladismith.
1.8.2 Measurement instruments
A structured questionnaire was used to collect primary data consisting of the following sections:

- obstacles to the implementation of a TQM organisational culture;
- assessment of the current status of quality management in the Eden District Municipality;
- assessment of the status of the current organisational culture in Eden District Municipality.

Secondary data was obtained from a number of literature sources, including published articles. A full and comprehensive description of the method of the study and motivation is given in chapter three.

1.8.3 Data collection procedures
Before the commencement of the data collection process the necessary permission was obtained from the municipal manager and council. Officials, councillors and the community who make up the sample group were contacted verbally, telephonically and via e-mail to inform them about the survey, its purpose and to get their co-operation. After they had agreed to participate in the survey, the questionnaire was sent out.

Data was accurately documented to ensure future references. Secondary data was also used. The capturing of the data was done on a computer (Mouton, 2005: 108).

1.8.4 Data analysis and interpretation
Data was analysed to see whether there were any patterns or trends that could be identified or isolated or to establish themes in the data. The interpretations were used to draw conclusions and formulate recommendations (Mouton, 2005: 108).
1.9 DEFINITION OF CONCEPTS

1.9.1 Total quality management
Aune (1998: 8) defines TQM as the management approach of an organisation centered on quality, based on the participation of all its members and aiming at long term success through customer satisfaction and benefits to all members of the organisation and to society.

1.9.2 Organisational culture
Organisational culture refers to the character of the municipality's internal work climate and personality, which is underpinned by specific values, beliefs, business principles, traditions that are engrained through employee behaviours (Sales, 2006: 62).

1.9.3 Integrated development plan
An IDP is a five year strategic development plan for a municipality and serves as the principle strategic management instrument (Republic of South Africa, 2008).

1.9.4 ISO 9000
ISO 9000 specifies the procedures and criteria to ensure that the activities that are processed within an organisation meet customer requirements (Naidoo, 2007: 72).

1.9.5 District municipality
A district municipality refers to a municipality that has municipal executive and legislative authority in an area that includes more than one municipality.

1.10 SIGNIFICANCE OF THE RESEARCH

Buckwalter, Chestnut and Parsons (1993: 2), argue that, the basic concepts of TQM are sensible and the benefits of implementing TQM are clear and compelling. The significance of this study will therefore provide council and management with
insight and understanding into the reasons why TQM is not the norm in the delivery of all government services.

Cullen and Parboteeah (2001: 48) point out that two organisations with similar structures and strategies have different performance levels and that the successful merger of two otherwise successful companies very often fails. The answer seems to lie in the cultural differences of the different organisations. The significance of the study will also provide council and management with insight into the crucial role that organisational culture plays.

The results of the research could lead to the successful development and implementation of a TQM organisational culture at Eden District Municipality.

1.11 OUTLINE OF THE CHAPTERS

The dissertation will be divided into the following five chapters:

Chapter 1: Serves as the introduction to the research to be conducted.
Chapter 2: Presents the theoretical elements relevant to the implementation of a TQM organisational culture.
Chapter 3: Describes the empirical study and analyses the biographical details of the respondents.
Chapter 4: Analyses and interprets the results of the survey.
Chapter 5: Reaches conclusions about the impact and the implementation of a TQM organisational culture at Eden DM.

1.12 CONCLUSION

The purpose of this chapter was to present the main problem, the five sub-problems to be addressed and to provide an overview of how the research was employed to determine what impact the implementation of a TQM organisational culture has on Eden DM. The key concepts were defined and the objectives as well
as the significance of the research were presented. An outline of the study and the various aspects that the study covers has also been provided.

Chapter two will discuss the theoretical elements relevant to the development and implementation of a TQM organisational culture at Eden DM.
CHAPTER 2
LITERATURE STUDY

2.1 INTRODUCTION

Most governmental organisations run the risk of delivering inferior services due to their inherent monopolistic characteristics. There are dangers hidden in a lack of competition that creates a haven for complacency. Being the only institution in town can serve as an obstacle in the delivery of quality services to the public. Limited options create the predicament where acceptance of less than quality can become the norm (Thompson, 2005: 168).

Tan (1997: 151), argues that even those organisations that deliver superior services must be careful not to lose their momentum. The drive that brought them to positions of service quality leadership in the public sector may not remain to sustain or enhance continuous improvement. Governmental organisations that are provided for by legislation along with any past successes will not ensure survival in the sector. Administrators and managers in the public sector should develop an organisational culture for continuous improvement together with planning for and orchestrating change.

A TQM transformation process involves enabling an organisation to meet and exceed the public needs, to understand and satisfy expectations, while identifying services that may not be perceived relevant by the public. A TQM approach can serve as a strategy for continually improving the processes that deliver services (Thompson, 2005: 168).

This chapter analyses current literature on TQM as an organisational culture in local government. It also identifies possible areas that can be utilized by Eden DM in the development of a TQM organisational culture. The specific objectives that will be examined include:

- meaning, definition, history and importance of TQM;
the relationship between TQM and ISO 9000;
the difference between business and government;
the Batho Pele principles and the IDP;
TQM principles;
definition and importance of organisational culture in change management;
a model for changing organisational culture;
the implementation of TQM.

2.2 TOTAL QUALITY MANAGEMENT

2.2.1 The meaning of quality
Quality is often referred to as fitness for purpose or meeting customer requirements or conformance to customer specifications. There is, however, a growing acceptance of the fact that quality should be seen as consistently exceeding customer expectations. The thinking behind this is if service to customers is not constantly improved upon, competitors will take over that specific market. Quality is a measurement of the success of the outcome that the customer would like to see in the product or service (De Peniche, 2008: 1).

2.2.2 Definition of TQM
The view of Milakovich (1991: 209) is supported by Psychogios and Priporas (2007: 41) that refer to TQM as a frequently used phrase and, simply put, it means everyone in the organisation personally managing and constantly improving the work they do and constantly doing good work. Many organisations have TQM systems in place to measure progress and correct errors.

Dale and Cooper (1992: 35) explain TQM as a management philosophy that is generally accepted as a strategy to improve the productivity of institutions. However, several definitions are used to define TQM philosophies, strategies, approaches and processes. A common definition is important to prevent confusion arising among staff members and to resolve disagreements that may arise within and between departments in an institution when implementing TQM.
An analysis of the various definitions in literature showed that researchers classify TQM as a:

- culture;
- management and institutional process;
- management philosophy with guiding principles;
- strategy;
- system (Oschman, Ströh & Auriacombe, 2005: 177).

TQM is a strategy and process to manage an institution as an integrated system of principles, methods and best practices that provide a framework for the institution to strive for excellence in everything it does. It must be done under the leadership and commitment of top management, supported by education and training, open communication, change management, regular self-assessment, support structures, systems and resources. This will subsequently empower employees through investing in them in order to improve their performance as teams, able to deliver continuously improved quality products and services. Through this approach a corporate TQM culture will be established, to satisfy and exceed agreed internal and external customer requirements at the lowest overall cost (Kline, 1992: 7).

2.2.3 History of quality

Quality management is a diverse combination of management ideas (Ehrenberg & Stupak, 1994: 86). It represents the collective intellectual output of numerous contributors including Shewhart, Deming, Juran, Ishikawa, Crosby, and many others. The two most predominant were Deming and Juran. Both began their professional work at the Western Electric Hawthorne plant in Chicago, coincidentally the site of Mayo’s pioneering work in human relations management theory. American industry enjoyed unprecedented growth and prosperity without consideration for or application of Deming and Juran’s ideas about manufacturing quality (Juran, 1995: 79). In the absence of widespread appreciation by American business, both men accepted invitations to go to Japan, where they worked with post war Japanese industrialists, teaching them their principles of statistical and quality control. Applying those principles in earnest, Japan emerged within two decades as a highly competitive, global economic challenger (Leitner, 2001: 123).
Belatedly, in the late 1970s, with the very survival of many domestic industries then threatened, America finally took notice of quality management (Swiss, 1992: 357).

Stringham (2004: 184) mentions that modern TQM has emerged as a management approach based on a set of fundamental quality principles and outfitted with a toolbox of diverse techniques and procedures that provide guidance and structure in the practical affairs of running an organisation (Landesberg, 1999: 60). With TQM, an organisation is viewed holistically as a system of interrelated and interdependent processes and the quality tools themselves must be administered in complementary ways. They assert, however, that TQM is paradigmatically different from other management innovations and see TQM as the logical framework for guiding the fundamental restructuring of government (Bowman, 1994: 131).

2.2.4 The importance for TQM in local government

The aim of a public organisation is to satisfy certain needs of society, within the constraints of available budgets. In public organisations the search for cost reduction is usually more important than improvements in quality. Quality is often defined as the minimum demanded by government or some form of regulatory authority where an improvement in quality does not lead to an increase in consumers' demand, for example an improvement in the quality of electricity supply does not imply an increase in its use. In addition, employees are usually content to work to a standard with considerable commitment to rules, regulations and precedent. There is also a tendency to play it safe and a lack of urgency to make improvements to key business processes. The incentive to reduce costs is not as urgent for a publicly owned organisation as is the case in a competitive sector (Dewhurst, Martinez-Lorente & Dale, 1999: 265).

While local governments have traditionally been responsive to the needs of their citizens through the process of democratic accountability they continue to exist through the consent of parliament. However, because national government cannot directly exercise control over local services in an effective way, local governments
have come to provide a range of services which include three principal functions of protection namely:

- police, disaster management and consumer advice;
- welfare, namely personal social services;
- convenience, such as parks, recreation and the collection of refuse (Davison & Grieves, 1996: 32).

There are two reasons, therefore, why TQM in local government is important. Firstly, because of the nineteenth century concern with municipal pride and its history of improvement well into the twentieth century, local government has a legitimate interest in the quality of service provision. Secondly, because compulsory competitive tendering now requires local authorities to monitor the quality of their services, they have the opportunity to develop quality programmes which reflect the unique needs of the public sector (Davison & Grieves, 1996: 33).

Evans and Bellamy (1995: 31) argue that governments have multiple and sometimes competing objectives. With multiple goals and no bottom-line, governments have based their evaluations on process controls, for example budgeted expenditure versus actual expenditure and oversight rather than performance results. This approach is ineffective and forces management to focus on the accountability aspect rather than on the results.

To achieve this, governments are shifting from traditional ways of planning and delivering services and the traditional roles of labour and management. Traditional government systems focus on centralized, bureaucratic service delivery where services are often monopolies and not sensitive to customers’ needs (Lawless, 2007: 13).

To improve the quality of products and services, governments are shifting to more demand driven, decentralized systems of service delivery. Efforts to transform government have also focused on introducing incentives and competition, decentralizing governmental structures and creating a non bureaucratic culture.
Sometimes co-operation between labour and management has been used to support efforts to reform the organisational systems that often impede service quality and efficiency programmes in government. During the 1990s, improving service quality became an important part of the initiatives related to the modernisation of municipal management on a world scale. Hence, a growing number of town councils started drawing up pilot plans or projects on quality, independently of their status, characteristics or political importance (Gaster, 1996: 80).

Du Toit, Knipe, Van Niekerk, Van der Walt and Doyle (2002: 78) express the view that the delivery of services is not something that merely happens. In a socio-political context, the delivery of services requires:

- the government of the day’s idea of what it considers the majority of its people need for the enhancement of their general welfare;
- inputs from society in respect of their requirements for the enhancement of their welfare;
- policies that guide government institutions and officials to achieve their objectives in order to improve the welfare of the people;
- an infrastructure with adequately qualified people like governments, government institutions and people, to support the general welfare of all citizens;
- decisions and actions.

Throughout the centuries, people shared the same objectives. The provision of housing to the urban poor, provision of infrastructure at acceptable levels of service and the regulation of urban space in relation to the quality of life. Although times have changed with improvements in technology transfer, the problems facing residents are aggravated in South Africa by crime, violence and informal settlements, the collapse and legacy of apartheid, costly urban sprawl and urban and rural growth realities (Lawless, 2007: 11).

Uppermost is the expectation by the community that their needs and demands will be met through adequate service provision. However, this is where the problem
lies, it is generally known that municipalities are not able to meet these demands due to a host of either inherited or created problems. It is postulated that the main obstacle to any improvement in service delivery is the monopolistic position that municipal governments currently hold.

The municipal role includes the provision of space for accommodating economic activities. But through the municipality’s role in administering, promoting and controlling change and in providing and distributing services, municipal management impacts directly on the efficiency of all activities taking place within its limits. Quality assurance and management at the urban interface is one of the means to deliver improved value for taxpayers’ money. However, efficiency enhancement is only one step along the road to a better quality of urban life in general. Business executives from the private sector, trained in management techniques, could have a lot to offer the public sector to make it more productive and promote organisational change. The question is whether these skills can be transferred and implemented in the public sector with its politically driven structure.

The TQM philosophy seems to be the answer because it can make the connection between the needs for efficiency in production and for greater efficiency in municipal management and can thereby make great strides towards improving the quality of life for all in the 21st century (Naidoo, 2007: 69).

2.3 TQM MANAGEMENT TECHNIQUES, TOOLS AND SYSTEMS

Goetsch and Davis (1994: 382) are of the opinion that management techniques, tools, and systems can be used as a means of collecting and displaying information in ways to help the human brain grasp thoughts and ideas that, when applied to physical processes, cause the processes to yield better results. The quality management literature provides a wide range of quality management tools, techniques, and systems most commonly found in quality management literature, as shown in Table 2.1.
TQM TECHNIQUES, TOOLS AND SYSTEMS

<table>
<thead>
<tr>
<th>Statistical process control</th>
</tr>
</thead>
<tbody>
<tr>
<td>ISO 9000 series</td>
</tr>
<tr>
<td>Pareto analysis</td>
</tr>
<tr>
<td>Matrix diagram</td>
</tr>
<tr>
<td>Histograms</td>
</tr>
<tr>
<td>Tree decision diagram</td>
</tr>
<tr>
<td>Critical path analysis</td>
</tr>
<tr>
<td>Fishbone or ishakawa diagram</td>
</tr>
</tbody>
</table>

Table 2.1: TQM techniques, tools and systems

The first TQM tool is the statistical process control (SPC). SPC is a statistical method through which managers can control the production or the service delivery process, to make shifts attempting to improve it (Goetsch & Davis, 1994). Dale and Oakland (1991: 143) argue that the basic objective of SPC is to reduce variation, which is inherent in many processes. SPC is one of the most well-known management methods.

The second technical aspect of TQM is the ISO 9000 series. The ISO 9000 is the most popular quality improvement system. It is an international set of documents widely known as standards written by a worldwide organisation known as the ISO Technical Committee 176 (Lamprecht, 1992: 98). This set of standards ensures that a company has a specific quality improvement policy, which makes it more competitive in the market.

Another significant TQM tool is pareto analysis. It is a tool through which the management team can eliminate problems that occur in operation processes (Bicheno, 1998: 46). According to Dale (1999: 296), it is an extremely useful tool for considering a large volume of data in a manageable form.
A fourth technique is the matrix diagram. This is a tool that allows managers to identify, analyze, and rate the relationship between two or more variables, and in this way to encourage them to think in terms of relationships, their strengths and any patterns (Besterfield, Besterfield-Michna, Besterfield, & Besterfield-Sacre, 1999: 233).

Histograms are also useful TQM tools. Histograms graphically demonstrate the relative number of occurrences of a wide range of events (Bicheno, 1998: 55). The most important causes are shown on the diagram and correcting actions take place. The tree diagram, which is also known as the systematic diagram method (Dale, 1999:132), is a tool through which someone can arrange targets, problems, or customer’s needs in a specific order.

The seventh technique is critical path analysis (CPA). This tool is associated with managing projects. It is related to TQM, because project management is critical to the implementation of quality programmes within an organisation (Bicheno, 1998: 76). CPA seeks to establish, through the use of a network of arrows or nodes, a logical order of activities in terms of time and importance for the completion of a project.

The final technique is one of the classic TQM tools called fishbone or Ishakawa diagram. The fishbone diagram is used to identify causes of a problem without using statistical methods. According to Goetsch and Davis (1994: 394), the fishbone diagram serves as an excellent reminder for the things that have to be done.

2.3.1 TQM and ISO 9000
The ISO 9000 which is recognized worldwide and gives the buyer peace of mind that the product or service they are buying meets these requirements and does so consistently. Over a period of time an organisation can be assessed and receive ISO 9000 accreditation in their field. There are many hundreds of ISO categories from products to services to management systems (De Peniche, 2008: 3).
2.3.2 The role of ISO 9000

The recent pursuit of ISO 9000 registration by many businesses has made some quality professionals question whether TQM and ISO 9000 can coexist. There is however, a strong relationship between ISO 9000 and TQM. In fact, one can view ISO 9000 as the documented structure for a TQM system:

- it calls for management commitment and a defined organisation that identifies the interrelations among all personnel who affect and control quality in the company;
- it demands documentation of plans and procedures;
- it empowers employees to initiate action to prevent product or service nonconformities;
- it seeks to identify and record all quality problems and provide solutions and it requires the tracking and verification of those solutions (Tummala & Tang, 1996: 29).

Evans and Dean (2003: 59) state that ISO 9000 defines quality system standards based on the premise that certain generic characteristics of management practices can be standardised and that a well designed, well implemented and carefully managed quality system provides confidence that the outputs will meet customer expectations and requirements.

The ISO 9000 standards were created to meet five objectives:

- to achieve, maintain and seek to continuously improve product quality, including services in relationship to requirements;
- to improve the quality of operations to continually meet customers’ and stakeholders’ stated and implied needs;
- to provide confidence to internal management and other employees that quality requirements are being fulfilled and that improvement is taking place;
- to provide confidence to customers and other stakeholders that quality requirements are being achieved in the delivered product;
- to provide confidence that quality system requirements are fulfilled.
When these objectives are met, the organisation is perceived by all its stakeholders to be well led and managed. The South African Bureau of Standards points out that, ISO 9000 consists of the following eight principles:

- customer focus;
- leadership;
- involvement of people;
- process approach;
- system approach to management;
- continual improvement;
- factual approach to decision making;
- mutually beneficial supplier relationships.

These principles form the foundation on which sound leadership and management practices are enhanced within an organisation.

2.3.3 The relationship between TQM and ISO 9000

Evans and Dean (2003: 76) state that the ISO 9000: 2000 revision aligns much closer to the spirit of TQM, for example:

- organisations now need a process to determine customer needs and expectations, translate them into internal requirements and measure customer satisfaction and dissatisfaction;
- managers must communicate the importance of meeting customer and regulatory requirements, integrate ISO 9000 into business plans, set measurable objectives and conduct management reviews;
- organisations must now view work as a process and manage a system of interrelated processes;
- information about customer satisfaction and dissatisfaction, products and processes now need to be analysed with the focus on improvement;
- training effectiveness must be evaluated and personnel made aware of the importance of their activities in meeting quality objectives;
- in the previous standards, organisations were required to perform corrective and preventative action, but now they must have a planned process for improvement.
In today’s competitive and global market place, quality is associated not just with products, but also with cost, delivery and service. The systems used to manage quality must provide the necessary confidence to the global customer with regard to the ability of any industry to provide products or services that meet requirements consistently (Hellriegel, Jackson, Slocum, Staude, Amos, Klopper, Louw, & Oosthuizen, 2005: 62).

Magd and Curry (2003: 246) are of the opinion that ISO 9000 and TQM supplement each other and a successful TQM effort will have a quality system that is similar to the ISO 9000 system.

Kanji (1998: 71) suggests that integration of ISO 9000 standards into an organisation’s TQM process will help to focus on a total quality system which, in turn, will provide an organisation with:

- high quality;
- competitive advantage;
- reduced customer quality audits;
- greater employee quality awareness;
- enhanced internal communication;
- increased operational efficiency and productivity;
- better documentation;
- fewer internal barriers.

Waks and Frank (1999: 249) see TQM as a philosophy and a system of guidelines that lays the foundation for a constantly improving organisation. The TQM approach and the ISO 9000 standards are interrelated so that organisations that apply ISO 9000 standards in basic procedures can, in the next phase, implement the TQM philosophy.
2.4 THE DIFFERENCES BETWEEN BUSINESS AND GOVERNMENT

2.4.1 Implementation of ISO standards in local government

The implementation of ISO standards in local government is affected by many factors. The community and administration offices are service orientated and directed towards satisfying the needs and expectations of residents. This is why administrative decisions, information and promotion should be treated as a public good which should meet the highest quality standards (Bugdol, 2008).

The implementation process for ISO standards in local government administrations has the same stages and activities as introducing quality assurance systems in a majority of service-oriented and production firms. One critical difference is that, in the case of local governments, a significant procedure is the need for comprehensive social consultation (Bugdol, 2008).

Fredriksson (2003: 229) contends that today’s society should, more than ever, be interpreted as a complex system with growing interdependence between business life and the public and private spheres. TQM is a concept that has traditionally been connected with business life in commercial and industrial organisations. The focus has been on more effective processes, lower costs and more satisfied customers. The interest in TQM has however, increased in recent years in different kinds of organisations. According to Cohen and Eimicke (1994: 453) the cost of conducting quality improvement projects is low when compared to the benefits they generate.

Foster, Howard and Shannon (2002: 25) express the view that, while there is an established literature in business, there is relatively little established literature relating to quality improvement in government. There are significant differences in environmental variables of business versus government. A primary difference is the lack of profit in government while infrastructural and labour related practices differ in government.
2.4.2 Customers and employees
Government entities often have a difficult time identifying the customer. In business, the customer often ends up owning the product. Who is, however, the customer in government? Is it the taxpayer, the elected leader, the legislature or the individuals who directly access government services? In fact, government entities may have a number of customers who cannot be defined with the simple internal and external designations (Appleby & Clark, 1997: 34).

Employees have more job security in government than in business and to compensate for this, government wages often lag behind the private sector. The findings associated with improved employee satisfaction are important for government agencies, since budget limitations often require non-monetary approaches to improve morale. This also suggests that government workers are much like private sector workers in that they perform work effectively and they feel satisfaction when they achieve positive results. They also perceive that they are serving the public better because of process improvement.

2.4.3 Performance management
Sa and Kanji (2003: 498) argue that, in local government, performance systems have been dominated by budgetary measures and expenditure ratios with little concern given to customers’ and citizens’ assessments. However, managing performance in municipalities requires more than working within the budget, financial and nonfinancial measures, comprising both results and determinants of success, are necessary.

Moreover, it is increasingly acknowledged that local government has a variety of stakeholders and that their needs represent different focal points for evaluating and assessing performance.

Sa and Kanji (2003: 499) further state that there is little discussion in the literature about the role of political leaders and appointees in TQM initiatives. The commitment of both is essential for TQM implementation and organisational excellence. In spite of the peculiarities of the public sector in general and of local
government in particular and regardless of cultural diversity and country-specific characteristics, many commonalities exist in the type of leadership associated with top performing organisations.

Among these commonalities are the importance of demonstrating long term commitment to the process of continuous improvement, the need for listening, involving and delegating, the criticality of paying attention to employee needs and satisfaction and the consistency between the leadership style and the organisation’s mission.

2.4.4 Competencies and responsibilities

According to Sa and Kanji (2003b: 136) there are new competencies and responsibilities that emerge for the leaders of TQM municipalities:

- to communicate the municipality's values;
- to create a sense of change urgency;
- to work across traditional boundaries and build networks;
- to develop an organisation-wide culture that solicits and values everyone's opinions;
- to trust subordinates and empower the staff;
- to ensure that important information is available to decision makers;
- to act as coaches, for example to be able to motivate without controlling and to negotiate;
- to show appreciation and recognition for employees’ achievements and contributions;
- to be an agent for learning and develop a culture of continuous improvement.

In some cases, the competencies and responsibilities described above are held by political leaders and elected members, but these are not common requirements for top positions in municipal structures because, in the public sector, the tradition is to promote people into managerial positions based on seniority and professional competencies with little regard for managerial skills.
The fact that leadership is often politically appointed, creates additional problems in local government especially for establishing a long term view in the face of high turnover rates. Furthermore, most of the necessary changes face the opposition of the bureaucratic culture, still dominant in many public sector organisations.

2.4.5 Environmental changes

Redman, Mathews, Wilkinson and Snape (1995: 27) state that quality management is viewed by many in the public sector as the answer to the principal criticisms of public services, their alleged inefficiency, wastefulness and remoteness from those whom they are supposed to serve.

Staggs (1999: 13) asserts that the public sector is experiencing fundamental changes as a result of a changing environment consisting of an increasingly hostile public, a growing number of mandates, reduced funding and conflicting goals and desires of various stakeholders. The changing environment calls for new approaches to meeting the organisation’s mission. Strategic management could help to address these challenges, but, although it is often employed in the private sector, it is seldom used in the public sector.

This is because it is difficult to translate the process from private to public sector agencies. In the public sector there is a scarcity of almost every resource yet employees’ knowledge and creativity are virtually untapped.

Consequently, TQM is one of the tools which government organisations are embracing to meet the growing demands of a changing environment. However, it must meet the unique requirement of government organisations. Without care, TQM only results in more bureaucracy.

Buckwalter, Chestnut and Parsons (1993: 2) argue that, if the basic concepts of TQM are so sensible and if the benefits of implementing TQM are so clear and compelling, why then is TQM not the norm in the delivery of all government services? The answer is that, for virtually all government organisations, TQM is a new paradigm, a complex process of organisational change that must reach every
part of the organisation. It demands visionary leadership, organisational skills
development and, above all, sustained commitment.

2.4.6 Political context
Governments are too slow to make the commitment to quality improvement and
they are unwilling to embrace the concept that it takes an investment in time and
money to improve a system as large as government. The truth is that TQM and
politics do clash (Bacal, 2008).

The current political context of government can be characterized as follows:
- it tends to focus on short term activities that do not fundamentally change,
  emphasis on the immediate solution;
- it is crisis driven rather than preventative;
- it is driven by current economic, rather than long term conditions;
- it is characterized by mistrust between political and civil service arms of
government;
- it is top down decision making prevalent;
- it has highly adversarial positions of political parties.

Lawless (2007: 22) argues that these conditions stem as much from the way the
political system is structured as from the specific players in the game. Politicians
can be shuffled, but the system itself focuses even well-meaning politicians on a
short term perspective that can be hostile to the improvement of processes. In the
absence of exceptional political leadership, these conditions will hold. When a
TQM initiative is sponsored by the political arm of government, it tends to exist on a
foundation of crisis-oriented cost reduction. With the current economic conditions,
it is not surprising that politicians are searching for ways to reduce expenditures as
public pressure for service and reasonable taxes increase.

2.4.7 Best value initiative
In the United Kingdom, for example, the government introduces an initiative called
Best Value that places a duty on all local councils and authorities to deliver
services as economically and efficiently as possible. Councils must report to their
The Best Value programme offers the following highly interesting guidelines for promoting the modernisation of the municipal administration:

- management with the use of data as an essential element for the continuous improvement of municipal performance;
- the need to incorporate the standards of quality of the services offered into the general framework of a strategic future vision as shared by the different actors in the municipality;
- the advantage of lending certain municipal services under the authority of the different town council departments, other non-profit companies and organisations;
- the use of promoting benchmark projects between different town councils with similar characteristics and even with other public and private organisations with the aim of identifying and introducing the best available practices.

Naidoo (2007: 72) argues that Best Value is a form of TQM because the TQM principles of customer focus, continuous improvement, and team working are at the core of the programme.

To discover whether Best Value will deliver the performance improvements expected of local government, the authors examined evidence on the relationship between TQM and performance. They found that performance is most likely to be improved if the whole TQM approach is implemented in the Best Value framework.

2.5 THE RELATIONSHIP BETWEEN BATHO PELE AND TQM

South Africa’s Batho Pele initiative aims are to enhance the quality and accessibility of government services by improving efficiency and accountability
(White Paper, 2008). Table 2.2 indicates the relationship between Batho Pele and TQM (Thompson, 2005: 175).

<table>
<thead>
<tr>
<th>BATHO PELE PRINCIPLES</th>
<th>TQM PRINCIPLES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regularly consult with customers</td>
<td>Customer focus</td>
</tr>
<tr>
<td>Set service standards</td>
<td>Process approach and management by facts</td>
</tr>
<tr>
<td>Increase access to services</td>
<td>Systems and processes</td>
</tr>
<tr>
<td>Ensure higher levels of courtesy</td>
<td>Involvement and empowerment and customer focus</td>
</tr>
<tr>
<td>Provide more and better information about services</td>
<td>Customer focus, systems and processes approaches, involvement and empowerment</td>
</tr>
<tr>
<td>Increase openness and transparency about services</td>
<td>Leadership driven</td>
</tr>
<tr>
<td>Remedy failures and mistakes</td>
<td>Continuous improvement, systems and process approaches</td>
</tr>
<tr>
<td>Give the best possible value for money</td>
<td>Systems and processes approaches</td>
</tr>
</tbody>
</table>

Table 2.2: Relationship between Batho Pele and TQM

2.6 INTEGRATED DEVELOPMENT PLANNING

2.6.1 The meaning of integrated development planning

Integrated development planning is one of the key tools used by the South African government to tackle its new developmental role. In contrast to the role which planning has played in the past, integrated development planning is a function of municipal management and is part of an integrated system of planning and delivery (Republic of South Africa, 2008). The integrated development planning process is meant to arrive at decisions on issues such as municipal budgets, land
management, promotion of local economic development and institutional transformation in a consultative, systematic and strategic manner.

It therefore not only informs municipal management on key issues, but also guides the activities of other spheres of government, corporate service providers, non-governmental organisations and the private sector who wish to operate within the municipal area.

The IDP is a five year strategic development plan for a municipality and serves as the principal strategic management instrument. It is legislated by the Local Government Municipal Systems Act 32 of 2000 and supersedes all other plans that guide the development at a local level (Republic of South Africa, 2000).

The IDP approach has to conform to specific methodological principals. It has to reflect the priority needs of the municipality and its residents and ensure that available resources are used in an objective-oriented manner.

2.6.2 The relationship between TQM and IDP

TQM is a cultural transformation tool for municipalities with which to realise their constitutional mandates, legislative obligations and their organisational goals. It focuses on the total organisation.

TQM is about alignment and culture change. It is about being conscious of every decision and action taken and its outcomes or implications for the organisational goals. It is about quality leadership, management and systems. It is about saving costs, job creation and value for money. It is a people orientated concept. TQM is the “how” of the constitution, the “how” of the IDP and the “how” of the Local Government Municipal Systems Act (Meiklejohn & Coetzee, 2003: 67).
2.7 TQM PRINCIPLES

2.7.1 Major elements of Total Quality Management
Kanji and Barker (1990: 376) are of the opinion that top management shares almost all responsibility in defining a set of concepts and guiding principles for improving the quality of products and services. The philosophical dimension of TQM should also provide a focus for everyone in the company by specifying those things that are valued highly by customers, employees and management. In an attempt to unify the major concepts of TQM Table 2.3 shows a much more meaningful explanation of the three letter acronym (Lau & Anderson, 1997: 88).

<table>
<thead>
<tr>
<th>TOTAL</th>
<th>QUALITY</th>
<th>MANAGEMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Requires employee participation and teamwork</td>
<td>Customer internal and external driven</td>
<td>Requires commitment from top management</td>
</tr>
<tr>
<td>Everyone must develop a sense of quality ownership</td>
<td>Emphasis on continuous improvement</td>
<td>Establishes purposes and values for the company</td>
</tr>
<tr>
<td>Involves every level and function of the company</td>
<td>Technical issues: training for skills and knowledge</td>
<td>Leadership is critical</td>
</tr>
<tr>
<td>Applies systems thinking</td>
<td>Human issues: encourages innovation</td>
<td>Makes appropriate change in organisation culture</td>
</tr>
</tbody>
</table>

Table 2.3: Major elements of TQM

The following principles play a vital role in the implementation process of TQM.

2.7.2 Leadership driven
Leaders must realise that quality leadership cannot be delegated. That is why the leading reason for quality management systems’ failures is attributed to the lack of
leadership. Leaders are responsible for creating a culture for quality (Smith, 2006: 29).

According to TQM theorists, top management commitment is one of the major determinants of successful TQM implementation. It is typically claimed that commitment has to be the first step in applying and stimulating the TQM approach (Dewhurst, Martinez-Lorente & Dale, 1999: 268).

2.7.3 Customer relationship
Smith (2002: 55) points out that the public is the reason for government’s existence. It is not enough to meet requests, specifications, standards, requirements, or just to be average and mediocre. Considerable effort must go into understanding customer’s expectations that are often unmentioned. Public administrators and managers should strive to deliver satisfying and unexpected levels of quality to their communities (Thompson, 2005: 168).

2.7.4 People involvement and empowerment
According to Matlhape & Lessing (2002: 29), TQM goes far beyond the philosophy and practices of quality control and quality assurance. It is a strategy that is concerned with changing the fundamental beliefs, values and cultures of the organisation, harnessing the enthusiasm of, and participation by everyone towards an overall idea of initially appropriate and correct action.

To achieve the ideals of TQM, employees have to understand it as a corrective and developmental strategy for the benefit of all stakeholders in the organisation. This will involve the participation of employees in processes of re-engineering, new approaches to tasks and to communication of their ideas to management. For employees to practice this level of commitment and involvement, management must consciously transfer skills and power to the workers. Workers must believe that management genuinely trusts them with the custodianship for quality achievement and continuous improvement (Dean & Helms, 1996: 60).
If the quality movement is to have truly widespread success, it must convince managers to see the merits of the prospect that there must be less control and more freedom. They must learn that managing is not merely controlling, but also the relinquishing of power (Matlhape & Lessing, 2002: 30).

### 2.7.5 Training and development

The training and development of people at work has increasingly come to be recognized as an important part of TQM. Major changes in many organisations, including the public sector, have resulted in increasing workloads, the introduction of new technology and wider ranges of tasks requiring training provision. Training can be seen as the symbol of the employer’s commitment to staff.

Cartwright (1999: 59) suggests that employers create a culture of development as a means of encouraging learning within an organisation. This can be accomplished in two ways:

- training people for the task, so that they can better serve the organisation through improved skills and methods and increased knowledge;
- education for the person to develop flexible and adaptable individual capabilities through learning, understanding and growing.

Figure 2.1 summarizes a model of a training process that can be adopted by organisations in ensuring an ongoing commitment to investing in the provision of planned, relevant and appropriate training.

![Figure 2.1: A systematic model of training](image-url)
2.7.6 Teams and teamwork

Leading edge organisations place great emphasis on the value of people working together in teams. Teams are a management tool and are most effective when team activity is clearly linked to organisational strategy. The strategy must be communicated to influence team direction, which then links to the production of team mission statements and the use of team agendas and scorecards. A quality focus can be developed through the establishment of cross-functional teams. Cross-functional teams have the important feature that every employee belongs to at least one team, ranging from managers on quality steering teams, to operators on quality improvement teams, to fully empowered, self directed work teams (Oakland, 2003: 276).

2.7.7 Organising people for quality

A quality function can be the organisation’s focal point in identifying deficiencies in all business functions and in promoting improvements. The role of the quality function is to make quality an inseparable aspect of every employee’s performance and responsibility. The author has a vision of quality as a strategic business management function that will help organisations to change their cultures.

To obtain the best results a senior quality manager should be given sufficient authority to take necessary action to secure the implementation of the organisation’s quality policy. The quality manager must be able to communicate the message to all employees, including staff, management and directors. A professional expert on TQM may be required to advise on the technical aspects of planning and implementing TQM.

A disciplined and systematic approach to continuous improvement may be established in a quality steering committee as shown in Figure 2.2.
2.7.8 Quality circles

Quality circles refer to groups of employees who do similar work. The purpose of quality circles is to provide the powerful motivation of allowing people to take some part in deciding their own actions and functions. The unique feature of quality circles is that employees are asked and not told to join. These groups of employees meet on a regular basis, in normal working time, under the leadership of a supervisor where they identify, analyse and solve work-related problems. They then recommend these solutions to management. The cornerstone of the quality circle philosophy is that the real experts on performing a task are those who do the task day after day. The training of quality circle leaders and members is the foundation of all successful programmes (Oakland, 2003: 282).

2.7.9 Supplier relationships

Choppin (1991: 310) is of the opinion that in the case of organisations where TQM principles are applied in a serious manner, quality is a more important factor than price in selecting suppliers. Long-term relationships with suppliers are established
and the company collaborates with its suppliers to help improve the quality of products or services and business efficiency. In a public organisation, suppliers should be carefully examined with respect to the achievement of those product characteristics which are related to legal requirements. The TQM principles, practices and mechanisms are of considerable value since they are not only useful in the achievement of legal requirements, but they will also help in cost reduction through the elimination of problems relating to returns, repairs and incorrect information.

2.7.10 Process approach to improvement
Studies have shown that work processes and the systems account for the majority of quality and productivity problems. While employees receive the brunt of the blame for failures, administrators and managers most often design the systems and processes. A platform for the misrepresentation of facts is created, if the origin of results is not understood. Simply stated, results’ data without the process data that explains the results is of little use (Thompson, 2005: 168).

2.7.11 Systems approach to management
The way to improve the systems is for those who work on the systems to listen to feedback from those who work in the systems. Managers design the systems in the belief that the inputs of the processes such as materials, methods, machinery, equipment and human resources, will meet certain specifications. Employees working in the systems know better. Training, involving and empowering employees to understand and deal with variation using SPC is what numerous organisations are doing (Buckler, 1996: 36).

2.7.12 Quality data and reporting
In a TQM environment, quality information has to be readily available for effective decision making and should be part of the organisation’s visible management system. The two main reasons why the availability of information is important are the knowledge of what improvements are needed and the provision of appropriate incentives for employees (Dewhurst, Martinez-Lorente & Dale, 1999: 271).
2.7.13 Factual approach to decision making

Experience and intuition tell one what should be done. Experience without a theory about what was learned from that experience means little or nothing. One who understands statistics and probabilities will always have a greater chance of better results (Thompson, 2005: 168).

2.7.15 Benchmarking

McDonnell (1994: 46) argues that governmental organisations do have some obligations to make improvements on a continual basis, primarily resulting from governmental regulations and contact with the general public which has ever-increasing expectations relating to service. Therefore, when competitors exist they can be used to benchmark, with respect to best practices. Benchmarking with similar organisations, with foreign organisations and internal benchmarking can also be useful.

2.8 THE MANAGEMENT OF CHANGE

Oakland (2003: 337) points out that research carried out by the European Centre for Business Excellence has shown that there is an inverse relationship between successful change and having formal organisation wide change programmes.

In several large organisations in which TQM has been used successfully to effect change, the senior management did not focus on formal structures and systems, but set up process management teams to solve real business or organisational problems. The key to success in this area is to align the employees of the business, their roles and responsibilities with the organisation and its processes. When an organisation focuses on its key processes, that is the activities and tasks themselves, rather than on abstract issues such as culture and participation, then the change process can begin in earnest (Atkinson, 1994: 6).

An approach to change, based on process alignment and starting with the vision and mission statements, analyzing the critical success factors and moving on to the core processes, is the most effective way to engage the staff in an enduring
change process. Many change programmes do not work, because they begin by trying to change the knowledge, attitudes and beliefs of individuals. The theory is that changes in these areas will lead to changes in behaviour throughout the organisation (Oakland, 2003: 338).

What is often required is virtually the opposite process that is based on recognition that people’s behaviour is determined largely by the roles they adopt. If we create new responsibilities, team roles and a process-driven environment for them, a new situation will develop, one that will force their attention and work on the processes. This will change the culture (Oakland, 2003: 338).

Teamwork is an especially important part of the TQM model in terms of bringing about change. If changes are to be made in quality, costs, market, product or service developments, close co-ordination among the marketing, design, production, operations and distribution groups is essential (Oakland, 2003: 338).

Commitment is a key element of support for the high levels of co-operation, initiative and effort that will be required to understand and work on the web of processes existing in most organisations (Atkinson, 1994: 8). If any of these elements are missing the total quality underpinned change process will collapse.

Whenever change is to take place ensure the following:

- ensure adequate initial planning;
- provide support;
- involve staff;
- demonstrate commitment;
- consider the impact on team members;
- recognise and deal with resistance;
- communicate;
- use management tools;
- evaluate change;
- avoid pitfalls (Pearce, 2007: 25).
2.8.1 Changing organisational culture
Marc and Farbrother (2003: 14) contend that services and products can be seen as the core of businesses, institutions and local governments, but culture is their driving engine. The culture influences the engagement and enthusiasm of staff. It further influences direct outputs, efficiency of an organisation, as well as the health and flexibility of employees. The willingness of people within the organisation to accept changes is an essential prerequisite for implementing TQM (Laszlo, 1999: 236).

2.8.2 Definition of organisational culture
Stacey (1996) as quoted by Campbell, Stonehouse and Houston (2004: 53) are of the opinion that culture is the organisational equivalent of a human’s personality. They further define culture of any group of people as that set of beliefs, customs, practices and ways of thinking that they have come to share with each other through being and working together. It is a set of assumptions people simply accept without question as they interact with each other. At the visible level the culture of a group of people takes the form of ritual behaviour, symbols, myths, stories, sounds and artefacts.

When looking at culture within a business context one needs to understand that culture has three basic levels, which influence multinational management as illustrated in Figure 2.3.
Figure 2.3: Levels of culture in multinational management

The three aforementioned levels of culture are displayed in order of influence, whereby national culture having the most dominance, represents the broader culture of the people within political boundaries of the population. The business culture focuses predominantly on how values, norms and beliefs influence business operations. As defined by Cullen and Parboteeah (2001: 45), business cultures tell people the correct, acceptable ways to conduct business in a society. While occupational culture and organisational culture highlights cultural traits adopted by specific occupational groups like lawyers and physicians or organisational members respectively (Sales, 2006: 61).

Culture is either an asset or a liability. It is not good enough that a job gets done, especially as the perception is in local government, but how it gets done. The influence it has on how individuals and teams get the next job done and the way in which the experience affects individuals. What is learned from the experience will influence the culture of the organisation as well as its future productivity levels (Marc & Farbrother, 2003: 15).
2.8.3 The importance of organisational culture

Culture is important because it can and does affect all aspects of organisational activities. The metaphor of human personality may help to understand this. Some people’s personalities manifest themselves as motivated, sharp and exciting. Others are dull, tedious, apathetic and averse to risk. These personality features will affect all aspects of their lives.

The same is true of an organisation’s personality. Culture is important, because it can have an influence on:

- employee motivation;
- the attractiveness of the organisation as an employer and hence the rate of staff turnover;
- employee morale and goodwill;
- productivity and efficiency;
- the quality of work;
- the nature of the employee and industrial relations;
- the attitude of employees in the workplace;
- innovation and creativity.

It is essential that management understands the culture of the organisation both in analyzing the organisation’s strategic position and in the implementation of strategy (Campbell, Stonehouse & Houston, 2004: 55).

According to Thompson (2005: 174), when the culture is in conflict with some aspect of the company’s direction, performance targets, or strategy, the culture becomes a stumbling block. Therefore grounding the organisational culture in core values and ethical principles has a significantly positive impact on business performance as illustrated in Figure 2.4 (Sales, 2006: 61).
2.9 A MODEL FOR CHANGING ORGANISATIONAL CULTURE

Co-operation, teamwork and partnering are examples that foster synergy among associates from various functions. Factual approach to decision making, respect for all individuals, encouragement for innovation, and emphasis on improvement rather than on blame for errors, are signs of a learning organisation (Laszlo, 1999: 236).

Leaders and employees should work together to change the Eden DM’s culture. In order to start the culture changes there needs to be a vision and a commitment at the highest level. This vision and commitment eventually flows through the entire organisation. Without a common vision and active involvement of the leaders, organisations find themselves in a state of turmoil (Reliability Analysis Centre, 2008).

There also needs to be a radical shift in thinking away from the traditional bottom up focus towards a focus on optimizing people and towards a belief that engaged,
energized people are significant to a company's effectiveness and output. The following factors are critical to a successful organisational change at Eden DM.

### 2.9.1 Framework

There is the need to develop a framework that allows the organisation to paint a clear picture of its destination. The framework as depicted in Figure 2.5 provides the stepping stones required to reach the desired end.

**Figure 2.5: The framework for implementation of TQM**

### 2.9.2 Alignment

Political and senior administrative support is essential to cultural change. Although complete alignment is not necessary, politicians who cannot support the process must remain neutral and senior managers must at least be willing to give it a try.
2.9.3 Commitment

Lahiry (1994: 50) explains that making the decision to change one’s behaviour is a significant commitment that takes courage. At both the organisational and individual levels, perseverance in moving toward the vision and celebrating success along the way are essential elements.

The concept of TQM is so complex that although it may be relatively easy to attract their interest, it is difficult to obtain commitment from management and it is even more difficult to retain their ongoing support for such an initiative within the organisation. TQM is based on the recognition that management has social responsibilities to all stakeholders, owners, customers, employees, suppliers, and society as well as the need to have leadership ability to motivate others around them to share their holistic vision of the social contract to act accordingly (Torrington & Hall, 1995: 153).

2.9.4 Engagement

With the active involvement of everyone, the organisation reaps the benefits of a collective vision, agreed upon behaviour, individual capacity building, innovation and flexibility. Project success, improved morale and a sense of purpose form a new modus operandi. The local government becomes more of an evolving organism than a static bureaucracy.

2.10 THE IMPLEMENTATION OF TQM

The first decision is where to begin. An intellectual understanding of quality provides a basis for TQM, but it must be translated into commitment, policies, plans and actions for TQM to take root. This also requires a competence in leadership and in making changes. Without a strategy to implement TQM through process management, capability and control the expended effort will lead to frustration (Mastenbroek, 1991: 41).

The implementation begins with the drawing up of a quality policy statement and the establishment of the appropriate organisational structure both for managing
and encouraging involvement in quality through teamwork. Collecting information on how the organisation operates, including the costs of quality, helps to identify the prime areas in which improvements will have the greatest impact on performance. The planning of improvements involves all managers, however a crucially early stage involves putting quality management systems in place (Oakland, 2003: 339).

2.10.1 Plan of action
To cause the desired shift in organisational culture, a plan evolved that focused on three key elements:
- agreed upon vision;
- guiding principles;
- administrative practices and policies.

2.10.2 Vision
The defined vision for the community is “a home and future for all”. Management and staff have applied this vision by crafting a parallel vision for the organisation as “a home and future for all.” This has been accomplished through a process known as the Eden 06 initiative, that focuses on behaviour and attitude change. This initiative is distinctive because it:
- is a process, not a programme;
- is designed for long term sustainability;
- involves all employees in its design and implementation;
- focuses on translating good ideas and intentions into observable actions, behaviours and outcomes;
- integrates such various programmes as performance management, skills development and leadership to sustain change and improvements;
- has contributed to significant improvements for staff and the community.

Becoming “a home and future for all”, required the ongoing dedication of all employees, the support of the organisation, a willingness to consider attitudinal and behavioural change and a great deal of collaboration. It also required significant feedback and open discussions (Ciampa, 1992: 83).
2.10.3 Guiding principles

The second step in the initiative began with the development of a set of leadership principles. More than just words on paper, these principles must be translated into observable actions by the district’s senior leadership team, who thus reinforced their own responsibility to the role models. A leadership school was initiated for senior management with the second phase for middle management currently on its way.

It also helped prepare leaders to support and coach staff from an informed viewpoint rather than a theoretical one. Eden DM’s leaders had already experienced being called upon to change their own actions so that the district could become a home and future for all. It was significant that staff members were asked to tell leaders how closely they were demonstrating the leadership principles.

Employees can help transform the organisation in the following manner:

- with the council’s endorsement, employees can write a set of organisational guiding principles to ensure a consistent way of working together across the district in support of “a home and future for all” vision;
- these principles can be translated into observable actions by each work group. Once there was a common organisational direction, applying the principles in real life situations can best be done within smaller work groups;
- each work group decided which principles it already was demonstrating and which ones needed to be enhanced;
- a cross-departmental advisory group can then be formed to plan the ongoing process and to act as a link with all employees;
- employees from across the organisation must meet regularly to share strategies, successes and outcomes;
- specific skill building opportunities must be provided to the work group leaders;
- other skills development sessions can be held for all employees to support the organisational guiding principles;
- the guiding principles can then be integrated into the performance management process.
2.10.4 Administrative practices and policies

As the culture began shifting, through the initial steps of the vision process and through the application of the guiding principles, it became crucial to ensure that there was a formal mechanism to keep the process on track. It was also necessary to ensure that administrative practices and policies were consistent with “a home and future for all” vision.

For these reasons the district’s “a home and future for all” committees oversaw the formal continuation of the process. Committee members’ key focus areas are:

- reviewing human resource policies. For example, council has approved a new salary administration policy that allows employees to progress through the pay range within a shorter timeframe;
- continuing to invest in learning opportunities for employees. A learning committee can be appointed and the district is developing a learning partnership with a post-secondary institution as well as the Development Bank of South Africa to assist in equipping employees to succeed;
- sharing information effectively through improved communication. The establishment of the communication department also resulted from the Eden 06 process. A monthly newsletter, entitled Eden News Snippets, has been well received by the organisation and is being used as another learning opportunity;
- giving staff the chance to supply input through annual employee surveys. Employee wellness has been identified as an important issue by the staff and as a result, a wellness committee has begun meeting. Wellness newsletters have attracted subscriptions and steps are being taken to organise a smoking cessation workshop. Programmes on such issues as accrued time, training and development and staff appreciation have also resulted from staff feedback. Morale has clearly improved over the survey period;
- providing strong customer service and a helpful environment. The district has put in place a customer-service enhancement process. Employees are fully involved, thereby gaining a view of work processes from a customer perspective. Employee wellness improvements in the workplace, like operable windows, common staff rooms, changing rooms to accommodate exercising
and an ergonomically friendly work environment are being incorporated into the plans;

- celebrating staff success. Numerous events, including a formal breakfast an
evening at a action cricket game and staff golf tournaments can be used to
reward staff members’ successful efforts.

2.10.5 Financial implications

The current economic conditions make it necessary for all organisations to review
and tightly control costs and expenditure. Management often tends to minimise the
importance of quality due to financial constraints. Ironically, those are the
occasions which present the greatest opportunities for minimizing operational
losses by the judicious pursuit of quality improvement projects (Laszlo, 1999: 236).

The approach to both quality and financial control is to minimize inefficiencies and
waste. Management can use the TQM approach to instill a value-added attitude in
employees and to have them review their own operations to evaluate what benefits
are provided by them to customers (Laszlo, 1999: 236).

Douglas, Coleman and Oddy (2003: 318) express the view that contrary to certain
misconceptions about TQM being a warm and fuzzy approach to managing people,
it is an integral part of operations and requires justification as any other business
project. Management is required to justify all investments including those related to
TQM projects.

The combined long-term results of a successful TQM programme, excellence in
thinking and high quality work methods, enable the organisation as a whole to
become more dynamic and responsive, as well as more competitive (Laszlo, 1999: 236).

A consultant, in organisational renewal, can work alongside the organisation
throughout the process, offering workshops and furnishing materials in order to
begin the project. The municipality allocated an organisational renewal budget of
R250 000 for the purpose.
Initial development stages can be time-intensive. The entire staff will be involved in the brainstorming workshops as well as the implementation of working subgroups and general staff meetings for communication purposes. The costs were recognized as a priority and they were absorbed in the annual budget.

Funding was also needed for supplementary workshops, staff training and development and continued external resource support so an additional R100 000 as a corporate training and development budget, as an investment in the staff was approved. A supplementary budget of R100 000 was also set aside to maintain organisational renewal. The district recognizes the need to increase its monetary support to ensure the continued effectiveness of the programme.

2.10.6 Results
Organisations that have implemented successful TQM programs take an analytic approach toward all situations they face whether they are people-oriented or technical in nature, problem solving or assessing opportunities for improvement (Laszlo, 1999: 236).

A similar approach was launched by Spruce Grove, a Canadian city in Alberta. They called their initiative the Organisation of Choice. This initiative brought positive results to the organisation. Although a quantitative pay-back analysis has not been completed, the city has seen the benefits of its new culture. Employee well-being is reported as being higher even as the volume and pace of initiatives have grown. Short-term sick leave has decreased. Decision making has become collaborative and more often initiated by those who are affected by a decision. Employees have noted, in part through an annual survey, that communication and the sharing of meaningful information are continuing to increase.

Employees have moved beyond the preservation of the status quo and have identified and implemented ideas that represent expansive, innovative and strategic changes. Groups outside the organisation often tell managers that city staff members show a refreshing openness to new ideas.
Other benefits include innovative cost savings, a sound and progressive fiscal plan and new approaches to funding and partnerships. The image and profile of the city have grown. It receives a significantly higher number of invitations to play a part in regional and provincial plans.

2.10.7 Continuous improvement

Oakland (2003: 344) explains that much of industry, commerce and the public sector would benefit from the continuous improvement cycle approach represented in Figure 2.6, which also shows the danger gaps to be avoided. This approach will ensure the implementation of the management commitment represented in the quality policy and provide the environment and information base on which teamwork thrives.

Figure 2.6: TQM implementation

There are three basic principles of sustained improvement:

- focus on the customer;
- understanding the process;
- all employees committed to quality (Laszlo, 1999: 236).
Everyone in the organisation, from top to bottom, from offices to technical services, from headquarters to local sites, must play his or her part. People are the source of ideas and innovation and their expertise, experience, knowledge and co-operation have to be harnessed to get those ideas implemented (Oakland, 2003: 343).

When people are treated like machines, work becomes uninteresting and unsatisfying. The rates of absenteeism and of staff turnover are measures that can be used in determining the strengths and weaknesses or management style and people morale in any company.

2.10.8 A model for TQM

Figure 2.7 indicates that good performance requires the three hard management necessities namely:

- planning, including the right policies and strategies;
- processes and supporting management systems and improvement tools, such as SPC;
- people with the right knowledge, skills and training.

These are complementary in many ways and they share the same requirement for an uncompromising top level commitment, the right culture and good communication (Khan, 2003: 375).
2.11 CONCLUSION

The literature study supports the fact that TQM seeks to improve productivity and performance excellence through leadership and it does so by focusing on customer satisfaction and by involving employees in continuous improvement processes. There is a strong relationship between TQM, Batho Pele and ISO 9000. The principle of ISO 9000 defines the basic concepts and specifies the procedures and criteria to ensure that the activities that are processed within an organisation meet customer requirements.

Municipal quality improvement initiatives have to simultaneously strengthen the twin characteristics of the citizen as a customer and owner of the municipality. To this end, business guidelines on quality must be accompanied by mechanisms to...
encourage the participation of citizens in municipal management. This participation will only be effective if preceded by actions related to the education and provision of information to citizens. TQM can make implementation of the IDP possible and measurable.

IDP, being a product of strategic leadership and management, should inform all policies and procedures within a municipality. The principles and tools of TQM and the benchmarks of business excellence should be adopted and utilised in order for the strategic objectives of a municipality to be realised and achieved.

The next chapter will outline the research methodology adopted in this study.
CHAPTER 3
RESEARCH DESIGN AND METHODOLOGY

3.1 INTRODUCTION

The literature study was presented in chapter two to put the research in proper perspective. The literature identified critical elements that Eden DM should implement to develop a TQM organisational culture.

This chapter describes the broad methodology followed in the empirical part of the study. It consists of the following:

- research design and methodology;
- research approach;
- sampling;
- data collection.

The purpose of this research is to review and integrate existing knowledge from the literature and from practical experiences of the private and public sectors locally and internationally. It aims to investigate the existing situation and problems concerning TQM at Eden DM, as well as provide possible solutions. This is accomplished by exploring and analysing general issues of TQM as an organisational culture in council.

3.2 RESEARCH DESIGN

Hussey and Hussey (1997: 1) define research as a process of enquiry and investigation, together with a systematic and methodological process using appropriate methods to collect and analyse data. Research is an instrument that increases knowledge. They argue that research must address a specific problem or issue, to set a definable objective for the research activity.
According to Yin (1994: 19), a research design can be defined as a logical sequence that connects the empirical data to a study's initial research question and ultimately, to its conclusions. In other words, a research design is an action plan for getting from here to there, where “here” may be defined as the initial set of questions to be answered and “there” is some set of conclusions or answers about these questions.

3.3 RESEARCH METHODOLOGY

Methodology refers to the overall approach to the research process, from the theoretical underpinning to the collection and analysis of data (Hussey & Hussey, 1997: 54).

Alveeson and Deetz (2000: 4) view research methods as a mode and a framework for engaging in empirical material. They define method as how one develops research questions, how one attends to social reality, what vocabularies are used in clarifying and interpreting what emerges from the participants of the research. They also view it as how one achieves a level of systematization and logic in the way empirical material is used.

To promote the logical solution of the stated problem and sub-problems, a literature study and an empirical study were conducted. A literature study was conducted to facilitate the understanding of developing a TQM organisational culture at Eden DM. The empirical study involves a questionnaire, a sample and statistical analysis adapted to solve the main and sub-problems of the study.

3.4 RESEARCH APPROACH

The most appropriate research design and methodology for the research study must be selected, which can be either quantitative or qualitative. The following approaches are common of both qualitative and quantitative research namely:

- case study research;
- field experiments;
- focus groups;
- future research;
- in-dept surveys;
- mixed methodologies.

Table 3.1 distinguishes between qualitative and quantitative research approaches (Watkins, 2006: 37).

<table>
<thead>
<tr>
<th>QUALITATIVE APPROACHES</th>
<th>QUANTITATIVE APPROACHES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Action research</td>
<td>Forecasting</td>
</tr>
<tr>
<td>Ethnography</td>
<td>Large-scale surveys</td>
</tr>
<tr>
<td>Game or role playing</td>
<td>Laboratory experiments</td>
</tr>
<tr>
<td>Participant-observer approach</td>
<td>Simulation or stochastic modelling</td>
</tr>
<tr>
<td>Scenario research</td>
<td>Cross-sectional studies</td>
</tr>
<tr>
<td>Feminist perspective</td>
<td>Experimental studies</td>
</tr>
<tr>
<td>Grounded theory</td>
<td>Longitudinal studies</td>
</tr>
<tr>
<td>Hermeneutics</td>
<td></td>
</tr>
<tr>
<td>Participative enquiry</td>
<td></td>
</tr>
</tbody>
</table>

Table 3.1: Research approaches

Mouton and Marais (1989: 157) define a qualitative approach as the approach in which the procedures are formalized and explicated in a lenient manner, but in which the scope is less defined in nature and in which the researcher does his or her investigation in a more philosophical manner.

A qualitative approach has been accepted because of the following reasons:
- the literature base is underdeveloped and enables the researcher to explore a specific phenomenon so that important variables might be identified;
- interaction with participants is on a personal level and based on trust.
Grounded theory was used in this study to ensure that the research process is open. It further starts with broad objectives and then progressively focuses on emerging issues as confidence and knowledge grows (Neuman, 1997: 335).

### 3.5 DATA COLLECTION DESIGN AND METHODOLOGY

The data collection design and methodology refers to how data will be collected and subsequently analyzed.

#### 3.5.1 Unit of analysis

A body of individuals has been selected as a unit of analysis, because it includes groups of people within Eden DM.

#### 3.5.2 Identification of variables

Identification of variables according to Collis and Hussey (2003: 152) refer to an attribute of the entity which one has chosen as the unit of analysis. A qualitative phenomenon refers to a non numerical attribute of an individual object and can refer to variables such as gender, hair colour, job titles, social class or job grades. A quantitative variable refers to a numerical attribute of an individual or object, for example yearly income, age, number of subordinates, number of cars owned, height or weight. A positivistic study would in addition call for the independent and dependent variables to be stated.

#### 3.5.3 Sampling

A sample is made up of some members of a population, also referred to as the target population. The target population refers to a body of people or to any other collection of items under consideration for the purpose of the research (Hussey & Hussey, 1997: 144).

A sampling frame refers to a list or any other record of the population from which all the sampling units are drawn. At Eden DM, for example, a list of all the employees will form the sampling frame from which a sample will be taken.
Two main categories of sampling can be identified namely:

- probability sampling, where the researcher can determine in advance that each segment of the population will be represented;
- non probability sampling, where the researcher has no way of forecasting that each element of the population will be represented in the sample.

In this study, the population is large and therefore a sample of the whole population is used. The sample group includes officials and councillors from Riversdale, Mossel Bay, George, Knysna, Plettenberg Bay, Oudtshoorn and Ladismith. All these towns form part of the Eden District Municipal area.

To make the sample a representative proportional stratified sampling is chosen and the population is divided into different groups called strata, so that each element of the population belongs to one stratum. Table 3.2 indicates the forty-five subjects that were selected from all the departments in Eden DM, namely the Technical Services, Finance, Corporate Services, Community Health and the Office of the Municipal Manager. Middle management makes up 18 per cent of the worker population and therefore should also make up 18 per cent of the sample. Senior workers make up 32 per cent and workers make up 50 per cent. This type of sampling design ensures that each stratum is properly represented in the sample and decreases the chances of excluding members of the population. The advantage of proportional stratified random sampling is that it makes representativeness of a particular segment of the population possible (Brink, 1996:139).
<table>
<thead>
<tr>
<th>STRATUM</th>
<th>ELEMENTS IN POPULATION</th>
<th>PROPORTIONAL SAMPLE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Middle management</td>
<td>36 (18%)</td>
<td>8 (18%)</td>
</tr>
<tr>
<td>Senior workers</td>
<td>64 (32%)</td>
<td>14 (32%)</td>
</tr>
<tr>
<td>Workers</td>
<td>100 (50%)</td>
<td>23 (50%)</td>
</tr>
</tbody>
</table>

Table 3.2: Stratified random sampling

### 3.5.4 Data collection

Qualitative and quantitative data can be collected using the data collection methods depicted in Table 3.3.

<table>
<thead>
<tr>
<th>COLLECTING QUALITATIVE DATA FOR PHENOMENOLOGICAL STUDIES</th>
<th>COLLECTING QUANTITATIVE DATA FOR POSITIVISTIC STUDIES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Critical incident technique</td>
<td></td>
</tr>
<tr>
<td>Diaries</td>
<td>Diaries</td>
</tr>
<tr>
<td>Focus groups</td>
<td></td>
</tr>
<tr>
<td>Interviews</td>
<td>Interviews</td>
</tr>
<tr>
<td>Observation</td>
<td>Observation</td>
</tr>
<tr>
<td>Protocol analysis</td>
<td></td>
</tr>
<tr>
<td>Questionnaires</td>
<td>Questionnaires</td>
</tr>
</tbody>
</table>

Table 3.3: Data collection methods

### 3.6 THE DEVELOPMENT OF THE QUESTIONNAIRE

For this research, a questionnaire was used as a method of collecting original data from the selected sample group. A questionnaire is a list of carefully structured questions, chosen after considerable testing with a view to elicit reliable responses from a chosen sample. The aim is to establish what a selected group of
participants do, think or feel. A positivistic approach suggests structured closed questions, while a phenomenological approach suggests unstructured open ended questions.

The design of the questionnaire will affect the response rate, reliability and validity of the data collected. Saunders, Lewis and Thornhill (2000: 279) explain that these variables can be maximized by:

- the careful design of individual questions;
- a clear layout of the questionnaire;
- a clear explanation of the purpose of the questionnaire;
- and the conducting of a pilot test.

Leedy (1997: 142) recommends that the following considerations are important during the construction of the questionnaire:

- be courteous, as a commanding approach will not be acceptable to the respondent;
- the questionnaire should be simple in content and easy to read and understand;
- consider the respondent by ensuring that arrangements will be made by the researcher to collect the completed questionnaire from the respondent;
- the questionnaire should be acceptable to the respondent in terms of unambiguous language, time and effort required to complete;
- concentrate on general problems and ideas rather than specifics;
- ensure that the questionnaire is brief and only solicits data that is essential to the research project and problem;
- the researcher must be aware of how the data will be processed;
- the covering letter should address the concerns of the respondent rather than the interests of the researcher.

The above considerations and guidelines were used in the design and development of the questionnaire.

Permission was obtained from council and the municipal manager before the commencement of the data collection process. Officials and councillors were asked
via e-mail, telephonically and personally whether they were willing to participate in
the survey. Questionnaires were hand-delivered and some were e-mailed to towns
outside George. A copy of the questionnaire is included in the Appendix.

3.6.1 Reasons for using a questionnaire
It was decided to use a questionnaire to obtain the relevant information based on
the following reasons:

• it would reduce the tendency of participants to be influenced by each other as
could be the case with structured interviews or focus groups;
• data obtained through questionnaires has the potential to be less time
consuming;
• it offers participants the opportunity to complete the questions at their own
pace.

3.6.2 Structure of the questionnaire
A questionnaire was compiled from the literature findings and through
consultations with staff and management. The questionnaire consisted of a
covering letter, explaining the purpose of the research and an instruction sheet,
explaining how the form should be completed. It also comprised the following nine
sections of closed questions and one open-ended question:

A: Biographical profile
B: Total quality management (TQM)
C: TQM tools
D: TQM and ISO 9000
E: Business and government
F: Batho Pele and the integrated development plan
G: TQM principles
H: Organisational culture
I: Training and development

The purpose of section A of the questionnaire was to obtain biographical
information concerning the respondents’ gender, the departments the respondents
are working in, the current post level and the years of service at Eden DM. Section B provided data regarding the implementation or absence of TQM programmes. Section C of the questionnaire aimed to gather data as to whether Eden DM makes use of any TQM tools to yield better results. In section D the relationship between TQM and ISO 900 was addressed. Section E emphasized the importance and commonalities of leadership styles in the private and public sector. Section F highlighted the Batho Pele principles as well as the IDP as the strategic management instrument. Section G gathered data regarding the components to implement TQM successfully. Section H obtained data as to the current organisational culture at Eden DM and section I aimed to gather data as to Eden DM’s commitment to training and development.

To ensure that participants were willing and honest in answering the questions no names were requested by the researcher. Participants were allowed an average of three days to complete and return the questionnaire. To ensure the return of the information the researcher arranged to personally collect the completed questionnaires on the agreed dates.

3.6.3 Questionnaire cover letter

Salkind (2000: 140) emphasizes the importance of the questionnaire cover letter as it establishes a sense of authority and conveys the importance of the project. To satisfy these objectives and to ensure a high response rate the following information was included in the cover letter:

- the cover letter identified the individual in the organisation who should complete the questionnaire;
- the aim of the research project was briefly explained to the respondent;
- the respondent was informed that the questionnaire would minimize time demands;
- the respondent was assured that the content of the questionnaire would be treated as strictly confidential;
- the cover letter identified a specific individual who could provide additional information if desired;
- a specific return date was stated;
the cover letter was signed by the researcher.

3.6.4 Response rate
A distribution list of the participants chosen by means of stratified random sampling was compiled. Each participant was allocated a number and as each completed questionnaire was received, the participant was checked off on the list. Non-respondents were contacted telephonically to encourage them to return the completed questionnaire.

Forty-five questionnaires were distributed. A total of forty-two completed questionnaires was received which indicates a 93 per cent response rate.

3.7 PILOT STUDY

A pilot study was conducted to ensure that the questions to be used in the research were clear and well understood. The assistance of five staff members was requested to review the questionnaire. The necessary adjustments were made and finally reviewed by the research supervisor. The results of the pilot study are not included in the survey results.

3.8 DATA ANALYSIS

Feldman (1995: 10) contends that analysis of data is one stage in the process of research. Data analysis is preceded by gathering the data and succeeded by a process of relating interpretations to the question to be answered.

The results of the literature study and the empirical study are analysed and integrated to develop a practical solution to how a TQM organisational culture can be developed at Eden DM. The literature study was covered in chapter two.

Firstly, TQM was introduced, and then analysed from the private and public sector perspectives. Trends that were utilised and recommended by the literature study were presented. Secondly organisational culture was discussed and analysed.
Thirdly, management’s role is reviewed and analysed with the aim of establishing how it could change the current situation at Eden DM. The perceptions from internal customers were presented as an outcome of a carefully structured questionnaire to highlight areas of improvement. The summary and recommendations will be presented in chapter five.

3.9 RELIABILITY AND VALIDITY OF MEASUREMENT

Leedy and Ormrod (2005: 28) are of the opinion that validity and reliability reflect the degree to which one may make mistakes in one’s measurement. Reliability is the consistency with which a measuring instrument yields a certain result when the entity being measured has not changed. In this study, reliability, as a measure of accuracy and response consistency, was considered to be acceptable since the same contact persons were used throughout the study, and, in many cases, the data supplied matched the reports of previous surveys done at Eden DM.

Validity of a measurement instrument is the extent to which the instrument measures what it is supposed to measure. Poynter (1992: 112) distinguishes between face–validity, content–validity, and internal and external validity. Face–validity refers to the extent to which the instrument used provides the necessary data to answer the sub-problems. Content–validity refers to the accuracy with which a research instrument measures the situation under study. Internal and external validity have more to do with the interpretation of data and relates to the avoidance of conclusions-bias based on data and avoidance of generalizations from too small or too narrow a sample respectively.

As far as this study was concerned, face–validity and content–validity were regarded as being positive. Internal and external validity will be addressed in chapter four.
3.10 CONCLUSION

This chapter has discussed the research design and methodology that was followed as well as the survey methods used. The research sample, the development of the questionnaire and the response rate were discussed.

In chapter four the completed questionnaires will be analysed and interpreted and the research problem as stated in chapter one will be discussed.
CHAPTER 4
PRESENTATION AND DISCUSSION OF RESULTS

4.1 INTRODUCTION

The research design and methodology that was used during the study was discussed in chapter three. The purpose of this chapter is to investigate the intrinsic meaning of the data that was obtained from the empirical study. The data will be analysed and interpreted in terms of the structure of the questionnaire which includes:

Section A: Biographical profile
Section B: Total quality management (TQM)
Section C: TQM tools
Section D: TQM and ISO 9000
Section E: Business and government
Section F: Batho Pele and the integrated development plan
Section G: TQM principles
Section H: Organisational culture
Section I: Training and development

The research findings are presented in this chapter and are organised in tabular and graphic form. Empirical results were processed and results generated using Microsoft Excel.

4.2 ANALYSIS AND INTERPRETATION OF THE BIOGRAPHICAL INFORMATION

Figure 4.1 indicates that of the 42 respondents that participated in the study 27 were male (64 per cent) and 15 female (36 per cent). The latest Employment Equity statistics from the department of labour confirmed that Eden DM employs more males than females.
Figure 4.1: Graphic representation of the gender composition

Figure 4.2 gives a breakdown of the different departments that responded to the questionnaire. Fifteen respondents (36 per cent) are from the Technical Services department, eight (19 per cent) from Financial Services, seven (17 per cent) from Corporate Services, eight (19 per cent) from Community Services and four (10 per cent) from the Office of the Municipal Manager.

The Technical Services department has the most employees in Eden DM and that is also reflected in the number of respondents that participated.
Figure 4.2: Graphic representation of the different departments

Figure 4.3 indicates that 22 of the respondents (52 per cent) are at post level 5 – 8, while 14 respondents (33 per cent) are at post level 1 – 4, five respondents (10 per cent) are at post level 9 – 11 and one respondent (2 per cent) at post level 12 – 15.

Figure 4.3: Graphic representation of the current post levels
Figure 4.4 gives a breakdown of the number of years that each respondent has been employed by Eden DM. Twenty-four respondents (57 per cent) have a service period of 0 to 5 years, another three respondents (7 per cent) had been employed 6 to 10 years, four respondents (10 per cent) had a service record of 11 to 15 years, eight respondents (19 per cent) had a service record of 16 to 20 years, while three respondents (7 per cent) had a service record of 20 or more years.

![Years of Service at Eden DM]

**Figure 4.4:** Graphic representation of years of service

### 4.3 Analysis and Interpretation of Total Quality Management

Table 4.1 presents respondents’ responses to the TQM questions. The table indicates the following:
- only 6 respondents (14 per cent) indicated that Eden DM has a TQM programme;
- three respondents (7 per cent) indicated that the TQM policy has been implemented effectively;
- four respondents (10 per cent) indicated that they were trained in implementing TQM;
17 respondents (40 per cent) indicated that TQM is entrenched in the vision and mission of Eden DM;

28 respondents (67 per cent) indicated that their respective departments place emphasis on quality customer service.

Eighty-six per cent of the respondents indicated that Eden DM does not have a TQM programme. Naidoo (2007: 69) is of the opinion that the TQM philosophy seems to be the answer because it can make the connection between the need for efficiency in production and for greater efficiency in municipal management and can thereby make great strides towards improving the quality of life for all in the 21st century.

<table>
<thead>
<tr>
<th>Description of closed questions</th>
<th>No of Yes Responses</th>
<th>No. of No Responses</th>
<th>Total Responses</th>
<th>% of Yes Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>TQM programme at Eden DM</td>
<td>6</td>
<td>36</td>
<td>42</td>
<td>14%</td>
</tr>
<tr>
<td>Effective implementation of the TQM programme</td>
<td>3</td>
<td>39</td>
<td>42</td>
<td>7%</td>
</tr>
<tr>
<td>Training you on implementing the TQM programme</td>
<td>4</td>
<td>38</td>
<td>42</td>
<td>9%</td>
</tr>
<tr>
<td>Total Quality is part of the vision and mission</td>
<td>17</td>
<td>25</td>
<td>42</td>
<td>40%</td>
</tr>
<tr>
<td>Emphasis on quality customer service</td>
<td>28</td>
<td>14</td>
<td>42</td>
<td>67%</td>
</tr>
<tr>
<td><strong>Average</strong></td>
<td><strong>12</strong></td>
<td><strong>30</strong></td>
<td><strong>42</strong></td>
<td><strong>29%</strong></td>
</tr>
</tbody>
</table>

Table 4.1: Responses to TQM closed questions

4.4 ANALYSIS AND INTERPRETATION OF TQM TOOLS

Table 4.2 presents responses to the TQM tools questions. The table indicates the following:

- only 12 respondents (29 per cent) are of the opinion that employees are encouraged to make suggestions for quality and safety improvements in the workplace and that there is a system in place for employees to put their suggestions in suggestion boxes;
two respondents (5 per cent) indicated that there are visible charts in the working environment which are used to record the standard of performance in TQM so that everybody knows when the standard is achieved or not;

only one respondent (2 per cent) indicated that they received rewards and recognition for best performance in their jobs.

It is quite clear that the TQM tools that are available to Eden DM are not optimally utilized. Thirty-seven respondents (88 per cent) indicated that there are no suggestion boxes or visible charts in the workplace.

<table>
<thead>
<tr>
<th>Description of closed questions</th>
<th>No of Yes Responses</th>
<th>No. of No Responses</th>
<th>Total Responses</th>
<th>% of Yes Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Workers are encouraged to make suggestions. Suggestion boxes are in place for improvements in quality and safety</td>
<td>12</td>
<td>30</td>
<td>42</td>
<td>29%</td>
</tr>
<tr>
<td>Visible charts to record the standard of performance in TQM</td>
<td>2</td>
<td>40</td>
<td>42</td>
<td>5%</td>
</tr>
<tr>
<td>Rewards and recognition for best performance</td>
<td>1</td>
<td>41</td>
<td>42</td>
<td>2%</td>
</tr>
<tr>
<td><strong>Average</strong></td>
<td><strong>5</strong></td>
<td><strong>37</strong></td>
<td><strong>42</strong></td>
<td><strong>12%</strong></td>
</tr>
</tbody>
</table>

Table 4.2: Responses to TQM tools closed questions

4.5 ANALYSIS AND INTERPRETATION OF TQM AND ISO 9000

Figure 4.5 indicates that nine respondents (21 per cent) are of the opinion that Eden DM complies with ISO 9000, while 33 respondents (79 per cent) indicated that Eden DM does not comply.

There is a strong relationship between ISO 9000 and TQM. ISO 9000 can be viewed as the documented structure for a TQM system (Tummala & Tang, 1996: 29).
Figure 4.5: Compliance with ISO 9000

Figure 4.6 shows respondents’ responses to the importance of ISO 9000. Forty respondents (95 per cent) indicated that ISO 9000 is highly important, while only 2 respondents (5 per cent) indicated that it is not very important.

Evans and Dean (2003: 59) state that ISO 9000 defines quality system standards based on the premise that certain generic characteristics of management practices can be standardised and that a well designed, well implemented and carefully managed quality system provides confidence that the outputs will meet customer expectations and requirements.
Figure 4.6: Importance of ISO 9000

Figure 4.7 indicates the relationship between TQM and ISO 9000. Thirty three respondents (79 per cent) either strongly agree or agree that TQM and ISO 9000 are interrelated. Eight respondents (19 per cent) remain neutral and one respondent (2 per cent) disagreed.

TQM approach and the ISO 9000 standards are interrelated so that organisations that apply ISO 9000 standards in basic procedures can, in the next phase, implement the TQM philosophy (Waks & Frank, 1999: 249).
Figure 4.7: Relationship between TQM and ISO 9000

4.6 ANALYSIS AND INTERPRETATION OF BUSINESS AND GOVERNMENT

Figure 4.8 indicates that 29 respondents (69 per cent) agree that long-term commitment, continuous improvement, communication, paying attention to employees and consistency are commonalities between leadership styles that exist in local government as well as top performing private companies. Thirteen respondents (31 per cent) disagreed.

In spite of the peculiarities of the public sector in general and of local government in particular and regardless of cultural diversity and country specific characteristics, many commonalities exist in the type of leadership associated with top performing organisations (Sa & Kanji, 2003: 499).
Table 4.3 tabulates the respondent’s view of how important competencies and responsibilities of TQM leaders are. The table indicates that of the combined responses 98 per cent indicated that the five competencies and responsibilities are either highly important or important. Four respondents (2 per cent) are of the opinion that the commonalities are not very important.

In some cases, the characteristics described above are held by political leaders and elected members, but these are not common requirements for top positions in municipal structures because, in the public sector, the tradition is to promote people into managerial positions based on seniority and professional competencies with little regard to managerial skills (Sa & Kanji, 2003: 136).
### COMPETENCIES AND RESPONSIBILITIES OF TQM LEADERS

<table>
<thead>
<tr>
<th>Competencies and responsibilities</th>
<th>Highly important</th>
<th>Important</th>
<th>Not very important</th>
<th>Of no importance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Communicate the municipality’s values</td>
<td>30</td>
<td>12</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Create a sense of change urgency</td>
<td>17</td>
<td>23</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Trust subordinates and empower staff</td>
<td>29</td>
<td>12</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Develop a culture of continuous improvement</td>
<td>33</td>
<td>8</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td><strong>Total responses</strong></td>
<td><strong>109</strong></td>
<td><strong>55</strong></td>
<td><strong>4</strong></td>
<td></td>
</tr>
<tr>
<td>% Responses</td>
<td><strong>66%</strong></td>
<td><strong>32%</strong></td>
<td><strong>2%</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Combined responses</strong></td>
<td><strong>98%</strong></td>
<td></td>
<td></td>
<td><strong>2%</strong></td>
</tr>
</tbody>
</table>

Table 4.3: Competencies and responsibilities of TQM leaders

Figure 4.9 indicates that 35 respondents (83 per cent) either strongly agree or agree that TQM is the answer to eliminate inefficiency, wastefulness and remoteness from those whom local government is supposed to serve. Four respondents (10 per cent) remained neutral, while three respondents (7 per cent) either disagreed or strongly disagreed.
Figure 4.9: TQM the answer to serve the public better

Figure 4.10 indicates that 31 respondents (74 per cent) either indicate that surveys to assess customer satisfaction are seldom or never conducted. Six respondents (14 per cent) indicate that surveys are sometimes conducted, another three respondents (7 per cent) indicated that it is often done, while two respondents (5 per cent) indicated that surveys are continuously conducted.

This is a reason for concern, but it corresponds with Table 4.2 that indicates that the majority of the respondents indicated that there are no suggestion boxes and visible charts at the various departments in Eden DM.
Figure 4.10: Surveys conducted to assess customer satisfaction

Figure 4.11 indicates that only four respondents (10 per cent) indicate that top management to a great extent takes the lead in quality management. Nineteen respondents (45 per cent) indicate that top management somewhat takes the lead, 14 respondents (33 per cent) indicate very little and another five respondents (12 per cent) indicate that top management does not at all take the lead in quality management.

Kanji and Barker (1990: 376) are of the opinion that top management shares almost all responsibility in defining a set of concepts and guiding principles for improving the quality of products and services. It is a reason for concern at Eden DM that top management is not taking the lead in TQM.
Figure 4.11: Top management taking the lead in TQM

Figure 4.12 indicates that 19 respondents (45 per cent) are of the opinion that everybody is responsible for quality, 12 respondents (29 per cent) indicate that managers are responsible, while 11 respondents (26 per cent) indicate that designated persons are responsible for quality.
The philosophical dimension of TQM should also provide a focus for everyone in the company by specifying those things that are valued highly by customers, employees, and management (Lau & Anderson, 1997: 88).

Figure 4.13 indicates that 20 respondents (48 per cent) are of the opinion that either very little is done or that encouragement for teamwork to meet TQM objectives is not done at all. Seventeen respondents (40 per cent) indicated that there is somewhat encouragement, while five respondents (12 per cent) indicated that encouragement is done to a great extent.

Oakland (2003: 276) argues that teams are a management tool and are most effective when team activity is clearly linked to organisational strategy.

![Eden DM encourages teamwork to meet TQM objectives](image)

Figure 4.13: Teamwork encouragement

### 4.7 ANALYSIS AND INTERPRETATION OF BATHO PELE AND THE IDP

Table 4.4 shows that 37 respondents (88 per cent) know the Batho Pele principles, while only 11 respondents (26 per cent) indicated that Eden DM employees work together to achieve the Batho Pele principles.
It is reason for concern that two respondents (5 per cent) were not familiarized with the Batho Pele principles. It is an even bigger concern that only 11 respondents (26 per cent) indicated that Eden DM employees are working together to achieve the Batho Pele principles. This means that the enhancement of quality and accessibility of government services by improving efficiency and accountability are not met (Thompson, 2005: 168).

<table>
<thead>
<tr>
<th>Description of closed questions</th>
<th>No of True Responses</th>
<th>No. of False Responses</th>
<th>Total Responses</th>
<th>% of True Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Batho Pele principles are known</td>
<td>37</td>
<td>5</td>
<td>42</td>
<td>88%</td>
</tr>
<tr>
<td>Employees work together to achieve the Batho Pele principles</td>
<td>11</td>
<td>31</td>
<td>42</td>
<td>26%</td>
</tr>
<tr>
<td><strong>Average</strong></td>
<td><strong>24</strong></td>
<td><strong>18</strong></td>
<td><strong>42</strong></td>
<td><strong>57%</strong></td>
</tr>
</tbody>
</table>

Table 4.4: Batho Pele principle and the IDP

Figure 4.14 indicates that 38 respondents (90 per cent) feel that TQM should be included in the IDP. Three respondents (7 per cent) remain neutral and only one respondent (2 per cent) disagreed.

In Figure 4.14 it is evident that 38 respondents (90 per cent) strongly agree or agree that TQM should be included in the IDP. This is in agreement with the literature that says that TQM determines how the constitution, IDP and the Local Government Municipal Structures Act should be implemented and executed (Naidoo, 2007: 72).
TQM SHOULD BE INCLUDED IN THE IDP

4.8 ANALYSIS AND INTERPRETATION OF TQM COMPONENTS

<table>
<thead>
<tr>
<th>Description of components</th>
<th>Strongly agree</th>
<th>Agree</th>
<th>Neutral</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leaders must create a culture of quality</td>
<td>32</td>
<td>9</td>
<td>1</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Employee participation</td>
<td>26</td>
<td>15</td>
<td>1</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Formation of quality circles</td>
<td>16</td>
<td>21</td>
<td>4</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>Following a systems approach</td>
<td>23</td>
<td>17</td>
<td>2</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Benchmarking and best practices</td>
<td>20</td>
<td>21</td>
<td>1</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Training and development</td>
<td>32</td>
<td>9</td>
<td>1</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td><strong>Total responses</strong></td>
<td><strong>149</strong></td>
<td><strong>92</strong></td>
<td><strong>10</strong></td>
<td><strong>1</strong></td>
<td><strong>0</strong></td>
</tr>
<tr>
<td><strong>% Responses</strong></td>
<td><strong>59%</strong></td>
<td><strong>37%</strong></td>
<td><strong>4%</strong></td>
<td><strong>0%</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Combined responses</strong></td>
<td><strong>96%</strong></td>
<td><strong>4%</strong></td>
<td><strong>0%</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Table 4.5: TQM components

Figure 4.14: TQM’s inclusion in the IDP
Table 4.5 reflects the various components for implementing a successful TQM programme. An analysis of Table 4.5 indicates that 96 per cent of the combined respondents strongly agree or agree that the components are key ingredients for implementing a successful TQM programme. Four per cent of the respondents remain neutral. Only one respondent disagreed to the commonality that quality circles should be formed.

The results of the empirical study of the TQM components correspond with the literature, which states the following:

- leaders must accept maximum responsibility in offering a quality product and service to the public (Dewhurst, Martinez-Lorente & Dale, 1999: 268);
- employees should be involved in such a way that employees must believe that management genuinely treat them with the custodianship for quality achieved and continuous improvement (Dean & Helms, 1996: 60);
- the purpose of quality circles is to provide the powerful motivation of allowing people to take some part in deciding their own actions and functions (Oakland, 2003: 282);
- Buckler (1996: 36) argues that managers who design the systems must listen to feedback from employees who work in the systems;
- Mcdonnell (1994: 46) argues that government organisations have some obligations to make improvements on a continuous basis.

Results received from the empirical study substantiate these authors’ findings.
4.9 ANALYSIS AND INTERPRETATION OF ORGANISATIONAL CULTURE

<table>
<thead>
<tr>
<th>Description of closed questions</th>
<th>No of Yes Responses</th>
<th>No. of No Responses</th>
<th>Total Responses</th>
<th>% of Yes Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eden DM has an organisational culture</td>
<td>15</td>
<td>27</td>
<td>42</td>
<td>36%</td>
</tr>
<tr>
<td>Change process is based on process alignment starting with the vision, mission and value statements</td>
<td>40</td>
<td>2</td>
<td>42</td>
<td>95%</td>
</tr>
<tr>
<td>People receive new responsibilities, team roles in a process driven environment</td>
<td>31</td>
<td>11</td>
<td>42</td>
<td>74%</td>
</tr>
<tr>
<td>Teamwork</td>
<td>42</td>
<td>0</td>
<td>42</td>
<td>100%</td>
</tr>
<tr>
<td>Leaders and employees should work together</td>
<td>42</td>
<td>0</td>
<td>42</td>
<td>100%</td>
</tr>
<tr>
<td>A framework to paint a clear picture</td>
<td>42</td>
<td>0</td>
<td>42</td>
<td>100%</td>
</tr>
<tr>
<td>Council must invest financially to the process</td>
<td>37</td>
<td>5</td>
<td>42</td>
<td>88%</td>
</tr>
<tr>
<td>Regular steps are taken to improve service delivery</td>
<td>30</td>
<td>12</td>
<td>42</td>
<td>71%</td>
</tr>
<tr>
<td>Cost effective in executing its business</td>
<td>31</td>
<td>11</td>
<td>42</td>
<td>74%</td>
</tr>
<tr>
<td>Maintains high ethical standards</td>
<td>32</td>
<td>10</td>
<td>42</td>
<td>76%</td>
</tr>
<tr>
<td><strong>Average</strong></td>
<td><strong>34</strong></td>
<td><strong>8</strong></td>
<td><strong>42</strong></td>
<td><strong>81%</strong></td>
</tr>
</tbody>
</table>

Table 4.6: Organisational culture

Table 4.6 indicates the various aspects of organisational culture. An analysis of the table indicates the following:

- 15 respondents (29 per cent) indicated that Eden DM has an organisational culture, while 27 respondents (64 per cent) indicated that an organisational culture is absent;
- the majority of the respondents indicated that the remaining aspects of organisational culture as listed in Table 4.6 are important to establish a TQM organisational culture at Eden DM.
Campbell, Stonehouse & Houston (2004: 55) are of the opinion that an organisational culture is important, because it can and does affect all aspects of organisational activities.

Leaders and employees should work together to change the Eden DM’s culture. There needs to be a vision and a commitment at the highest level that eventually flows through the entire organisation. Without a common vision and active involvement of the leaders, organisations find themselves in a state of turmoil (Reliability analysis centre, 2008).

Oakland (2003: 431) emphasizes the need to develop a framework that allows the organisation to paint a clear picture of its destination. The framework provides the stepping stones required to reach the desired end. The respondents agreed 100 per cent with this argument.

Grounding the organisational culture in core values and ethical principles has a significantly positive impact on business performance (Sales, 2006: 61).

<table>
<thead>
<tr>
<th>Vital aspects</th>
<th>Order of importance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adequate planning</td>
<td>37/42</td>
</tr>
<tr>
<td>Provision of support</td>
<td>32/42</td>
</tr>
<tr>
<td>Involvement of staff</td>
<td>39/42</td>
</tr>
<tr>
<td>Demonstration of commitment</td>
<td>35/42</td>
</tr>
<tr>
<td>Communication</td>
<td>36/42</td>
</tr>
<tr>
<td><strong>Average</strong></td>
<td><strong>36/42</strong></td>
</tr>
</tbody>
</table>

Table 4.7: Aspects in the organisational change process

Table 4.7 identifies the aspects that are vital in the organisational change process. The responses were added and the aspects that received the most responses indicate that the respondents view them as vital. The involvement of staff received 39 responses (92 per cent), followed by adequate planning with 37 responses (88 per cent), then communication 36 responses (86 per cent), demonstrate
commitment 35 responses (83 per cent) and provision of support 32 responses (76 per cent).

Pearce (2007: 25) emphasizes that whenever change is to take place, management must ensure adequate initial planning, involve staff, commit them, communicate effectively and provide support. This is substantiated by the empirical study results where 80 per cent of the respondents on average rank them as vital aspects in bringing about change at Eden DM.

4.10 ANALYSIS AND INTERPRETATION OF TRAINING AND DEVELOPMENT

<table>
<thead>
<tr>
<th>Description of closed questions</th>
<th>No of Yes Responses</th>
<th>No. of No Responses</th>
<th>Total Responses</th>
<th>% of Yes Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Offering training courses to improve your skills</td>
<td>30</td>
<td>12</td>
<td>42</td>
<td>71%</td>
</tr>
<tr>
<td>Involve you in developing the training plan</td>
<td>20</td>
<td>22</td>
<td>42</td>
<td>48%</td>
</tr>
<tr>
<td>Assess the training needs of the employees</td>
<td>20</td>
<td>22</td>
<td>42</td>
<td>48%</td>
</tr>
<tr>
<td>Training and development budget</td>
<td>40</td>
<td>2</td>
<td>42</td>
<td>95%</td>
</tr>
<tr>
<td><strong>Average</strong></td>
<td><strong>28</strong></td>
<td><strong>15</strong></td>
<td><strong>42</strong></td>
<td><strong>67%</strong></td>
</tr>
</tbody>
</table>

Table 4.8: Training and development

Table 4.8 indicates the training and development commitments by the employer. The analysis of the table indicates the following:

- 30 respondents (71 per cent) indicated that Eden DM offers some training courses to improve employee’s skills;
- 20 respondents (48 per cent) indicated that Eden DM involves them in developing the training plan that suits their needs;
- 20 respondents (48 per cent) indicated that Eden DM assesses the training needs to determine which training is necessary for the employees;
- 40 respondents (95 per cent) indicated that Eden DM does have a training budget.
The respondents indicated that they attend between one to three courses per year.

Cartwright (1999: 59) argues that by training people for their tasks, the employer creates a culture so that they can better serve the organisation through improving skills and methods and increased knowledge. Eden DM does comply with the literature according to the results of the empirical study.

The 52 per cent of respondents indicated that Eden DM does not involve them with the development of the training plan and assessment corresponds with the previous results in Table 4.7 that indicated that the staff should be more involved. It is also clear that Eden DM is serious about its training in that 95 per cent of respondents indicated that training is budgeted for.

Figure 4.15 indicates that 34 respondents (81 per cent) view the training methods and evaluations as either poor or in serious need of improvement. Only eight respondents (19 per cent) indicated that the current training methods and evaluations are good.

The 19 per cent of respondents that indicated that the training methods and evaluations are good is reason for concern. This implies that the training budget is not used effectively. Oakland (2003: 275) suggested that a model of a training process should be adopted to ensure that training and development is an ongoing commitment to investing and the provision of planned, relevant and appropriate training.
4.11 CONCLUSION

The purpose of this chapter was to analyze and interpret the data obtained from the empirical study. The results indicate that Eden DM adheres to the theoretical principles as stated in Chapter two. However, certain critical principles are not being adhered to.

Chapter five will present conclusions and recommendations based on the above mentioned results. Problems encountered during the research will be discussed and recommendations made.
CHAPTER 5
CONCLUSIONS AND RECOMMENDATIONS

5.1 INTRODUCTION

The previous chapter presented the results of the questionnaire surveys conducted in order to answer the main and sub-problems identified in section 1.2.

The main objective of this study was to develop a TQM organisational culture at Eden DM. To do this a literature study together with an empirical study was conducted to answer the identified sub-problems. This chapter focuses on the extent to which the results provide answers to these problems as well as recommendations made which emanated from the findings. The main focus point of this chapter, however, is the discussion on the outcome of the study, namely the implementation strategy for Eden DM.

5.2 CHAPTER SUMMARIES

Chapter one introduced the background to the study and highlighted the purpose of the research, namely to include the development of a TQM organisational culture in the IDP of the Eden DM. To develop a research strategy to deal with and solve the main problem question, five sub-problems were identified.

Chapter two included views from literature regarding the concept of TQM together with its tools, components and principles. The relationship among TQM, ISO 9000 and organisational culture was also discussed in much detail. A model for changing organisational culture was suggested as being the best method of implementing a TQM organisational culture at Eden DM.

Chapter three detailed the research methodology followed in order to solve the sub-problems. The methodology included a literature survey and the use of questionnaires.
Chapter four reported and analysed the data obtained from the questionnaire surveys. The findings of the research were illustrated and described using figures and tables.

5.3 ADDRESSING THE RESEARCH PROBLEMS

The purpose of this study was to address the following main problem
“How can a total quality management organisational culture be developed at Eden District Municipality?”

In attempting to solve the above problem, the following sub-problems were identified:

- What is the nature of the current organisational culture at Eden District Municipality?

  Section 2.8 of the literature study addressed this sub-problem by defining organisational culture as well as its importance. The questionnaire was further used to determine the current organisational culture and the results were discussed in section 4.9.

- What does the literature say about the relationship between TQM and organisational culture?

  Section 2.6.2 of the literature study addressed this sub-problem. TQM is seen as a cultural transformation tool for municipalities to realise their constitutional mandates, legislative obligations and their organisational goals. TQM is about alignment and culture transformation. It is about being conscious of every decision and action taken and the outcomes or implications for the organisational goals.
What are the components/variables of a TQM organisational culture?

Section 2.7 of the literature study addressed the components of a TQM organisational culture. Its importance was further determined through section 4.8 of the questionnaire survey.

What is the attitude of the staff of the Eden District Municipality towards these components/variables?

The majority of the respondents view the components as key ingredients for implementing a successful TQM programme as seen in section 4.8 of the questionnaire analysis.

How can this information be applied to formulate an approach/strategy for the development of a total quality management organisational culture?

This sub-problem is addressed in section 2.9 of the literature study as well as sections 4.9 and 4.10 of the questionnaire analysis.

An evaluation of the literature highlighted the importance of TQM in government, why it is a complex process of organisational change and explains why government is slow in its commitment to quality improvements. Further investigation shows that there is a clash between the current political context and TQM.

The empirical study was used to find out if Eden DM supports a TQM organisational culture and if not how it can be developed. Research data revealed that Eden DM does not support a TQM organisational culture. The majority of the respondents were in agreement that a TQM organisational culture for Eden DM is necessary. They also indicated how it should be tackled. Most of the proposals that were put forward were accepted by the respondents.
The main findings can be summarized as follows:

- Research data indicates that 86 per cent of respondents are of the opinion that Eden DM does not have a TQM programme. This can be the reason why according to Table 4.2 that Eden DM does not take advantage of the various TQM tools to improve quality in the workplace. Figure 4.10 shows that 74 per cent of the respondents are of the opinion that surveys to assess customer satisfaction are seldom or never conducted.

- 69 per cent of respondents are in agreement that there are commonalities that exist between leaders in the private sector as well as leaders in government as indicated in Figure 4.8. Table 4.3 indicates that 98 per cent of the respondents view leadership competencies and responsibilities as highly important. Eden DM seems to have a problem here, because in Figure 4.11 it is clear that top management does not take strong action in the quest for quality management.

- 83 per cent of the respondents are of the opinion that TQM is the answer to eliminate inefficiency and wastefulness in the public sector, while 95 per cent of the respondents, according to Figure 4.5 view ISO 9000 as also important to ensure quality system standards. The combined responses of Table 4.5 indicate that 96 per cent of respondents agree that the components such as quality leadership, employee participation and training and development are key ingredients for implementing a successful TQM programme.

- It is pleasing to note that 90 per cent of the respondents think that TQM should be included in the IDP. It is critical for quality purposes that Eden DM employees should work together to achieve the Batho Pele principles and that they should not just be aware of it, as indicated in Table 4.4.

- 64 per cent of respondents indicated that Eden DM’s culture does not support TQM. That is why 92 per cent of the respondents view staff involvement as the most vital aspect in the organisational change process, because it is people that give an organisation its culture.
- Eden DM places a high premium on training and development in the areas of training courses and the presence of a training budget. This is a good basis to extend it by involving staff in the development of the training plan and assessing the training needs of the employees.

5.4 PROBLEMS AND LIMITATIONS

No major problems were encountered while conducting the research except some of the selected respondents' lack of co-operation. Follow-up e-mails and telephone calls were made in order to encourage respondents to complete their questionnaires.

The survey was limited to the Eden DM and its results do not necessarily reflect the same situation at other municipalities or other public sector organisations in general.

5.5 IMPLICATIONS OF THE RESEARCH

Eden DM does not have a quality policy and should thus draw up one to provide the framework for consistent quality services.

TQM is everyone’s responsibility in the workplace, but it is mainly the responsibility of management, because strong leadership and commitment is needed from their side to lead Eden DM into a TQM organisation.

People's behaviour and attitudes will only be affected by the research if they take up different roles. If we create new responsibilities for them, team roles and a process-driven environment, a new situation will develop, one that will draw attention to the processes.
5.6 IMPLEMENTATION STRATEGY FOR EDEN DISTRICT MUNICIPALITY

The following implementation strategy is the outcome of the literature and the empirical research studies. It is categorized in terms of what actions and activities should be taken, who the responsible persons are for its implementation and when the activities should be executed.

<table>
<thead>
<tr>
<th>ACTION</th>
<th>ACTIVITY</th>
<th>WHO</th>
<th>WHEN</th>
</tr>
</thead>
<tbody>
<tr>
<td>Top management meeting</td>
<td>Discuss survey results and get the acceptance from all managers</td>
<td>Municipal manager and the managers from all five departments</td>
<td>1 February 2009</td>
</tr>
<tr>
<td>Council meeting</td>
<td>Get the political will to implement a TQM organisational culture as part of Eden DM’s vision, mission and IDP</td>
<td>All the councillors together with the municipal manager</td>
<td>25 February 2009</td>
</tr>
<tr>
<td>Develop framework</td>
<td>Development of a TQM organisational culture framework</td>
<td>Consultant, representatives from council and officials</td>
<td>1 March 2009</td>
</tr>
<tr>
<td>Departmental meetings</td>
<td>Discuss in each department</td>
<td>Departmental heads with divisional heads</td>
<td>15 March 2009</td>
</tr>
<tr>
<td>Divisional meetings</td>
<td>Discuss further in the divisions</td>
<td>Divisional heads with staff</td>
<td>20 April 2009</td>
</tr>
<tr>
<td>Implementation in all departments</td>
<td>Implement actions in the whole organisation</td>
<td>Council and staff</td>
<td>1 July 2009</td>
</tr>
<tr>
<td>Monitoring group</td>
<td>Monitor progress</td>
<td>Consultant, representatives from council and officials</td>
<td>Monthly (starting 1 August 2009)</td>
</tr>
</tbody>
</table>

Table 5.1: Implementation strategy for Eden DM

Table 5.1 sets out the implementation strategy that Eden DM will follow to successfully implement TQM as an organisational culture. Dewhurst, Martinez-Lorente and Dale (1999: 268) are of the opinion that the first step is for top management to accept the process and get their commitment. All the managers of...
the different departments should be involved to get an even flow throughout the entire organisation. Top management must lead by example, motivate and manage the process. The empirical study shows that the majority of the respondents agree that management must take the lead in TQM, but only 10 per cent of the respondents indicated that top management does to a great extent take the lead in quality management. The municipal manager must also get a clear mandate to take to council. Starting the first day of the second month of the New Year gives everyone the chance to settle in from vacation and concentrate on the new objective.

The political will must be obtained from council, to make the necessary policy adjustment for officials to execute. This creates the opportunity to include TQM in the vision, mission and IDP of Eden DM. Bacal (2008), argues that the current political system makes this even more important, because it focuses on short term activities and immediate solutions. There is a scheduled council meeting on the 25 February 2009 which facilitates the inclusion of the programme on the agenda and also ensures that all councillors are present to make a decision on the matter.

The appointment of a consultant together with representatives of officials and council is necessary to develop a framework. Figure 2.5 can be used as guideline in developing a framework. Oakland (2003: 276), suggests that a professional expert on TQM be appointed to advise on technical aspects of planning and implementing TQM. All the participants in the survey agree that a framework is essential to start the process. The framework development process starts on 1 March 2009 to give the project team at least four months to finalize the process.

Departmental heads now meet with the divisional heads to inform them and get their acceptance and commitment. This will make it easier for the rest of the staff to be convinced. Pearce (2007: 25) emphasizes that the change process must be communicated to all staff members concerned. This was also the view of 86 per cent of the respondents. The 15 March 2009 is 20 days after the council meeting giving them enough time to prepare themselves.
The rest of the staff in the various divisions can now be informed and motivated. The 20 March 2009 allows the divisional heads to disseminate the information swiftly to get the entire organisation motivated and enthusiastic.

The project team drawing up the framework can now implement the process on 1 July 2009, the start of the new financial year. This will ensure that the budget to finance the project has been approved. The implementation process should be done bearing in mind the following key elements:

- plan of action;
- agreed-upon vision;
- guiding principles;
- administrative practices and policies (Mastenbroek, 1991: 41).

The project team responsible for drawing up the framework also forms the monitoring group ensuring that the process is correctly implemented. Oakland (2003: 344) contends that performance should be regularly measured and if there are any deviations the corrective action should be taken. This should be done on a monthly basis allowing the group to check the action and act accordingly.

5.7 RECOMMENDATIONS

On the basis of the literature and the empirical study that was done, the researcher suggests the following recommendations regarding the development of a TQM organisational culture at Eden DM.

5.7.1 The TQM part

- The politicians and officials should hold an indaba to ascertain the research results regarding the development of a TQM organisational culture at Eden DM. This step will ensure their commitment, support and engagement, all of which are an absolute prerequisite in the development and implementation of a successful TQM organisational culture at Eden DM.
A framework inclusive of the vision, mission and strategy should then be developed.

TQM should be included in the IDP to make the TQM process official and for performance measurement purposes.

Establishes a quality department with a quality manager who will be responsible for the planning and implementation of TQM. A further extension of the quality department should be the formation of quality circles where groups of workers doing similar work meet on a regular basis.

The implementation of TQM should be approached by way of the continuous improvement cycle as depicted in Figure 2.6.

5.7.2 The organisational culture part

People’s behaviour is determined largely by the roles they occupy. If one creates new responsibilities, team roles and a process driven environment for them, a new situation will develop, one that will draw their attention and work on the processes. This will change the culture.

The roles and responsibilities of employees should be aligned with the organisation and its processes.

The focus should not be on abstract issues such as culture and participation, but on activities and tasks that employees must perform.

Training and developments should form the basis by ensuring that employees are empowered to execute their roles and responsibilities.

Teamwork is an especially important part of the TQM model in terms of bringing about change. Close coordination among the Finance, Technical, Corporate, Community Services and the Office of the Municipal Manager of Eden DM is
essential. This can be brought about effectively by multifunctional teams working on the process and understanding their interrelationships.

- The change process must ensure adequate initial planning, provide support, involve staff, demonstrate commitment, consider the impact on team members, recognise and deal with resistance, communicate, use management tools and evaluate change.

5.8 FUTURE RESEARCH

The study was confined to Eden DM and could be extended to other public sector organisations. It would be interesting to see if other municipalities also experience a lack of TQM and organisational culture. Considering the increasingly more important role which local governments play, future researchers could use the findings of this research as the basis for their own research.

5.9 CONCLUSION

The purpose of this research was to determine how a TQM organisational culture can be developed at Eden DM. Organisations are adapting to the fact that quality is the most important tool to ensure success.

The study has proven that Eden DM does not support a TQM programme nor does the organisational culture support TQM. The council of Eden DM can show some political will and use this research to embark on developing and establishing a TQM orientated organisational culture. Eden DM is increasingly seen as a strategic enabler in the region and by taking the lead in TQM it will be in an ideal position to guide the other local municipalities in the region towards also implementing TQM. This will enable local government to embrace the Batho Pele principles.

The road to TQM is a long one, but it will ultimately lead to greater efficiencies and cost savings.
REFERENCE LIST


APPENDIX

22 September 2008

SURVEY ON TOTAL QUALITY MANAGEMENT AS AN ORGANISATIONAL CULTURE AT EDEN DISTRICT MUNICIPALITY

Dear Colleague,

I am currently engaged in post-graduate studies, the topic of my master’s dissertation being “How can a total quality management organisational culture be developed at Eden District Municipality?”

As part of my research I will be conducting a survey to obtain data on the influence of business, environmental and other factors on the practice of total quality management (TQM). For this purpose, a number of respondents, including you, have been selected to participate in the survey.

As a result of your involvement in and experience of quality at Eden District Municipality (Eden DM), your views and opinions concerning existing practices in quality management will be of major importance, not only in respect of this study but also as a further contribution to the advancement of TQM in Eden DM and local government.

Enclosed please find the questionnaire. It would be greatly appreciated if you could spare a few moments of your valuable time to contribute to the study by completing the questionnaire and returning it to me, not later than 23 September 2008.

All data obtained will be treated in the strictest confidence and the findings of the study will be made available to participants after completion of the study. Should you require any further information concerning the study as a whole or this survey in particular, please do not hesitate to contact me at:

Telephone:  044 803 1500 (Work)
             082 886 7440 (Cell)

I look forward to receiving your response and thank you in anticipation for your willingness to participate.

Yours sincerely

Xavier Jantjies
INSTRUCTIONS
• Please answer each question by making a cross (X) in the appropriate box.
• There are no right or wrong answers. Your answer will be a reflection of how you view each question.

SECTION A: BIOGRAPHICAL PROFILE

Gender
A1 Male           Female

Department
A2 Financial Services         Technical Services
Corporate Services          Office of the municipal manager and development
Community Services

Current Postlevel
A3 Postlevel 1-4           Postlevel 12-15
Postlevel 5-8               Postlevel 16-18
Postlevel 9-11              Section 57 / Other

Years of service with Eden District Municipality (years completed)
A4 0 – 5 years           16 – 20 years
6 – 10 years               20 + years
11 – 15 years

SECTION B: TOTAL QUALITY MANAGEMENT (TQM)

Total Quality Management is a strategy and process to manage an institution as an integrated system of principles, methods and best practices that provide a framework for the institution to strive for excellence in everything it does.

Please answer the following questions by making an X in the appropriate box.

B1 Does Eden DM have a TQM programme?  Yes  No
B2 If Eden DM has a TQM policy, do you think the programme has been implemented effectively?  Yes  No
B3 Did Eden DM train you in implementing the TQM programme?  Yes  No
B4 Is Total Quality entrenched in the vision and mission of Eden DM?  Yes  No
B5 Does your department place emphasis on quality customer service?  Yes  No

SECTION C: TOTAL QUALITY MANAGEMENT TOOLS

TQM techniques, tools and systems can be used to collect and display information in ways to help the human brain grasp thoughts and ideas that when applied to physical processes cause the processes to yield better results.

C1 Does Eden DM encourage workers to make suggestions? Does Eden DM have a system in place for employees to put their suggestions in suggestion boxes for improvements of quality  Yes  No
and safety in the workplace?

C2 Are there visible charts in your working environment which are used to record your standard of performance in TQM so that everyone knows when the standard is achieved or not? Yes  No

C3 Do you get rewards and recognition for best performance in your job? Yes  No

SECTION D: TOTAL QUALITY MANAGEMENT AND ISO 9000

ISO 9000 is a worldwide standard that gives the buyer peace of mind that the service or product they are buying meets these requirements and does so consistently.

D1 Does Eden DM comply with any ISO 9000 standards? Yes  No

Please mark with an X the box that best describes your view of the following statement

D2 In the global arena that we operate how would you rate the importance of an ISO 9000 standard in terms of consistently meeting product and service requirements?

<table>
<thead>
<tr>
<th>Highly important</th>
<th>Important</th>
<th>Not very important</th>
<th>Of no importance</th>
</tr>
</thead>
</table>

Please mark with an X the box that best describes your view of the following statement

D3 The TQM approach and the ISO 9000 standards are interrelated so that organisations that apply ISO 9000 standards in basic procedures can in the next phase implement the TQM philosophy.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Neutral</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

SECTION E: BUSINESS AND GOVERNMENT

Long-term commitment, continuous improvement, communication, paying attention to employees and consistency are commonalities between leadership styles that exist in local government as well as top performing private companies.

E1 What is your view on the above statement? Agree  Disagree

For the following questions please mark with an X the box that matches your view most closely.

Please rate the following competencies and responsibilities of TQM leaders.

<table>
<thead>
<tr>
<th>Highly important</th>
<th>Important</th>
<th>Not very important</th>
<th>Of no importance</th>
</tr>
</thead>
<tbody>
<tr>
<td>E2 To communicate the municipality’s values.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>E3 To create a sense of change urgency.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>E4 To trust subordinates</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
and empower the staff.

E5

To develop a culture of continuous improvement.

E6

TQM is viewed by many in the public sector as the answer to the principal criticisms of public services their alleged inefficiency, wastefulness and remoteness from those whom they are supposed to serve.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Neutral</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

E7

How often are surveys conducted to assess customer satisfaction?

<table>
<thead>
<tr>
<th>Continuously</th>
<th>Often</th>
<th>Sometimes</th>
<th>Seldom</th>
<th>Never</th>
</tr>
</thead>
</table>

E8

To what extent does top management of Eden DM set an example by taking the lead in quality improvements?

<table>
<thead>
<tr>
<th>To a great extent</th>
<th>Somewhat</th>
<th>Very little</th>
<th>Not at all</th>
</tr>
</thead>
</table>

E9

Who is mainly responsible for quality in your department?

<table>
<thead>
<tr>
<th>Everybody</th>
<th>Managers</th>
<th>Designated persons</th>
</tr>
</thead>
</table>

E10

To what extent does Eden DM encourage teamwork where team leaders take the lead to meet specific objectives related to jobs and quality?

<table>
<thead>
<tr>
<th>To a great extent</th>
<th>Somewhat</th>
<th>Very little</th>
<th>Not at all</th>
</tr>
</thead>
</table>

SECTION F: BATHO PELE AND THE IDP

The Batho Pele initiative aims at enhancing the quality and accessibility of government services by improving efficiency and accountability.

<table>
<thead>
<tr>
<th>F1</th>
<th>The Batho Pele principles are known to you.</th>
<th>True</th>
<th>False</th>
</tr>
</thead>
<tbody>
<tr>
<td>F2</td>
<td>Eden DM employees work together to achieve the Batho Pele principles.</td>
<td>True</td>
<td>False</td>
</tr>
</tbody>
</table>

An Integrated Development Plan (IDP) is a five year strategic development plan for a municipality and serves as the principal strategic management instrument.

Please mark with an X the box that best describes your view of the following statement

<table>
<thead>
<tr>
<th>F3</th>
<th>TQM is a cultural transformation tool for municipalities to realise their constitutional mandates, legislative obligations and their organisational goals and should therefore be included in the IDP.</th>
<th>Strongly agree</th>
<th>Agree</th>
<th>Neutral</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

110
SECTION G: TQM PRINCIPLES

To what extent do you view the following components as key ingredients for implementing a successful TQM programme?

| G1  | Leaders are responsible to create a culture of quality. |
| G2  | Employee participation in process re-engineering, new ways of doing things and communicating their ideas to management. |
| G3  | Formation of quality circles where groups of employees do similar work. |
| G4  | A systems approach is followed whereby those working on the systems must listen to feedback from those working in the system. |
| G5  | Benchmarking and best practices with similar organisations and international organisations. |
| G6  | Training and development plays an important part of TQM. |

SECTION H: ORGANISATIONAL CULTURE

Services and products can be seen as the core of businesses, institutions and local governments, but culture is their driving engine. Organisational culture influences the engagement and enthusiasm of staff. It further influences direct outputs, efficiency of an organisation, as well as the health and flexibility of employees. The willingness of people within the organisation to accept changes is an essential prerequisite for implementing total quality management.

Please answer the following questions by making an X in the appropriate box.

| H1  | Referring to the above definition of organisational culture do you think that Eden DM has an organisational culture? | Yes | No |
| H2  | In order to achieve effective change Eden DM must base its change process on process alignment starting with the vision, mission and value statements. | True | False |
| H3  | A cultural change will only take effect if people receive new responsibilities, team roles in a process driven environment. | True | False |
| H4  | Teamwork is a very important part of the TQM | True | False |
Leaders and employees should work together to change Eden DM’s culture.  

A framework is necessary to allow Eden to paint a clear picture of its destination.  

TQM will not succeed unless council invests financially in the process.  

My department takes steps on a regular basis to improve service delivery whenever the clients are not satisfied.  

My department is cost effective in executing its business.  

My department maintains high ethical standards of honesty and integrity.  

Which of the following aspects are vital in the organisational change process  

- Adequate planning  
- Provision of support  
- Involvement of staff  
- Demonstration of commitment  
- Communication  

Training can be seen as the symbol of the employer’s commitment to staff. Major changes in many organisations, including the public sector have resulted in increasing workloads, the introduction of new technology and wider ranges of tasks which require training provision.

Does Eden DM offer some training courses or any kind of training, related to your job to improve your skills?  

Does Eden DM involve you in developing the training plan that suits your needs?  

Does Eden DM assess the training needs of the employees to decide which training is necessary?  

Does Eden DM have a training and development budget?  

How many training courses do you attend in a year? Please state a number.  

What is your opinion about the current training methods?  

Excellent Good Need Improvement Poor  

What is your opinion about the current training evaluations?  

Excellent Good Need Improvement Poor  

Thank you for your co-operation and support.